

CUMULATIVE IMPACT POLICY REVIEW 2024-2025

PLYMOUTH

SUMMARY

Plymouth City Council Licensing Cumulative impact Policy Review 24/25.

Plymouth has the largest Evening and Nighttime Economy (ENTE) within Devon and Cornwall.

Devon and Cornwall Police support the continued development of Plymouth's ENTE and recognises the social and economic benefits it provides through employment, leisure activities and entertainment.

The police also recognise that the impact which alcohol within the ENTE has on crime, disorder, and anti-social behaviour, especially where operators within the ENTE do not work to the highest standards.

Devon and Cornwall Police fully supports Plymouth City Council's licensing policy and feels that through ongoing consultation it is effective in aspiring to the highest possible standards for those working and visiting Plymouth's Evening and Nighttime Economy.

Plymouth has yet again been recognised for its multi-agency working by attaining the Purple Flag for the fifth consecutive year. The city continues to strive to become a vibrant waterfront city, and the development of the ENTE and Licensed venues is instrumental in this.

The following report will analyse police data linked to the six cumulative areas within the city of Plymouth and will assess the effect the Cumulative Impact Policy has on these areas.

DATA PARAMETERS

- Data has been collected to cover a three-year period, from **1st April 2021 to 31st March 2024**. The information has been categorized into two distinct timeframes: the daytime economy, spanning from 0600 to 1759hrs, and ENTE covering 1800 to 05:59hrs.
- Incidents and crime with domestic violence and mental health tags have been excluded from the dataset to ensure focus on trends that are more relevant to the CIA policy.
- It is important to acknowledge potential limitations in the data. Data is input manually onto police systems, as such we can expect a degree of human error. Where there appear to be inconsistencies in the data, this should be considered.
- Data regarding Police Incidents give an overall indication of the impact that licensed premises have on policing demand. However, it is important to note that this is not always a sign of poor practice by venues, as many calls will be proactive in nature e.g. finding drugs on a patron because of a proactive search regime. Equally, some of the included data will be unrelated to licensed premises, however it is not possible to manually review every entry to assess its suitability to be included in this report. Data has been interpreted as an overview of dynamics within the area – hypothesis regarding the impact of licensed premises on this data have been drawn where appropriate only.
- Data collected covers incidents and logs reported to have occurred within five CIA locations – some boundary errors are likely to appear in the data due to the method of recording location information, though efforts have been made to ensure accuracy. Data included incidents and crimes which have occurred within the following locations:

Zone 1 – Barbican

Batter Street
 Bilbury Street
 Bretonside
 Buckwell Street
 Castle Street
 Citadel Road East
 Fish Quay
 Friars Lane
 Hicks Lane
 Hoe Approach
 Hoegate Stret
 How Street
 Lambhay Street
 Looe Street
 Lower Street
 North Quay
 North Street
 Palace Street
 Parade
 Southside Street
 Stillman Street
 Sutton Harbour
 The Barbican
 Vauxhaul Street

Zone 2 – City Centre

Buckwell Street
 Charles Street
 Cornwall Street
 Courtnay Street
 Exeter Street
 Market Avenue
 Mayflower Street
 New George Street
 Old Town Street
 Princess Street
 Royal Parade
 St Andrews Cross
 Whimble Street

Zone 3 – Mutley

Alexandra Road
Chester Place
College Ave
College Lane
Ermington Terrace
Finsbury Lane
Ford Park Lane
Houndiscombe Road
Hyde Park Road
Mannamead Road
Moor View Terrace
Mutley Plain
Mutley Plain Lane
Napier Terrace
Seaton Avenue

Zone 5 – Stoke

Bromley Place
Church Street
Devonport Road
Masterman Road
Packington Street
Somerset Place
York Place

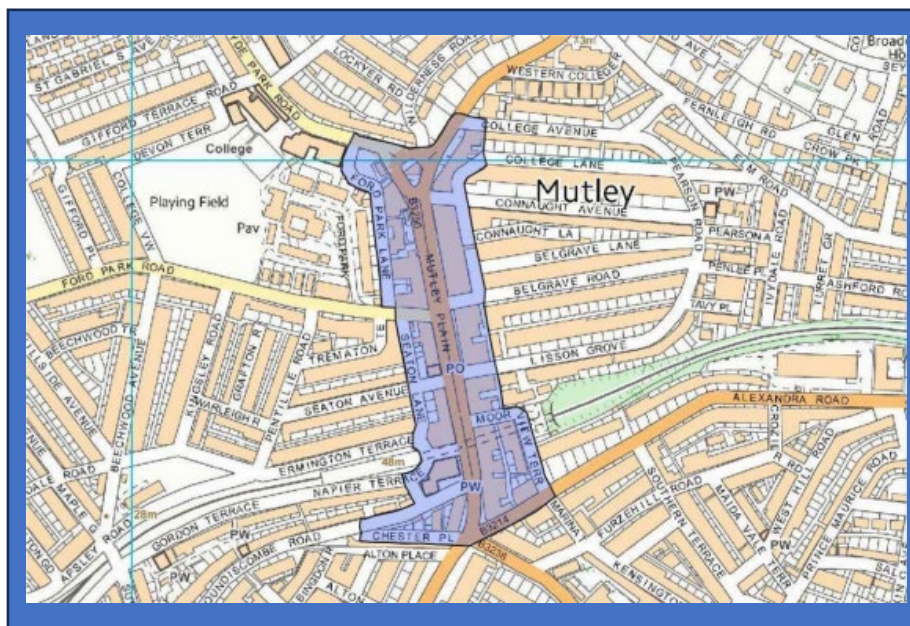
Zone 4 – North Hill

Addison Road
Alton Place
Alton Road
Armada Street
Bedford Park
Chapel Street
Clifton Place
Drake Circus
Gibbon Lane
Glanville Street
Headland Park
Hill Park Crescent
North Hill
Skardon Place
Tavistock Place

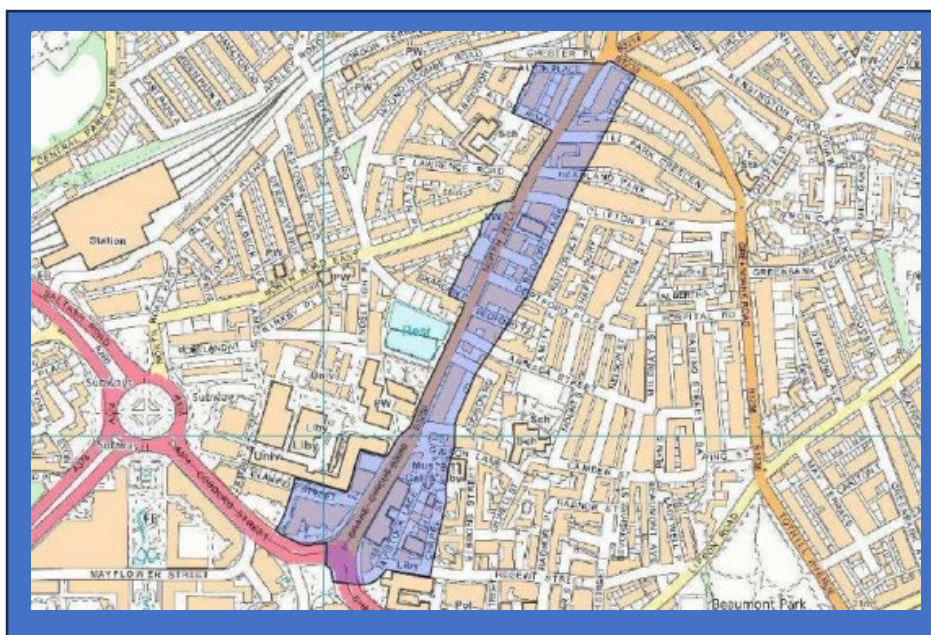
Zone 6 – Union Street

Bath Lane
Colin Campbell Car Park
Derrys Cross
Derrys Cross Car Park
East Street
Flora Street
George Place
Manor Gardens
Market Street
Martin Street
Peel Street
Phoenix Street
Sawrey Street
Stonehouse Street
The Crescent
Union Place
Union Street
Western Approach

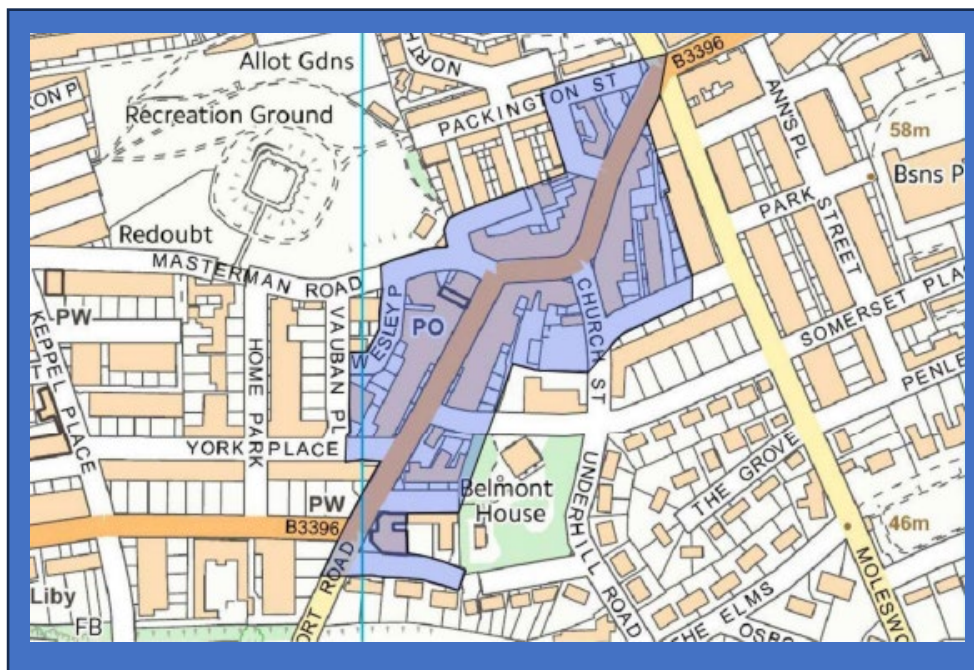
LOCATION 1 - MUTLEY



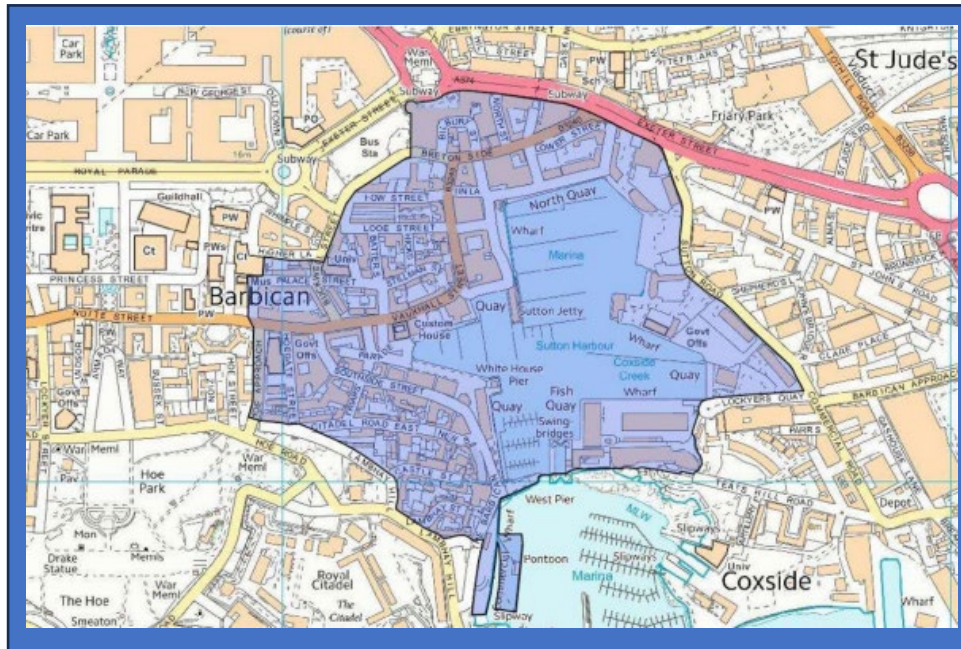
LOCATION 2 – NORTH HILL



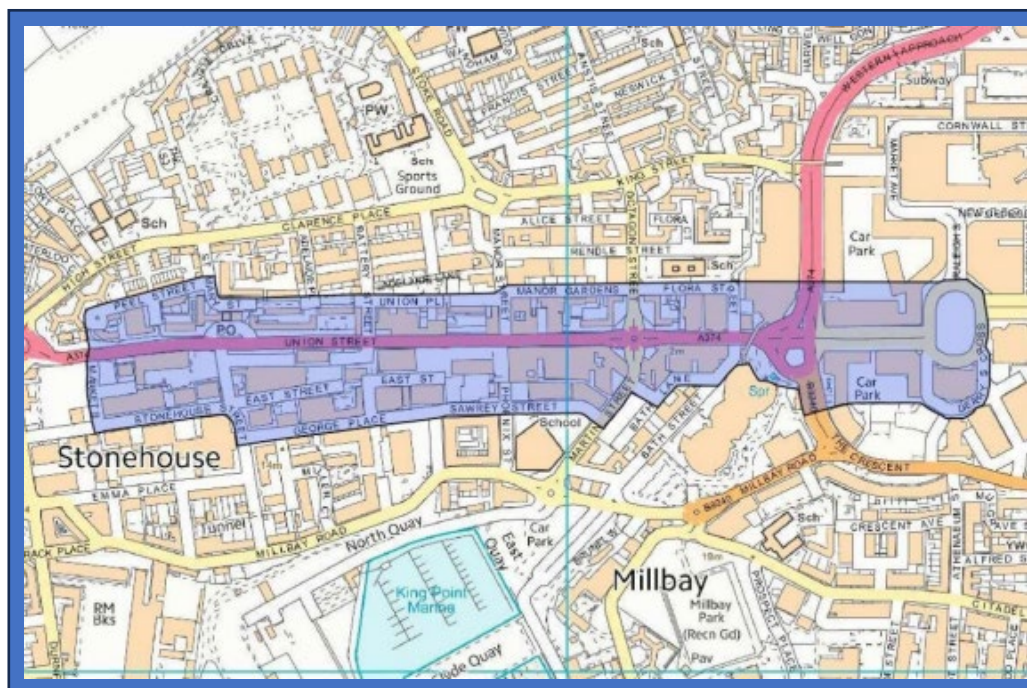
LOCATION 3 - STOKE



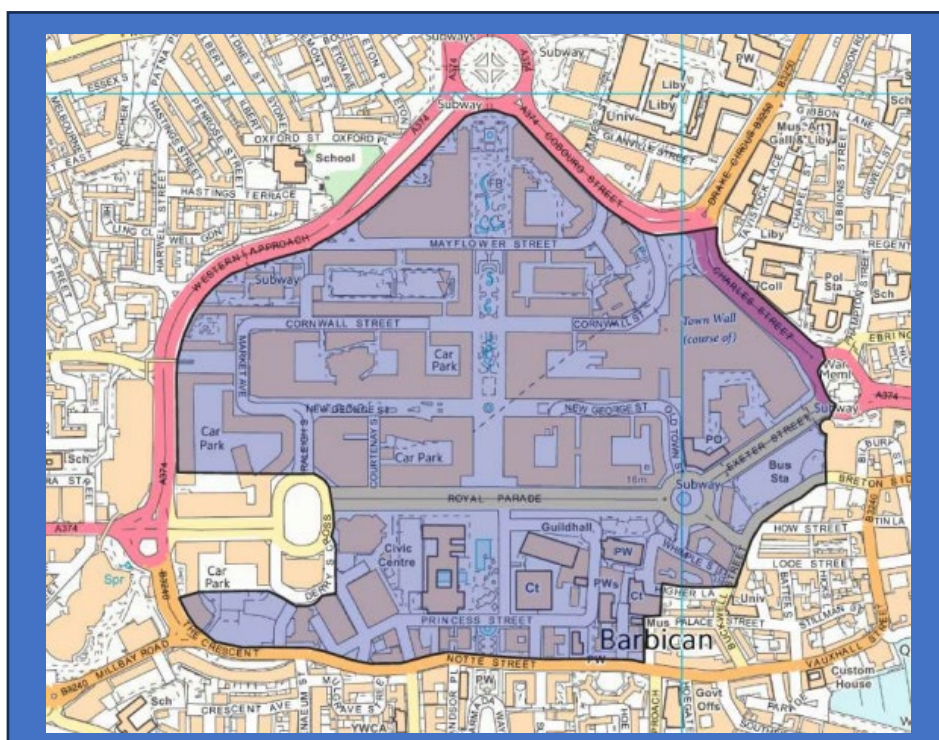
LOCATION 4 – BARBICAN



LOCATION 5 – UNION STREET



LOCATION 6 – CITY CENTRE



LOGS/INCIDENTS

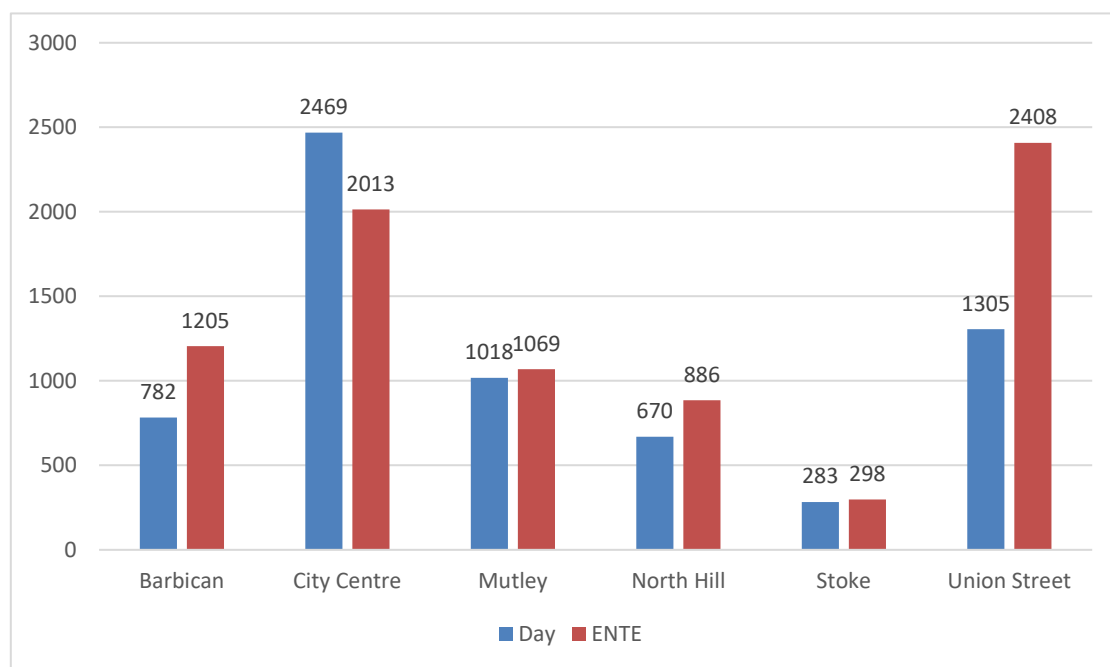
Data within this section focuses on Police Incidents within the allocated time frame. Incidents are generated by 999 calls and 101 contact, as well as Police Generated Logs where officers may come across an incident in progress whilst on patrol. Logs or incidents are the term used for when initial police contact is required.

Table 1 shows the total incidents occurring within each CIA as a percentage of the incidents occurring across Plymouth. The City Centre attracts the highest percentage which is expected as it has highest density of retail premises which makes it the most populated area during day time hours. Union Street also attracts a higher percentage of incidents, which could be attributed to a higher density of licensed premises. By contrast, Stoke has a consistently lower percentage of incidents which could be a reflection of the area being well managed as well as it being a comparatively smaller area.

Table 1: Total Number of Incidents Within Each CIA as a Percentage of All Incidents in Plymouth

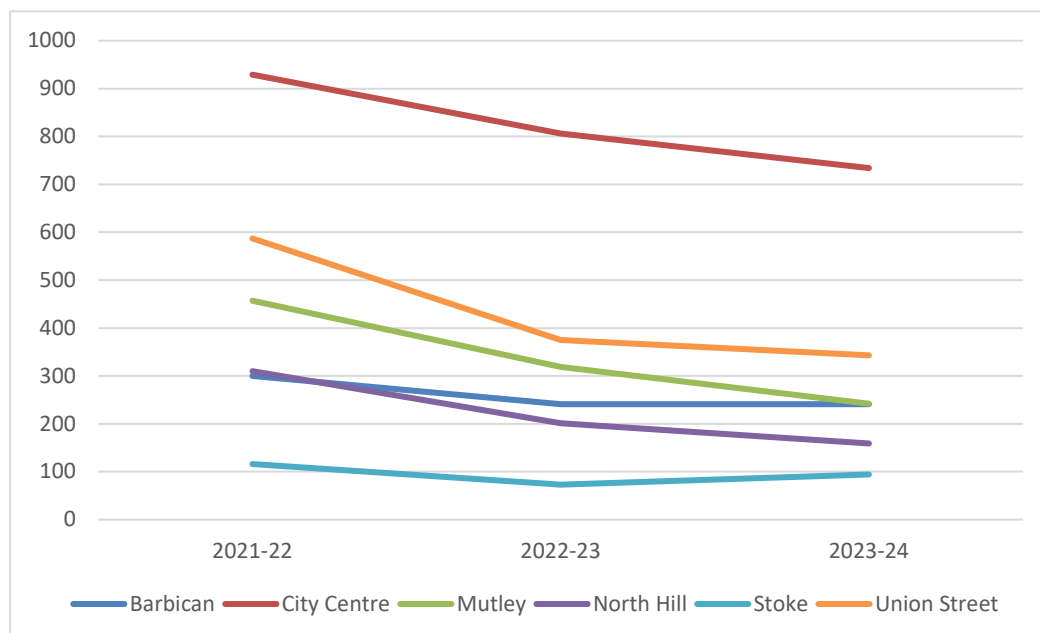
	Year	2021-22	2022-23	2023-24	Total
% of Total Plymouth BCU	Barbican	2.0%	2.2%	2.4%	2.2%
	City Centre	4.3%	5.4%	5.4%	4.9%
	Mutley	2.4%	2.4%	2.0%	2.3%
	North Hill	1.7%	1.8%	1.6%	1.7%
	Stoke	0.6%	0.6%	0.7%	0.6%
	Union Street	3.9%	4.3%	4.0%	4.1%
	Plymouth BCU	39760	26664	24969	91393

Graph 1 displays a breakdown of incidents within each CIA by Daytime and ENTE hours. All areas bar the City Centre attract higher levels of incidents during ENTE hours, which is consistent with areas that are densely populated with Licensed Premises. The City Centre is linked to a high number of incidents overnight, however daytime incidents supersede this, likely on account of the retail demographics of the area.

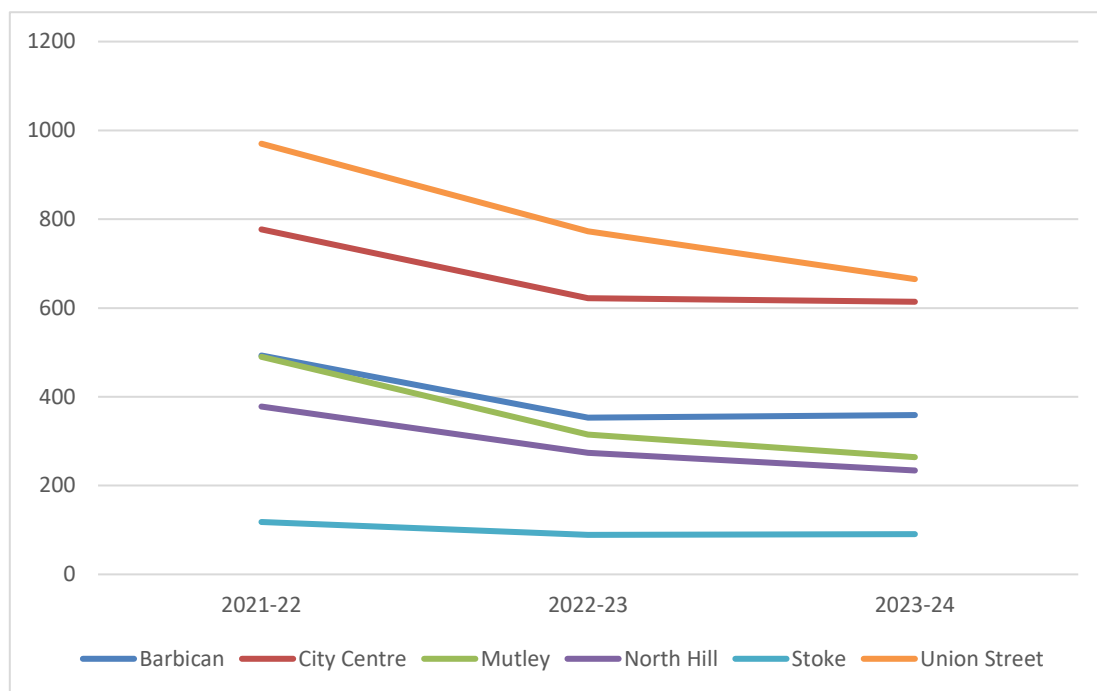


Graph 1: Bar Graph Showing Police Incidents for Each CIA by Daytime/ENTE Hours

Graphs 2 and 3 highlight the pattern of incidents across the three-year period of focus, finding that overall incidents in all six CIAs have reduced slightly. This can be attributed to the success of the CIA and to proactive police operations. Incidents within the Union Street and Barbican areas see the most significant elevation between Day and ENTE hours. Both areas have higher numbers of vertical drinking establishments which may contribute to this shift.



Graph 2: Line Graph Showing the Total Number of Incidents in all CIAs Between 2021-2024 (Daytime)



Graph 3: Line Graph Showing the Total Number of Incidents in all CIAs Between 2021-2024 (ENTE)

Table 2: Type of Incidents Occurring within the Barbican CIA (Opening Secondary Qualifier)

Barbican	2021-22	2022-23	2023-24	Total
Criminal Damage	15	16	10	41
Drugs	8	10	10	28
Emergency Incident Create	0	0	1	1
Environmental Asb	5	5	4	14
Harassment/Stalking	2	3	2	7
Hate Incident	9	1	0	10
Nuisance Asb	137	97	78	312
Other Crime	7	5	1	13
Personal Asb	44	28	19	91
Police Generated Resource Activity	14	5	7	26
Public Safety & Welfare	129	104	109	342
Robbery	1	3	1	5
Sexual Offences	10	13	8	31
Sus Circs/Insecure Prem/Veh	68	1	0	69
Suspicious Incident	0	33	95	128
Suspicious Package / Object	1	3	0	4
Violence Less Serious	152	105	89	346
Violence More Serious	0	4	5	9
Total	602	436	439	1477

Table 3: Type of Incidents Occurring within the City Centre CIA (Opening Secondary Qualifier)

City Centre	2021-22	2022-23	2023-24	Total
Criminal Damage	14	25	16	55
Drugs	12	12	7	31
Emergency Incident Create	2	0	1	3
Environmental Asb	6	11	3	20
Harassment/Stalking	3	5	6	14
Hate Incident	20	2	0	22
Nuisance Asb	260	210	199	669
Other Crime	9	18	8	35
Personal Asb	87	71	49	207
Police Generated Resource Activity	48	23	11	82
Public Safety & Welfare	313	268	237	818
Robbery	8	4	0	12
Sexual Offences	27	22	19	68
Sus Circs/Insecure Prem/Veh	159	0	0	159
Suspicious Incident	0	111	209	320
Suspicious Package / Object	7	7	4	18
Violence Less Serious	252	207	185	644
Violence More Serious	0	12	1	13
Total	1227	1008	955	3190

Table 4: Type of Incidents Occurring within the Mutley CIA (Opening Secondary Qualifier)

Mutley	2021-22	2022-23	2023-24	Total
Criminal Damage	16	8	6	30
Drugs	11	11	3	25
Emergency Incident Create	0	0	1	1
Environmental Asb	5	2	2	9
Harassment/Stalking	5	2	4	11
Hate Incident	7	0	0	7
Nuisance Asb	81	62	43	186
Other Crime	3	11	7	21
Personal Asb	44	28	18	90
Police Generated Resource Activity	24	8	4	36
Public Safety & Welfare	188	119	87	394
Robbery	11	7	3	21
Sexual Offences	16	16	12	44
Sus Circs/Insecure Prem/Veh	85	0	0	85
Suspicious Incident	0	51	83	134
Suspicious Package / Object	0	0	1	1
Violence Less Serious	111	69	56	236
Violence More Serious	0	7	3	10
Total	607	401	333	1341

Table 5: Type of Incidents Occurring within the North Hill CIA (Opening Secondary Qualifier)

North Hill	2021-22	2022-23	2023-24	Total
Criminal Damage	6	6	2	14
Drugs	9	5	2	16
Environmental Asb	3	1	2	6
Harassment/Stalking	2	1	5	8
Hate Incident	8	0	0	8
Licensing	1	1	0	2
Nuisance Asb	85	50	51	186
Other Crime	5	4	4	13
Personal Asb	27	19	14	60
Police Generated Resource Activity	23	13	5	41
Public Safety & Welfare	131	86	60	277
Robbery	3	6	1	10
Sexual Offences	23	8	6	37
Sus Circs/Insecure Prem/Veh	73	0	0	73
Suspicious Incident	0	56	69	125
Suspicious Package / Object	1	0	1	2
Violence Less Serious	128	86	50	264
Violence More Serious	0	2	4	6
Total	528	344	276	1148

Table 6: Type of Incidents Occurring within the Stoke CIA (Opening Secondary Qualifier)

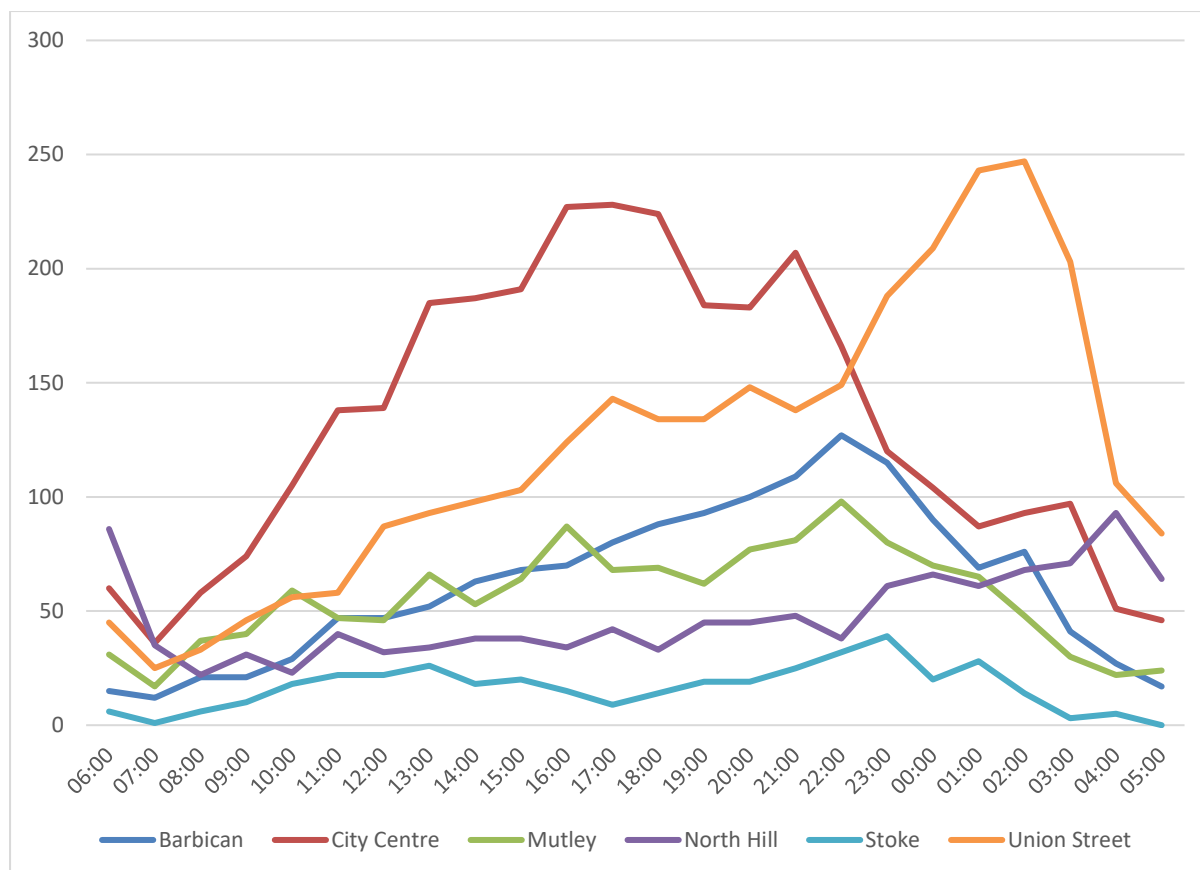
Stoke	2021-22	2022-23	2023-24	Total
Criminal Damage	1	2	3	6
Drugs	1	1	0	2
Harassment/Stalking	1	2	1	4
Hate Incident	4	1	0	5
Licensing	0	1	0	1
Nuisance Asb	18	7	15	40
Other Crime	2	6	1	9
Personal Asb	11	12	11	34
Police Generated Resource Activity	3	0	1	4
Public Safety & Welfare	44	27	34	105
Sexual Offences	12	7	7	26
Sus Circs/Insecure Prem/Veh	18	0	0	18
Suspicious Incident	0	10	26	36
Violence Less Serious	49	27	21	97
Violence More Serious	0	2	2	4
Total	164	105	122	391

Table 7: Type of Incidents Occurring within the Union Street CIA (Opening Secondary Qualifier)

Union Street	2021-22	2022-23	2023-24	Total
Criminal Damage	19	14	10	43
Drugs	24	28	15	67
Emergency Incident Create	3	0	3	6
Environmental Asb	9	3	10	22
Harassment/Stalking	7	5	2	14
Hate Incident	9	1	0	10
Licensing	1	0	0	1
Nuisance Asb	195	129	136	460
Other Crime	10	10	5	25
Personal Asb	66	59	33	158
Police Generated Resource Activity	51	35	20	106
Public Safety & Welfare	265	202	188	655
Robbery	5	4	6	15
Sexual Offences	29	31	21	81
Sus Circs/Insecure Prem/Veh	137	5	0	142
Suspicious Incident	0	82	155	237
Suspicious Package / Object	0	0	1	1
Violence Less Serious	397	253	180	830
Violence More Serious	0	17	4	21
Total	1227	878	789	2894

Tables 2-7 show the category of logs/incidents linked to each CIA. Several categories have been omitted from these tables where it was assessed that they were not relevant the themes covered in this report e.g. abandoned calls/RTCs. Across all CIAs the most prominent categories are Violence, Nuisance ASB and Public Safety & Welfare. This is consistent with data analysed for other CIAs within Devon & Cornwall and appears to reflect areas of human behaviour impacted by alcohol and other intoxicants. This highlights the importance of the CIA policy in managing the impact of Licensed Premises in our communities and ensuring that there are appropriate controls in place where new premises are concerned.

Graph 4 shows the pattern of incidents within each CIA by hour of the day. Each area has different demographics in terms of the types of licensed, residential and commercial premises, which likely has an impact upon when the peaks in incidents occur. Most notably, peaks between 2100-0400hrs are aligned with closing hours of licensed premises in these areas, again highlighting the importance of the Cumulative Impact Policy in managing the impact of alcohol sales on our communities.



Graph 4: Line Graph Showing the Pattern of Incidents Across All CIAs by Hour

CRIMES

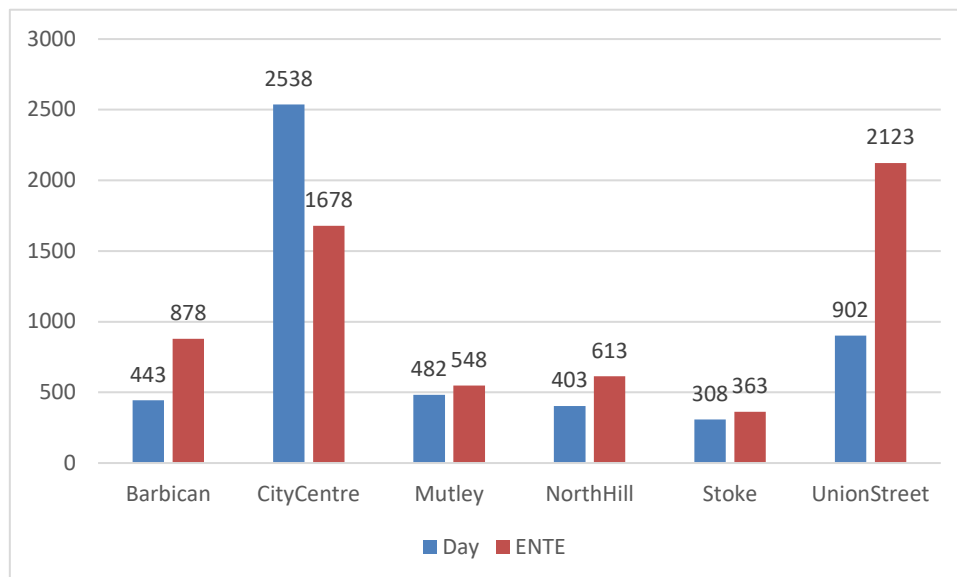
This section focusses on Recorded Crime data for each CIA. It is generally accepted that there will be some disparity between Logs and Crimes as not all incidents will lead to the discovery of offences, equally some incidents will attract multiple offences.

Table 8 shows total incidents within each CIA as a percentage of the total number of incidents across Plymouth. Similarly to logs/incidents, the City Centre and Union Street attract the highest percentages. Stoke has the lowest level of crime, though there is marginal increase in comparison to logs.

Table 8: Total Number of Incidents Within Each CIA as a Percentage of All Incidents in Plymouth

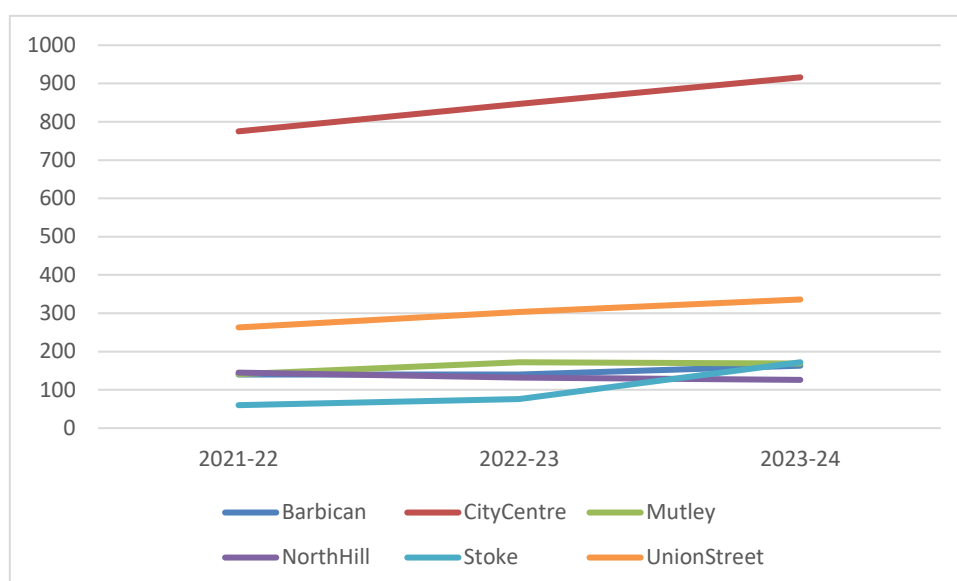
	Year	2021-22	2022-23	2023-24	Total
% of Total Plymouth BCU	Barbican	3.7%	3.7%	4.1%	3.9%
	City Centre	12.0%	12.9%	12.2%	12.4%
	Mutley	2.8%	3.4%	2.8%	3.0%
	North Hill	3.6%	2.9%	2.5%	3.0%
	Stoke	1.4%	1.6%	2.9%	2.0%
	Union Street	9.3%	9.0%	8.3%	8.9%
	Plymouth BCU	11028	11076	12003	34107

Graph 5 shows a comparison of total crimes between daytime and ENTE hours, again mirroring a similar pattern to logs/incidents.

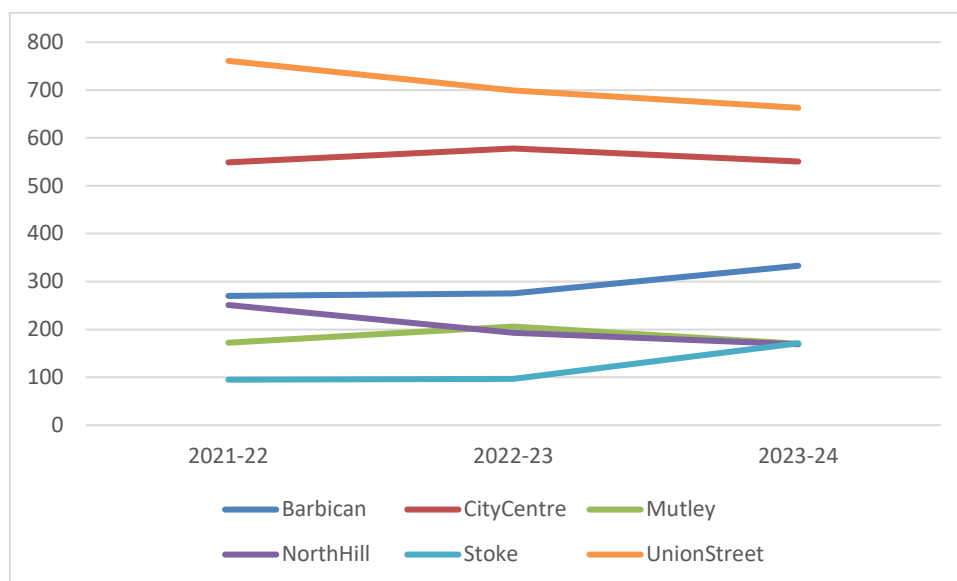


Graph 5: Bar Graph Showing Recorded Crimes for Each CIA by Daytime/ENTE Hours

Graphs 6 and 7 show the pattern of crime across the three-year period of focus, comparing daytime and ENTE hours. Both times of day show a slight increase in recorded crime, though this is comparatively low to the number of logs/incidents overall. The most significant difference between these graphs, again, relate to the City Centre and Barbican areas. This is a likely reflection on the number of late-night licensed venues in these areas.



Graph 6: Line Graph Showing Total Recorded Crime Across All CIAs by Year (Daytime)



Graph 7: Line Graph Showing Total Recorded Crime Across All CIAs by Year (ENTE)

Tables 9-14 show the type of crimes occurring within the CIA areas. Consistent themes include violence, possession offences, public order and criminal damage offences. These themes are consistent with other cumulative impact areas in Devon & Cornwall and highlight the need to maintain the CIA policy.

Table 9: Type of Crimes Occurring within the Barbican CIA (Offence Group)

Barbican	2021-22	2022-23	2023-24	Total
Arson	1	2	0	3
Bicycle Theft	2	10	2	14
Burglary - Business and Community	7	3	5	15
Burglary - Residential	2	10	14	26
Criminal Damage	43	49	64	156
Miscellaneous Crimes Against Society	5	10	7	22
Other Sexual Offences	14	14	9	37
Other Theft	27	31	41	99
Possession of Drugs	17	16	28	61
Possession of Weapons	5	7	6	18
Public Order Offences	36	38	42	116
Rape	2	2	4	8
Robbery	2	2	4	8
Shoplifting	7	9	15	31
Stalking and Harassment	41	22	36	99
Theft from the Person	3	6	5	14
Trafficking of Drugs	5	1	2	8
Vehicle Offences	5	4	5	14
Violence with Injury	82	89	106	277
Violence without Injury	104	90	101	295
Total	410	415	496	1321

Table 10: Type of Crimes Occurring within the City Centre CIA (Offence Group)

City Centre	2021-22	2022-23	2023-24	Total
Arson	1	1	1	3
Bicycle Theft	10	20	10	40
Burglary	21	14	22	57
Criminal Damage	113	122	132	367
Miscellaneous Crimes Against Society	22	18	28	68
Other Sexual Offences	17	30	33	80
Other Theft	68	83	100	251
Possession of Drugs	121	110	103	334
Possession of Weapons	31	38	36	105
Public Order Offences	158	158	122	438
Rape	6	14	11	31
Robbery	21	16	12	49
Shoplifting	235	311	343	889
Stalking and Harassment	36	40	52	128
Theft from the Person	19	23	30	72
Trafficking of Drugs	19	13	6	38
Vehicle Offences	3	6	8	17
Violence with Injury	150	159	156	465
Violence without Injury	273	249	262	784
Total	1324	1425	1467	4216

Table 11: Type of Crimes Occurring within the Mutley CIA (Offence Group)

Mutley	2021-22	2022-23	2023-24	Total
Arson	1	1	1	3
Bicycle Theft	2	5	2	9
Burglary	12	5	9	26
Criminal Damage	31	51	24	106
Miscellaneous Crimes Against Society	7	3	1	11
Other Sexual Offences	5	10	7	22
Other Theft	19	25	21	65
Possession of Drugs	17	18	15	50
Possession of Weapons	7	11	3	21
Public Order Offences	37	44	26	107
Rape	3	0	4	7
Robbery	10	14	9	33
Shoplifting	24	36	53	113
Stalking and Harassment	24	23	23	70
Theft from the Person	11	8	6	25
Trafficking of Drugs	2	5	2	9
Vehicle Offences	6	13	13	32
Violence with Injury	49	47	42	138
Violence without Injury	46	59	78	183
Total	313	378	339	1030

Table 12: Type of Crimes Occurring within the North Hill CIA (Offence Group)

North Hill	2021-22	2022-23	2023-24	Total
Arson	2	0	2	4
Bicycle Theft	4	14	6	24
Burglary	17	11	16	44
Criminal Damage	31	43	20	94
Miscellaneous Crimes Against Society	8	2	5	15
Other Sexual Offences	18	6	4	28
Other Theft	25	33	34	92
Possession of Drugs	19	13	13	45
Possession of Weapons	1	5	12	18
Public Order Offences	37	18	26	81
Rape	9	7	5	21
Robbery	5	5	3	13
Shoplifting	8	5	6	19
Stalking and Harassment	24	27	13	64
Theft from the Person	2	7	3	12
Trafficking of Drugs	15	2	5	22
Vehicle Offences	8	10	7	25
Violence with Injury	94	54	48	196
Violence without Injury	69	63	67	199
Total	396	325	295	1016

Table 13: Type of Crimes Occurring within the Stoke CIA (Offence Group)

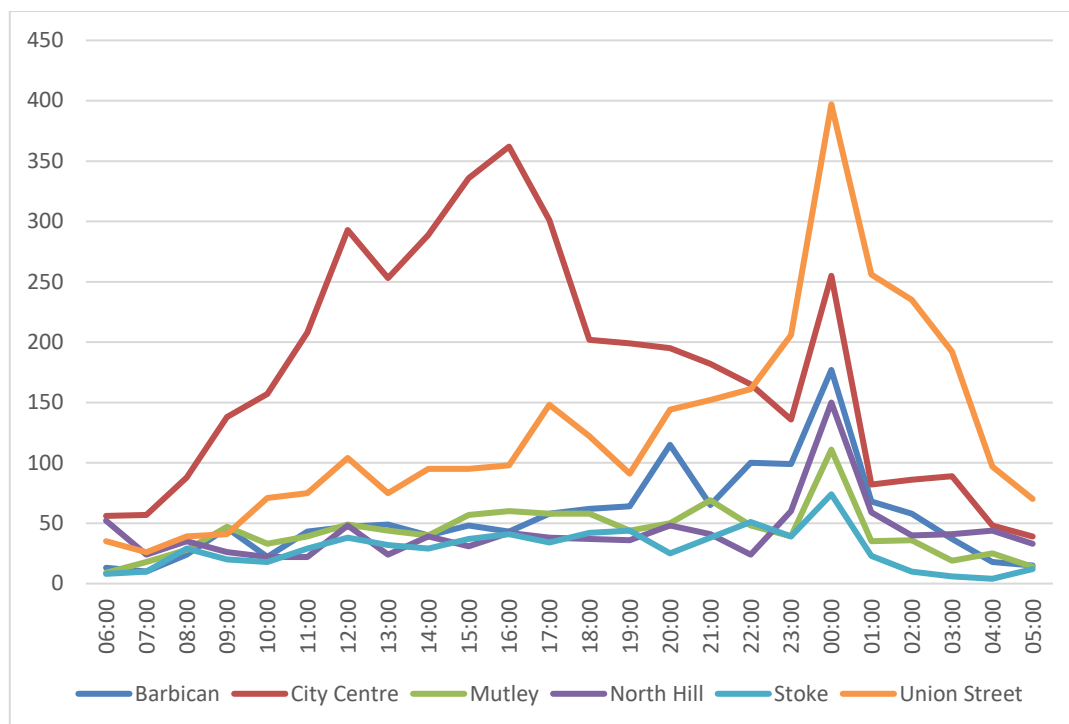
Stoke	2021-22	2022-23	2023-24	Total
Bicycle Theft	1	2	1	4
Burglary	2	1	3	6
Criminal Damage	22	12	43	77
Homicide	0	0	1	1
Miscellaneous Crimes Against Society	3	4	6	13
Other Sexual Offences	3	7	6	16
Other Theft	10	7	27	44
Possession of Drugs	6	9	7	22
Possession of Weapons	5	2	4	11
Public Order Offences	8	18	31	57
Rape	1	0	4	5
Robbery	1	2	2	5
Shoplifting	14	6	50	70
Stalking and Harassment	11	17	23	51
Theft from the Person	3	0	2	5
Trafficking of Drugs	1	2	4	7
Vehicle Offences	4	5	10	19
Violence with Injury	32	41	60	133
Violence without Injury	28	38	59	125
Total	155	173	343	671

Table 14: Type of Crimes Occurring within the Union Street CIA (Offence Group)

Union Street	2021-22	2022-23	2023-24	Total
Arson	0	4	3	7
Bicycle Theft	5	5	9	19
Burglary	11	13	17	41
Criminal Damage	64	75	83	222
Death or Serious Injury caused by Unlawful Driving	0	0	1	1
Miscellaneous Crimes Against Society	12	8	14	34
Other Sexual Offences	30	41	33	104
Other Theft	75	69	64	208
Possession of Drugs	75	71	58	204
Possession of Weapons	25	22	25	72
Public Order Offences	97	77	61	235
Rape	16	12	12	40
Robbery	11	24	13	48
Shoplifting	23	22	49	94
Stalking and Harassment	33	24	35	92
Theft from the Person	21	22	20	63
Trafficking of Drugs	8	7	9	24
Vehicle Offences	15	14	26	55
Violence with Injury	289	274	233	796
Violence without Injury	214	218	234	666
Total	1024	1002	999	3025

Graph 8 highlights peaks in crime recording for all areas at around midnight. This could reflect when earlier evening licensed premises close, or a product of recording error – when a victim is unable to provide a specific time when initially reporting an incident, it is common for the crime to be recorded as taking place at midnight, and then will be amended once further evidence identifies an accurate time.

Comparison between CIA areas do appear to mirror patterns highlighted by incident data, with the City Centre and Union Street attracting significantly more crimes. The Barbican also sees elevated levels during ENTE hours. It is noted that Stoke village attracts a consistently low number of incidents and crimes, at such a level where it may be considered to remove the CIA policy in this area. Historically, the CIA was utilised here at a time where the area was impacted by football related trade. However, since the birth of the Plymouth Argyle Fan Zone, changes in ownership for some of the venues and a change in how football matches are policed, we are not seeing the same levels of crime and disorder.



Graph 8: Line Graph Showing Recorded Crimes by Hour

CONCLUSION

Devon and Cornwall Police continue to be impressed by the level of multi-agency working which has been taking place within the city of Plymouth, which has been growing from strength to strength. There has been an undertaking from all the interested parties in improving the Evening Nighttime Economy of Plymouth which adds to the vibrancy and safety of the city. These agencies include the Local Authority, Pubwatch, Best Bar None, Licensees, Security companies, SIA, Plymouth Against Retail Crime, NHS, Street Pastors, Student Medical, Royal Navy Service Police and the different departments within the police.

There have been many improvements in relationships and there is no doubt that, overall, there is a better quality of licensee in the trade, with a view to co-operating and promoting the four licensing objectives. However, there are constantly changing social structures and behaviours which mean that the partners involved in the licensing community cannot become complacent with their recent achievements and must continue to strive to make Plymouth a safer and better place. This is most notable in where socialising starts a lot later (towards midnight) which is more notable than 3 years ago, and we are seeing the extension of licensing hours by some premises. This needs careful consideration and mediation.

The use of engagement and co-operative discussions and negotiations with applicants, businesses and licensees around business development and the needs of the community has always been a strength within the city of Plymouth and its authorities. Within Plymouth, the Cumulative Impact Policy has never been used as a punitive method to deny business growth and development, but as a tool used effectively to help the businesses of the city to successfully develop in a way which supports and protects both society and the local community. This leads to a much higher standard of applicant and application. Co-operation and negotiation will always remain the first options whenever licensing

conditions and applications are reviewed, but sometimes the authorities will need the presence of legislation to assist them in their quest for developing the best and safest ENTE.

The Cumulative Impact Policy is an important piece of legislation which Devon and Cornwall Police regard as a necessary tool in order to support those businesses who are working hard to do a good job in promoting the licensing objectives and also to prevent those who the police regard as potentially having a negative impact on those licensing objectives and ultimately the city and its people.

Devon and Cornwall Police continue support the Cumulative Impact Policy with the recommendation to renew 5 areas and a discussion on whether Stoke Village could be removed. Stoke village remains an area where local people prefer to drink, rather than being a destination for nights out with large groups. Previous years have cited that football fans meeting in the area could lead to disorder, the data shows that this is not the case.