

# Cumulative Impact Assessment 2023-25

Licensing Act 2003



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## Background

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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

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### 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

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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.



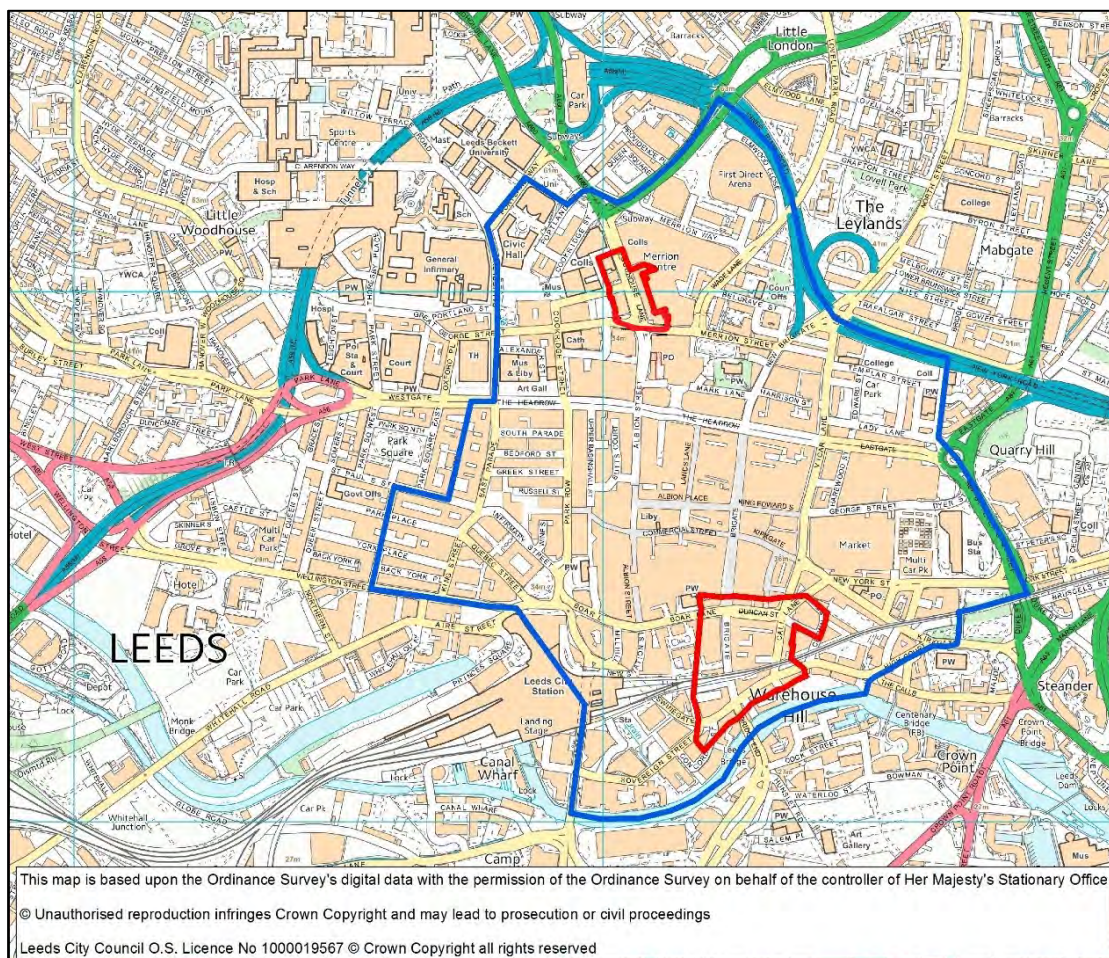
## City Centre

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

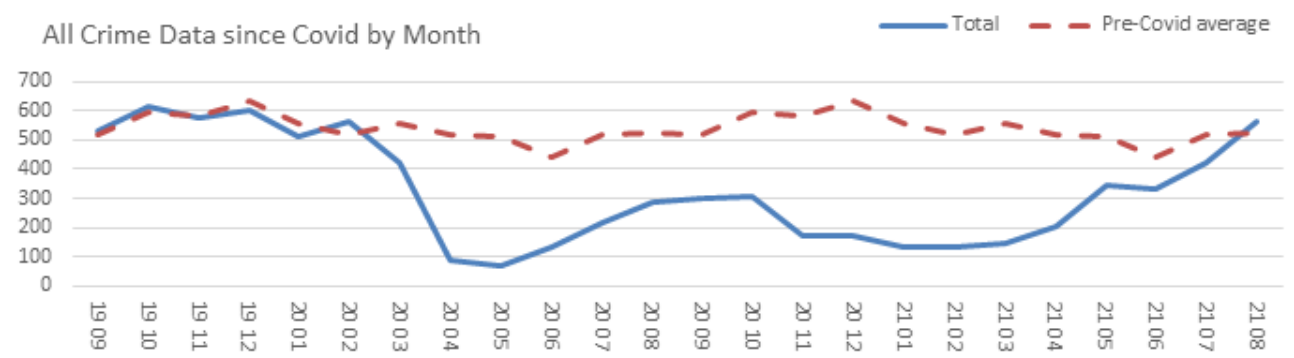
It could be expected that the city centre would rank highest out of all MSOAs in Leeds for health data as not only is this the busiest night time economy area, but also the location of one of the largest hospitals in Leeds. However it should be noted that the health and hospital statistics relate to 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

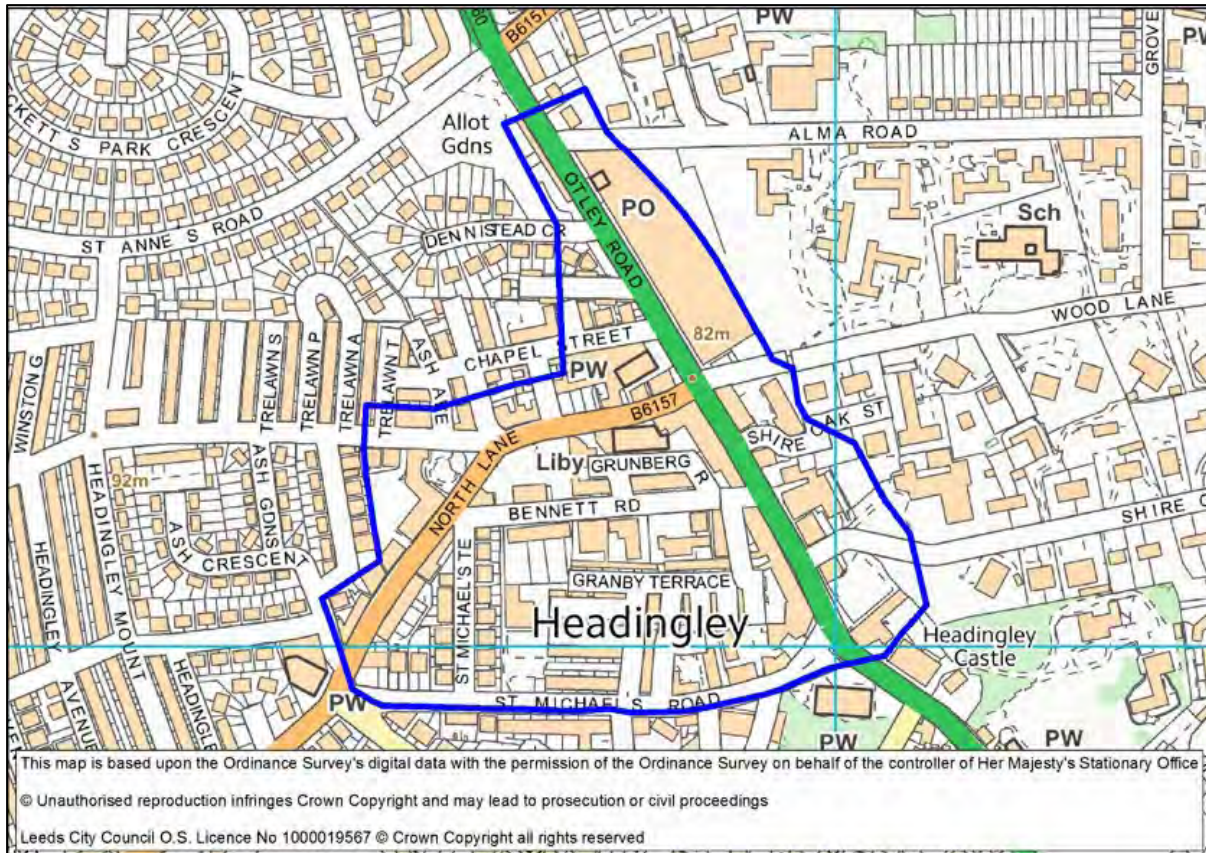
Street Name	DTE											
	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00
Briggate	31	29	33	46	52	38	86	69	71	57	57	30
Call Lane	7	12	14	22	32	29	81	73	86	57	31	14
Albion Street	40	23	13	10	12	14	29	14	11	14	14	5
Great George St	20	23	11	15	24	6	31	16	15	14	11	7
Boar Lane	25	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.

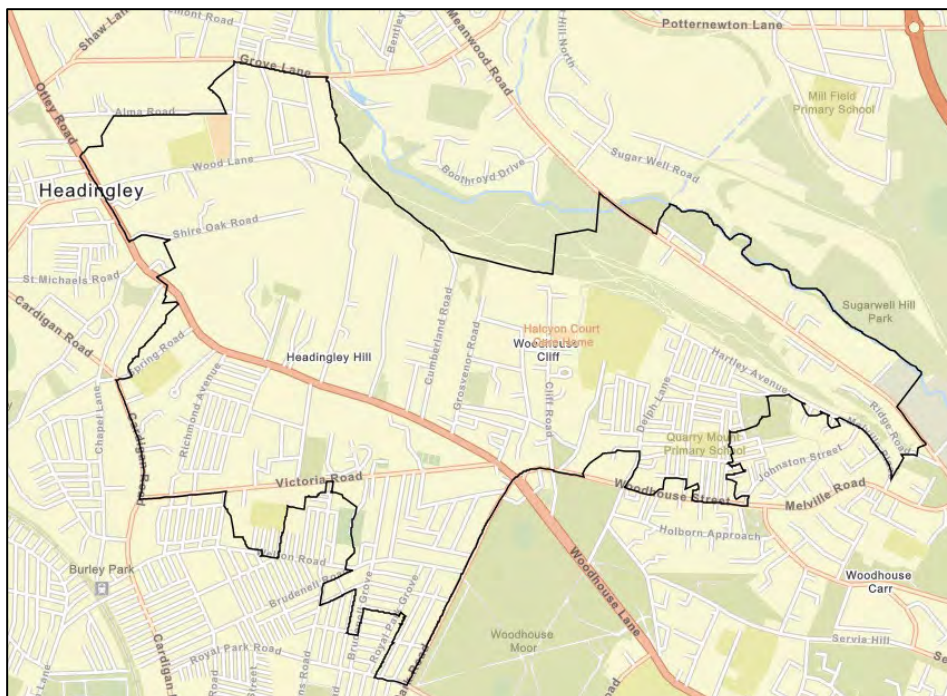


It ranks 20th out of 107 MSOAs in Leeds and is considered high risk. This is the description given to MSOAs who rank 10 – 23 highest for risk.

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

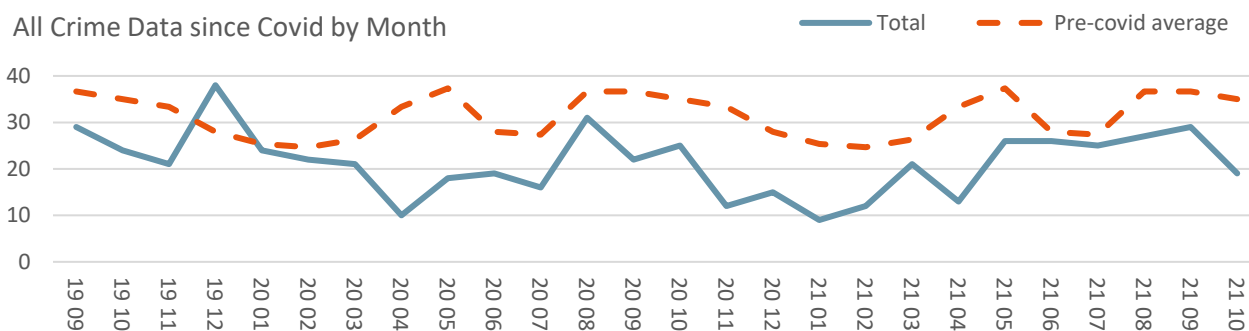
Both areas score very high for alcohol related antisocial behaviour (7th and 3rd respectively) and AUDIT tests. As expected, the Headingley MSOA also scores very high for density of on licensed premises.

## 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

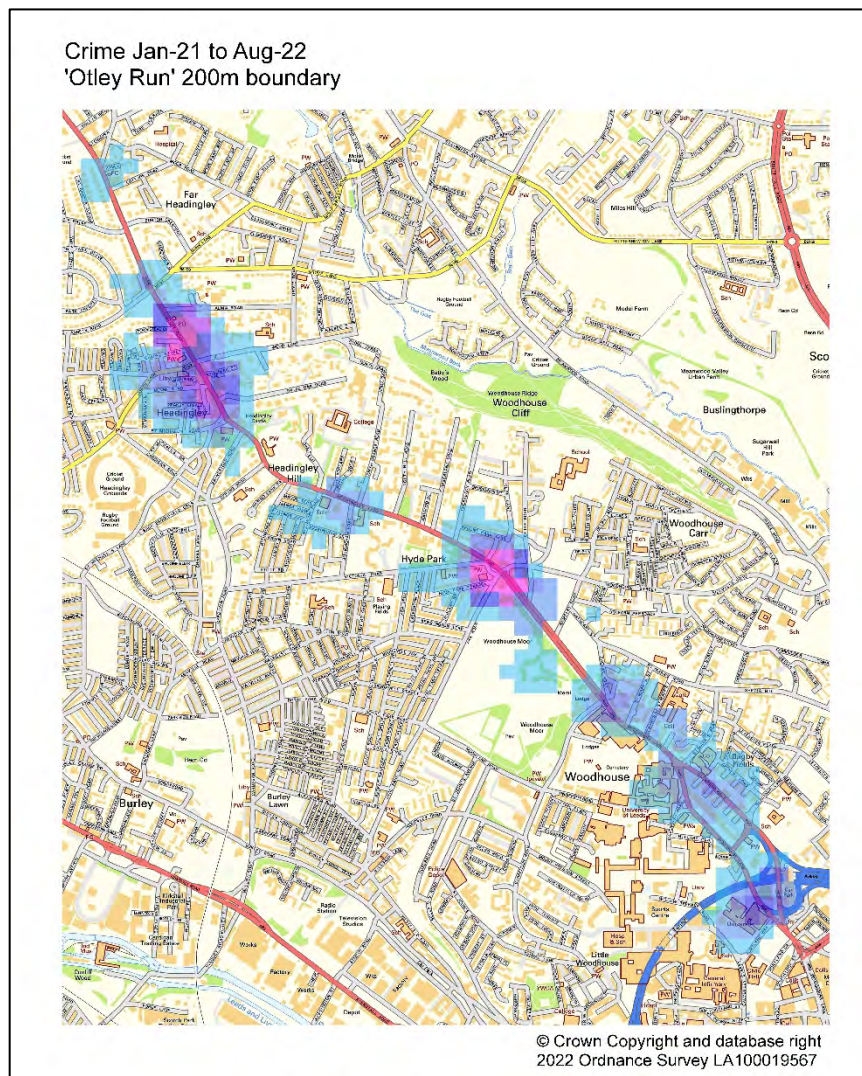
This table gives temporal information by street over a 12 month period

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 16<sup>th</sup> 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.



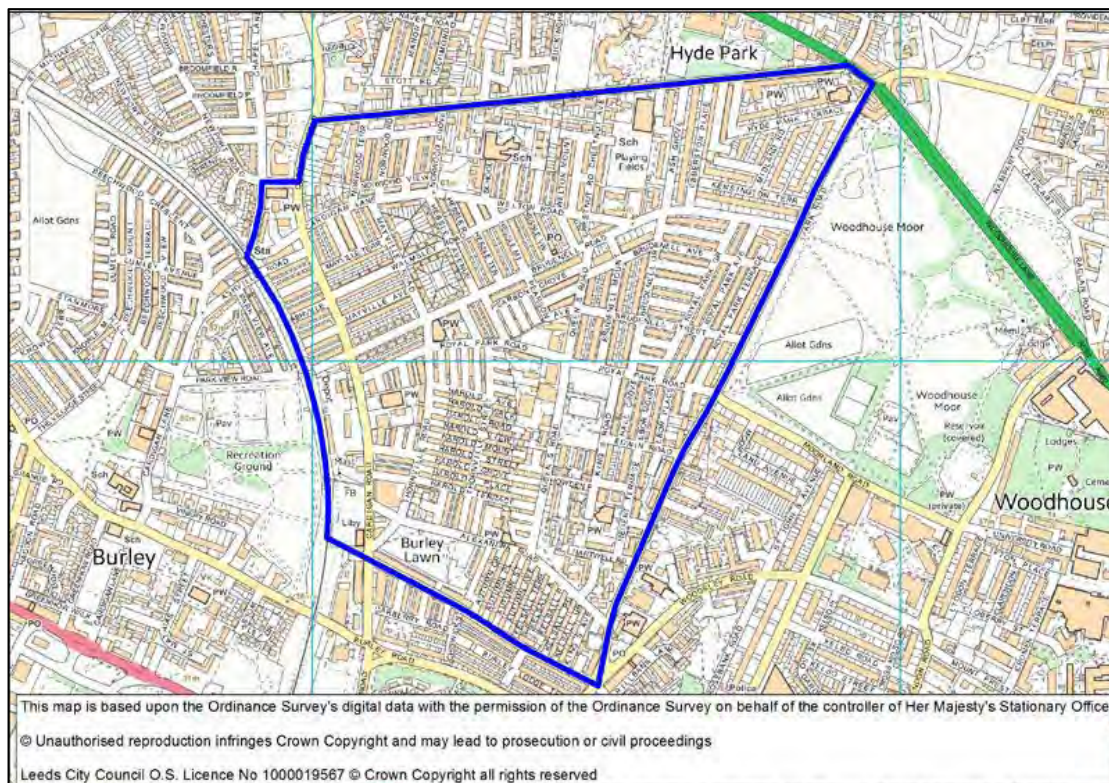
This heat map clearly shows that the nuisance starts around the start of the Otley Run and intensifies at the point where the licensed premises are closer together.



## 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.



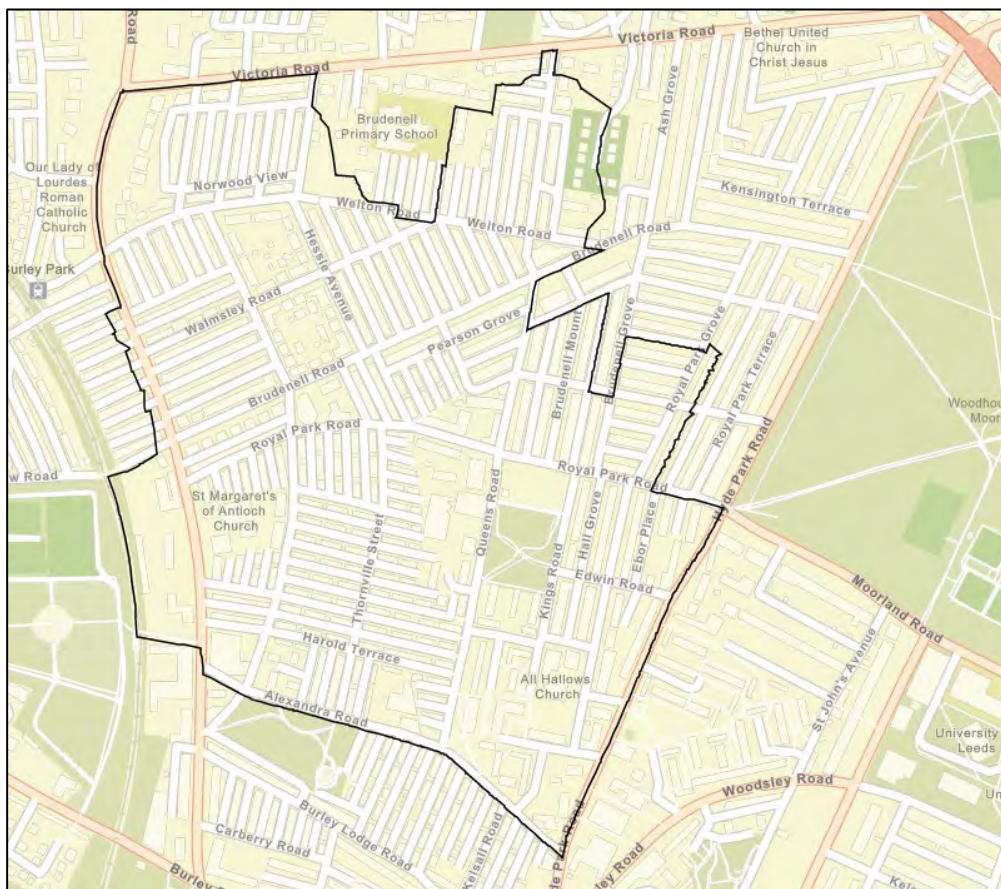
This is a residential area with a high proportion of the houses split into houses of multiple occupancy and due to the proximity of the Headingley campus, has been an area with a high number of student accommodation. Over the past five years there has been a switch with many students choosing to live 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.

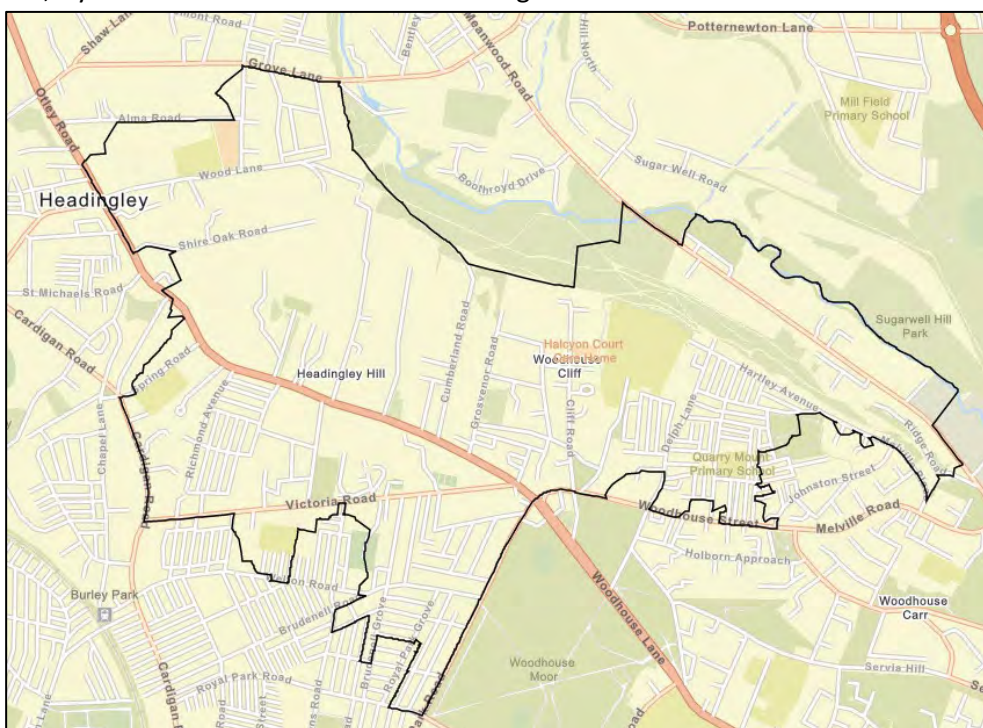


It ranks 13th out of 107 MSOAs in Leeds and is considered high risk, which is the description given to the top 10-23 MSOAs.

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.

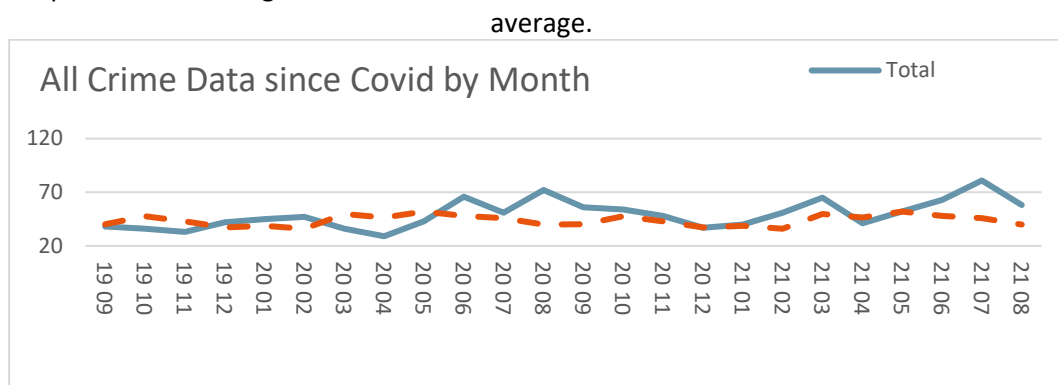
The tables below reflect the total crime data over the last five years, irrespective of day or night economy. The percentage change for each crime type can be compared to show those which are continually increasing.

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

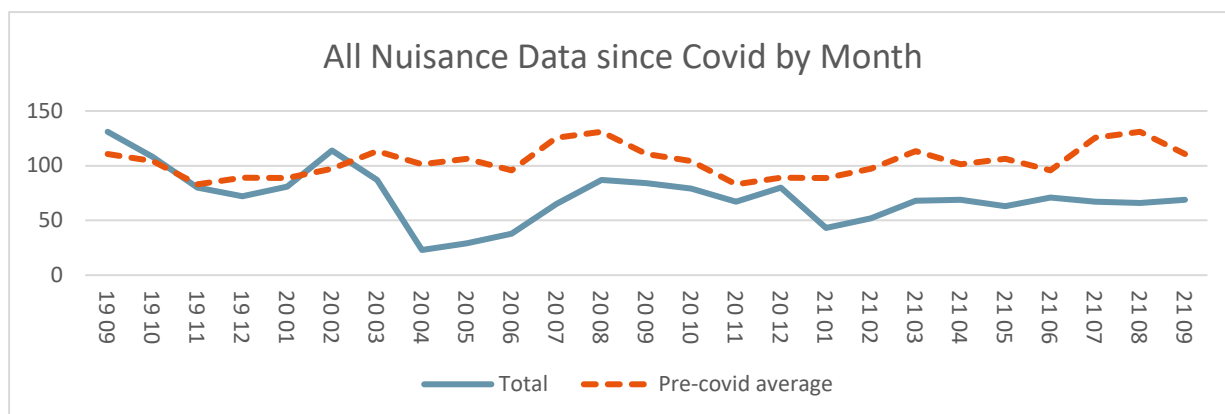
Figure 5 shows a temporal chart by top street (last 12 months)

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
<b>Total</b>	<b>393</b>	<b>543</b>	<b>321</b>	<b>343</b>	<b>304</b>	<b>38</b>	<b>-41</b>	<b>7</b>	<b>-11</b>

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.

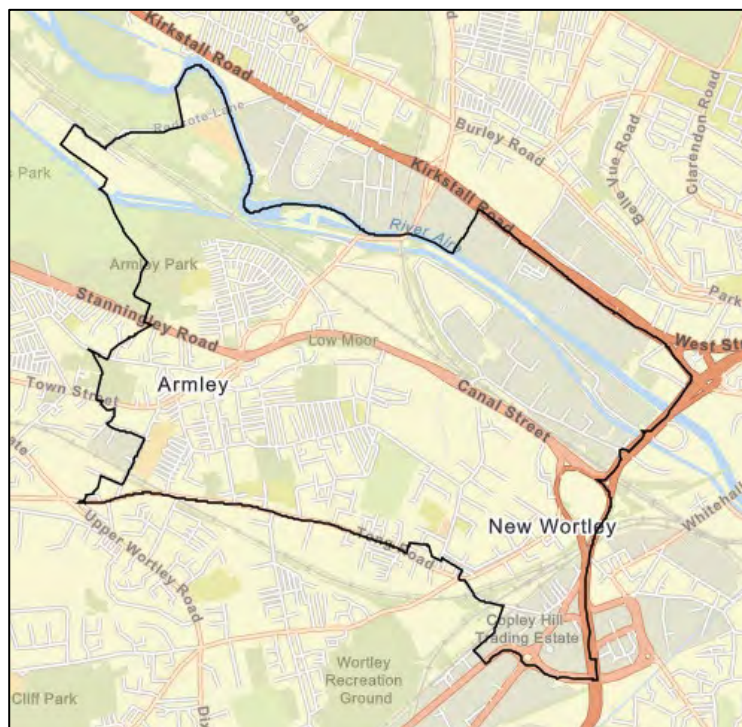
It is the council's policy, on receipt of relevant representations to refuse all applications (new and variation) for premises licences which authorise the sale of alcohol for consumption off the premises in the cumulative impact area. It is for the applicant to demonstrate that their application would 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.

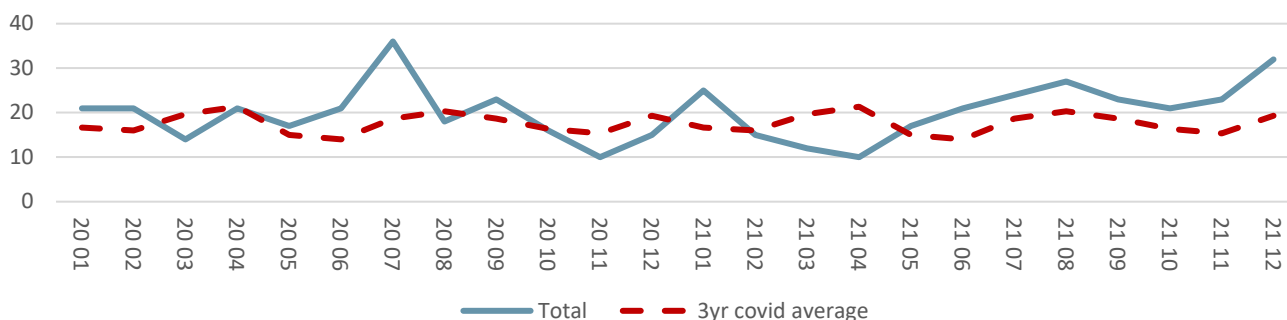
Data shows there are three key points:

- 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

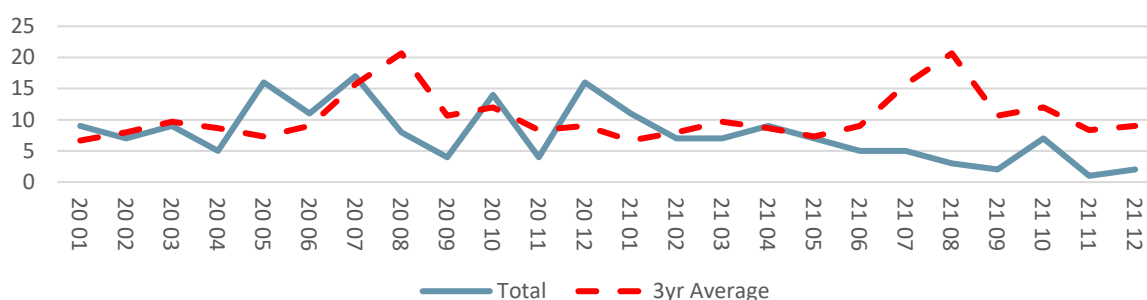
### Performance Nuisance: Top issues and streets

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

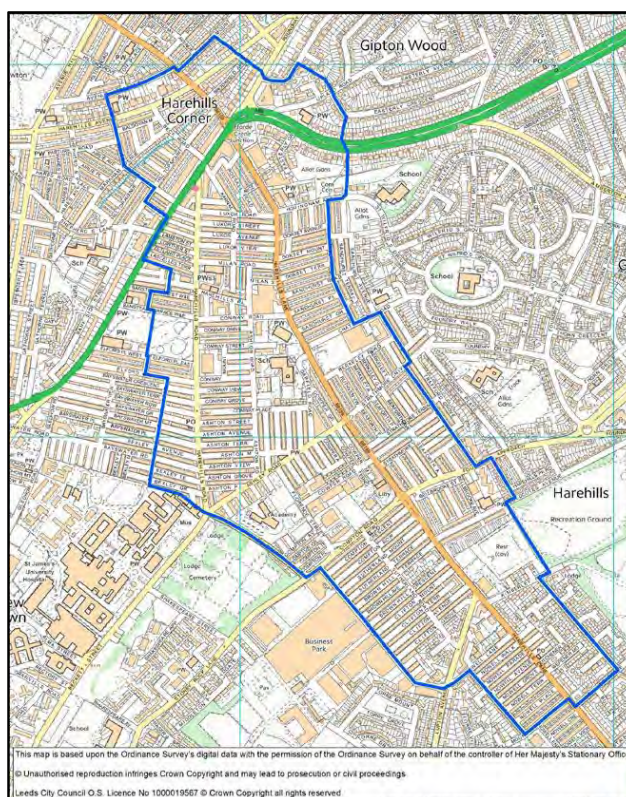




## Harehills and Burmantofts

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 (6<sup>th</sup>) and very high for children not in employment, education, or training (2<sup>nd</sup>).

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, 4<sup>th</sup> for population under 16, 6<sup>th</sup> for lower educational attainment, and 13<sup>th</sup> for children not in education, employment, or training. This area also scores very high for the density of off licences and very high for alcohol related hospital stays. As can be seen from the table, nearly all other data sets scored high.



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

Indicator	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

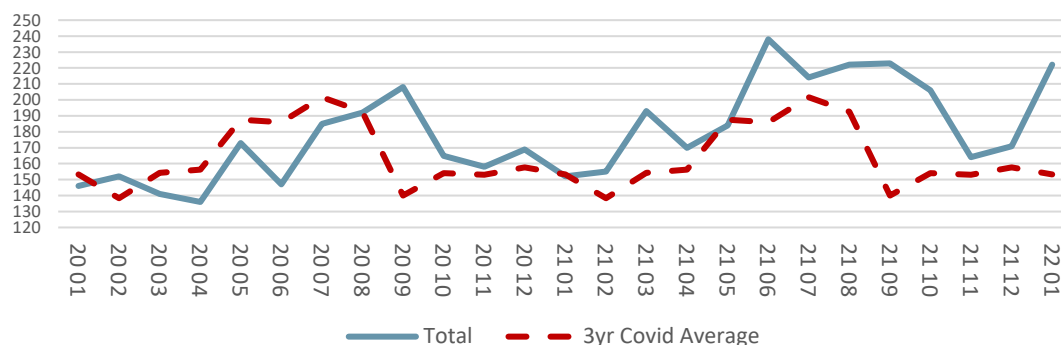
West Yorkshire Police have produced a statistical report titled “Leeds Harehills CIP Report: Date range 1 September 2016 to 31 August 2021 dated February 2022 which has been referred to when reviewing this area. Extracts from this report are included below. A full copy of the report is available from 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	Orange	Yellow	Light Green	Yellow	Light Green	Light Green	Light Green	Light Green	Light Green
Alma Street	Orange	Light Green	Orange	Yellow	Yellow	Light Green	Orange	Light Green	Light Green	Light Green	Light Green	Light Green
Compton Road	Orange	Orange	Yellow	Yellow	Yellow	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green	Light Green
Roundhay Road	Orange	Yellow	Yellow	Light Green	Yellow	Light Green	Red	Light Green	Yellow	Light Green	Light Green	Light Green
Lupton Avenue	Yellow	Yellow	Orange	Yellow	Yellow	Light Green	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	Orange	Light Green	Light Green	Light Green	Light Green	Light Green
Nowell Mount	Orange	Yellow	Orange	Orange	Orange	Orange	Orange	Light Green	Light Green	Light Green	Light Green	Light Green
Milan Road	Yellow	Red	Yellow	Light Green	Light Green	Light Green	Orange	Light Green	Light Green	Light Green	Light Green	Light Green
Sutherland Mount	Red	Yellow	Orange	Orange	Orange	Light Green	Red	Light Green	Light Green	Light Green	Light Green	Light Green
Ashton Road	Red	Yellow	Yellow	Light Green	Light Green	Light Green	Orange	Light Green	Light Green	Light Green	Light Green	Light Green
Cherry Row	Orange	Yellow	Yellow	Orange	Orange	Light Green	Orange	Orange	Light Green	Light Green	Light Green	Light Green
Harehills Lane	Light Green	Light Green	Yellow	Light Green	Light Green	Light Green	Orange	Yellow	Light Green	Light Green	Light Green	Light Green
Nowell Place	Orange	Light Green	Orange	Light Green	Orange	Light Green	Red	Light Green	Light Green	Light Green	Light Green	Light Green
Nowell Terrace	Light Green	Orange	Yellow	Orange	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	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Harehills Road	Green	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Alma Street	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Compton Road	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Roundhay Road	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Lupton Avenue	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Stoney Rock Lane	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Nowell Mount	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green
Milan Road	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Sutherland Mount	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Ashton Road	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Cherry Row	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Harehills Lane	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Nowell Place	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Nowell Terrace	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow

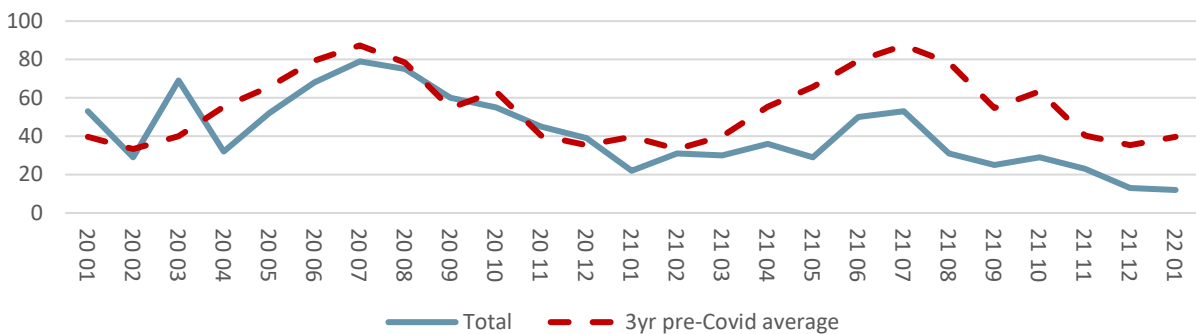
**Performance Nuisance: Top issues and streets**

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**

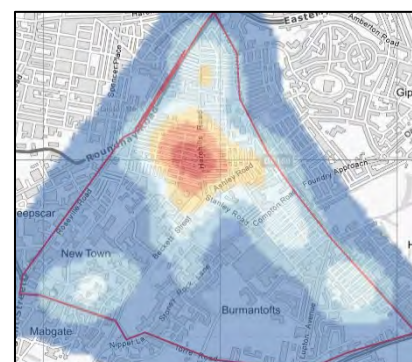
The hotspots are based on the volume and proximity of the location. The dark red denoting areas of greatest density and risk.

All Nuisance Incidents

Peak Time: 20:00-22:00

Risk days: Sat, Sun

Top Streets: Harehills Road, Beckett Street, Harehills Lane

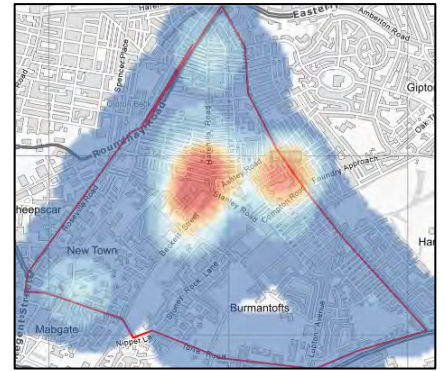


Alcohol Related Nuisance

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

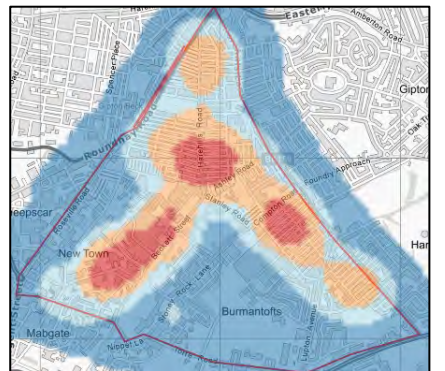


Assaults

Peak Time: 15:00-19:00

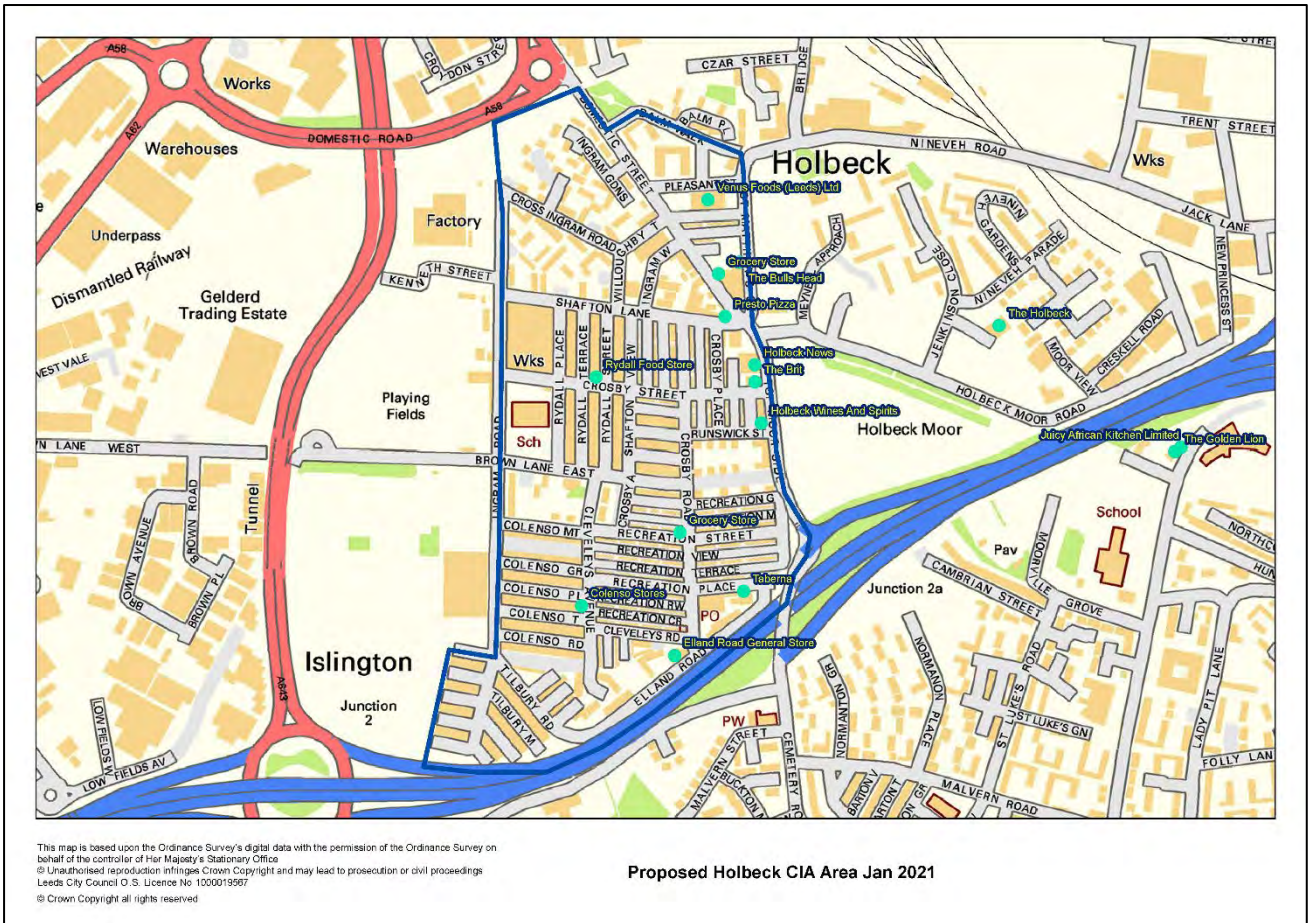
Risk days: Saturday, Sunday, Monday

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

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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 3<sup>rd</sup> October and 17<sup>th</sup> 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

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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.

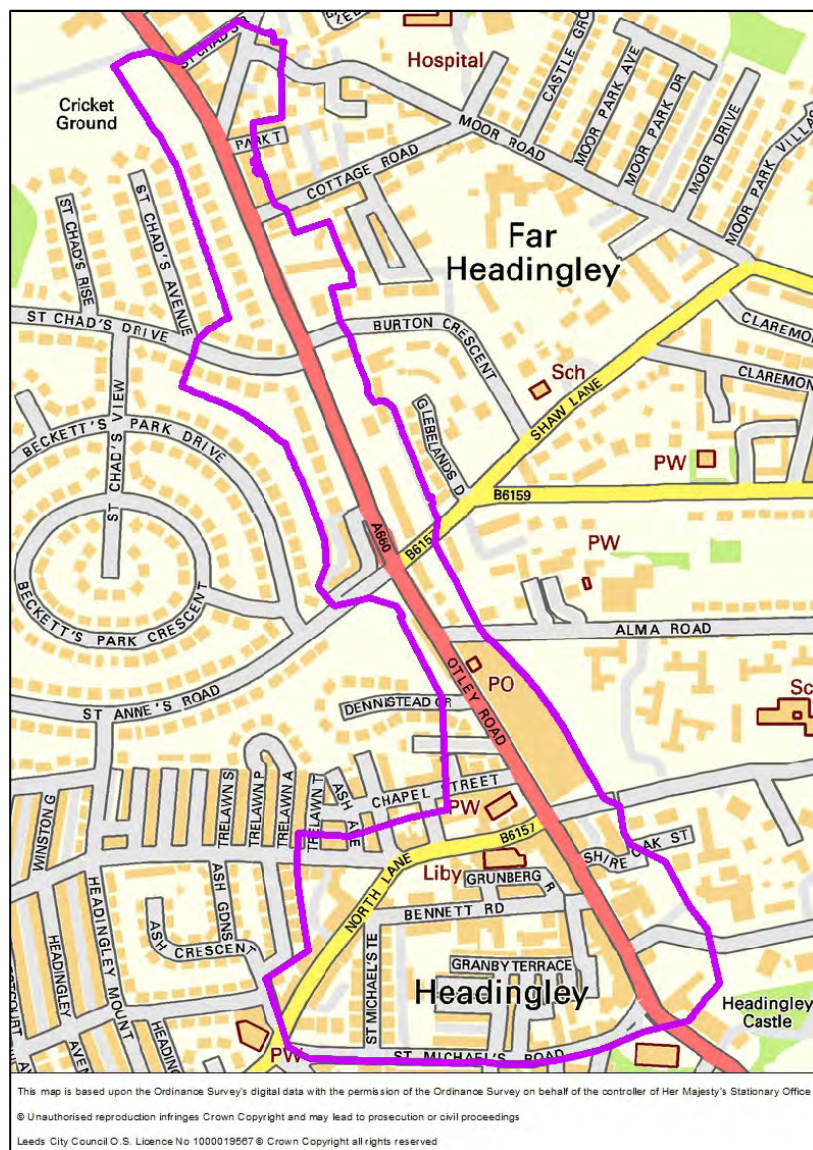
After reviewing the Alcohol Licensing Data Matrix and the crime statistical data provided by West Yorkshire Police, the Council is of the opinion that this cumulative impact area and scope should remain as it is currently until the full impact of the coronavirus pandemic is known. The red zones to remain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

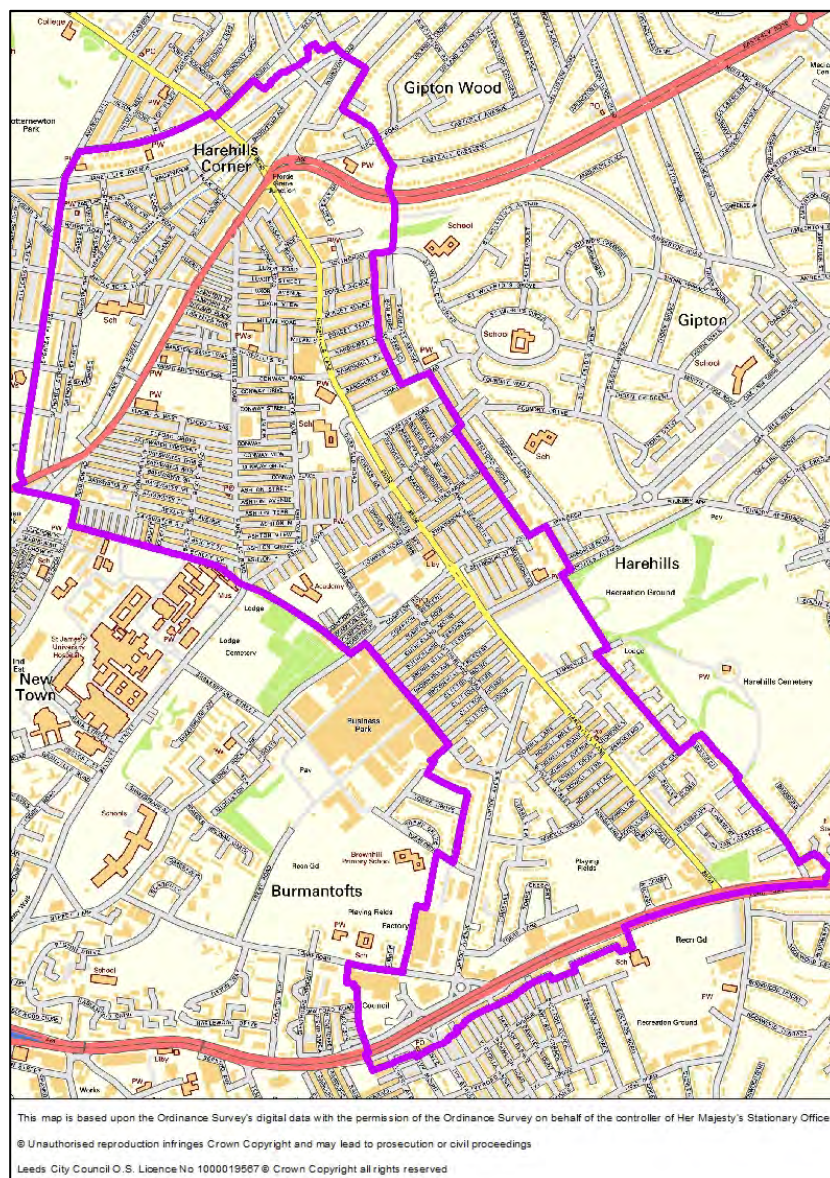
Any application received can expect to receive representations from West Yorkshire Police and the Licensing Authority and applicants should consider potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

## **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.

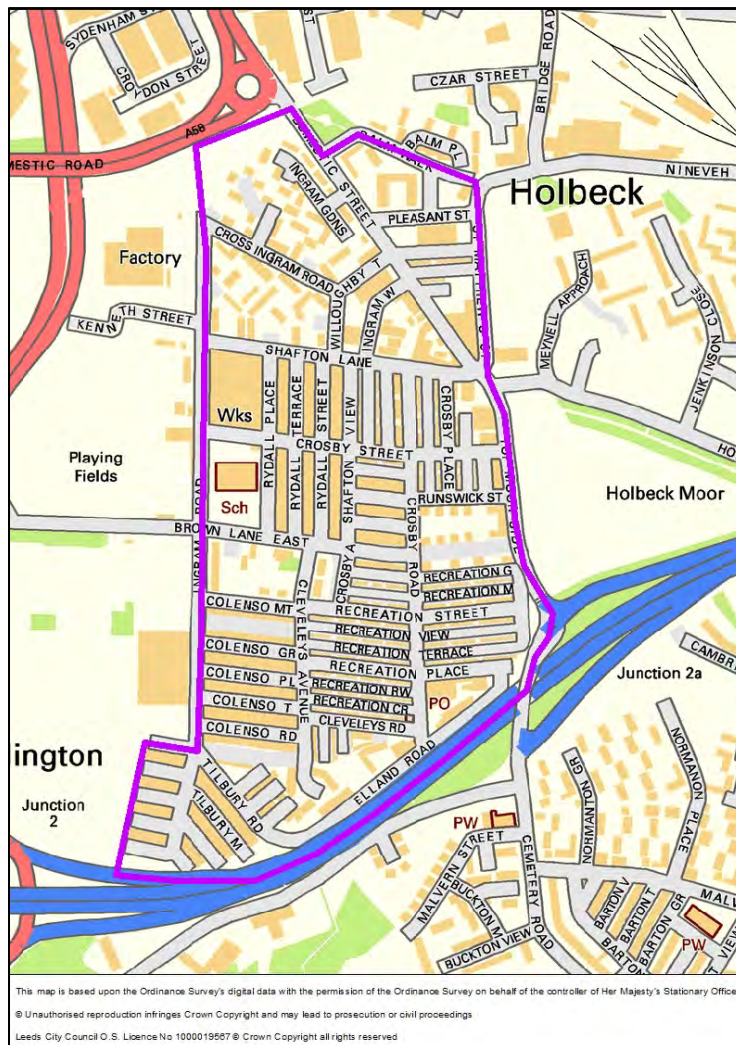


Any application received can expect to receive representations from West Yorkshire Police and the Licensing Authority, and applicants should consider potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

## 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.