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21st July 2023

By email: clubatomicleeds@gmail.com

Club Atomic, 156 Briggate, Leeds City Council LS1 6LY Application to vary a premises licence under the Licensing Act 2003 Licensing Authority Letter of Representation

Thank you for submitting your application to vary a premises licence for the above premises.

The area in which the subject premises is located is a cumulative impact area. Specifically, your application falls within the cumulative impact area of City Centre as described in the Statement of Licensing Policy at paragraphs 7.15 to 7.18 which states:

- 7.15 The council has assessed crime statistics for the area known at the city centre which is located between the A58M motorway and the river Aire and has determined that there is an area that is suffering from the cumulative impact of licensed premises and consequently this is leading to problems which are undermining the licensing objectives.
- 7.16 Specifically and in addition to this, there are two areas of special concern designated as red zones where the impact of the licensed premises is so severe that the council considers that any application for a new licence or the variation of an existing licence should be refused unless the applicant can show how their application would not lead to an increase in the impact of licensed premises in this area. Maps showing the exact geographical area included in this area, and specifically the red zones can be found in the cumulative impact assessment.
- 7.17 In this area the nature of the problems is alcohol related violent crime being perpetrated on people visiting and using this area during specific peak hours. More information on the evidence can be found in the cumulative impact assessment.
- 7.18 It would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation application for any premises licence (on sales, off sales and late night takeaways) that seek to operate during the peak hours described in the cumulative impact assessment for the city centre.

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I refer you to the council's Cumulative Impact Assessment for City Centre (pages 9-16 of the Cumulative Impact Assessment 2023-25) for further information. This provides both crime data, and the data for the area in which the premises is located.

I refer you to 7.38 to 7.46 of the Policy which describes how applications for premises situated within a designated cumulative impact area for new premises licences or variations that are likely to add to the existing cumulative impact will normally be refused and it is for the applicant to demonstrate that their application would not add to the cumulative impact.

I also refer you to 7.45 of the Statement of Licensing Policy which describes examples of factors the licensing authority will not consider as meeting the standard of rebuttal include:

- That the premises will be well managed and run as all licensed premises should meet this standard.
- That the premises will be constructed to a high standard.
- That the applicant operates similar premises elsewhere, such as in another licensing authority area, without complaint.

Alcohol Licensing Data Matrix

In conjunction with Public Health the Licensing Authority has developed an Alcohol Licensing Data Matrix. It is based on Middle Layer Super Output Areas (MSOAs), which are geographic areas that represents a minimum population of 5000 but on average represents around 7200 people. The Organisation Data Service publish files which link postcodes to the Middle Layer Super Output Area. This enables the Matrix user to input a postcode, for this to be linked to a MSOA and the data for that MSOA to be ranked against all other areas in Leeds. This data is updated every year.

By entering the postcode for this premises, the matrix displays the ranking of this MSOA against certain data sets. This allows responsible authorities and the licensing authority to establish the problems being experienced in the MSOA. The Matrix also provides an overall ranking against all 107 MSOA areas in Leeds.

The matrix has rated the MSOA concerned (Leeds City Centre – E02006875) as **very high**. It is ranked 1st highest out of 107 MSOAs for potential alcohol related harm.

Indicator	MSOA Category	Rank
On Licence premises count	Very high	1
Off Licence premises count	Very high	1
Licensing risk score	Very high	1
Crime where alcohol flagged, count	Very high	1
Violent crime where alcohol flagged, count	Very high	1
Antisocial behaviour - alcohol related, count	Very high	1
Drunk and disorderly, count	Very high	1
Noise complaints	Very high	1
Ambulance callouts related to alcohol, count	Very high	1
AUDIT tests scoring 16 or more (higher risk)	Very high	8
Litter complaints	High	10
Alcoholic liver disease mortality rate	High	18
Alcohol specific emergency admission count	High	20
Not achieving English & Maths strong pass	Medium	47
Deprivation Score	Medium	50

Alcohol treatment, all episode counts	Medium	53
Alcohol related harm hospital stays (narrow, age std. rate)	Low	63
Looked after children	Low	79
NEET (not in education or training)	Low	105
Population aged 16 and under	Low	106
Stroke emergency hospital admissions (age std. rate)	low	107

This area ranks highest in Leeds for on and off licence density. It ranks highest in the Leeds for licensing risk score - this relates to the score given by Licensing Enforcement officers after they have undertaken a routine inspection of premises, and relates to several public safety matters, the highest weighted of which is confidence in management.

It ranks highest in Leeds for alcohol flag crime, alcohol flagged violent crime, alcohol rated antisocial behaviour and drunk and disorderly.

It ranks highest for noise complaints.

It rates highest for ambulance callouts, which relate to callouts for people residing in the area (rather than visiting). It ranks 8th for AUDIT test scoring. This relates to the number of units patients living in the city centre MSOA advise their GP they are consuming per week.

All of this data is categorised as 'very high' which is the rating given to the top 9 MSOAs.

It also ranks 'high' for alcohol liver disease mortality rate and alcohol specific emergency admissions. Again, this is a count of the incidents related to people that reside in this area, rather than are visiting.

Overall, this shows this area suffers from alcohol related crime and disorder and alcohol related concerns for people's safety. The health statistics show that this area has a relatively high number of people who may be suffering from alcohol dependency.

This MSOA ranks 'high' for litter complaints.

Looking at the Police crime statistical report (page 12 to 16 of the Cumulative Impact Assessment), Briggate ranks second highest. Crime rates fell between September 2019 and August 2021, and this was related to the number of times premises were required to close under COVID restrictions.

The peak times across the city centre are as follows:

Assault	Saturday	23:00 and 01:00
Drunk and disorderly	Saturday and Sunday	23:00 and 02:00
Alcohol related nuisance	Saturday and Sunday	19:00 and 23:00
All nuisance	Wednesday and Sunday	18:00 and 00:00

Briggate itself is a long street, generally split into two main areas. The main shopping area is from Boar Lane to The Headrow, whereas the area known as Lower Briggate is predominantly a popular night-time economy area. Briggate has a high level of both daytime and nighttime offences – the highest in the city centre.

In the conclusions to the Cumulative Impact Assessment (page 61) the Council determined that any application in the red zone could expect to receive representations and that the peak times are 23:00 to 02:00.

Licence History

Your current licence authorises:

Sale by retail of alcohol

Monday to Thursday	11:30 - 23:00
Friday & Saturday	11:30 - 00:00
Sunday	12:00 - 22:30

Provision of late night refreshment

Friday & Saturday	23:00 - 00:00
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Performance of live music

Friday & Saturday	23:00 - 00:00
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Performance of recorded music

Friday & Saturday	23:00 - 00:00
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These were the hours applied for by Wokon Noodle Bar when the premises licence was first granted in 2007. This premises changed from a Noodle Bar to an alcohol led bar by way of a transfer in 2015 by The Hedonist Project, and live and recorded music were added at around the same time.

A full variation application was received in 2016 to extend the hours to 2am. This application was refused, and subsequently appealed to the Magistrates Court. The appeal was dismissed, and the applicant required to pay the licensing authority's costs.

A time limited licence was applied for by The Hedonist Project in August 2020 which sought operating hours to 3am until September 2021. This was granted on the basis that the time limited nature of the application meant that it would only be operating during the time we foresaw the measures being in place at the premises to keep it COVID-safe which would lead to a capacity and style of operation that results in less impact than the premises would normally have.

A further time limited licence was applied for and granted to extend the later opening hours until September 2022. The licensing authority did not make representation to this application for the same reason – namely that the style of operation, including spacing of tables and chairs, reduced capacity and that this would have less impact than this premises would normally have. The licensing authority were also mindful that the long-term impact of the COVID restrictions were not known at the time, and that the Government were suggesting that the full impact would continue until September 2023.

The time limited licence expired in September 2022. This meant the original licence was the only licence in place and the premises reverted to the original midnight terminal hour.

Your Application

This application is to vary an existing premises licence to increase the hours for activities as follows:

Sale by retail of alcohol

Monday to Saturday	11:30 to 02:30
Sunday	08:00 to 02:30

Recorded music

Monday to Saturday	11:30 to 03:00
Sunday	08:00 to 03:00

Opening hours

Monday to Saturday	11:30 to 03:00
Sunday	08:00 to 03:00

You have offered a range of conditions which update your current conditions to the latest version in the Box M Guidance, issued by the Council.

Conclusion

As already described, the area in which the premises sits is already recognised as an area suffering from the density of licensed premises. There are high levels of crime and disorder in this specific area, enough that the Council have designated it a cumulative impact area. These issues are generally related to the high levels of people, in drink, who use this area late at night. These problems cannot be attributed to one specific premises.

As stated in the Section 182 Guidance issued by the Home Office:

“In some areas where the number, type or density of licensed premises, such as those selling alcohol or providing late night refreshment, is high or exceptional, serious problems of nuisance and disorder may arise outside or some distance from those premises. Such problems generally occur as a result of large numbers of drinkers being concentrated in an area, for example when leaving premises at peak times or when queuing at fast food outlets or for public transport.

Queuing in itself may lead to conflict, disorder and anti-social behaviour. Moreover, large concentrations of people may also attract criminal activities such as drug dealing, pick pocketing and street robbery. Local services such as public transport, public lavatory provision and street cleaning may not be able to meet the demand posed by such concentrations of drinkers leading to issues such as street fouling, littering, traffic and public nuisance caused by concentrations of people who cannot be effectively dispersed quickly.”

This is certainly the case in this small area of the city.

This premises benefitted from extended hours during the COVID-19 pandemic. This was in line with the Council's overall desire to support businesses through a particularly difficult trading environment. We are also aware that there has been a particularly difficult period of adjustment for businesses in this area, with finding bar staff and registered door supervisors. However, all COVID-19 restriction were lifted in 2021 and this premises benefitted from an additional year of longer trading hours.

However, the crime statistics have shown that the crime rates bounced back to the pre-pandemic levels almost immediately. The data provided by the Matrix has just been updated and the crime data (which ranks this area as the highest in the entire local authority area) is taken from statistics from 2018 to 2022 – and so includes the lower crime rates during the pandemic.

Your application is seeking to extend the operating hours of your business to 3am which takes it through the peak hours, as described in the latest Cumulative Impact Assessment.

Every application is considered on its own merits, whether it is in a cumulative impact area or not. I have carefully considered your application, as applied for, and cannot see where you have addressed any of the issues of high crime and disorder. You have offered updated conditions, but these are the minimum expected from any application. You have not provided a plan and so I can only assume you plan to continue to offer a similar layout to the original licence – this does not have fixed seating. Your own website shows a premises with high tables and stools, but mostly open floor space consistent with a nightclub. Your concept, from your website, appears to be:

Dance music, wide range of alcoholic beverages and of course loads of neon lights. Club Atomic have brought forward a new way to enjoy the night with your friends. A joyful environment with endless options of music and beverages. Presented by Atomic Business Ltd. Club Atomic's future plans involve expansion to different areas and increase in venue size. Whilst at a Club Atomic you can enjoy a social media hotspot with your friends. When night comes, you will dive into a nostalgic neon themed party with exceptional music and beverages brought to you by high quality friendly staff members.

It is clear from your marketing material you intend to run this premises as a traditional nightclub. I can see no measures designed to reduce capacity in your premises and therefore it would join the many others in the area which pack in customers to create the right type of atmosphere.

The fact that this premises is in a cumulative impact area places the onus on you, as the applicant, to demonstrate to the licensing authority how your premises would not add to the problems being experienced here.

Bearing in mind the severity of the problems being experienced in the area, with this area already suffering from the large number of drinkers concentrated in this area and the associated crime and disorder as described above, the Licensing Authority is of the opinion that your application does not contain sufficient information about how granting your licence would not add to the impact already being experienced in the area. It does not provide any compelling reason why the licensing authority should depart from its policy.

Therefore, the licensing authority submits a formal representation to your application on the grounds of the prevention of crime and disorder, public safety and public nuisance and will recommend to the licensing sub-committee that this application is refused.

Should you have any questions, please contact us.

Yours faithfully



Susan Duckworth
Principal Licensing Officer
Entertainment Licensing



Leeds
CITY COUNCIL

Statement of Licensing Policy 2023 - 2027

Licensing Act 2003



Further copies of this document can be obtained from:

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Please note:

The information contained within this document can be made available in different languages and formats including Braille, large print, and audio cassette.

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Executive Summary

The Licensing Act 2003 came into effect in 2005.

Under Section 5 of the Licensing Act 2003 the Licensing Authority is required to prepare a statement of principles that they propose to apply in exercising their functions under this Act. This process is to be repeated every five years.

Any decision taken by the Council about determination of licences, certificates and notifications should aim to promote the licensing objectives which are:

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance
- The protection of children from harm

The policy covers the licensable activities as specified in the Act which are:

- Sale by retail or supply of alcohol
- Regulated entertainment
- Late night refreshment

The policy also has regard to the guidance issued by the Secretary of State under Section 182 of the Licensing Act 2003. Additionally the council has regard for several other local strategies such as Vision for Leeds and the Leeds Community Safety Strategy.

The council can grant licences for premises and certificates for club premises. It also grants personal licences and accepts temporary event notices.

Applicants for premises licences should be aware of the expectations of the licensing authority and the responsible authorities as to the steps that are appropriate for the promotion of the licensing objectives, and to demonstrate knowledge of their local area when describing the steps they propose to take to promote the licensing objectives. In addition to this policy the council has included guidance specific to certain areas of the city to assist applicants in preparing their applications and operating schedules.

Where relevant the council consults with the responsible authorities as described in the Act.

Local people and Members of the council can have their say and their opinion heard through public consultation on this policy and by making representations about applications for premises licences or requesting reviews of licences for problem premises.

The policy includes information on the areas that the council considers to be suffering from the cumulative impact of licensed premises.

Enforcement of the legislation is a requirement of the Act that is undertaken by the council. This policy describes the council's enforcement principles and the principles underpinning the right of review.

Section 1 The purpose and scope of the licensing policy

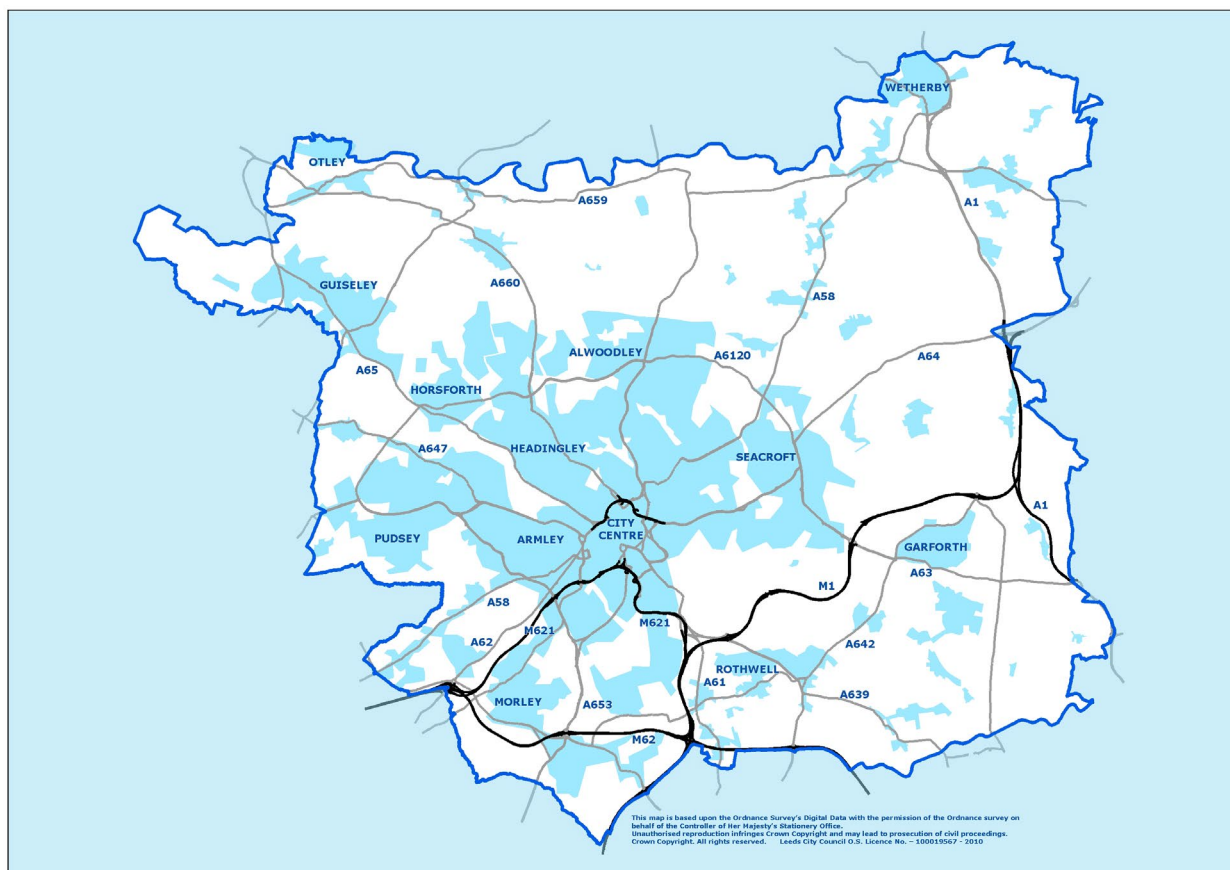
Purpose of the policy

- 1.1 This policy is prepared under Section 5 of the Licensing Act 2003 and was approved by Leeds City Council as Licensing Authority on 18 January 2023 to come into effect immediately. It will be kept under review and as a minimum will be reviewed no later than 2027, with a new policy in place by 15th January 2028 unless statute changes. Unless otherwise stated any references to the council are to the Leeds Licensing Authority.
- 1.2 In preparing this policy the council has consulted with and considered the views of a wide range of people and organisations including:
- Representatives of local business
 - Residents and their representatives
 - Parish and town councils
 - Local members of parliament
 - Representatives of existing licence holders including
 - The responsible authorities namely:
 - West Yorkshire Police
 - West Yorkshire Fire and Rescue Service
 - Leeds City Council – Health and Environmental Action Service
 - Leeds City Council – Children and Young People Social Care
 - Leeds City Council – City Development
 - Leeds City Council – Director of Public Health
 - West Yorkshire Trading Standards
 - Secretary of State (Immigration Enforcement)
 - Charitable organisations that deal with the social impact of alcohol misuse
- 1.3 This policy also has regard to the guidance issued by the Secretary of State under Section 182 of the Licensing Act 2003.
- 1.4 The council will carry out its functions under the Licensing Act 2003 with a view to promoting the licensing objectives namely:
- The prevention of crime and disorder
 - Public safety
 - The prevention of public nuisance
 - The protection of children from harm
- 1.5 The council adopts the overall approach of encouraging the responsible promotion of licensed activities. However, in the interests of all its residents and visitors, it will not tolerate irresponsible licensed activity and failure to protect those visiting licensed premises. Following relevant representations the council will refuse applications, restrict hours and activities or impose conditions where it is appropriate to do so to promote the licensing objectives and/or use effective enforcement to address premises where there are problems, in partnership with key agencies such as West Yorkshire Police, West Yorkshire Fire and Rescue Service, Health and Safety Executive, Crime and Disorder Reduction Partnerships, Director of Public Health and West Yorkshire Trading Standards.

- 1.6 This policy is concerned with the regulation of licensable activities on licensed premises, by qualifying clubs and at temporary events. The conditions that the council attaches to the various licences will focus on matters that are relevant to the four licensing objectives and will centre upon the premises that are being used for licensable activities.
- 1.7 The council will monitor the effect of this policy throughout the period it covers through licensing liaison meetings with representatives of licence holders such as PubWatch meetings and by way of regular meetings with the responsible authorities.

Scope of the policy

- 1.8 This policy covers licensable activities within the Leeds district as defined by the Licensing Act 2003. These are:
- The sale of alcohol
 - The supply of alcohol by or on behalf of a club, or to the order of a member of the club
 - The provision of regulated entertainment
 - The provision of late night refreshment
- 1.9 Advice on whether a licence is required for premises, or an event can be obtained from Entertainment Licensing.
- 1.10 Throughout this policy the wording will refer to ‘applicants’ for licences. However it should be noted that the principles set out within this policy apply equally to applications for new licences, applications for variations and consideration of any request to review a licence. It also applies, where appropriate, to premises users who are notifying the council of a temporary event.
- 1.11 The scheme of the Licensing Act is that applicants should make applications and assess what matters, if any, need to be included within the operating schedule to address the licensing objectives. If an application is lawfully made and no relevant representations are received, then the council must grant the application. Only if relevant representations are made will the council’s discretion be engaged.
- 1.12 Applicants for premises licences should be aware of the expectations of the licensing authority and the responsible authorities as to the steps that are appropriate for the promotion of the licensing objectives, and to demonstrate knowledge of their local area when describing the steps they propose to take to promote the licensing objectives. This policy seeks to provide advice to applicants about the approach they should take to making applications and the view the council is likely to take on certain key issues where representations have been made.



- 2.1 Leeds City Council has sought to establish Leeds as a major European City and cultural and social centre. It is the second largest metropolitan district in England and has a population of 2.2 million people living within a 30 minute drive of the city Centre.
- 2.2 The Leeds metropolitan district extends over 562 square kilometres (217 square miles) and has a population of 798,786 people living in Leeds (total population estimate, 2020) and the population is projected to grow to 830,506 by 2028. 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. Two-thirds of the district is greenbelt (open land with restrictive building), and there is beautiful countryside within easy reach of the city.
- 2.3 Over recent years Leeds has experienced significant levels of growth in entertainment use within the city coupled with a significant increase in residential development. The proximity of a range of land uses and the creation of mixed-use schemes has many benefits including the creation of a vibrant 24-hour city.
- 2.4 Leeds is a city with many cultures, languages, races, and faiths. A wide range of minority groups including Asian/Asian British, Black/African/Caribbean/Black British, mixed/multiple ethnic groups, as well as many other smaller communities make up 18.9% of the population (2011 Census).

- 2.5 Each area of the district has its own character and challenges. The council has provided general advice in this policy to assist applicants in preparing applications. Applicants are also expected to demonstrate knowledge of their local area when describing the steps they propose to take to promote the licensing objectives. To assist them the council has provided links to data sources where information specific to localities in Leeds in which there is concern relating to impact of licensed premises on the four licensing objectives can be found. Applicants may also consult with Entertainment Licensing to ensure they have as much information as possible before making their application.

Cultural Activities in Leeds

- 2.6 Leeds has strong artistic and sporting traditions and has the best attended outdoor events in the country. The success of arts and heritage organisations including the Grand Theatre, West Yorkshire Playhouse, Opera North, Northern Ballet, Phoenix Dance, Harewood House and the Henry Moore Institute, has helped to attract other major arts and heritage investments such as the award winning Royal Armouries and the Thackeray Medical Museum. The city also boasts a wealth of community based sports heritage and recreational facilities. There is a vibrant voluntary sector including thousands of groups and societies.
- 2.7 Leeds City Council (in common with other local authorities) is a major provider of facilities for public recreation. The Council has a tradition of promoting a wide range of cultural activity for the benefit of the city and district.
- 2.8 Leeds Town Hall is the dedicated public concert hall/performance area in Leeds and the Carriageworks Theatre is dedicated to amateur performance and public use for Leeds. Millennium Square in the city centre is used for public events and entertainment such as the Christmas market and 'Icecube' (a temporary ice rink). The parks at Roundhay, Temple Newsam, Woodhouse Moor, Potternewton and Middleton are in use for community organised gatherings, fairs and carnivals and occasional major events.
- 2.9 Commercially promoted events take place in a variety of locations throughout the district.
- 2.10 Within local communities, groups and associations use church and village halls and community centres for social and fund raising activities. Within the district there are 120 church halls, village halls and schools licensed for regulated entertainment and/or the sale or supply of alcohol.
- 2.11 Leeds has a long established reputation for the encouragement of community and diverse cultural events and public entertainment as an essential aid to community involvement and an increasing sense of common identity.

Section 3 Integrating other guidance, policies, objectives, and strategies

- 3.1 In preparing this licensing policy the council has had regard to, and sought to integrate the licensing policy with, the following strategies:
- Vision for Leeds 2011 to 2030
 - Best Council Plan 2020 to 2025
 - Equality Improvement Priorities 2021 to 2025
 - Parks and Green Spaces Strategy 2022 to 2032
 - Core Strategy for Leeds
- 3.2 The council (through its Licensing Committee) may, from time to time, receive reports on other policies, strategies and initiatives that may impact on licensing activity within the remit of the committee. Subject to the general principles set out in this policy and the overriding need to promote the four licensing objectives it may have regard to them when making licensing decisions.
- 3.3 The Committee may, after receiving such reports, make recommendations to the council or other bodies about the impact of the licensing policy on such policies, strategies, and initiatives. Equally the Committee may make recommendations relating to the impact of such policies, strategies, and initiatives on the licensing policy. This may include recommendations to amend the licensing policy itself.

Vision for Leeds

- 3.4 *Best city in the UK* is the key aim of the Vision for Leeds 2011 to 2030. This means:
- Leeds will be fair, open, and welcoming.
 - Leeds' economy will be prosperous and sustainable.
 - All Leeds' communities will be successful.
- 3.5 Leeds, like other national and international cities, is faced with several key challenges. The city's population is set to rise to around one million, its economy is still recovering from the effects of global recession, the pandemic and the consequences of a changing climate have become all too apparent.
- 3.6 In addressing these challenges, Leeds must continue to be a forward-looking city and have a clear plan, and therefore the Vision for Leeds is important.
- 3.7 This licensing policy seeks to promote the licensing objectives within the overall context of the three aims set out in Vision for Leeds 2011-2030.

Child Friendly

- 3.8 The council has announced its intention for the city to become 'Child Friendly'. This links back to the council's vision which states:

'Best city... for children

Leeds will be a child-friendly city where the voices, needs and priorities of children and young people are heard and inform the way we make decisions and take action.'



- 3.9 There are over 180,000 children and young people in Leeds. To become a child friendly city, and the best city for children and young people, their voices and views need to be heard and responded to, and that they are active participants in their local community and citywide.

3.10 The UN convention on the rights of the child sets out the basic rights for children worldwide. The UN developed the model for child friendly city model – a place where children rights are known and understood by children and adults alike, and where these rights are reflected in policies and budgets.

3.11 As part of the aim for Leeds to become a child friendly city, the council declared 12 wishes:

In a child friendly Leeds...

1. Children and young people can make safe journeys and can easily travel around the city
2. Children and young people find the city centre welcoming and safe, with friendly places to go, have fun and play
3. There are places and spaces to play and things to do, in all areas and open to all
4. Children and young people can easily find out what they want to know, when they want it and how they want it
5. Children, young people, and adults have a good understanding of children's rights, according to the United Nation Convention on the Rights of the Child
6. Children and young people are treated fairly and feel respected
7. Children and young people have the support and information they need to make healthy lifestyle choices
8. All our learning places identify and address the barriers that prevent children and young people from engaging in and enjoying learning
9. There are a greater number of better quality jobs, work experience opportunities and good quality careers advice for all
10. All children and young people have their basic rights met
11. Children and young people express their views, feel heard and are actively involved in decisions that shape their lives
12. Places and spaces where children and young people spend time and play are free of litter and dog fouling

3.12 This policy is particularly affected by wish 2 – “Children and young people find the city centre welcoming and safe, with friendly places to go, have fun and play” and wish 3 – “There are places and spaces to play and things to do, in all areas and open to all”.

Section 4 Promotion of the licensing objectives

- 4.1 The council will carry out its functions under the Licensing Act 2003 with a view to promoting four licensing objectives. These are:
- The prevention of crime and disorder
 - Public safety
 - The prevention of public nuisance
 - The protection of children from harm
- 4.2 Each objective is of equal importance, and the four objectives will be a paramount consideration for the council.
- 4.3 It is for the applicant to decide what, if any, measures to suggest in its operating schedule to address any potential concerns that might arise in the promotion of the licensing objectives. Applicants are reminded that measures proposed in the operating schedules will be converted into conditions on their licence.
- 4.4 The council recommends that applicants risk assess their operation against the four licensing objectives to identify potential areas of concern.
- 4.5 Applicants are reminded that responsible authorities or other people may make representations if they feel that the applicant's proposals do not adequately promote the licensing objectives. An applicant who proposes no measures to promote the licensing objectives may therefore face more representations than an applicant who risk assesses their operation and proposes necessary and proportionate measures.
- 4.6 The council recommends early consultation with responsible authorities. Many responsible authorities have produced guidance which applicants can consider when assessing whether they need to include any measures in their application to promote the licensing objectives. In addition, many responsible authorities would be prepared to discuss matters on site with an applicant with a view to reaching agreement on measures to be proposed. Contact details for the responsible authorities are available from Entertainment Licensing. Guidance issued by the responsible authorities can be found on the council's website or by contacting Entertainment Licensing.
- 4.7 The council has devised a risk assessment proforma for applicants to use should they chose, which provides suggestions of measures that responsible authorities would like to see built into the application where appropriate. Further information can be found at paragraph 6.30 of this document.

Crime and Disorder

- 4.8 Under the Crime and Disorder Act 1998, the council must exercise its functions, having regard to the likely effect on crime and disorder in its area, and must do all it can to prevent crime and disorder.
- 4.9 Where its discretion is engaged, the council will seek to promote the licensing objective of preventing crime and disorder in a manner which supports the Safer Leeds Plan and any local crime reduction strategy.
- 4.10 There are many steps an applicant may take to prevent crime and disorder. The council will look to the Police for the main source of advice on these matters.

- 4.11 If relevant representations are made in relation to a premises licence or club premises certificate, the council will consider whether it is necessary to impose conditions to regulate behaviour on the premises and access to them where this relates to licensable activities, and the licensing objectives. Any conditions attached will not seek to manage the behaviour of customers once they are beyond the direct management of the licence holder, their staff, or agents, but may seek to impact on the behaviour of customers on or in the immediate vicinity of premises as they seek to enter or leave.
- 4.12 Conditions will be targeted on deterrence and the prevention of crime and disorder. The council may consider:
- The need for and location of CCTV cameras
 - The need for door supervision
 - The need for communication between premises and with the Police
 - Conditions setting capacity limits where this is necessary to prevent overcrowding likely to lead to disorder and violence
 - Membership of a recognised pub watch or similar scheme
 - Counter terrorism measures, including training staff
- 4.13 Crime and disorder conditions will not seek to control adult entertainment involving striptease and lap dancing, which will be governed by laws in relation to indecency and obscenity and will be licensed under the Local Government (Miscellaneous Provisions) Act 1982. However, conditions for such adult entertainment may be imposed for reasons of public safety, or the protection of children from harm if they relate to the occasional use of the premises for adult entertainment.

Public Safety

- 4.14 The public safety objective is concerned with the physical state of people using the premises. Public safety includes safety of performers appearing at any premises.
- 4.15 On 1 October 2006 the Regulatory Reform (Fire Safety) Order 2005 replaced previous fire safety legislation. The council will not seek to impose fire safety conditions as conditions on licences where the Order applies.
- 4.16 Capacity limits will only be imposed where appropriate for the promotion of public safety or for reasons of crime and disorder. Capacity limits will not be imposed as a condition of the licence on fire safety grounds.
- 4.17 Applicants are advised to consult with the council's Health and Safety team, who can offer advice as to appropriate measures to be included in risk assessments, and potentially in operating schedules. On receipt of relevant representations the council will have regard to the views of the Health and Safety Team. The team can also offer advice in relation to workplace health and safety matters, including compliance with the Health Act 2006 (smokefree).
- 4.18 Conditions requiring possession of certificates on the safety or satisfactory nature of equipment or fixtures on premises will not normally be imposed as those are dealt with by other legislation. However, if it is considered necessary considering the evidence on each individual case, conditions may be imposed requiring checks on the equipment to be conducted at specified intervals, and evidence of the checks to be retained. Conditions may also seek to require equipment of standards to be maintained on premises.
- 4.19 Special events in the open air or temporary structures require additional attention. Applicants are referred to other sections of this document where guidance on holding these types of events is given.

Public Nuisance

- 4.20 In considering the promotion of this licensing objective, applicants need to focus on the effect of licensable activities on people living and working in the area around the premises which may be disproportionate and unreasonable.
- 4.21 The council is aware that the prevention of public nuisance is not narrowly defined in the Act and can include low-level nuisance perhaps affecting a few people living locally as well as major disturbance affecting the whole community. It may also include, in appropriate circumstances, the reduction of the living and working amenity and environment of other people living and working in the licensed premises. Public nuisance may also arise because of the adverse effects of artificial light, dust, odour, litter, vermin, and insects or where its effect is prejudicial to health.
- 4.22 Where applicants are completing operating schedules the council encourages them to have regard to the location of the proposed or actual premises, and whether proposals may have a disproportionate impact in residential areas or near to sensitive premises such as schools, nursing homes, old people's accommodation, hospitals, hospices, or places of worship.
- 4.23 Applicants are recommended to consult Environmental Health Services for advice on measures that may need to be incorporated into an operating schedule.
- 4.24 If relevant representations are made, the council will consider whether it is necessary to impose conditions to regulate behaviour on the premises and access to them where this relates to licensable activities, and the licensing objectives. Any conditions attached will not seek to manage the behaviour of customers once they are beyond the direct management of the licence holder, their staff, or agents, but may seek to reduce the impact of the behaviour of customers entering or leaving the premises on people living or working near to the premises. The council considers that patrons who are using external smoking areas or shelters are there as a direct result of the licensed premises and are within the control of the licensee.
- 4.25 The council will consider whether issues relating to public nuisance can be effectively dealt with by necessary and appropriate conditions. These conditions will normally focus on the more sensitive periods, for example, noise from premises in the late evening or early morning when residents may be attempting to sleep.
- 4.26 When considering such matters, the council will have regard to relevant representations made by Environmental Health Services, residents, and their representatives, such as elected members.
- 4.27 The council may consider the following matters:
- Whether doors and windows will or can be kept closed after a particular time.
 - Whether other noise control measures such as acoustic curtains speaker mounts, or volume limiters are required.
 - The fact that lighting outside the premises may help to prevent crime and disorder but may give rise to light pollution for neighbours.
 - Signs placed at the exit to buildings can encourage patrons to be quiet until they leave the area, and to respect the rights of residents.
 - Placement of door supervisors at key times.
 - The size and location of smoking areas and any facilities provided may encourage patrons to use the external areas more extensively than for just smoking.
 - Curfew times for external areas.
 - Provision of litter bins in the vicinity of premises serving hot food after 11pm.
 - Display of contact details or a direct telephone link to a private hire/taxi firm.
 - Provision of contact details for the duty manager.

- 4.28 The council recognises that it is necessary to balance the rights of residents' businesses and others with those wishing to provide licensable activities, and those who wish to use such facilities.
- 4.29 Ultimately if it is necessary for the prevention of public nuisance where conditions do not adequately address the issues an application can be refused.

Protection of children from harm

- 4.30 The council recognises the Leeds Safeguarding Children Partnership as the responsible authority for the protection of children from harm.
- 4.31 The protection of children from harm includes protection from physical and psychological harm.
- 4.32 The council notes that the admission of children to premises holding a premises licence or club premises certificate should be freely allowed unless there is good reason to restrict entry or exclude children completely. However, there is nothing to prevent an applicant from excluding children from their premises, if appropriate to do so, through a specific policy.
- 4.33 Issues about access of children to premises may give rise to concern:
- where adult entertainment is provided on an occasional basis and is not already licensed under other legislation.
 - where there have been convictions for serving alcohol to minors or other child related offences.
 - where the premises have a reputation for allowing under-age drinking.
 - where requirements of proof of age is not the norm.
 - where the premises, or any persons associated with the premises have a known association with drug taking or dealing.
 - where there is a strong element of gambling on the premises; and
 - where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided.
- 4.34 Applicants intending to allow access to children while holding licensable activities will need to demonstrate how children will be protected from harm. Measures may include:
- limitations on the hours when children will be present
 - limitation upon the presence of children of certain ages when specified activities are taking place
 - limits on the parts of the premises to which children may have access
 - age limitations
 - limitations or exclusions only when certain activities are taking place
 - requirements for an accompanying adult
 - full exclusion of people under the age of 18 when any licensable activities are taking place
- 4.35 In such cases, representations by the Leeds Safeguarding Children Partnership and the Police will be given considerable weight where they address issues regarding the admission of children.
- 4.36 It is mandatory for premises which sell or supply alcohol to have an age verification policy in place, even if they have a no under 18 policies in place. The council favours the Challenge 25/Check 25 type scheme and such a scheme volunteered as part of an operating schedule will be given the appropriate weight when the council determines the licence application.

Section 5 General principles

- 5.1 In determining a licensing application the overriding principle will be that each application will be determined on its own merit, having regard to the need to promote the four licensing objectives and considering this licensing policy and the guidance issued under Section 182 by the Secretary of State. Where it is necessary to depart from the guidance or this policy the council will give clear and cogent reasons for doing so.
- 5.2 Nothing in this policy will undermine any person's right to apply for a variety of permissions under the Act.

Human Rights

- 5.3 The European Convention on Human Rights makes it unlawful for a public authority to act in a way that is incompatible with a Convention right. The council will have regard to the following relevant provisions of the European Convention on Human Rights:
- Article 6 that in determination of civil rights and obligations everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law.
 - Article 8 that everyone has the right to respect for his home and private life.
 - Article 1 of the first protocol that every person is entitled to the peaceful enjoyment of his or her possessions.

Equalities

- 5.4 Under the Equality Act 2010 it is against the law to discriminate against anyone because of age, gender reassignment, being married or in a civil partnership, being pregnant or on maternity leave, disability, race including colour, nationality, ethnic or national origin, religion or belief, sex, or sexual orientation.
- 5.5 The Equality Act 2010 requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities.
- 5.6 In the design and layout of premises, applicants and licence holders are encouraged to consider access and facilities for customers with protected characteristics. Assistance in this matter can be obtained from Leeds City Council's Access Officer.
- 5.7 Any person who is concerned that a premises is failing to comply with the Equality Act should make their complaint to the premises, in the first instance and then to the Council's Access Officer.

Impact of Licensed Activity

- 5.8 Where no representations are made the council must grant a licence subject to conditions consistent with the operating schedule.
- 5.9 When determining any application where relevant representations are made, the council will consider it in the light of the four licensing objectives and to support several other key aims and purposes as set out in this policy. The requirement to promote the licensing objectives will be the paramount consideration. The council will focus upon the impact of the activities taking place on members of the public living, working, or engaged in normal activity near the premises.

- 5.10 Where relevant representations are made in relation to a premises licence, club premises certificate or temporary event notice the following factors will normally be considered when the council is looking at the impact of the activities concerned:
- the style of operation, the numbers of customers and customer profile likely to attend the premises
 - the location of the premises and the proximity of noise sensitive properties
 - the proposed hours of operation
 - any proposed methods for the dispersal of customers
 - the scope for mitigating any impact
 - the extent to which the applicant has offered conditions to mitigate the impact
 - how often the activity occurs
- 5.11 In considering any application for a variation to a premises licence or club premises certificate where a relevant representation has been received, the council may consider, in addition to the above matters, any evidence:
- of past demonstrable adverse impact from the activity on the promotion of the licensing objectives
 - that if adverse impact has been caused, appropriate measures have been agreed and put into effect by the applicant to mitigate that adverse impact
- 5.12 Other relevant matters may be considered as the individual case dictates.

Outdoor Events and Temporary Structures

- 5.13 The promotion and the organisation of live musical and similar entertainment in the open air or in temporary structures like marquees etc. can provide opportunities for community involvement, civic pride and can attract visitors to the district.
- 5.14 However, the success of such events by way of contribution to the council's cultural and tourist strategies depends upon the quality, levels of safety and consideration for the rights of people who live or work in the vicinity and the standard of provision of facilities for those coming to enjoy the event.
- 5.15 In recognition of the additional factors for hosting outdoor events, the council has established a multi-agency safety advisory group to assist organisers in co-ordinating such events. This includes council departments who have an interest in, or legislative role relevant to, such events, together with representatives of the emergency services.
- 5.16 Organisers of outdoor events, irrespective of the capacity, are encouraged to make early contact with the council's safety advisory group. Members of the forum are notified about all proposals to hold such events and where necessary a special meeting will be organised to open lines of communication with organisers and provide advice as necessary, which may include matters such as the need for on-site facilities, firefighting teams, road closures etc.
- 5.17 The Health and Safety Executive provide specialist guidance on event safety through their website at www.hse.gov.uk.
- 5.18 Guidance on the planning of such events is available to organisers but it is important that substantial notice is given so that proper preparations and precautions can be put in place for the event. This also applies if the event is proposed under a Temporary Event Notice.

- 5.19 Applicants for outdoor events where the capacity is to exceed 30,000 persons should note that the application will as a matter of course be considered before a meeting of the full Licensing Committee. It will assist the application if before that meeting the members of the safety advisory group have had the opportunity to comment on the draft event management plan.

Other Regulatory Regimes

- 5.20 The licensing policy is not intended to be the primary mechanism for the general control of nuisance, anti-social behaviour, environmental crime, and protection of children but nonetheless is a key aspect of such control and the licensing policy and licensing decisions are intended to be part of a holistic approach to the delivery of the council plan and the management of the evening and night-time economy of the Leeds district.
- 5.21 In preparing this policy the council has sought to avoid unnecessary duplication of existing legislation and regulatory regimes. However on occasions it has been necessary to set out some of the detail in this policy for ease of understanding. Nothing in this policy is intended to revoke or replace the need for applicants to act in accordance with statutory requirements. All applicants are advised to seek proper advice to ensure that the activities they propose are within the boundaries set by existing legislation and regulations.

Application Process

- 5.22 Applications must be made to the council in the form prescribed by Regulations. Guidance is available to applicants setting out the detail of the process on the council website or by contacting Entertainment Licensing.

Licensing Committee

- 5.23 The council has appointed a licensing committee of 15 Councillors. Licensing functions will often be delegated to a licensing subcommittee of 3 Councillors or, in appropriate cases to officers of the council.
- 5.24 Councillors will have regard to the Leeds City Council Code of Conduct for Members. Where a Councillor who is a member of the Licensing Committee or subcommittee has a disclosable pecuniary interest in the application before them, in the interests of good governance they will disqualify themselves from any involvement in the decision making process in respect of that application.
- 5.25 A subcommittee may refer an application to another subcommittee or to the Licensing Committee where it is unable to deal with the application because of the number of members unable to vote on the matter in question.
- 5.26 The Licensing Committee will refer an application to the council where it is unable to deal with the application because of the number of members unable to vote on the matter in question.

Representations

- 5.27 Depending on the type of application representations may be made by a responsible authority or other people (as defined by the Licensing Act 2003). The council has agreed protocols with responsible authorities and issued guidance to other people making representations, setting out the detail of the process. Guidance is available on the council website or by contacting Entertainment Licensing.

- 5.28 Members of the public who wish to submit a representation regarding a premises licence or club premises certificate application need to be aware that their personal details will be made available to the applicant. If this is an issue, they may contact a local representative such as a ward, parish or town councillor or any other locally recognised body such as a resident's association about submitting the representation on their behalf.
- 5.29 The council is not able to accept anonymous representations. However where a member of the public fear reprisals from their representation, the council will protect their personal information by anonymising their representation for the public documents. However any member of the licensing committee hearing the application will have access to this personal information to enable them to apply the appropriate weight to the representation.
- 5.30 In addition the council cannot accept petitions which do not comply with the adopted guidance which is available on the council's website or by contacting Entertainment Licensing.
- 5.31 Where a representation is received which is not from a responsible authority the council will in the first instance make a judgement on whether it is relevant, i.e. based upon one or more of the four licensing objectives.
- 5.32 Relevant representations are representations:
- about the likely effect of the premises licence on the promotion of the licensing objectives.
 - which have not been withdrawn and are not, in the opinion of the council, frivolous or vexatious.
- 5.33 Where relevant representations are received about an application the council will hold a hearing to consider them unless the council, the applicant and everyone who has made representations agree that the hearing is not necessary. Applicants and those making representations should seek, in advance of any hearing, to try to reach agreement or to narrow the areas in dispute, particularly where both are professionally represented.
- 5.34 Where hearings are required because of relevant representations, the council may extend the time limits involved in calling hearings to allow the parties to negotiate suitable conditions to be added to the operating schedule and avoid the need for a hearing. Such an extension of time is in the public interest.

Reasons for Decisions

- 5.35 Every decision made by the Licensing Committee, subcommittee or officers shall be accompanied by clear reasons for the decision.

- 6.1 A premises licence and club premises certificates authorises the sale or supply of alcohol, regulated entertainment, and late night refreshment (sale of hot food and drink after 11pm). Businesses wishing to apply for a licence or certificate must use the prescribed form which includes details of the hours of operation, any hours for licensable activities and an operating schedule.

Planning

- 6.2 The use of premises for the sale or provision of alcohol, regulated entertainment or late night refreshment is subject to planning control. Such use will require planning permission or must otherwise be lawful under planning legislation. Planning permission is generally required for the establishment of new premises or the change of use of premises.
- 6.3 In line with the S182 Guidance the planning and licensing regimes involve consideration of different (albeit related) matters. Licensing committees are not bound by decisions made by a planning committee, and vice versa.
- 6.4 Where businesses have indicated, when applying for a licence under the Act, that they have also applied for planning permission or that they intend to do so, licensing committees and officers will consider discussion with their planning counterparts prior to determination with the aim of agreeing mutually acceptable operating hours and scheme designs.
- 6.5 Where relevant representations are received, any decision on a licence application will not consider whether any decision to grant or refuse planning permission or building consent was lawful and correct. It will consider what the impact of granting the application will be on the four licensing objectives.
- 6.6 In general, all premises which are the subject of an application, should have the benefit of planning permission, or be deemed permitted development. The onus will be on the applicant to demonstrate that planning permission has been granted or that the premises have the benefit of permitted development rights.
- 6.7 In addition, all new developments and premises which have been subject to structural alterations since 1994 will have building control approval in the form of a Building Regulations Completion Certificate.

Licensing Hours

- 6.8 The government acknowledges that different licensing approaches may be appropriate for the promotion of the licensing objectives in different areas. The Act gives the Council the power to make decisions regarding licensed opening hours based on local knowledge and in consultation with other responsible authorities.
- 6.9 In some circumstances, staggered licensing hours with regards to the sale of alcohol are important to ensure that the concentration of customers leaving premises simultaneously is reduced. The intention behind this is to reduce the friction at late night fast food outlets, taxi ranks and other sources of transport which currently lead to disorder and disturbance.
- 6.10 Providing the customers with greater choice is an important consideration in the development of a thriving and safe evening and night-time economy in Leeds. However any licensable activity has the potential to impact adversely on the surrounding area due to disturbance or crime and disorder. Customers may be noisy when leaving, leave litter or use on-street parking. The impact of these activities can be particularly intrusive at night when ambient noise levels are much lower.

- 6.11 The council supports the development of a wide ranging and culturally diverse night-time economy. However this must be achieved whilst promoting the four licensing objectives and without compromising local services associated with the night-time economy such as street cleansing.
- 6.12 Under the Act there are no permitted hours for the sale of alcohol. Applicants can suggest in their operating schedule the hours they wish to open and to apply to vary their existing licences if they wish to open beyond their current permitted hours. However, there is no general presumption in favour of lengthening licensing hours and the four licensing objectives will be always the paramount consideration.
- 6.13 If relevant representations are made the council will only grant the hours of use proposed where the operating schedule and any risk assessment adequately demonstrates that:
- the applicant has properly considered what is appropriate for the local area when considering what hours and activities to apply for
 - the potential effect on the licensing objectives is not significant
 - the agreed operating schedule demonstrates that the applicant is taking appropriate steps to minimise any adverse impact on residents and businesses
- 6.14 Restrictions may be made to the proposed hours of use where, after receiving relevant representations, the council considers it appropriate for the promotion of the licensing objectives to do so. The council will consider the existing pattern of licensed premises in an area when considering what is appropriate to promote the objectives. Applications which are significantly out of character for a locality will need to demonstrate that granting the hours sought will not impact on the licensing objectives, given the potential for neighbouring premises to seek the same additional hours to prevent rivals gaining a commercial advantage.
- 6.15 As a general rule shops, stores and supermarkets should normally be free to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open for shopping unless there are good reasons, based on the licensing objectives, for restricting those hours.

Local, national, and international occasions

- 6.16 It should be possible for applicants for premises licences and club premises certificates to anticipate special occasions which occur regularly each year, for example bank holidays, and to incorporate appropriate opening hours for these occasions in their operating schedules.
- 6.17 Additional occasions for which extensions may be required may be covered by a Temporary Event Notice.

Drinking up time

- 6.18 The traditional 'drinking up time' was not carried over into the Licensing Act 2003. However the hours during which applicants are licensed to sell or supply alcohol and the opening hours need not be identical and therefore applicants of premises licensed for the on-sale of alcohol are recommended to consider a drinking up/cooling down period during which music volume may be reduced, customers may consume their drinks and plan for transport from the premises. The council considers that a 30 minute drinking up time will assist in the gradual dispersal of customers and consequently reduce impact on the area.
- 6.19 Where relevant representations are made the council will consider imposing a condition on drinking up time where such a condition is appropriate to promote the licensing objectives in any individual case.

Operating Schedules

- 6.20 Under the Licensing Act 2003 applicants are required to complete an 'operating schedule'. They are expected to have regard to the council's Statement of Licensing Policy. They must also be aware of the expectations of the licensing authority and the responsible authorities as to the steps that are appropriate for the promotion of the licensing objectives and to demonstrate knowledge of their local area when describing the steps, they propose to take to promote the licensing objectives.
- 6.21 Operating schedules are the key to ensuring that the four licensing objectives are promoted. An operating schedule should include enough information to enable any responsible authority or other person to assess whether the steps to be taken to promote the licensing objectives are satisfactory.
- 6.22 Applicants should make their own enquiries and demonstrate how they have considered the following in their operating schedule:
- The layout of the local area and physical environment including crime and disorder hotspots, proximity to residential premises and proximity to areas where children and young people may congregate.
 - Any risk posed to the local area by the proposed licensable activities; and
 - Any local initiatives (for example, local crime reduction initiatives or voluntary schemes such as local taxi-marshalling schemes, street pastors and other schemes), which may help mitigate potential risks.
- 6.23 Whilst applicants are not required to seek the views of responsible authorities before formally submitting their application, they may find them to be a useful source of expert advice on local issues that should be taken into consideration when making an application. The council encourages co-operation between applicants, responsible authorities and, where relevant, residents and businesses before applications are submitted to minimise the scope for disputes to arise.
- 6.24 Applicants may find contacting their local ward councillor helpful. Leeds councillors provide a voice to the people living in the ward that they represent. They are aware of the needs of their community and are in touch with the issues that local people face. As well as influencing council decisions on funding and development, they work with other organisations, such as the police, local schools, and health services to help bring about improvements to services and the environment for their local community.
- 6.25 Other publicly available sources which may be of use to applicants include:
- the Crime Mapping website.
 - Neighbourhood Statistics websites.
 - websites or publications by local responsible authorities.
 - websites or publications by local voluntary schemes and initiatives; and
 - on-line mapping tools.
- 6.26 In Leeds specific websites are:
- www.tinyurl.com/LeedsMappingTool which shows a searchable map with layers of recent crime and nuisance statistics as well as the deprivation index, locations of licensed premises, schools, and early years centres
- <https://datamillnorth.org/> which provides several useful datasets including licensed premises
- https://www.police.uk/west-yorkshire/LDT_CI/ which is a crime mapping website run by the Police

<http://observatory.leeds.gov.uk/> Leeds Observatory is a tool for everyone to explore strategic data, information and intelligence about Leeds' communities and geographies. The observatory provides a clear evidence base for communities and professionals to determine the needs of people in Leeds which will shape decision making and services.

- 6.27 The council expects individual applicants to complete the operating schedule in a manner that is specific to the application being made in respect of those premises and the licensable activity to be carried on rather than in general or standard terms. Information should be given to demonstrate how the individual application proposes to address and promote the licensing objectives. Applicants are referred to the paragraphs in this section which contain information on carrying out a risk assessment.
- 6.28 Any application or operating schedule not completed in accordance with the Act and the regulations may be returned to the applicant unprocessed with a request to complete the forms correctly before the application is accepted by council.

Risk assessments

- 6.29 The council recommends that applicants complete a risk assessment of their business to understand what steps are required to complete the operating schedule in a manner which enables the council and responsible authorities to assess how they will seek to promote the licensing objectives.
- 6.30 The council is aware that any risk assessment will vary according to the nature of the business. It is for applicants to decide what is appropriate in each case. To assist applicants in completing their operating schedules the council has devised a risk assessment proforma and suggested wording for volunteered conditions. A copy may be obtained from the Entertainment Licensing Section. A special risk assessment proforma designed for outdoor events is also available.
- 6.31 The risk assessment contains many of the key factors which the responsible authorities will be expecting applicants to meet to fulfil the licensing objectives. The contents are not exhaustive, but the risk assessment approach will reduce the possibilities of adverse representations.
- 6.32 It is recognised that some areas of the risk assessment may duplicate issues which applicants have previously addressed to satisfy other legislation. Where this does occur the operating schedule may cross reference to alternative documents.
- 6.33 The council recognises that it cannot insist on a risk assessment. However an applicant who decides not to complete or provide a risk assessment may face additional representations and the expense of hearings as a result. If a risk assessment is not completed, then applicants will need to demonstrate how these matters have been addressed through the operating schedule provided.

Local Concerns

- 6.34 It is a fact (Joint Strategic Needs Assessment 2012, NHS Leeds) that if you live in some of the more deprived areas of Leeds (Beeston, Holbeck, Gipton, Harehills, Burmantofts, Richmond Hill, Armley) you can expect your life expectancy to be lower than that of residents in other parts of Leeds. The three contributory factors to a reduced life expectancy are alcohol, obesity, and smoking. The Licensing Act 2003 authorises the activities of the sale by retail of alcohol, the provision of late night refreshment and therefore the question is whether reducing people's access to alcohol and high fat content takeaway food will have a positive outcome on life expectancy in these areas.

6.35 In these more deprived areas there is concern about:

Sale of alcohol

- The wide and obvious availability of alcohol in convenience stores, newsagents, corner shops and off licences.
- The contributory factor and possible links between violent crime and domestic violence which may be exacerbated by the availability of alcohol sold in these areas.
- The higher proportion of premises licensed for alcohol for consumption off the premises.
- The ability for people with mental health or alcohol problems to easily obtain alcohol.
- The ability for people who are already intoxicated to easily obtain more alcohol.
- The pack size super strength white cider is sold in, which leads to people with alcohol dependency issues to drink more than they need to.
- Illicit and non-duty paid alcohol and tobacco sales

Protection of children

- The normalisation of alcohol abuse and the effect this has on children living in the area
- The sale and supply of alcohol to young people and children and the impact this has on the behaviour in the community and impact on their health.

Public nuisance

- The accumulation of premises providing takeaway food and off sales of alcohol
- Littering of food wrappers and waste food originating from takeaways
- Harassment of women and girls by groups of men drinking in the streets

6.36 The availability of alcohol is a major concern, as harmful and hazardous drinking is a contributory factor in many of the concerns mentioned in this policy. As such the council would expect anyone wishing to open or extend premises that sell alcohol or sell hot food to provide extra measures to ensure these problems are not exacerbated.

6.37 It is highly likely that any application for premises in deprived areas which includes the sale by retail of alcohol, or the sale of hot food and drink will attract relevant representations from interested people. To mitigate the concerns stated in this policy, applicants are encouraged to contact Entertainment Licensing, West Yorkshire Police, Environmental Health, and Public Health to see if there are any specific measures that can be adopted. If applicants do not contact the responsible authorities and do not offer additional measures, they can expect to receive a formal objection to the application.

6.38 Entertainment Licensing provides a risk assessment proforma which is a list of suggested measures applicants may like to include in their operating schedule. Applicants in the deprived areas should carefully consider if the measures relating to the following concerns could be offered as part of their operating schedule:

Crime and disorder

- Measures that control the display of alcohol including proximity to the door, display of spirits and high strength alcohol
- The sale of high-strength lager and cider
- CCTV coverage of alcohol displays

Prevention of public nuisance

- Hourly checks of the surrounding area and removal of litter

Protection of children

- Display of alcohol, name of premises and windows advertising which normalise the availability of alcohol

Dispersal

6.39 There has been concern for many years that a lack of transport provision in the city centre during the early hours of the morning may contribute to an increase in disorder incidents. One of the initiatives to address this problem in the past has been to provide night buses, however these were not well used as they do not provide a door to door service.

Excessive Consumption of Alcohol

6.40 The council is acutely aware of the link between the supply of alcohol that is subject to certain promotions and the possibility of resultant incidents of alcohol related crime and disorder and implications for public safety, public nuisance, and the risk of harm to children.

6.41 The council also recognises the impact that excessive, or binge drinking can have on public health and that positive action on promoting the licensing objectives is equally likely to have an indirect impact on public health.

6.42 The British Beer and Pub Association states that a promotion is irresponsible where it encourages or incites individuals to drink to excess, behave in an anti-social manner or fuels drunkenness. The council, as the licensing authority, will use the powers contained within the Licensing Act to ensure operators' promotional activities do not undermine the licensing objectives.

6.43 In April 2010 mandatory conditions came into effect which:

- Ban irresponsible promotions.
- Ban the dispensing of alcohol directly into the mouth; and
- Ensure that customers have access to free tap water so that they can space out their drinks and not get too intoxicated too quickly.

6.44 The legislation makes it clear that an irresponsible promotion is one that is "carried on for the purpose of encouraging the sale or supply of alcohol for consumption on the premises in a manner which carried a significant risk of leading or contributing to crime and disorder, prejudice to public safety, public nuisance or harm to children".

6.45 As a consequence any on-trade premises that participates in irresponsible drinks promotions will be breaching licence conditions and will be dealt with in accordance with the council's "Leeds Responsible Authority Liaison and Joint Enforcement Protocol - Licensing Act 2003" which is available from the council's website and may be subject to a review of their licence.

Conditions

6.46 The council may only impose conditions where relevant representations are made following an application to grant or vary a licence or where a review request is being considered.

6.47 The council recognises that the only conditions that should be imposed on a licence are those which are appropriate and proportionate to the promotion of the licensing objectives. There may be circumstances where existing legislation and regulations already effectively promote the licensing objectives, and no additional conditions are required.

6.48 Where conditions are imposed, they will be tailored to the individual style and characteristics of the premises and events concerned.

6.49 Applicants are strongly encouraged to make early contact with the appropriate responsible authorities to discuss proposed conditions in advance of the submission of their application to the council.

Designated Premises Supervisor

- 6.50 An applicant for a premises licence which includes the sale and supply of alcohol must nominate a Designated Premises Supervisor (DPS). That person will normally have been given day to day responsibility for running the premises. The DPS will also be in possession of a personal licence.
- 6.51 The Act does not require the presence of the DPS at all material times and the authorisation for the sale of alcohol may be made by another personal licence holder. It is the council's preference that this authorisation is made in writing.
- 6.52 If a DPS is not specified on the licence no sale or supply of alcohol may be made. Similarly no sale or supply of alcohol can be made if the DPS does not hold a personal licence.
- 6.53 Conditions may be imposed on a premises licence which require either the DPS and/or a personal licence holder to be always present when alcohol is sold.

Staff Training

- 6.54 The council recommends that all people who are engaged in the sale and supply of alcohol be encouraged to attend training programmes to raise awareness of their responsibility and particularly of the offences contained within the Act. Similarly they should be encouraged to attend training programmes which will raise their awareness of the issues relating to drugs and violence in licensed premises, and that suitable training be extended to all staff involved in managing or supervising the premises.
- 6.55 It is also recommended that people working on premises providing entertainment for children and youths attend training programmes in basic child protection and safety, and if appropriate have the necessary DBS checks.
- 6.56 All people working on licensed premises should be provided with in-house training on basic public safety, general housekeeping arrangements and in particular counter terrorism awareness and how to report suspicious activity or respond to an incident.

Club Premises Certificate

- 6.57 The Act recognises that premises to which public access is restricted and where alcohol is supplied other than for profit, give rise to different issues for licensing law than those presented by commercial enterprises selling direct to the public. For this reason qualifying clubs may apply for a Club Premises Certificate as an alternative to a premises licence.
- 6.58 A Designated Premises Supervisor and Personal Licence Holders are not required where a Club Premises Certificate is in force. However, an applicant for a Club Premises Certificate is still required to act in a manner which promotes the licensing objectives. An application for a Club Premises Certificate must be in the form prescribed by regulations.
- 6.59 Any qualifying club may choose to obtain a Premises Licence if it decides that it wishes to offer its facilities commercially for use by the public, including the sale of alcohol. Any individual on behalf of the club may also provide Temporary Events Notices. The council has issued guidance to clubs on applying for a Club Premises Certificate.

Community Halls

6.60 The management committees of community premises can apply to remove the requirement of a designated premises supervisor and the authorisation of the sale of alcohol by a personal licence holder. If they do so all sales of alcohol are authorised by the management committee. The council has issued guidance to community premises on this process which is on the council's website.

Minor Variations

6.61 It is now possible to make small changes to premises licences or club premises certificates through the minor variation process, which is cheaper, easier, and quicker than the full variation process. The test for whether a proposed variation is 'minor' is whether it could impact adversely on any of the four licensing objectives. The council has issued guidance on this process which can be accessed on the council's website.

Alcohol Deliveries

6.62 An applicant seeking a licence that will enable them to provide alcohol as part of an alcohol delivery service should include in their operating schedule the procedures, they intend to operate to ensure that:

- The person they are selling alcohol to is over the age of 18
- That alcohol is only delivered to a person over the age of 18
- That a clear document trail of the order process from order, despatch from the licensed premises and delivery to the customer is maintained (with times and signatures) and available for inspection by an authorised officer
- The time that alcohol is sold on the website/over the phone and the time the alcohol is delivered is within the hours stated on the licence for the sale of alcohol.

Section 7 Cumulative Impact

- 7.1 The concept of “cumulative impact” has been described in the Section 182 guidance issued by the Home Office since the commencement of the Licensing Act 2003. Cumulative impact assessments were introduced at Section 5A in the Licensing Act 2003 by the Policing and Crime Act 2017. Cumulative impact is the potential impact on the promotion of the licensing objectives of several licensed premises concentrated in one area.
- 7.2 In some areas, where the number, type, or density of licensed premises, such as those selling alcohol or providing late night refreshment, is high or exceptional, serious problems of nuisance and disorder may arise outside or some distance from those premises. Such problems generally occur because of large numbers of drinkers being concentrated in an area, for example when leaving premises at peak times or when queuing at fast food outlets or for public transport.
- 7.3 Queuing may lead to conflict, disorder, and anti-social behaviour. Moreover, large concentrations of people may also attract criminal activities such as drug dealing, pick pocketing and street robbery. Local services such as public transport, public lavatory provision and street cleaning may not be able to meet the demand posed by such concentrations of drinkers leading to issues such as street fouling, littering, traffic, and public nuisance caused by concentrations of people who cannot be effectively dispersed quickly.
- 7.4 Variable licensing hours may facilitate a more gradual dispersal of customers from premises. However, in some cases, the impact on surrounding areas of the behaviour of the customers of all premises taken together will be greater than the impact of customers of individual premises. These conditions are more likely to arise in town or city centres but may also arise in other urban centres and the suburbs, for example on smaller high streets with high concentrations of licensed premises.
- 7.5 Once away from the licensed premises, a minority of customers will behave badly. Other mechanisms for addressing such concerns may be more appropriate than cumulative impact or may work alongside licensing policy. For example:
- Planning control
 - Positive measures to create a safe and clean town or city centre environment in partnership with local businesses, transport operators and other departments of the local authority, including best practise schemes such as PubWatch or BIDs
 - Community Protection Orders
 - The provision of CCTV surveillance in town centres, taxi ranks, provision of public conveniences open late at night, street cleansing and litter patrols
 - Public Spaces Protection Orders
 - Police enforcement of the law concerning disorder and anti-social behaviour, including the issuing of fixed penalty notices
 - Prosecution for the offence of selling alcohol to a person who is drunk (or allowing such a sale)
 - Late Night Levy
 - Early Morning Restriction Orders
 - Other licensing measures such as fixed closing times, staggered closing times and zoning

Cumulative Impact Assessments

- 7.6 A cumulative impact assessment (CIA) may be published by a licensing authority to help it limit the number or type of licence applications granted in areas where there is evidence to show that the number or density of licensed premises in the area is having a cumulative impact and leading to problems which are undermining the licensing objectives.
- 7.7 The council first published a cumulative impact assessment under section 5A of the Licensing Act 2003 in November 2018 which relates to new premises licences and club premises certificates and applications to vary existing premises licences and club premises certificates in specific areas.
- 7.8 In this assessment the council reviewed the evidence for all existing cumulative impact areas (city centre, Headingley and Hyde Park, Woodhouse, Chapel Allerton, Horsforth and Armley). The council also reviewed the evidence for Harehills.
- 7.9 The review of the Cumulative Impact Assessment was due to take place in 2021, but the Coronavirus pandemic had a severe impact on the night-time economy with three total lockdowns closing licensed premises. This had a temporary effect on the crime statistics and a decision was made to delay the review of the cumulative impact areas until the long term impact of the pandemic was known.
- 7.10 The assessment was undertaken in 2022 and included a call for evidence from the responsible authorities and crime statistic reports commissioned from West Yorkshire Police. Residents have been given the opportunity to comment on the proposals through the relevant elected ward councillors and Community Committees during the development of the cumulative impact assessment.
- 7.11 As required by the law, the council has undergone a formal consultation process on the cumulative impact assessments with:
- the responsible authorities
 - licensees and those representing licensees
 - residents and businesses
 - those representing residents and businesses
- 7.12 Responses from these consultations have been reviewed and reports are available from Entertainment Licensing.
- 7.13 The council will review the cumulative impact policy areas at least every three years, as required by the legislation. Some areas may be reviewed more frequently. Cumulative Impact Assessments are available on the council's website. Applicants should contact Entertainment Licensing to ensure they are in possession of the latest information before making their application.

Cumulative Impact Areas

- 7.14 The cumulative impact assessment has shown that the number or type of licence applications granted in the following areas are having a cumulative impact and this is leading to problems which are undermining the licensing objectives.

City centre

- 7.15 The council has assessed crime statistics for the area known as the city centre which is located between the A58M motorway and the river Aire and has determined that there is an area that is suffering from the cumulative impact of licensed premises and consequently this is leading to problems which are undermining the licensing objectives.

- 7.16 Specifically and in addition to this, there are two areas of special concern designated as red zones where the impact of the licensed premises is so severe that the council considers that any application for a new licence or the variation of an existing licence should be refused unless the applicant can show how their application would not lead to an increase in the impact of licensed premises in this area. Maps showing the exact geographical area included in this area, and specifically the red zones can be found in the cumulative impact assessment.
- 7.17 In this area the nature of the problems is alcohol related violent crime being perpetrated on people visiting and using this area during specific peak hours. More information on the evidence can be found in the cumulative impact assessment.
- 7.18 It would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation application for any premises licence (on sales, off sales and late night takeaways) that seek to operate during the peak hours described in the cumulative impact assessment for the city centre.

Headingley

- 7.19 The council has assessed crime statistics for the area known as Headingley and has determined that there is an area that is suffering from the cumulative impact of licensed premises and consequently this is leading to problems which are undermining the licensing objectives. Specifically the area is located around North Lane and Otley Road. Maps showing the exact geographical area included in this area can be found in the cumulative impact assessment.
- 7.20 Additionally, Headingley suffers from nuisance and crime related to the large number of visitors participating in the 'Otley Run'. This is a largely unorganised pub crawl which starts in Weetwood early afternoon and progresses along Otley Road towards the city centre. This has been an activity undertaken primarily by students however in the last few years it has become more popular with groups of people travelling from outside of Leeds. This influx of people during the weekends and the associated crime, nuisance, and antisocial behaviour, is having a detrimental effect on residents who no longer feel able to use the shops, restaurants, and bars on the Otley Road in Headingley due to large groups of drunk people in fancy dress gathering along the route.
- 7.21 In this area the nature of the problems is alcohol related violent crime and nuisance being perpetrated on people visiting this area during specific peak hours. More information on the evidence can be found in the cumulative impact assessment.
- 7.22 It would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation application for any premises licence (on sales, off sales and late night takeaways) that seek to operate during the peak hours, described in the cumulative impact assessment for Headingley or to any application that may encourage participation in the Otley Run.

Hyde Park

- 7.23 The council has assessed crime statistics for the area known as Hyde Park and has determined that there is an area that is suffering from the cumulative impact of licensed premises and consequently this is leading to problems which are undermining the licensing objectives. Specifically the area is located between Hyde Park Road, Victoria Road, Cardigan Road, and Burley Lodge Road. Maps showing the exact geographical area included in this area can be found in the cumulative impact assessment.
- 7.24 In this area the nature of the problems is alcohol related violent crime and nuisance being suffered by people living in this mainly residential area. More information on the evidence can be found in the cumulative impact assessment.

- 7.25 It would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation application for any premises licence which seeks off sales and/or late night refreshment to operate during the peak hours described in the cumulative impact assessment for Hyde Park.

Armley

- 7.26 The council has assessed anti-social behaviour and crime statistics for the area known as Armley and has determined that there 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 Town Street and Branch Road are the areas affected. Maps showing the exact geographical area included in this area can be found in the cumulative impact assessment.
- 7.27 In this area the nature of the problems is predominantly anti-social behaviour perpetrated by people purchasing alcohol on Town Street and Branch Road and then remaining in the area to drink it. More information on the evidence can be found in the cumulative impact assessment.
- 7.28 It would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation application for any premises licence which seeks off sales of alcohol at any time.

Harehills and Burmantofts

- 7.29 The council has assessed crime statistics for the area known as Harehills and has determined that there 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. Maps showing the exact geographical area included in this area can be found in the cumulative impact assessment.
- 7.30 In this area the nature of the problems is alcohol related violent crime and nuisance being suffered by people living in this mainly residential area. More information on the evidence can be found in the cumulative impact assessment.
- 7.31 It would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation application 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.

Holbeck

- 7.32 The council has assessed crime statistics, alcohol risk data and licensing statistics for the area known as Holbeck. The evidence of a slow increase of off licensed premises in the cumulative impact area, the output from the alcohol licensing data matrix which shows very high levels of alcohol related crime, disorder and a population of vulnerable adults and children, as well as the conclusions from the Police report, the council considers this to be an area suffering from the cumulative impact of off licensed premises.
- 7.33 The density of convenience stores, newsagents and off licences already selling alcohol in the area is disproportionate to the other retail premises in the area.
- 7.34 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 of alcohol at any time.

Other Areas

- 7.35 In previous policies the areas of Woodhouse, Chapel Allerton and Horsforth have been the subject of cumulative impact. At this point, although these areas remain saturated there is less evidence that the number or density of licensed premises in the area is having a cumulative impact leading to problems which are undermining the licensing objectives.
- 7.36 However should there be an application which, if granted, may increase the cumulative impact of premises in the area on the licensing objectives, and for which representations are received, the council may consider cumulative impact when determining the licence application.
- 7.37 The council is also aware that the police have concerns related to the concentration of premises in the localities of Beeston, Bramley, Pudsey, Otley, and Guiseley. The council, in conjunction with the responsible authorities, will be keeping these areas under review during the life of the policy in case it becomes necessary to instigate a formal cumulative impact assessment. Applicants wishing to apply for new licences or variations in these areas should note this paragraph and tailor their operating schedules accordingly.

Applications within a cumulative impact area

- 7.38 Applications for premises situated within a designated cumulative impact area for new premises licences or variations that are likely to add to the existing cumulative impact will normally be refused if relevant representations are received. It is for the applicant to demonstrate that their application would not add to the cumulative impact of such licensed premises in the area and so allow the council to depart from its own policy.
- 7.39 An applicant wishing to obtain a new or varied licence for premises falling within any of the cumulative impact areas must identify, through the risk assessment process (if used) and operating schedule, the steps that he or she intends to take so that the council and responsible authorities can be satisfied that granting a new licence will not add to the impact already being experienced.
- 7.40 To assist this process applicants are encouraged to submit a full and thoroughly considered application at the earliest opportunity. The onus is on the applicant to demonstrate to the responsible authorities the suitability and detail for their site. The applicant is encouraged to make early contact with the responsible authorities to discuss their plans, and suggested control measures. Applicants should also have regard to the guidance issued by the Home Office under section 182 of the Act.
- 7.41 The existence of a cumulative impact assessment for a specific area does not relieve the responsible authorities or any other person of the need to make relevant representations where they consider it appropriate to do so for the promotion of the licensing objectives. Anyone making a representation may base it on the evidence published in the cumulative impact assessment, or the fact that a cumulative impact assessment has been published for that area. It remains incumbent on all responsible authorities and other people to ensure that their representations can withstand the scrutiny to which they would be subject at a hearing. As with all licensing applications under the Licensing Act 2003, if there are no representations, the licensing authority must grant the application in terms that are consistent with the operating schedule submitted as part of the application.
- 7.42 The council recognises that a cumulative impact assessment should not be absolute. The circumstances of each application will be considered properly and applications for licences that are unlikely to add to the cumulative impact on the licensing objectives may be granted.

- 7.43 After receiving representations in relation to a new application or for a variation of a licence, the licensing authority will consider whether it would be justified in departing from its policy and cumulative impact assessment in the light of the individual circumstances of the case. The impact can be expected to be different for premises with different styles and characteristics. If the council decides that an application should be refused, it will still need to show that the grant of the application would undermine the promotion of the licensing objectives and that appropriate conditions would be ineffective in preventing the problems involved.
- 7.44 When considering an application where the subject premises is in a cumulative impact area, the council will need to be satisfied that the grant of the licence or variation will not impact on the cumulative impact of existing licensed premises in the area and as the burden of proof is on the applicant, they will often suggest measures which they assert will demonstrate there will be no impact. Examples of factors the licensing authority may consider as demonstrating there will be no impact may include, though are not limited to:
- Small premises who intend to operate before midnight.
 - Premises which are not alcohol led and only operate during the daytime economy
 - Instances where the applicant is relocating their business to a new premises but retaining the same style of business.
 - Conditions which ensure that the premises will operate in a particular manner such as a minimum number of covers or waiter/waitress service to secure a food led operation.
- 7.45 Examples of factors the licensing authority will not consider as meeting the standard of rebuttal include:
- That the premises will be well managed and run as all licensed premises should meet this standard
 - That the premises will be constructed to a high standard
 - That the applicant operates similar premises elsewhere, such as in another licensing authority area, without complaint
- 7.46 Any relevant representation of support will be taken into consideration by the council when making its determination.

Representations based on cumulative impact outside cumulative impact areas

- 7.47 In cases where either responsible authorities or other people seek to establish that an application should be refused on the grounds that it would result in or further contribute to a cumulative impact in an area not designated as a cumulative impact area, which would undermine one or more of the licensing objectives, they shall:
- Identify the boundaries of the area from which it is alleged problems are arising
 - Identify the licensing objective which it is alleged will be undermined
 - Identify the type of licensable activity alleged to be causing the problem (e.g. sale of alcohol, late night refreshment)
 - Provide full details and evidence to show the manner and extent to which it is alleged that the licensing objectives are being, or at risk of being, undermined in the area
 - Provide evidence to show that the undermining of the objective is caused by the patrons of licensed premises in the area.
- 7.48 The reason for this is to ensure that objections are neither frivolous nor vexatious and that there is an evidential basis for the licensing subcommittee to reach a decision.

Section 8 Early Morning Restriction Orders

- 8.1 The power conferred on licensing authorities to make, vary, or revoke an EMRO is set out in section 172A to 172E of the Licensing Act 2003. This power was brought into force on 31st October 2012 and the government has provided guidance as part of the S182 Guidance to Licensing Authorities.
- 8.2 An EMRO enables a licensing authority to prohibit the sale of alcohol for a specified time between the hours of 12am and 6am in the whole or part of its area, if it is satisfied that this would be appropriate for the promotion of the licensing objectives.
- 8.3 EMROs are designed to address recurring problems such as high levels of alcohol related crime and disorder in specific areas at specific times; serious public nuisance and other instances of alcohol related anti-social behaviour which is not directly attributable to specific premises.
- 8.4 It is the council's intention to support businesses rather than hinder them whilst ensuring promotion of the licensing objectives. However where this has deemed to fail then an EMRO could be considered as a possible solution.
- 8.5 An EMRO:
- Applies to the supply of alcohol authorised by premises licences, club premises certificate and temporary event notices.
 - Applies for any period beginning at or after 12am and ending at or before 6am. It does not have to apply on every day of the week and can apply for different time periods on different days of the week.
 - Applies for a limited or unlimited period (for example, an EMRO could be introduced for a few weeks to apply to a specific event).
 - Applies to the whole or any part of the licensing authority's area
 - Will not apply to any premises on New Year's Eve (defined as 12am to 6am on 1 January every year).
 - Will not apply to the supply of alcohol to residents by accommodation providers between 12am and 6am, provided the alcohol is sold through mini-bars/room service; and
 - Will not apply to a relaxation of licensing hours by virtue of an order made under section 172 of the Licensing Act 2003.

EMRO Request

- 8.6 It is expected that the need for an EMRO may be identified by several different organisations. For example the request for an EMRO may originate at a Communities Committee, Health and Environmental Action Service, residents' association, or the local NPT. It is likely that more than one organisation may be involved in the process.
- 8.7 It is anticipated that the request would be referred to Entertainment Licensing where a designated procedure will be applied to determine if an EMRO is appropriate. If appropriate, the request would be referred to the Licensing Committee. Members would be supplied with evidence of the issues being experienced in the area in support of the EMRO. Licensing Committee will decide if, on the strength of the evidence provided, that an EMRO is appropriate for the promotion of the licensing objectives and if further work is to be undertaken to support the case. Members may decide that other measures would be more effective in dealing with the problems, or that licence holders should engage with the authorities to rectify matters before the request is considered further.

Evidence

8.8 The Section 182 Guidance to Licensing Authorities states that:

“The licensing authority should be satisfied that it has sufficient evidence to demonstrate that its decision is appropriate for the promotion of the licensing objectives. This requirement should be considered in the same manner as other licensing decisions, such as the determination of applications for the grant of premise licences. The licensing authority should consider the evidence from partners, including responsible authorities and local Community Safety Partnerships, alongside its own evidence, to determine when an EMRO would be appropriate for the promotion of the licensing objectives.”

8.9 The level of evidence Licensing Committee will consider supporting an early morning restriction order is:

- Police evidence of reported alcohol related crime
- Nuisance statistics compiled from complaints made to Environmental Health in relation to noise, odour, and litter nuisance
- Data gathered from complaints made the Entertainment Licensing on matters which affect the licensing objectives.
- Anecdotal evidence from residents’ organisations, ward members and other representatives of people living in a specific area
- Evidence obtained during the public consultation and associated public meetings

8.10 In addition the S182 guidance suggests other sources of evidence such as

- Health related statistics such as alcohol-related emergency attendances and hospital admissions

8.11 This should, in part be provided by the organisation or group who are proposing an EMRO should be in force.

8.12 Once the Licensing Committee is satisfied that an EMRO is required to address the issues in an area, and all other measures have been tried and failed to address these issues, the formal process of implementing an EMRO will begin. The design of the EMRO will include:

- The days (and periods on those days) on which the EMRO would apply
- The area to which the EMRO would apply
- The period for which the EMRO would apply
- The date from which the proposed EMRO would apply

Consultation

8.13 The proposed EMRO will be advertised for at least 42 days. The proposal will be published on the council’s website and in a local newspaper. A notice will be sent to all affected people in the area who hold a premises licence or club premises certificate, or people who use TENs or who hold a provisional statement. A notice will be displayed in the area and sent to responsible authorities and adjacent licensing authorities.

8.14 Anyone affected by the EMRO has 42 days in which to make a representation on any aspect of the EMRO design. If relevant representations are received, then a hearing will be held to consider them. If there are several representations, the licensing authority may consider whether to hold the hearing over several days. The hearing will be commenced within 30 working days of the end of the notice period.

8.15 As a result of the hearing the licensing authority has three options:

- To decide that the proposed EMRO is appropriate for promotion of the licensing objectives
- To decide that the proposed EMRO is not appropriate and therefore the process should be ended
- To decide that the proposed EMRO should be modified. In this case it may be necessary to advertise again.

Formal Decision

8.16 Once the licensing authority is satisfied that the proposed order is appropriate for the promotion of the licensing objectives, its determination will be put to full Council for its final decision. Once the EMRO is made, the authority will send a notice to all affected people and make it available for 28 days on the website.

8.17 A variation or a revocation of an order will follow the same process. However an order could be applied for a specified time and in this case the order ceases to apply on the final day.

8.18 Once an EMRO is in place, the licensing authority will update this policy as soon as possible to include reference to the EMRO in this section.

8.19 There are currently no EMROs in place in this area.

- 9.1 Every supply of alcohol under the premises licence must be made or authorised by a person who holds a Personal Licence. The Act does not require the presence of a Personal Licence holder at all material times but if any sales are made when a Personal Licence Holder is not present, then they must have been authorised by somebody who holds a Personal Licence. Regardless of whether a Personal Licence holder is present or not he will not be able to escape responsibility for the actions of those he authorises to make such sales.
- 9.2 The council recommends that authorisations for the sale of alcohol be made in writing to ensure that those authorised are clear what their legal responsibilities are. Any premises at which alcohol is sold or supplied may employ one or more Personal Licence holders.
- 9.3 The council recognises it has no discretion regarding the granting of personal licences where:
- the applicant is 18 or over,
 - possesses a licensing qualification,
 - has not had a licence forfeited in the last five years and
 - has not been convicted of a relevant offence.
- 9.4 An application for a personal licence to sell alcohol must be made in the form specified in government guidance or regulations. The application form must be accompanied by the requisite fee. The applicant should also produce evidence of the relevant qualifications and their right to work in the UK.
- 9.5 Applicants should produce a Criminal Record Bureau certificate along with the application form. The certificate must be current and comply with the regulations on personal licence applications. Applicants are also expected to make a clear statement as to whether they have been convicted outside England and Wales of a relevant offence or a similar offence.
- 9.6 Where the application discloses relevant unspent convictions the council will notify the police of that application and the convictions. The police may make objection on the grounds of crime and disorder. If an objection is lodged a hearing must be held.
- 9.7 The council will, at such a hearing, consider carefully whether the grant of the licence will compromise the promotion of the crime prevention objective. It will consider the seriousness and relevance of the conviction(s), the period that has elapsed since the offence(s) were committed and any mitigating circumstances. The council will normally refuse the application unless there are exceptional and compelling circumstances which justify granting it.

Section 10 Temporary event notices

- 10.1 The system of permitted temporary activities is intended as a light touch process, and as such, the carrying on of licensable activities does not have to be authorised by the licensing authority on an application. Instead a person wishing to hold an event at which such activities are proposed to be carried on (the “premises user”) gives notice to the licensing authority of the event (a “temporary event notice” or TEN).
- 10.2 Temporary event notices are subject to various limitations. These are concerned with:
- the number of times a premises user may give a TEN – 50 times in a calendar year for a personal licence holder and five times in a calendar year for other people).
 - the number of times a TEN may be given for any premises (15 times in a calendar year).
 - the maximum duration of an event authorised by a TEN is 168 hours (seven days).
 - the maximum total duration of the events authorised by TENs in relation to individual premises (21 days in a calendar year).
 - the maximum number of people attending at any one time (fewer than 500); and
 - the minimum period between events authorised under separate TENs in relation to the same premises (not including withdrawn TENs) by the same premises user (24 hours).
- 10.3 The Alcohol Licensing (Coronavirus) (Regulatory Easements) (Amendment) Regulations 2021, amended Section 107 of the Licensing Act 2003 so as to increase for the calendar years 2022 and 2023, the number (from 15 to 20) of TENs which may be given in relation to the same premises in the calendar year and to increase the number of days in the calendar year (from 21 to 26 days) on which a single premises can be used to carry on licensable activities. These changes apply to Temporary Event periods occurring wholly or partly in 2022 and 2023.
- 10.4 The most important aspect of the system of temporary event notices is that no permission is required for these events from the council. In general, only the police or Environmental Health and Action Service (HEAS) may intervene to prevent such an event or modify the arrangements for such an event. The council will only intervene itself if the limits on the number of notices that may be given in various circumstances would be exceeded.
- 10.5 Many premises users giving temporary event notices will not have a commercial background or ready access to legal advice. They will include, for example, people acting on behalf of charities, community, and voluntary groups, all of which may stage public events to raise funds, at which licensable activities will take place. The council will ensure that local guidance about the temporary permitted activities is clear and understandable and will strive to keep the arrangements manageable and user-friendly for such groups.
- 10.6 There are two types of TEN: a standard TEN and a late TEN. These have different notice periods. A standard TEN is given no later than ten working days before the event to which it relates; a late TEN is given not before nine and not later than five working days before the event. In both instances this does not include the date of the event or the date the council receives the notice.
- 10.7 The council encourages notice providers to give the earliest possible notice of events likely to take place. This is particularly relevant to events which are to take place in the open air or in a temporary structure. Assistance with the planning of events can be provided through multi agency forum meetings. For outdoor events, including those within structures, please refer to paragraph 5.9 to 5.15.

- 10.8 The council can provide advice on the local area and suggested measures to avoid nuisance, or other legislative requirements regarding health and safety, noise pollution, the building of temporary structures, or other necessary permissions.

Police or Health and Environmental Action Service intervention

- 10.9 The Act provides that in exceptional circumstances, the police or HEAS may issue an objection notice because they believe the event would undermine the one or more of the four licensing objectives set out in the Act. The police or HEAS must issue an objection notice within three working days of being notified, but they can subsequently withdraw the notice. The issuing of such an objection notice requires the consideration of the objection by the council at a hearing in the case of a standard TEN. If an objection notice is issued in relation to a late TEN, then the TEN is cancelled and licensable activities are not authorised.
- 10.10 The ability of police and HEAS to serve such a notice is a further reason why event organisers are strongly encouraged by the council not to rely on giving the minimum amount of notice and to contact the local police and HEAS at the earliest possible opportunity about their proposals.

Additional limitations

- 10.11 The council, on receiving temporary event notices, will also check that the requirements of the Act as to duration and numbers of notices are met. For these purposes, a notice is treated as being from the same premises user if an associate gives it.
- 10.12 The Act defines an associate as being:
- the spouse or civil partner of that person.
 - a child, parent, grandchild, grandparent, brother, or sister of that person; or
 - an agent or employee of that person.
 - the spouse or civil partner of a person listed in either of the two preceding bullet points.
- 10.13 A person living with another person as his or her husband or wife is treated for these purposes as his or her spouse.

Section 11 Enforcement and reviews

- 11.1 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 council and responsible authorities are committed to encouraging a thriving day time and evening licensed economy but will not tolerate those premises whose activities infringe upon the quality of life or safety of residents, businesses, and visitors.
- 11.2 The council has established a multi agency enforcement protocol which sets out the framework for the risk based enforcement of the Licensing Act 2003 following the principles of better regulation advocated by the Better Regulation Executive. The protocol allows for carrying out of joint inspections with the police, the fire authority, and other relevant agencies.
- 11.3 The enforcement protocol's mission statement is to protect the public, interested parties and the environment from harm caused because of activities made licensable by virtue of the Licensing Act 2003.

Prosecution of breaches

- 11.4 In accordance with the enforcement protocol, the council adopts a multi-agency approach to the prosecution of offences under the Licensing Act.
- 11.5 Consideration will be given to the appropriate powers that should be used to address a problem where other agencies such as the police, fire authority, environmental protection and trading standards also have their own powers.
- 11.6 The council has adopted the principles of the Hampton Report 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.
- 11.7 The council has a zero tolerance to antisocial behaviour, environmental crime, and risk to public safety.

Reviews of Licences

- 11.8 The council recognises that the ability of the police, other responsible authorities, and other people to apply for a review of a premises licence, is an incentive to effective self regulation.
- 11.9 On receipt of a relevant request to carry out a review the council has a range of options available to it under the Act. These include:
- To modify the conditions of the licence including imposing new conditions, altering existing conditions or removing conditions (permanently or temporarily)
 - To exclude a licensable activity from the scope of the licence (permanently or temporarily)
 - To remove the Designated Premises Supervisor
 - To suspend the licence for a period not exceeding three months
 - To revoke the licence
- 11.10 The council will seek to establish the cause or causes of the concern and remedial action will be targeted at such causes. Any action will be proportionate to the problems involved.
- 11.11 The council has agreed protocols with responsible authorities and published guidance on the review process which is available from Entertainment Licensing or on the council's website.

- 11.12 Where a Magistrates Court makes a Closure Order under part 8 of the Licensing Act 2003 (on grounds of disorder) the council must carry out a review of the licence.
- 11.13 Where a Magistrates Court makes a Closure Order under the Anti-Social Behaviour, Crime and Policing Act 2014 (on grounds of the use, supply or production of Class A drugs associated with disorder or serious nuisance) the police will usually ask the council to carry out a review of the licence.
- 11.14 Where a closure order has been made under the Anti-Social Behaviour, Crime and Policing Act 2014 (on grounds of noise) the council's Environmental Health section will normally request a review of the licence.
- 11.15 Where any agency provides evidence of the keeping of smuggled goods, such as counterfeit alcohol or tobacco, or the employment of persons who do not possess the right to work in the UK, the relevant agency may request a review of the premises licence.

Matters to be considered

- 11.16 When considering a review request or the possibility of enforcement action the council will consider all relevant circumstances but will view the following matters particularly seriously:
- use of the premises for criminal activities such as the supply of drugs, money laundering or the keeping and supply of illicit goods
 - immigration offences
 - failure to promptly respond to a warning properly given by a responsible authority
 - failure to engage with the RAs in an effective manner
 - previous convictions for licensing offences
 - previous failure to comply with licence conditions

The Violent Crime Reduction Act 2006

- 11.17 The Violent Crime Reduction Act 2006 has amended parts of the Licensing Act 2003 and now expands police and council powers to deal with problem premises in a more expedient manner.
- 11.18 A power to carry out summary reviews in serious cases of crime and disorder is brought in at section 53A of the Licensing Act 2003. Where a review application is accompanied by a certificate issued by a senior police officer, the Licensing Authority is required within 48 hours to consider whether it is necessary to take any interim steps pending the completion of the review process. This may include the immediate suspension of the premises licence.

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Cumulative Impact Assessment 2023-25

Licensing Act 2003



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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 the city centre and Headingley. A third area was considered along the Woodhouse corridor as there was concern that by restricting the availability of licences in the city centre and Headingley, applicants would instead apply for licences in the area in between. During the consultation there was also strong support for Chapel Allerton to be included in the cumulative impact policy. Evidence was gathered and this fourth area was proposed based on crime and disorder and public nuisance.

In 2007 the council received a request to include Horsforth due to nuisance issues on Town Street. Evidence was gathered and a draft policy was consulted upon and included in the policy.

In 2010 officers reviewed all five areas with West Yorkshire Police, ward members and residents. Officers attended several community meetings, and area committees to ensure that the current policy was still supported. The outcome of this review was several changes to the scope of the current 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.

A further review was undertaken in 2012:

- 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

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

In 2016 Armley was identified as an area suffering from antisocial behaviour displayed by groups of men standing and drinking in the street. It could be reasonably expected that these people were drinking alcohol purchased on Town Street and so a new area was described covering Armley Town Street and Branch Road and relating just to off licences.

In July 2018 a Cumulative Impact Assessment was compiled using licensing statistics, the Public Health Licensing Matrix, the West Yorkshire Police crime statistic reports, as well as information provided by Ward Members and residents. The outcome of this assessment was that the city centre, including two red zones, Headingley, Hyde Park, Armley and Harehills be described as cumulative impact areas. Chapel Allerton, Horsforth, and Woodhouse Corner ceased being considered as suffering from cumulative impact, however, the option remained open for them to be reviewed again should it become apparent to ward members, area teams and residents that cumulative impact was again an issue.

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 hosp adm 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.

2022 Review of the Cumulative Impact Areas

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. When considering this review of the assessment, the council was mindful of the impact of the coronavirus pandemic on the hospitality industry as well as on partners.

Officers from Entertainment Licensing have met with West Yorkshire Police Licensing Team several times during 2020 and 2021 to discuss this review and to request the crime reports. Due to the extraordinary circumstances of a pandemic, the usual evidence required for the assessment is not truly reflective of the current situation. Options were discussed on how to approach this review whilst recognising the data over the last two years has been severely affected by the pandemic.

West Yorkshire Police would normally produce detailed crime reports spanning the period since the last review. However, the most recent lockdown which forced the severe restriction of licensed premises only ended at the end of July 2021. The police have produced crime reports for the three year period, which shows in some areas, the crime rate falling and rising during the pandemic closures. The review has examined the crime statistics throughout the three year period, and any impact the reopening of the night-time economy has had. Although the situation in the areas currently designated as cumulative impact areas is ongoing, it is not clear how the pandemic will affect these areas longer term. The Government itself recognises that the economy will not recover until at least September 2023, and therefore any long-term impact will not be realised until the end of that year.

Headingley, Hyde Park and the city centre have been affected by the closure of licensed premises. The crime rates reduced during the closures but have increased again as the premises have reopened. This shows the impact of licensed premises on crime and disorder, and these rates are highest in these three areas. In addition, West Yorkshire Police Data Analysis Unit has been severely affected by the pandemic, which has impacted on the ability to produce detailed reports with a level of interpretation.

Harehills and Armley suffer with anti-social behaviour and disorder associated with street drinking, and this has continued throughout the last three years, and has been especially concerning during the three coronavirus lockdowns. Partner organisations have continued to work in these areas with people who persist in drinking in groups on the street. Although this work has been affected by the lockdowns, the problems remain.

Holbeck is an area that suffers from persistent street drinking and the related antisocial behaviour but to a lesser extent than is experienced in Armley and Harehills. However over the last five years applications for off licences have increased. Experience shows that this will lead to increased antisocial behaviour.

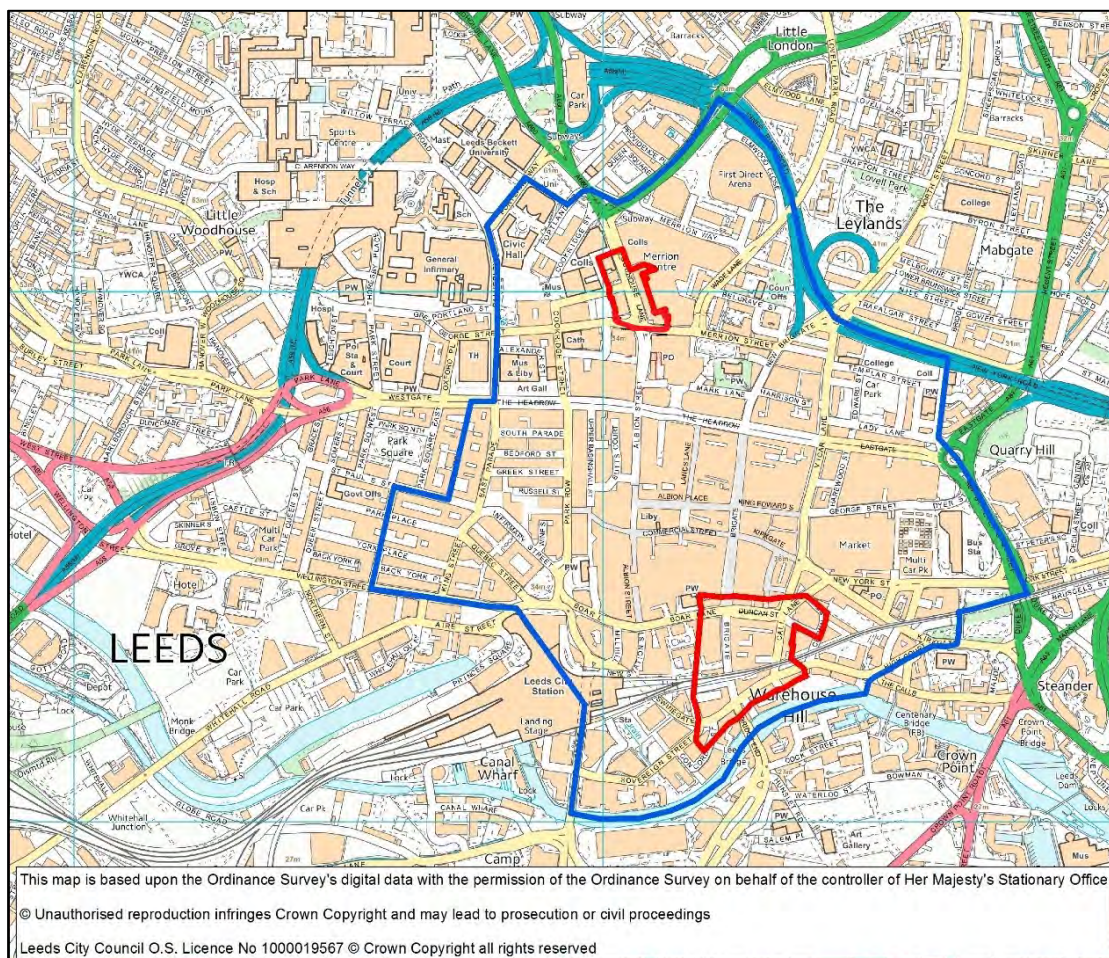
City Centre

The city centre cumulative impact area relates to the city centre. It is placed within the Little London & Woodhouse and Hunslet & Riverside wards.

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

The closure or opening of businesses can have a dramatic effect on reported crime and incidents in an area. While problems at individual premises are dealt with using action planning and the review process, there are areas in Leeds city centre which become saturated as new businesses open or existing businesses change their style of operation. In addition, the council recognises that a previous problem area can be improved by the introduction of new styles of business types and seeks to encourage this.

West Yorkshire Police have provided a crime report for 2016-21 which shows that overall crime levels in the city remain at a high level but dropped dramatically between February and April 2020. The levels rose again hitting a small peak in October 2020 with a less significant drop between November 2020 and March 2021. This clearly shows the impact of the lockdowns on crime in the entire city. Since then, crime which had dropped dramatically during the covid-period, has increased back to pre-covid average levels. During September 2020 and August 2021 public order was the highest it's been in the previous 5 years. Albion Street and Briggate remain at the top of the table of offences by street.



There are two distinct areas in the city where extra police resources are deployed on a regular basis. These areas are the Call Lane area and the Albion Street/ Woodhouse Lane area. With the support of LeedsBID, BACIL and Leeds City Council, evening ambassadors patrol these two areas as it has been recognised that incidents on the street require extra attention and that early intervention can prevent an escalation in the severity of incidents on the street.

The issues with disorder in the street on Call Lane led to a temporary road closure between 11pm and 5am on the Friday, Saturday and Sunday night which took effect in October 2015. A significant amount of work has gone into improving the street scene in this area with the final street works around the Corn Exchange to be completed this year. This has led to wider pavements, temporary road closures during the night-time, and improved areas for street café arrangements. Despite this the sheer numbers of people, often intoxicated, in the street during these hours highlights the need for the overall capacity of licensed venues in the red area to decrease, not increase.

The council continues to receive applications within the areas designated as red. There has been a trend for existing operators to apply for minor and full variations to bring into use unlicensed areas such as courtyards and roof gardens, on submission that the existing capacity will remain. Any application seeking an increase in floor space, even without an increase in stated capacity, can expect scrutiny.

The council has designated two zones in the city centre as 'red'. These are areas that are considered highly saturated and that are experiencing particularly high levels of crime, disorder and/or nuisance. An application received from premises located in the two red areas, and operating during the peak hours, can expect to receive representations from West Yorkshire Police and the Licensing Authority that recommend refusal. The responsible authorities are unlikely to negotiate conditions or additional measures on licences in the red area, as the impact on the licensing objectives is at such a level that the area cannot support any more premises opening or extending their operation.

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

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

In the rest of the city centre cumulative impact area, the council will expect applicants to offer additional measures tailored to the problems in that area. Applicants are strongly advised to consult with West Yorkshire Police and the licensing authority during their application process. By working together, the responsible authorities and businesses can establish working practices that reduce crime and disorder and so benefit the long term aims of the city to be a vibrant, thriving economy.

Extra scrutiny is given to applications in these areas which appear to adopt several different styles during their trading. For example, businesses that purport to be food led but seek late opening hours may be judged to be predominantly alcohol led due to their late night activities. It is for the applicant to demonstrate how their business will not add to the cumulative impact of licensed premises in that area through their operating schedule.

Evidence

Alcohol Licensing Data Matrix

The council has reviewed the Leeds city centre MSOA E02006875.



It ranks 1 out of 107 MSOAs in Leeds and is considered very high risk. This is the description given to the top 9 MSOAs for risk.

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

Indicator	Category	Rank
Deprivation Score	Medium	50
Population aged 16 and under	low	107
Not achieving English & Maths strong pass	Very high	1
Looked after children	Low	61
NEET (not in education or training)	Low	96
Alcoholic liver disease mortality rate	High	15
Alcohol specific emergency admission count	High	20
Off Licence premises count	Very high	1
On Licence premises count	Very high	1
Alcohol related harm hospital stays (narrow, age std. rate)	Medium	34
Antisocial behaviour - alcohol related, count	Very high	1
Violent crime where alcohol flagged, count	Very high	1
Drunk and disorderly, count	Very high	1
Alcohol treatment, all episode counts	Medium	43
Licensing risk score	Very high	1
Ambulance callouts related to alcohol, count	Very high	1
AUDIT tests scoring 16 or more (higher risk)	Very high	7
Stroke emergency hospital admissions (age std. rate)	low	107

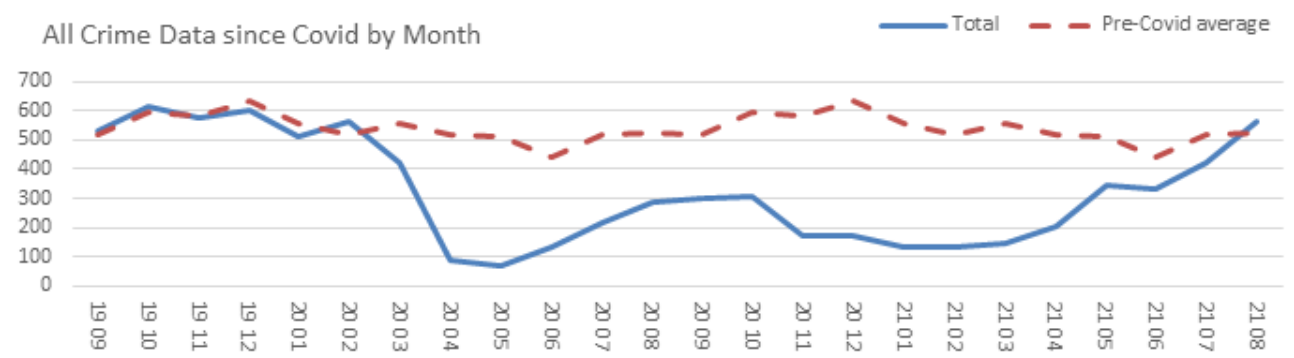
It could be expected that the city centre would rank highest out of all MSOAs in Leeds for health data as not only is this the busiest night time economy area, but also the location of one of the largest hospitals in Leeds. However it should be noted that the health and hospital statistics relate to people who live within this MSOA, not where they were admitted or received treatment.

Police Statistics

West Yorkshire Police has produced a five year crime report “Leeds City Centre CIP Report: Date Range 1 September 2016 – 31 August 2021” dated November 2021 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. This report is referred to as the Police Report in this document. It uses reported crime figures over a five year period from 01/09/2016 – 31/08/2021.

The following data tables and key findings have been extracted from the police report.

This table shows the period around the Covid lockdowns by month. The pre-covid 3 year average includes the period September 2016-August 2019. It clearly shows the impact the Pandemic has had on crime in the city centre.



These tables show the impact the Pandemic has had on crime in the city centre in a breakdown of occurrence type over the five year period September 2016 and August 2021.

All data

Category / Period	Sep 16 to Aug 17	Sep 17 to Aug 18	Sep 18 to Aug 19	Sep 19 to Aug 20	Sep 20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Assault	1900	2402	2540	1799	1205	26	6	-29	-33
Theft Other	1658	1313	1673	887	534	-21	27	-47	-40
Theft From Person	1520	1196	1230	733	316	-21	3	-40	-57
Public Order	417	585	798	598	640	40	36	-25	7
Other Violence	238	270	337	273	244	13	25	-19	-11
Drunk & Disorderly	286	206	165	121	81	-28	-20	-27	-33
Sexual	149	202	177	133	119	36	-12	-25	-11
Robbery	149	205	257	151	121	38	25	-41	-20
Affray	60	67	76	39	33	12	13	-49	-15

This table shows the breakdown of top streets over a five year period from September 2016 to August 2021.

Top Streets

Category / Period	Sep-16 to Aug 17	Sep-17 to Aug 18	Sep-18 to Aug 19	Sep-19 to Aug 20	Sep-20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Albion Street	1626	1363	1303	915	526	-16	-4	-30	-43
Briggate	1243	1311	1431	873	567	5	9	-39	-35
The Headrow	722	713	707	366	312	-1	-1	-48	-15
Call Lane	669	641	744	434	178	-4	16	-42	-59
Woodhouse Ln	466	434	517	311	145	-7	19	-40	-53
Boar Lane	395	432	478	312	233	9	11	-35	-25
Great George St	294	378	346	359	298	29	-8	4	-17
New York St	261	252	280	250	198	-3	11	-11	-21
Kirkgate	269	314	284	176	196	17	-10	-38	11
Merrion Way	308	306	278	188	135	-1	-9	-32	-28
Lands Lane	224	303	267	138	115	35	-12	-48	-17
Vicar Lane	160	218	263	200	168	36	21	-24	-16
Merrion Street	169	201	240	198	98	19	19	-18	-51
Bond Street	277	185	194	105	68	-33	5	-46	-35
Harewood St	151	207	195	122	105	37	-6	-37	-14
Cookridge St	169	157	199	124	36	-7	27	-38	-71
New Briggate	111	122	174	83	64	10	43	-52	-23
Park Row	123	103	159	101	64	-16	54	-36	-37

Geo Spatial Analysis

Sep 16 to Aug 21 – Assaults

Peak Time: 23:00-01:00

Risk days: Saturday

Top Streets: Briggate, Boar Lane, Albion Street



Sep 16 to Aug 21 – Drunk & Disorderly

Peak Time: 23:00-02:00

Risk days: Saturday & Sunday

Top Streets: Briggate, Boar Lane, Call Lane



Sep 16 to Aug 21 – Alcohol Related Nuisance

Peak Time: 19:00 – 23:00

Risk days: Saturday & Sunday

Top Streets: Briggate, Great George Street, Boar Lane

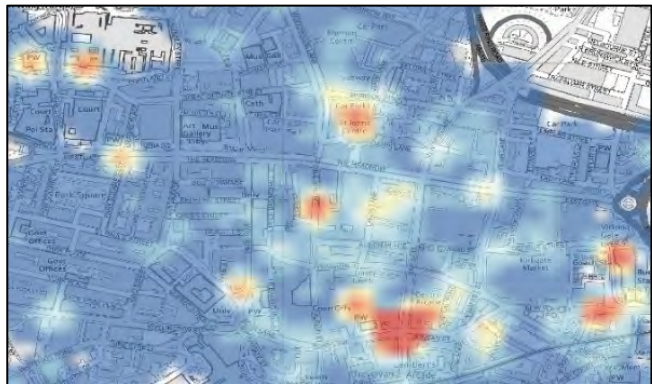


Sep 16 to Aug 21 - All Nuisance Incidents

Peak Time: 18:00-00:00

Risk days: Wednesday, Saturday

Top Streets: Briggate, Boar Lane, Albion Street



Although the situation in the last two years has been impacted by the Pandemic, it remains problematic in the Call Lane area. Taking assaults as an example:

3yr Sep 16-Aug 19 – Assaults

Peak Time: 00:00-03:00

Risk days: Saturday & Sunday

Top Streets: Briggate, Call Lane, Albion Street



Sep 19 to Aug 20 – Assaults

Peak Time: 00:00-03:00

Risk days: Sat & Sun

Top Streets: Briggate, Call Lane



Sep 20 to Aug 21 – Assaults

Peak Time: 21:00-00:00

Risk days: Saturday & Sunday

Top Streets: Briggate, Call Lane, Great George Street



Temporal Analysis of offences September 2019 to 2021

Some offences have a period which spans many hours. Where there is a span of over 12 hours given for an offence taking place, these are not included in the temporal analysis below. The data below shows the most recent 24-month period. The tables below examine the peak times for offences, broken down by street name during the period September 2019-August 2021. The following points can be drawn from the results:

- A calculation defining the day (6am-6pm) and night period (6pm-6am) shows that some streets experience an increase in offending whereas other experience a decrease.
- Briggate, Call Lane and Boar Lane and Woodhouse Lane all experience an increase in offending during the night period. Albion Street, Great George Street, The Headrow and New York Street all experience a decrease during the night period.
- Briggate tops the offence levels during night economy. Call Lane also has a clear night economy peak which matches that of Briggate, though offence levels were low during the day.

This table show a comparison of street during day and nighttime economy for the period 01/09/19-31/08/21

Street Name	Day	Night	Sum	Street Name	Day	Night	Sum
Briggate	325	568	893	Duncan Street	20	106	126
Call Lane	62	451	513	Cookridge St	20	106	126
Albion Street	327	159	486	Hirsts Yard	1	123	124
Great George St	215	173	388	Lands Lane	91	26	117
Boar Lane	148	217	365	Park Row	54	55	109
The Headrow	221	138	359	New Briggate	36	62	98
New York Street	185	112	297	Dyer Street	55	35	90
Woodhouse Lane	58	233	291	George Street	69	15	84
Kirkgate	179	54	233	York Street	56	26	82
Merrion Street	46	179	225	Eastgate	36	42	78
Vicar Lane	121	76	197	Wellington St	39	27	66
Merrion Way	94	39	133	Calverley St	46	18	64

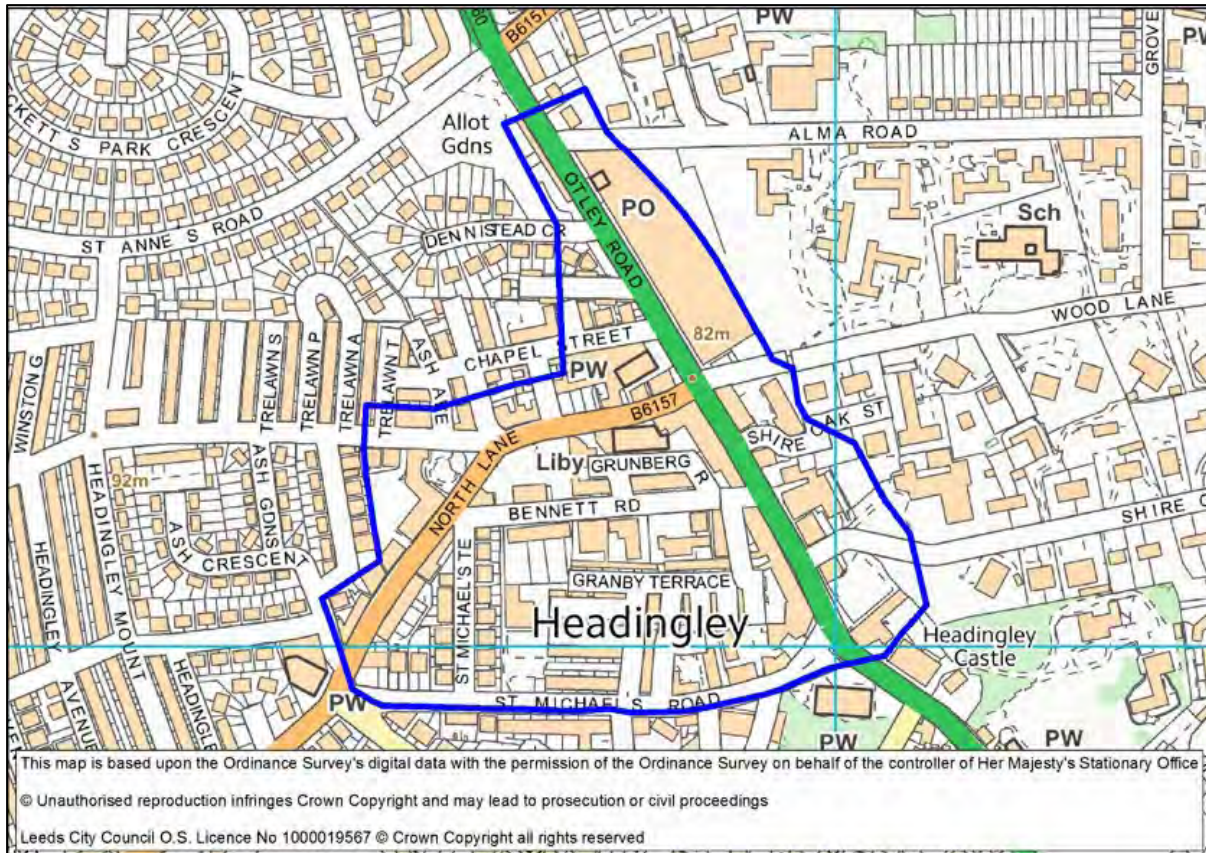
This table shows a temporal chart by top street for a 12 month period 01/09/20-31/08/21

Street Name	DTE											
	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00
Briggate	31	29	33	46	52	38	86	69	71	57	57	30
Call Lane	7	12	14	22	32	29	81	73	86	57	31	14
Albion Street	40	23	13	10	12	14	29	14	11	14	14	5
Great George St	20	23	11	15	24	6	31	16	15	14	11	7
Boar Lane	25	28	24	25	25	23	32	6	12	18	18	6
The Headrow	26	18	18	24	18	18	16	6	4	8	6	2
New York Street	19	24	18	15	16	6	11	5	5	10	2	0
Woodhouse Lane	8	15	10	11	21	30	34	45	32	27	7	1
Kirkgate	15	10	4	10	7	4	12	0	5	0	1	1
Merrion Street	8	9	10	3	9	13	27	21	33	23	25	6
Vicar Lane	10	13	7	14	5	4	7	11	8	3	2	2
Merrion Way	4	9	9	1	1	2	6	3	2	2	3	1
Duncan Street	2	4	2	8	9	7	19	20	15	15	5	2
Cookridge Street	5	3	4	6	18	10	21	22	13	9	0	0
Hirsts Yard	1	0	3	4	5	14	18	19	22	26	6	6
Lands Lane	4	0	5	1	1	4	4	1	3	1	3	3
Park Row	5	13	5	13	10	5	6	2	0	0	0	1

Street Name	NTE											
	18:00	19:00	20:00	21:00	22:00	23:00	00:00	01:00	02:00	03:00	04:00	05:00
Briggate	17	6	2	13	21	22	21	28	36	35	38	55
Call Lane	2	1	1	2	4	5	3	8	5	6	10	8
Albion Street	5	3	5	8	16	21	29	34	32	41	43	50
Great George St	8	7	15	22	22	23	21	16	11	17	15	18
Boar Lane	5	5	9	5	6	10	12	6	15	15	12	23
The Headrow	2	4	9	5	13	12	17	21	11	35	35	31
New York Street	2	4	7	14	12	13	14	15	20	19	19	27
Woodhouse Lane	0	0	1	5	0	3	5	3	12	5	5	11
Kirkgate	1	4	5	8	12	19	22	24	16	22	17	14
Merrion Street	2	1	1	1	1	3	1	3	5	10	7	3
Vicar Lane	0	3	7	1	1	6	8	14	16	23	17	15
Merrion Way	1	2	3	3	4	10	8	7	15	14	14	9
Duncan Street	0	0	2	1	0	0	3	6	3	0	2	1
Cookridge Street	0	0	1	0	1	1	0	0	3	2	2	5
Hirsts Yard	0	0	0	0	0	0	0	0	0	0	0	0
Lands Lane	3	2	1	1	7	5	11	11	14	11	13	8
Park Row	1	1	1	2	3	4	1	5	12	5	7	7

Headingley

In the past the Headingley cumulative impact area has been part of a much larger cumulative impact area which incorporated the entire area impacted by the Otley Run and known as the Headingley and Hyde Park Cumulative Impact Policy. In 2018 it was decided to split this area into two to address the different concerns more suitably in each area. This map shows the area included in the 2018 assessment.



The Headingley cumulative impact area is mainly concerned with the sale of alcohol for consumption on the premises, including premises such as, but not limited to, bars, pubs, late opening restaurants etc. This area is saturated with such licensed premises and is a high crime area.

Like the city centre, crime dropped during the pandemic which was expected as this is a high late night economy area which was included in the national lockdowns. However, the crime rate did peak again in August 2020 and March 2021. It is currently remaining just under the pre-covid average. There was a spike in offences during December 2019 which can be mostly attributed to assaults. Otley Road remains the top street for crime and the peak hours are 2pm to midnight over the last 12 months.

The Police statistics show that the peak period for assault is 1pm to 6pm on Saturday & Sunday along Otley Road and North Lane. This could be indicative of the popularity of the 'Otley Run' which is a popular unorganised pub crawl which takes in the licensed premises along Otley Road. In the last few years the popularity of this has increased with parties of visitors from outside of Leeds arriving by coach. The impact on residents has become severe with the Ward Councillors reporting an increase in fear of crime and antisocial behaviour amongst residents who are no longer able to enjoy the area on the weekend. The impact of the Otley Run is felt along the route, which starts at Woodies in Weetwood, and continues down the Otley Road towards the city centre, terminating in Woodhouse. Although the assault crime rate peaks in the middle of the CIA, residents along the whole length are impacted by antisocial behaviour.

As such consideration must be given to extending the area to include the three premises in Weetwood as any increase in licensed premises between Woodies and the rest of Headingley would exacerbate the issues being experienced in this area.

Evidence

Alcohol Licensing Data Matrix

The Headingley cumulative impact area crosses two MSOAs. MSOA E02002373 is known as Headingley and covers the area to the west of Otley Road and includes North Lane, Bennett Road and St Michael’s Road.

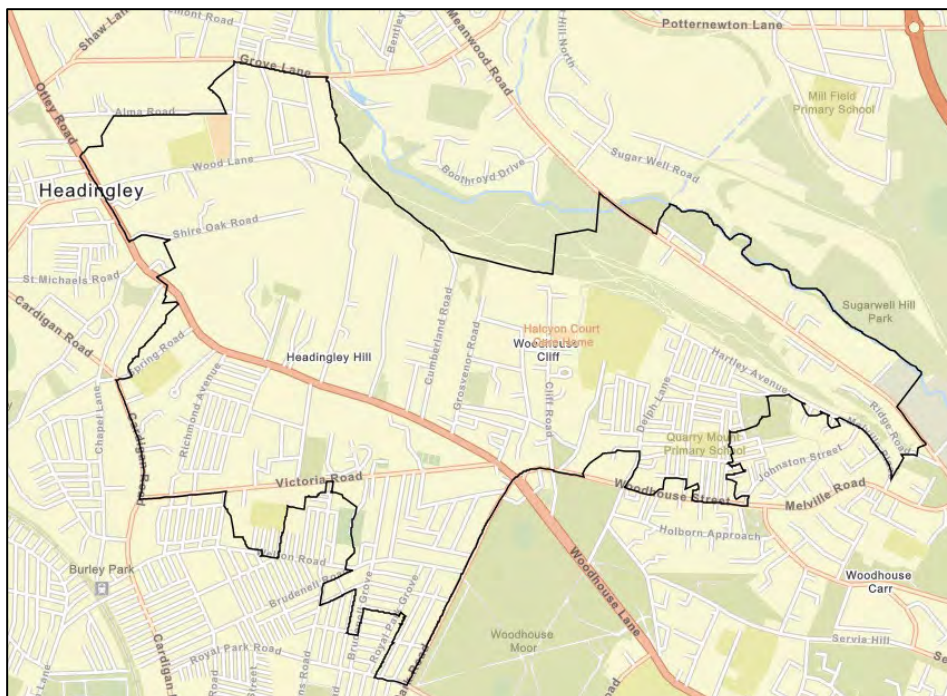


It ranks 20th out of 107 MSOAs in Leeds and is considered high risk. This is the description given to MSOAs who rank 10 – 23 highest for risk.

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

Indicator	Category	Rank
Not achieving English & Maths strong pass	Medium	42
Off Licence premises count	Medium	54
On Licence premises count	Very high	6
Antisocial behaviour - alcohol related, count	Very high	7
Violent crime where alcohol flagged, count	Medium	45
Drunk and disorderly, count	High	17
Licensing risk score	High	10
Ambulance callouts related to alcohol, count	High	19
AUDIT tests scoring 16 or more (higher risk)	Very high	6

MSOA E02006861 is known as known as Hyde Park Corner & Woodhouse Cliffe and includes Meanwood Road in the east, Hyde Park corner and extends to Cardigan Road in the west.



It ranks 4th out of 107 MSOAs in Leeds and is considered very high risk, which is the description given to the top 9 MSOAs.

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

Indicator	Category	Rank
Looked after children	Medium	32
Alcoholic liver disease mortality rate	Medium	31
Alcohol specific emergency admission count	High	15
Off Licence premises count	High	14
On Licence premises count	Medium	31
Antisocial behaviour - alcohol related, count	Very high	3
Violent crime where alcohol flagged, count	Medium	32
Drunk and disorderly, count	Medium	36
Alcohol treatment, all episode counts	High	13
Licensing risk score	Medium	33
Ambulance callouts related to alcohol, count	Very high	8
AUDIT tests scoring 16 or more (higher risk)	Very high	1
Stroke emergency hospital admissions (age std. rate)	Very high	5

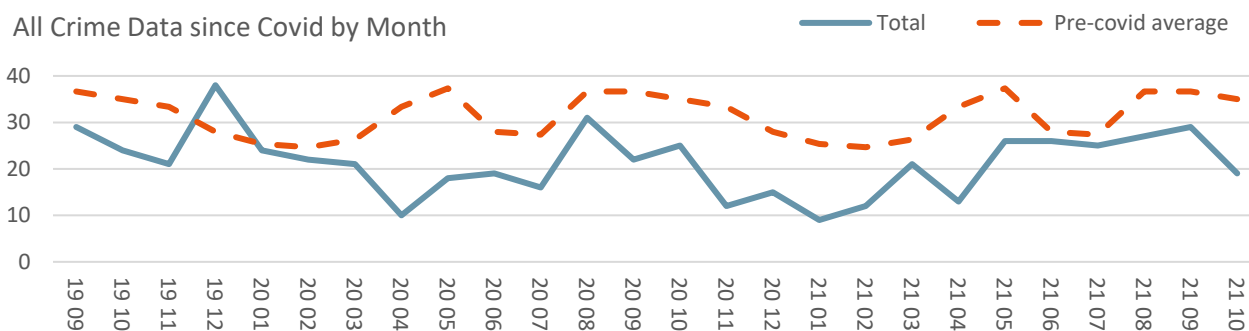
Both areas score very high for alcohol related antisocial behaviour (7th and 3rd respectively) and AUDIT tests. As expected, the Headingley MSOA also scores very high for density of on licensed premises.

Police Statistics

West Yorkshire Police has produced a crime report “Leeds City Centre CIP Report: Date Range 1 September 2016 – 31 August 2021” dated November 2021 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. This report is referred to as the Police Report in this document. It uses reported crime figures from 01/09/2016 – 31/08/2021.

The following data tables and key findings (signified by bullet points) have been extracted from the police report. This table shows all crime over the last three years and shows the pre-covid average. Overall crime dropped dramatically during March 2020 and has remained under the pre-covid average since that month. However, like the city centre, crime rose and fell in line with the national lockdowns. The pre-covid 3 year average includes the period September 2016-August 2019

This table shows the period around the Covid lockdowns by month. The pre-covid 3 year average includes the period September 2016-August 2019



This table shows the breakdown of crime by type over a five year period from September 2016 to August 2021

All data

Category / Period	Sep 16 to Aug 17	Sep 17 to Aug 18	Sep 18 to Aug 19	Sep 19 to Aug 20	Sep 20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Assault	59	65	61	43	54	0.1	-0.1	-0.3	0.3
Public Order	15	13	28	27	28	-0.1	1.2	0.0	0.0
Other Violence	6	11	18	14	21	0.8	0.6	-0.2	0.5
Theft Other	32	39	30	23	20	0.2	-0.2	-0.2	-0.1
Robbery	4	2	0	2	1	-0.5	-1.0	-	-0.5
Sexual	7	2	9	5	4	-0.7	3.5	-0.4	-0.2
Theft/Person	7	13	9	7	4	0.9	-0.3	-0.2	-0.4
Affray	1	7	1	1		6.0	-0.9	0.0	-1.0
Drunk & Disord	4	4	0	4	2	0.0	-1.0	-	-0.5

This table shows the breakdown of top streets over a five year period from September 2016 to August 2021.

Top Streets

Category / Period	Sep-16 to Aug 17	Sep-17 to Aug 18	Sep-18 to Aug 19	Sep-19 to Aug 20	Sep-20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Otley Road	204	160	152	133	81	-22	-5	-13	-39
North Lane	85	78	68	46	60	-8	-13	-32	30
St Michaels Road	23	32	33	25	17	39	3	-24	-32
Bennett Road	27	26	29	15	15	-4	12	-48	0
St Michaels Terr	11	13	7	6	6	18	-46	-14	0
Shire Oak Street	5	8	7	2	8	60	-13	-71	300
Arndale Centre	2	8	11	3	6	300	38	-73	100
Ash Road	6	7	3	6	3	17	-57	100	-50
Granby Terrace	6	3	9	4	1	-50	200	-56	-75

These tables show that although there has been a drop in crime on Otley Road, there is a corresponding increase on North Lane. It is not clear the impact the pandemic had on these figures, and the ability for some premises to utilise outside space – something in short supply on Otley Road.

Geo Spatial Analysis for three year period 01/09/16-31/08/19

Assaults

Sep 16-Aug 19

Peak Time: 13:00-18:00

Risk days: Saturday & Sunday

Top Streets: Otley Road, North Lane



Drunk & Disorderly

Peak Time: 01:00 – 03:00

Risk days: Saturday & Sunday

Top Streets: Otley Road



Alcohol Nuisance

Peak Time: 22:00-00:00

Risk days: Saturday & Sunday

Top Streets: North Lane, Otley Road, St Michaels Road



Nuisance

Peak Time: 21:00-00:00

Risk days: Thursday, Saturday

Top Streets: Otley Road, North Lane, St Michaels Road



Temporal Analysis

The tables below examine the peak times for offences, broken down by street name during the period September 2019-August 2021. The following points can be drawn from the results:

- A calculation defining the day (6am-6pm) and night period (6pm-6am) shows that some streets experience an increase in offending whereas other experience a decrease.
- Otley Road shows a drop in offences when comparing the day and night periods.
- St Michaels Road shows a large increase in offending when comparing the day and night period.

This table show a comparison of streets and the crime levels during the day and the night time economies over a three year period September 2019 to August 2021.

Street Name	Day	Night	Sum	Street Name	Day	Night	Sum
Otley Road	499	269	768	Granby Street	3	9	12
North Lane	167	183	350	Granby Place	2	10	12
St Michaels Road	35	101	136	Granby View	6	5	11
Bennett Road	44	72	116	Cross Chapel Street	5	4	9
St Michaels Terrace	13	33	46	Granby Close	3	6	9
Arndale Centre	24	7	31	Cross Granby Terrace	4	4	8
Shire Oak Street	18	12	30	South Parade	0	6	6
Ash Road	4	22	26	Trelawn Terrace	3	3	6
Granby Terrace	7	16	23	Chapel Street	4	2	6
Granby Road	6	13	19	Chapel Place	3	2	5
Granby Grove	6	12	18	Ash Avenue	1	4	5
Shire Oak Road	5	7	12	Grunberg Street	3	2	5

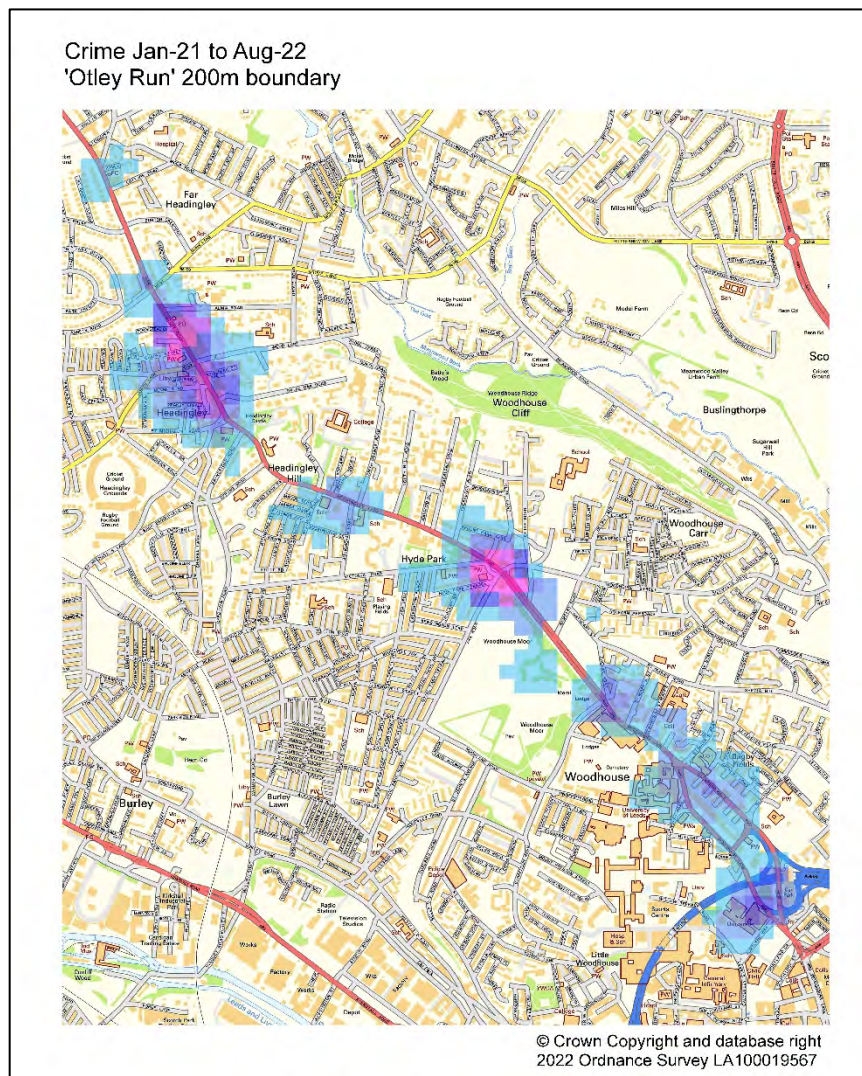
This table gives temporal information by street over a 12 month period

Street Name	18:00	19:00	20:00	21:00	22:00	23:00	00:00	01:00	02:00	03:00	04:00	05:00
Otley Road	49	32	33	28	30	35	58	24	19	4	4	2
North Lane	19	14	29	19	30	25	41	7	7	4	2	5
St Michaels Rd	7	7	11	18	9	17	19	8	7	4	1	
Bennett Road	6	9	9	9	7	13	16	2	2	2	2	1
St Michaels Ter	2	2	7		3	4	9		2	3	2	1
Arndale Centre	2		1			1	3	2				
Shire Oak St	1	3	2		2		3	2				
Ash Road		2	3	2	4	2	3	1	3	2		
Granby Terrace	2	1	2	1	3	3	4				1	1
Granby Road	2				3	3	3		1	3		
Granby Grove		2	1	1	1		4			2	1	
Shire Oak Rd			2	2			2		1			
Granby Street			2				2		4		1	
Granby Place	1	3		1	1		5					

Street Name	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00
Otley Road	6	14	10	13	29	42	33	50	67	67	56	63
North Lane	1	20	3	14	3	12	13	12	13	16	21	20
St Michaels Rd				2	2		1	5	2	4	5	7
Bennett Road	1		2	4	1	4	7	5	2	1	5	6
St Michaels Ter				1		3	1	1	1	3	1	
Arndale Centre				2	2	5	2	3	2	2	2	2
Shire Oak St				1	2	2	1	3	2	1	3	2
Ash Road							3			1		
Granby Terrace					1	1	1	2				
Granby Road							1	1		1		1
Granby Grove			3		2							1
Shire Oak Rd			1		1	2					1	
Granby Street			1							1		1
Granby Place										1		

The Otley Run

West Yorkshire Police have provided to the council a report titled “Otley Run Overview” and dated 16th June 2022. This analysis provides an overview of trends to in a 200-metre radius of the commonly known ‘Otley Run Pub Crawl’ route. This analysis provides an overview of the levels of recorded WYP total crime (including offences flagged as “drink involved”), anti-social behaviour incidents (including those recorded as “alcohol related”), and reports to LCC (Jun-20 to May-22). The council requested a heat map showing the reported crime mapped onto the Otley Run route to show some context on where the crimes were occurring.

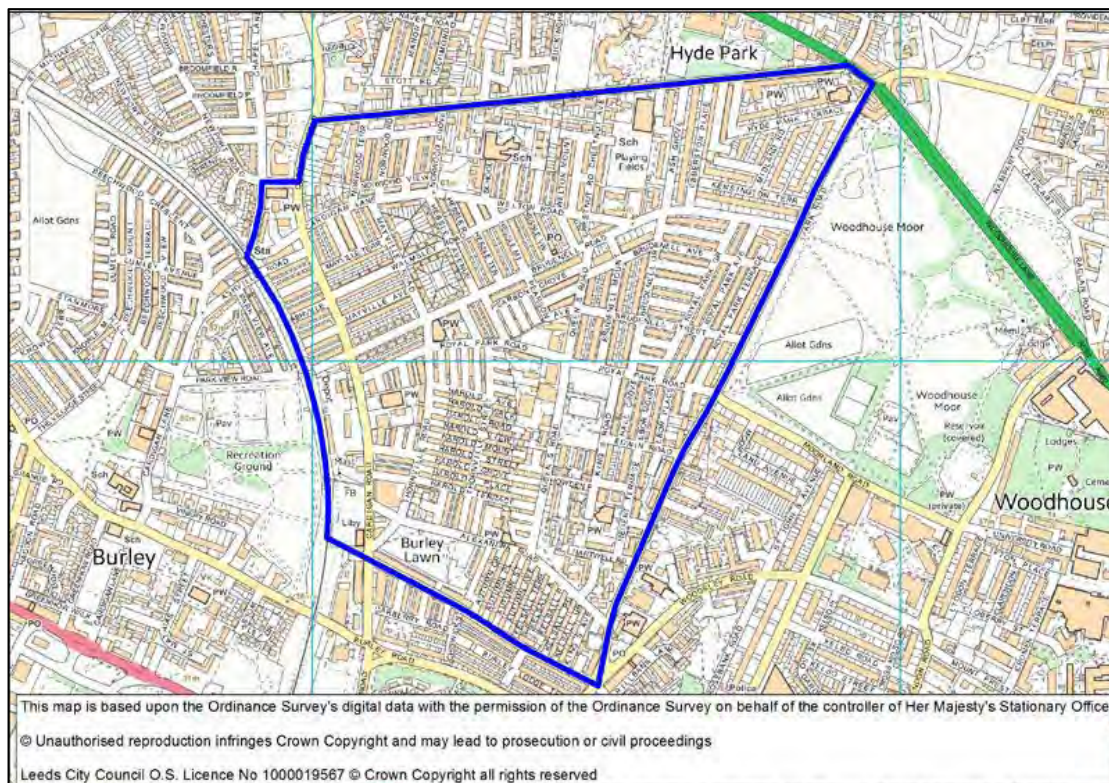


This heat map clearly shows that the nuisance starts around the start of the Otley Run and intensifies at the point where the licensed premises are closer together.

Hyde Park

In the past the Hyde Park cumulative impact area has been part of a much larger cumulative impact area which incorporated the entire area impacted by the Otley Run and known as the Headingley and Hyde Park Cumulative Impact Policy.

The Hyde Park cumulative impact area is mainly concerned with the sale of alcohol for consumption off the premises, including premises such as, but not limited to, convenience stores, off licences, home delivery services, late night takeaways etc. This area is saturated with such licensed premises and is a high nuisance area.



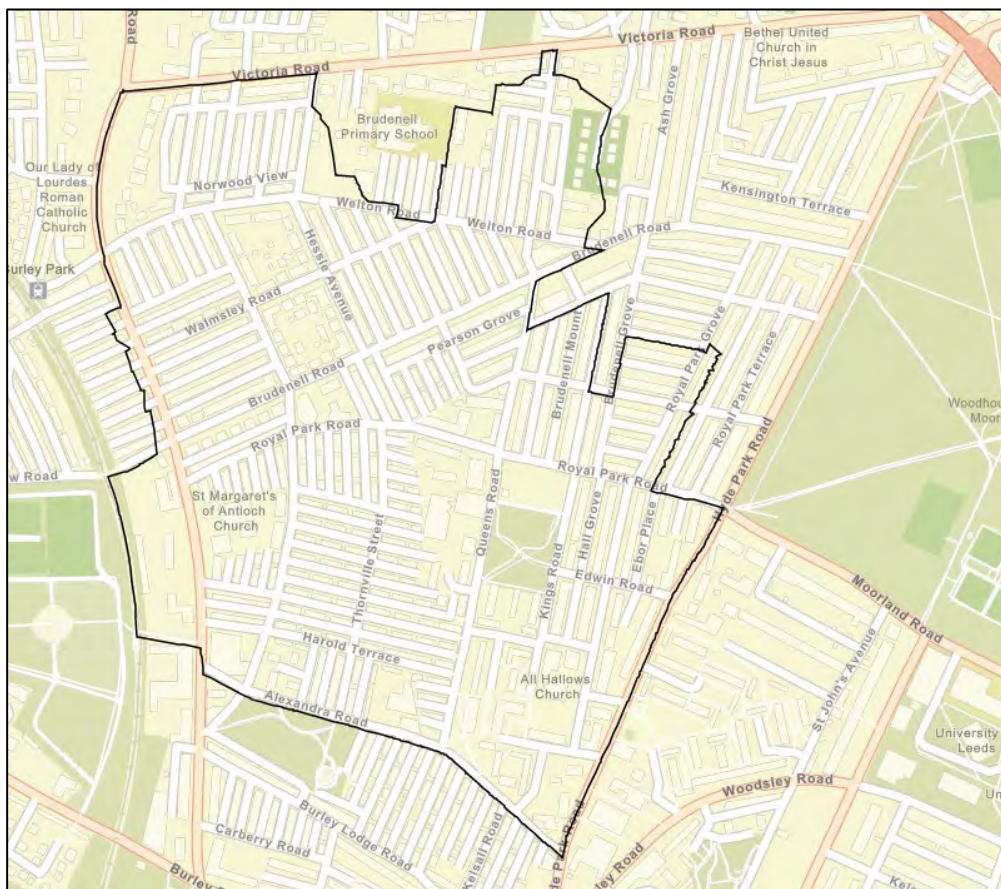
This is a residential area with a high proportion of the houses split into houses of multiple occupancy and due to the proximity of the Headingley campus, has been an area with a high number of student accommodation. Over the past five years there has been a switch with many students choosing to live in new high rise student housing blocks in the city centre. Many of the houses of multiple occupancy have been converted back into family houses. However there remains student houses serviced by two 24 hour opening convenience stores, several other convenience stores/off licence and late night takeaways. The potential friction between student housing and family housing could lead to increased complaints in this area.

The council considers that 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 the Hyde Park area as marked within the blue line on the map and to restrict changes to licensable activities of existing licences. It is the council's policy on receipt of relevant representations, to refuse applications for the sale of alcohol for consumption off the premises and late night refreshment, unless the applicant can show that their operation would not increase the impact of such licensed premises on the area.

Evidence

Alcohol Licensing Data Matrix

The Hyde Park cumulative impact area crosses two MSOAs. MSOA E02002383 is known as Hyde Park and includes Brudenell Road and Royal Park Road.

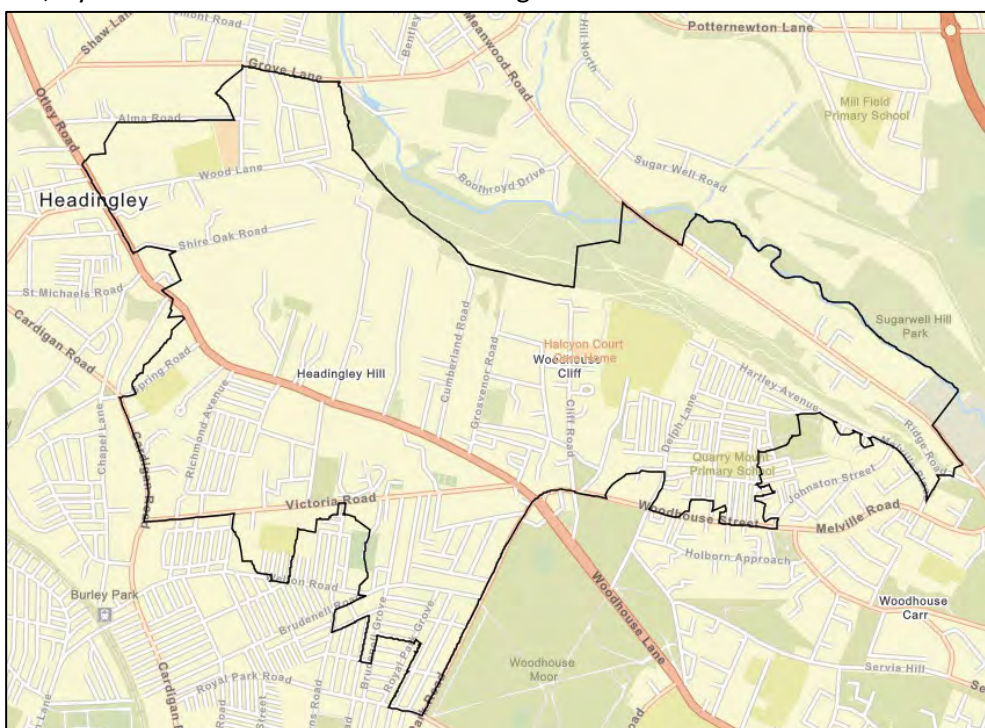


It ranks 13th out of 107 MSOAs in Leeds and is considered high risk, which is the description given to the top 10-23 MSOAs.

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

Indicator	Category	Rank
Deprivation Score	Medium	45
Not achieving English & Maths strong pass	Very high	2
Alcoholic liver disease mortality rate	Medium	30
Alcohol specific emergency admission count	Medium	32
Off Licence premises count	Medium	42
Antisocial behaviour - alcohol related, count	Very high	5
Drunk and disorderly, count	Medium	39
Alcohol treatment, all episode counts	Medium	44
Ambulance callouts related to alcohol, count	High	17
AUDIT tests scoring 16 or more (higher risk)	Very high	2
Stroke emergency hospital admissions (age std. rate)	Very high	3

MSOA E02006861 is known as known as Hyde Park Corner & Woodhouse Cliffe and includes Meanwood Road in the east, Hyde Park corner and extends to Cardigan Road in the west.



It ranks 4th out of 107 MSOAs in Leeds and is considered very high risk, which is the description given to the top 9 MSOAs.

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

Indicator	Category	Rank
Looked after children	Medium	32
Alcoholic liver disease mortality rate	Medium	31
Alcohol specific emergency admission count	High	15
Off Licence premises count	High	14
On Licence premises count	Medium	31
Antisocial behaviour - alcohol related, count	Very high	3
Violent crime where alcohol flagged, count	Medium	32
Drunk and disorderly, count	Medium	36
Alcohol treatment, all episode counts	High	13
Licensing risk score	Medium	33
Ambulance callouts related to alcohol, count	Very high	8
AUDIT tests scoring 16 or more (higher risk)	Very high	1
Stroke emergency hospital admissions (age std. rate)	Very high	5

Both areas score very high for antisocial behaviour. The areas rank 1 and 2 for AUDIT test score (the score used and recorded by GPs during consultations with patients) which indicates that there is a high alcohol consumption in this area, and for stroke emergency hospital admission which is an indicator of alcohol related harm. Together these show that the consumption of alcohol is a problem and can possibly lead to anti-social behaviour. As this is a primarily residential area, this indicates that premises licensed to sell alcohol for consumption off the premises could be contributing to these factors.

Police Statistics

West Yorkshire Police has produced a crime report “Leeds Hyde Park CIP Report, Date Range 1 September 2016 – 31 August 2021” dated November 2021 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. This report is referred to as the Police Report in this document. It uses reported crime figures from 01/09/2016 – 31/08/2021.

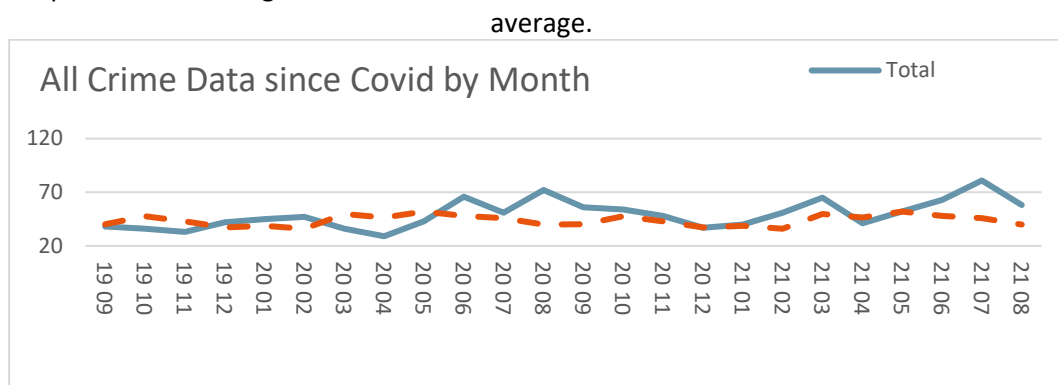
The tables below reflect the total crime data over the last five years, irrespective of day or night economy. The percentage change for each crime type can be compared to show those which are continually increasing.

Data shows there are three key points:

- Overall crime which had dropped dramatically during March, April, and June 2020 but after the initial dip, monthly crime rates were at or above those seen during the pre-covid average.
- Assaults showed a small dip during the period Sep 19 to Aug 20 (covid-related) but the period Sep 20 to Aug 21 showed the highest level of assault seen within the last five years.
- There was a large jump in recorded offences on Brudenell Road during September 20 to August 21.

Monthly All Data and 3-year pre-covid average

This table shows the period around the Covid lockdowns by month. The pre-covid 3 year average includes the period September 2016-August 2019



This table shows the breakdown of crime by type over a five year period from September 2016 to August 2021

All data

Category / Period	Sep 16 to Aug 17	Sep 17 to Aug 18	Sep 18 to Aug 19	Sep 19 to Aug 20	Sep 20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Assault	210	238	262	244	272	13	10	-7	11
Public Order	50	71	94	104	145	42	32	11	39
Other Violence	45	70	99	75	113	56	41	-24	51
Theft Other	68	74	71	52	48	9	-4	-27	-8
Robbery	22	38	37	26	21	73	-3	-30	-19
Sexual	21	20	17	19	27	-5	-15	12	42
Theft From Person	14	18	17	13	15	29	-6	-24	15
Affray	7	6	6	5	5	-14	0	-17	0
Drunk & Disorderly	5	6	4	6	4	20	-33	50	-33

This table shows the breakdown of top streets over a five year period from September 2016 to August 2021.

Top Streets

Category / Period	Sep-16 to Aug 17	Sep-17 to Aug 18	Sep-18 to Aug 19	Sep-19 to Aug 20	Sep-20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Brudenell Road	33	57	64	47	85	73	12	-27	81
Hyde Park Road	31	50	52	55	52	61	4	6	-5
Cardigan Road	45	31	49	45	49	-31	58	-8	9
Queens Road	31	24	38	37	17	-23	58	-3	-54
Royal Park Rd	12	19	29	25	37	58	53	-14	48
Regent Terrace	9	7	22	13	13	-22	214	-41	0
Victoria Road	10	10	8	16	22	0	-20	100	38
Kelsall Grove	4	4	9	27	11	0	125	200	-59
Alexandra Road	16	11	11	4	9	-31	0	-64	125
Autumn Place	3	8	8	6	17	167	0	-25	183
Ebor Place	5	6	9	11	10	20	50	22	-9
Royal Park Ave.	5	8	6	10	8	60	-25	67	-20
Autumn Grove	3	8	8	9	11	167	0	13	22
Hall Grove	9	6	9	7	9	-33	50	-22	29
Hyde Park Terr.	7	9	11	5	4	29	22	-55	-20

Some offences have a period which spans many hours. Where there is a span of over 12 hours given for an offence taking place, these are not included in the temporal analysis below.

The tables below examine the peak times for offences, broken down by street name during the period September 2019-August 2021. The following points can be drawn from the results:

- A calculation defining the day (6am-6pm) and night period (6pm-6am) shows that some streets experience an increase in offending whereas other experience a decrease.
- Brudenell Road and Hyde Park Road and Queens Road all experienced an increase in offending during the night period. Cardigan Road experienced a decrease.
- Cardigan Road demonstrated the highest level of offences overall and during the daytime period 06:00-18:00.

This table shows a comparison of streets during the day and night time economy over the period from September 2019 to August 2021.

Street Name	Day	Night	Sum	Street Name	Day	Night	Sum
Cardigan Road	380	280	660	Burley Lodge Road	35	60	95
Brudenell Road	178	337	515	Kelsall Grove	30	61	91
Hyde Park Road	225	254	479	Kensington Terr	25	63	88
Royal Park Road	136	138	274	Kelsall Terrace	39	47	86
Queens Road	74	168	242	Cardigan Lane	29	54	83
Victoria Road	63	116	179	Autumn Grove	34	49	83
Regent Terrace	65	62	127	Brudenell Ave	28	51	79
Ash Grove	49	70	119	Brudenell Mount	16	58	74
Royal Park Avenue	44	71	115	Harold Terrace	26	47	73
Hyde Park Terrace	47	58	105	Hartwell Road	31	42	73
Alexandra Road	52	52	104	Harold Grove	21	51	72
Autumn Place	37	66	103	Kelsall Avenue	25	47	72

This table gives temporal information by street over a 12 month period

Street Name	18:00	19:00	20:00	21:00	22:00	23:00	00:00	01:00	02:00	03:00	04:00	05:00
Cardigan Road	37	29	27	42	29	27	57	21	18	8	11	11
Brudenell Road	17	30	16	29	37	37	76	26	30	30	18	8
Hyde Park Road	28	30	35	26	23	14	74	21	11	9	7	4
Royal Park Road	10	21	11	10	21	12	33	3	5	8	12	2
Queens Road	14	7	15	24	27	15	44	15	9	3	5	4
Victoria Road	2	9	4	11	10	11	37	8	11	3	10	2
Regent Terrace	9	10	4	7	2	3	25	4	4	1	2	
Ash Grove	5	4	11	3	5	6	24	3	2	3	7	2
Royal Park Ave	4	4	7	1	3	5	31	8	6	4	2	
Hyde Park Terrace	8	4	2	2	7	5	26	6	1	1	1	3
Alexandra Road	9	4	8	8	5	7	10	3	1	3	3	
Autumn Place	5	2	3	6	7	5	34	2		3	3	1
Burley Lodge Rd	4	9	8	4	11	3	14	4	3	1	1	2
Kelsall Grove	11	6	10	3	6	9	18	4	2	1	2	
Kensington Terr	6	4	4	11	2	3	30	3	3	1	1	1
Kelsall Terrace	4	5	4	2	3	3	17	2	4	1	4	2
Cardigan Lane	6	1	5	6	9	5	17	3	3	1	3	1

Street Name	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00
Cardigan Road	10	15	18	24	16	25	26	41	39	43	39	47
Brudenell Road	12	7	6	7	6	10	18	19	19	16	20	21
Hyde Park Road	3	7	7	18	12	13	16	15	12	24	41	29
Royal Park Road	2	6	15	9	4	13	15	11	12	15	13	11
Queens Road	3		2	2	4	6	10	6	6	5	9	7
Victoria Road	3	2	3	4		7	5	8	5	7	9	8
Regent Terrace	1	3	3	4	8	7	3	5	7	4	6	5
Ash Grove	3	2	1	2	4	2	4	1	6	7	5	7
Royal Park Ave	2	1	2	3	4	2	3	5	2	3	7	6
Hyde Park Terrace		3	3	3	4	4	5	2	3	4	6	2
Alexandra Road	1	1	1	3	2	2	4	5	5	3	3	13
Autumn Place		3		2	7	5	1	5	3	2		4
Burley Lodge Rd	1	1	3	4	1	3	2	2	1	1	2	10
Kelsall Grove	2		1		2	3	3	1	1	2		4
Kensington Terr				1	1	1	4		1	3	4	4
Kelsall Terrace	2	1	1	1	1	2	6	3	3	4	5	6
Cardigan Lane			3	1		4	1	3	2	3	2	4

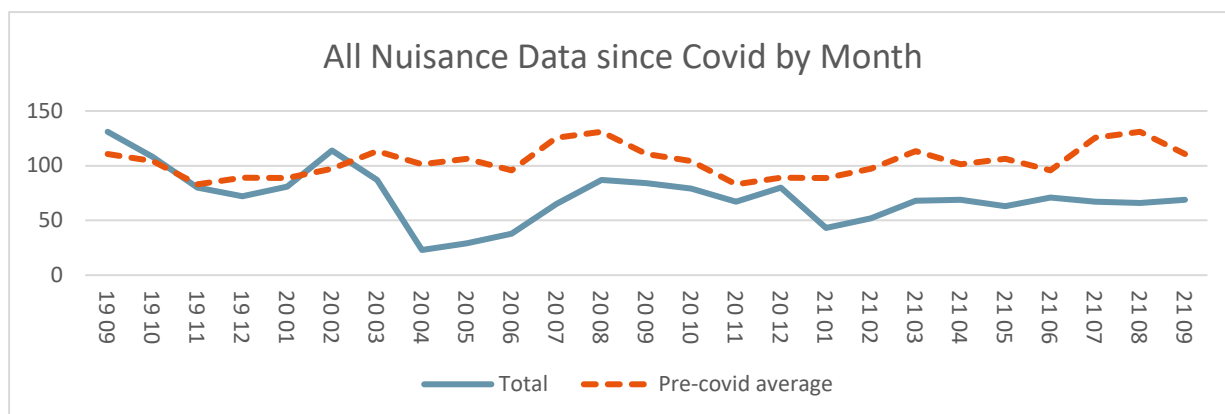
Figure 5 shows a temporal chart by top street (last 12 months)

The tables below examine the levels of nuisance recorded in the Hyde Park area. In previous analysis during 2019 overall nuisance had decreased in the Hyde Park area. The 'covid-period' also demonstrated an expected decrease. The most recent six months including March 2021 to September 2021 shows a stable trend in nuisance per month. Non-alcohol adult nuisance which had been increasing up to August 2019 showed a decrease during the covid-period. Youth nuisance, which previously demonstrated a decrease shows an upturn occurred during September 20 - August 21

Brudenell Road, Queens Road and Alexandra Road all demonstrate an increase in the last twelve months (September 2020-August 2021) which is contradictory to the decreasing trend found in overall data.

Monthly All Data and 3-year pre-covid average

This table shows the period around the Covid lockdowns by month. The pre-covid 3 year average includes the period September 2016-August 2019



This table shows the breakdown of nuisance by type over a five year period from September 2016 to August 2021

All Data

Category / Period	Sep 16 to Aug 17	Sep 17 to Aug 18	Sep 18 to Aug 19	Sep 19 to Aug 20	Sep 20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Adult Nuisance non-Alcohol	63	101	47	85	101	60	-53	81	19
Alcohol	52	50	38	64	35	-4	-24	68	-45
Fireworks/Snowballing	77	135	52	35	27	75	-61	-33	-23
Littering/Drugs	4	4	2	2	2	0	-50	0	0
Neighbour Related	86	106	107	107	58	23	1	0	-46
Nuisance Car/Van	16	10	6	7	13	-38	-40	17	86
Nuisance M'cycle/Quad Bike	18	28	9	9	9	56	-68	0	0
Youth Related	77	109	60	34	59	42	-45	-43	74
Total	393	543	321	343	304	38	-41	7	-11

This table shows the breakdown of top streets over a five year period from September 2016 to August 2021.

Category / Period	Sep-16 to Aug 17	Sep-17 to Aug 18	Sep-18 to Aug 19	Sep-19 to Aug 20	Sep-20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Brudenell Rd	34	46	21	33	52	35	-54	57	58
Hyde Park Rd	16	33	15	27	10	106	-55	80	-63
Queens Rd	18	38	17	11	4	111	-55	-35	-64
Cardigan Rd	14	21	8	30	14	50	-62	275	-53
Alexandra Rd	25	18	23	6	9	-28	28	-74	50
Victoria Rd	10	15	7	9	13	50	-53	29	44
Royal Park Rd	9	14	10	8	9	56	-29	-20	13
Burley Lodge Rd	17	10	7	6	9	-41	-30	-14	50

Geo Spatial Analysis from September 2016 to August 2021

All nuisance incidents

Peak Time: 23:00-02:00

Risk days: Saturday

Top Streets: Brudenell Road, Queens Road, Alexandra Road



Alcohol Related Nuisance

Peak Time: 22:00 – 02:00

Risk days: Saturday & Sunday

Top Streets: Brudenell Road, Queens Road, Hyde Park Road



Drunk & Disorderly

Peak Time: 22:00-03:00

Risk days: Saturday & Sunday

Top Streets: Queens Road, Hyde Park Road, Brudenell Road



Assaults

Peak Time: 23:00-01:00

Risk days: Saturday

Top Streets: Brudenell Road, Cardigan Road, Queens Road



Armley

This area relates to the main shopping areas of Armley, known as Armley Town Street and Branch Road.



In recent years Armley has been highlighted due to levels of deprivation, poor health outcomes and, more recently, an increase of disorder in the main shopping areas. In 2014 the council recognised this as an area that would benefit from Local Licensing Guidance due to poor health outcomes of people living in LS12. This gives potential businesses extra information about the problems in Armley and encourages new businesses to think about the impact they are having in the area.

In the last few years residents have reported to the local councillors and MP their concerns about large groups of mostly male street drinkers gathering on Town Street. Residents find this intimidating and have reported feeling that this area is becoming a no-go zone. West Yorkshire Police, Leeds Antisocial Behaviour Team and the council are working with these two groups to stop the antisocial behaviour and have issued injunctions to stop several people from coming back to Town Street.

In the cumulative impact area, by the end of 2016, there were a total of 12 premises licensed to sell alcohol for consumption off the premises (convenience stores, mini-markets, and off licences) and six premises licensed to sell alcohol for consumption on the premises (pubs, bars, and clubs). At the same time licensed premises have increased reports of antisocial behaviour, and disorder and domestic violence has also increased in the wider Armley area.

In areas where there is an excessive accumulation of on-licensed premises, it is easy to provide a direct correlation between those premises and crime and disorder in the area, through an analysis of the operating hours of the premises and the peak times for incidents and calls for service. It is harder to provide a direct correlation between the accumulation of off licensed premises and disorder in the same way as people are not drinking on the premises where they purchased the alcohol and may delay drinking the alcohol until they arrive at home.

However, in this area there is an issue with people drinking on the street and causing disorder and anti-social behaviour issues. West Yorkshire Police have identified that smaller independently owned off licences in the area are selling strong and cheap alcohol popular with street drinkers as they are finding bottles and cans as litter that are only available in certain shops.

Common sense would denote that new off licensed premises opening in the area where street drinking and the associated anti-social behaviour is most problematic would add to the problems already being experienced in the area and this view is supported by officers from Leeds Antisocial Behaviour Team and West Yorkshire Police.

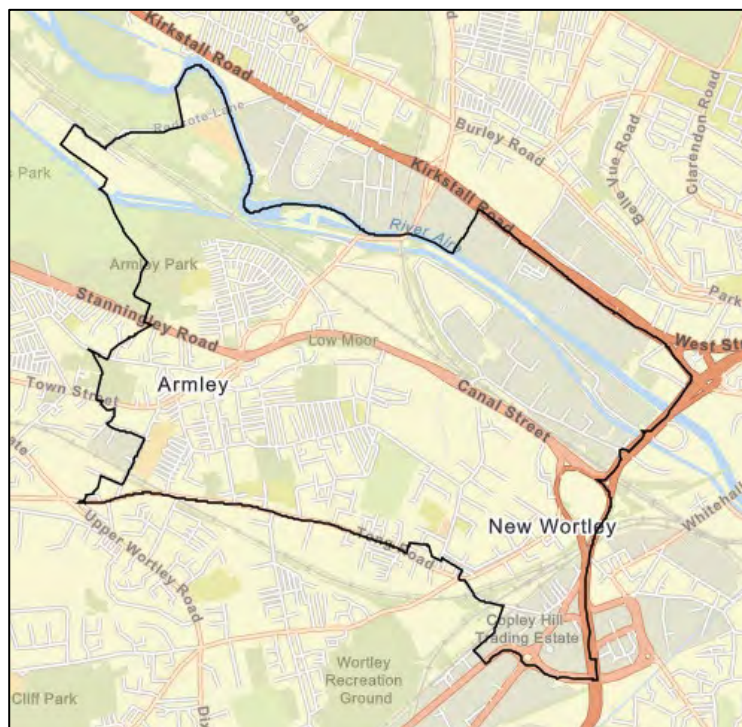
It is the council's policy, on receipt of relevant representations to refuse all applications (new and variation) for premises licences which authorise the sale of alcohol for consumption off the premises in the cumulative impact area. It is for the applicant to demonstrate that their application would not add to the cumulative impact of such licensed premises in the Armley area.

Evidence

Alcohol Licensing Data Matrix

The Armley cumulative impact area sits in western end of MSOA 02002400 known as Armley and New Wortley MSOA.

It ranks 2nd out of 107 MSOAs in Leeds and is considered very high risk, which is the description given to the



top 9 MSOAs.

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

Indicator	Category	Rank
Deprivation Score	Very high	7
Population aged 16 and under	High	14
Not achieving English & Maths strong pass	High	23
Looked after children	High	12
NEET (not in education or training)	Very high	9
Alcoholic liver disease mortality rate	Medium	53
Alcohol specific emergency admission count	Very high	1
Off Licence premises count	Very high	2
On Licence premises count	High	18
Alcohol related harm hospital stays (narrow, age std. rate)	Very high	5
Antisocial behaviour - alcohol related, count	Very high	2
Violent crime where alcohol flagged, count	Very high	5
Drunk and disorderly, count	Very high	3
Alcohol treatment, all episode counts	Very high	1
Licensing risk score	High	19
Ambulance callouts related to alcohol, count	Very high	2
AUDIT tests scoring 16 or more (higher risk)	High	10
Stroke emergency hospital admissions (age std. rate)	High	16

As can be seen by the table above, this area suffers from being one of the most deprived areas in Leeds. This area also has a very high number of vulnerable children (children not in employment, education, or training). However it also sees the highest number of alcohol related hospital admissions in Leeds – even above the city centre and ranks highest for people in alcohol treatment services and alcohol related hospital stays. Alcohol related ambulance callouts, drunk and disorderly, violent, and antisocial behaviour crime are all very high. So not only are there a very high number of vulnerable children, but also vulnerable adults who are already suffering from alcohol related harm. This is in an area which has the second highest number of off licences. Placed in the context of this area being a densely populated area, with many back to back and terraced houses, high rise authority owned blocks of flats with a relatively small high street area, the situation in Armley is even more concerning.

Police Statistics

West Yorkshire Police produce a statistical report titled “Leeds Armley CIP area: Date range 1 September 2016 to 31 August 2021. The tables below reflect the total crime data over the last five years, irrespective of day or night economy. The percentage change for each crime type can be compared to show those which are continually increasing.

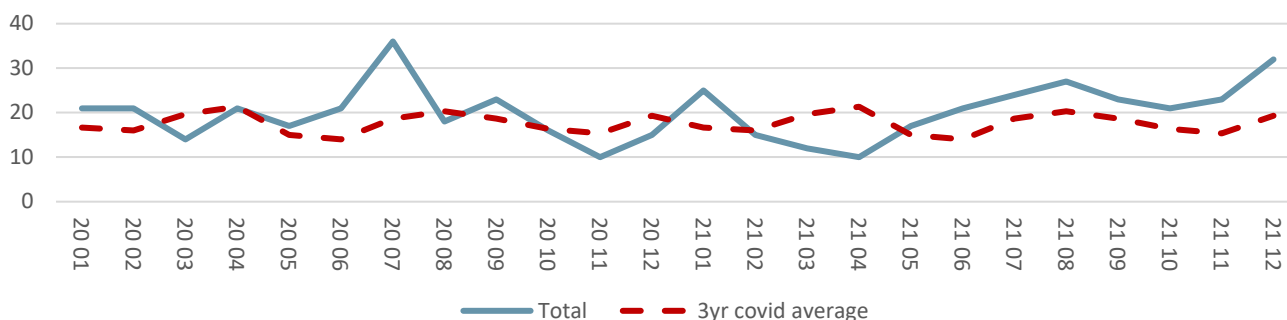
Data shows there are three key points:

- Overall crime remained close to the pre-covid average except for July 2020. From May 2021 crime rates have remained above those seen during the pre-covid average.
- Assaults pre-covid had been on the increase year-on-year within the area. Whilst this was checked during the covid-period there has been evidence of an increase towards previous levels of Assault.
- There was a decrease in offences on Armley Town Street during September 20 to August 21. Theaker Lane had the highest level of offences in the last five years during September 20 – August 21.

Monthly All Data and 3-year pre-covid average

This table shows the period around the Covid lockdowns by month. The pre-covid 3 year average includes the period September 2016-August 2019

All Crime Data since Covid by Month



This table shows the breakdown of crime by type over a five year period from September 2016 to August 2021

All data

Category / Period	Sep 16 to Aug 17	Sep 17 to Aug 18	Sep 18 to Aug 19	Sep 19 to Aug 20	Sep 20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Assault	96	110	124	98	102	15	13	-21	4
Public Order	29	30	43	51	53	3	43	19	4
Other Violence	20	19	21	31	32	-5	11	48	3
Theft Other	20	21	30	27	13	5	43	-10	-52
Robbery	96	110	124	98	102	15	13	-21	4
Sexual	5	11	5	9	1	120	-55	80	-89
Theft From Person	6	9	11	18	5	50	22	64	-72
Affray	2	1	2	0	2	-50	100	-100	-
Drunk & Disorderly	2	3	2	3	7	50	-33	50	133

This table shows the breakdown of top streets over a five year period from September 2016 to August 2021.

Top Streets

Category / Period	Sep-16 to Aug 17	Sep-17 to Aug 18	Sep-18 to Aug 19	Sep-19 to Aug 20	Sep-20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Town Street	68	79	81	81	68	16	3	0	-16
Stanningley Rd	11	23	31	30	29	109	35	-3	-3
Theaker Lane	18	12	19	20	26	-33	58	5	30
Branch Road	8	8	18	16	5	0	125	-11	-69
Crab Lane	8	7	18	16	5	-13	157	-11	-69
Burnsall Grange	13	17	5	6	6	31	-71	20	0
Wesley Road	4	8	14	12	4	100	75	-14	-67
Mistress Lane	6	7	2	6	6	17	-71	200	0
Burnsall Gdns	0	0	4	6	13	-	-	50	117
Stocks Hill	5	7	6	6	3	40	-14	0	-50
Pinfold Lane	1	3	7	4	5	200	133	-43	25
Nancroft Mnt	11	4	1	1	4	-64	-75	0	300
Athlone Street	3	2	4	5	5	-33	100	25	0
Eyres Mill Side	3	6	6		3	100	0	-100	-

Crime: Day and Night Economies: Temporal analysis

Some offences have a period which spans many hours. Where there is a span of over 12 hours given for an offence taking place, these are not included in the temporal analysis below. The tables below examine the peak times for offences, broken down by street name during the period September 2019-August 2021. The following points can be drawn from the results:

- A calculation defining the day (6am-6pm) and night period (6pm-6am) shows that aside from Crab Lane, all top streets experienced a decrease in offending when comparing day levels to night levels.
- Armley Town Street had the most offences overall and the biggest decrease when comparing the two periods.
- Offences on Crab Lane doubles during the Night-time economy.

This table shows a comparison of street during the day and night time economies over a three year period from September 2019 to August 2021.

Street Name	Day	Night	Sum
Town Street	254	135	389
Stanningley Road	87	42	129
Theaker Lane	51	27	78
Branch Road	34	21	55
Crab Lane	17	35	52
Wesley Road	23	15	38
Burnsall Grange	22	14	36
Mistress Lane	15	13	28
Burnsall Gardens	15	13	28
Stocks Hill	19	8	27
Athlone Street	15	6	21
Eyres Mill Side	11	7	18
Nancroft Mount	9	8	17
Pinfold Lane	13	3	16
Carr Crofts	9	6	15
Hall Road	7	6	13
Burnsall Croft	8	3	11

This table gives temporal information by street over a 12 month period

Street Name	18:00	19:00	20:00	21:00	22:00	23:00	00:00	01:00	02:00	03:00	04:00	05:00
Town Street	.	13	11	11	23	23	38	11	2		3	2
Stanningley Rd	5	8	4	3	5		5		1	3		
Theaker Lane	2	6	7		5	2	5		2	2		1
Branch Road	7	5	5	1	1			1		1		1
Crab Lane	4	3	3	6	9	10	2					
Wesley Road	1	2	2	1	1		4					1
Burnsall Grange	3	2		2		4	3	1		2	1	1
Mistress Lane	3	1	5	3	2	2	1		3			
Burnsall Gardens	1	1	2		3	2	4			3		
Stocks Hill	1				1		1		1			
Athlone Street	2			1		1	2	1				1
Eyres Mill Side	1	1		3			1			1		
Nancroft Mount	1	2	4			1	5			1		
Pinfold Lane			1		1	1	1	3			2	
Carr Crofts	1	2		2	1			1				

Street Name	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00
Town Street	4	5	11	12	19	26	23	23	23	28	30	26
Stanningley Rd	2	5	7	6	3	11	16	11	5	13	7	9
Theaker Lane			6		2	3	2	7	6	4	10	6
Branch Road					1	3	1	6	6	4	10	2
Crab Lane							3		2	1	1	8
Wesley Road		1			3	1	2	6	3	3	5	2
Burnsall Grange					2		3	2	1	2	3	4
Mistress Lane			1	1		1	1			1	2	1
Burnsall Gardens	2		1	2		1	1	1	1	1		2
Stocks Hill				5	3	2	2	2	2	3	2	2
Athlone Street	4			1	1	1		2		1	2	1
Eyres Mill Side	1				1		2	2		2	2	1
Nancroft Mount							1			1		1
Pinfold Lane								3		1		3
Carr Crofts				3			1			1	2	1

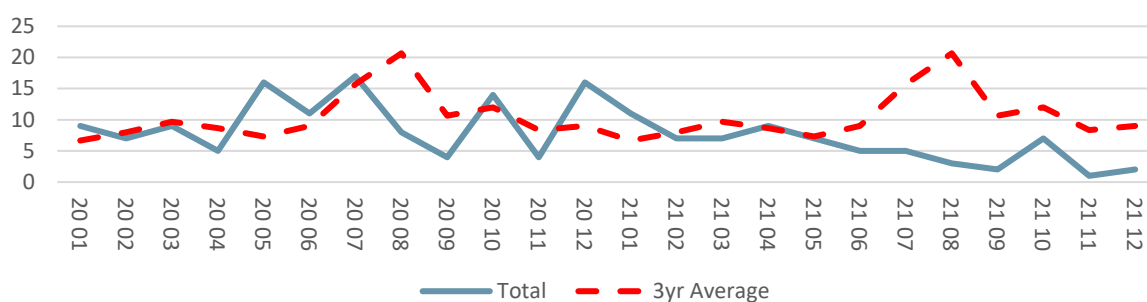
Performance Nuisance: Top issues and streets

The tables below examine the levels of nuisance recorded in the Armley area. The graph below shows that since February 2021 Nuisance has been at or below the three year average experienced before Covid. The Nuisance Motorcycle and Fireworks/Snowball categories both demonstrated an increase during September 2020 – August 2021. An increase in offences in Burnsall Gardens from September 2019-August 2020 did not decrease to previous levels seen pre-covid, remaining above 20.

Monthly All Data and 3-year pre-covid average

This table shows the period around the Covid lockdowns by month. The pre-covid 3 year average includes the period September 2016-August 2019

All Crime Data since Covid by Month



This table shows the breakdown of nuisance by type over a five year period from September 2016 to August 2021

All Data

Category / Period	Sep 16 to Aug 17	Sep 17 to Aug 18	Sep 18 to Aug 19	Sep 19 to Aug 20	Sep 20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Adult Nuisance									
Non-Alcohol	592	800	785	647	541	35	-2	-18	-16
Alcohol	445	444	351	237	200	0	-21	-32	-16
Fireworks/ Snowballing	286	413	295	242	301	44	-29	-18	24
Littering/Drugs	135	158	137	141	89	17	-13	3	-37
Neighbour Related	105	156	72	57	40	49	-54	-21	-30
Nuisance Car/Van	44	50	36	35	22	14	-28	-3	-37
Nuisance M'cycle/ Quad Bike	34	27	34	22	40	-21	26	-35	82
Youth Related	35	40	37	21	20	14	-8	-43	-5
Total	2	1	3	5		-50	200	67	-100

This table shows the breakdown of top streets over a five year period from September 2016 to August 2021.

Category / Period	Sep-16 to Aug 17	Sep-17 to Aug 18	Sep-18 to Aug 19	Sep-19 to Aug 20	Sep-20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Town St	42	24	23	15	11	-43	-4	-35	-27
Burnsall Gra	19	15	10	25	23	-21	-33	150	-8
Stanningley Rd	7	6	9	9	4	-14	50	0	-56
Theaker Ln	6	5	8	4	11	-17	60	-50	175
Carr Crofts	15	9	6			-40	-33	-100	-
Stocks Hill	7	6	6	4	3	-14	0	-33	-25
Burnsall Croft	10	6	4	2		-40	-33	-50	-100
Wesley Rd	6	5		10	1	-17	-100	-	-90

Geo Spatial Analysis – 5 years comparison from September 2016 to August 2021

The hotspots are based on the volume and proximity of the location. The dark red denoting areas of greatest density and risk.

All Nuisance Incidents

Peak Time: 15:00-19:00

Risk days: Fri, Sat, Sun

Top Streets: Town Street, Burnsall Grange, Stanningley Road



Alcohol Related Nuisance

Peak Time: 13:00-17:00

Risk days: Friday

Top Streets: Town Street, Hall Road, Burnsall Grange



Drunk & Disorderly

No hotspot defined



Assaults

Peak Time: 16:00-19:00 & 00:00-01:00

Risk days: Saturday

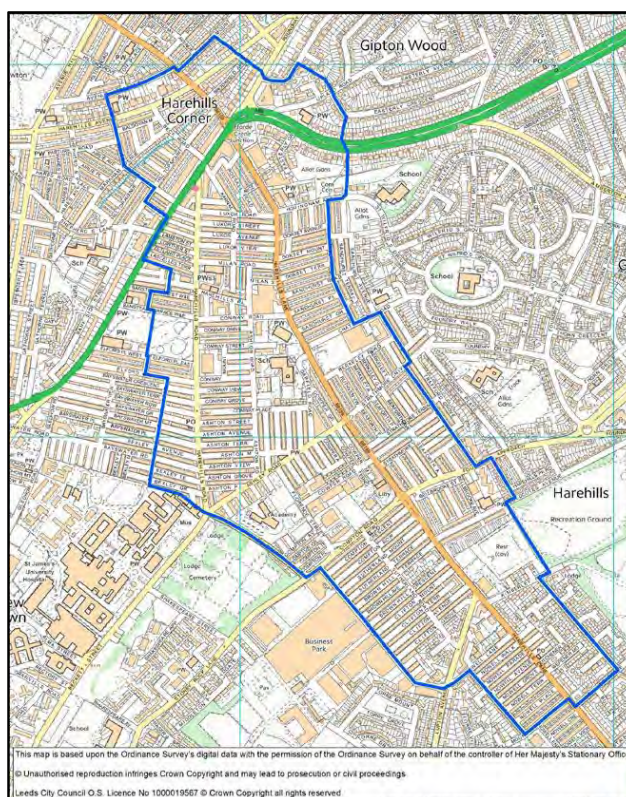
Top Streets: Town Street, Theaker Lane, Stanningley Road



Harehills and Burmantofts

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. Along Harehills Lane and Harehills Road 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 10 being surrendered or lapsed. For a primarily residential area this is a high turnover of applications.



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.

There were 1710 recorded crimes between 01/12/2016 – 30/11/2017 which was a 26.7% increase from the previous year and violent crime accounts for 37% of recorded crimes in the area.

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.

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 western end of MSOA E02002382 known as Harehills South.

It ranks 18th 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 above, this area has significant concerns in relation to vulnerable children. This area is highest for a population of children aged under 16 years, and very high for children with lower educational attainment. It ranks 10th for looked after children and very high for children not in employment, education, or training.



Drunk and disorderly, violent, and antisocial behaviour crime are all either very high or high, and this area not only has the second highest number of off licensed premises in the city, but also a very 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.

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

Indicator	Category	Rank
Deprivation Score	Very high	2
Population aged 16 and under	Very high	1
Not achieving English & Maths strong pass	Very high	3
Looked after children	High	10
NEET (not in education or training)	Very high	7
Alcoholic liver disease mortality rate	Medium	42
Alcohol specific emergency admission count	Low	57
Off Licence premises count	Very high	2
On Licence premises count	Low	68
Alcohol related harm hospital stays (narrow, age std. rate)	Very high	9
Antisocial behaviour - alcohol related, count	High	12
Violent crime where alcohol flagged, count	Very high	9
Drunk and disorderly, count	Very high	8
Alcohol treatment, all episode counts	Low	58
Licensing risk score	Very high	6
Ambulance callouts related to alcohol, count	High	23
AUDIT tests scoring 16 or more (higher risk)	Medium	47
Stroke emergency hospital admissions (age std. rate)	Very high	1

Harehills North

The top of the cumulative impact area comes under MSOA E02002377. It is ranked 30 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, very high for looked after children (6th) and very high for children not in employment, education, or training (2nd).

Off licences are plentiful, and the area suffers from alcohol related anti-social behaviour and drunk and disorderly. This area also has a high ranking for licensing risk scores. 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.



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	Category	Rank
Deprivation Score	High	15
Population aged 16 and under	Very high	2
Not achieving English & Maths strong pass	High	10
Looked after children	Very high	6
NEET (not in education or training)	Very high	2
Alcoholic liver disease mortality rate	Low	90
Alcohol specific emergency admission count	Low	62
Off Licence premises count	High	21
On Licence premises count	Low	87
Alcohol related harm hospital stays (narrow, age std. rate)	Medium	36
Antisocial behaviour - alcohol related, count	High	14
Violent crime where alcohol flagged, count	Medium	35
Drunk and disorderly, count	High	13
Alcohol treatment, all episode counts	Medium	53
Licensing risk score	High	22
Ambulance callouts related to alcohol, count	Medium	43
AUDIT tests scoring 16 or more (higher risk)	Low	67
Stroke emergency hospital admissions (age std. rate)	Very high	8

Burmantofts

The southernmost MSOA in this area is known as Burmantofts and come under MSOA E02002394. Its 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, 4th for population under 16, 6th for lower educational attainment, and 13th 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	Category	Rank
Deprivation Score	Very high	3
Population aged 16 and under	Very high	4
Not achieving English & Maths strong pass	Very high	6
Looked after children	Very high	1
NEET (not in education or training)	High	13
Alcoholic liver disease mortality rate	Medium	41
Alcohol specific emergency admission count	High	12
Off Licence premises count	Very high	7
On Licence premises count	Low	98
Alcohol related harm hospital stays (narrow, age std. rate)	Very high	3
Antisocial behaviour - alcohol related, count	High	18
Violent crime where alcohol flagged, count	High	10
Drunk and disorderly, count	High	11
Alcohol treatment, all episode counts	High	15
Licensing risk score	Medium	46
Ambulance callouts related to alcohol, count	High	11
AUDIT tests scoring 16 or more (higher risk)	High	11
Stroke emergency hospital admissions (age std. rate)	High	10

Police Statistics

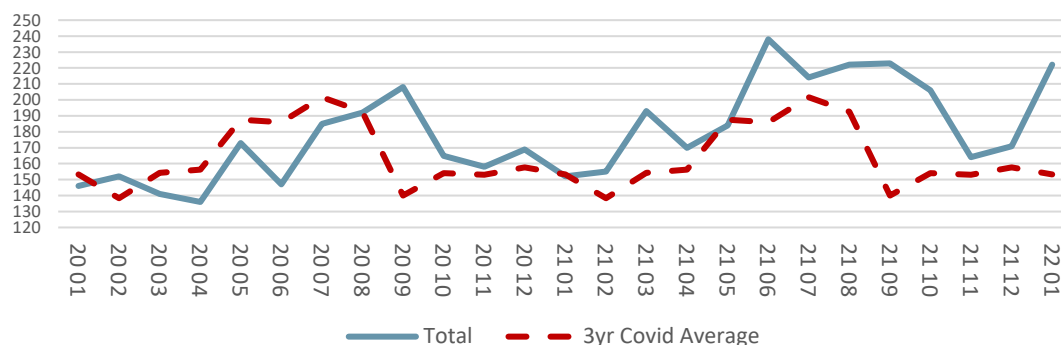
West Yorkshire Police have produced a statistical report titled “Leeds Harehills CIP Report: Date range 1 September 2016 to 31 August 2021 dated February 2022 which has been referred to when reviewing this area. Extracts from this report are included below. A full copy of the report is available from Entertainment Licensing. The tables below reflect the total crime data over the last five years, irrespective of day or night economy. The percentage change for each crime type can be compared to show those which are continually increasing. Data shows there are three key points:

- Overall crime remained above the pre-covid average since August 2020.
- Sexual Offences almost doubled when comparing 2019/20 and 2020/21. Public Order and Other Assault has increased year on year since 2016.
- Milan Road which previously experienced few offences, increased dramatically during 2019/20.

Monthly All Data and 3-year pre-covid average

This table shows the period around the Covid lockdowns by month. The pre-covid 3 year average includes the period September 2016-August 2019

All Crime Data since Covid by Month



This table shows the breakdown of crime by type over a five year period from September 2016 to August 2021

All data

Category / Period	Sep 16 to Aug 17	Sep 17 to Aug 18	Sep 18 to Aug 19	Sep 19 to Aug 20	Sep 20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Assault	967	1074	1012	934	1122	11	-6	-8	20
Public Order	174	238	305	346	400	37	28	13	16
Other Violence	181	227	301	346	375	25	33	15	8
Theft Other	234	255	233	157	145	9	-9	-33	-8
Robbery	75	112	72	93	61	49	-36	29	-34
Sexual	44	68	54	37	71	55	-21	-31	92
Theft From Person	78	75	76	45	35	-4	1	-41	-22
Affray	33	22	15	14	19	-33	-32	-7	36
Drunk & Disorderly	23	13	12	24	15	-43	-8	100	-38

This table shows the breakdown of top streets over a five year period from September 2016 to August 2021.

Top Streets

Category / Period	Sep-16 to Aug 17	Sep-17 to Aug 18	Sep-18 to Aug 19	Sep-19 to Aug 20	Sep-20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Beckett Street	243	284	331	240	244	17	17	-27	2
Harehills Road	112	141	155	135	128	26	10	-13	-5
Alma Street	120	137	120	93	110	14	-12	-23	18
Compton Rd	32	35	31	44	39	9	-11	42	-11
Lupton Ave	28	29	31	46	41	4	7	48	-11
Roundhay Rd	32	33	40	32	30	3	21	-20	-6
Nowell Mount	35	44	27	23	26	26	-39	-15	13
Milan Road	1	9	4	61	69	800	-56	1425	13
Ashton Road	13	14	20	43	52	8	43	115	21
Cherry Row	5	35	19	45	30	600	-46	137	-33
Stoney Rock Ln	27	30	18	23	30	11	-40	28	30

Crime: Day and Night Economies: Temporal analysis

Some offences have a period which spans many hours. Where there is a span of over 12 hours given for an offence taking place, these are not included in the temporal analysis below.

The tables below examine the peak times for offences, broken down by street name during the period September 2019-August 2021. The following points can be drawn from the results:

- A calculation defining the day (6am-6pm) and night period (6pm-6am) shows that all top streets experienced a decrease in offending when comparing day levels to night levels.
- St James Hospital remains the biggest crime attractor in the area.

This table shows a comparison of street during the day and night time economies over a three year period from September 2019 to August 2021.

Street Name	Day	Night	Sum
Beckett Street	683	528	1211
Harehills Road	375	308	683
Alma Street	323	220	543
Compton Road	105	74	179
Roundhay Road	97	66	163
Lupton Avenue	78	71	149
Stoney Rock Lane	86	61	147
Nowell Mount	79	64	143
Milan Road	84	49	133
Sutherland Mount	74	54	128
Ashton Road	71	52	123
Cherry Row	64	59	123
Harehills Lane	64	41	105
Nowell Place	65	38	103
Nowell Terrace	58	45	103
Bayswater Mount	59	37	96
Bayswater Grove	52	33	85

This table gives temporal information by street over a 12 month period

Street Name	18:00	19:00	20:00	21:00	22:00	23:00	00:00	01:00	02:00	03:00	04:00	05:00
Beckett Street	Yellow	Yellow	Orange	Orange	Yellow	Light Green	Red	Yellow	Light Green	Light Green	Light Green	Light Green
Harehills Road	Red	Red	Red	Red	Yellow	Yellow	Yellow	Light Green	Light Green	Light Green	Light Green	Light Green
Alma Street	Red	Light Green	Red	Yellow	Yellow	Light Green	Red	Light Green	Light Green	Light Green	Light Green	Light Green
Compton Road	Red	Orange	Yellow	Yellow	Yellow	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green
Roundhay Road	Red	Yellow	Yellow	Light Green	Yellow	Light Green	Red	Light Green	Yellow	Light Green	Light Green	Light Green
Lupton Avenue	Yellow	Yellow	Orange	Yellow	Yellow	Yellow	Red	Yellow	Light Green	Light Green	Light Green	Light Green
Stoney Rock Lane	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green
Nowell Mount	Orange	Yellow	Red	Orange	Orange	Orange	Red	Light Green	Light Green	Light Green	Light Green	Light Green
Milan Road	Yellow	Red	Yellow	Light Green	Light Green	Light Green	Red	Light Green	Light Green	Light Green	Light Green	Light Green
Sutherland Mount	Red	Yellow	Red	Orange	Orange	Light Green	Red	Light Green	Light Green	Light Green	Light Green	Light Green
Ashton Road	Red	Yellow	Yellow	Light Green	Light Green	Yellow	Red	Light Green	Light Green	Light Green	Light Green	Light Green
Cherry Row	Orange	Yellow	Yellow	Orange	Orange	Light Green	Red	Orange	Light Green	Light Green	Light Green	Light Green
Harehills Lane	Light Green	Light Green	Yellow	Light Green	Yellow	Yellow	Orange	Yellow	Light Green	Light Green	Light Green	Light Green
Nowell Place	Orange	Light Green	Red	Light Green	Orange	Light Green	Red	Light Green	Light Green	Light Green	Light Green	Light Green
Nowell Terrace	Light Green	Orange	Yellow	Red	Yellow	Yellow	Orange	Light Green	Light Green	Yellow	Light Green	Light Green

Street Name	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00
Beckett Street	Green	Green	Green	Yellow	Yellow	Green	Yellow	Green	Yellow	Orange	Yellow	Yellow
Harehills Road	Green	Green	Green	Green	Green	Yellow	Orange	Yellow	Orange	Orange	Red	Red
Alma Street	Green	Green	Green	Yellow	Orange	Red	Yellow	Red	Red	Orange	Yellow	Yellow
Compton Road	Green	Green	Green	Orange	Orange	Orange	Orange	Red	Yellow	Red	Yellow	Yellow
Roundhay Road	Green	Green	Green	Green	Yellow	Orange	Orange	Orange	Green	Red	Red	Yellow
Lupton Avenue	Green	Green	Yellow	Orange	Green	Green	Orange	Yellow	Green	Orange	Orange	Red
Stoney Rock Lane	Green	Green	Yellow	Yellow	Yellow	Orange	Yellow	Orange	Orange	Red	Yellow	Green
Nowell Mount	Green	White	Green	Green	Green	Green	Green	Green	Red	Orange	Yellow	Orange
Milan Road	White	White	White	Green	Green	Yellow	Red	Orange	Orange	Orange	Green	Orange
Sutherland Mount	White	Yellow	White	White	Orange	Red	Yellow	Green	Green	Orange	Green	Orange
Ashton Road	Green	Green	Green	Green	Orange	Green	Orange	Orange	Green	Yellow	Orange	Orange
Cherry Row	Green	Green	Green	Green	Yellow	Green	Yellow	Red	Red	Red	Green	Green
Harehills Lane	Green	White	Green	White	Yellow	Orange	Yellow	Yellow	Yellow	Red	Orange	Orange
Nowell Place	Green	Yellow	Green	Orange	Orange	Yellow	Orange	Green	Green	Yellow	Orange	Orange
Nowell Terrace	White	White	Green	Orange	Yellow	Green	Orange	Green	Yellow	Orange	Orange	Red

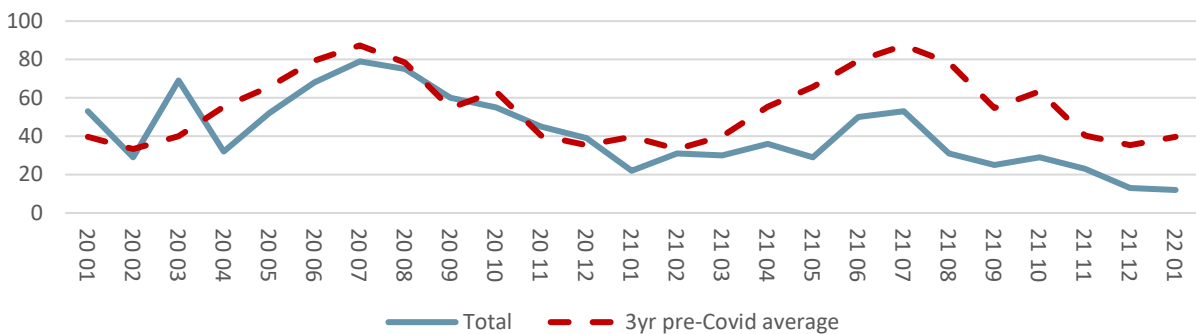
Performance Nuisance: Top issues and streets

The tables below examine the levels of nuisance recorded in the Harehills area. The graph below shows that since February 2021, Nuisance has been above the three year average experienced before Covid. Nuisance Vehicle was the only category to increase during 2020/21. Offences have increased on Bexley Grove during 2021 showing an upward trend over the previous five years for that street.

Monthly All Data and 3-year pre-covid average

This table shows the period around the Covid lockdowns by month. The pre-covid 3 year average includes the period September 2016-August 2019

All Nuisance Data since Covid by Month



This table shows the breakdown of nuisance by type over a five year period from September 2016 to August 2021

All Data

Category / Period	Sep 16 to Aug 17	Sep 17 to Aug 18	Sep 18 to Aug 19	Sep 19 to Aug 20	Sep 20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Adult Nuisance									
Non-Alcohol	125	163	142	173	94	30	-13	22	-46
Alcohol	55	77	126	70	62	40	64	-44	-11
Fireworks/Snowballing	54	36	21	32	30	-33	-42	52	-6
Littering/Drugs	4	9	14	10	6	125	56	-29	-40
Neighbour Related	149	153	140	153	102	3	-8	9	-33
Nuisance Car/Van	14	17	35	16	19	21	106	-54	19
Nuisance M'cycle/ Quad Bike	30	22	19	17	26	-27	-14	-11	53
Traveller Related	2	2	1			0	-50	-100	-
Youth Related	188	218	202	148	142	16	-7	-27	-4
Total	621	697	700	619	481	12	0	-12	-22

This table shows the breakdown of top streets over a five year period from September 2016 to August 2021.

Category / Period	Sep-16 to Aug 17	Sep-17 to Aug 18	Sep-18 to Aug 19	Sep-19 to Aug 20	Sep-20 to Aug 21	% Change 16/17 & 17/18	% Change 17/18 & 18/19	% Change 18/19 & 19/20	% Change 19/20 & 20/21
Harehills Rd	41	65	52	48	33	59	-20	-8	-31
Beckett St	25	19	56	51	19	-24	195	-9	-63
Harehills Ln	6	19	41	9	13	217	116	-78	44
Bayswater Mt	19	14	14	23	14	-26	0	64	-39
Bexley Gr	1	16	20	11	27	1500	25	-45	145
Cherry Ct	10	16	13	27	7	60	-19	108	-74
Bayswater Row	3	11	18	20	10	267	64	11	-50
Nowell Mt	16	24	3	11	4	50	-88	267	-64
Nowell Pl	20	15	13	3		-25	-13	-77	-100

Geo Spatial Analysis – 5 years comparison over a period from September 2016 to August 2021

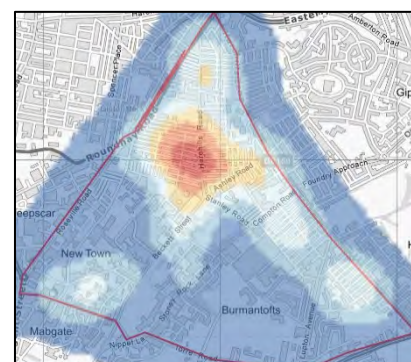
The hotspots are based on the volume and proximity of the location. The dark red denoting areas of greatest density and risk.

All Nuisance Incidents

Peak Time: 20:00-22:00

Risk days: Sat, Sun

Top Streets: Harehills Road, Beckett Street, Harehills Lane

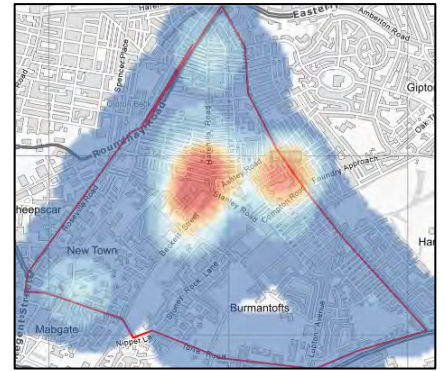


Alcohol Related Nuisance

Peak Time: 18:00-21:00

Risk days: Friday, Monday

Top Streets: Beckett Street, Harehills Lane, Harehills Road



Drunk & Disorderly

Peak Time: 21:00-00:00

Risk days: Friday, Saturday

Top Streets: Beckett Street, Alma Street, Harehills Road

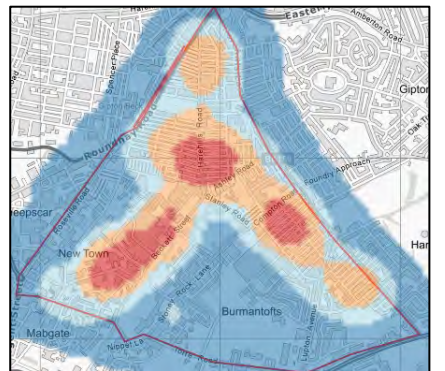


Assaults

Peak Time: 15:00-19:00

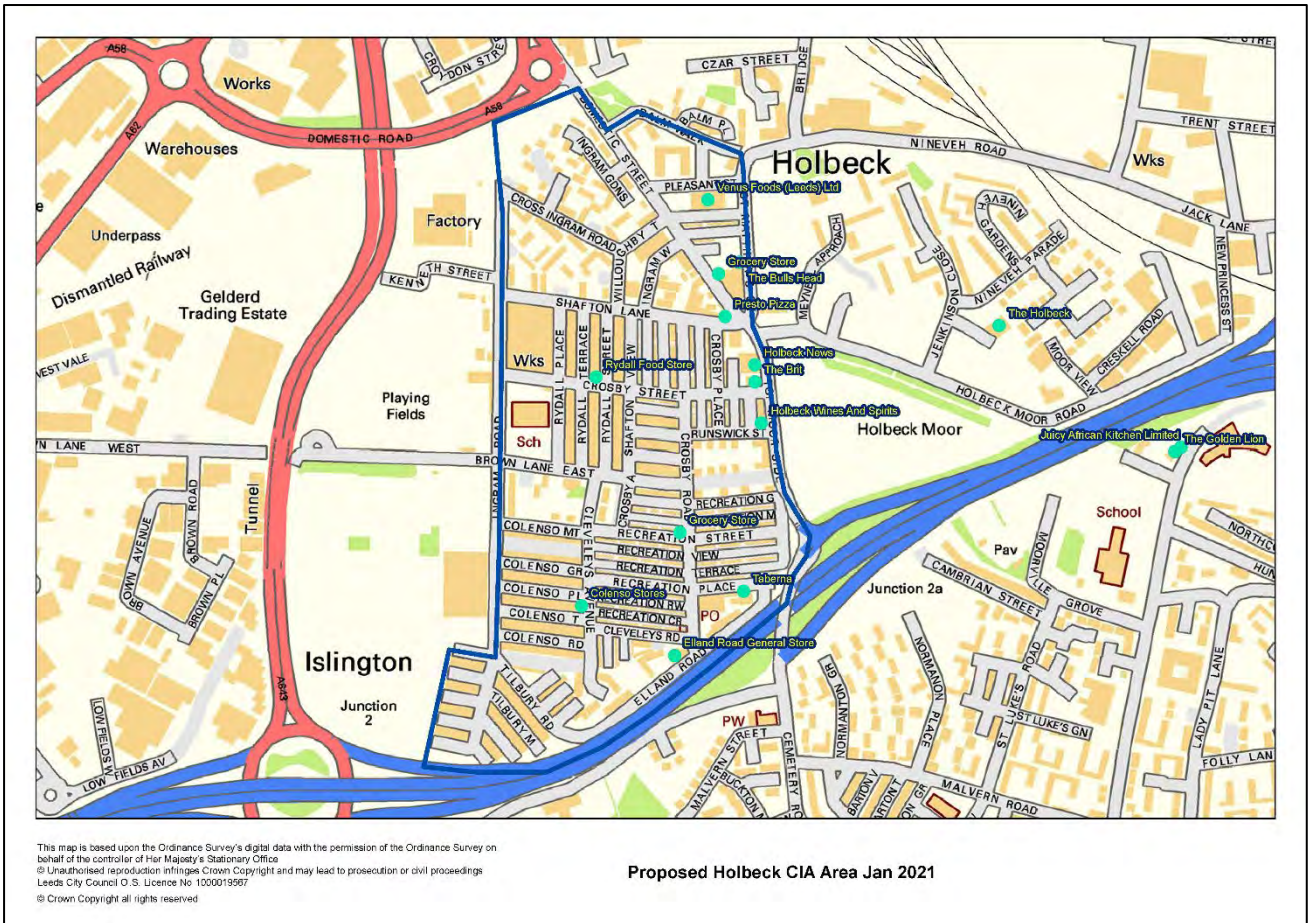
Risk days: Saturday, Sunday, Monday

Top Streets: Beckett Street, Alma Street, Harehills Road



Holbeck

Holbeck is an inner city area of Leeds, West Yorkshire, England. It begins on the southern edge of Leeds city centre and mainly lies in the LS11 postcode district. The M1 and M621 motorways used to end/begin in Holbeck. Now the M621 is the only motorway that passes through the area since the end of the M1 moved to Hook Moor near Aberford. Since large parts of Holbeck have been vacated in preparation for the regeneration of the area, the district has in large parts suffered from a population exodus. Holbeck had a population of 5,505 in 2011. The district currently falls within the Beeston and Holbeck ward of Leeds City Council.



Evidence

Licensing History

The area examined for a cumulative impact area is situated in the curve of the A643 south of the city centre, and just north of the M621. It is predominantly residential with densely populated back to back terraced housing. There is no clearly defined high street in this area, however most retail premises are situated on Domestic Street and Top Moor Side which is the main road that runs north to south in this area and is a main bus route. The retail offered in this area is predominantly convenience stores and takeaway food shops, with nine licensed shops, one licensed takeaway (open after 11pm), one pub and one restaurant. It is the large number of licensed shops that causes concern in such a densely residential area.

However the main concern is that new applications have been received yearly since 2013, leading to a gradual increase in premises in a small geographical area.

Trading as	Address	History	First licensed
Colensa Stores	1 Colensa Place, LS11 0DF	New application granted in 2005	24.11.2005
Elland Road Grocery Store	86 Elland Road, LS11 0AB	Variation invalid in 2012 Transferred in 2015 Variation refused in 2015	24.11.2005
Rydall Food Store	28 Rydall Street, LS11 9LF	New application granted in 2010	02.11.2010
Venus Foods	67 Domestic Street, LS11 9NS	New application refused in 2013 New application granted in 2013	03.06.2013
Kasa Holbeck	58 Top Moor Side, LS11 9LH	Formerly The Britannia Variation withdrawn in 2013 New application granted in 2014	16.12.2014
Holbeck Wine & Spirits	51-52 Top Moor Side, LS11 9LH	New application granted in 2005	16.06.2016
Holbeck News	60 Top Moor Side, LS11 9LH	New application granted in 2011 Transferred in 2016 Transferred in 2017	28.08.2017
Grocery Store	32-34 Recreation Street, LS11 0AR	New application granted in 2019	08.11.2019
Grocery Store	87 Domestic Street, LS11 9NS	New application granted in 2020	07.08.2020
The Brit	58 Top Moor Side, LS11 9LH	New application granted in 2021	14.10.2021

Alcohol Licensing Data Matrix

The council has reviewed 3 postcodes in the Holbeck area, LS12 6BL, LS11 9PA and LS11 9XB. All three sit within the same MSOA E02002411, known as Holbeck. The MSOA covers the whole of the cumulative impact area. However it should be recognised that the cumulative impact area is concentrated around the area where most retail premises are located on Top Moor Side and Domestic Street and includes the areas of densely populated back to back housing to the west. The remaining areas in the MSOA are either industrial or have less densely packed residential areas.

This MSOA is ranked 8th highest out of 107 MSOAs in the city.



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

Indicator	Category	Rank
Deprivation Score	High	12
Population aged 16 and under	High	15
Not achieving English & Maths strong pass	Medium	26
Looked after children	Very high	7
NEET (not in education or training)	Medium	38
Alcoholic liver disease mortality rate	Medium	51
Alcohol specific emergency admission count	Very high	6
Off Licence premises count	High	14
On Licence premises count	Medium	41
Alcohol related harm hospital stays (narrow, age std. rate)	Very high	7
Antisocial behaviour - alcohol related, count	High	10
Violent crime where alcohol flagged, count	Very high	2
Drunk and disorderly, count	Very high	2
Alcohol treatment, all episode counts	Very high	3
Licensing risk score	Medium	33
Ambulance callouts related to alcohol, count	Very high	3
AUDIT tests scoring 16 or more (higher risk)	High	14
Stroke emergency hospital admissions (age std. rate)	High	19

This clearly shows that there are alcohol related issues relating to crime and disorder in this area, with violent crime and drunk and disorderly crime ranked as 2nd highest in the city. There are also very high levels of alcohol treatment in this area (3rd highest in the city) as well as very high levels of alcohol related ambulance calls outs, alcohol related hospital stays and alcohol specific emergency admissions to hospital. This shows this area has a high number of people susceptible to alcohol related health harms and are considered vulnerable. The area also scores high for deprivation, alcohol related antisocial behaviour and audit-c scoring (people who self-report high levels of alcohol consumption to their GP).

Along with vulnerable adults this area scores high for a population under 16 and very high for looked after children, which shows there are concerns around vulnerable children.

Police Statistics

West Yorkshire Police produced a report “Holbeck CIA Analysis: Crime and Nuisance Related Calls for Service February 2017 to February 2020” dated 21st January 2021. The report analyses crimes and nuisance incidents, both alcohol related, and non-alcohol related to support the proposed CIA for the period 01/02/2017 – 29/02/2020.

During the examined period 01/02/2017 – 29/02/2020, total crime in both Beeston/Holbeck wards A & B has risen annually. This was also reflected within the proposed Holbeck CIA. Offences in the proposed Holbeck CIA peaked during July 2019 and were lowest in June 2017. The average crimes per month have risen annually. A greater increase in average was seen initially (11%) which has now progressed into a more gradual, consistent rise (~2%).

Overall violence without injury recorded the highest number of offences within the proposed Holbeck CIA, followed by violence with injury, public order offences, criminal damage, and other theft. All these crime types fluctuated in number over the 3 year period. Overall violence without injury and violence with injury recorded the highest number of offences that were related to alcohol. The top two occurrence types were assault and domestic crime. Assault against person thereby occasioning them actual bodily harm recorded 109 crimes. (5%) of crimes recorded were flagged as alcohol related. Alcohol related crimes peaked during October 2016 – September 2017.

Overall there were just 7 Crimes (<1% total crime) that were recorded at licensed premises within the CIA. These included a range of crime types including drug possession, criminal damage, and theft of motor vehicle. The most common crime type was again violence without injury. The greatest number observed was between February 2018 and January 2019. The Impact of Licenced Premises analysis is subject to change due to closures.

The impact of off licensed premises must be considered due to the observed, lessened effect of on-licensed premises. For a small sample area there are numerous off-licence premises and with the most popular occurrence type being Domestic Crime (within violence without injury), the possibility of cheaper alcohol being consumed at home being a magnifier for this behaviour must be considered.

Analysis of the most prevalent crime types, namely, Violence with/without injury, Public Order offences, Criminal Damage and Other Theft showed that the problem areas lie along Top Moor Side and on Domestic Street, Euston Mount and Brown Lane East. Another area of concern is where multiple streets have the prefix ‘Recreation’, almost all these streets exhibit higher than average crime rates for the area. The peak times for Violence with and without injury within the CIA was between 14:00 – 18:00 and 21:00 - 00:00.

Alcohol related crimes were most common on or in the vicinity of Top Moor Side, Euston Mount and Recreation Grove; the peak times were between 20:00 and 03:00. The most common crime types were an exact reflection of that of total crime with the addition of a higher rate of sexual related crimes including Rape and Other Sexual Offences.

The number of Calls for service and specifically Nuisance related calls decreased annually during the examined period, peaking during February 2017 – January 2018. The worst months on average for call numbers were July and August consistently.

Alcohol related nuisance recorded the second highest number of Nuisance related calls, superseded only by Mental Health Involved Nuisance. Alcohol related nuisance peaked during February 2017 – January 2018 and remained at similar levels during the later periods. The main issue has been with intoxicated disputes both domestic and involving neighbouring household around Euston Mount and Top Moor Side.

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 3rd October and 17th November.

The council wrote to all premises licence holders and their agents in the cumulative impact areas, 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 seven comments.

Comment 1:

The Parish Council considered the document submitted and would like to enquire why Leeds Festival is not included.

Response to comment 1:

The Cumulative Impact Assessment relates to accumulations of premises which generate issues related to the numbers of people using the area, but that can't necessarily be tied to one operator. For example the Call Lane area in the city centre has a number of bars that sit next to each other. If one is causing an issue, we have enforcement protocols to deal with them, but the main issue in that area is the density of people visiting and using the bars, rather than an individual premises.

The Statement of Licensing Policy provides information to people who wish to apply for a licence, as well as the matters members of Licensing Committee will address when making their determinations. Matters pertaining to large outdoor events are included in the Policy, but individual events or operators are not. It wouldn't be appropriate to include one specific event/operator like Leeds Festival. We do mention some events by name, i.e. Carnival etc, but these are council supported events relating to the culture offer. Leeds Festival is a commercial event organised by a private operator.

Comment 2:

Thank you for sending details of the cumulative impact policy and licensing applications.

I am relieved to hear that you are including the start of The Otley Run in the cumulative impact area as I have noticed that this area is becoming more rowdy in recent times. I certainly agree that further applications and variations should be curtailed.

I would like to comment that since covid, with the introduction of 'temporary' outside entertainment areas the capacity and nuisance from revellers has increased and pavements have become more restricted as people queue to get into establishments, dodge signs put out in the pavement and hang around in the area.

Whilst I am in agreement with much of what has been said I am also interested in what will be done to improve the current situation for local residents, who are mentioned in the documents. I am particularly concerned with safety of road users, pedestrians and children and noise and intimidating behaviour. Maybe this is not the place to raise these issues? If not please point me in the right direction.

I would also like to draw to your attention the conversion of the area to the rear of the New Inn on Otley Road. From being a car park this has become a beer garden. Has a licence been granted for this or was one not required?

To illustrate my point I attach a few photos of the current situation.



Response to comment 2:

The Council is grateful to the resident for supporting the inclusion of the start of the Otley Run. The Otley Run has been a feature in Headingley for decades and in the past has been an activity undertaken primarily by students. Over the last two years it has become increasingly popular with groups of people who travel into the area in increasing numbers. As has been illustrated by the photos included with the comment, people in fancy dress gather outside licensed premises, queuing along the street while waiting to gain entry. The ongoing multi-agency work to try to reduce the impact the Otley Run participants have on residents is outside of the scope of this Assessment, and the commenter has been contacted directly.

Comment 3

I wonder if there is any scope in increasing the Armley area slightly to include further up Armley town street too.

Response to comment 3

The cumulative impact area in Armley runs for the length of Town street where the retail units are located and ends at Charlie Cake Park. When the original area was delineated, this was the main area of concern. It has been noted that antisocial behaviour is being experienced further along the western end of Armley Town Street. However, to include it at this stage would necessitate gathering further evidence and once amended would further consultation. This can be completed for the next Cumulative Impact Assessment.

Comment 4

Local Councillor: Cllr Scopes

As a local councillor in the area I speak to a lot of residents who are concerned about on-street drinking and the impact it has on their families and community. In particular, the concerns around drinking on Holbeck Moor and this being a factor for not using the Moor. This is deeply concerning as many residents in Holbeck do not have any garden space and so using the Moor is so important to both their physical and mental health.

In addition to the on-street drinking, we know from NHS admissions data alcohol is a silent killer in Holbeck. There is no shortage of options to purchase alcohol if desired and therefore I am strongly of the view that further licenced premises are completely unnecessary.

Comment 5

In view of a review to include Holbeck within the scope of the Cumulative impact assessment, I would like to support this.

As a health lead in the city who works with many residents of Holbeck, I can see the negative and destructive effects that further and easier access to alcohol in this area would bring. Many of my patients have a dependency on alcohol and are vulnerable to being exploited by others. Easier access to alcohol increases their vulnerability and exposure to anti-social behaviour in the local area. For them it is easier to buy Alcohol locally than it is to buy fresh food. Many of my patients have health conditions and decreased life expectancy related to alcohol misuse. Easier access and a culture of increased street drinking raises risks to those living and working in the area, including health staff and Social care staff who home visit to deliver care who may face further risks if visiting in areas with high levels of on street drinking

Comment 6

With 4 shops all within 50 yards or so selling alcohol all hours of the day, from open to close, it's a nightmare.

The amount of people stood outside under the influence is rising. We can't let our children go to the shop, it's become unsafe. They buy their alcohol from the variety of shops, all selling strong cheap lager, then it's off to the park across the road they go. Thus making the park a no go area. The rubbish isn't taken home, but just discarded, even in the children's play area. If they can't get served in one shop, then they're likely to go to the next.

On a personal note. As a family living with someone in recovery from alcohol dependency, it is an everyday struggle. Our children have grown up living with alcohol abuse. Always an excuse to go to the shop, treating the children to chocolate or sweets just to buy a sneaky beer. If he got banned from one shop, there was always several others in the estate to visit and get his fix. Take the kids to the park to sit and have a beer. They saw it as the norm. It was all too easy for him to buy alcohol, no questions asked. Even when paralytic and unable to speak properly or count his money out. Somebody would serve him. Until it almost took his life...being pulled from the wrong side of a motorway bridge, drunk, one slip and it would have been all over. This caused me to have a mental breakdown, and I haven't been able to work since. Our children lived for years, not having the relationship, time and dedication of a dad. Watching him vomit from overindulgence, sleeping all hours, missing school shows. Many important memories tarnished. The heartbreak of daddy moving out.

Then 4 years ago he found the strength to change, he engaged with support, entered rehab, stuck it out. Emerging sober for the first time in years. He had a difficult few months but has been sober now for 3 years. He will never recover from this. He will forever be in recovery, as will we all. Temptation at every corner. For now he remains strong. We have our husband and daddy back.

Where we live, we are one of many families experiencing these things. There is no need for so many shops to be licenced. Our area doesn't have a butchers or greengrocers, we don't even have a supermarket, yet we are saturated with off licences. It's about time legislation was changed, to put the health and needs of families first and not the shop owners.

We need to be protecting future generations, the more accessible alcohol can be purchased, the more devastating it is for everyone. Alcohol dependency is on the rise, exponentially. It's time to act. Now.

Not everyone is as lucky as we are. We have a success story. A child has gone to bed tonight, and will wake tomorrow, with a parent under the influence. From alcohol purchased at one of the many licenced shops in our area.

Comment 7

"Holbeck Together is a community Anchor based in the centre of Holbeck, supporting all age groups. Holbeck being in the 0.2% most deprived areas of the country. St. Matthews community centre is central to providing services and activities for the community. A warm, inviting safe space that more than ever is pivotal in addressing challenges that the community face due to the cost of living crisis.

However, on a daily basis as we go about our business, staff, volunteers, families and older people are faced with people using the entrances to take drugs, alcohol and I am sorry to be so graphic but to use the spaces as a toilet. Being able to access cheap alcohol from numerous shops in Holbeck only exacerbates the issues. Cans are thrown everywhere, we have a rat problem in the area and these attract them and Holbeck is known for the easy access and therefore attracts people to come from the city to drink, sit on benches and be

disorderly at the very least in front of children and older people. Only two years ago now a new outlet was opened on Domestic Street which I opposed. I do hope that this statement will be considered

Response to Comments 4 to 7

These four consultation responses are in relation to the proposed cumulative impact area in Holbeck. These responses clearly support any measure that stops the granting of alcohol licences which would add to the impact already being experienced in this area.

Designating an area as suffering from the cumulative impact of alcohol licensed premises isn't the answer to all alcohol related issues. However, it does form part of a suite of measures and actions being taken by the Council, businesses, and residents to help reduce the impact of alcohol.

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.

To identify the areas that should be included in this assessment, and the types of authorisations that the assessment should relate to, the council issued a Call for Evidence through the Licensing Enforcement Group which comprises of responsible authorities and other interested agencies. Following this call for evidence West Yorkshire Police provided crime statistical data for each of the existing cumulative impact areas. The analysis of the police crime statistics, licensing statistics and the use of the Licensing Matrix provided by Public Health has led to the conclusion:

- The pandemic had a dramatic effect on the hospitality industry, with sudden complete closures followed by a period of uncertainty and varying restrictions.
- The pandemic impacted on crime statistics for each of the areas, with crime dropping during closures and rising again during periods where hospitality reopened.
- Where crime levels dropped during closures, they have returned to their pre-pandemic levels
- The crime and disorder levels in Armley and Harehills which predominantly suffers from disorder caused by people drinking in the street, continued during the pandemic despite ongoing and concentrated interventions taking place

At this point it is still unclear as to the long term impact of the pandemic and associated closures will have on the hospitality industry and the crime and disorder associated with it.

However, while the disruptions of 2020 and 2021 have been severe, the Council has continued to make improvements, especially in the city centre, with new transport networks being developed alongside widening pavements, installing cycle lanes, and improving the street scene in some of the areas where the night-time economy is concentrated. Additionally, West Yorkshire Police, Leeds City Council and LSAVI are working to improve business standards in the red zone of the city centre cumulative impact area, with an online self-assessment and accreditation scheme specifically targeting hospitality. It is not known at this point the impact these measures will have in reducing crime and disorder.

Taking all this into consideration, the Council has reviewed the current cumulative impact areas as well as the proposed cumulative impact area of Holbeck and recommends the following:

City Centre

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 (on sales, off sales and late night takeaways) that seek to operate during the peak hours described in the cumulative impact assessment for the city centre.

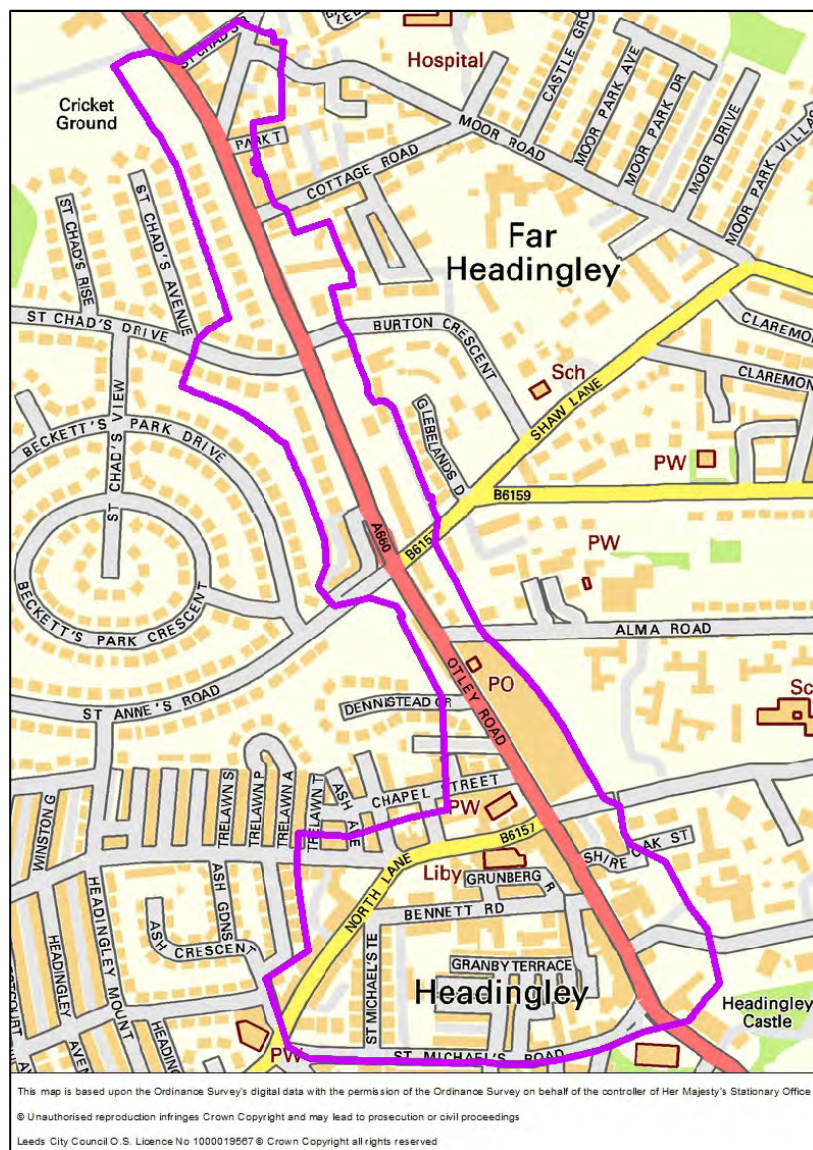
After reviewing the Alcohol Licensing Data Matrix and the crime statistical data provided by West Yorkshire Police, the Council is of the opinion that this cumulative impact area and scope should remain as it is currently until the full impact of the coronavirus pandemic is known. The red zones to remain in place and reviewed annually by analysing the crime statistics provided by West Yorkshire Police, or by another reporting mechanism should the Police be unable to provide these statistical reports in the future.

The assessment in this area will relate to all applications whose licensable activities fall within the peak times of 23:00 to 02:00. Any application received which is in the red zone 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.

Headingley

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 (on sales, off sales and late night takeaways) that seek to operate during the peak hours described in the cumulative impact assessment for Headingley.

After reviewing the Alcohol Licensing Data Matrix and the crime statistical data provided by West Yorkshire Police, the Council is of the opinion that this cumulative impact scope should remain as it is currently until the full impact of the coronavirus pandemic is known. However the increased influx of people undertaking the Otley Run has had a negative impact on residents with antisocial behaviour and nuisance being experienced all along the route. Therefore the council will increase the cumulative impact area to incorporate the area between the three on-licensed premises that start the Otley Run in Weetwood/Far Headingley and the north end of the current cumulative impact area



The assessment in this area relates to all applications whose licensable activities fall within the peak times of 13:00 to 18:00 and 22:00 to 03:00 or, to any application that may encourage participation in the Otley Run. Any application 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.

Hyde Park

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/or late night refreshment to operate during the peak hours described in the cumulative impact assessment for Hyde Park.

As can be seen from the table and heat maps the issues in Hyde Park are ongoing. The main peak time is between 23:00 and 01:00, with nuisance, neighbour and youth offences being particularly troublesome. Brudenell Road, Queens Road and Alexandra Road all demonstrate an increase in the last twelve months (September 2020-August 2021) which is contradictory to the decreasing trend found in overall data.

After reviewing the Alcohol Licensing Data Matrix and the crime statistical data provided by West Yorkshire Police, the Council is of the opinion that this cumulative impact area and scope should remain as it is currently until the full impact of the coronavirus pandemic is known.

The assessment in this area relates to all applications whose licensable activities fall within the peak times as described in this assessment. Any application received 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.

Armley

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 of alcohol at any time.

Over the last three years the issues being experienced in this area and reported through multi-agency meetings have not changed regardless of the pandemic. Therefore after reviewing the Alcohol Licensing Data Matrix and the crime statistical data provided by West Yorkshire Police, the Council is of the opinion that this cumulative impact area and scope should remain as it is currently.

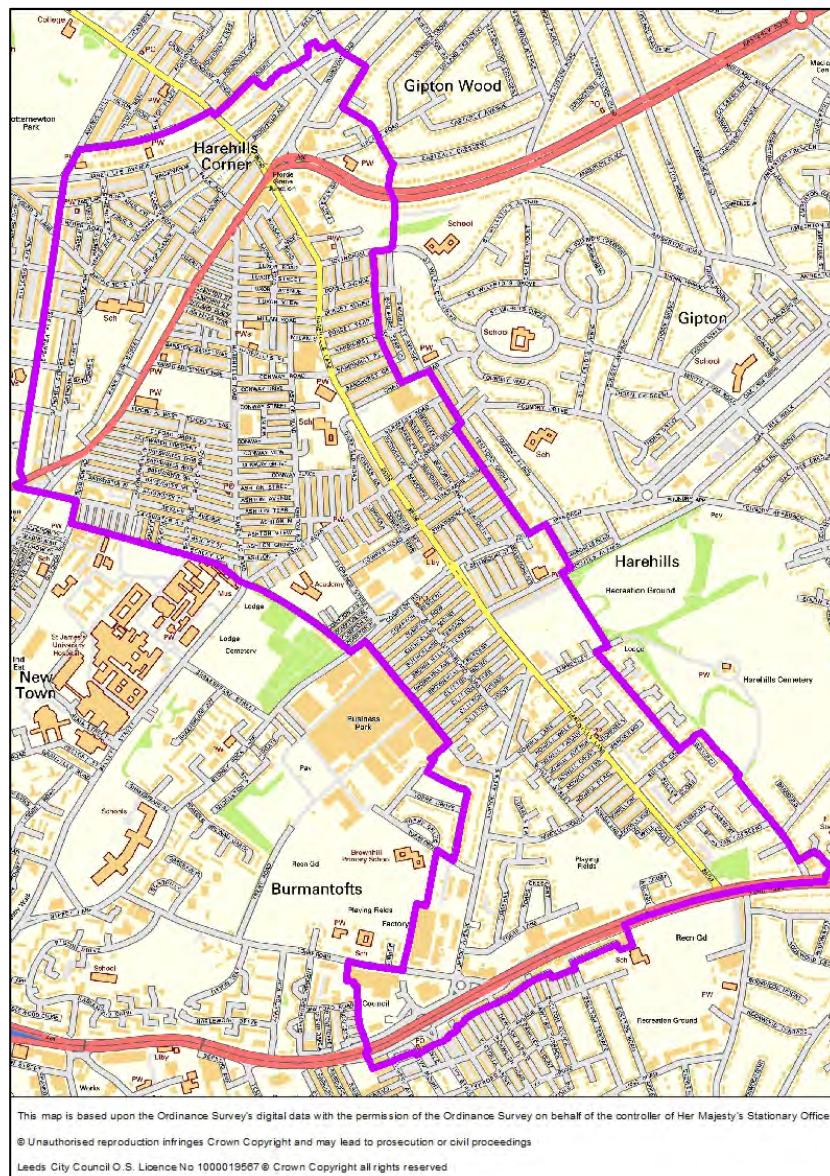
Any application received can expect to receive representations from West Yorkshire Police and the Licensing Authority and applicants should consider potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

Harehills and Burmantofts

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 crime statistics for the area known as Harehills and has determined that there 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.

Over the last three years the issues being experienced in this area and reported through multi-agency meetings have not changed regardless of the pandemic. After reviewing the Alcohol Licensing Data Matrix and the crime statistical data provided by West Yorkshire Police, as well as consulting with several agencies involved in dealing with antisocial behaviour in this area, the Council is of the opinion that this cumulative impact area should be expanded to include the areas to the west of Roundhay Road and to the south to include the area bordering on York Road. The scope should remain as it is currently.

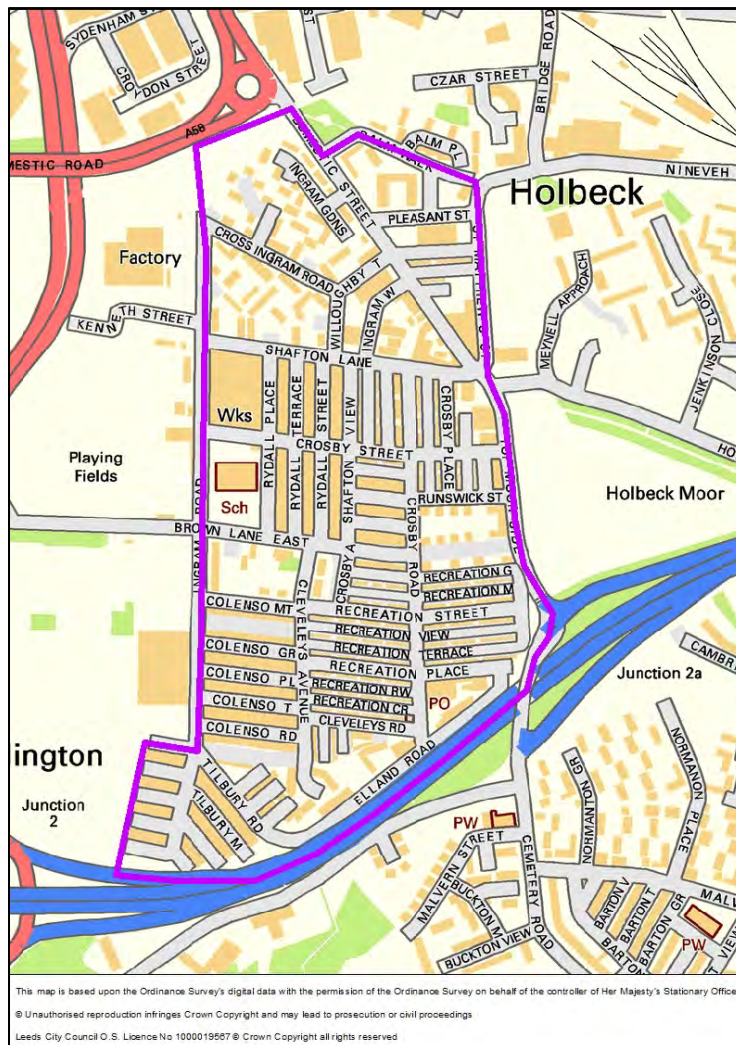


Any application received can expect to receive representations from West Yorkshire Police and the Licensing Authority, and applicants should consider potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

Holbeck

The evidence of a slow increase of off licensed premises in the cumulative impact area, the output from the Alcohol Licensing Data Matrix which shows very high levels of alcohol related crime, disorder and a population of vulnerable adults and children, as well as the conclusions from the Police report, the council considers this to be an area suffering from the cumulative impact of off licensed premises.

Accordingly the area shown on the map below should be included in the Statement of Licensing Policy as a cumulative impact area based on crime and disorder and the protection of children from harm, due to the density of convenience stores, newsagents and off licences already selling alcohol in the area, which is disproportionate to the other retail premises in the area.



The Statement of Licensing Policy 2018-2022 does not describe Holbeck as an area suffering from cumulative impact of licensed premises. However, having reviewed the evidence provided by the licensing authority, the Alcohol Data Matrix and West Yorkshire Police, and the consultation responses, the Council recommends that this be included in the Statement of Licensing Policy with the following statement:

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 sale of alcohol for consumption off the premises at any time.