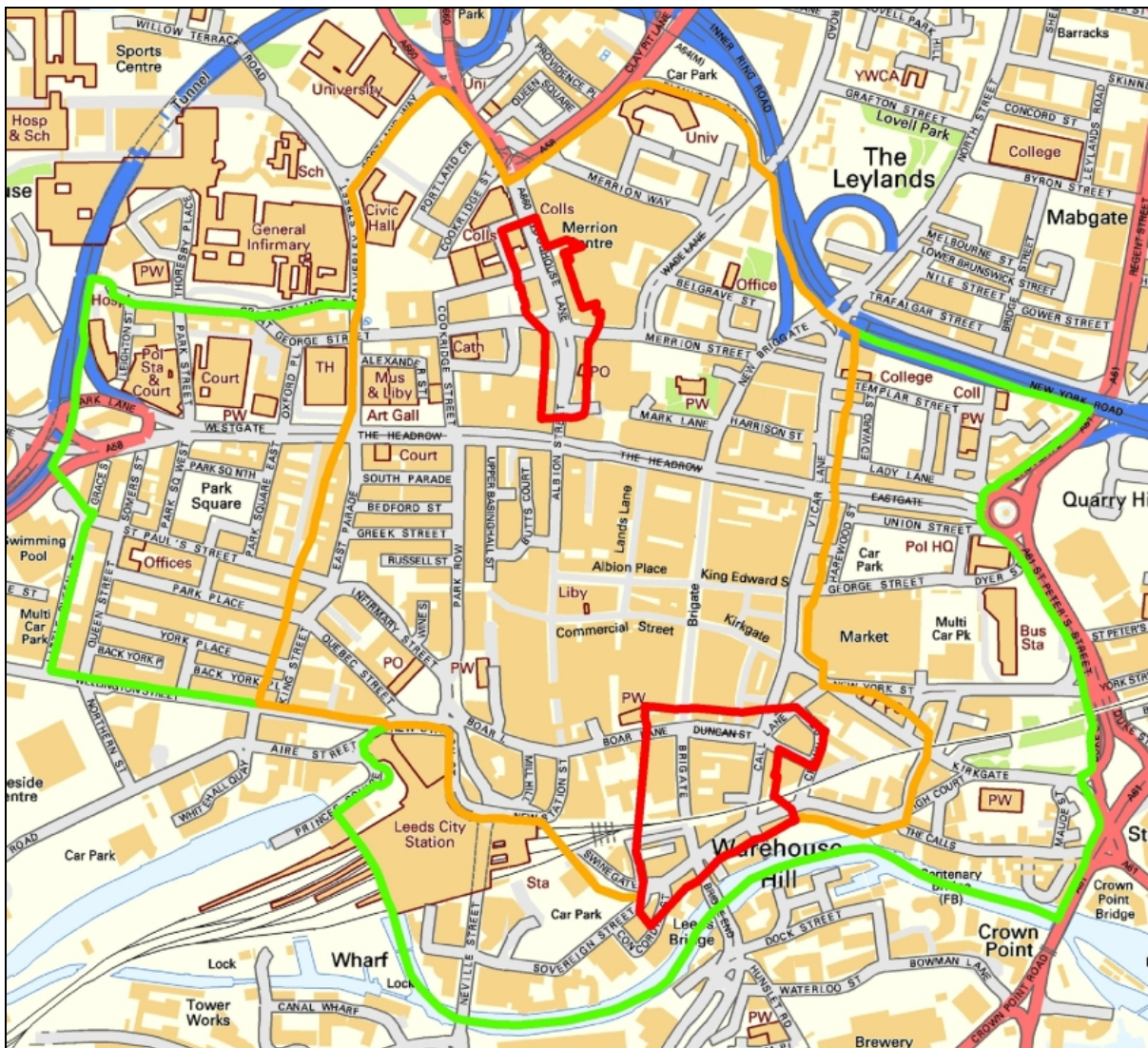


# City Centre CIP 2016

Licensing Act 2003



Area 1 relates to the city centre. West Yorkshire Police has shared information and statistics that show that the nature of the city centre is such that the cumulative impact of licensed premises leads to problems that aren't experienced in other parts of the city and this can be attributed to the density of licensed premises in specific areas. The number and close proximity of venues on a street can result in difficulties in identifying individual premises as causing problems and so action planning and reviewing individual licences is not possible.

As a consequence the closure or opening of businesses can have a dramatic effect on reported crime and reported incidents in an area. While individual premises are dealt with using the review process, there are areas in Leeds city centre which may become saturated as new businesses open or existing businesses change their style of operation.

In addition the council recognises that a previous problem area can be improved by the introduction of new styles of business types, such as food led premises and seeks to encourage this.

This dynamic nature has created difficulties in setting a policy for the city centre that will be relevant for five years until the next formal review. Therefore the council has adopted an approach of designating areas within the city centre CIP as 'red' or 'amber' based upon an analysis of crime and disorder in the night time economy and will review these areas on an annual basis.

Areas that are considered highly saturated and that are experiencing particularly high levels of crime, disorder and/or nuisance will be designated as red areas. The policy states that the council will seek to refuse all applications in these **red areas** on the basis that the impact on the licensing objectives is at such a level that the area cannot support any more premises opening or extending their hours and that the council will only grant applications in the red zone in exceptional cases, and those exceptional cases would be where the premises can demonstrate that they will not impact on the issues already being experienced in the area.

Any variation that will effectively increase the occupancy of premises will be viewed in a similar light to new applications as they will increase the available capacity in the same way a new premises in that area would, which in the red area would be unacceptable. Management controls such as door staff checking occupancy may not be effective enough on busy nights to stop an increase in the number of people within the red zone and so potentially lead to more crime and disorder.

The amber area is an area which is of concern based upon an analysis of issues within the night time economy that are relevant to the licensing objectives, and the council will expect applicants to offer additional measures tailored to the problems in that area.

All other areas within the city centre CIP will be designated **green areas** where good quality applications will be generally be more acceptable even though the area is a CIP area.

It is the council's policy, on receipt of relevant representations, to

- refuse new and variation applications in the red area
- to seek additional measures for new and variation applications in the amber area
- To seek good quality applications for application in the green area

This applies to alcohol led premises such as bars, pubs and nightclubs, and for premises seeking late night refreshment such as takeaways and late opening restaurants.

### **Changes in the last year**

In the last year the Council has received a number of applications within the area designated as the red zone in 2015. There has been a trend for existing operators to apply for minor and full variations to bring into use areas which were unlicensed previously, such as roof spaces and redundant boiler rooms. In all cases the premises licence holder has undertaken to keep their capacity the same. However this trend for increasing the licensed area is concerning as the ability to control capacity is difficult.

The issues with disorder in the street on Call Lane has led to a number of variations of a road closure during the night time economy hours, with the council settling on a full road closure between 11pm and 5am on the Friday, Saturday and Sunday night which took effect in October 2015. The sheer numbers of people, often intoxicated, in the street during these hours highlights the need for the overall capacity of the red area to decrease, not increase and so encourage people to drink elsewhere in the city.

## **Police Reporting**

West Yorkshire Police has produced a crime report "*Leeds City Centre: Night Time Economy Related Crime*" dated November 2015 which has been referred to when reviewing the red and amber zones for 2016. This report is referred to as the Police report in this document.

In 2014 Her Majesty's Inspectorate of Constabulary carried out an inspection into the way the 43 police forces in England and Wales recorded crime data. This inspection was the most extensive of its kind that HMIC has ever undertaken into crime data integrity. Further information on the Inspection can be found here:

<https://www.justiceinspectors.gov.uk/hmic/our-work/crime-data-integrity/>

The subsequent report made a number of recommendations and police forces responded by introducing changes in crime recording practices. This has resulted in an increase in the number of recorded crimes in West Yorkshire. Analysis of the changes in crime levels, along with a number of other measures, concluded that a proportion of these recent increases were related to administrative change rather than an increase in criminality. Specifically this change in recording practise has impacted on the level of 'violence against the person', in particular 'violence without injury' as many lower level offences were not previously being recorded.

With respect to the police report, which is extracted in this document, the figures relating to crime other than violent crime are comparable to previous years. The comparisons between red zones provided in this report can also be considered accurate when compared against the same year.

However when viewing the statistics in this report, it must be borne in mind that the Licensing Authority will wait until the report is repeated next year to see if there is a true increase in crime before making substantial changes to the red areas based on violent crime reporting.

## **General**

There are two distinct areas in the city where extra police resources are deployed on a regular basis. These areas are the Call Lane area and the Albion Street/Woodhouse Lane area. Premises in those areas also deploy street marshals at their own expense as it has been recognised that incidents on the street require extra attention and that early intervention can prevent an escalation in the severity of incidents on the street.

As police resources are reducing each year, priorities have been realigned. There has been a reduction in the number of arrests for drunk and disorderly but an increase in assault. The increase in assaults could be due to early intervention methods being cut back, such as the street marshalling scheme and intervention at an early level (i.e. arresting people for being drunk and disorderly), and so the low level offences are escalating to the more serious assault charge.

The following tables have been extracted from the police report and show the levels of crime reported over the last three years.

This table covers both day time and night time economy in the city centre.

Occurrence Type	2012/2013	2013/2014	2014/2015	Change 13/14 to 14/15
AFFRAY	49	26	28	+2
ASSAULT	831	749	925	+176
DRUNK AND DISORDERLY	667	374	267	-107
MURDER/MANSLAUGHTER	2	0	2	+2
PUBLIC ORDER	162	132	141	+9
ROBBERY	53	68	56	-12
THEFT FROM PERSON	1970	1702	1159	-543
THEFT NON SPECIFIC	2043	1771	1459	-312
<b>Grand Total</b>	<b>5777</b>	<b>4822</b>	<b>4037</b>	<b>-785</b>

This table shows the night time economy only.

Occurrence Type	2012/2013	2013/2014	2014/2015	Change 13/14 to 14/15
AFFRAY	38	26	25	-1
ASSAULT	647	598	755	157
DRUNK AND DISORDERLY	595	341	240	-101
MURDER/MANSLAUGHTER	2	0	1	1
PUBLIC ORDER	100	56	59	3
ROBBERY	36	44	45	1
THEFT FROM PERSON	1444	1024	774	-250
THEFT NON SPECIFIC	1134	924	791	-133
<b>Grand Total</b>	<b>3996</b>	<b>3013</b>	<b>2690</b>	<b>-323</b>

This table provides the data for premises managed by British Transport Police for 2014-15.

Occurrence Type	DTE	NTE	Total
AFFRAY	0	3	3
ASSAULT	1	14	15
DRUNK AND DISORDERLY	1	19	20
MURDER/MANSLAUGHTER	0	0	0
PUBLIC ORDER	0	0	0
ROBBERY	0	0	0
THEFT FROM PERSON	5	101	106
THEFT	0	2	2
<b>Grand Total</b>	<b>7</b>	<b>139</b>	<b>146</b>

Theft, which in the night time economy is generally theft of mobile phones, has reduced significantly due in part to changing technology making phones less attractive but also due to significant work by West Yorkshire Police and the licensed premises on campaigns about keeping phones safe.

The top 10 streets for crime in the city centre remain broadly the same. The top three streets have not changed in the last 3 years although reported crime has reduced overall. The levels are still considered very high. The table below shows the top 10 streets where night time economy offending occurs

The table below shows the top 10 streets where NTE offending occurs:

Row Labels	2012/2013	2013/2014	2014/2015
CALL LANE	727	597	537
BRIGGATE	458	390	392
ALBION STREET	393	263	192
WOODHOUSE LANE	316	215	169
COOKRIDGE STREET	190	82	104
DUNCAN STREET	219	190	112
NEW BRIGGATE	124	39	37
THE HEADROW	126	104	71
BOAR LANE	96	114	121
MERRION STREET	99	66	70

### Call Lane Red Area

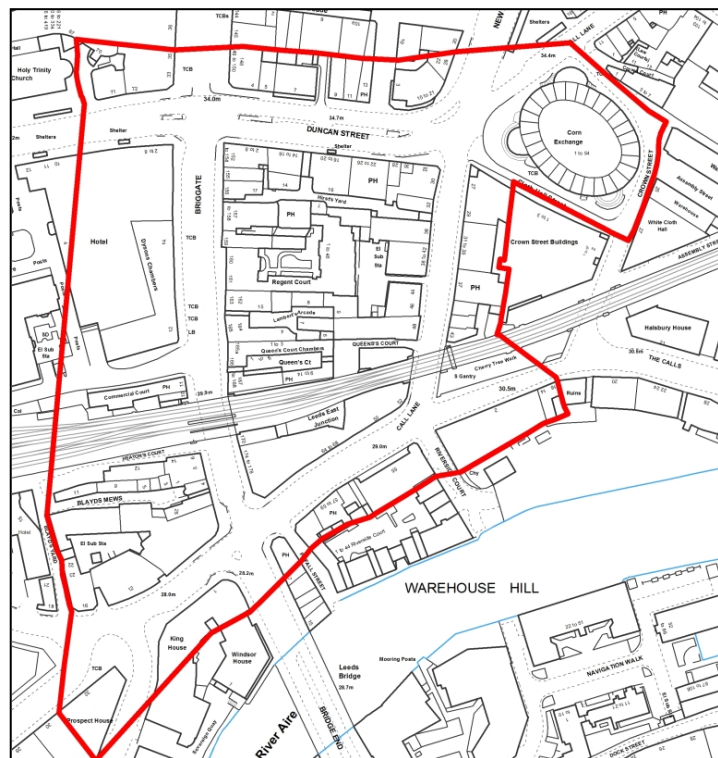
The block of premises bounded by Briggate (also known as lower Briggate), Call Lane and Duncan Street remain the predominant hot spot area this year.

This area is still highly concerning and the fact that this area is saturated cannot be overestimated.

There has been an increase in theft and violent crime in the past twelve months. Comparing the assault statistics between the three areas of most concern shows this area to have almost seven times the thefts and four times the violent crime of the other red area, Albion Street/Woodhouse Lane.

This alone shows how important it is that the capacity in this area is not increased and the desire would be to reduce capacity in this area. This increase in capacity would be a consideration for applications to extend hours as well as licensable area.

In the last year there have been no significant problems around Assembly Street or the area behind the Corn Exchange. The problems that have been experienced in this area, in most cases, can be attributed to one premises, which is currently under action planning and is working with West Yorkshire Police to resolve the issues. Therefore the red area has been reduced to remove Assembly Street and the area behind the Corn Exchange.

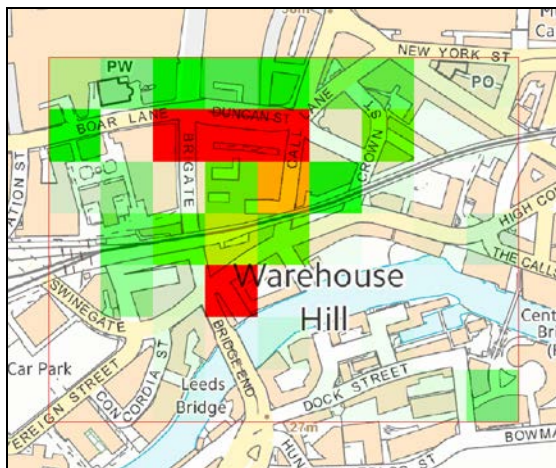


In the last year the Licensing Authority has received a number of applications in the red area. One premises applied to remove conditions that tied the premises into a food led operation, which was refused. The licensing subcommittee did approve some structural alterations.

Another application for extended hours was granted, but the operating schedule offered to shut parts of the premises earlier, offered a food led operation on the first floor, and applied various other conditions. A third application for the grant of a new premises licence proposed an early closing time, full food menu and an emphasis on music concurrent with their retail business. This was considered an exceptional application and was granted.

These applications show that providing an exceptional case that proves the premises would not impact on the issues already being experienced in the area does allow the Licensing Authority to grant applications in the red area.

There has been a dramatic increase when comparing theft and violent crime in 2013/14 to 2014/15. However, as previously stated this could be due to a change in reporting with the 2014/15 figures being a truer reflection of criminality in this area.



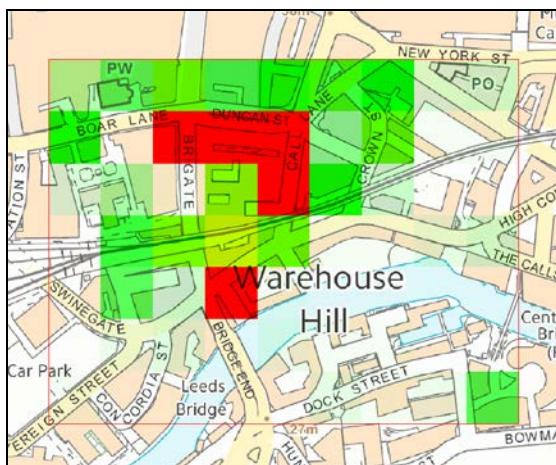
**Year: 2013 – 2014 (Sept – Aug)**

**Crime**

- Theft 995
- Robbery 11
- Sexual Offences 15
- Violent Crime 298

**Time Analysis**

- Peak 00:00 – 04:00 hrs



**Year: 2014 – 2015 (Sept – Aug)**

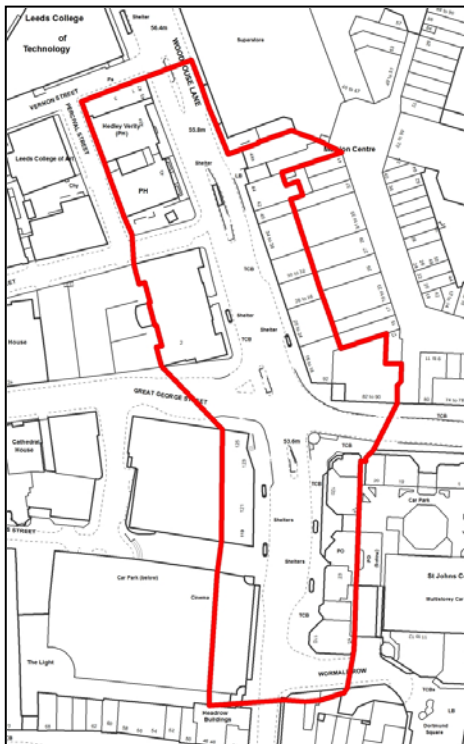
**Crime**

- Theft 1788 (+793)
- Robbery 21 (+10)
- Sexual Offences 37 (+22)
- Violent Crime 690 (+392)

**Time Analysis**

- Peak 00:00 – 04:00 hrs

## Albion Street/Woodhouse Area

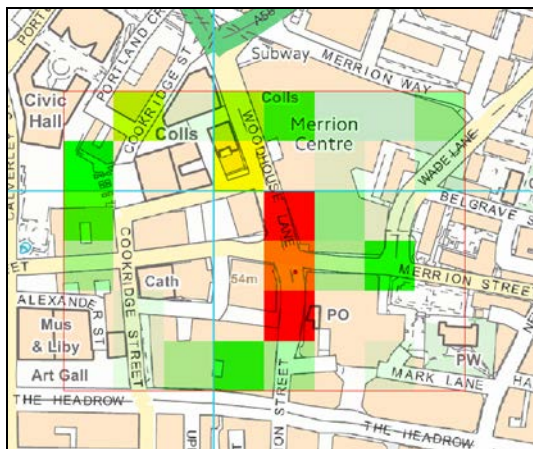


In the last year we have received three applications for licensed premises in this area – a restaurant serving a range of Caribbean food and cocktails and two takeaway premises. The restaurant was granted with conditions which tied it to a food led operation closing at 1am, but the two takeaway applications were refused.

Albion Street and Woodhouse Lane remain in the top 4 streets for reported crime.

Although the crime stats show a reduction in theft, robbery and a slight decrease in sexual offences, there is a worrying increase in violent crime and new secondary peak in the time analysis which shows that crime in this area is now a problem from 23:00hrs. This could be attributed to the change in recording of violent crime and so this will need to be reviewed next year.

The possible increase in violent crime and the early peak time shows it is important to maintain this red area.



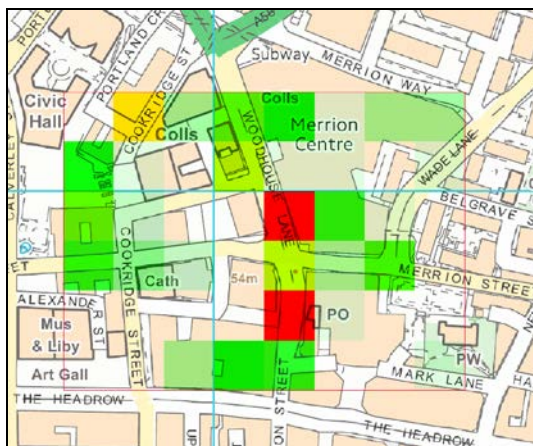
### Year: 2013 – 2014 (Sept – Aug)

#### Crime

▪ Theft	331
▪ Robbery	4
▪ Sexual Offences	8
▪ Violent Crime	121

#### Time Analysis

▪ Peak	00:00 – 03:00 hrs
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### Year: 2014 – 2015 (Sept – Aug)

#### Crime:

▪ Theft	247 (-84)
▪ Robbery	1 (-3)
▪ Sexual Offences	7 (-1)
▪ Violent Crime	167 (+46)

#### Time Analysis:

▪ Peak	01:00 – 03:00 hrs
▪ Secondary peak	23:00 – 01:00 hrs

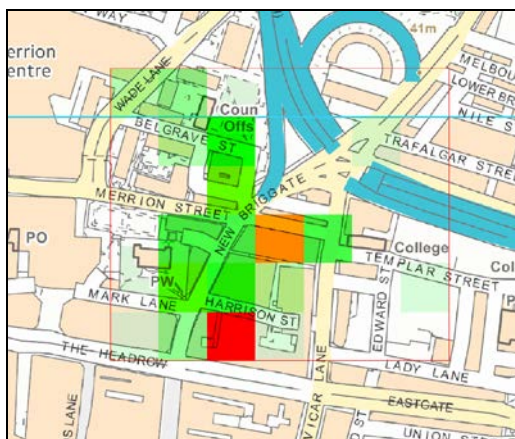
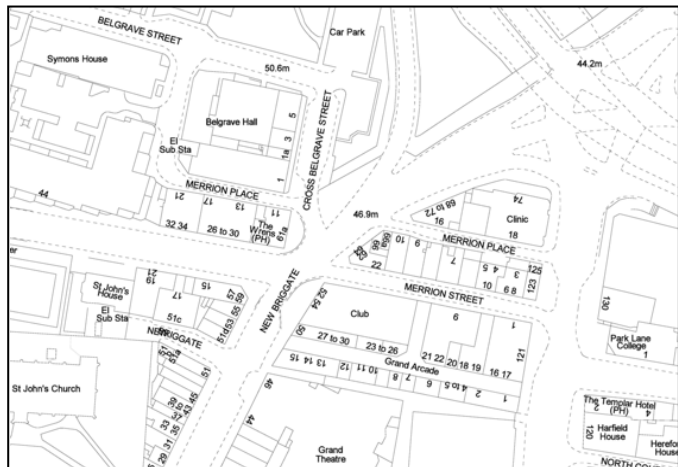
## Cross Belgrave Street, Merrion Street

As reported last year, a new area in Leeds has been developed in the north of the city. The new bars mentioned in last year's report have opened and as predicted have proven very popular.

There is a worrying increase in violent crime and theft in this area compared to last year but this may be attributed to the change in recording of crime as mentioned earlier in this report.

Although busy this area is not a major concern to the Licensing Authority. There have been one off incidents but these have been attributed to specific premises which have been subject to action planning.

This area remains in the amber area this year, as this provides the most flexibility to negotiate with applicants regarding safeguards that can be put in place. However if crime levels increase further this area will be subject to further review next year and may face being placed in a red zone.



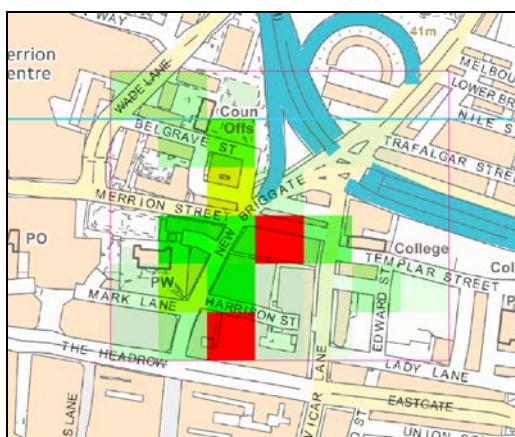
### Year: 2013 – 2014 (Sept – Aug)

#### Crime

▪ Theft	149
▪ Robbery	4
▪ Sexual Offences	1
▪ Violent Crime	40

#### Time Analysis

▪ Peak	01:00 – 02:00 hrs
▪ Secondary peak	02:00 – 03:00 hrs



### Year: 2014 – 2015 (Sept – Aug)

#### Crime

▪ Theft	291 (+142)
▪ Robbery	7 (+3)
▪ Sexual Offences	6 (+5)
▪ Violent Crime	84 (+44)

#### Time Analysis

▪ Peak	01:00 – 02:00 hrs
▪ Secondary peak	02:00 – 03:00 hrs



## Conclusion

The conclusions from the Police report are:

- Overall offending in Leeds City centre has dropped in the 14/15 year by 785 when compared to 13/14.
- Most incidents in licensed premises are thefts or assault. The number of assaults in licensed premises has increased in 14/15 compared to 13/14, as has the number of associated alcohol involved flags.
- During the DTE, thefts are a problem despite a drop in 14/15 compared to 13/14.
- During the NTE, assaults increase and are greater than the same figure last year.
- Call Lane, Briggate and Albion Street have had the most offences in 14/15.
- Assaults are roughly split between off street and on street offending in 14/15 and are consistently so over the examined period. There are more reports of off street theft offences than on street.
- Seasonality shows assault, drunk & disorderly, theft from person and theft non-specific reduce over the summer months of May – August and increase steadily peaking in December.
- Hotspot locations for NTE offending are around Duncan Street and Lower Briggate.
- The top 3 offence categories – assault, theft from person and theft non-specific, tend to occur in two broad locations. Area 1 is around Merrion Street/Woodhouse Lane/New Briggate. Area 2 is around Boar Lane/ Duncan Street/Lower Briggate/ Call Lane and has a denser amount of offences.
- Males are generally victims and offenders in assaults. Females are more likely to be victims in theft offences.

With these conclusions in mind the Licensing Authority has determined that the red area around Assembly Street and Crown Street be reduced. All other areas remain the same. Merrion Street/Cross Belgrave Street area will be closely monitored with a view to placing it in a red zone should the crime figures not improve in the next 12 months. Similarly the worrying increase in theft and violent crime in the two red areas will be closely monitored.

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