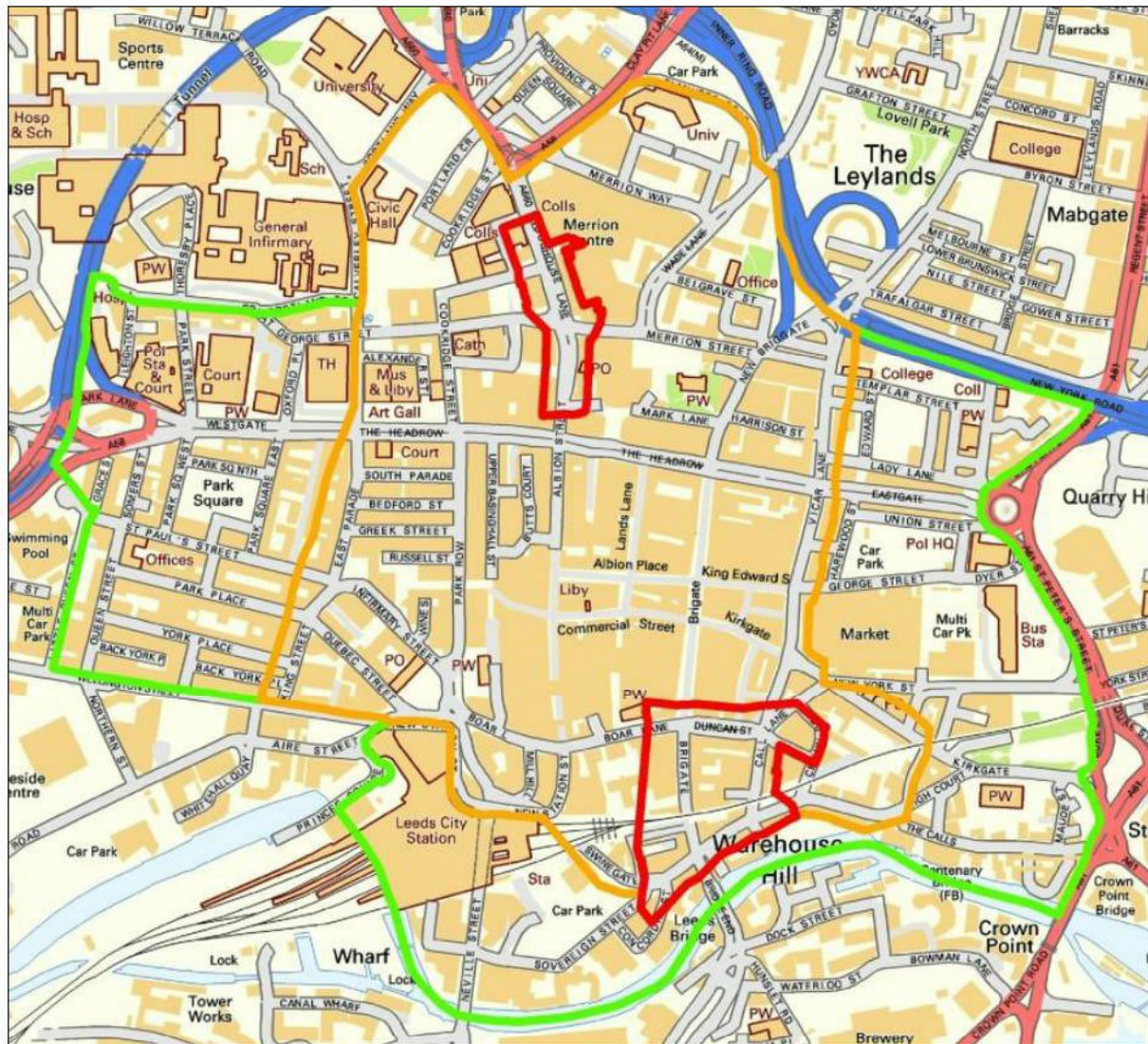


Cumulative Impact Assessment

City Centre – December 2016



Leeds
CITY COUNCIL



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.

The closure or opening of businesses can have a dramatic effect on reported crime and incidents in an area. While problems at individual premises are dealt with using action planning and the review process, there are areas in Leeds city centre which 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.

The dynamic nature of the city centre has created difficulties in setting a policy that will be relevant for five years until the next formal review of the Licensing Policy. 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 operation and that the council will only grant applications in the red zone in exceptional cases. Exceptional does not mean that an application is innovative or novel, but that it allows Members to make an exception to their policy. Those exceptional cases would be where the premises can demonstrate that they will not impact on the issues already being experienced in the area, i.e. by containing their operation within the hours of the daytime and early evening economy.

Any variation that will effectively increase the occupancy of premises will be viewed in a similar light to a new application as it may increase the available capacity in the same way a new premises in that area would, which in the red area would be unacceptable. Similarly new businesses seeking to introduce a new concept, and so attract different people into the area, may be acceptable in the amber area but in the red area the problems are exacerbated by the sheer number of people on the street during the peak hours and introducing a new or extended business, even with a different concept, would add to the impact rather than reduce it.

Management controls such as door staff will not be adequately effective in preventing an increase in the number of people within the red zone.

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. Applicants are strongly advised to consult with West Yorkshire Police and the licensing authority during their application process. By working together, the responsible authorities and businesses can establish working practices that reduce crime and disorder and so benefit the long term aims of the city to be a vibrant, thriving economy.

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.

Extra scrutiny is given to applications which appear to adopt a number of different styles during their trading. For example businesses that purport to be food led but seek late opening hours may be judged to be predominantly alcohol led due to their late night activities. It is for the applicant to demonstrate how their business will not impact on the licensing objectives.

Changes in the last year

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 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 small 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 issues with disorder in the street on Call Lane has led to a 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.

The Council continues to receive applications within the areas designated as red. There has been a trend for existing operators to apply for minor and full variations to bring into use areas which were unlicensed previously. 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. Any application seeking an increase in floor space, even without an increase in stated capacity, can expect close scrutiny.

Police Crime Reporting

West Yorkshire Police has produced a crime report "*2016-10 Night Time Economy – City v4*" dated October 2016 which has been referred to when reviewing the red and amber zones for 2017. This report is referred to as the Police report in this document. It uses reported crime figures from 01/09/2014 – 31/08/2016.

In 2014 Her Majesty's Inspectorate of Constabulary made recommendations to change crime recording practices. This resulted in an increase in the number of recorded crimes in West Yorkshire in 2015. 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.

The police report only compares statistics from the last two years, as the statistics are not comparable going further back than that due to the changes in the way in which crime is recorded.

The following data tables and key findings (signified by bullet points) have been extracted from the police report.