



## LICENSING COMMITTEE

---

Meeting to be held in Civic Hall, Leeds on  
Tuesday, 12th March, 2024  
at 10.00 am

---

### MEMBERSHIP

#### Councillors

|                  |   |                                |
|------------------|---|--------------------------------|
| A Ali            | - | Gipton and Harehills;          |
| N Buckley        | - | Alwoodley;                     |
| E Carlisle       | - | Hunslet and Riverside;         |
| R Downes         | - | Otley and Yeadon;              |
| L Farley         | - | Burmantofts and Richmond Hill; |
| S Firth          | - | Harewood;                      |
| J Gibson (Chair) | - | Cross Gates and Whinmoor;      |
| S Hamilton       | - | Moortown;                      |
| T Hinchcliffe    | - | Bramley and Stanningley;       |
| S Holroyd-Case   | - | Ardsley and Robin Hood;        |
| A Hutchison      | - | Morley North;                  |
| L Martin         | - | Roundhay;                      |
| D Seary          | - | Pudsey;                        |
| A Smart          | - | Armley;                        |
| I Wilson         | - | Weetwood;                      |

Please do not attend the meeting in person if you have symptoms of Covid-19 and please follow current public health advice to avoid passing the virus onto other people.

Note to observers of the meeting. To remotely observe this meeting, please click on the 'View the Meeting Recording' link which will feature on the meeting's webpage (linked below) ahead of the meeting. The webcast will become available at the commencement of the meeting.

<https://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=163&Mid=12272>

---

**Agenda compiled by:  
Governance Services  
Civic Hall**

**Helen Gray  
37 88657**

# A G E N D A

| Item No | Ward | Item Not Open |  | Page No |
|---------|------|---------------|--|---------|
| 1       |      |               | <p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>   |         |
| 2       |      |               | <p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p><b>RESOLVED</b> – That the press and public be excluded from the meeting during consideration of those parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information</p> |         |

| Item No | Ward  | Item Not Open |  | Page No |
|---------|---|---------------|--|---------|
| 3       |   |               | <p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>   |         |
| 4       |   |               | <p><b>DECLARATION OF INTERESTS</b></p> <p>To disclose or draw attention to any interests in accordance with Leeds City Council's 'Councillor Code of Conduct'.</p>   |         |
| 5       |   |               | <p><b>APOLOGIES FOR ABSENCE</b></p>  |         |
| 6       |   |               | <p><b>MINUTES</b></p> <p>To approve the minutes of the last meeting held on 23<sup>rd</sup> January 2024.</p>  | 7 - 10  |
| 7       |   |               | <p><b>LICENSING ANNUAL REPORT 2023</b></p> <p>To consider the report of the Chief Officer, Elections and Regulatory, which provides the Licensing Committee with information relating to the granting of licences, enforcement action, and proposed future work in the form of an Annual Report.</p>   | 11 - 42 |
| 8       | Hunslet and Riverside;<br>Little London and Woodhouse |               | <p><b>LEEDS CITY CENTRE EVENING AND NIGHT-TIME ECONOMY</b></p> <p>To consider the report of the Chief Officer, Elections and Regulatory, as an introduction to a presentation from the Head of Community Safety Services, Safer, Stronger Communities Team, which includes an overview of the partnership working to date, an outline of challenges faced, and opportunities moving forward, specifically related to the City Centre evening and night-time economy,</p> | 43 - 46 |

| Item No | Ward | Item Not Open |  | Page No |
|---------|------|---------------|--|---------|
| 9       |      |               | <p><b>HAREHILLS AND BURMANTOFTS CUMULATIVE IMPACT ASSESSMENT 2024</b></p> <p>To consider the report of the Chief Officer, Elections and Regulatory, presenting a review of the Harehills element of the Harehills and Burmantofts Cumulative Impact Assessment which has been subject to public consultation in February. The report includes a copy of the Harehills and Burmantofts Cumulative Impact Assessment and outlines the consultation responses.</p>  | 47 - 78 |
| 10      |      |               | <p><b>DATE AND TIME OF NEXT MEETING</b></p> <p>To note that the date and time of the next meeting is proposed as Friday 24<sup>th</sup> May 2024 at 11.00 am.</p> <p><b><u>Third Party Recording</u></b></p> <p>Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.</p> <p>Use of Recordings by Third Parties– code of practice</p> <ol style="list-style-type: none"> <li>a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.</li> <li>b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.</li> </ol> <p>We strive to ensure our public committee meetings are inclusive and accessible for all. If you are intending to observe a public meeting in-person, please advise us in advance of any specific access requirements that we need to take into account by email (<a href="mailto:FacilitiesManagement@leeds.gov.uk">FacilitiesManagement@leeds.gov.uk</a>). Please state the name, date and start time of the committee meeting you will be observing and include your full name and contact details.</p> |         |

## Licensing Committee

Tuesday, 23rd January, 2024

**PRESENT:** Councillor J Gibson in the Chair

Councillors A Ali, E Carlisle, R Downes,  
S Hamilton, T Hinchcliffe, S Holroyd-Case,  
A Hutchison, L Martin, D Seary, A Smart  
and I Wilson

**29 Appeals Against Refusal of Inspection of Documents**

There were no appeals against the refusal of inspection of documents.

**30 Exempt Information - Possible Exclusion of the Press and Public**

The agenda contained no exempt information.

**31 Late Items**

No late items of business were added to the agenda.

**32 Declaration of Interests**

No declarations of interest were made.

**33 Apologies for Absence**

Apologies for absence were received from Councillors Buckley, Farley and Firth.

**34 Minutes**

**RESOLVED** – That the minutes of the previous meeting held 21<sup>st</sup> November 2023 be agreed as a correct record.

**35 City Centre Cumulative Impact Assessment 2024**

The Committee considered the report of the Chief Officer, Elections and Regulatory, which presented the latest annual review of the City Centre Cumulative Impact Assessment (CIA). The City Centre CIA lies within the Little London & Woodhouse and Hunslet & Riverside wards and the report included the responses to a recent public consultation on the review, with a copy of the proposed City Centre CIA at Appendix A.

The Principal Licensing Officer introduced the report and provided the background to the development of the City Centre CIA under the provisions of the Licensing Act 2003 highlighting that, due the dynamic nature of the night-time economy, the Leeds City Centre CIA is subject to an annual review.

The following key issues were also highlighted:

- The CIA is informed by police crime statistics and West Yorkshire Police (WYP) had provided a crime report for 2016 – 2021 and an update for the period 01/09/2022 to 31/08/2023. This provided a comparison with recorded

crime prior to the Coronavirus pandemic (referred to as Pre-Covid Averages PCAv).

- The draft City Centre CIA included the statistics and Members were directed to the schedule showing the top ten recorded crimes in the City Centre CIA area –
  - Violence without injury showed a 22% increase from the PCAv
  - Public Order offences showed a 23% increase from the PCAv.
- The statistics showed there had been a dramatic increase in the number of recorded rape and sexual offences. However it was felt that one of the reasons for this increase was the extensive work done to encourage reporting.
- Although the crime statistics included offences which related to the day-time city centre economy (such as theft), only the offences linked to the night-time economy were referenced in the review of the CIA.
- The report showed that Briggate, Albion Street, The Headrow, Call Lane and Woodhouse Lane remained the most active streets for overall daytime and night-time crime in the CIA – these streets are located in the two “red zones” of the CIA where police resources are most often deployed.
- The peak times of the Upper Red Zone and Lower Red Zone had been reviewed and were proposed to remain the same-
  - Upper Red Zone 23:00 hours until 03:00 hours
  - Lower Red Zone 23:00 hours until 04:00 hours

In conclusion, the review supported the recommendation that the overall City Centre Cumulative Impact Area and the areas designated as red zones within it remained appropriate.

During discussions, the Committee considered the following matters:

- The partnership work undertaken to encourage reporting of sexual offences and initiatives including the implementation of “safe spaces”, bystander training and “walk safe” App.
- There had been increased publicity around drink spiking and the number of reported incidents had fallen. WYP carried testing kits but the uptake was reported to be low.
- The impact of crime and anti-social behaviour on city residents and the stability of city centre communities
- The work undertaken with WYP and prospective premise licence holders to encourage a different style of licensed premises in the city to bring a different demographic to the area, such as day-time venues. However, it was acknowledged that such ventures were not often successful.
- The impact of the Coronavirus pandemic on the licensed trade – during lockdown many experienced staff left the hospitality trade for other careers and have not returned.

- The work of other agencies in the city to support visitors to the night-time economy – including Safer Leeds and Street Angels, and the role of BACIL (Business Against Crime In Leeds) - which all night-time economy businesses subscribe to and funds night time stewards and a communications network between venues.
- The liaison undertaken by the Entertainment Licensing team with colleagues in other cities to share best practice.

The Committee also supported a suggestion for Members to undertake a city centre night time walking site visit later in the year.

**RESOLVED** – That approval be given to the City Centre Cumulative Impact Assessment 2024.

**36 Date and Time of Next Meeting**

**RESOLVED** - To note the date and time of the next meeting as Tuesday 12th March 2024 at 10.00 am.

This page is intentionally left blank



## Licensing Annual Report 2023

Date: 12 March 2024

Report of: Chief Officer Elections and Regulatory

Report to: Licensing Committee

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### What is this report about?

Each year Entertainment Licensing and Taxi and Private Hire Licensing provides licensing statistics and a summary of enforcement and liaison activity to Licensing Committee for their information.

The licensing regime contributes to Best City Priorities 2020/2025

- Culture
- Safe, Strong communities
- Inclusive Growth

### Recommendations

For Licensing Committee to consider the annual report and to refer to full Council, for information only.

### Why is the proposal being put forward?

- 1 This proposal is to provide Licensing Committee with information relating to the granting of licences, enforcement action, and proposed future work in the form of an Annual Report.

### What impact will this proposal have?

**Wards Affected:** All

Have ward members been consulted?      Yes      No

- 2 As this report is for the information of Licensing Committee there will be no impact on wards or residents. However, the information provided will enable Members to be informed about licence applications, decisions made by Licensing Committee hearings, automatic grants, enforcement action including suspensions and revocations, and future work planned by both Sections.
- 3 This information enables Members to be informed and to aid decision making in the future.

### What consultation and engagement has taken place?

- 4 Consultation and engagement is not necessary.

### What are the resource implications?

- 5 No resource implications for the licensing authority have been identified with publication of the Licensing Annual Report.

### What are the legal implications?

- 6 There are no legal implications in relation to this report.
- 7 The publication of the Annual Report is presented to Licensing Committee and Council. This report is not subject to access to information or call in requirements.

### What are the key risks and how are they being managed?

- 8 There are no risks associated with this report.

### Does this proposal support the council's 3 Key Pillars?

Inclusive Growth      Health and Wellbeing      Climate Emergency

- 9 The licensing regime contributes to Best City Priorities 2020/2025:
  - Culture
  - Safe, Strong communities
  - Inclusive Growth

### **Options, timescales and measuring success**

- 10 As the Annual Report is presented for information only there are no further options available to Council as no further action is necessary.
- 11 The Annual Report is presented in February/March each year and following presentation to Licensing Committee, the Annual Report is presented to full Council.
- 12 Success would be measured by the report being noted by Licensing Committee and referred to full Council.

### **Appendices**

- 13 Appendix 1 – Licensing Annual Report

### **Background papers**

- 14 None

This page is intentionally left blank



Elections and Regulatory Services

Entertainment Licensing and Taxi and Private Hire Licensing

# Annual Report 2023

---

# Contents

|  |    |
|--|----|
| Contents.....                                    | 2  |
| Foreword.....                                    | 3  |
| Entertainment Licensing .....                    | 4  |
| Introduction .....                               | 4  |
| Licensing Act 2003 .....                         | 5  |
| Gambling Act 2005.....                           | 9  |
| Sex Establishments.....                          | 11 |
| Outdoor and Large Events .....                   | 12 |
| Enforcement and Liaison .....                    | 12 |
| Future Projects.....                             | 17 |
| Taxi and Private Hire Licensing .....            | 19 |
| Introduction .....                               | 19 |
| Vehicle Data .....                               | 20 |
| Vehicle Inspections .....                        | 20 |
| Enforcement and Compliance.....                  | 21 |
| Policy Development and Communications .....      | 22 |
| Licensing Statistics .....                       | 22 |
| Corporate Considerations .....                   | 28 |
| Consultation and Engagement.....                 | 28 |
| Equality, Diversity, and Integration .....       | 28 |
| Council Policies and Best Council Plan.....      | 28 |
| Resources, Procurement, and Value for Money..... | 28 |

## Foreword

Businesses who wish to operate in the UK are regulated under several pieces of legislation. To run a pub, a business owner must hold a personal licence, a premises licence, be registered as a food premises and be signed up to Performing Rights Society so royalties are paid to musicians. A taxi or private hire driver will need a driver licence, a vehicle licence and as a sole trader, an operator's licence as well as insurance, road tax and a valid MOT. A business that is profitable above a certain threshold will have to be registered with HMRC and to employ people there is a whole raft of health and safety and employment legislation to have regard to. Businesses may have to speak to several different departments within the council and this fragmented approach to regulation proves to be challenging for most new businesses.

In respect of business licensing, Elections and Regulatory Services seek to make this process as easy as possible, with comprehensive guidance on the web, web based application routes for most application processes and face to face assistance available. Although the council seeks to promote self-service, some of our customers need one on one help and this is provided by Taxi and Private Hire Licensing at their offices on York Road, and by Entertainment Licensing in the city centre.

In the past year licensing and licensed businesses have been impacted by the cost of living crisis. The hospitality industry, which includes alcohol licensed premises, were already suffering from the fallout from the COVID pandemic and subsequent staff shortages. They now face rising fuel and produce costs. Transport services, including taxi and private hire, have also seen an ongoing impact from the pandemic, with more people working from home.

Both licensing services have altered their practices to adapt to new ways of working and continue to support the trade in every way possible.

This report provides a summary of the work undertaken in 2023 by Entertainment Licensing and Taxi and Private Hire Licensing. Between them these two small teams administrate and enforce more than 10,000 licences.



Cllr Debra Coupar  
Executive Member for Licensing



Cllr James Gibson  
Chair of Licensing Committee

# Entertainment Licensing

## Introduction

Entertainment Licensing is a section based within Communities, Housing and Environment under the Elections and Regulatory Service. The section comprises of a section head, 5 principal officers, 4 enforcement officers, 6 licensing officers and 2 administration officers.

The Leeds metropolitan district extends over 217 square miles and has a population of just over 798,000. It includes the City Centre and the urban areas that surround it, the more rural outer suburbs, and several towns, all with their very different identities.

Entertainment Licensing deals with a variety of licences, registrations and has compliance and enforcement responsibilities throughout the whole metropolitan district, under several different laws. The main functions of the section are:

**Licensing Act 2003** – Activities which includes sale or supply of alcohol, regulated entertainment, and late night refreshment, in premises and in outdoor events.

In the wider Leeds district, the section licenses around 3,000 individual premises under the Licensing Act. These include public houses, registered members clubs, late night bars, and night clubs, off licences, late night takeaways and restaurants. Also caught under this legislation are village halls, community centres, school halls and outdoor events where licensable activities are held.

The section also administrates approximately 1,900 temporary events, 414 personal licences and processes many permissions to site gaming machines in alcohol licensed premises each year.

**Gambling Act 2005** - Gambling facilities including bookmakers, bingo halls, amusement arcades, casinos but also permits and permissions such as lotteries. There are around 130 premises licensed under the Gambling Act including 72 betting shops and 3 casino premises.

**Local Government (Miscellaneous Provisions Act) 1982** - Adult entertainment including 2 retail shops and 3 sexual entertainment venues (lap dancing clubs).

**Scrap Metal Dealers Act 2013** - Registration of mobile collectors and scrap yards. The section currently has around 51 licensed scrap metal dealers.

**Police, Factories etc. (Miscellaneous Provisions) Act 1916 and House to House Collections Act 1939** - Charitable street and house to house collections.

**Hypnotism Act 1952** - Regulation of performances of hypnotism in public venues.

**Marriage Act 1949** – The section has licensed 60 venues as places where civil marriage ceremonies are conducted.



# Licensing Act 2003

## Statement of Licensing Policy

The Act places a responsibility on licensing authorities to establish a Statement of Licensing Policy which must set out how the authority intends to promote the licensing objectives. The Statement of Licensing Policy must be reviewed every five years and was last reviewed in 2022, adopted by Council and coming into effect in January 2023.

## Cumulative Impact Assessments

The Statement of Licensing Policy may provide for cumulative impact areas (CIAs) where it is identified that any of the licensing objectives are being undermined due to the concentration of licensed premises. Leeds has six areas to which the cumulative impact policy applies:

- City Centre
- Hyde Park
- Headingley
- Armley
- Harehills and Burmantofts
- Holbeck

The city centre area goes further to identify red zones which focus on the areas of Call Lane/Lower Briggate and Albion Street/Woodhouse Lane where it is considered that these areas cannot support any more licensed premises. The City Centre is reviewed on an annual basis.

The cumulative impact assessment was given a brief review in 2021 with the outcome that all areas would remain the same until the full impact of the COVID pandemic was known.

A full review was undertaken in the Autumn of 2022. The outcome was as follows:

City centre – area remained as previous.

Hyde Park – area remained as previous.

Headingley – the area was increased to include Far Headingley, which is the start of the pub crawl route known as the Otley Run. The Otley Run activity not an official event and is largely organised by individual groups of people following a route established by students over the last few decades. The Otley run is not licensable. The route has become popularised on social media leading to a large increase in people in Headingley. This in turn has increased antisocial behaviour in Headingley as large groups of people pass through the area.

Armley – the area remained as previous. However following consultation the area will be reviewed during 2024 to establish if the boundary should be extended to address the problems associated with anti-social behaviour and street drinking.

Harehills – the area boundary increased to prevent the accumulation of new premises licensed to sell alcohol for consumption off the premises. The area now extends to include Roundhay Road in the west and down Harehills Lane to York Road in the south.

Holbeck – This is a new area introduced during the review of the Cumulative Impact Assessment. Holbeck is an area which suffers from multiple antisocial and criminal behaviours. One of these is street drinking and an increase in applications for off licences.

## **Licensing Act Licence Processing**

Regardless of the regime, all licences are processed in a similar manner. The application is received, checked and a consultation held. As a rule, any new application that attracts relevant adverse representation will be heard before a licensing sub-committee. In addition, lap dancing club renewals are always determined by a licensing sub-committee so that consideration can be given to the location and numbers. Exceptions are for applications where an event is to exceed 30,000 capacity, new applications for adult shops, adult cinemas, and lap dancing clubs, which are brought before a full committee.

Applications made under the Licensing and Gambling Acts must be granted in the absence of representations.

Applications under the Scrap Metal Dealers Act are determined by officers. If an applicant is unsuitable, they will have the opportunity to attend a meeting before a panel of officers. The applicant then has a further avenue of appeal to the magistrate's court. Scrap metal applications are not considered before a licensing sub-committee.

## **Responsible Authority and Public Consultation**

The Licensing Act 2003 and Gambling Act 2005 prescribe responsible authorities that must be consulted and may submit representation against a licence application. Such authorities include the police, environmental health, planning, and the licensing authority. Applicants must also place notices on site and advertise the application in a local newspaper.

For Leeds, Entertainment Licensing acts as the licensing authority for making representations to licence applications, especially in cumulative impact areas. In the capacity as a responsible authority, Entertainment Licensing assesses all applications and may make representations as necessary in liaison with the responsible authorities and ward members. In 2023 Entertainment Licensing has made nine representations:

Harehills CIA:

- Maxi Foods – Application refused.
- RS Minimarket – Application refused.
- Eri Red Sea – Application granted but with reduced hours and additional conditions.
- Graudo foods – Application granted but with reduced hours and additional conditions.
- Reliable Shop – Application withdrawn prior to hearing.

## City Centre CIA

- Club Atomic – Application granted with reduced hours.
- Reds True Barbecue – Application granted but retaining the food led condition.
- Big Bite – Application withdrawn prior to hearing.

## Licensing Act 2003 Applications

The Licensing Act 2003 applications represent around 93% of the section’s workload. This table shows the number of new and variation premises licence applications received under the Licensing Act 2003. For comparison purposes the figure for the previous year has been included. Due to the length of time the licensing process takes (30—60 days) the numbers of applications received, and the determinations may not match.

|   | 2021       | 2022       | 2023       |
|---|------------|------------|------------|
| Applications with no reps                                     | 94         | 62         | 40         |
| Applications with conditions agreed                           | 69         | 57         | 79         |
| Applications withdrawn  | 6          | 7          | 10         |
| Granted at hearing  | 14         | 23         | 27         |
| Refused at hearing  | 1          | 6          | 4          |
| Pending determination   | 10         | 15         | 13         |
| Appeals   | 1          | 5          | 4          |
| <b>Total number of applications received (including CIAs)</b> | <b>194</b> | <b>171</b> | <b>173</b> |

## Appeals

In 2023, the Council were subject to 4 appeals against decisions:

- 1 appeal by licence holder against the revocation of the licence on review – appeal dismissed.
- 1 appeal by applicant against the refusal of a licence – appeal heard but compromise agreed.
- 1 appeal by applicant against the refusal of a licence – application withdrawn by appellant.
- 1 appeal by applicant against the refusal to remove a food led condition – appeal ongoing.

## Cumulative Impact Policy Areas

This table sets out the applications and variations received in the city centre cumulative impact area.

| City Centre                                  | Red Zone | Green Zone | Total     |
|--|----------|------------|-----------|
| Applications with no reps                    | 0        | 11         | 11        |
| Applications with conditions agreed          | 4        | 12         | 16        |
| Applications withdrawn                       | 1        | 0          | 1         |
| Granted at hearing                           | 2        | 1          | 3         |
| Refused at hearing                           | 0        | 0          | 0         |
| Pending determination                        | 0        | 0          | 0         |
| Appeals                                      | 0        | 0          | 0         |
| <b>Total number of applications received</b> | <b>7</b> | <b>24</b>  | <b>31</b> |

This table sets out the applications and variations determined for the four other cumulative impact areas.

|  | Headingley | Hyde Park | Harehills | Armley   |
|--|------------|-----------|-----------|----------|
| Applications with no reps                    | 0          | 1         | 1         | 0        |
| Applications with conditions agreed          | 2          | 0         | 0         | 2        |
| Applications withdrawn                       | 2          | 0         | 1         | 0        |
| Granted at hearing                           | 1          | 0         | 2         | 0        |
| Refused at hearing                           | 0          | 0         | 3         | 0        |
| Pending determination                        | 0          | 0         | 0         | 0        |
| Appeals                                      | 0          | 0         | 1         | 0        |
| <b>Total number of applications received</b> | <b>5</b>   | <b>1</b>  | <b>8</b>  | <b>2</b> |

## Temporary Event Notices

Temporary event notices are a facility under the Licensing Act 2003 where people can serve a notice on the council that states that they will be serving alcohol and/or providing regulated entertainment and/or late night refreshment at a specified time. As it is not an application or permit, no permission is sought. It is merely a notice served upon the licensing authority, the police and environmental health.

However, there are strict limits to the number of temporary event notices someone can serve, for how long the event can run and the number of people that can attend. There is the ability for either the Police or Environmental Health to serve an objection notice which would then lead to a hearing of the Licensing Committee (and delegated to a licensing sub-committee) to determine if licensable activities at the event can take place.

The notice period required under the law is ten working days, not including the day we receive the notice or the day of the event, and the objection window for the police and environmental health is just three working days.

However, there is the ability to serve a limited number of late temporary event notices. If these are objected to a counter notice is automatically served without recourse to the licensing sub-committee.

Temporary Event Notices were served on the Authority as follows:

| <b>Normal Temporary Event Notices:</b>   | <b>2021</b> | <b>2022</b> | <b>2023</b> |
|--|-------------|-------------|-------------|
| Total Number Received:   | 661         | 1229        | 1549        |
| Accepted:  | 624 (94%)   | 1168 (95%)  | 1513 (98%)  |
| Objections/ Withdrawn:   | 0           | 0           | 15          |
| Hearings   | 2           | 1           | 0           |
| Counter Notice issued by the authority preventing the event due to exceeded allowances | 33          | 60          | 21          |

| <b>Late Temporary Event Notices:</b> | <b>2021</b> | <b>2022</b> | <b>2023</b> |
|--------------------------------------|-------------|-------------|-------------|
| Total Number Received:               | 336         | 551         | 594         |
| Accepted:                            | 336 (100%)  | 551 (100%)  | 579 (97%)   |

## Licence Transfers, Designated Premises Supervisor Changes and Personal Licences

A premises licence, once granted, lasts in perpetuity, but the licence holder or designated premises supervisor may change from time to time. A transfer process allows the licence to be transferred to another person, for a fee of £23, rather than requiring a new licence to be applied for. Only the Police may object to a transfer.

A designated premises supervisor is generally the person in day to day responsibility for the premises and may be different to the premises licence holder. This person can change often, and again a simple application and a fee of £23 allows this change to be made to the licence without the need for a full variation.

A designated premises supervisor must hold a personal licence, but a premises may choose to train several staff members as personal licence holders.

|   | 2021 | 2022 | 2023 |
|---|------|------|------|
| Licence Transfers                           | 127  | 159  | 200  |
| Variation of Designated Premises Supervisor | 516  | 555  | 551  |
| Personal Licences                           | 364  | 425  | 445  |

## Gambling Act 2005

### Large Casino

Following a bid to HM Government, Leeds City Council was awarded the right to issue a large casino licence, being one of the 8 licensing authorities in the country able to do so. The large casino licence is held by GGV (Leeds) Ltd, for their site at Victoria Gate. A legal agreement between the council and GGV Ltd sets out 38 benefits that will accrue from the operation of the licence. These benefits include funding projects that seek to mitigate potential harmful social effects of gambling and more general social inclusion priorities across the city through funding a social inclusion fund. A wide range of projects have been supported through the Social Inclusion Fund including Healthy Holiday Initiatives, projects to support Food Aid providers and initiatives run through Leeds Credit Union. In addition, the fund has helped support the work to address gambling related harm in the city.

Research commissioned in 2017 by Leeds City Council and undertaken by Leeds Beckett University into the prevalence of problem gambling in the city has highlighted that there are approximately 10,000 problem gamblers in Leeds (1.8% of the adult population) and a further 30,000 people (5/6% adult population) who may be at risk. In addition, one of the main conclusions was that there was a gap in support services. In response the Leeds Problem Gambling Project Group was established with the aim to increase awareness of gambling related harm and lobby for additional support services in the city.

In November 2018 Gamble Aware announced funding for the establishment of a Leeds based Northern NHS clinic led by Leeds and York Partnership Foundation Trust, and a Leeds Community Gambling

Service led by GamCare. Both clinics were impacted by the pandemic but have now returned to face to face counselling and community engagement.

## **Gambling Harms Update**

As part of scrutiny into the Council's approach to gambling harms, a commitment was made to update Licensing Committee on this Council wide work as part of the Licensing Annual Report.

Regular meetings take place with local treatment services to understand any challenges and to join up working. Discussions are underway to collectively deliver inputs around gambling at the upcoming Mindful Employer Conference in May 2024. The Northern Gambling Service are updating their promotional materials, which the Cross-Council team will help to promote once ready.

The next Leeds Gambling Harms Group will meet on Tuesday 27<sup>th</sup> February and will include a lived experience guest speaker as well as updates on key projects across the city. The group is well attended by a range of partners including treatment services, money advice services, universities, and others.

After a prioritisation exercise in 2023, the group's priorities are:

- Building the evidence base
- Improving identification and recognition of gambling-related harm
- Reducing exposure of vulnerable people to gambling products
- Protecting children and young people from gambling-related harm

Analysis of the gambling questions from the 2022/23 My Health, My School Survey is underway, and a gambling data dashboard is being developed using the PowerBI platform. This will provide a simpler way of delivering more in-depth analysis of this local data source to help inform workstreams with children and young people and to understand trends.

In response to findings from the data in the previous school year, Public Health and Financial Inclusion have worked with the charity Gambling with Lives to develop an education package for secondary schools to equip staff with the knowledge they need to support children and young people around gambling. The first session was successful, and a further session is planned for March 2024 to develop this further.

Leeds has been supporting the delivery of the regional 'Gambling Understood' marketing campaign. The campaign aimed to challenge stigmatising narratives, such as those focusing on individual responsibility and personal control, without acknowledging the influence that the gambling industry can have. The campaign has included social media promotion, TV adverts, Spotify and YouTube adverts and the evaluation is underway to understand its success.

Leeds is an active member of the Yorkshire & Humber regional group, which sits under the Association of the Directors of Public Health Gambling-Related Harm Programme. Recent work has included sharing best practice around addressing gambling-related debt, licensing hearings and common myth-busting.

The Cross-Council team, led by Licensing, have collectively responded to all relevant gambling act review consultations so far.

## **Gambling Commission Enforcement Activity**

In addition to a gambling premises licence granted by the authority, an operating licence is required from the Gambling Commission. Operators must comply with Licence Conditions and Codes of Practice including social responsibility codes, and the Gambling Commission is the enforcement body of such. In 2023 the Gambling Commission continued to investigate failings regarding social responsibility and anti-money laundering processes. Three land based operators with branches in Leeds were investigated:

- William Hill Group paid £19.2 million for social responsibility and anti-money laundering failures.
- PPB (Paddy Power and Betfair) is to pay £490,000 for sending push notifications to devices linked to customers who has self-excluded.
- Done Bros (Cash Betting) Limited, trading as Betfred, will pay £3.25 million for social responsibility and anti-money laundering failures.

More information can be found on the Gambling Commission website: [Enforcement news \(gamblingcommission.gov.uk\)](https://www.gamblingcommission.gov.uk/enforcement-news)

## **Gambling Act Licence Processing**

In 2023 the Section dealt with 1 application for a new betting shop, which was Boyles Sport in Morley. The application attracted a representation from the Financial Inclusion team, but as this service is not a statutory responsible authority the representation had to be disregarded and consequently the licence was issued. Boyle Sport have committed to working with the Council to mitigate the concerns expressed in the representation.

Entertainment Licensing maintains a regular inspections schedule with gambling premises and works in close liaison with Public Health and Financial Inclusion to reduce the harmful effects of gambling.

## **Sex Establishments**

The council has a statement of licensing policy for the licensing of sex establishments which includes adult shops, adult cinemas, and lap dancing venues. There is one licensed adult shop in the city centre, with one further shop at LS12. In addition to the shops, there are three sexual entertainment venues (lap dancing clubs) in the City Centre.

In 2023 the standard conditions attached to sex establishment licences were reviewed, and after consultation with the industry, the updated conditions were applied to two of the three sexual entertainment venues on renewal. The third will be addressed at their annual renewal in April.

## Outdoor and Large Events

Premises Licences are required for most outdoor events held throughout the Leeds district, ranging from large capacity commercial events to small charity and community events, some of which are held under Temporary Event Notices.

The council's Resilience and Emergency Team coordinate the Safety Advisory Group and populate a calendar of events with a risk scoring matrix. This ensures that all agencies have a full picture of events, both licensed and unlicensed taking place and have an opportunity to feed into the planning and debrief processes. This also informs event attendance by the Entertainment Licensing Liaison & Enforcement Team. Large events made a confident return in 2022, including Leeds Festival, and this continued into 2023.

Following Leeds Festival 2023, the Licensing Committee have received a debrief report involving all partners of the Safety Advisor Group. Taking away the improvements identified for 2024, the licence holder is now in liaison with the respective agencies and sub-group and multi-agency meetings are already underway.

The Mint Festival held in September 2023 at Newsam Green Farm resulted in many noise nuisance complaints, unusually quite some distance from the event site. The 2024 Mint Festival is scheduled to be held on the 4<sup>th</sup> and 5<sup>th</sup> May. The licence holder is in dialogue with the Councillors of the affected wards and in the process of producing their draft noise management plan to address noise mitigation measures and include detail of a live reporting and response plan.

Looking ahead to 2024, event organisers are now making their plans and we are already seeing a busy summer event season ahead.

## Enforcement and Liaison

The Licensing Act contains measures to ensure that the council, and responsible authorities, can deal with premises that wilfully and persistently undermine the licensing objectives.

The Enforcement Team operate under an Enforcement Protocol which was developed with the bodies that are designated as responsible authorities under the legislation. As such complaints about licensed premises are dealt with under this protocol which ensures a reasonable and proportionate response.

The council has adopted the principles of the Hampton Report (on effective inspection and enforcement, published in 2005) in its enforcement concordat. Formal enforcement will be a last resort and proportionate to the degree of risk. To this end the key principles of consistency, transparency and proportionality will be maintained. The enforcement Team has regard to the Regulators' Code when setting standards or giving guidance, which includes basing regulatory activities on risk.



## Multi-agency Liaison

Some officer partnership group meetings have moved to virtual settings, and in certain cases these have increased in frequency.

**Pub Watch forums** - Entertainment Licensing and West Yorkshire Police support 16 business-led forums across Leeds attending all meetings, often sharing topical information and guidance. Also, relevant information is shared by both agencies with the chairs of each forum for disseminating to local PubWatch members.

**Licensing Bulletin** - Entertainment Licensing produce a short licensing bulletin sharing key information, web links and support for businesses. This bulletin was developed during the COVID pandemic to keep licensed premises apprised of the latest developments and has around 1,000 subscribers.

**Leeds BID Steering Group**—Leeds BID is the organisation that collects and manages the Business Improvement District in Leeds.

**Business Against Crime in Leeds (BACIL)** - BACIL supports daytime and night-time retailers in fighting retail crime across the city centre through closer partnership working with retailers, agencies, and other stakeholders. A radio communication link is maintained between BACIL, businesses, and West Yorkshire Police. Entertainment Licensing is an active partner on the steering group in supporting its aims and objectives.

**City Centre Tasking Group** – The operational group sits under the Divisional Community Safety Partnership and looks at addressing issues of concern affecting the city centre e.g., environmental issues, street begging and anti-social behaviour.

**Nightsafe** – This is a regular operation held in the City Centre, bringing together a host of agencies and voluntary organisations to engage with visitors and businesses.

**City Centre Community Safety Partnership** – The aim of the group is to reduce crime and disorder in the city centre and to help people feel safe in their communities, concentrating on anti-social behaviour, safeguarding, localities working, partnership arrangements and Intelligence sharing.

**Violence Against Women and Girls** – this multi-agency working group was established to reduce the violence experienced by women and girls in Leeds. Chaired by Safer Leeds, the group has representatives from the Police, groups that represent the interests of women, the Universities as well as Entertainment Licensing.

**Leeds Safety Advisory Group (for events) (SAG)** - It is the policy of the Leeds City Council to uphold reasonable standards of public safety at outdoor events and to encourage the wellbeing of the public, officials, event organisers and performers. The SAG acts as a conduit for organisers to share their event plans and to receive agency feedback from SAG partners.

**LGA Policy Forum** - Leeds City Council represents Yorkshire and Humber at the Local Government Association Licensing Policy Forum which looks at national issues and upcoming changes to legislation. This group provides a valuable link between Government departments and local authorities and has been able to provide a local authority view in several key legislative changes.

**Institute of Licensing** – The professional body for licensing matters has been instrumental in providing access to case law and legislation updates, training, and information sharing. This has been through their website, mailing lists and quarterly regional meetings.

## **Clear Hold Build**

The Clear, Hold, Build approach represents a protracted strategy that involves actively engaging and empowering the local community. This ensures that the concerns most pertinent to their daily lives dictate the focus of collaborative efforts. By combining targeted enforcement with community-centric initiatives, this approach enables law enforcement and partner agencies to eliminate organised criminal activity from an area, maintain control to prevent its re-emergence and fortify the region to make it less susceptible to criminal elements.

Under the 'CommUnity Harehills' project officers from the Leeds East Neighbourhood Policing Team have been joined by staff from West Yorkshire Trading Standards, Leeds Anti-Social Behaviour Team, Licensing, HM Revenue & Customs, Serious Environmental Crime Team, the Department for Work and Pensions, Immigration Enforcement, and the Driver and Vehicle Standards Agency at several Action Days where commercial premises are inspected.

Since March 2023, under Operation Bakegreen, officers from the Leeds East Neighbourhood Policing Team have been carrying out a widespread proactive campaign to disrupt and dismantle the organised supply of drugs in the area to lay firm foundations in the 'clear' phase.

With support from a range of resources, including specialist officers from Programme Precision which targets serious and organised crime and Leeds District Neighbourhood Impact Team, a total of 32 drugs warrants have been executed with more than 40 arrests made. More than 1,000 cannabis plants have been seized along with other drugs worth about £150,000. Officers have also recovered more than £50,000 in cash and seized thousands of pounds worth of jewellery, designer clothing and vehicles under the Proceeds of Crime Act.

In September 2023 Leeds East Neighbourhood Policing, in collaboration with personnel from Leeds Anti-Social Behaviour Team, Licensing, West Yorkshire Trading Standards, HM Revenue & Customs, the Department for Work and Pensions, Immigration Enforcement, and the Driver and Vehicle Standards Agency, undertook a visit to 14 commercial establishments in Harehills. This led to a series of enforcement measures and substantial seizures.

Over the course of two days, five individuals were apprehended, nine vehicles were confiscated, and 25 closure warning notices were delivered to licensed premises. Additionally, three Community Protection Notice warnings were issued. A Misuse of Drugs Act warrant, carried out as an emergency measure, led to the discovery of a cannabis farm, and an offensive weapon was confiscated. Immigration officers executed two arrests, and fines potentially amounting to £20,000 were imposed on the implicated businesses. The operation also resulted in the recovery of a total of 3,129 cans of beer, 428 bottles of wine, 255 bottles of spirits, 2,230 vapes, and roughly 150,000 cigarettes.

Because of these days of action, West Yorkshire Police have submitted twelve reviews of premises licences of those businesses involved in these days of action. The reviews, supported by West Yorkshire Trading Standards, HMRC, local Ward Members and Public Health and with additional evidence of non-compliance from Licensing Enforcement, are still in process, with the final outcomes to be decided.

However, under the Licensing Act it is a relatively simple process for the current licence holder to transfer the premises licence to an unconnected individual, and to weaken the impact of the licence review.

Fuller detail of the premises subject to review applications can be found below.

Inspector Alastair Nicholls, who heads the Leeds East Neighbourhood Policing Team, said:

*“The CommUnity Harehills initiative is about working collaboratively with partners to tackle organised criminality across the communities we serve, in line with concerns raised by the local community.*

*“These days of action demonstrate how police and partners will ruthlessly pursue and disrupt all forms of criminality which cause harm in the local community. The police will continue to work with partners to target and disrupt organised criminality to keep communities safe and feeling safe.”*

Linda Davis, Trading Standards Manager, said:

*“Illicit tobacco products hook young people into tobacco experimentation and use because they are more affordable. Members of the public should recognise the adverse health, economic and social impacts of the illicit trade of tobacco products, including the linkages with human trafficking and organised crime.*

*“We want to see health improvement in this county and with poor and disadvantaged communities and young people often the target of this cheap tobacco, it does not encourage people to quit. Offenders need to know that they will face consequences if they choose to deal in these illegal products.”*

## Complaint handling

Complaints are generally resolved through liaison with the licence holder, and where required engagement with the relevant services, but where complaints are substantiated, and a satisfactory solution is not obtained formal enforcement action may be necessary.

In 2023, 247 complaints have been reported to the Section requiring investigation by the Enforcement Team. Complaints have included illegal drinking dens, excessive noise, unauthorised provision of late night refreshment, ‘lock-ins’ (alcohol served beyond permitted hours of licence), and other matters.

The pandemic has had a lasting impact on the enforcement service due to the relaxation to off sales and outdoor drinking. Following a period of closures, noise from licensed premises is less tolerable, several premises sprung up without having the relevant licence permission and experienced operators have left the industry.

The following table sets out the number of complaints received and resolved negating the need for formal prosecution.

| Category                                 | 2021 | 2022 | 2023 |
|--|------|------|------|
| Charity Collection - Unlicensed Activity | 3    | 1    | 4    |
| Equality Issues                          | 5    | 6    | 3    |

|                                    |     |     |     |
|------------------------------------|-----|-----|-----|
| GA05 - Conditions Breach           | 0   | 2   | 1   |
| GA05 - Unlicensed Activity         | 0   | 5   | 3   |
| LA03 - Conditions Breach           | 23  | 15  | 26  |
| LA03 - Unlicensed Activity         | 38  | 62  | 25  |
| LA03 Breach of Condition and Noise | 54  | 118 | 110 |
| LA03 Unlicensed Activity and Noise | 10  | 3   | 21  |
| Noise/ASB                          | 40  | 73  | 48  |
| SEVs - Conditions Breach           | 0   | 0   | 2   |
| SEVs - Unlicensed Activity         | 1   | 1   | 2   |
| Scrap Metal - Conditions Breach    | 3   | 0   | 1   |
| Scrap Metal - Unlicensed Activity  | 5   | 2   | 1   |
| Uncategorised                      | 1   | 3   | 0   |
| Total                              | 183 | 291 | 247 |

Early engagement and positive liaison taken by the Entertainment Licensing Enforcement Team (and partners) with businesses found not complying with licensing regulations obviated the need for formal prosecution action and/or premises licence reviews to be taken.

## Reviews of Licences

The Licensing Act 2003 provides for an application to review a licence which can be brought by a responsible authority or any other person where a premises is undermining one or more of the licensing objectives. Once again, liaison is often the key to resolving problems before they reach the need for a review.

As part of the Clear, Hold, Build strategy there have been 12 reviews lodged with the licensing authority and have been brought before the Licensing Committee in 2023 and 2024:

- **HGS-UK Ltd, Harehills** – counterfeit and smuggled tobacco products stored in a vehicle outside the premises, breach of licence conditions. Licensing sub-committee determined that there was no documented connection between the vehicle and shop as it was unlicensed, unregistered, and uninsured. As such it was only able to impose additional conditions on the licence.
- **Gusto Market, Harehills** – non-duty paid alcohol, illegal disposable vapes, cigarettes and rolling tobacco, failed test purchases in relation to illicit tobacco and underage sales. Licensing sub-committee had already granted a transfer of the licence, and there was no documented evidence of a connection with the previous premises licence holder. As such the Committee chose to impose additional conditions rather than revoke the licence.
- **M&S 24/7 Off Licence, Harehills** – nitrous oxide and balloons found on the premises and breach of licence conditions. Licensing sub-committee resolved to revoke the licence. The premises licence holder has appealed the decision to the Magistrates Court.
- **Baba Jaga, Harehills** – non-duty paid alcohol, illegal cigarettes, numerous failed test purchases in relation to illicit tobacco. Licensing sub-committee resolved to revoke the licence.

- **Potravy Danko, Harehills** – non-duty paid alcohol, illicit tobacco hidden within a wall cavity. Test purchase failures for tobacco as well as historical seizures of illicit tobacco in 2017 and 2018. Test purchase failures for underage sales. Breach of licence conditions. Licensing sub-committee resolved to revoke the licence.
- **Bucharest Off Licence, Harehills** – non-duty paid alcohol and cigarettes. Breach of licence conditions. Licensing sub-committee resolved to revoke the licence.
- **Krakus, Harehills** – non-duty paid alcohol and cigarettes. Breach of licence conditions. Licensing sub-committee resolved to revoke the licence.
- **N A News, Harehills** – non-duty paid alcohol and cigarettes. Breach of licence conditions. Licensing sub-committee resolved to revoke the licence.

Reviews to be determined early 2024:

- **Mama Rose Food and Wine, Harehills** – non-duty paid alcohol and illicit cigarettes. Test purchase failures for tobacco. A further seizure of illicit cigarettes and tobacco concealed in a chimney breast. Breach of licence conditions. Applications received and granted to transfer the premises licence to a new company and to specify a new individual as the Designated Premises Supervisor.
- **Booze 4 U, Harehills** - non-duty paid alcohol and cigarettes. Breach of licence conditions.
- **Gold Classic, Harehills** - non-duty paid alcohol and cigarettes. Breach of licence conditions.
- **Biedronka, Harehills** - non-duty paid alcohol and cigarettes. Breach of licence conditions.

In addition West Yorkshire Police brought a summary review of a premises licence for a large event venue in the south of Leeds following a violent incident. The licensing sub-committee initially suspended the licence pending the full review hearing. Negotiations were undertaken between the premises licence holder and West Yorkshire Police and additional conditions and measures were agreed. As such the licensing sub-committee imposed those conditions at the substantive review hearing in January 2024.

## Future Projects

### Online Applications & Mobile Working Solution

The Government Digital Service have announced a removal of online applications from GOV.UK, which has prompted Leeds City Council to develop an alternative in-house solution that will work with the backend databases to find efficiencies and aid the continuation of remote working. This work is now at an advanced stage with the phase 1 processes (temporary event notice, transfer and change of DPS) going live within the first few months of 2023.

Entertainment Licensing are also engaging with the council's Digital Improvement Services to identify a mobile working solution for the Enforcement Team. Officers will be provided with handheld devices so

they may access licence records and complete relevant documents whilst conducting visits and inspections.

### **Prepare and Protect Duty**

Following the Manchester Arena terrorist attack and the development of Martyn's Law, all business settings will have a duty to protect the public. It is anticipated that the 'Protect Duty' will be implemented in the next 12 to 24 months. Entertainment Licensing will be working with partner agencies and engaging with licensed businesses throughout this process.

### **Film Classification Policy**

Work is underway to formalise and update the current process for classifying films. This includes proposals for making charges, but also a simplification and modernisation of the way the licensing sub-committee award classification.

# Taxi and Private Hire Licensing

## Introduction

The Taxi and Private Hire Licensing service (TPHL) is responsible for the licensing and regulation of Leeds' taxi and private hire vehicle trade to ensure a safe and reliable service for the city and surrounding areas. We do this by implementing statute law and local policies ensuring that licence holders are 'fit and proper', and vehicles are safe, accessible, and meet environmental standards.

We licence all the Leeds taxi (hackney carriage) drivers and vehicles, private hire operators, drivers, and vehicles. We work closely with the taxi and private hire trades, the West Yorkshire Police, neighbouring licensing authorities, and the British Transport Police to ensure the safety of passengers.

The council's Licensing Committee sets the local requirements, byelaws, and conditions for licensing the trade, which the service applies.

Legislation places a duty on the council for the licensing of Hackney Carriages ('taxis') and private hire vehicles, drivers of those vehicles and operators of those vehicles. The council understands the importance and responsibility it has, to ensure that licensed vehicles in the district are safe, comfortable, properly insured, and available where and when required, and that those involved in the trade are "fit and proper" to undertake the role.

The staff at the Taxi and Private Hire Licensing (TPHL) service continue to work closely with the licensing committee to ensure that members of public travelling in taxi and private hire vehicles are protected. This last year we have improved our communication and engagement with the trade and other stakeholders through regular trade meetings and with trade's representatives. The use of GovDelivery, an email platform, has allowed us to circulate our regular Bulletin to update the trade on many changes that had a direct impact on them.

In response to concerns raised by the trade on affordability and consistency with DFT guidance, the Council introduced 2 temporary/pilot schemes which have been well received by the trade.

In June 2023, schemes to allow tinted windows and a change to the Vehicle Age Criteria were introduced. Under these pilots we allowed vehicles to be licensed with their original manufacturer's tinted windows, extended the age at first licensed for all vehicles to 10 years and extended the maximum age of vehicle licensing life to 15 years.

In August 2023 a temporary/pilot scheme allowing Dual Operator status was introduced in response to long standing concerns from the private hire trade about inconsistency with DFT guidance and the impact of the cost of living crisis. The pilot has been very well received to date with 1081 applications (20% of private hire drivers).

These temporary pilots have been working well with no issues in terms of customer complaints or a requirement for enforcement/compliance and we will continue to closely monitor them.

In November 2023, The Department for Transport issued “Taxi and Private Hire vehicle licensing best practice for licensing authority in England” and this year we will continue to engage with the trade and other stakeholders to implement relevant recommendations from this guidance. Most of the objectives set within the guidance have been implemented over the years by the Licensing Committee and a few major changes from this guidance will be addressed as part of our ongoing vehicle conditions review.

We are pursuing our aspirations for a digital transformation of services, and we have worked hard with our colleagues from DIS to develop online forms and in December 2023 we introduced the online driver renewal form, and we are pleased to announce the launch of the online vehicle renewal in March 2024.

## Vehicle Data

Despite the removal of the need for the Leeds Clean Air Zone the trade continues to support the council’s aspiration to respond to the climate emergency through licensing low emission vehicles (petrol hybrid, LPG and electric).

The long term trend has continued away from diesel and towards low emission vehicles with 77% of the fleet being low emission vehicles.

| <b>Fuel Type</b> | <b>2021</b> | <b>2022</b> | <b>2023</b> |
|------------------|-------------|-------------|-------------|
| Petrol Hybrid    | 2622        | 2940        | 3349        |
| Diesel           | 1576        | 1212        | 998         |
| LPG              | 105         | 103         | 106         |
| Petrol           | 85          | 46          | 40          |
| Full Electric    | 45          | 26          | 36          |
| Diesel Hybrid    | 5           | 7           | 9           |
| <b>Total</b>     | <b>4438</b> | <b>4334</b> | <b>4538</b> |

## Vehicle Inspections

In our garage, vehicle examiners conducted over 4000 inspections during 2023.

| <b>Inspection Type</b>        | <b>2021</b> | <b>2022</b> | <b>2023</b> |
|-------------------------------|-------------|-------------|-------------|
| Age extension                 | 1093        | 1737        | 1156        |
| New vehicle applications      | 456         | 447         | 825         |
| Retests                       | 1025        | 755         | 2006        |
| Accidents                     | 145         | 114         | 228         |
| Other (complaints, transfers) | 26          | 48          | 65          |
| <b>Total</b>                  | <b>2745</b> | <b>3646</b> | <b>4287</b> |

Of the 4287 inspections there were only 2 vehicles which failed to meet the minimum standard set out in the current vehicle conditions, this amounts to 0.04% of the total number of inspections. The TPHL team received notification of 655 accidents to licensed vehicles, of which 228 required an inspection.



## Enforcement and Compliance

The council's licensing policies require enforcement and compliance checks to make sure that the rules are being properly followed. Vehicles which carry fare paying customers are legally required to be safe, comfortable, and fit for purpose, and driven by licensed drivers. The TPHL team recognise that many licensed vehicles are driven on the road for approaching 24 hours a day, and often by different licensed drivers who are not necessarily the owners. These vehicles require first class maintenance and regular attention.

Our enforcement and compliance work has involved checks of drivers, vehicles, and operators. Taxi and private hire drivers are subject to interim checks – medical, DBS and DVLA checks – between the issue of the 3 year licence. New regulations came into force, requiring the council to record the HMRC tax code. Vehicles are subject to both compliance checks on street and pre-booked inspections in the team's garage. Operators are subject to site visits and checks (especially of complaints) between the issue of the 5 year licence.

Enforcement officers and Vehicle Examiners have also worked alongside West Yorkshire Police officers, other neighbouring authorities, and agencies (DVSA) undertaking 31 joint operations resulting in 1642 roadside inspections. These operations investigated compliance for a range of licensing and associated risks: plying for hire, child sexual exploitation, offences under the equality act and school transport. Whilst most licensed taxi and private hire vehicles during these checks were found to be in good order, several were seen to fall short of requirements and 207 were immediately suspended from service for being in a dangerous condition or licence breaches/public safety concerns.

In 2023, officers inspected 1225 Leeds licensed vehicles which resulted in:

- 173 Suspensions at the roadside
- 54 Rectification (deferred suspension) notices
- 31 Pass and advise notices
- 967 Satisfactory vehicle checks

Our officers also checked 417 vehicles licensed by neighbouring authorities, often in a joint operation with West Yorkshire Police. The results of those checks are shown below:

- 34 Suspensions at the roadside
- 2 Rectification (deferred suspension) notices
- 11 Pass and advise notices
- 370 Satisfactory vehicle checks

## Policy Development and Communications

In November 2022, an amendment to the minor motoring convictions section of the convictions and suitability policy was introduced. Under this policy, revocations for minor motoring convictions are referred to a Licensing Sub Committee. It also requires all taxi and private hire drivers attaining 9 or more penalty points on their driving licence to attend additional development training.

In 2023, there were 39 taxi and private hire drivers who attained 9 or more penalty points for minor motoring convictions. These drivers received warnings and or they undertook additional development training. There have been no referrals to the licensing subcommittee since the introduction of this policy.

The principal area of policy development and consultation in 2023 was a review of the various taxi and private hire vehicle policies and conditions following Draft Best Practice Guidance from The Department for Transport in 2022. The final Best Practice Guidance for vehicles was issued on 17 November 2023.

The Vehicle Condition Review is currently underway with finalisation and new policy planned for summer 2024. As part of our fact finding there has been positive engagement work undertaken which started in June 2023, engagement with elected members, trade unions, the trade, user groups and stakeholders continued throughout the summer and autumn months.

Events, visits to user groups and trade meetings resulted in positive and well attended driver drop-in sessions in Harehills, Beeston and Armley. An on-line consultation survey was completed by 1756 people with positive engagement on questions regarding key areas for potential change.

Quarterly Trade Forums recommenced in July 2023 with good attendance and representation enabling a joint problem solving approach with Highways colleagues on city-centre related issues which are affecting the taxi and private hire trade.

## Licensing Statistics

Leeds currently has the following number of licences in place.

|                           | <b>2020</b> | <b>2021</b> | <b>2022</b> | <b>2023</b> |
|---------------------------|-------------|-------------|-------------|-------------|
| Hackney Carriage Drivers  | 835         | 800         | 797         | 806         |
| Hackney Carriage Vehicles | 534         | 517         | 524         | 529         |
| Private Hire Drivers      | 5356        | 5246        | 5239        | 5376        |
| Private Hire Vehicles     | 4129        | 3808        | 3811        | 3923        |
| Private Hire Operators    | 57          | 56          | 50          | 52          |

Although the number of licences in Leeds are below the pre-COVID pandemic, there is a clear indication that those numbers are increasing slowly but steadily especially following the implementation of the 2 pilot policies mentioned earlier in the report.

## Decisions Taken

The application, refusal, suspension, and revocation of driver licence figures for 1 January to 31 December 2023 are set out in the table below.

When considering the information below it is important to note that there is no direct correlation between the number of suspensions and revocations in any period. For example, the number of licences revoked (final decision to end a licence) in the last six months will include a proportion which were suspended in the previous six months, which may span different years.

| Year | Applications | Refusals | Revocations | Suspensions |
|------|--------------|----------|-------------|-------------|
| 2020 | 160          | 2        | 16          | 116         |
| 2021 | 48           | 2        | 13          | 63          |
| 2022 | 329          | 1        | 26          | 76          |
| 2023 | 407          | 1        | 31          | 89          |

## Refusal and Revocation Decisions

The refusal and revocation of licence figures for 1 January to 31 December 2023 are set out in the table below.

| Reason                         | 2020     |            | 2021     |            | 2022     |            | 2023     |            |
|--------------------------------|----------|------------|----------|------------|----------|------------|----------|------------|
|                                | Refusal  | Revocation | Refusal  | Revocation | Refusal  | Revocation | Refusal  | Revocation |
| Dishonesty                     | 1        | 1          | 0        | 0          | 0        | 2          | 1        | 4          |
| Drugs                          | 0        | 1          | 0        | 1          | 0        | 1          | 0        | 1          |
| Violence                       | 1        | 1          | 1        | 0          | 0        | 4          | 0        | 3          |
| Sexual offences                | 0        | 1          | 0        | 0          | 0        | 0          | 0        | 0          |
| Safeguarding concerns          | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| Motoring offence               | 0        | 3          | 0        | 7          | 1        | 10         | 0        | 13         |
| Driving disqualification       | 0        | 0          | 1        | 0          | 0        | 0          | 0        | 0          |
| Plying for hire                | 0        | 2          | 0        | 5          | 0        | 2          | 0        | 10         |
| Fail to comply with conditions | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| Disability offences            | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| Inappropriate behaviour        | 0        | 6          | 0        | 1          | 0        | 8          | 0        | 0          |
| No right to work in UK         | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| Medical reason                 | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| DVLA licence expired           | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| Non-completion of DBS          | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| Unable to pass seminar         | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| Firearms                       | 0        | 0          | 0        | 0          | 0        | 0          | 0        | 0          |
| <b>TOTAL</b>                   | <b>2</b> | <b>15</b>  | <b>2</b> | <b>13</b>  | <b>1</b> | <b>26</b>  | <b>1</b> | <b>31</b>  |

2023 saw an increase in the number of revocations for motoring offences, a breakdown of which is below:

- 9 x Use of phone whilst driving (increase +7 from 2022)
- 1 x Driving unfit through drugs
- 1 x Drive without due care and attention
- 2 x Unlicensed driver/vehicle

## Suspensions

In relation to suspensions, 89 licence holders were suspended between 1 January and 31 December 2023. This is a rise from 63 licence holders suspended in 2021, and 76 in 2022.

The largest category of suspensions in 2023 relate to a medical reason (accounting for over half of all licences suspended), often for a temporary medical reason, and often at the licence holder's request.

| Reason/Allegation              | 2021      | 2022      | 2023      |
|--------------------------------|-----------|-----------|-----------|
| Dishonesty                     | 2         | 3         | 0         |
| Drugs                          | 5         | 2         | 3         |
| Violence                       | 7         | 4         | 6         |
| Sexual offences                | 3         | 11        | 11        |
| Safeguarding concerns          | 2         | 1         | 3         |
| Motoring offences              | 8         | 3         | 0         |
| Driving disqualification       | 1         | 5         | 3         |
| Plying for hire                | 1         | 6         | 7         |
| Fail to comply with conditions | 1         | 4         | 0         |
| Disability offences            | 0         | 0         | 0         |
| Inappropriate behaviour        | 6         | 5         | 4         |
| No right to work in the UK     | 1         | 0         | 0         |
| Medical reason                 | 22        | 31        | 51        |
| DVLA licence expired           | 0         | 0         | 0         |
| Non completion of DBS          | 4         | 1         | 0         |
| Unable to pass seminar         | 0         | 0         | 0         |
| Firearms                       | 0         | 0         | 1         |
| <b>Total</b>                   | <b>63</b> | <b>76</b> | <b>89</b> |

## Complaints Received

In total, 772 complaints were made to the council about the taxi and private hire trade in 2023.

The largest number of complaints reported to the council in 2023 relate to driver conduct, driving standards and licence breaches which includes private hire drivers parking on hackney carriage ranks. In most of the cases, licensed drivers are given verbal or written warnings, a record of which is placed on their licensing file.

If a driver continues to receive complaints, they may be referred for additional training. Each complaint is dealt with on its own merits. Many complaints relate to the key aspect of the licensing scheme, namely the safety and comfort of the travelling public. Many relate to whether the driver is honest, reliable, and trustworthy i.e. 'fit and proper' to hold a licence. Complaints regarding racial, sexual and disability discrimination relate directly to Equality law.

| <b>Category of Complaint</b>            | <b>2020</b> | <b>2021</b> | <b>2022</b> | <b>2023</b> |
|---|-------------|-------------|-------------|-------------|
| Criminal Complaint                      | 28          | 24          | 14          | 19          |
| Defective Vehicle                       | 1           | 13          | 4           | 2           |
| Driver Behaviour - Disability Complaint | 10          | 16          | 20          | 35          |
| Driver Behaviour - Driver Conduct       | 229         | 259         | 219         | 193         |
| Driver Behaviour - Driving Standard     | 93          | 94          | 81          | 105         |
| Driver Behaviour - Drugs Allegation     | 5           | 14          | 5           | 8           |
| Driver Behaviour - Overcharging         | 18          | 30          | 15          | 28          |
| Driver Behaviour - Property             | 0           | 4           | 5           | 1           |
| Driver Behaviour - Race Discrimination  | 11          | 6           | 6           | 28          |
| Driver Behaviour - Refusal to Carry     | 5           | 9           | 2           | 5           |
| Driver Behaviour - Rudeness             | 15          | 10          | 11          | 17          |
| Driver Behaviour - Sex Discrimination   | 2           | 2           | 2           | 10          |
| Driver Behaviour – Sexual (see below)   | 7           | 11          | 15          | 35          |
| Driver Behaviour - Smoking              | 7           | 5           | 5           | 9           |
| Environmental - Noise Nuisance          | 0           | 0           | 0           | 0           |
| Environmental - Parking Nuisance        | 51          | 73          | 25          | 83          |
| Licence breach                          | 59          | 151         | 95          | 108         |
| Complaint against Operator              | 21          | 27          | 34          | 18          |
| Ply for Hire - Ply for Hire             | 6           | 17          | 8           | 12          |
| Ply for Hire - Unlicensed Driver        | 5           | 14          | 3           | 6           |
| Uncategorised                           | 9           | 0           | 0           | 0           |
| <b>Total</b>                            | <b>582</b>  | <b>794</b>  | <b>579</b>  | <b>722</b>  |

## Driver Conduct – Sexual Complaints

In 2023 the Taxi and Private Hire Licencing Service received 35 complaints involving allegations of inappropriate sexual behaviour relating Licensed Drivers.

24 complaints related to allegations of inappropriate sexual conversations/comments:

- 1 complainant reported the incident to the Police.
- 15 of the complainants were uncontactable following making the initial complaint.
- 4 drivers were suspended and remain suspended whilst the investigations are ongoing.
- 4 drivers have received Warnings in relation to their conduct.
- 12 drivers received words of advice following the conclusion of the investigation.
- 4 cases resulted in no further action following the conclusion of the investigation.

11 complaints related to allegations of inappropriate sexual contact/assault:

- 3 complainants reported the incident to the Police.
- 6 of the complainants were uncontactable following making the initial complaint.
- 3 drivers were suspended and remain suspended whilst the investigations are ongoing.
- 4 drivers have received Warnings in relation to their conduct.
- 2 drivers received words of advice following the conclusion of the investigation.
- 2 cases resulted in no further action following the conclusion of the investigation.

## Appeals Received

In total, 9 appeals were heard against the council's licensing decisions in 2023.

Reasons for appeals and outcomes are set out below:

| 2021                     | Number | Court   | Result                     |
|--------------------------|--------|---|----------------------------|
| Against refusal to grant | 2      | Kirklees Magistrates Court<br>Leeds Crown Court | 1 Dismissed<br>1 Withdrawn |
| Against Revocation       | 2      | Kirklees Magistrates Court                      | 1 Withdrawn<br>1 Dismissed |

| 2022                     | Number | Court   | Result                     |
|--------------------------|--------|---|----------------------------|
| Against refusal to grant | 2      | Kirklees Magistrates Court<br>Leeds Magistrates Court | 1 Dismissed<br>1 Dismissed |
| Against refusal to renew | 1      | Kirklees Magistrates Court                            | 1 Withdrawn                |
| Against revocation       | 4      | Kirklees Magistrates Court<br>Leeds Magistrates Court | 3 Dismissed<br>1 Dismissed |

| <b>2023</b>        | <b>Number</b> | <b>Court</b>               | <b>Result</b>                           |
|--------------------|---------------|----------------------------|---|
| Against revocation | 9             | Kirklees Magistrates Court | 4 Dismissed<br>2 Withdrawn<br>1 Upheld* |
|                    |               | Leeds Crown Court          | 2 Dismissed                             |

\* This decision is being appealed

# Corporate Considerations

## Consultation and Engagement

Consultation is embedded into the newer licensing acts with, as an example, new and variation applications for alcohol licences subject to a 28 day consultation period.

Both sections undertake considerable consultation with the trade when developing and reviewing policy and consults on the licensing policies in accordance with local and government guidelines.

In addition, as part of ongoing partnership working, both sections engage the trade at trade meetings such as taxi association and PubWatch meetings.

Similarly, both sections are active in working with partners from both council departments and external bodies through a range of meetings relating to night-time enforcement.

## Equality, Diversity, and Integration

The council's licensing policies are developed with matters of equality, diversity and human rights taken into consideration. Policies are regularly reviewed in line with the legislation.

The council has completed equality, diversity, cohesion screening and impact assessments with regards to the consultation process undertaken during the review of each policy

## Council Policies and Best Council Plan

When determining applications, the licensing authority must have regard for governing legislation and will be assisted by any guidance issued by the Department for Transport, Home Office, or Gambling Commission. In addition, where there is an associated statement of licensing policy this will set out the principles the council will use to exercise its functions under that policy, and in deciding the council will have regard to that policy.

The licensing regime contributes to Best City Priorities 2020/2025 (see the [latest version of the Best Council Plan](#)):

- Culture
- Safe, Strong communities
- Inclusive Growth

## Resources, Procurement, and Value for Money

The Section encourages partnership working with internal and external services making best use of resources and information sharing.



## Leeds City Centre Evening and Night-Time Economy

Date: 12<sup>th</sup> March 2024

Report of: Chief Officer, Elections and Regulatory

Report to: Licensing Committee

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### Brief summary

Within the Leeds city centre there are 463 licensed premises operating during the evening and night-time economy.

The Statement of Licensing Policy sets a Cumulative Impact Assessment for the City Centre, with the areas of Woodhouse Lane and Lower Briggate/Call Lane designated as 'red zones' due to the density of licensed premises and associated crime, disorder and/or nuisance.

There is no single organisation that has responsibility for the city centre, however, the Safer Leeds: City Centre Partnership facilitates partnership collaboration, coordination, and communications in relation to community safety, support businesses within the evening and night-time economy and to improve the visitor experience.

### Recommendations

For Licensing Committee to note the presentation which provides an overview of the partnership working and schemes within the City Centre night-time economy.

#### What is this report about?

- 1 Premises providing regulated entertainment, provision of alcohol and late-night refreshment are licensed under the Licensing Act 2003.
- 2 The following provides a breakdown of licensed premises in the City Centre trading beyond 20:00 by type:

|  |     |
|--|-----|
| On Licence – Primary Use (bars & pubs etc)           | 228 |
| On Licence - Secondary Use (Restaurants, Hotels etc) | 171 |
| Community Premises (With Alcohol)                    | 1   |
| Off Licences   | 39  |
| Entertainment Only Premises                          | 2   |
| Late Night Refreshment (hot food after 23:00)        | 22  |

- 3 At the meeting of the Licensing Committee held on the 23rd January 2024, Members approved the City Centre Cumulative Impact Assessment following a review informed by police information and statistics showing the heightened incidents of crime, disorder and/or nuisance within the peak hours of 23:00 and 03:00 (Woodhouse Lane) and 23:00 until 04:00 (Call Lane/lower Briggate). Both of these areas are designated as upper-red and lower-red zones where new premises licence applications during the stated peak hours shall be discouraged and attract representation.
- 4 The report attracted Member questions concerning the management of the city centre evening and night-time economy.
- 5 No single organisation has overall responsibility for the management of the City Centre, but there are a host of statutory services, professional agencies, 3<sup>rd</sup> party organisations, charities, educational representatives, the licence trade, and elected members, who work together and have a vested interest in providing a welcoming, safe, vibrant, and attractive city centre.
- 6 Safer Leeds is the city's statutory Community Safety Partnership, responsible for tackling crime, and disorder; and has a strong record of partnership working, which was embedded as part of the Crime and Disorder Act 1998 and subsequent legal enhancements.
- 7 The Safer, Stronger Communities City Plan: 2021-2024, which can be viewed by clicking on [SSC CityPlan\\_FinalDraft.pdf \(leeds.gov.uk\)](#) (currently being refreshed) has an overall outcome of... *'We want people in Leeds to be safe and feel safe, in their homes on the streets and the places they go'*. With three shared priorities:
  1. Keep people safe from harm (victim)
  2. Prevent and reduce offending, and (offender)
  3. Create safer and stronger communities (location)
- 8 The Safer Leeds: City Centre Partnership Board, brings together all relevant partners who may action or contribute to these priorities, including 'adding value' to statutory requirements through an early intervention/ prevention approach. Listed here are some examples of the activity developed and deployed specific to presenting city centre evening and night-time economy challenges:
  - The community safety #NightSafeLeeds thematic operations were re-established. This multi-agency response has targeted work on anti-social behaviour, mobile phone theft, taxi licensing enforcement, underage drinking, spiking, missing children, hate crime, drug supply, sexual harassment, and violence ~ using the Engage, Explain, Encourage and Enforcement approach on-street and in-premises.
  - Increased operational connectivity between licensed premises, Business Against Crime in Leeds (BACIL), Safer Leeds LeedsWatch and ASB Teams, and the local City Neighbourhood Policing Team.
  - Introduction of Night Marshals, Women's Night Safe Space, and relaunch of the Ask for Angela scheme, through funding secured from the Safer Street Fund.
  - Several schemes have also been tested including a 'Sober Up Space' a 'Safe Space for Young People' at risk at transport hubs.
  - Enhanced partnership activity at the weekend/ key seasonal events, through West Yorkshire Police-led Operational Capital, Jemlock and Spotlight.
  - Launch (Sept 2023) of the WalkSafe app pilot, to help people to plan safer journeys, and identifies licensed premises who have adopted the Ask for Angela and other safety initiatives.

- 9 Members are invited to receive a presentation from the Head of Community Safety Services, Safer, Stronger Communities Team, including an overview of the partnership working to date, outline of challenges faced, and opportunities moving forward, specifically to the City Centre evening and night-time economy, and to answer any questions of the Members.

**What impact will this proposal have?**

- 10 This proposal should bring no impact.

**How does this proposal impact the three pillars of the Best City Ambition?**

- Health and Wellbeing       Inclusive Growth       Zero Carbon

**What consultation and engagement has taken place?**

Wards affected: Hunslet & Riverside, Little London & Woodhouse

Have ward members been consulted?  Yes  No

**What are the resource implications?**

- 11 This report bears no resource implications.

**What are the key risks and how are they being managed?**

- 12 New premises licence applications shall be considered against the Statement of Licensing Policy and relevant Cumulative Impact Assessment, in particular those in the 'red zones' of the City Centre.

**What are the legal implications?**

- 13 This report bears no legal implications.

**Background papers**

- 14 None

This page is intentionally left blank

## Harehills and Burmantofts Cumulative Impact Assessment 2024

Date: 12<sup>th</sup> March 2024

Report of: Chief Officer Elections and Regulatory

Report to: Licensing Committee

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### Brief summary

Under the Licensing Act 2003 the licensing authority must review the Statement of Licensing Policy every five years.

Under the same Act the licensing authority can produce an assessment of cumulative impact of licensed premises in its area and this must be reviewed every three years. The Cumulative Impact Assessment was last produced in 2023.

Due to increased enforcement activity and additional antisocial behaviour information, the Harehills section of the Cumulative Impact assessment 2023 has been revised.

This report presents the Harehills and Burmantofts Cumulative Impact Assessment 2024 at Appendix A which was subject to a brief public consultation in February. The consultation responses are included in the review.

### Recommendations

- a) For Licensing Committee to approve the Harehills and Burmantofts Cumulative Impact Assessment 2024.

## **What is this report about?**

- 1 Under the Licensing Act 2003 the licensing authority must review the Statement of Licensing Policy (“Policy”) every five years. The existing Statement of Licensing Policy is for the period 2023-2027.
- 2 Under the same Act the licensing authority can produce an assessment of cumulative impact of licensed premises in its area and this must be reviewed every three years. The Cumulative Impact Assessment (“CIA”) was last produced in 2023. Any change to the scope of the CIA also requires review, consultation, and adoption of a new Policy.
- 3 In 2023 partners have undertaken a series of inspections under West Yorkshire Police’s Clear, Hold, Build strategy. These have resulted in 12 licence reviews so far and have highlighted a number of issues relating to premises licensed to sell alcohol for consumption off the premises.
- 4 In addition the recent appeal against a licence refusal has highlighted that the cumulative impact assessment only describes one type of alcohol related antisocial behaviour. In fact alcohol contributes to far more issues relating to antisocial behaviour than just street drinking but these are not being considered when licence applications are being made because they are not described in the cumulative impact assessment. This review seeks to address this.
- 5 The Harehills and Burmantofts Cumulative Impact Assessment 2024 is attached at Appendix 1.

## **What impact will this proposal have?**

- 8 Statute dictates that any cumulative impact assessment is reviewed at least every three years. The licensing authority is able to review any part of the cumulative impact assessment at any time within those three years.
- 9 This review provides up to date information and statistics that can be considered when making decisions on licensing applications in the Harehills and Burmantofts area as described in the Assessment. This updated information aids applicants to tailor their applications to suit the area in which they are planning to locate their business. It also provides standard information to Licensing committee should the matter need to be determined by a licensing sub-committee due to outstanding representations.

## **How does this proposal impact the three pillars of the Best City Ambition?**

Health and Wellbeing

Inclusive Growth

Zero Carbon

## What consultation and engagement has taken place?

Wards affected: All

Have ward members been consulted?

Yes

No

10 In line with the licensing authority's usual practice the Policy has undergone a public consultation with those affected by the proposed changes. However due to the nature of the proposed change, a light touch approach has been applied.

## What are the resource implications?

11 The licensing of alcohol and entertainment venues attracts a fee which can only be used to pay for the costs associated with the licence application. As such the cumulative impact assessment review is a cost to the council, which is not recovered by the licence fee.

## What are the key risks and how are they being managed?

12 The report recommends that reviewed and updated cumulative impact assessment be approved. Should Licensing Committee decide not to approve the cumulative impact assessment, the existing assessment would remain in place for a further two years or until reviewed again.

13 The key risk is a legal challenge to the validity of the cumulative impact assessment or its validity. All measures have been taken to ensure that the review is undertaken in accordance with both the Licensing Act 2003 and the Government's s182 guidance. The Council also follows the Cabinet Office guidance in relation to consultations and follows the EDCI Assessment undertaken for the three yearly review of the CIA and the five yearly review of the Licensing Policy.

## What are the legal implications?

14 The legal implications are described in paragraph 12.

## Options, timescales and measuring success

### What other options were considered?

15 The assessment could have been undertaken using the usual timescale of every three years. However this would have meant applicants and Licensing Committee were not apprised of the latest information available to the Council.

### How will success be measured?

16 Success will be measured by cumulative impact assessment being approved.

### What is the timetable and who will be responsible for implementation?

17 The cumulative assessment will come into effect as soon as it is approved by Licensing Committee.

18 Entertainment Licensing will ensure the cumulative impact assessment is published in accordance with the statutory requirements.

### **Appendices**

19 Appendix 1 – Harehills and Burmantofts Cumulative Impact Assessment 2024.

### **Background papers**

20 None



# Cumulative Impact Assessment Harehills and Burmantofts 2024

Licensing Act 2003



## Table of Contents

|  |    |
|--|----|
| Background.....  | 3  |
| The law.....   | 3  |
| In Practice .....  | 4  |
| History of Cumulative Impact in Leeds.....                               | 4  |
| Three Yearly Reviews.....  | 5  |
| Types of Evidence .....  | 6  |
| Alcohol Licensing Data Matrix .....                                      | 6  |
| Police Statistics .....  | 7  |
| 2023 Review of the Harehills and Burmantofts Cumulative Impact Area..... | 8  |
| Clear Hold Build .....   | 11 |
| Evidence .....   | 13 |
| Alcohol Licensing Data Matrix .....                                      | 13 |
| Police Statistics .....  | 16 |
| Leeds Antisocial Behaviour Team .....                                    | 21 |
| Safer Stronger Communities Team.....                                     | 23 |
| Consultation .....   | 25 |
| Conclusions and Recommendations .....                                    | 27 |

## Background

---

The Licensing Act 2003 regulates the sale of alcohol, provision of entertainment and provision of late night refreshment (sale of hot food or drink after 11pm). Section 5 of the Licensing Act 2003 requires licensing authorities to prepare and publish a Statement of Licensing Policy every three years. The council's first Statement of Licensing Policy was adopted by council on 12th January 2005 and was initially reviewed every three years, however in April 2012, the Police Reform and Social Responsibility Act changed the length of the lifetime of a policy from three to five years.

The Statement of Licensing Policy is due to be reviewed, with a policy in place for January 2024. However, the Cumulative Impact Assessment undertaken at the same time has a lifespan of three years and so was due to be reviewed in 2021 with a new policy in place for January 2022. This was delayed due to the coronavirus pandemic, which affected all businesses but particularly the hospitality industry.

## The law

Prior to 2018, cumulative impact was a concept introduced in the Government's Section 182 Guidance issued under the Licensing Act 2003. It provided a rebuttable presumption for the refusal of licence applications in areas where the impact of an accumulation of licensed premises had a negative effect on the promotion of the licensing objectives. This contrasts with the otherwise permissive regime under the Licensing Act 2003.

Many local authorities introduced cumulative impact policies and described areas in their policies as cumulative impact zones, stress zones or concentration zones. In Leeds, cumulative impact is included in the Statement of Licensing Policy with five areas being described as falling under this designation. Nationally, cumulative impact policies are popular and well supported by Licensing Committees and, on appeal, by Magistrates Courts. However, until 2018, they were only a concept in the guidance and had no statutory basis. There were no guidelines on the level of evidence required. Local authorities called for cumulative impact policies to be introduced into the law, so they have a legal footing.

In the Policing and Crime Act 2017 the Government took the step of doing just that. The legislation states that a licensing authority may publish a document ("a cumulative impact assessment") stating that it considers the number of premises licences or club premises certificates is at such a level that it would be inconsistent with the promotion of the licensing objectives to grant any further licences or certificates in that area and restrict changes to licensable activities of existing licences.

A cumulative impact assessment must set out the evidence for the authority's opinion and before publishing it, the licensing authority must consult with people affected by the assessment, including the responsible authorities, businesses, and the public. The assessment must be reconsidered every three years and any review must be consulted upon before deciding whether it remains or can be removed. A licensing authority must publish any revision of a cumulative impact assessment along with the evidence.

The impact of this step is to put cumulative impact policies within the primary legislation, with a prescribed method for implementing a cumulative impact assessment and to provide some guidance regarding the source and level of evidence required to put a policy in place. This part of the Policing and Crime Act 2017 was commenced in April 2018. Amended S182 Guidance was published at the same time.

## In Practice

In publishing a cumulative impact assessment, the council is setting down a strong statement of intent about its approach to considering applications for the grant of variation of premises licences or club premises certificates in the areas described. The council must have regard to the assessment when determining or revising the statement of licensing policy and must have regard to the policy and the section 182 guidance when making determinations.

The cumulative impact assessment does not change the fundamental way in which licensing decisions are made and it is open to the council to grant an application where it is appropriate and where the applicant can demonstrate through the operating schedule that they would not add to the cumulative impact. Applications in areas which are covered by a cumulative impact assessment should therefore consider potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

As described in the 2012 judgement (*BrewDog Bars Limited v Leeds City Council*), a cumulative impact assessment does not lead to an automatic blanket ban on the grant of licences. As in every decision made by the council, all applications are considered on their own merits and on a case by case basis.

A cumulative impact assessment does not relieve responsible authorities, residents and residents' groups or any other person of the need to make representations where they consider it appropriate so that the licensing objectives are promoted. The council can only consider using a cumulative impact assessment to refuse an application if relevant representations are made. Where no representation is received the council must grant the licence.

Anyone making a representation can base it on the information provided in this assessment, and on the fact that an assessment has been published. It remains the responsibility of anyone making a representation to ensure it can withstand the scrutiny to which they will be subjected to at a hearing.

## History of Cumulative Impact in Leeds

In 2005 Leeds City Council developed the first licensing policy. During the consultation the council received several requests for a cumulative impact policy and the evidence was gathered for areas of Leeds including the city centre, Headingley, Woodhouse corridor and Chapel Allerton. In 2007 the area of Horsforth Town Street was included in the policy.

The Cumulative Impact Policy was subject to subsequent reviews as follows:

2010: The outcome of this review was several changes to the scope of the existing areas:

- City centre changed from named streets to an area.
- Headingley increased to include Hyde Park.
- Horsforth increased to include New Road Side.
- Reference to licence applications for variations to existing licences included in all five cumulative impact areas.
- Late opening restaurants and takeaways added to city centre, Headingley, Chapel Allerton and Horsforth.

2012: The city centre became zoned with one red zone around the Call Lane/Lower Briggate/Duncan Street/Assembly Street area to be reviewed annually and the boundary changed as needed. Headingley to include off licences operating after midnight. No change to Woodhouse, Chapel Allerton, or Horsforth.

2015: The annual review of the city centre in 2015 added a second red zone to the north of the city centre.

2016: Inclusion of Armley.

2018: The Cumulative Impact Assessment review was informed by licensing statistics, Public Health Licensing Matrix, the West Yorkshire Police crime statistic reports, as well as information provided by Ward Members and residents. Two red zones in the city centre, and Headingley, Hyde Park, Armley and Harehills were described as cumulative impact areas. Chapel Allerton, Horsforth, and Woodhouse Corridor were removed.

2021: A review was undertaken, but it was recognised by Licensing Committee that the extraordinary circumstances of a pandemic would impact on the evidence provided for the review. As such it was determined that the cumulative impact assessment be undertaken but that no changes were to be made until a further, more in-depth review in 2022 alongside the Statement of Licensing Policy when the full impact of the pandemic was known.

2023: A review was undertaken, as planned:

- The city centre area and scope remained the same, recognising that at the point of the review the full impact of the pandemic was not known.
- The Headingley area was increased to include the northern end of the Otley run and further information was included regarding this. The scope was expanded to include any application that sought to take advantage of the Otley Run and therefore negatively impact on crime, disorder, and nuisance in the area.
- The Hyde Park area and scope to remain unchanged.
- The Armley area and scope to remain unchanged.
- The Harehills and Burmantofts area to be expanded to include the areas to the west of Roundhay Road and to the south to include York Road, but the scope to remain the same.
- Holbeck be included as a cumulative impact area due to the slow increase of off licensed premises, as well as the crime, disorder and a population of vulnerable adults and children.

## Three Yearly Reviews

It is the intention of the council to review this cumulative impact assessment every three years but because of the dynamic nature of the city centre, it may be necessary to review the city centre evidence annually and to produce a separate cumulative impact assessment for that area.

Any review of the cumulative impact assessment will follow the same process:

- A call for evidence, sent to all responsible authorities and other interested parties through the Licensing Enforcement Group
- The request of police crime statistics specifically for the area in questions and the thorough examination of the evidence to determine if there is evidence of cumulative impact
- Liaison with the responsible authorities to gather further evidence through complaint statistics or other formal and informal action taken
- Consultation with ward members, through the Community Committees, local businesses, and responsible authorities
- The Cumulative Impact Assessment will be approved by Licensing Committee

Any amendments which require the removal or addition of cumulative impact areas will necessitate a revision of the Statement of Licensing Policy.

## Types of Evidence

---

### Alcohol Licensing Data Matrix

Public Health were made a Responsible Authority in 2011. However, in the absence of Health as a licensing objective, it is very challenging for Public Health to engage meaningfully within the licensing process. Nevertheless, Public Health England and the Local Government Association strongly acknowledge and support the importance of public health input into licensing and have encouraged the development of innovative ways to influence the process within the restrictive boundaries of the Licensing Act 2003.

Public Health has access to numerous key data sources which are not easily accessible by other Responsible Authorities, which can be used to inform the licensing process to help to identify potentially harmful applications and provide the evidence base to support associated decisions. Public Health England has published national guidance on how local Public Health teams can best utilise this data to influence the licensing process. The development of a data matrix which combines and analyses multiple key data sources is a method already used in other Local Authorities including Wigan, Wolverhampton, and Cornwall.

In 2018 Public Health and Entertainment Licensing worked together to develop a tool that could demonstrate where a locality is at risk of health harms from licensing activity. Public Health produced the tool, known as the Alcohol Licensing Data Matrix, which ranks localities against each other through comparing different data sets. In 2018 the data sets were ranked based on Lower Super Output Areas (LSOAs) which are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales and are defined by populations of around 1,500.

For three years, both the Licensing Authority and Public Health have used the Health Matrix to establish if an application located in a specific postcode will have a negative impact on the promotion of the licensing objectives. The information provided by the Matrix allows Licensing Subcommittees to consider the application in the context of the local areas and the problems being experienced by the population.

However, in 2021, a steering group was formed to establish if information garnered during the COVID pandemic, as well as new learning could improve the accuracy of the Health Matrix. It was decided that the data should be based on MSOA (Middle Layer Super Output Areas). MSOAs are built from groups of contiguous LSOAs with a minimum population of 5,000. The Organisation Data Service publish files created on their behalf by the Office for National Statistics, which link postcodes to the Middle Layer Super Output Area. This enables the Matrix user to input a postcode and the data for that MSOA to be ranked against all other areas in Leeds.

In addition, the Steering Group looked again at the datasets that were being used and updated. The following 18 datasets were identified. These allow the Health Matrix to be used for purposes other than just licensing decisions but are still relevant, to a greater or lesser extent, to the licensing objectives.

| Indicator                                     | Detail                              | Source      | Weighting |
|---|-------------------------------------|-------------|-----------|
| Deprivation Score                             | IMD2019                             | UK GOV      | Low       |
| Antisocial behaviour - alcohol related, count | 2016, 2017, 2018, 2019, 2020 summed | Safer Leeds | Mid       |
| Violent crime where alcohol flagged, count    | 2016, 2017, 2018, 2019, 2020 summed | Safer Leeds | Mid       |
| Drunk and disorderly, count                   | 2016, 2017, 2018, 2019, 2020 summed | Safer Leeds | Mid       |
| Off Licence premises count                    | August 2021                         | LCC         | High      |
| On Licence premises count                     | August 2021                         | LCC         | Mid       |

|   |  |                             |      |
|---|--|-----------------------------|------|
| Licensing risk score  | Licensing risk scores August 2021  | LCC                         | Mid  |
| Population aged 16 and under                                | July 2021 Leeds GP registered  | Leeds GP registers          | Mid  |
| Not achieving English & Maths strong pass                   | 2019 (2020 data not available re covid) % DIDN'T achieve E&M Strong Pass (grades 9-5)              | LCC                         | Mid  |
| Looked after children                                       | July 2020 + July 2021 Years combined for greater coverage  | LCC                         | Mid  |
| NEET (not in education or training)                         | 2019,2020,2021 known NEETS as of June each year summed   | LCC                         | Low  |
| Alcohol specific emergency admission count                  | 2016-17 to 2020-21 summed  | Hospital Episode Statistics | High |
| Alcohol related harm hospital stays (narrow, age std. rate) | Hospital stays for alcohol related harm (Narrow) Standardised Admission ratios 2013/14, to 2017/18 | www.localhealth.org.uk      | Mid  |
| Alcohol treatment, all episode counts                       | Alcohol treatment, Forward Leeds, all episodes July 2015 to August 2021                            | Forward Leeds               | High |
| Ambulance callouts related to alcohol, count                | Alcohol related ambulance callouts 2014/15 to 2017/18  | YAS / PHE                   | High |
| AUDIT tests scoring 16 or more (higher risk)                | Scoring >=16 AUDIT, Leeds GP recorded as of January 2020   | Leeds GP registers          | High |
| Alcoholic liver disease mortality rate                      | 2018-2020 rate   | Hospital Episode Statistics | High |
| Stroke emergency hospital admissions (age std. rate)        | Emergency hospital admission stroke, 2015 to 2016, to 2019 to 2020 (Standardised Admission ratio)  | www.localhealth.org.uk      | High |

When using the Alcohol Licensing Data Matrix, a representative postcode is used to find the MSOA. This will provide a ranking list of the 18 datasets and how they rank against the other 106 MSOAs in Leeds. A map of the MSOA will be provided to give context to these rankings. All maps are provided under licence to Esri UK, Esri, HERE, Garmin, GeoTechnologies, Inc, METI/NASA, USGS and have been produced using ArcGIS.

## Police Statistics

The Leeds District Analysis Unit has provided a statistical crime report for each of the assessed areas. These reports include, as a minimum, crime typically associated with the consumption of alcohol such as affray, assault, drunk and disorderly, public order offences, robbery, theft from person and theft non-specific. Each of the reports is slightly different and uses crime figures from different time periods. The Police have provided analysis for the statistics in their conclusions. Where appropriate the report may give information regarding peak hours and days for crime. The council has used extracts from the crime reports to aid the assessment. The complete crime reports are available from Entertainment Licensing.

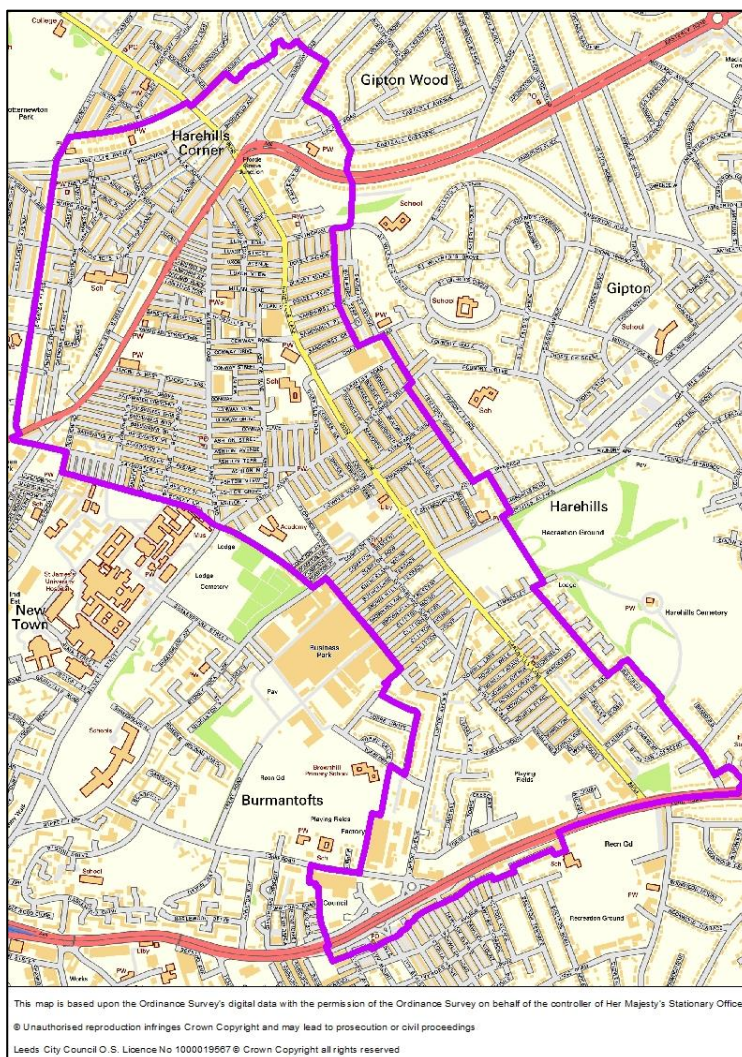
## 2023 Review of the Harehills and Burmantofts Cumulative Impact Area

This cumulative impact assessment has been carried out in accordance with Section 5A of the Licensing Act 2003.

The review of the cumulative impact assessment is mandated by the legislation and the licensing authority has no discretion as to whether to complete the assessment. However, it is for the authority to decide how detailed and in-depth that review needs to be.

This review was undertaken to expand the information provided to include issues relating to antisocial behaviour fuelled by alcohol not previously described. It also gave the opportunity to include information relating to Clear, Hold, Build. It was not expected the scope of area of the cumulative impact area be amended. At the same time the crime statistics and information provided through the Alcohol Licensing data Matrix was updated.

Harehills is an area to the east of Leeds city centre. It is an area that crosses two wards – Gipton and Harehills and Burmantofts and Richmond Hill. This area has many streets of terraced houses which offers cheaper housing. The area is cultural and ethnically diverse. It is situated in the country's top 5% of areas of deprivation. Unemployment is high at 9%.





Harehills is a deprived area with a high crime rate. Harehills Lane and Harehills Road are very busy retail areas, with many food shops supplying a wide range of products, some catering to specific ethnic populations. There are a high number of off licensed premises, far more than is usual. In the last 10 years 24 new off licences have been granted, with a further 10 being surrendered or lapsed. For a primarily residential area this is a high turnover of applications. It could indicate the highly competitive market that is obvious in this area. As of September 2023 there are 30 premises licensed to sell alcohol for consumption off the premises.

The predominant nuisance problems in the area are around neighbour and youth nuisance. Anecdotally street and back yard parties are common, noisy, and disruptive with the peak time for nuisance being in the evening.

Residents have been active in trying to improve the area for many years but there is concern that with an increasing crime rate and unrestricted licensing possibilities, the problems being experienced in Harehills will only increase despite their best efforts. One resident, who has lived in Harehills for 23 years, describes the problems they experience:

*In recent years there has been an exponential rise in the number of businesses selling alcohol in the Harehills area. From specialist off-licences to corner shops, big name supermarkets and independent general stores, within an area covering less than 2 square miles, approximately 70% of shops are selling alcohol of some kind.*

*Drunkenness and anti-social behaviours associated with drinking alcohol are increasingly affecting the daily lives of local residents. Whether it be putting up with lewd, bawdy and salacious behaviour from large groups congregated around these shops and local green-spaces, protecting children from having to listen to foul and inappropriate language, witnessing violent interactions taking place in your street and having to deal with the subsequent damage to property such as demolished walls and damaged cars, to clearing up cans and broken glass from discarded bottles before tyres are punctured and children and pets are hurt or hosing down sick and urine spattered pavements and garden walls, the results of uncontrolled alcohol consumption are having an extremely negative affect on the local area.*

*These are the depravities being experienced on a daily basis by local people who are trying hard to provide a wholesome and safe environment in which their children can develop into responsible and respectful adults. Would you want to bring children up within sight and sound of this type of behaviour? Would you want to watch an adult man unzip his fly and urinate into your neighbour's garden? Would you want to clean up human excrement from the pavement outside your gate deposited in broad daylight in full and shameless view of your children?*

*Please do not disadvantage our community even more by swamping us in a sea of alcohol and the ensuing tsunami of antisocial behaviour that it brings. Decent people are being put off from moving into this area, desperate people are moving out and those who can't are living out their lives in resigned despair. Vulnerable people are being lured into addictions, debt and crime and young people are being exposed to negative influences. We are a community in crisis, and we need Leeds City Council to assume some responsibility for the decline of this area by reviewing its licensing policies to support us in trying to improve our area and build a better future.*

The Council has recognised that there are many complex issues relating to alcohol in Harehills. The most obvious issue is around the groups of alcohol dependent drinkers who gather near to the off licences which serve them. The council have engaged the services of Touchstone who provide outreach services to this group, engaging with over 100 different individuals assisting them with options for treatment, but also operating as a de facto one stop shop, assisting with housing and benefits issues as well.

Dependent street drinkers do not travel far from the off licences they buy their alcohol from. They will hang around in groups of up to 20 in side streets and alley ways. The local neighbourhood policing team will engage with the groups encouraging them to move on when they become disorderly. They may need to do this multiple times over their shift, making this group resource intensive.

However this is not the only group of people in Harehills that have an impact on the community in Harehills. There is an issue with alcohol related disorder associated with large groups spread across Harehills who socialise, often late at night, with music playing. The council deals with numerous complaints relating to children who are left to play out in the street unsupervised at very young ages until very late at night. Leeds Antisocial Behaviour Team had a period of success in dealing with such groups last year by using Premises Closure legislation to affect a large scale closure of streets, with over 90 individuals summonsed to court. However this avenue has now been closed by amendments to the legislation prohibiting its use for streets.

The council tackle this issue through education with targeted interventions with families concentrating primarily on the child safeguarding aspect with the Police and Out of Hours Noise Team dealing with alcohol related antisocial behaviour and noise.

The number of off licences in Harehills directly contributes to the antisocial behaviour of both groups. There is a Public Spaces Protection Order in place in Harehills to address alcohol related antisocial behaviour. Where there is disorder the Neighbourhood Policing Team can confiscate and dispose of the alcohol being consumed in the street. However the number of off licences means easy access and plentiful availability of alcohol in Harehills. This has led to these groups using the tactic of only purchasing a single can/bottle of alcohol to consume in the street, knowing they can replace the confiscated alcohol within minutes once the officers leave. The risk of losing a single can is not serving as a sufficient deterrent given the ease at which it can be replaced from any one of the 30 off licences in the area.

Both these groups not only have a negative impact on disorder, but also create a public nuisance. There are concerns regarding the safety of the children belonging to these groups, but also for other children who live in this area, many of whom are vulnerable. Children witness both groups daily and this kind of behaviour normalises the excessive use of alcohol in the street, as well as antisocial behaviour.

In the past premises seeking a licence to sell alcohol for consumption off the premises have sought to include measures on their licences which would discourage the alcohol dependent drinkers from using their premises. Measures such as not selling high abv beers, lagers and cider may make a difference in areas where alcohol dependent drinkers are the only concern, but Harehills has many other alcohol related issues.

It is obvious from the mix of businesses on Harehills Lane, Harehills Road and Roundhay Road, that people in Harehills shop daily or several times a day. Minimum grocery spend, or minimum alcohol spend conditions would be unlikely to discourage the people engaged in street parties, although it is likely to address selling to people engaged in street drinking. Similarly restricting the alcohol types to eastern European lagers and beers, of a lower abv is also unlikely to have any impact.

West Yorkshire Police provided the following comments:

*I currently work as the CommUnity Harehills Sergeant. This is part of the Clear, Hold, build initiative for Harehills led by Leeds District, forming part of the larger intervention delivered by the Serious Violence and Organised Crime Disruption Partnership for the area. Harehills has scored as the highest area of risk on the annual Most Serious Violence Report published for the force.*

*Part of this partnership involves tackling a persistent and prevalent issue within the ward of street drinking. This issue creates a variety of different issues including noise nuisance, littering and public order offences. This information was received through PACT meetings (public meetings with members of the public), calls to West Yorkshire Police and direct observations by me and fellow officers.*

*We know through crime analysis that there is a strong correlation between alcohol and violence.*

*The Harehills ward in Leeds has a difficult issue with street drinkers, there are multiple ways we can look to enforce the issue and there have been many previous problem solving groups who have been tasked with resolving the problem with limited success. There is a PSPO (Public space protection order) which allows police officers to make anyone drinking alcohol in a prohibited area to be fine. This is extremely difficult to enforce from a police perspective, due to limited resources and a multitude of issues within the locality we simply do not have the staff to regularly monitor.*

*Due to this we have worked with partners to educate off licences and distribute literature encouraging responsible sales of alcohol. This includes a closure warning letter which was issued to all licensed premises within the ward indicating powers under section 80 of the Anti-social Behaviour, Crime and Policing Act 2014 for a Premises Closure.*

*Due to the ongoing issues, we have been conducting inspections and test purchases on a number of licensed premises within the ward.*

*During the inspections we held in June and August we have found nearly all the licensed premises contained non duty paid alcohol seized by HMRC as well as illicit cigarettes. Furthermore, we have conducted several test purchases where a number of the licensed premises have sold alcohol to persons under 18 showing.*

*These inspections have been put in place to ensure that licensed premises adhere to the conditions set within their licence. The irresponsible sale of alcohol can have a detrimental effect on a locality.*

*We have regularly liaised with our partners in licensing and LASBT about the ongoing issues however I would say as a police officer the damaging effect alcohol consumption has on this community is a direct link to why it is the highest risk for violence within West Yorkshire.*

## Clear Hold Build

The Clear, Hold, Build approach represents a protracted strategy that involves actively engaging and empowering the local community. This ensures that the concerns most pertinent to their daily lives dictate the focus of collaborative efforts. By combining targeted enforcement with community-centric initiatives, this approach enables law enforcement and partner agencies to eliminate organised criminal activity from an area, maintain control to prevent its re-emergence and fortify the region to make it less susceptible to criminal elements.

Under the 'CommUnity Harehills' project officers from the Leeds East Neighbourhood Policing Team have been joined by staff from West Yorkshire Trading Standards, Leeds Anti-Social Behaviour Team, Licensing, HM Revenue & Customs, Serious Environmental Crime Team, the Department for Work and Pensions, Immigration, and the Driver and Vehicle Standards Agency at several Action Days where commercial premises are inspected.

Since March 2023, under Operation Bakegreen, officers from the Leeds East Neighbourhood Policing Team have been carrying out a widespread proactive campaign to disrupt and dismantle the organised supply of drugs in the area to lay firm foundations in the 'clear' phase.

With support from a range of resources, including specialist officers from Programme Precision which targets serious and organised crime and Leeds District Neighbourhood Impact Team, a total of 32 drugs warrants have been executed with more than 40 arrests made. More than 1,000 cannabis plants have been seized along with other drugs worth about £150,000. Officers have also recovered more than £50,000 in cash and seized thousands of pounds worth of jewellery, designer clothing and vehicles under the Proceeds of Crime Act.

In September 2023 Leeds East Neighbourhood Policing, in collaboration with personnel from Leeds Anti-Social Behaviour Team, Licensing, West Yorkshire Trading Standards, HM Revenue & Customs, the Department for Work and Pensions, Immigration, and the Driver and Vehicle Standards Agency, undertook a visit to 13 commercial establishments in Harehills. This led to a series of enforcement measures and substantial seizures.

Over the course of two days, five individuals were apprehended, nine vehicles were confiscated, and 25 closure warning notices were delivered to licensed premises. Additionally, three Community Protection Notice warnings were issued. A Misuse of Drugs Act warrant, carried out as an emergency measure, led to the discovery of a cannabis farm, and an offensive weapon was confiscated. Immigration officers executed two arrests, and fines potentially amounting to £20,000 were imposed on the implicated businesses. The operation also resulted in the recovery of a total of 3,129 cans of beer, 428 bottles of wine, 255 bottles of spirits, 2,230 vapes, and roughly 150,000 cigarettes.

Because of these days of action, West Yorkshire Police have submitted ten reviews of premises licences of those businesses involved in these days of action. The reviews, supported by Ward Members and Public Health and with additional evidence of non-compliance from Licensing Enforcement, are still in process, with the final outcomes to be decided. However, under the Licensing Act it is a relatively simple process for the current licence holder to transfer the premises licence to an unconnected individual, and to weaken the impact of the licence review.

Inspector Alastair Nicholls, who heads the Leeds East Neighbourhood Policing Team, said:

*“The CommUnity Harehills initiative is about working collaboratively with partners to tackle organised criminality across the communities we serve, in line with concerns raised by the local community.”*

*“These days of action demonstrate how police and partners will ruthlessly pursue and disrupt all forms of criminality which cause harm in the local community. The police will continue to work with partners to target and disrupt organised criminality to keep communities safe and feeling safe.”*

Linda Davis, Trading Standards Manager, said:

*“Illicit tobacco products hook young people into tobacco experimentation and use because they are more affordable. Members of the public should recognise the adverse health, economic and social impacts of the illicit trade of tobacco products, including the linkages with human trafficking and organised crime.”*

*“We want to see health improvement in this county and with poor and disadvantaged communities and young people often the target of this cheap tobacco, it does not encourage people to quit. Offenders need to know that they will face consequences if they choose to deal in these illegal products.”*

# Evidence

---

## Alcohol Licensing Data Matrix

The Harehills Cumulative Impact Area sits across three MSOAs:

- MSOA E02002382 known as Harehills South
- MSOA E02002377 known as Harehills North and
- MSOA E02002394 known as Burmantofts.

### Harehills South

The Harehills cumulative impact area sits in MSOA E02002382 known as Harehills South.

It ranks 11<sup>th</sup> out of 107 MSOAs in Leeds and is considered high risk, which is the description given to the top 10 to 23 MSOAs.

This is an area of deprivation, scoring second highest in the city of Leeds. As can be seen from the table below, this area has significant concerns in relation to vulnerable children. This area is highest for a population of children aged under 16 years, and highest for children with lower educational attainment. It ranks 9<sup>th</sup> for looked after children and for children not in employment, education, or training.

Drunk and disorderly, violent, and antisocial behaviour crime are all either very high or high.

This area not only has the sixth highest number of off licensed premises in the city, but also a high licensing risk score. This means there are a high number of premises that the Licensing Authority consider to be at high risk for either compliance issues or in relation to the style of operation. Following the Clear Hold Build days of action, it is likely that this score will be higher at the next data refresh.



This table provide the ranking of this MSOA across the data sets.

| Indicator   | MSOA Category | Rank |
|---|---------------|------|
| Population aged 16 and under                                | Very high     | 1    |
| Not achieving English & Maths strong pass                   | Very high     | 1    |
| Litter complaints   | Very high     | 1    |
| Deprivation Score   | Very high     | 2    |
| Stroke emergency hospital admissions (age std. rate)        | Very high     | 3    |
| Antisocial behaviour - alcohol related, count               | Very high     | 4    |
| Off Licence premises count                                  | Very high     | 6    |
| Crime where alcohol flagged, count                          | Very high     | 8    |
| Looked after children                                       | Very high     | 9    |
| NEET (not in education or training)                         | Very high     | 9    |
| Violent crime where alcohol flagged, count                  | Very high     | 9    |
| Drunk and disorderly, count                                 | High          | 10   |
| Noise complaints  | High          | 12   |
| Alcohol related harm hospital stays (narrow, age std. rate) | High          | 14   |
| Licensing risk score  | High          | 18   |
| Ambulance callouts related to alcohol, count                | High          | 23   |
| Alcoholic liver disease mortality rate                      | Medium        | 31   |
| AUDIT tests scoring 16 or more (higher risk)                | Low           | 55   |
| Alcohol specific emergency admission count                  | Low           | 57   |
| On Licence premises count                                   | Low           | 59   |
| Alcohol treatment, all episode counts                       | Low           | 61   |

### Harehills North

The top of the cumulative impact area comes under MSOA E02002377. It is ranked 25 out of 107 MSOAs in Leeds. This MSOA is known as Harehills North.

This area, which constitutes the northwest of the cumulative impact area scores very high for data sets relating to children. Like its closest neighbour in the south this area has significant concerns in relation to vulnerable children. This area is second highest for a population of children aged under 16 years, high for looked after children (13<sup>th</sup>) and very high for children not in employment, education, or training (4<sup>th</sup>).

The predominant area for retail in this MSOA is Roundhay Road. This has a mix of types of shop, off licences are plentiful, but it also has unlicensed restaurants, food stores and commercial premises along its length. The area suffers from high alcohol related anti-social behaviour and very high for drunk and disorderly (7<sup>th</sup>).



Taken together these two MSOAs, which cover quite small geographical areas, and do not cover the bottom third of the cumulative impact area (which has a similar ranking under the Alcohol Licensing Data Matrix), have concerns relating to vulnerable children and alcohol related crime and disorder.

This table provide the ranking of this MSOA across the data sets.

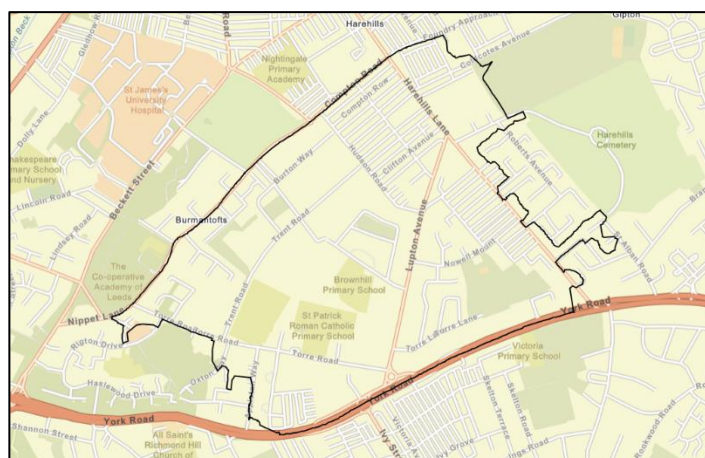
| Indicator   | MSOA Category | Rank |
|---|---------------|------|
| Population aged 16 and under                                | Very high     | 2    |
| Litter complaints   | Very high     | 3    |
| NEET (not in education or training)                         | Very high     | 4    |
| Drunk and disorderly, count                                 | Very high     | 7    |
| Antisocial behaviour - alcohol related, count               | High          | 12   |
| Looked after children                                       | High          | 13   |
| Deprivation Score   | High          | 15   |
| Off Licence premises count                                  | High          | 16   |
| Not achieving English & Maths strong pass                   | High          | 20   |
| Stroke emergency hospital admissions ( age std. rate)       | High          | 21   |
| Crime where alcohol flagged, count                          | Medium        | 26   |
| Licensing risk score  | Medium        | 33   |
| Violent crime where alcohol flagged, count                  | Medium        | 34   |
| Ambulance callouts related to alcohol, count                | Medium        | 43   |
| Alcohol related harm hospital stays (narrow, age std. rate) | Medium        | 53   |
| Alcohol specific emergency admission count                  | Low           | 62   |
| Alcohol treatment, all episode counts                       | Low           | 72   |
| On Licence premises count                                   | Low           | 77   |
| AUDIT tests scoring 16 or more (higher risk)                | Low           | 79   |
| Noise complaints  | Low           | 88   |
| Alcoholic liver disease mortality rate                      | Low           | 90   |

### Burmantofts

The southernmost MSOA in this area is known as Burmantofts and come under MSOA E02002394. It is ranked 10 out of 107 MSOAs.

In common with the other two MSOAs in this cumulative impact area, this MSOA scores most highly in the datasets relating to vulnerable children. This area is ranked highest in Leeds for looked after children, 4<sup>th</sup> for population under 16, 12<sup>th</sup> for lower educational attainment, and 10<sup>th</sup> for children not in education, employment, or training.

This area also scores very high for the density of off licences and very high for alcohol related hospital stays. As can be seen from the table, nearly all other data sets scored high.



This table provide the ranking of this MSOA across the data sets.

| Indicator   | MSOA Category | Rank |
|---|---------------|------|
| Looked after children                                       | Very high     | 1    |
| Stroke emergency hospital admissions ( age std. rate)       | Very high     | 2    |
| Deprivation Score   | Very high     | 3    |
| Litter complaints   | Very high     | 4    |
| Population aged 16 and under                                | Very high     | 5    |
| Crime where alcohol flagged, count                          | Very high     | 7    |
| Violent crime where alcohol flagged, count                  | Very high     | 7    |
| NEET (not in education or training)                         | High          | 10   |
| Alcohol related harm hospital stays (narrow, age std. rate) | High          | 11   |
| Ambulance callouts related to alcohol, count                | High          | 11   |
| Not achieving English & Maths strong pass                   | High          | 12   |
| Alcohol specific emergency admission count                  | High          | 12   |
| Off Licence premises count                                  | High          | 15   |
| Antisocial behaviour - alcohol related, count               | High          | 17   |
| Alcohol treatment, all episode counts                       | High          | 18   |
| Noise complaints  | High          | 19   |
| Drunk and disorderly, count                                 | High          | 19   |
| AUDIT tests scoring 16 or more (higher risk)                | High          | 23   |
| Alcoholic liver disease mortality rate                      | Medium        | 40   |
| Licensing risk score  | Medium        | 43   |
| On Licence premises count                                   | Low           | 86   |

Overall the Harehills and Burmantofts Cumulative Impact Area which has many vulnerable children living within its borders. It has a high density of off licences and there are high levels of alcohol related antisocial behaviour and drunk and disorderly crime. Confidence in the management of licensed premises, as evidenced by the Licensing Risk Scores is low.

## Police Statistics

West Yorkshire Police have produced a statistical report titled “Leeds Harehills CIP Report: Date range 1 September 2020 to 31 August 2023 which has been referred to when reviewing this area. Extracts from this report are included below. A full copy of the report is available from Entertainment Licensing.

The types of crime searched are as follows:

- Assault
- Affray
- Theft Other
- Other Violence
- Drunk & Disorderly
- Public Order
- Robbery
- Sexual



- Theft From Person
- Nuisance ASB

The Police Report provides the following overall statements:

- Offence numbers in the Harehills CIP Area have decreased 9.7% between the most recent 12-month period and the previous. Offending rate is more akin to early 2021 following a significant increase in offences through 2021-2022 period.
- Nuisance ASB calls have decreased each year through the three annual periods analysed, reducing on average each year by a third.
- Offending tendencies of the highest demand streets in the CIP area remain largely during the day time between 15:00 and 19:00.
- Issues on Lascelles Terrace and Sutherland Mount are evident in the most recent annual period. These both involve youth nuisance smoking cannabis and noise disturbances.
- There is evidence to suggest that group of young males hosting street parties contributing to demand around Lascelles and Bayswater Street Clusters as well as Harehills Road and Harehills Lane.

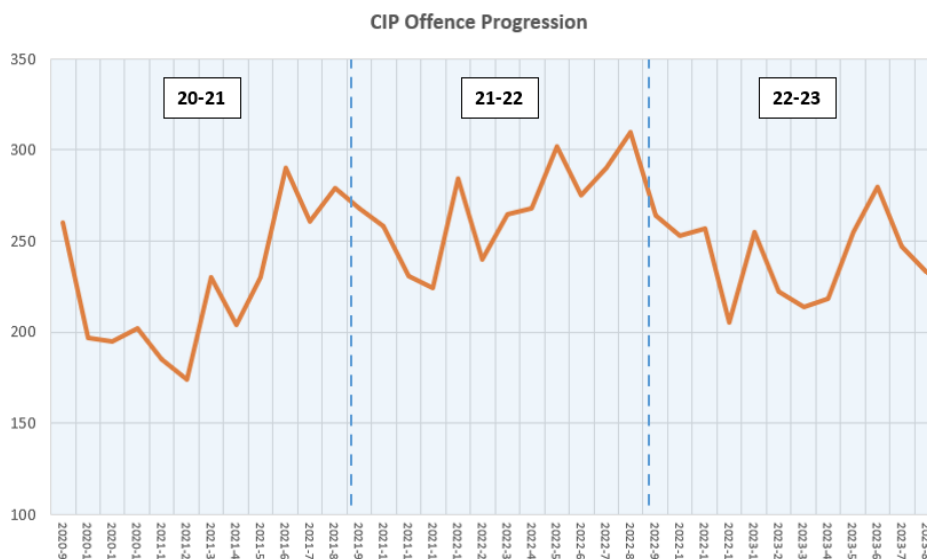
### Crime

Crime levels within the CIP have been variable over the 3 years, overall increasing by 7%.

As expected, offending rate increased moving out of covid restrictions with several crime categories increasing in rate by one third.

In those offence categories however, most have then seen decreases in the period following the exit from covid 19 restrictions. Only 'Theft from Person' and 'Robbery' have seen maintained increases throughout the 3-year period. Theft from person offending rate has contributed significantly, relatively speaking, to the overall 7% increase in CIP area crime the two greatest contributors to that increase are public order offences and 'Other violence' increasing 20% and 18% respectively over the 3-year period.

A large proportion of the 2022-2023 period has exhibited reduced figures for crime compared to the previous annual period. Summer month offending levels increased as they have done in previous periods but not to the same extent.



## All Data

| Category / Period  | 20-21       | 21-22       | 22-23       | % Change<br>20/21 & 21/22 | % Change<br>21/22 & 22/23 | % Change<br>20/21 & 22/23 |
|--------------------|-------------|-------------|-------------|---------------------------|---------------------------|---------------------------|
| Assault            | 1327        | 1473        | 1300        | +11.0%                    | -11.7%                    | -2.0%                     |
| Public Order       | 501         | 642         | 572         | +28.1%                    | -10.9%                    | +14%                      |
| Other Violence     | 419         | 533         | 502         | +27.2%                    | -5.8%                     | +20%                      |
| Other Theft        | 170         | 220         | 201         | +29.4%                    | -8.6%                     | +18%                      |
| Sexual             | 117         | 152         | 134         | +29.9%                    | -11.8%                    | +15%                      |
| Robbery            | 75          | 79          | 80          | +5.3%                     | +1%                       | +7%                       |
| Theft From Person  | 47          | 64          | 68          | +36.2%                    | +6%                       | +45%                      |
| Affray             | 31          | 28          | 20          | -9.7%                     | -28.6%                    | -35.5%                    |
| Drunk & Disorderly | 20          | 24          | 26          | +20.0%                    | +8%                       | +30%                      |
| <b>Total</b>       | <b>2707</b> | <b>3215</b> | <b>2903</b> | <b>+18.8%</b>             | <b>-9.7%</b>              | <b>+7%</b>                |

## Top Streets

The following table explains which specific areas of the Harehills CIP have seen the greatest crime demand and how they have progressed through the three annual periods.

| Street           | 20-21 | 21-22 | 22-23 | % Change<br>20/21 & 21/22 | % Change<br>21/22 & 22/23 | % Change<br>20/21 & 22/23 |
|------------------|-------|-------|-------|---------------------------|---------------------------|---------------------------|
| Harehills Lane   | 234   | 293   | 281   | +25.2%                    | -4.1%                     | +20%                      |
| Beckett Street   | 252   | 213   | 283   | -15.5%                    | +33%                      | +12%                      |
| Harehills Road   | 133   | 184   | 133   | +38.3%                    | -27.7%                    | -                         |
| Alma Street      | 119   | 136   | 128   | +14.3%                    | -5.9%                     | +8%                       |
| Milan Road       | 80    | 93    | 63    | +16.3%                    | -32.3%                    | -21.3%                    |
| Compton Road     | 61    | 86    | 67    | +41.0%                    | -22.1%                    | +10%                      |
| Ashton Road      | 56    | 34    | 64    | -39.3%                    | +88%                      | +14%                      |
| Sutherland Mount | 38    | 63    | 28    | +65.8%                    | -55.6%                    | -26.3%                    |
| Cherry Row       | 33    | 48    | 46    | +45.5%                    | -4.2%                     | +39%                      |
| Bayswater Mount  | 24    | 48    | 48    | +100.0%                   | -                         | +100%                     |
| Stoney Rock Lane | 31    | 48    | 35    | +54.8%                    | -27.1%                    | +13%                      |
| Lupton Avenue    | 46    | 40    | 21    | -13.0%                    | -47.5%                    | -54.3%                    |

Harehills Lane is the greatest street for crime demand. Throughout the three annual periods the crime level on the street fluctuated. Most recently the comparison from 20-21 time period to most recent 22-23 period, Harehills Lane increased by 20% overall mostly due to increases in violence and public order.

Beckett Street was the second busiest street overall throughout this period, increasing as Harehills Lane did with fluctuations between years, largely increasing due to low harm violent offences increasing as well as having the highest proportion of theft and theft from person offences.

Bayswater Mount recorded double the number of offences on the street between 20-21 and 21-22. This has been maintained throughout the most recent period 22-23. Both annual periods saw significant increases in assaults a large proportion being domestic related. Public order on Bayswater Mount has also increased significantly particularly in relation to Hate crime/Harassment between neighbours following disturbance/ongoing disputes. This is reflected in the call for service rate of this wider area.

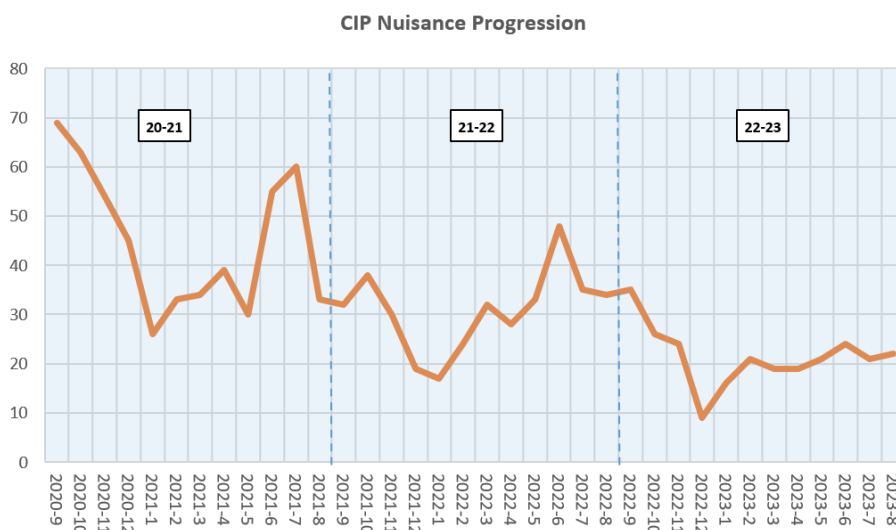
Sutherland Mount has seen the most relative decrease over the three annual periods, offences halving in 22-23. Violence with injury and public order offences have reduced most in the current period following an increase in violent behaviour connected to urban street gangs in the area in previous years.

Milan Road also saw a significant decrease in the most recent period, falling by a third. In a similar fashion to Sutherland Mount, public order has decreased on this street but remains the most pertinent issue followed by Violence without injury offences in which reductions have been made across the three annual periods.

### Nuisance

Overall Nuisance ASB reports have decreased annually within the CIP area. Comparing the periods of 20-21 and 22-23, Nuisance ASB can be seen to have decreased by **52.5%**. Youth related ASB still remains as the most frequent sources of ASB calls however that as reduced dramatically between the two periods mention by **43.4%** falling from 166 in 20-21 calls to 94 in 22-23.

All Nuisance categories have seen decreases over the three periods analysed. Alcohol Related nuisance has seen the greatest relative reduction since the 20-21 period reducing by **73.7%** from 76 in 20-21, increasing slightly in 21-22 to 88 calls and finally reducing to 20 calls between the 22-23 data period



### All Data

| Category / Period                    | 20-21      | 21-22      | 22-23      | % Change 20/21 & 21/22 | % Change 21/22 & 22/23 | % Change 20/21 & 22/23 |
|--------------------------------------|------------|------------|------------|------------------------|------------------------|------------------------|
| YOUTH RELATED                        | 166        | 125        | 94         | -24.7%                 | -24.8%                 | -43.4%                 |
| ADULT NUISANCE - NON-ALCOHOL RELATED | 107        | 42         | 48         | -60.7%                 | 14.3%                  | -55.1%                 |
| NEIGHBOUR RELATED                    | 103        | 42         | 42         | -59.2%                 | -                      | -59.2%                 |
| ALCOHOL                              | 76         | 88         | 20         | 15.8%                  | -77.3%                 | -73.7%                 |
| NUISANCE MOTORCYCLE/QUAD BIKE        | 32         | 33         | 20         | 3.1%                   | -39.4%                 | -37.5%                 |
| FIREWORKS/SNOWBALLING                | 30         | 21         | 16         | -30.0%                 | -23.8%                 | -46.7%                 |
| NUISANCE CAR/VAN                     | 21         | 17         | 11         | -19.0%                 | -35.3%                 | -47.6%                 |
| LITTERING/DRUGS PARAPHERNALIA        | 6          | 2          | 6          | -66.7%                 | 200.0%                 | -                      |
| <b>Total</b>                         | <b>541</b> | <b>370</b> | <b>257</b> | <b>-31.6%</b>          | <b>-30.5%</b>          | <b>-52.5%</b>          |

The following table explains which specific areas of the Harehills CIP have seen the most calls relating to Nuisance and how they have progressed through the three annual periods.

**Top Streets**

| <b>Street</b>  | <b>20-21</b> | <b>21-22</b> | <b>22-23</b> | <b>% Change<br/>20/21 &amp; 21/22</b> | <b>% Change<br/>21/22 &amp; 22/23</b> | <b>% Change<br/>20/21 &amp; 22/23</b> |
|----------------|--------------|--------------|--------------|---------------------------------------|---------------------------------------|---------------------------------------|
| Harehills Lane | 49           | 47           | 19           | -4.1%                                 | -59.6%                                | -61.2%                                |
| Bexley Gr      | 27           | 44           | 1            | 63.0%                                 | -97.7%                                | -96.3%                                |
| Harehills Rd   | 33           | 14           | 12           | -57.6%                                | -14.3%                                | -63.6%                                |
| Compton Rd     | 8            | 27           | 5            | 237.5%                                | -81.5%                                | -37.5%                                |
| Beckett St     | 19           | 5            | 5            | -73.7%                                | -                                     | -73.7%                                |
| Bayswater Mt   | 14           | 5            | 6            | -64.3%                                | 20.0%                                 | -57.1%                                |
| Bayswater Ter  | 15           | 5            | 3            | -66.7%                                | -40.0%                                | -80.0%                                |
| Sutherland Mt  | 4            | 8            | 10           | 100.0%                                | 25.0%                                 | 150.0%                                |
| Lascelles Ter  | 4            | 3            | 14           | -25.0%                                | 366.7%                                | 250.0%                                |
| Brownhill Ter  | 5            | 9            | 7            | 80.0%                                 | -22.2%                                | 40.0%                                 |

Harehills Lane, unsurprisingly given its length, remains the top street for ASB calls within the CIP area however it has seen a progressive decrease across the three annual periods, resulting in a total decrease between 20-21 and 22-23 of **61.2%**.

Bexley Grove has also seen a dramatic decrease in call rate for nuisance ASB reducing the most by any individual street, relatively speaking, by 96.3%, reducing from a peak of 44 calls in 21-22 to just 1 call in 22-23 relating to nuisance.

Lascelles Terrace exhibited the greatest rise between the three annual periods, particularly in the current 22-23 period rising from 3 to 14 calls. This increase made Lascelles Terrace the 3<sup>rd</sup> highest street in the CIP for Nuisance ASB. The sole cause of the dramatic rise on Lascelles Terrace is due to youth ASB namely large groups of youths playing loud music, smoking cannabis, and causing criminal damage. Spiked in 22-23

Sutherland Mount rose in nuisance call demand each period consecutively, more than doubling over the three annual periods. As with Lascelles Terrace, this increase made Sutherland Mount one of the top Streets within the CIP for Nuisance Call demand. Sutherland Mount has seen a progressive increase each year of nuisance motorbike calls, generally connected to youth ASB.

**Of Note:** There are several logs that describe a group of males, behaving in a way that generates demand throughout the northern half of the CIP. Several calls each received as Youth Nuisance, Adult Nuisance and Neighbour Disputes detail that young males in groups ranging from 3 to upwards of 15 have been having loud gatherings and parties along the Bayswaters, and Lascelles clusters and onto Harehills Road/Lane. Call numbers that could be attributable to this group is upwards of 20 in 2023 with several callers calling multiple times following continued disturbances.

## Leeds Antisocial Behaviour Team

Leeds Antisocial Behaviour Team have provided the following information.

*Street drinking is the number one issue raised when we meet with local residents, partners and ward members in this area. The problematic drinkers are attracted to the Harehills area by the ready availability of cheap alcohol. They gather in groups, shout and argue amongst themselves, litter alcoholic drinks cans, urinate and defecate in public, and cause occasional violence thus causing harassment, alarm and distress to other members of the community and raising the fear of crime. Members of the public also report being intimidated and dissuaded from using local businesses as a result.*

*A number of efforts have been made by Leeds City Council, West Yorkshire Police and other partners to reduce the levels of street drinking and the associated nuisance and disorder in Harehills, including:*

- *A Public Spaces Protection Order – PSPO.*
- *A Premises Closure Order limiting the public consumption of alcohol.*
- *Anti-Social Behaviour Injunctions for individuals.*
- *Outreach projects to address underlying alcohol addiction issues.*
- *Work to educate off-licences and distribute literature encouraging responsible sales of alcohol.*
- *Multi-agency operations targeting the untaxed sale of alcohol in the area.*

*These measures require significant public resource, one example would be an injunction we obtained against JJ for his persistent anti-social behaviour in and around the Nowells and Cliftons area of Harehills and very close to this shop, an injunction he breached many times and was given many last chances by the courts who insisted he needed treatment away from alcohol rather than punishment, however when he appeared in court again for breaching his injunction a further 13 times the court were less tolerant and he was sentenced to 10 weeks in prison. As a result of this and his behaviours he was also evicted from his house by his landlord and will be homeless upon his release. He and the other people in the area who are vulnerable to the lure of the plentiful supply of cheap alcohol do not need that access and availability to be increased. The cost of the legal action taken to prosecute the breaches of the injunction ran into thousands of pounds of public money.*

*In addition across Harehills including the Nowells and Cliftons area, there are large extended migrant families and networks of friends from their home country. Culturally they drink and socialise in large groups, often late at night with music playing. An off shoot of this, which we also get complaints about, is that whilst this is going on children are left to play out in the street unsupervised at very young ages until very late at night. AWe have received complaints for the last 4 summers and we have tried to tackle it through education with targeted interventions concentrating primarily on the child safeguarding aspect with the Police, the Out of Hours Noise Team and Leeds Anti-Social Behaviour Team to deal with the complains around the excessive drinking and the noise.*

The following are a dip sample of the calls for service report LASBT receives from the Police Link Officers, and this gives a flavour of the type of issues that get reported. This is over one weekend in August.

These are reports direct to the Police. Often it is very difficult to identify the individuals involved and often the groups congregate in back streets and not always attributable to an address. Door knocking and letter drops rarely reveal any new information, the communities are very insular and rarely communicate directly with LASBT. The complainants prefer to speak through their ward members.

Please note these call logs have been edited to remove identifying information, and non-relevant information, such as call sign logs.

|                             |   |                      |
|-----------------------------|---|----------------------|
| <p>18/08/2023<br/>16:51</p> | <p>Large fight ongoing in street. Around 20 youths involved. Boys and girls - approx. Aged between 12 and 18. No weapons seen. Not really close enough to see clearly but none seen.</p> <p>Officer attending: there were large groups outside two addresses when we arrived, they are regularly sat outside these addresses. No complaints from anyone or offences disclosed. The group are generally quite loud, appeared in good spirits and no complaints.</p>  | <p>Trafford Ave</p>  |
| <p>20/08/2023<br/>00:55</p> | <p>Caller reporting large gathering at locus. There is loud music and drinking. At least 40 + people currently present. Has been ongoing since the afternoon - caller expected it to calm down from 11pm ish but it hasn't. People are becoming rowdy with the alcohol. Caller is two streets away and I can hear the music on the phone. Caller hasn't reported to the council as of yet - I have advised she do so if this is an ongoing issue in the area. There are people coming and going in cars constantly so possibility of opl etc but this cannot be confirmed by caller.</p>  | <p>Gathorne Ter</p>  |
| <p>20/08/2023<br/>00:58</p> | <p>Ongoing celebration in the street. Speakers set up on the street and approx. 40 people gathered. This happens one Saturday night every month, but caller isn't sure why. Causing nuisance for residents. Strong smell of cannabis on the street.</p>   | <p>Gathorne Ter</p>  |
| <p>21/08/2023<br/>02:36</p> | <p>5 people sitting at locus drinking and playing music loudly out of a large speaker. This is at the junction and close to the main road also. No previous for this. Can hear some shouting, not aggressive but loud and calling to each other. No names known. All males. Possibly eastern European / Romanian males. Caller believes this from the kind of music they are playing.</p>   | <p>Bayswater Rd</p>  |
| <p>21/08/2023<br/>17:26</p> | <p>Caller is reporting lots of people in the street - playing games and making noise in the middle of the road. Lots of noise and disruption. Caller says some of them are from number xxx. Caller is distressed. Caller is concerned for the safety of residents - they are throwing a ball around - it could hit peoples windows. They are adults not children. The noise is very loud - I can hear it. Caller said about 20 people. Said some of them have come from Harehills.</p> <p>1730 - I have spoken with caller she states that there are still people outside on the street playing football. Not doing anything criminal and not said anything untoward to her. However she just feels annoyed that people who are not living there are attending the street to play.</p> <p>Officer attending: persons are just playing, nothing criminal. Low level nuisance</p> | <p>Broughton Ter</p> |

## Safer Stronger Communities Team

The Safer Stronger Communities Team, which works under the Community Safety Partnership umbrella, forges partnerships with agencies, residents, and ward members to:

- Strengthen the safer and stronger elements of partnership working,
- Address crime and anti-social behaviour to keep people safe from harm, and,
- Be responsive to local needs, to create thriving, resilient communities that promotes respect.

Both Burmantofts & Richmond Hill and Gipton and Harehills have been designated as Priority Wards. The revised model for working in Leeds' Priority Wards was previously approved by Executive Board – 16th March 2022 and agreed to:

- Support the continued development of the Locality Working approach and endorse the evolving whole city approach to Locality Working around the more targeted, seasonal, and responsive approach.
- Support the upscale of the Locality Working approach to increase the priority neighbourhood footprint in our most disadvantaged communities to cover all the 12 (1%) most disadvantaged neighbourhoods, whilst retaining a focus at the ward level in the city's 6 priority wards to enable greater impact and outcomes, through a collective focus to tackle inequality and poverty and build more thriving and resilient communities.
- Continue support work with Elected Members and Community Committees to explore how the role and responsibilities of Community Committees could be even further enhanced through the new Locality Working approach.

The following paragraphs, provided by the Safer Stronger Communities Team in support of a recent licence review in Harehills, outline the arduous journey that has been undertaken to help tackle problem drinking in adults in Harehills.

*The Safer Stronger Communities Team, along with Ward Members, have formed a multi-agency partnership and this is taking-up this complex challenge is on several fronts. Focus is being given to disruption, which includes enforcing the existing Public Space Protection Order (PSPO: <https://www.leeds.gov.uk/antisocial-behaviour-and-crime/public-spaces-protection-orders/harehills-pspo>) and serving injunctions on the more troublesome street drinkers.*

*In tandem to this approach, there is also a concerted effort to engage with this cohort of drinkers to address their needs around addiction. This work has proven challenging for the partnership given the obvious tension between balancing the imperative to support individuals who are addicted to alcohol and the concerns of the wider community who are suffering because of their actions. A constant pressure for the partnership is allowing the space and time for the outreach work to pay dividends whilst demonstrating to residents that this issue is being taken seriously via enforcement activity that reduces unacceptable levels of anti-social behaviour.*

*Genuine relationships are being forged under difficult circumstances by Touchstone's dedicated outreach worker who has conducted numerous visits to the Harehills area to date. Allied to this, alcohol supply has sought to have been addressed through the continued defence of the council's Cumulative Impact Assessment (CIA) and the opposition of any new off licenses; four applications have been declined in recent times, but tens of off-licences remain in a less than two-mile square radius. A prominent derelict site on Compton Road has also been target hardened following work by Cleaner Neighbourhoods Team colleagues, as it was a magnet for street drinkers.*

Ward Members from both Gipton and Harehills and Burmantofts and Richmond Hill have committed funding for the Touchstone outreach worker, with group sessions for this cohort taking place at a local café on Harehills Lane. Encouragingly, around 12-15 people now regularly attend and engage with support services at these sessions, with over 129 individuals with alcohol dependency issues attending since October 2021.

Incremental progress is being made with two attendees in rehab; one individual is not attending due to "now working" and some of those who attended on a regular basis are now staying at home, in a relationship or visiting family i.e. positive lifestyle changes. Most refrain from drinking to attend the session then go home afterwards. Furthermore, some clients changed their drinking behaviour and reported increased confidence and self-worth. In addition, there was a take up of new registrations with Forward Leeds, who supported the drop in sessions.

Allied to this, colleagues in Leeds Anti-Social Behaviour Team, along with the Police and the Safer, Stronger Communities Team are constantly working in partnership using all the available legislation including the Anti-Social Behaviour Crime and Policing Act 2014 to address the issue of problem street drinking and associated community concerns.

The innovative use of 'Closure Orders', granted under anti-social behaviour legislation further bolstered the existing PSPO in the area for a time. The Closure Order, which denied access to a specific area if people are in possession of an open container of alcohol, also gave officers additional powers to ensure there was the necessary balanced approach that allowed officers to support the needs of the community as well as the needs of a group of individuals with very serious challenges around addiction.

East Leeds Neighbourhood Policing Team undertook the following action in relation to the Closure Order, which ran from December 2021 until June 2022:

- 92 x individuals issued with warnings.
- 36 x individuals reported for summons to court, for breaching the order and previous warnings issued.
- 7 x individuals arrested for offences including breach of the closure order, breach of bail and drunk and disorderly.
- 3 x individuals prosecuted and fined in court, for breaching the partial closure order.

Closure Order: <https://www.westyorkshire.police.uk/news-appeals/new-powers-tackle-street-drinking-harehills-leeds>

As a community, along with the council, statutory services and local community and voluntary sector groups we are exhaustively trying to redress the current imbalance in an area where alcohol misuse is having a detrimental effect on the lives of residents.



## Consultation

---

The public consultation is a statutory requirement of the Licensing Act 2003 but can be scaled according to the size of the review. The consultation was carried out between 9th and 28th February 2024.

The council wrote to all premises licence holders and their agents in the cumulative impact area, to residents via ward councillors, issued a statement by way of a GovDelivery bulletin to over a thousand subscribers, and advertised the review via the council website.

Comments were welcomed on the recommendations, in writing by post or email.

At the end of the consultation period, the council has received four comments.

### **Comment 1: Resident**

Firstly, I would agree with the boundary set out for the CIA area- while the main area of concern in my option is Harehills Lane there are also lots of problems related to off licences and street drinking on Harehills Road and Roundhay Road, so it covers all the problem areas. It seems like the CIA can be a valuable tool to prevent new off licences in the area a fact that would be welcomed by many local people. Its a daily occurrence to see people in the middle of the day going into these off licences, buying alcohol, and then standing on the street drinking.

I do think it's important that we support these people with more positive alternatives, but it is also the case that their behaviour can cause a lot of disruption and fear for local people. Therefore, it seems obvious that stopping the supply of where to buy this alcohol can only be a good thing to try and tackle the problem and make Harehills a safer place to live.

### **Comment 2: Resident**

The data speaks for itself in terms of the challenges that face the residents from Harehills face from all angles and the lived experience of many local people reflect these difficulties. There are lots of brilliant things about Harehills and the people that live here but there are also lots of alcohol related problems in Harehills. Street drinking is a big issue and anything that authorities can do to tackle the issue is welcome by local people.

There are so many places to buy alcohol in Harehills that it makes sense to try to consider the impact that these businesses have on the local area before allowing any new licenses. It often feels like every other shop in Harehills sells alcohol and I would love to see the area have more diverse businesses that are not selling the alcohol that so clearly affects people's health as well as leading to antisocial behaviour. Anything you can do to challenge new licence applications would be very welcome.

### **Comment 3: Ward Councillor**

There has been a joint effort from local councillors, the police, council services and businesses to tackle the antisocial behaviour that is linked to the consumption of alcohol within the proposed CIA area. We have made positive progress, particularly with recent licence reviews, but it's important that we don't take our foot off the gas and continue to use all powers available to us to challenge any new licence applications. Alcohol related issues and in particular street drinking is one of the biggest concerns for residents in our community and the CIA is a vital tool to help challenge new applications and limit the number of off licences in the area.

**Comment 4: Ward Councillor**

I continue to be in full support of the CIA as it has played a vital part in our work to tackle and minimise alcohol related issues in the Harehills area. By challenging and limiting the number of new licences to sell alcohol being granted in the area, we can better focus our efforts on making sure that existing licence holders are operating within the law and continue our support for local people struggling with alcohol related issues.

**Consultation Response:**

Each of these comments is in support of the cumulative impact assessment and the area described within it. As such there is no requirement to amend the assessment based on this feedback to the consultation. However the Licensing Authority is grateful for the time the respondents have taken to write to show their support.

No comments were received from business owners, licence holders or those who represent them.

## Conclusions and Recommendations

---

This cumulative impact assessment has been carried out in accordance with Section 5A of the Licensing Act 2003. The council intends to publish the cumulative impact assessment because it considers that the number of relevant authorisations in respect of premises described in the assessment, is such that it is likely that it would be inconsistent with the authority's duty to grant any further relevant authorisations in respect of premises in that part or those parts of its area.

This assessment is an interim assessment of evidence provided by Public Health through the Alcohol Licensing Data Matrix, West Yorkshire Police through updated crime statistics, as well as additional information provided by West Yorkshire Police, Leeds Antisocial Behaviour Team, the Safer Stronger Communities Team and includes comments provided by the public in response to the first cumulative impact assessment consultation. This review and the updated assessment were considered necessary due to the number of licence applications being made in this area, and more recently the number of licence reviews following enforcement action undertaken under the Clear Hold Build strategy.

The current policy in this area is that it would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation applications for any premises licence which seeks off sales and late night refreshment to operate during the peak hours described in the cumulative impact assessment for Harehills.

The Council has assessed the crime statistics for this area and has determined that this is an area that is suffering from the cumulative impact of off-licensed premises and consequently, this is leading to problems which are undermining the licensing objectives. Specifically the area around Harehills Road and Harehills Lane is particularly suffering from the cumulative impact of too many off licences. In this area the nature of the problem is alcohol related violent crime and nuisance being suffered by people living in this mainly residential area.

The two wards in which this cumulative impact area sits, are described a Priority Wards under the council's Safer Stronger Communities Plan. These wards are amongst the most deprived in the country, with a high number of vulnerable children. An enormous amount of intervention work is underway to address people drinking in the street, not only people with alcohol dependency but social drinkers who think it is acceptable to socialise all through the night. The evidence provided by Leeds Antisocial Behaviour Team and the Safer Stronger Communities Team is compelling.

It is pleasing to see that the crime rate is reducing, however, there has always been an underreporting of crime in this area. Some of this may be due to a mistrust of authority, but also through cultural differences. As such, the crime reports should be considered underestimated, and taken in context.

Taking this into consideration, the Council has reviewed the current cumulative impact area and scope and recommends the cumulative impact areas are correctly described in and illustrated in the map provided at the front of this document.

In considering the types of applications affected by this assessment, the Council is of the opinion that it should remain the same. That is that any application which seeks off sales and/or late night refreshment is within scope. As the crime report from West Yorkshire Police does not provide a temporal analysis, all hours should be considered peak hours. Therefore any application received which would increase the cumulative impact of licensed premises in this area can expect to receive representations from West Yorkshire Police and the Licensing Authority, and applicants should consider potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

This page is intentionally left blank