

Using evidence to shape better services



Cambridge City Council
Consultation on Public Spaces
Protection Order Punt and Tour Touting

Final Report

26 February 2016

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2) Project Details and Acknowledgements

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3) Executive Summary

This report outlines the findings of the 941 responses to Cambridge City Council's consultation on introducing a Public Spaces Protection Order (PSPO) to tackle toutting and prohibit advertising or soliciting custom for a punt tour, walking tour, hire or use of punts boats, or similar craft within certain areas of the city centre. A summary of meetings conducted with registered and unregistered punt operators is also included.

- ◆ The most common views of toutting given by respondents were that touts are a nuisance, aggressive, intimidating or similar (32% of respondents); touts and toutting is bad for tourists and tourism (10% of respondents), and toutting is bad for residents (7% of respondents).
- ◆ Just over half the respondents (54%) said they support the use of a Public Spaces Protection Order (PSPO) to prohibit anyone from advertising or soliciting custom for a punt tour, walking tour, hire or use of punts boats, or similar craft within the shaded area of Cambridge as shown on the map (see Appendix A for the map). 7% support the use of a PSPO in part. 39% of respondents said they do not support the use of a PSPO.
- ◆ Respondents working within the shaded area on the map and representatives of a local community or organisation, or voluntary group showed the highest level of support for the use of a PSPO (both 76% support). Visitors showed the lowest level of support for the use of a PSPO (31% support).
- ◆ Just over half the respondents (54%) agreed that all the activities as described in the order should be prohibited. 6% agreed in part. 37% of respondents disagreed that all the activities should be prohibited. The highest level of agreement came from local councillors (78%). The second highest level of agreement came from representatives of local community or organisation, or voluntary group (76%). Visitors showed the lowest level of agreement that the activities should be prohibited (33%).
- ◆ Half the respondents (50%) agreed that the shaded area on the map is the right area for the PSPO. 10% agreed in part. 36% of respondents disagreed that the shaded

area is the right area for the PSPO. The highest level of agreement came from local councillors (88%) followed by people working within the shaded area on the map (71%). Visitors showed the lowest level of agreement with the shaded area (28%).

- ◆ The order provides exceptions to the prohibition provided that certain conditions are met and these exceptions are detailed on the order. Respondents' views of the exceptions were that they are fair, fine, reasonable, okay or sensible (22%), there should be no exceptions (11%), they are against the PSPO (4%) and they are concerned that the exceptions are unfair because they favour larger businesses and would negatively impact smaller businesses and independent businesses (3%).
- ◆ At a meeting conducted by the Council with unregistered punt operators the main topics discussed were: communication between the Council and unregistered operators; uniforms, name-tags and code of conduct; behaviour of touts; licensing and landownership; punt stations; Cam Conservators' views; touting by Granta; other ways of selling tickets; and evidence of the effect of touting on the quality of life.
- ◆ At a meeting conducted by the Council with registered punt operators the main topics discussed were: the long term solution to touting; fines and enforcement; punt stations; other ways of selling tickets; signage; responding to the consultation; and walking tours.

4) Introduction

Background

Cambridge City Council (the Council) is consulting on introducing a Public Spaces Protection Order (PSPO) to tackle toutting and prohibit advertising or soliciting custom for a punt tour, walking tour, hire or use of punts boats, or similar craft within certain areas of the city centre. The area covered by the PSPO is shaded in red on the map in Appendix A. The order provides exceptions to the prohibition provided that certain conditions are met and these exceptions are detailed on the order.

Methodology

A consultation to gather peoples' views on the proposals and plans took place from 20 January 2016 to 17 February 2016. Feedback was provided through the completion of an online survey or by downloading a copy of the PSPO consultation to fill in and post back to the Council. In addition, people sent letters and emails to the Council stating their views on the proposal.

Feedback was also gathered at a meeting with un-registered punt operators on 8 February 2016 and at a meeting with registered punt operators on 11 February 2016.

M·E·L Research, an independent market research company, have been commissioned by the Council to analyse the consultation responses and meeting notes, and provide an interim report and a full summary report (this document). These reports will be used to inform the Council's decision about whether to make a Public Spaces Protection Order.

Responses

In total, 941 responses to the consultation were received. This consisted of 926 survey responses (online survey and paper copies), twelve emails and three letters. The type and number of respondents are outlined in Table 4.1 (respondents could select more than one option).

Table 4.1. Type and number of respondent.

Responding as:	Frequency
A person living within the shaded area on the map	61
A local resident living outside the shaded area on the map	535
A person working within the shaded area on the map	286
Owner / manager of a local business within the shaded area on the map	83
A visitor, e.g. tourist, on business, a shopper within the shaded area of the map	191
Local councillor	9
Representative of a local community or organisation, or voluntary group	29

Consultation responses (surveys, emails and letters) were received from representatives from the following organisations and groups: Alliance Francaise de Cambridge, Cambridge BID, Christ's Pieces Residents' Association, Emmanuel URC, Histon Road RA, King's College, Manifesto Club, Pembroke College, Pinehurst South Residents' Association, RAON, Round Church Visitor Centre, Rustat Neighbourhood Association, Society of Cambridge Tourist Guides, St John's College, University of Cambridge, Visit Cambridge and Beyond.

Analysis

For the majority of survey questions respondents were given the opportunity to provide free text comments. The number of respondents who chose to provide comments varied for each question and the comments themselves ranged from a few words to a paragraph in length. To make sense of this data, comments were grouped by theme. Where comments contained more than one theme, each theme was counted separately.

In order that the views given in letters and emails were not given unfair weighting in the analysis and reporting the comments in these correspondence were also grouped by theme and assigned to the relevant survey question (e.g. comments in an email regarding exceptions to the prohibition have been assigned to question 5 in the survey).

Since respondents could give more than one theme per response, the percentage for each comment theme is calculated as a percentage of the total number of respondents and therefore percentages do not add up to 100%. Themes consisting of fewer than three comments have been grouped together as 'other.' To provide further insight into the results, analysis by respondent type has been undertaken where appropriate.

5) Findings from Consultation Responses

General views

Respondents were asked to give their view of touting for walking tours or hire of punt, boats or similar craft hire. 25% of respondents gave positive views, 54% gave negative views, 7% were neutral and 14% chose not to comment. Table 5.1 outlines the themes of the comments.

The most common theme centred on people describing their experience of touts in a negative manner, ranging from touts being a nuisance to touts being aggressive and intimidating. Nearly one-third (32%) of respondents made comments containing this theme. The second most common theme was that touts and touting is bad for tourists and tourism (10% of respondents), followed by touting being bad for residents (7%).

Table 5.1. Comment themes for respondents' views of touting.

Comment theme	Frequency	% of Respondents
Touting /touts are a nuisance / annoying / a menace / offensive / intimidating / aggressive / disturb people / bully people / rude / a pest / arrogant / disruptive / obstructive / tiresome / disrespectful / invasive / pushy / pester people	299	32%
Touts are bad for tourists and tourism	92	10%
Touting is bad for residents	67	7%
There are too many touts	66	7%
Touting / touts are bad for Cambridge's image and reputation	66	7%
Touts should be banned / support the order	63	7%
Touting / touts block pathways / block pavements / walk in the road / cause congestion / make roads dangerous	55	6%
Touting is fine / acceptable / normal / good / great	42	4%
Touting is part of Cambridge	42	4%
Touts are good for tourists and tourism	40	4%
Touting / touts need to be regulated or restricted / follow a code of conduct	37	4%
Detract from the value, appearance and/or experience of the city centre	33	4%
Never had a bad experience with touts / don't have a problem with touting	30	3%
Touts provide a competitive market / punting should not be a monopoly / unfair to ban independent traders	29	3%
Need to limit number of touts / only allow in designated areas	23	2%
Touting provides jobs / If touting is banned people will lose their	23	2%

jobs		
Touting should be limited to licensed operators	23	2%
Touting / touts are bad for Cambridge's image and reputation	22	2%
Touting should only occur by the river / close to departure point / next to punt station	21	2%
Touts should have fixed stalls / booths / sell from shops / single area only	19	2%
Touts have a bad image - argue with each other, drink, smoke	18	2%
Touts are friendly / helpful / respectful / well-mannered	17	2%
Touts are unnecessary because people and visitors know where to go if they want to go punting	17	2%
Touting has increased in the last few years / has gotten worse in the last few years	15	2%
Touting is fine as long as they are polite / professional / not intrusive	15	2%
Touts are not appropriate / unnecessary / unacceptable / unpleasant	14	1%
Touts lie to tourists / mislead tourists / promise things that are not possible / overcharge tourists	11	1%
Touting is a fair, reasonable, legitimate way to promote business	9	1%
Touts are good for business / good for the economy	9	1%
Touting happens in most cities and countries / standard practice	6	1%
Touting is bad for business	6	1%
Operators should be trained / qualified / have a permit	5	1%
Touts are bad for licenses operators / take business from licenced operators / offer poor service	5	1%
Touting shouldn't be allowed in city centre	4	0%
Avoid areas with touts	3	0%
Indifferent to touting	3	0%
Many touts are not qualified and have no insurance	3	0%
Only have a problem with Scudamore's touts / Scudamore's should be ashamed	3	0%
Touting on kings parade should be able to continue / Touting in the city centre is necessary because the river is far away from tourist attractions	3	0%
Touts for walking tours are fine	3	0%
Other	77	8%
None	131	14%

Support for the use of a PSPO

Respondents were asked if they support the use of a Public Spaces Protection Order (PSPO) to prohibit anyone from advertising or soliciting custom for a punt tour, walking tour, hire or use of punts boats, or similar craft within the shaded area of Cambridge as shown on the map (see Appendix A for the map). Just over half the respondents (54%)

said they support the use of a PSPO, while a further 7% support the use of a PSPO in part. In contrast, 39% of respondents said they do not support the use of a PSPO.

Respondents working within the shaded area on the map and representatives of a local community or organisation, or voluntary group showed the highest level of support for the use of a PSPO (both 76% support). In contrast, visitors showed the lowest level of support for the use of a PSPO (31% support).

Table 5.2. Support for the use of a PSPO.

Respondent Type	Support the use of a PSPO							
	Yes		No		In Part		Don't Know	
	%	Frequency	%	Frequency	%	Frequency	%	Frequency
All respondents	54%	492	39%	354	7%	67	0%	3
A person living within the shaded area on the map	42%	25	53%	32	5%	3	0%	0
A local resident living outside the shaded area on the map	64%	340	28%	150	7%	39	0%	0
A person working within the shaded area on the map	76%	216	18%	50	6%	17	0%	1
Owner / manager of a local business within the shaded area of the map	67%	55	24%	20	7%	6	1%	1
A visitor, e.g. tourist, on business, a shopper within the shaded area of the map	31%	59	62%	117	6%	12	0%	0
Local Councillor	56%	5	11%	1	33%	3	0%	0
Representative of a local community or organisation, or voluntary group	76%	22	21%	6	3%	1	0%	0

Respondents were asked to say why they do or do not support the use of a PSPO. 43% of respondents chose not to comment.

The most common theme in the comments was that the respondent supported the PSPO because touts are aggressive, harass people, are a nuisance, are annoying and/or pester people. This was raised by 12% of respondents.

The next most common theme, raised by 6% of respondents, was that a PSPO will allow people to enjoy areas without being disturbed and improve peoples' experience of Cambridge. A further 4% of respondents stated the need for touts to be regulated and/or controlled. Another theme, raised by 4% of respondents, was concern that a PSPO would cause people to lose their jobs.

Table 5.3. Comment themes for why respondents do or do not support the use of a PSPO.

Comment theme	Frequency	% of Respondents
Support PSPO because touts are aggressive / harass people / are a nuisance / annoying / pester people	112	12%
PSPO would allow people to enjoy areas without being disturbed / improve peoples' experience of Cambridge	53	6%
Touts need to be regulated / controlled	36	4%
PSPO will cause people to lose their jobs	33	4%
PSPO is unnecessary / there is no problem with touts / never had a bad experience with touts	23	2%
PSPO is an infringement on trade / persecutes smaller operators / reduces competition	23	2%
PSPO would reduce congestion / make walking around easier	18	2%
Touting is unnecessary because people know where to go if they want to go punting / on a tour	18	2%
Touting should only occur by the river / close to departure point / next to punt station / restricted to licensed operators by the river	17	2%
PSPO will improve the image of Cambridge	15	2%
PSPO is an over the top reaction to problem / overly restrictive / too heavy handed	14	1%
PSPO is unfair to smaller businesses / local business	12	1%
Touting is part of Cambridge	11	1%
PSPO will prohibit lawless operators but allow licensed operators to continue	10	1%
Touts should have fixed stalls / booths / sell from shops / single area only	10	1%
Modest advertising is okay, aggressive touting is not	9	1%
Happy with banning touts in shaded area on the map	7	1%
There are too many touts / PSPO will reduce number of touts / limited number of touts would be acceptable	7	1%

Touting should be banned	7	1%
Only prohibition will be effective	7	1%
Not all touts behave badly, unfair to penalise all	5	1%
PSPO will remove touts from streets	5	1%
Touts provide a service to tourists	5	1%
Limited number of touts is okay / Number of touts needs to be limited	4	0%
PSPO would be bad for tourism / Touting is good for tourists and tourism	4	0%
Concerned how punts / walking tours will get business / people will get information if PSPO is in place	3	0%
PSPO doesn't address root cause of problem	3	0%
Alternative approaches to stop touts haven't worked	3	0%
Other types of business aren't allowed to tout	3	0%
Other	85	9%
None	406	43%

For the respondent types with large sample sizes (a local resident living outside of the shaded area on the map; a person working within the shaded area on the map; a visitor) further analysis of the results was carried out to better understand the patterns in support for or against the order (see Table 5.4 and 5.5). The following patterns were found:

- ◆ It is important to note that across all three respondent types the majority of respondents who said yes, they support the use of a PSPO chose not to say why. Similarly, across all three respondent types the majority of respondents who said no, they do not support the use of a PSPO chose not to say why.
- ◆ For all three respondent types, the most popular reason given for support of the use of a PSPO was because touts are aggressive, harass people, are a nuisance, are annoying and/or pester people.
- ◆ For all three respondent types, the second most popular reason given for support of the PSPO was that it would allow people to enjoy areas without being disturbed and that it would improve peoples' experience of Cambridge.
- ◆ Comments that a PSPO would be an infringement on trade, persecutes smaller operators and/or reduces competition was the most popular reason given by local residents living outside of the shaded area on the map who do not support the PSPO, and the second most popular reason given by people working within the shaded area on the map.

- ◆ The most popular reason given by people working within the shaded area on the map for not supporting the PSPO was that it would cause people to lose their jobs. This was also the second most popular reason for not supporting the PSPO given by local residents living outside of the shaded area on the map and visitors.

- ◆ The most popular reason given by visitors for not supporting the PSPO was that it is unnecessary, there is no problem with touts and/or that they have never had a bad experience with touts.

Table 5.4. Top comment themes from respondents who said yes, they support the use of a PSPO, by respondent type.

	A local resident living outside the shaded area on the map			A person working within the shaded area on the map			A visitor, e.g. tourist, on business, a shopper within the shaded area of the map		
	Comment theme	Frequency	%	Comment theme	Frequency	%	Comment theme	Frequency	%
	None	114	34%	None	87	58%	None	20	34%
1	Support PSPO because touts are aggressive / harass people / are a nuisance / annoying / pester people	79	23%	Support PSPO because touts are aggressive / harass people / are a nuisance / annoying / pester people	43	29%	Support PSPO because touts are aggressive / harass people / are a nuisance / annoying / pester people	13	22%
2	PSPO would allow people to enjoy areas without being disturbed / improve peoples' experience of Cambridge	36	11%	PSPO would allow people to enjoy areas without being disturbed / improve peoples' experience of Cambridge	16	11%	PSPO would allow people to enjoy areas without being disturbed / improve peoples' experience of Cambridge	10	17%
3	Touts need to be regulated / controlled	22	6%	PSPO would reduce congestion / make walking around easier	13	9%	Touting is unnecessary because people know where to go if they want to go punting / on a tour	3	5%
							Touts need to be regulated / controlled	3	5%

Table 5.5. Top comment themes from respondents who said no, they do not support the use of a PSPO, by respondent type.

	A local resident living outside the shaded area on the map			A person working within the shaded area on the map			A visitor, e.g. tourist, on business, a shopper within the shaded area of the map		
	Comment theme	Frequency	%	Comment theme	Frequency	%	Comment theme	Frequency	%
	None	71	47%	None	13	26%	None	68	58%
1	PSPO is an infringement on trade / persecutes smaller operators / reduces competition	13	9%	PSPO will cause people to lose their jobs	10	20%	PSPO is unnecessary / there is no problem with touts / never had a bad experience with touts	10	9%
2	PSPO will cause people to lose their jobs	12	8%	PSPO is an infringement on trade / persecutes smaller operators / reduces competition	7	14%	PSPO will cause people to lose their jobs	9	8%
3	PSPO is an over the top reaction to problem / overly restrictive / too heavy handed	10	7%	PSPO is an over the top reaction to problem / overly restrictive / too heavy handed	5	10%	PSPO is unfair to smaller businesses / local business	6	5%
	PSPO is unnecessary / there is no problem with touts / never had a bad experience with touts	10	7%						

Agreement that all the activities in the order should be prohibited

Respondents were asked if they agree that all the activities as described in the order should be prohibited. Just over half the respondents (54%) agreed, with a further 6% agreeing in part. 37% of respondents disagreed that all the activities should be prohibited.

The highest level of agreement came from local councillors (78%), although it should be noted that the number of councillors who completed the survey was nine. The second highest level of agreement came from representatives of local community or organisation, or voluntary group (76%). At 33% agreement, visitors showed the lowest level of agreement that the activities should be prohibited.

Table 5.6. Agreement that all the activities as described in the order should be prohibited.

Respondent Type	Agree							
	Yes		No		In Part		Don't Know	
	%	Frequency	%	Frequency	%	Frequency	%	Frequency
All respondents	54%	489	37%	336	6%	56	2%	20
A person living within the shaded area on the map	46%	28	49%	30	5%	3	0%	0
A local resident living outside the shaded area on the map	64%	335	28%	149	7%	35	2%	8
A person working within the shaded area on the map	73%	206	18%	50	7%	20	2%	6
Owner /manager of a local business within the shaded area of the map	65%	54	27%	22	5%	4	4%	3
A visitor, e.g. tourist, on business, a shopper within the shaded area of the map	33%	62	59%	111	5%	9	3%	5
Local Councillor	78%	7	0%	0	22%	2	0%	0
Representative of a local community or organisation, or voluntary group	76%	22	14%	4	3%	1	7%	2

Respondents were asked to say why they do or do not agree that all the activities as described in the order should be prohibited. 61% of respondents chose not to comment.

The most popular comment theme, provided by 7% of respondents, was that prohibiting these activities would make Cambridge more pleasant for residents and tourists and improve Cambridge's reputation. 4% of respondents stated that the activities should be prohibited because touts are aggressive, unpleasant and/or are a nuisance, while a further 4% restated that they agreed the activities should be prohibited.

Table 5.7. Comment themes for why respondents agree or disagree that the activities should be prohibited.

Comment theme	Frequency	% of respondents
Prohibiting these activities will make Cambridge more pleasant for residents and tourists / improve Cambridge's reputation	70	7%
Activities should be prohibited because touts are aggressive / unpleasant / a nuisance	42	4%
Yes, they should be prohibited	33	4%
Touting shouldn't be banned / touting is not a problem / touting is fine / PSPO is an overreaction / touts are not aggressive	31	3%
If the activities are prohibited people will lose their jobs	25	3%
Advertising / passive methods of soliciting custom are acceptable	16	2%
Touting is part of Cambridge	15	2%
Walking tour touts are not a problem	14	1%
Touting is good for tourists and tourism	12	1%
Activities should be regulated not banned	10	1%
Touting is unnecessary because people know where to go if they want to go punting / on a tour	10	1%
Prohibiting these activities is unfair to smaller businesses	8	1%
Touting is not a problem - behaviour of some touts is	4	0%
Touting should be banned	4	0%
There should be partnership and agreement between the Council and tout company leaders	3	0%
There are too many touts	3	0%
Touting needs to be regulated and controlled	3	0%
Touts lie to and mislead tourists	3	0%
Other	100	11%
None	571	61%

For the respondent types with large sample sizes (a local resident living outside of the shaded area on the map; a person working within the shaded area on the map; a visitor) further analysis of the results was carried out to better understand the patterns in

agreement that all the activities as described in the order should be prohibited (see Table 5.8 and 5.9). The following patterns were found:

- ◆ It is important to note that across all three respondent types the majority of respondents who agreed that the activities should be prohibited chose not to say why. Similarly, across all three respondent types the majority of respondents who disagreed that the activities should be prohibited chose not to say why.
- ◆ The most popular reasons for agreeing that the activities should be prohibited were the same across the three respondent types, although the ordering of the reasons differed.
- ◆ The most popular reason given by local residents living outside of the shaded area on the map and people working within the shaded area on the map for agreeing was that prohibiting these activities will make Cambridge more pleasant for residents and tourists and/or improve Cambridge's reputation. This was also the joint first most popular reason given by visitors.
- ◆ Another joint first most popular reason given by visitors who agreed the activities should be prohibited was because touts are aggressive, unpleasant and/or a nuisance. This was also the second most popular reason given by local residents living outside of the shaded area on the map and people working within the shaded area on the map.
- ◆ Another joint first most popular reason given by visitors who agreed the activities should be prohibited was a restatement that they should be prohibited. This was also the third most popular reason given by local residents living outside of the shaded area on the map and people working within the shaded area on the map.
- ◆ The most popular reason given by local residents living outside of the shaded area on the map and people working within the shaded area on the map for disagreeing was that prohibition of the activities would cause people to lose their jobs.
- ◆ The most popular reason given by visitors for disagreeing was that touting shouldn't be banned, is not a problem, is fine, the PSPO is an overreaction and/or touts are not aggressive. This was also the second most popular reason given by local residents

living outside of the shaded area on the map and people working within the shaded area on the map.

Table 5.8. Top comment themes from respondents who agree that the activities should be prohibited, by respondent type.

	A local resident living outside the shaded area on the map			A person working within the shaded area on the map			A visitor, e.g. tourist, on business, a shopper within the shaded area of the map		
	Comment theme	Frequency	%	Comment theme	Frequency	%	Comment theme	Frequency	%
	None	186	56%	None	119	58%	None	34	55%
1	Prohibiting these activities will make Cambridge more pleasant for residents and tourists / improve Cambridge's reputation	48	14%	Prohibiting these activities will make Cambridge more pleasant for residents and tourists / improve Cambridge's reputation	35	17%	Activities should be prohibited because touts are aggressive / unpleasant / a nuisance	6	10%
							Prohibiting these activities will make Cambridge more pleasant for residents and tourists / improve Cambridge's reputation	6	10%
							Yes, they should be prohibited	6	10%
2	Activities should be prohibited because touts are aggressive / unpleasant / a nuisance	29	9%	Activities should be prohibited because touts are aggressive / unpleasant / a nuisance	15	7%			
3	Yes, they should be prohibited	25	7%	Yes, they should be prohibited	12	6%			

Table 5.9. Top comment themes from respondents who disagree that the activities should be prohibited, by respondent type.

	A local resident living outside the shaded area on the map			A person working within the shaded area on the map			A visitor, e.g. tourist, on business, a shopper within the shaded area of the map		
	Comment theme	Frequency	%	Comment theme	Frequency	%	Comment theme	Frequency	%
	None	96	64%	None	23	46%	None	76	68%
1	If the activities are prohibited people will lose their jobs	15	10%	If the activities are prohibited people will lose their jobs	8	16%	Touting shouldn't be banned / touting is not a problem / touting is fine / PSPO is an overreaction / touts are not aggressive	11	10%
2	Touting shouldn't be banned / touting is not a problem / touting is fine / PSPO is an overreaction / touts are not aggressive	13	9%	Touting shouldn't be banned / touting is not a problem / touting is fine / PSPO is an overreaction / touts are not aggressive	6	12%	Prohibiting these activities is unfair to smaller businesses	4	4%
							Touting is part of Cambridge	4	4%
3	Touting is part of Cambridge	7	5%	Activities should be regulated not banned	2	4%			
				Touting is good for tourists and tourism	2	4%			
				Touting is part of Cambridge	2	4%			

Proposed shaded area on the map for the PSPO

Respondents were asked if they thought the area shaded on the map is the right area for the PSPO. Half the respondents (50%) agreed this is the right area for the PSPO, with a further 10% agreeing in part. 36% of respondents disagreed that this is the right area for the PSPO.

The highest level of agreement came from local councillors (88%), although it should be noted that only eight councillors chose to answer this question. The next highest level of agreement came from people working within the shaded area on the map (71%). At 28% agreement, visitors showed the lowest level of agreement with the shaded area.

Table 5.10. Agreement that the shaded area on the map is the right area for the PSPO.

Respondent Type	Agree							
	Yes		No		In Part		Don't Know	
	%	Frequency	%	Frequency	%	Frequency	%	Frequency
All respondents	50%	449	36%	319	10%	87	4%	40
A person living within the shaded area on the map	36%	22	48%	29	13%	8	3%	2
A local resident living outside the shaded area on the map	58%	302	26%	137	12%	61	4%	21
A person working within the shaded area on the map	71%	199	16%	45	11%	30	2%	5
Owner /manager of a local business within the shaded area of the map	61%	51	23%	19	14%	12	1%	1
A visitor, e.g. tourist, on business, a shopper within the shaded area of the map	28%	52	61%	114	6%	11	5%	9
Local Councillor	88%	7	13%	1	0%	0	0%	0
Representative of a local community or organisation, or voluntary group	66%	19	21%	6	10%	3	3%	1

Respondents were asked to provide more information about their opinion of the shaded area. 75% of respondents chose not to comment.

5% of respondents said that they were happy with the proposed area covered. 4% of respondents restated that they were against the PSPO. A further 4% of respondents thought the PSPO area should cover the whole city.

3% of respondents specified areas they thought should be included in the shaded area. These areas included Quayside to Jesus Green (6 respondents), Trumpington Street (5 respondents), the train station and route to the train station (5 respondents), Silver Street (4 respondents), Market Square (3 respondents) and Parker's Piece (3 respondents).

Table 5.11. Comment themes for why respondents agree or disagree that the shaded area on the map is the right area for the PSPO.

Comment Theme	Frequency	% of Respondents
Happy with area covered	47	5%
Against the PSPO	39	4%
Area should cover whole city	35	4%
Shaded area should include [specified] area	28	3%
Area should be / could be wider	12	1%
Area is too large	9	1%
Concerned touts will just move to non-prohibited areas / find loopholes	9	1%
Single touting site(s) in certain areas / Fixed booths would be fine	6	1%
Touting should only be allowed immediately in front of / short distance from punt stations / next to river / where legitimate operators work	6	1%
Unimpressed with quality of map	5	1%
Concern that the prohibited area covers punting area	4	0%
Touting should be allowed in (limited parts of) Quayside / by the millpond / King's Parade	4	0%
Concern that the size of shaded area will stretch police resources / too large to sign, monitor and enforce	3	0%
Order needs to be comprehensive / wider area or touts will just move	3	0%
Touts are not a problem / Touting should be encouraged not prohibited / don't experience problems with touts in the shaded area	3	0%
Other	33	4%
None	704	75%

For the respondent types with large sample sizes (a local resident living outside of the shaded area on the map; a person working within the shaded area on the map; a visitor) further analysis of the results was carried out to better understand the patterns in agreement that the shaded area on the map is the right area for the PSPO (see Table 5.12 and 5.13). The following patterns were found:

- ◆ It is important to note that across all three respondent types the majority of respondents who agreed that the shaded area is right chose not to say why. Similarly, across all three respondent types the majority of respondents who disagreed with the shaded area chose not to say why.
- ◆ The most popular reason given for agreeing with the shaded area was the same across the three respondent types; respondents were happy with the area covered.
- ◆ The most popular reason given for disagreeing with the shaded area was the same across the three respondent types; respondents restated that they are against the PSPO.
- ◆ Interestingly, the second most popular reason given by local residents living outside of the shaded area on the map for both those who agreed with the shaded area and those who disagreed with the shaded area was that they thought the shaded area should cover the whole of the city.

Table 5.12. Top comment themes from respondents who agree that the shaded area on the map is the right area for the PSPO, by respondent type.

	A local resident living outside the shaded area on the map			A person working within the shaded area on the map			A visitor, e.g. tourist, on business, a shopper within the shaded area of the map		
	Comment theme	Frequency	%	Comment theme	Frequency	%	Comment theme	Frequency	%
	None	243	80%	None	153	77%	None	43	83%
1	Happy with area covered	26	9%	Happy with area covered	25	13%	Happy with area covered	7	13%
2	Area should cover whole city	7	2%	Area should be / could be wider	7	4%	Area should cover whole city	1	2%
							Touting should only be allowed immediately in front of / short distance from punt stations / next to river / where legitimate operators work	1	2%
3	Area should be / could be wider	5	2%	Area should cover whole city	4	2%			
	Concerned touts will just move to non-prohibited areas / find loopholes	5	2%	Shaded area should include[specified] area	4	2%			
	Shaded area should include[specified] area	5	2%						

Table 5.13. Top comment themes from respondents who disagree that the shaded area on the map is the right area for the PSPO, by respondent type.

	A local resident living outside the shaded area on the map			A person working within the shaded area on the map			A visitor, e.g. tourist, on business, a shopper within the shaded area of the map		
	Comment theme	Frequency	%	Comment theme	Frequency	%	Comment theme	Frequency	%
	None	95	69%	None	27	60%	None	89	78%
1	Against the PSPO	13	9%	Against the PSPO	8	18%	Against the PSPO	19	17%
2	Area should cover whole city	8	6%	Area is too large	2	4%	Shaded area should include [specified] area	2	2%
				Shaded area should include[specified] area	2	4%			
3	Area is too large	7	5%						

Exceptions to the order

The order provides exceptions to the prohibition provided that certain conditions are met and these exceptions are detailed on the order. Respondents were asked what they thought about the exceptions. 44% of respondents chose not to respond.

The most common theme within the comments was that the exceptions are fair, fine, reasonable, okay or sensible; 22% of respondents thought this. A further 11% of respondents said that there should be no exceptions included in the order. 4% of respondents stated that they are against the PSPO. 3% of respondents were concerned that the exceptions are unfair because they favour larger businesses and would negatively impact small businesses and independent businesses.

Table 5.14. Comment themes regarding exceptions to the order.

Comment Theme	Frequency	% of Respondents
Exceptions are fair / fine / reasonable / okay / sensible	211	22%
There should be no exceptions	100	11%
Against the PSPO	35	4%
Exceptions are unfair - favour larger businesses and would negatively impact small businesses / independent businesses	28	3%
Need to be monitored for loopholes / policed effectively	20	2%
Exceptions are unfair / unrealistic / prohibitive / unreasonable / too strict / harsh	19	2%
Cannot comment because can't find information on exceptions	17	2%
Exceptions don't do anything to limit number of touts in these areas / number of touts should be limited	12	1%
Touting should be limited to next to punt station only	9	1%
Only need to regulate in terms of behaviour of touts / exceptions fail to address poor behaviour of touts / need to include measures to ensure staff behave appropriately	8	1%
Exception should not include Silver Street and the bridge / needs to specify where touting is allowed	7	1%
Exceptions are too lenient	7	1%
Better if all touting was banned except for one or two fixed stalls / booths	5	1%
Exceptions should be made through communication between the Council and companies	5	1%
Concern that exceptions will lead to dense touting in focussed areas	4	0%
Concerned exceptions don't allow legitimate walking tours a place to tout/advertise from	4	0%
Exceptions should not include Garret Hostel Lane / Queens Green	4	0%
Concern touts will not obey conditions and restrictions without constant enforcement / concerned how exceptions will be enforced and policed	3	0%

Exceptions should only be used by official licensed operators	3	0%
Need to enforce insurance and health and safety inspections for all companies too	3	0%
Tour booking should be centralised and put online	3	0%
None	412	44%
Other	60	6%

Any other comments

Finally, respondents were asked if they had any other comments to make regarding the PSPO. 57% of respondents chose not to comment.

The most common comment theme, given by 14% of respondents, was restating their support for the PSPO. The second most common comment theme, given by 5% of respondents, was restating that they are against the PSPO.

4% of respondents said that the PSPO will need to be enforced and resourced accordingly or were concerned as to how the order will be enforced. 3% of respondents stated that the ban is unfair for independent businesses and smaller operators, while a further 3% were concerned that the PSPO would cause people to lose their jobs.

Table 5.15. Comment themes for any other comments.

Comment theme	Frequency	% of Respondents
Support the PSPO	134	14%
Against the PSPO	47	5%
PSPO will need to be enforced and resourced accordingly / concern as to how the order will be enforced	37	4%
Ban is unfair for independent businesses / smaller operators	29	3%
PSPO will cause people to lose their jobs	25	3%
Order is long overdue	16	2%
PSPO is an overreaction /excessive / lazy / coward's way out / against human rights	16	2%
£75 fine is not enough of a deterrent	13	1%
Touting needs to be regulated not banned	12	1%
Council should work with / communicate with companies to come up with an agreement	8	1%
Order will make city centre more pleasant	8	1%
Touting is not a problem / never experienced rude or negative behaviour from touts	8	1%
Need to tackle root of problem -stop illegal/unlicensed punting operations	6	1%
Need to make sure that punting does not become a monopoly	5	1%

The number of touts / number of touts per operator needs to be limited	5	1%
Concern that the Council has direct financial interest in the order / order benefits Councils' own agenda	4	0%
Concerns about too many PSPO signs / advertising signage ruining the look of the city	4	0%
Could extend the order to charity canvassers, buskers, beggars etc.	4	0%
PSPO should include licensed operators too / Scudamore's and La Mimosa should be included in PSPO	4	0%
Touts could have a fixed point to do business	4	0%
Ban all touting	3	0%
Concerned order is being done based on speculation not fact / insufficient evidence	3	0%
Other	87	9%
None	541	57%

6) Summary of Meetings

The Council held a meeting with unregistered punt operators and a meeting with registered punt operators but discuss the PSPO consultation. The following section provides a summary of each meeting, based on meeting notes taken by the Council.

Meeting with unregistered punt operators

The Council conducted a meeting with unregistered punt operators on 8 February 2016. The meeting was attended by Cllr. Lewis Herbert, Lynda Kilkelly of Cambridge City Council, a representative from the Cam Conservators and a number of unregistered punt operators. The main topics discussed were:

- ◆ **Communication between the Council and unregistered operators.** The operators pointed out that this was the first time they had officially seen a copy of the recorded incidents of anti-social behaviour problems. The operators explained that no-one at the Council had approached them before to discuss the problems and that the first they were officially aware was when the PSPO was proposed.
- ◆ **Uniforms, name-tags and code of conduct.** The operators proposed that the people who work for them could wear name tags and uniforms, and that the operators could monitor their behaviour and address any problems. They said that if there are a lot of issues they could have other talks with the Council to address them and pointed out that they have not been given the opportunity to do so before. The operators also asked how the Council would react if the operators were to give the Council a code of conduct that they would keep to. Cllr. Herbert explained that any suggestion would be considered by the Council along with the consultation responses.
- ◆ **Behaviour of touts.** Cllr. Herbert pointed out that the operators must have been aware that there were problems with the behaviour of touts; it is a well-known problem in the city and has been reported in the Cambridge Evening News. The operators responded that if they had [the Council's] backing they could limit numbers. The operators said that they want to work with the Council but if that is not possible they will have no alternative but to take legal action in order to find a solution for their business. Cllr. Herbert responded that he will listen to all sides, consider all

responses and that the responses to the consultation will be subject to considerable analysis.

- ◆ **Licensing and landownership.** The operators asked to know the Council's position with regard to licensing. They felt that the studies undertaken on the safety and viability of new stations¹, carried out by their competitors, are not objective studies. The operators also said that if there was no issue with the landownership (their operations have become illegal through the Council's actions around Garret Hostel lane and La Mimosa) then they could be compliant with the code of practice on touting behaviour. The operators said that they want this but have not been given the opportunity. They said that they have made 'half a dozen' attempts to reach out to the councillors but have been told [the councillors] cannot talk to them. They would like the Council to take a more collaborative approach.
- ◆ **Punt stations.** In regard to the landownership issues around Garret Hostel Lane and La Mimosa, it was agreed that there is clearly an issue about punt stations. Cllr. Herbert explained that this is a separate issue to the touting problems and will be dealt with separately.
- ◆ **Cam Conservators.** The Cam Conservators representative explained that over the last ten years the number of boat on the river, both commercial and others, have remained stable. They also explained that the number of unlicensed punts has remained stable at around 20. The representative said that [Cam Conservators] have had a long series of legal battles with the [unlicensed punts] that has been costly, with no real outcomes. The representative also stated that actions taken around Garret Hostel Lane have not worked. The representative said that it would be better to have the 20 unlicensed punts licensed but that this is not possible under the current arrangements. They also pointed out that when they have a problem with unlicensed punts on the river they usually respond well. In addition, they said that more punt stations on the river are unlikely to have a negative impact on the river and that they would be willing to consider new punt station locations.

¹ There are currently six authorised punt stations in Cambridge, at La Mimosa on the corner of Jesus Green, Quayside, Trinity College (inside the college grounds), the Mill Pond on Silver Street, Mill Lane, and the Granta Mill Pond near Sheeps Green.

- ◆ **Granta².** The operators said that Granta send touts into town and that the operators had heard that the Council had been discussing kiosks with Granta. Cllr. Herbert explained that the Council had not had any discussions with Granta or anyone else and that any touting by Granta will be subject to the order just like any other operator.
- ◆ **Other ways of selling tickets.** In reference to whether the Council had been discussing kiosks with Granta, Cllr. Herbert pointed out that there are other ways of selling tickets for punting besides touting and that there may be a discussion to be had about kiosks on private land.
- ◆ **Evidence.** The operators pointed out that the criteria for the PSPO state that the activities should have had a detrimental effect on the quality of life. They asked if there had been any evidence that this has happened and stated that they would like to see an analysis of where any complaints have come from.

Meeting with registered punt operators

The Council conducted a meeting with registered punt operators on 11 February 2016. The meeting was attended by Cllr. Lewis Herbert, Lynda Kilkelly of Cambridge City Council and a number of registered punt operators. The main topics discussed were:

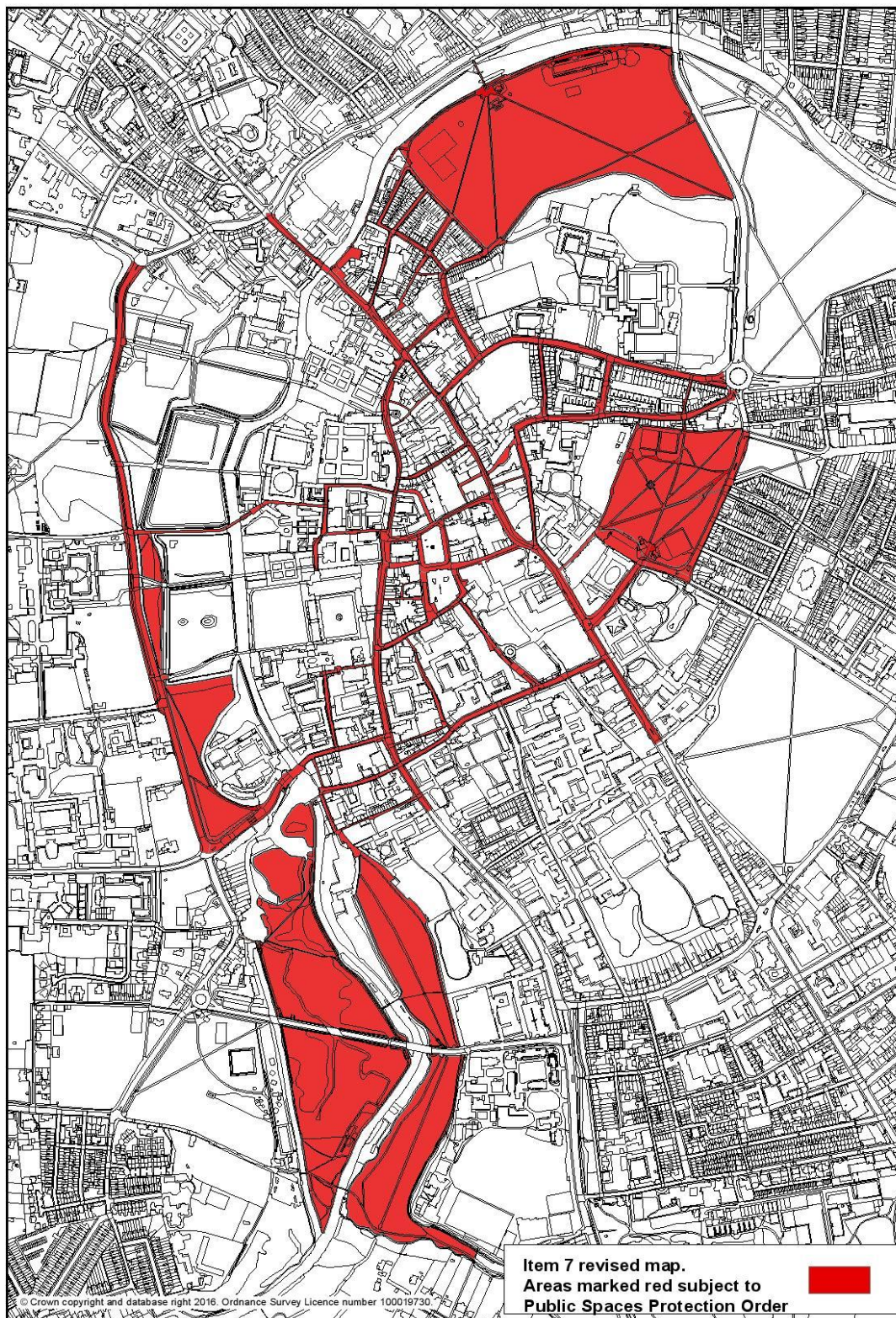
- ◆ **The long term solution to touting.** The operators asked what long term solution/outcome the Council are looking for regarding touting outside agreed company zones. Cllr. Herbert explained that the Council wants to limit touting to within 50 metres of the agreed operating zones on the river.
- ◆ **Fines and enforcement.** The operators asked if the people who are operators and running the touts would be given fixed penalty notices (FPN) under the PSPO if their touts are out on the streets. Cllr. Herbert explained that only the people who are touting will be subject to the order. Additionally, the touting will need to be witnessed by police or an enforcement officer for a FPN to be issued. The operators asked if there would be a budget for enforcement and Cllr. Herbert explained that there are specially trained enforcement officers in town working on various issues who will be available, as well as police. Cllr. Herbert also said that if a budget was needed it will be made available.

²Granta Canoe & Punt Hire Company - a registered punt operator

- ◆ **Punt stations.** The operators asked if un-registered operators were to get a new station³ where they are proposing to tout from. Cllr. Herbert explained that this is a separate issue to the touting problems and will be dealt with separately.
- ◆ **Other ways of selling tickets.** Cllr. Herbert mentioned that there are other ways to enable the selling of tickets besides touting that all operators should be looking at. He also pointed out that a kiosk on private land is not something that would be controlled by the order.
- ◆ **Signage.** The operators were concerned that one of the biggest oppositions to the order may be around signage. It was explained that some people will object to the signs whatever [the Council] do, but that [the Council] will try to keep the impact as low as possible. The earliest possible time that signs would be in place by is May 2016.
- ◆ **Responding to the consultation.** The operators said that they are happy to respond to the consultation but they are not happy to say things publically as they have concerns it could lead to their boats could be damaged. They also said that businesses on King's Parade don't speak up about problems with touting because they feel menaced. Cllr. Herbert pointed out that if there is evidence of intimidation it should be fed through to the Sector Sergeant.
- ◆ **Walking tours.** Cllr. Herbert mentioned that someone had brought up the issue that walking tours should not be included in the order. The operators said that [unregistered operators] were offering walking tours with a punt tour included. They said that [unregistered operators] were having a detrimental effect on the tourist business and pointed out that they cannot be contacted by people with complaints.

³ There are currently six authorised punt stations in Cambridge, at La Mimosa on the corner of Jesus Green, Quayside, Trinity College (inside the college grounds), the Mill Pond on Silver Street, Mill Lane, and the Granta Mill Pond near Sheeps Green.

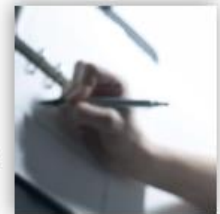
Appendix A – Map of the shaded area



Using evidence to shape better services



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