



Creating a safer
Cambridgeshire

Cambridge City Cumulative Impact Policy Review 2010

V3



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Background

The Licensing Act 2003 provides a clear focus on the promotion of four statutory objectives which must be addressed when licensing functions are undertaken. They are:

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance
- The protection of children from harm

In areas where there is a significant concentration of licensed premises and there is sufficient evidence of negative impact on the statutory objectives The Licensing Act gives provision for the adoption of a Cumulative Impact Policy. The effect of adopting such a policy is to create a rebuttable presumption that applications for new premises licenses or major variations will be refused if representations are made about the likely impact of the proposals on the licensing objectives. This effectively requires the applicant to demonstrate that the operation of the premises involved will not add to the cumulative impact already being experienced.

In 2007 Cambridge City Council Licensing Committee adopted a Cumulative Impact Policy covering areas of Cambridge City Centre, Mill Road and Cambridge Leisure Park.

Purpose

The purpose of this report is to review whether there are ongoing significant levels of crime and disorder that can be reasonably attributed to a high concentration of licensed premises within the Cumulative Impact Area and subsequently recommend whether any changes need to be made to the current area boundaries.

Methodology & Data Sources

The location of all licensed premises in Cambridge City was sourced from the licensed premises database by PC Pete Sinclair licensing officer. Licensed premises analysed included premises licensed for the sale of alcohol (licensed public houses, restaurants, off-licences, café/take-aways, leisure/cinema/sports, clubs, wine bars, schools/colleges and hotels) and premises with a late night refreshment license. The licensed premises were mapped enabling the concentration of premises and proximity to crime and disorder hotspots to be ascertained.

The following data sets were extracted from the Force data warehouse using i2 workstation:

- Cambridge City violent crime¹ and criminal damage offences and anti-social behaviour incidents which occurred between 01/04/2007 and 31/03/2010.
- Alcohol related² Cambridge City violent crime and criminal damage offences and anti social behaviour incidents which occurred between 01/04/2007 and 31/03/2010.

These records were then mapped using Blue 8 software to show the locations of the highest concentrations of offences and incidents in Cambridge City.

¹ Throughout this document violent crime includes public order and affray offences.

² Alcohol – related offences and disorder were measured using an i2 query searching notes for keywords of 'alcohol', 'drinking', 'drunk' or 'intoxicated'.

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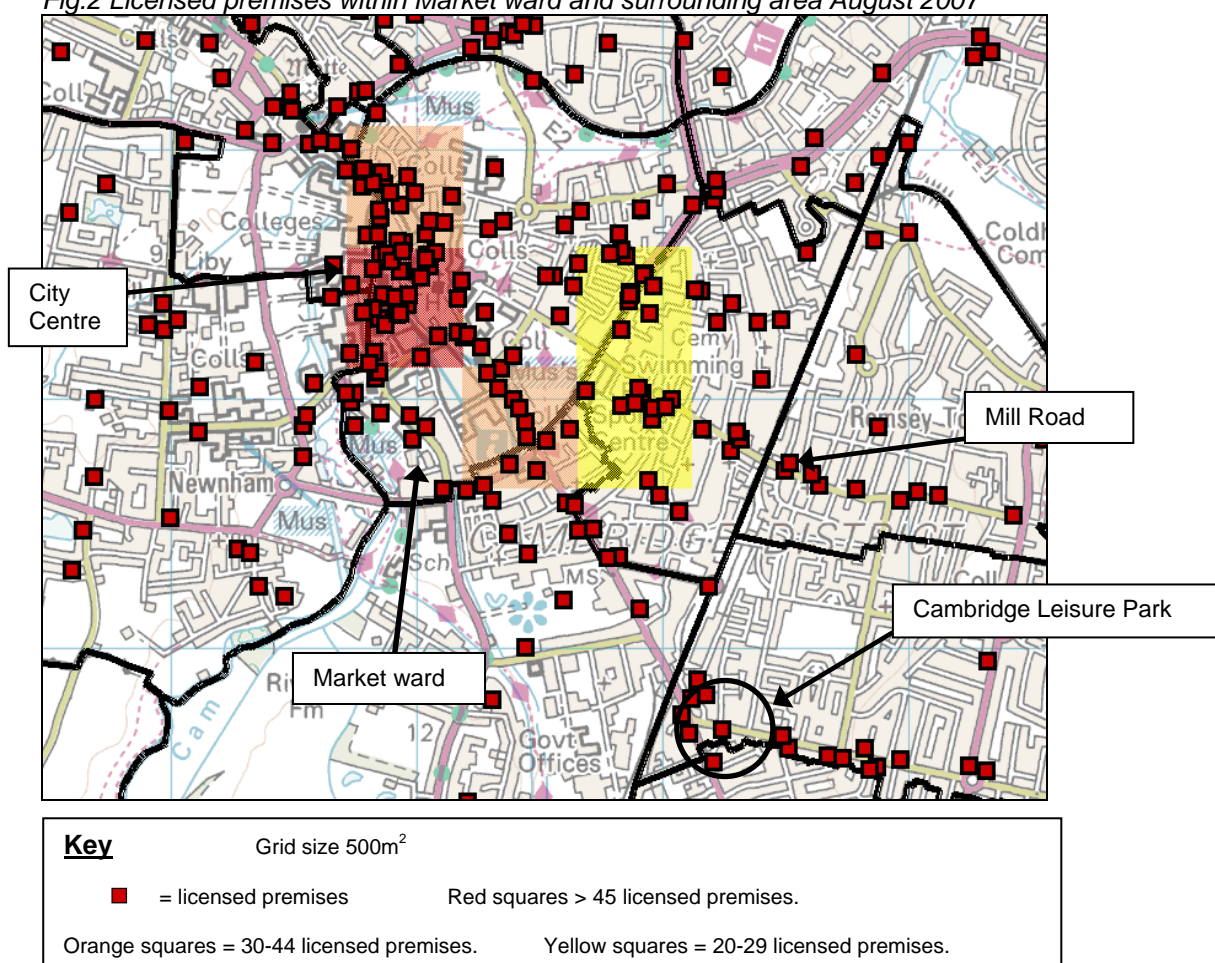
1. Licensed Premises in Cambridge City Overview

At the time of writing³ there are 522 licensed premises⁴ within Cambridge City. Market ward has the highest number, 173 (33%), and density, 1.0 per hectare, of licensed premises.

Fig. 1 Number and density of licensed premises with Cambridge City by ward

Beat	Number	%	Area (hectares)	Density per hectare
Market	173	33%	169	1.0
Petersfield	60	11%	105	0.6
West Chesterton	33	6%	152	0.2
Coleridge	32	6%	192	0.2
Romsey	21	4%	148	0.1
Arbury	18	3%	149	0.1
Castle	34	7%	341	0.1
Newnham	41	8%	443	0.1
Kings Hedges	12	2%	157	0.1
East Chesterton	14	3%	260	0.1
Abbey	20	4%	393	0.1
Trumpington	36	7%	730	0.0
Cherry Hinton	17	3%	367	0.0
Queen Ediths	10	2%	450	0.0

Fig.2 Licensed premises within Market ward and surrounding area August 2007



3 July 2010

4 This includes licensed public houses, restaurants, off-licences, café/take-aways, leisure/cinema/sports, clubs, wine bars, and hotels. This does not include betting shops, amusement arcades, conference centres, village/community halls and 'other' licensed premises.

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The map of licensed premises in Figure 2 illustrates that the majority of the licensed premises in Market ward are clustered in the area bounded by Sidney Street, Kings Parade and Benet Street. There is also a high density of licensed premises along Regent Street and St Andrews Street and along East Road. These areas fall within the current City Centre Cumulative Impact Area.

Figure 4 overleaf shows a more detailed map of the City with the current Cumulative Impact Area and licensed premises shown. The numbers of licensed premises in each particular location are marked on the map. This illustrates the Cumulative Impact Area locations of City Centre, Mill Road and Cambridge Leisure Park cover the areas of high density of licensed premises. There are however also several areas identified through mapping not included in the current Cumulative Impact Area that have a relatively high density of licensed premises as shown in the table below.

Fig. 3 Number and density of licensed premises within current CIA and other areas.

Type	Areas	Number licensed premises	% of total City	Area (hectares)	Density per hectare
Sector	Cambridge City	522	100%	4070	0.1
Ward	Market Ward	172	33%	169	1.0
Current Cumulative Impact Area	City Centre	173	33	89	2.0
	Mill Road	40	8	10	4.0
	Leisure Park	17	3	3	5.7
Other areas with high density of licensed premises	Hills Road⁵	17	3	19	0.9
	Norfolk Street	7	1	1	7.0
	Mill pond area	10	4	4	2.5

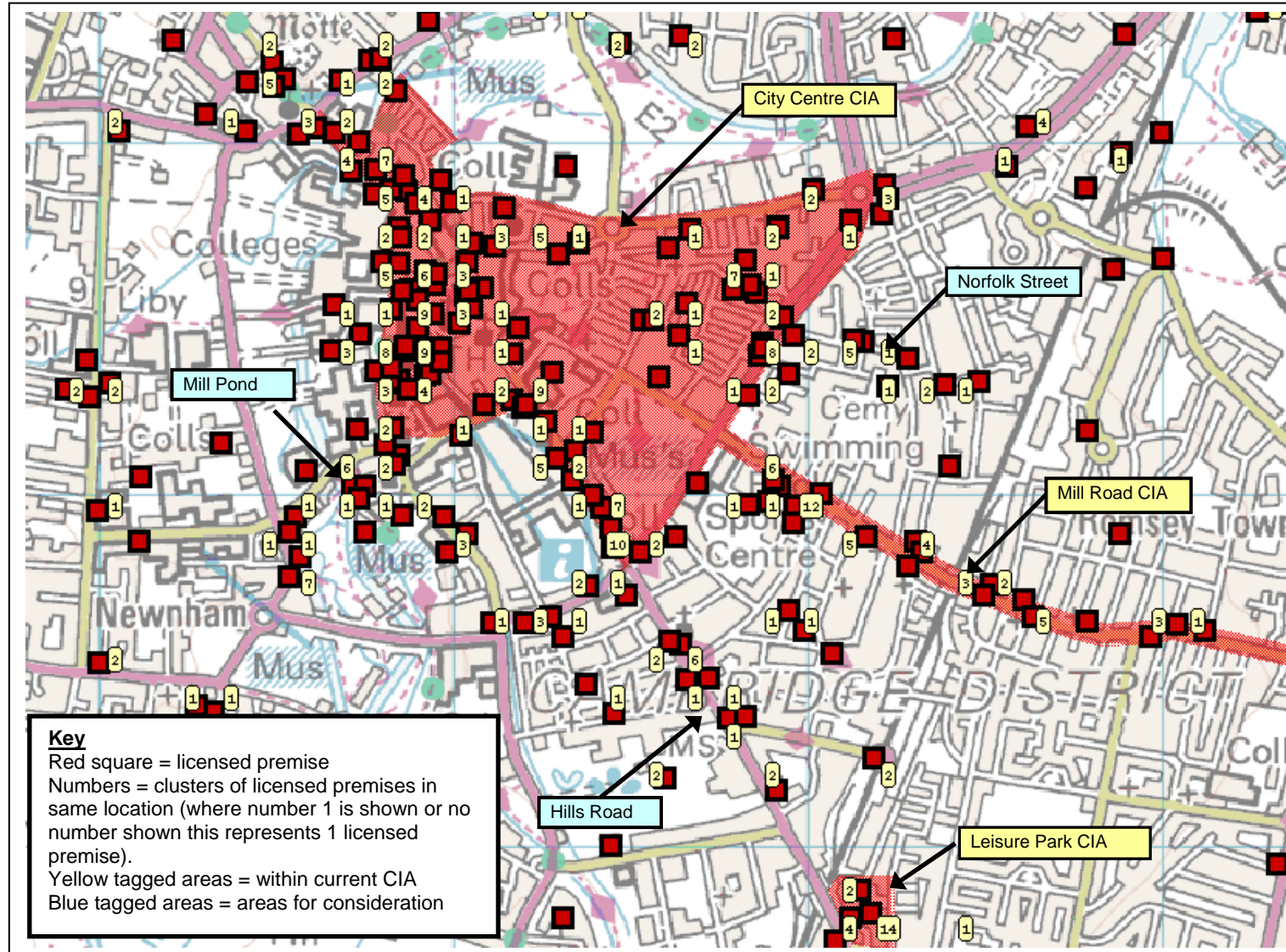
These other high licensed premises density areas will also be reviewed within this document to establish whether there is a high level of alcohol related crime and disorder that can reasonably be attributed to the presence of licensed premises. Consideration can subsequently be given to including them within the Cumulative Impact Area.

⁵ Not including Addenbrookes.

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Fig. 4 Map to show licensed premises in and around current Cambridge City Cumulative Impact Area



2. Violent crime and anti-social behaviour in Cambridge City overview

Over the past three years total violent crime and anti-social behaviour has decreased⁶ in Cambridge City. Alcohol-related violent crime has however risen. In 2009/10 39% of violent crime was classified as alcohol-related compared to 25% in 2007/08. Some of this increase may be due to improved recording of alcohol-related offences.

Alcohol related anti-social behaviour has fallen however the percentage of total anti-social behaviour that is alcohol-related has slightly increased.

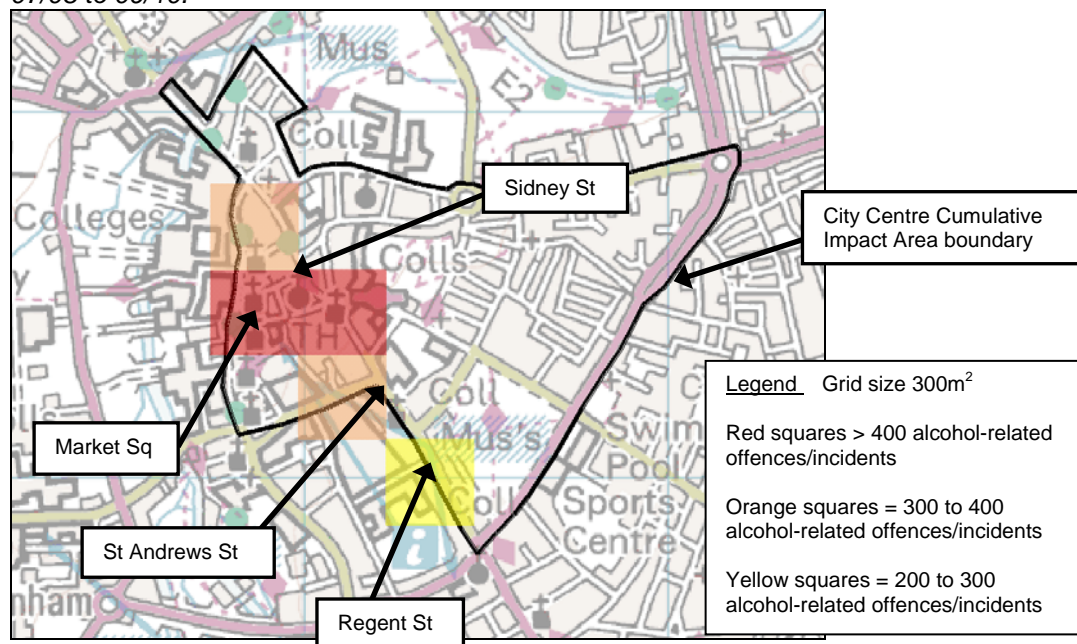
This illustrates that alcohol-related crime and disorder is a continuing problem within Cambridge City.

Fig. 5 Table to show violent crime offences and anti-social behaviour incidents occurring in Cambridge City between 07/08 and 09/10.

Offence/incident	2007/08	2008/09	2009/10	% change 2007/08 to 2009/10
Violent crime	2952	2804	2519	- 15%
Anti-social behaviour	10675	10227	8686	-19%
Alcohol-related violent crime (% of total violent crime)	727 (25%)	832 (30%)	976 (39%)	+ 34% (+ 14%)
Alcohol-related ASB (% of total ASB)	2372 (22%)	2391 (23%)	2080 (24%)	-12% (+2%)

The grid analysis below indicates the main hotspot for alcohol-related violent crime and anti-social behaviour over the past three years was the City Centre area. The hotspots identified through this grid analysis all fall within the current City Centre cumulative impact area⁷.

Fig.. 6 Grid analysis of alcohol-related violent crime and anti-social behaviour in Cambridge City 07/08 to 09/10.



6 Offences and incidents are taken from data warehouse based on date occurred

7 The hotspots shown by the yellow and lower orange square are caused by the high density of alcohol related crime and disorder along Regent Street and St Andrews Street and therefore do fall within the City Centre CIA area.

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Fig. 7 Table to show violent Crime and anti-social behaviour 2009/10 by area.

		VIOLENT CRIME			ANTI-SOCIAL BEHAVIOUR		
		Violent Crime	Density ⁸	3 year trend ⁹	ASB	Density	3 year trend
Sector	Cambridge City	2519	0.6	↓	8685	2.1	↓
Ward	Market Ward	835	4.9	↓	1759	10.4	↓
Current CIA	City Centre	820	9.2	↓	1613	18.1	↓
	Mill Road	62	6.2	↓	195	19.5	↓
	Leisure Park	30	10.0	↑	41	13.7	↓
	Total current CIA	912	8.9	↓	1849	18.1	↓
	Other areas with high density of licensed premises	Hills Road ¹⁰	22	1.2	↓	97	5.1
	Norfolk Street	3	3.0	=	29	29.0	=
	Mill Pond Area	6	1.5	↓	38	9.5	↓

Fig. 8 Table to show alcohol-related violent crime and anti-social behaviour 2009/10 by area.

		VIOLENT CRIME			ANTI-SOCIAL BEHAVIOUR			TOTAL ALCOHOL RELATED		
		Violent Crime	Density	3 year trend	ASB	Density	3 year trend	Total	Density	3 year trend
Sector	Cambridge City	976 (39%)	0.2	↑	2080 (24%)	0.5	↓	3056 (27%)	0.8	=
Ward	Market Ward	405 (49%)	2.4	↑	750 (43%)	4.4	↓	1155 (45%)	6.8	=
Current CIA	City Centre	356 (43%)	4.0	↑	670 (42%)	7.5	↓	1026 (42%)	11.5	=
	Mill Road	18 (29%)	1.8	↓	55 (28%)	5.5	↓	73 (28%)	7.3	↓
	Leisure Park	10 (33%)	3.3	↑	14 (34%)	4.7	↓	24 (34%)	8.0	=
	Total current CIA	384 (42%)	3.8	↑	739 (40%)	7.2	↓	1123 (41%)	11.0	↓
	Other areas with high density of licensed premises	Hills Road ¹⁰	8 (36%)	0.4	=	33 (34%)	1.7	=	41 (34%)	2.2
	Norfolk Street	2 (67%)	2.0	=	15 (52%)	15.0	↑	17 (53%)	17.0	↑
	Mill Pond Area	5 (83%)	1.3	↓	25 (66%)	6.3	↑	30 (68%)	7.5	=

⁸ Offences/incidents per hectare.

⁹ 3 year trend is measured as the difference between 2009/10 and 2007/08 figures. If difference is >or <5% and/or 5 incidents then an arrow illustrating the direction of change is shown.

¹⁰ Not including Addenbrookes.

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The tables in Fig 8 & 9 show violent crime and ASB data and alcohol-related offences/incidents for the identified areas. This data will be analysed in the following section where each geographical area will be considered in more detail.

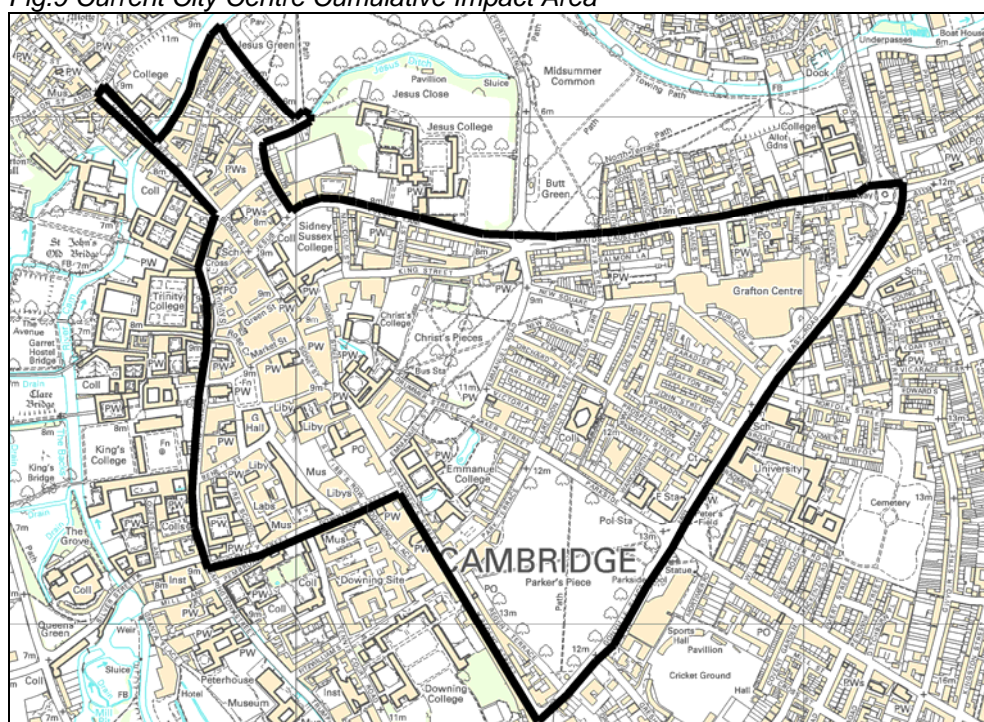
3. Analysis by area

3.1 Current Cumulative Impact Area

City Centre Cumulative Impact Area

The area encompasses the main city centre area following the boundary of Gonville Place, East Road, Maids Causeway, Jesus Lane, Park Street, Pak Parade, Quayside, Magdalene Street, Kings Parade, Downing Street, St Andrews Street, and Regent Street. A comprehensive list of streets enclosed in the area can be found in Appendix A. The area includes both sides of the road boundaries.

Fig.9 Current City Centre Cumulative Impact Area



Of note the area contains:

- 172 licensed premises in 89 hectares (2 premises per hectare).
- All of the City Centre nightclubs (6) – Ballare, Fez Club, Soul Tree, The Place, Niche (Pure), Kamar.
- 46 pubs/bars including large venues such as The Regal (Wetherspoons), B bar, Revolution, The Slug and Lettuce.
- 63 restaurants/cafes.
- 15 off licensed premises.
- 8 late night licensed take-aways including two fast food vans located on Market Square.
- The main taxi rank on Sidney Street.

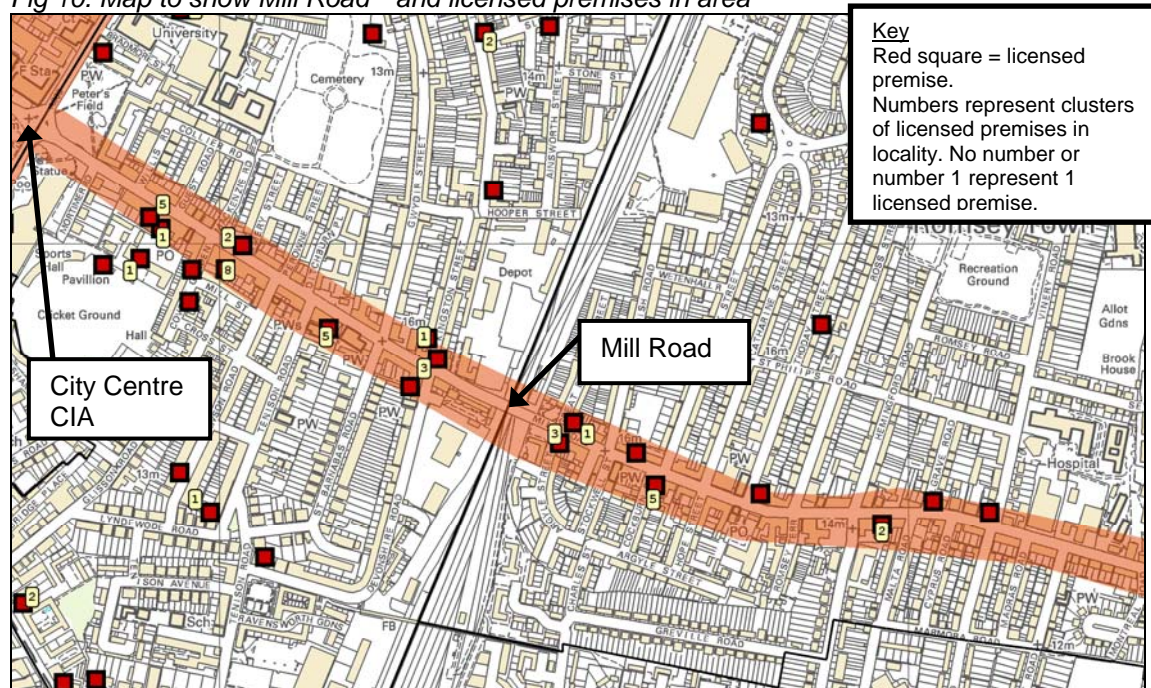
Total violent crime and anti-social behaviour have reduced in this area over the three year period however alcohol-related violent crime has increased and offences involving alcohol make up a high percentage of the total violent crime and anti-social behaviour

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(42%). There is also a high density of alcohol-related crime and disorder (11.5 per hectare compared to 0.8 per hectare across Cambridge City). It is recommended this area remains as a Cumulative Impact Area.

Mill Road Cumulative Impact Area

Fig 10. Map to show Mill Road¹¹ and licensed premises in area



Mill Road is a busy thoroughfare into the City Centre.

42% of all licensed premises in Petersfield are on Mill Road (25). A further 15 licensed premises are located on the Romsey section of Mill Road. This gives Mill Road a total of 40 licensed premises and a high density of 4.0 licensed premises per hectare. The majority of these licensed premises are made up of off-licences (14), restaurants (12) and cafés/take-aways (7). There are also 4 public houses.

Total violent crime and anti-social behaviour and alcohol related offences have reduced over the three year period with Mill Road being the only area analysed to show a decrease in alcohol related violent crime and the lowest proportion of alcohol-related anti-social behaviour (28%, compared to 45% in City Centre CIA). This may be due to the robust policing strategy in the area to tackle historical problems of alcohol related crime. Although offence levels have decreased Mill Road still has a high level of total anti-social behaviour as well as a high density of licensed premises, particularly off-licenses. It is recommended that Mill Road remains as a Cumulative Impact Area.

¹¹ Shaded red area highlights Mill Road and does not illustrate boundaries of Cumulative Impact Area.

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Cambridge Leisure Park Cumulative Impact Area

Fig. 11 Map to show Cambridge Leisure Park and licensed premises in area



Cambridge Leisure Park has a particularly high density of licensed premises. The leisure park contains 17 licensed premises in an area of 3 hectares giving a density of 5.7 licensed premises per hectare.

The licensed premises are as follows:

- 1 nightclub - The Junction.
- 6 bars – Nusha, Travelodge, bowling alley, Cineworld, David Lloyd, Junction Theatre
- 8 restaurants/cafes.
- 1 kebab van located in bus lay-by outside Leisure Park on Cherry Hinton Road.
- 1 theatre – The Junction Theatre.
- 1 Off licence – Tesco Express

The Leisure Park is the only area analysed where total violent crime and alcohol-related violent crime has increased over the period. Although numbers of offences in the Leisure Park are relatively low in comparison to other areas (30 violent crime offences over past year) the density of offences per hectare is high (10 per hectare).

It is recommended that Cambridge Leisure Park remains as a Cumulative Impact Area. Due to the close proximity to the Leisure Park, and Hills Road¹² it is also recommended that the section of Cherry Hinton road opposite the leisure park (running from Hills Road to Clifton Road) is also included in the Leisure Park Cumulative Impact Area.

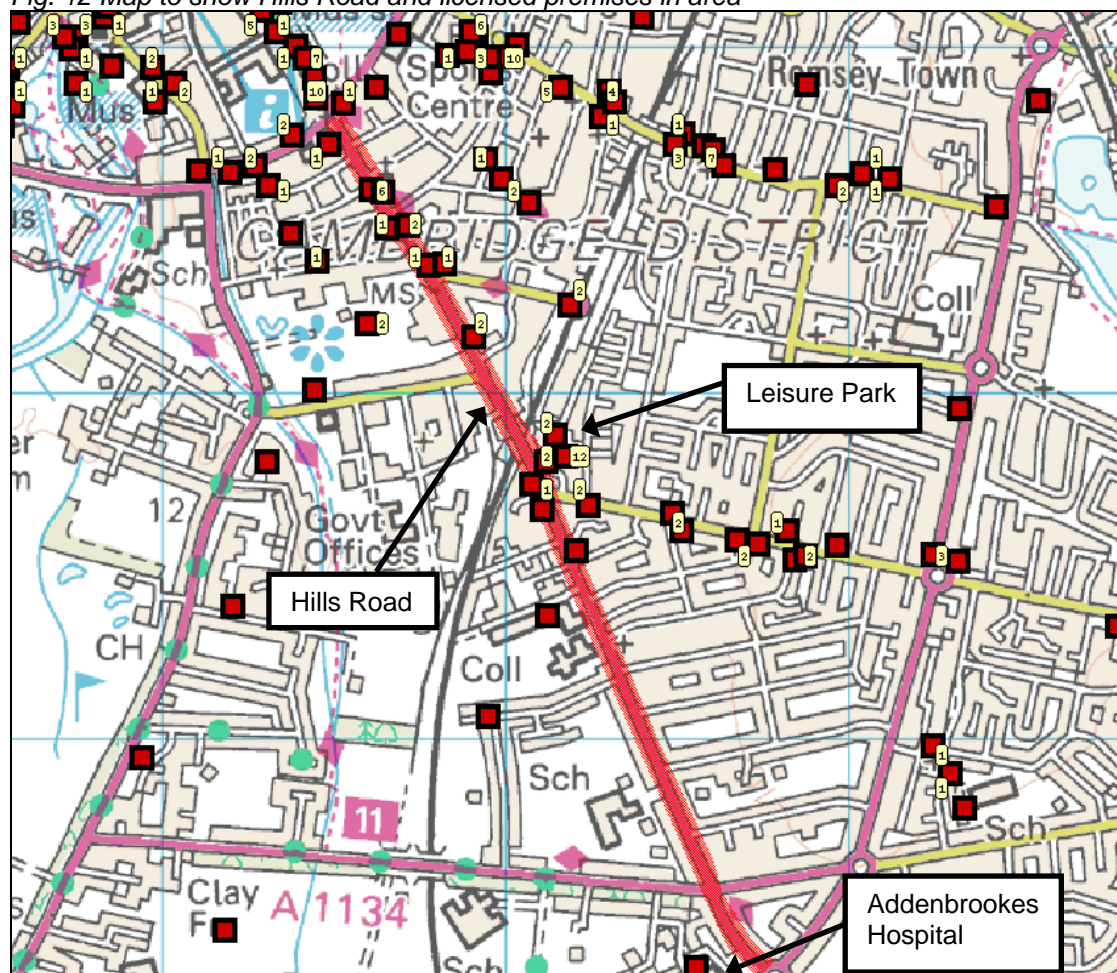
¹² See page 11.

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3.2 Other areas for consideration

Hills Road

Fig. 12 Map to show Hills Road and licensed premises in area



Hills Road leads out of the City Centre to The Leisure Park and Addenbrookes Hospital and is a busy thoroughfare into and out of the City. For the purposes of this analysis licensed premises and offences/incidents occurring at Addenbrookes Hospital have been removed.

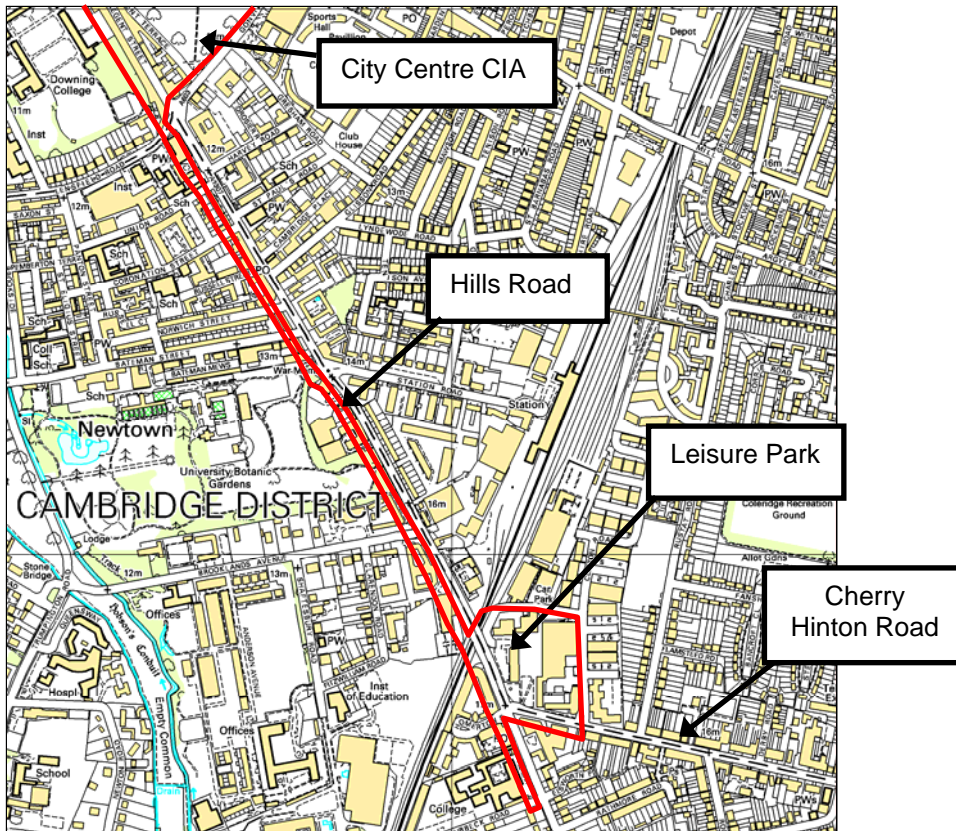
There are 17 licensed premises giving a density of 1.1 licensed premises per hectare which is a lower density than the other areas considered however still significantly higher than the density for Cambridge City of 0.1. There are 5 restaurant/café, 4 off-licensed premises, 4 pubs, 2 hotels, 1 social clubs and 1 college bar. The majority (13) of these premises are found within a short section of the road nearest to the City Centre.

Although Hills Road has a relatively low density of licensed premises and alcohol-related crime and anti-social behaviour it should be noted that the majority (94%) of the licensed premises and alcohol-related crime and anti-social behaviour (94%) fall within the section of Hills Road running from the City to Purbeck Road¹³. When this section of the road is analysed the density of licensed premises increases to 1.9 and the density of alcohol-related crime and anti-social behaviour to 4.

¹³ See Figure 13.

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Fig. 13 Map to show section of Hills Road between City Centre and Purbeck Road



Alcohol-related violent crime and anti-social behaviour has remained stable over the 3 year period however notably Hills Road has a higher percentage of alcohol-related offences than Mill Road and over twice the amount of alcohol-related anti-social behaviour than the leisure park.

It is recommended that the section of Hills Road running from the City to Purbeck Road is considered for adoption as a Cumulative Impact Area.

Norfolk Street

Fig. 14 Map to show Norfolk Street and licensed premises in area



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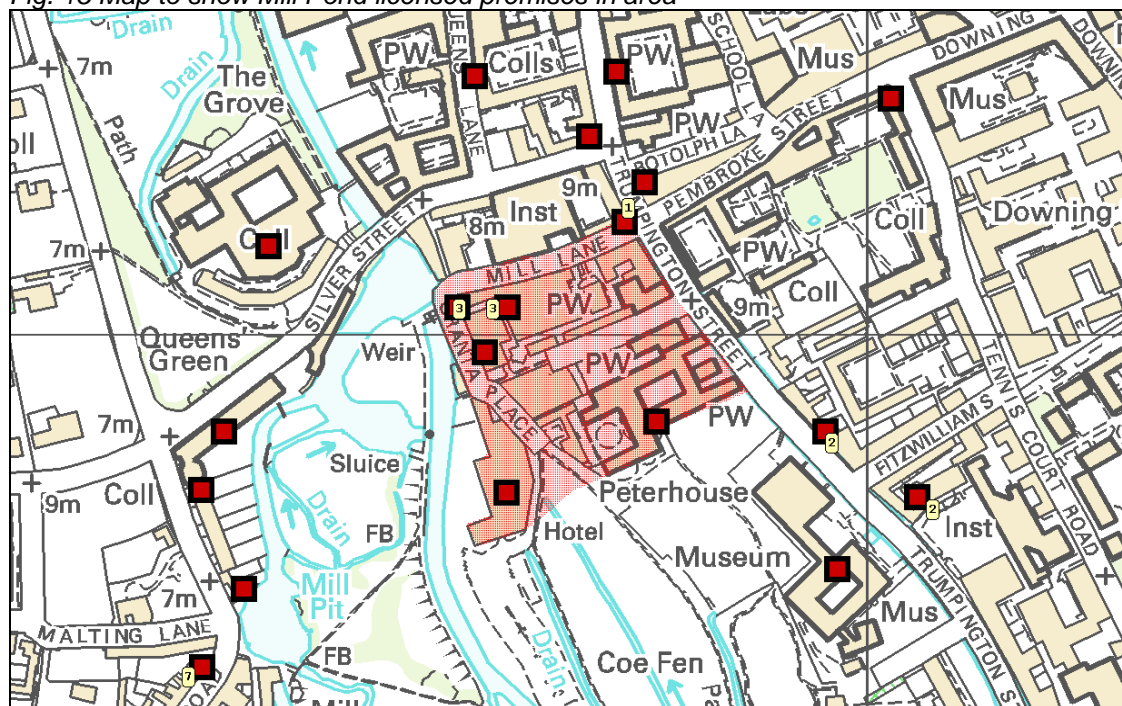
Norfolk Street is situated off East Road and contains 7 licensed premises in a small area (1 hectare) giving a high density of 7 licensed premises per hectare. These consist of 3 off licensed premises, 3 restaurants and 1 pub.

Although Norfolk Street has a high density of licensed premises there were only 3 violent offences occurring on the street over the past year. The area has a high density of anti-social behaviour due to its short length however actual numbers of incidents are low.

It is not recommended that Norfolk Street is considered for adoption as a Cumulative Impact Area.

Mill Pond Area

Fig. 15 Map to show Mill Pond licensed premises in area



The Mill Pond area is situated by the river near to the City Centre. The area is a popular congregation point in the summer months as contains a grassy area where people sit out and picnic/drink alcohol. There are 10 licensed premises in the area consisting of 4 university college bars/clubs 2 restaurants, 1 pub 1 hotel and a conference centre this gives a density of 2.5 licensed premises per hectare however it should be noted that only 50% of these are open to the public.

The Mill Pond Area has a low level of violent crime offences with only 6 occurring in the last year although 5 of these were alcohol related. Levels of anti-social behaviour are higher however with a high percentage related to alcohol.

Due to the low density of licensed premises open to the public and low levels of violent crime it is recommended that the Mill Pond Area is not considered for adoption as a Cumulative Impact Area.

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4. Conclusion

The current Cumulative Impact Areas of the City Centre, Mill Road and Cambridge Leisure Park continue to have a high density of licensed premises and alcohol-related violent crime and anti-social behaviour. It is recommended that these areas remain¹⁴ as Cumulative Impact Areas. Of the other areas identified as having a high density of licensed premises it is recommended that consideration is also given to adopting a section of Hills Road¹⁵ as a Cumulative Impact Area.

¹⁴ Also that the Cambridge Leisure Park CIA is extended to include the section of Cherry Hinton Rd from Hills Rd to Clifton Rd.

¹⁵ Up to Purbeck Road. See Fig 13

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Appendix A

Streets in suggested Cumulative Impact Area Market Ward			
Adam and Eve Street	Eden Street	Malcolm Street	Quayside
All Saints Passage	Elm Street	Manor Street	Regent Street
Beaufort Place	Emmanuel Street	Market Hill	Regent Terrace
Belmont Place	Fair Street	Market Passage	Round Church Street
Benet Street	Fitzroy Lane	Market Street	Salmon Lane
Brandon Place	Fitzroy Street	Melbourne Place	Severn Place
Burleigh Place	Free School Lane	Napier Street	Short Street
Burleigh Street	Gonville Place	New Park Street	Sidney Street
Calrendon Street	Grafton Street	New Square	St Andrews Street
Camden Court	Green Street	Newmarket Road	St Johns Road
Causeway Passage	Guildhall Place	Orchard Street	St Marys Street
Christ Church Street	Hobson Street	Paradise Street	St Tibbs Row
Christs Lane	Hobsons Passage	Park Parade	Sun Street
City Road	James Street	Park Street	Sussex Street
Corn Exchange Street	Jesus Lane	Park Terrace	Thompson's Lane
Crispin Place	John Street	Parkside	Trinity Street
Dover Street	King Street	Parsons Court	Warkworth Street
Downing Street	Kings Parade	Peas Hill	Warkworth Terrace
Drummer Street	Lower Park Street	Petty Cury	Wellington Street
Earl Street	Magdalene Street	Portugal Place	Willow Place
East Road	Maids Causeway	Prospect Row	Willow Walk