

Cumulative Impact Assessment Beeston 2024

Licensing Act 2003



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Background

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

The law

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

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

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

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

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

In Practice

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

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

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

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

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

History of Cumulative Impact in Leeds

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

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

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

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

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

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

2016: Inclusion of Armley.

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

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

2023: A review was undertaken, as planned:

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

Three Yearly Reviews

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

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

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

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

Types of Evidence

Alcohol Licensing Data Matrix

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

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

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

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

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

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

Indicator	Detail	Source	Weighting
Deprivation Score	IMD2019	UK GOV	Low
Antisocial behaviour - alcohol related, count	2016, 2017, 2018, 2019, 2020 summed	Safer Leeds	Mid
Violent crime where alcohol flagged, count	2016, 2017, 2018, 2019, 2020 summed	Safer Leeds	Mid
Drunk and disorderly, count	2016, 2017, 2018, 2019, 2020 summed	Safer Leeds	Mid

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

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

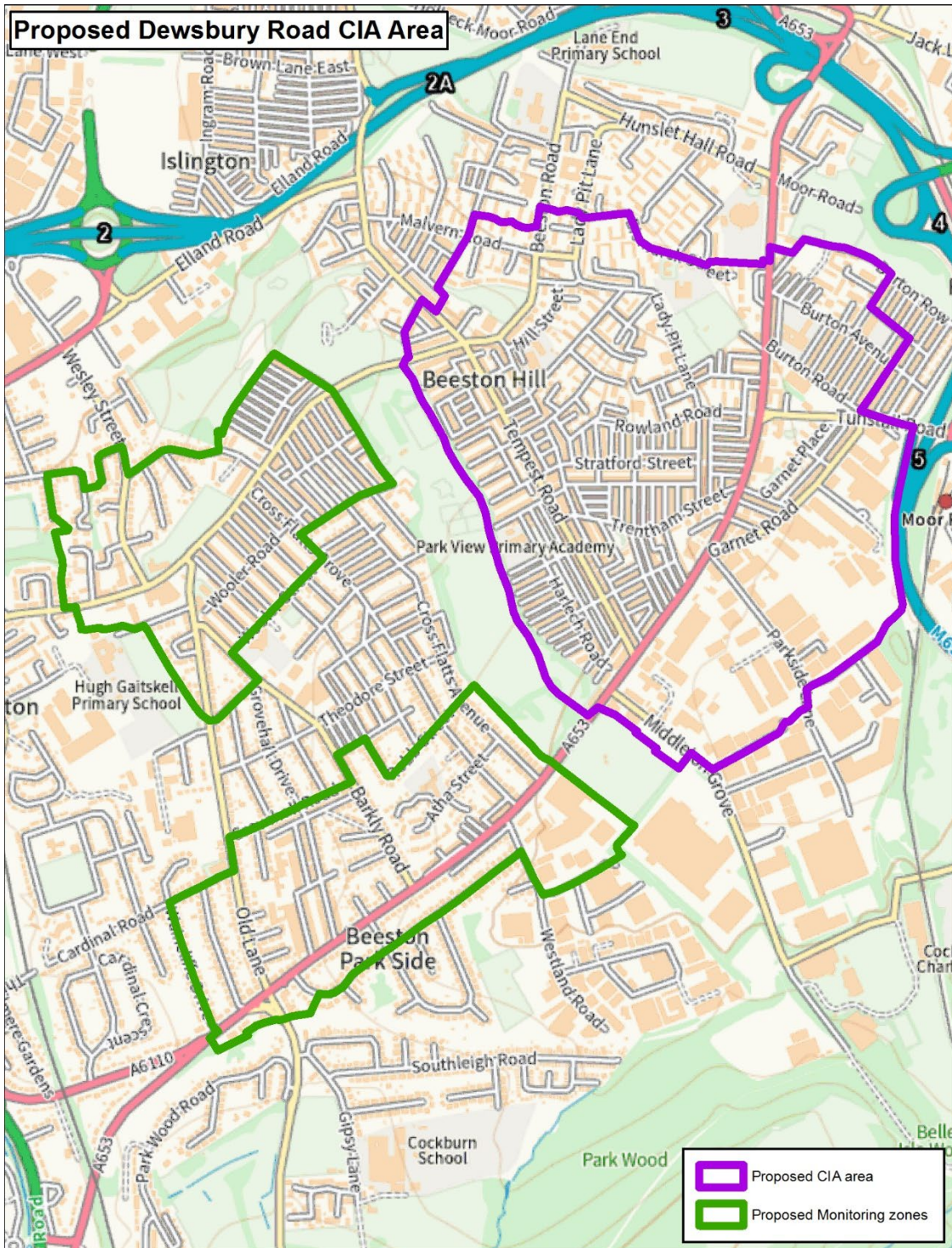
Police Statistics

The Leeds District Analysis Unit has provided a statistical crime report for this area. This report includes, 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.

Assessment of Cumulative Impact in Beeston

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

Beeston and Beeston Hill



This map is based upon the Ordnance Survey's digital data with the permission of the Ordnance Survey on behalf of the controller of Her Majesty's Stationary Office

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Beeston is a suburb of Leeds, located approximately 2 miles south of the city centre. It has boundary of the M621 in the north and the ring road in the west. The area is dissected by Cross Flatts Park which is bounded by Beeston Road in the north and Dewsbury Road in the south. There are two distinct areas which make up Beeston. Both were assessed for cumulative impact.

Beeston Hill/Dewsbury Road

The area known as Beeston Hill is northeast of Cross Flatts Park and outlined in purple on the map. This area is part of the Hunslet and Riverside ward. It is largely made up of older back to back terraced housing. The main shopping area is Dewsbury Road which starts in the north with the Dewsbury Road Community Hub which houses the library. Along this road is a proliferation of small, independently owned shops and businesses, many of which are takeaway food shops and minimarkets which sell alcohol. They predominantly line the eastern side of the road. There are large operators, such as Tesco, ALDI, and Iceland.

Tempest Road joins Dewsbury Road to Beeston Town Street and is a mix of residential and commercial properties. Beeston Town Street has an accumulation of minimarkets and takeaways amongst other commercial properties around the Tempest Road area.

Along Dewsbury Road there are 29 licensed premises. Along Tempest Road and Beeston Road there are another 15. The majority of these are either licensed for the sale of alcohol for consumption off the premises (off licences) or for late night refreshment (late night takeaways). In recent years there has been an increase in the number of licences being applied for, in common with other areas of deprivation.

West Yorkshire Police have provided a report of the crime reported in south Leeds, specifically around the areas being examined in the assessment. The main reported crime is public order offences, violence with injury and theft. By far the most problematic area is Dewsbury Road. More information about crime is provided later in this assessment, however it should be noted that the Police and the Council's Safer Stronger Communities Team experience an under reporting in crime in Hunslet and Riverside ward and particularly in the Beeston Hill area of the ward. Therefore although the areas/streets and types of crime reported is likely to be accurate, the actual numbers, including any increase or decrease in the reporting levels, should be considered with under-reporting in mind.

In May 2023 The council formed an officer led multiagency problem solving partnership for Beeston Hill and Holbeck to focus on and address longer term challenges around crime and antisocial behaviour including street drinking, drug use, drug dealing, begging and sex work with a particular focus around the Beeston Hill and Holbeck Priority Neighbourhoods.

The current challenges being examined are:

- **Dewsbury Road Community Hub** - Benches outside Community Hub: large groups of people gathering, street drinking, urination, community feeling uncomfortable when passing by, community being harassed and foul language being hurled at passers-by and detrimental impact on neighbouring primary schools, nursery, and the HUB.
- **Tesco/Aldi /Poundland** – these businesses are experiencing people sleeping rough in the doorway, begging, violence in store, prolific shoplifting, and harassment.
- **Supply of alcohol:** some off licences selling single cans.

- **Solicitation:** Environmental impact from sex work, drug use and street drinking – condoms, needles, and human waste challenges have been found at certain areas.
- **Open drug dealing in some of our streets** causing residents to feel intimidated.

The Safer Stronger Communities Team working in this area explains why this problem solving group was formed:

In response to the increasing challenges around crime and anti-social behaviour including street drinking, drug use, drug dealing, begging and sex work, an officer led multiagency problem-solving group was established by the Leeds City Council's Communities Team in partnership with Leeds Antisocial Behaviour Team for Beeston Hill and Holbeck to focus on and address these issues. This has come about as result of concerns and reports made by residents, local organisations, local business traders and services to our Team and local ward councillors. Actions plans have been implemented that focusses on issues that require a collaborative approach in resolving the issues raised by residents, services and community partners. It is also acknowledged that some of the individuals involved are vulnerable themselves and present complex issues from being under the influence and need support and intervention. Hence separate meetings are held to support them through outreach work.

To support the implementation of a cumulative impact area, the Safer Stronger Communities Team reached out to several people and organisations in the area to garner their concerns. A full list is provided later in this document, but two extracts are provided here.

A local professional advises:

The impact of sales of alcohol and street drinking locally provides many challenges around crime and anti-social behaviour including street drinking, drug use, drug dealing, begging and sex work.

Our school is located on Lady Pit Lane, a short walking distance from Dewsbury Road and other local streets which sell alcohol. Pupils, parents and staff regularly witness people under the influence of alcohol and drugs passing our school, often being verbally abusive and displaying highly inappropriate behaviours.

Every morning, our school grounds have to be checked by our caretaker, to make them safe for our children to use during the day. Daily, dangerous objects such as broken alcohol bottles, injection needles, used condoms, beer cans, etc. can be found on our school field and yard. We have even found a large machete once (this was reported to the police).

A resident describes the problems he faces on a daily basis:

I recently had cause to speak to the shop assistant at Eden Supermarket, recently licensed premises on Dewsbury Road, who told me that a man had tried to walk out with two bottles of wine. He had pleaded with him to "only take one" but the thief ignored him and took both. Now whilst I would not even think about setting up a shop with so much alcohol available openly to the hands of people who will only be visiting to satiate their addiction, they will have now made themselves, and this corner, a beacon for all of those who would wish to take their chances against shop staff who will put up no fight. Thus creating a bigger influx once word gets around the alcoholic portion of this community.

The litter is building up in the street as people come down here to drink all the time. As I knew they would the moment, yet another off-licence (Eden) was placed on this corner.

Beeston/Beeston Village/Parkside and Cross Flatts

The area to the southwest of Cross Flatts Park known as Beeston (Beeston Village or Parkside and Cross Flatts) and outlined in green on the map were also examined.

The crime statistics provided by West Yorkshire Police were much lower in volume in this area than those provided for the other area. Public Order and Violence with Injury remain the most common offence type, however both have had an overall decrease. In other offence categories, most have then seen decreases in the 23-24 period however Rape has increased by 600%. Of the 22 Rape offences recorded, only 1 was recorded as a stranger offence which involved victim meeting suspect in the pub. Robbery offences have doubled in the 2023-2024 period when comparing to the 2021-2022 period.

Similarly the Alcohol Licensing Data Matrix shows this area to be in the medium category, whereas the other area is very high.

However, that does not mean this area is not without its problems. The evidence shows increases in robbery, and rape. A prime concern expressed by Ward Councillors in this area is the probable increase in applications for licences, due to displacement from the other side of Cross Flatts Park should a cumulative impact area be designated there.

Evidence

Alcohol Licensing Data Matrix

The Dewsbury Road Cumulative Impact Area sits across two MSOAs:

MSOA E02002414 known as West Hunslet and Hunslet Hall. This area covers the northern end of Dewsbury Road, Beeston Road and the top of Tempest Road.

MSOA E02002415 known as Beeston Hill. This area covers a small part of Dewsbury Road north of Cross Flatts Park and Tempest Road

The more southern part of the examined area predominantly sits in one MSOA:

MSOA E02002420 known as Beeston – Parkside and Cross Flatts.

West Hunslet and Hunslet Hall



This area ranks 9th out of 107 MSOAs in Leeds. It is ranked overall as very high.

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

Indicator	MSOA Category	Rank
Alcoholic liver disease mortality rate	Very high	1
Alcohol related harm hospital stays (narrow, age std. rate)	Very high	2
Alcohol specific emergency admission count	Very high	6
Litter complaints	Very high	6
Off Licence premises count	Very high	6
Drunk and disorderly, count	Very high	8
Deprivation Score	Very high	9
Ambulance callouts related to alcohol, count	High	12
Crime where alcohol flagged, count	High	13
NEET (not in education or training)	High	14
Violent crime where alcohol flagged, count	High	15
Population aged 16 and under	High	21
Alcohol treatment, all episode counts	High	21
Antisocial behaviour - alcohol related, count	High	22
Noise complaints	Medium	24
Looked after children	Medium	27
Stroke emergency hospital admissions (age std. rate)	Medium	29
Licensing risk score	Medium	38
On Licence premises count	Medium	40
AUDIT tests scoring 16 or more (higher risk)	Medium	42
Not achieving English & Maths strong pass	Medium	49

The three top data sets relate to health data. Although health is not a licensing objective, these datasets are included because they show the harm that alcohol is causing to people that live in this area. This indicates that there may be a high number of alcohol dependent people living here.

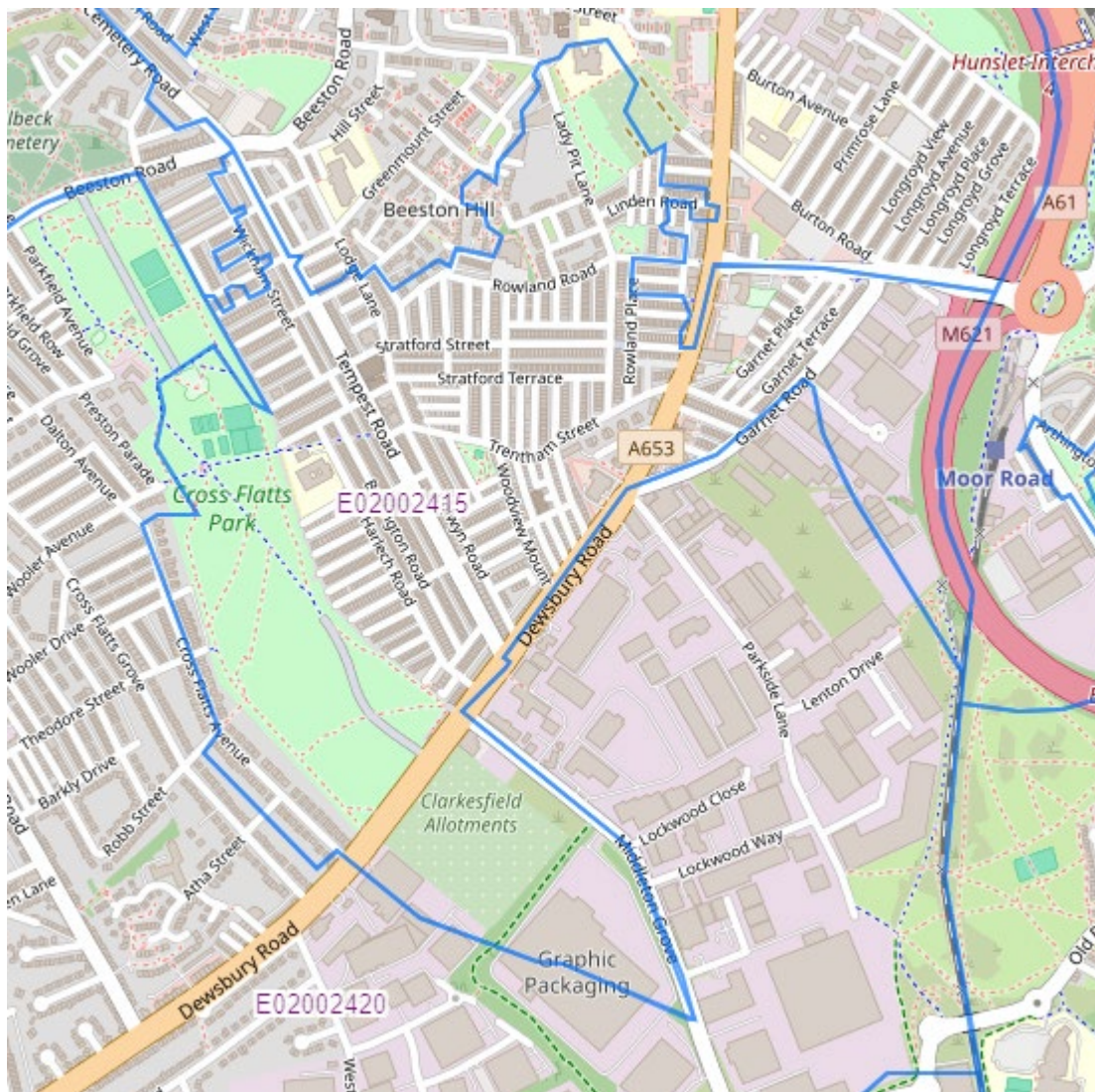
This are also ranks very high for litter and drunk and disorderly offences. Along with the high number of off licensed premises this is an area suffering from alcohol related harm linked to over consumption. This is underlined by the high ranking of alcohol treatment.

This area also ranks high for alcohol related ambulance call outs, alcohol related crime, alcohol related violent crime and alcohol related antisocial behaviour.

Also worrying is the high ranking for children not in education, employment or training, and population under 16 which indicate that there are vulnerable children living in this area.

It is not surprising that this area ranks very high for deprivation.

Beeston Hill



This area ranks 7th out of 107 MSOAs in Leeds. It is ranked overall as very high.

This table provides the ranking of this MSOA across the data sets:

Indicator	MSOA Category	Rank
Deprivation Score	Very high	1
Looked after children	Very high	2
NEET (not in education or training)	Very high	2
Ambulance callouts related to alcohol, count	Very high	5
Crime where alcohol flagged, count	Very high	6
Violent crime where alcohol flagged, count	Very high	6
Population aged 16 and under	Very high	8
Litter complaints	Very high	8
Alcohol specific emergency admission count	Very high	9

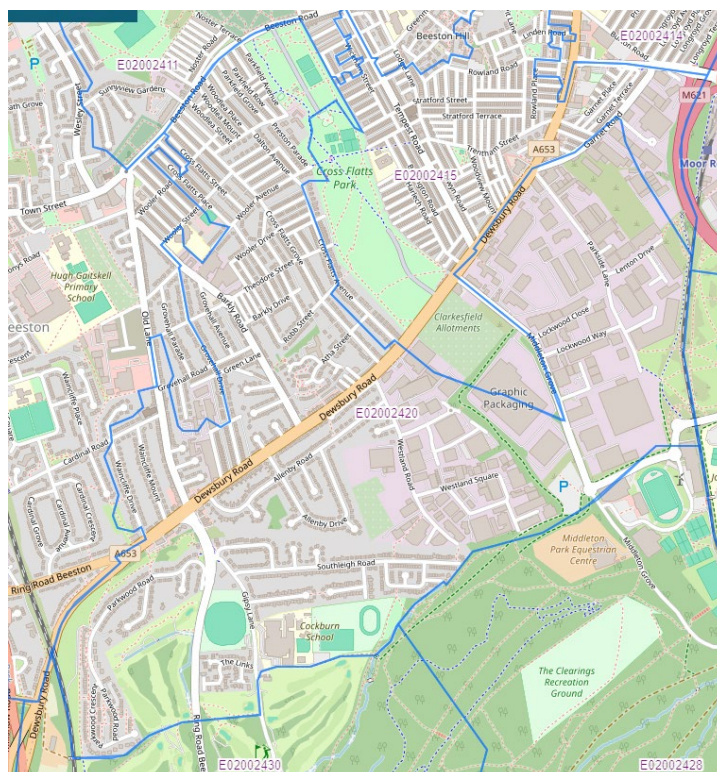
Alcohol related harm hospital stays (narrow, age std. rate)	High	10
Off Licence premises count	High	11
Drunk and disorderly, count	High	12
Antisocial behaviour - alcohol related, count	High	13
Alcohol treatment, all episode counts	High	13
Alcoholic liver disease mortality rate	High	14
Stroke emergency hospital admissions (age std. rate)	High	16
Not achieving English & Maths strong pass	High	17
AUDIT tests scoring 16 or more (higher risk)	High	19
Licensing risk score	Medium	52
Noise complaints	Low	79
On Licence premises count	Low	86

This is ranked as the most deprived area in Leeds. It is also ranked very high for looked after children (2nd), children not in education employment or training (2nd) and a population under 16 (8th). This area also ranked high for low educational attainment (17th). This shows there are a high number of vulnerable children living in this area.

This area also ranks very high for alcohol related crime (6th), alcohol related violent crime (6th), and high for drunk and disorderly (12th), alcohol related antisocial behaviour (13th) showing alcohol has a very high impact on crime.

In relation to people vulnerable to the addiction to alcohol, this area ranks high for stroke emergency admission (16th), alcohol liver disease mortality rate (14th), alcohol treatment (13th), alcohol related hospital stays (10th), and very high for alcohol specific emergency admission (9th).

Beeston – Parkside and Cross Flatts



This area predominantly sits in the southwest end of the area. It is bounded by the ring road in the west but does include part of the upper end of Dewsbury Road as can be seen on the map.

This MSOA ranks 34 out of 107 MSOAs in Leeds. It is ranked overall as medium.

This table provides the ranking of this MSOA across the data sets:

Indicator	MSOA Category	Rank
Off Licence premises count	Very high	6
Population aged 16 and under	High	11
Drunk and disorderly, count	High	15
Noise complaints	High	20
Looked after children	High	21
NEET (not in education or training)	High	22
Litter complaints	High	23
Antisocial behaviour - alcohol related, count	Medium	24
Alcoholic liver disease mortality rate	Medium	33
Deprivation Score	Medium	37
Violent crime where alcohol flagged, count	Medium	40
Ambulance callouts related to alcohol, count	Medium	42
Crime where alcohol flagged, count	Medium	47
Stroke emergency hospital admissions (age std. rate)	Medium	50
Alcohol treatment, all episode counts	Low	58
AUDIT tests scoring 16 or more (higher risk)	Low	67
On Licence premises count	Low	67
Licensing risk score	Low	69
Alcohol specific emergency admission count	Low	71
Alcohol related harm hospital stays (narrow, age std. rate)	Low	71
Not achieving English & Maths strong pass	Low	74

The data sets show that there is an issue relating to alcohol in this area with a very high number of off licences, and high levels of drunk and disorderly crime (15th), noise complaints (20th), litter complaints (23rd) and population under 16 (11th), looked after children (21st), NEET (22nd) showing there are vulnerable children living here. However the overall ranking of 34th does mean it sits with a medium risk of alcohol harm.

Police Statistics

West Yorkshire Police have produced a statistical report titled “Leeds South Dewsbury Road CIP Report: Date 1 June 2021 to 1 June 2024 which has been referred to when reviewing this area. Extracts from this report are included below. A full copy of the report is available from Entertainment Licensing.

The types of crime searched are as follows:

- Assault
- Affray
- Theft Other
- Other Violence
- Drunk & Disorderly
- Public Order
- Robbery
- Sexual
- Theft From Person
- Nuisance ASB

The Police Report provided crime statistics for two zones. Zone One is the area this report described as Beeston Hill and provides the following overall statements:

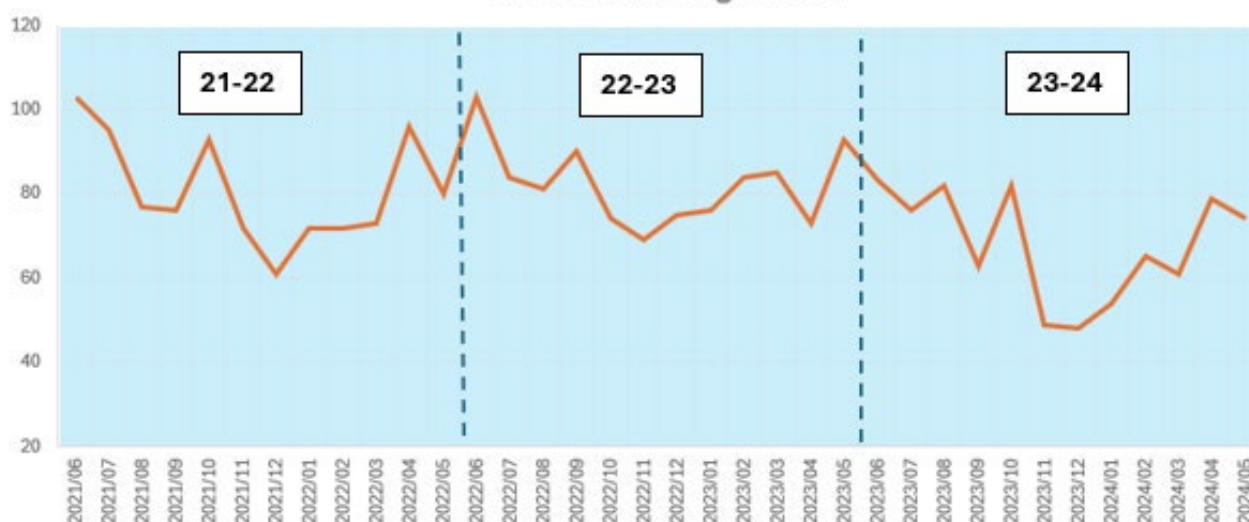
- Offence numbers in the Dewsbury Road CIP Area – Zone One have decreased 17% between the most recent 12-month period and the previous.
- Nuisance ASB calls have decreased overall by 18%.
- Offending tendencies of the highest demand streets in the CIP area remain largely during the daytime between 15:00 and 19:00.
- Issues on Bismarck Street are evident in the most recent annual period and are a result of Public Order, primarily neighbour disputes. There are also issues evident on Lodge Lane involving nuisance motorcycles.

Crime

Crime levels within the CIP have been variable over the 3 years, overall decreasing by 16%.

- Offending was highest in June 2022.
- Only Robbery and Theft from Person have had a maintained increase through the 3-year period.
- There has been a significant reduction in Drunk & Disorderly offending, this reduction has increased each period. Violence with Injury and Public Order offences have also decreased each period.
- A large proportion of the 2023-2024 period has exhibited reduced figures for crime compared to the previous annual period. Summer month offending levels increased as they have done in previous periods but not to the same extent.

CIP Offence Progression



All data

Category/ Period	21-22	22-23	23-24	% Change 21/22 - 22/23	% Change 22/23 - 23/24	% Change 21/22 & 23/24
Public order offences	420	402	287	-4%	-29%	-32%
Violence with injury	295	279	244	-5%	-13%	-17%
Other theft	115	154	124	34%	-19%	8%
Robbery	44	57	59	30%	4%	34%
Rape	37	37	37	0%	0%	0%
Theft from person	24	26	36	8%	38%	50%
Other sexual offences	28	26	28	-7%	8%	0%
Drunk & Disorderly	7	6	3	-14%	-50%	-57%
Total	970	987	818	2%	-17%	-16%

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

Top Streets

Street	21-22	22-23	23-24	% Change 21/22 – 22/23	% Change 22/23 – 23/24	% Change 21/22 & 23/24
Dewsbury Road	159	198	145	25%	-27%	-9%
Tempest Road	31	38	33	23%	-13%	6%
Tunstall Road	29	33	21	14%	-36%	-28%
Beeston Road	28	31	21	11%	-32%	-25%
Bismarck Street	16	13	33	-19%	154%	106%
Harlech Road	29	17	15	-41%	-12%	-48%
Stratford Street	16	26	18	63%	-31%	13%
Bismarck Drive	20	22	13	10%	-41%	-35%
Lodge Lane	23	15	14	-35%	-7%	-39%

Lady Pit Lane	15	18	16	20%	-11%	7%
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Dewsbury Road is the greatest street for crime demand likely a result of the length of the street. Throughout the three annual periods the crime level on the street fluctuated. Most recently, Dewsbury Road decreased overall by 9% when comparing the 21-22 time period to the 23-24 period.

Tempest Road was the second busiest street overall throughout this period, and had an overall increase of 6%, this increase was a result of slight increases in Violence with Injury, Public Order and Theft from Person.

Bismarck Street had the highest overall increase across the three-year time frame, with an increase of 106% which was caused by a significant increase in Violence with Injury and Public Order offence which is largely due to neighbour disputes and domestics.

Lodge Lane had the greatest decrease in offending over the three-year period and experienced a decrease of 39%, a reduction of in Public Order and Violence with Injury offences were the cause.

Nuisance

Overall Nuisance ASB reports have decreased within the CIP area. Comparing the periods of 21-22 and 23-24, Nuisance ASB can be seen to have decreased by 18%. Youth related ASB still remains as the most frequent sources of ASB calls however that as reduced dramatically between the two periods mention by 35%, falling from 80 in 21-22 calls to 52 in 23-24.

Most of the Nuisance categories have seen decreases over the three periods analysed and Neighbour Related nuisance have had the greatest relative reduction since the 21-22 period reducing by 54% from 26 in 21-22 to 12 in 23-24.

However, Nuisance Motorcycle/ Quad Bike has increased annually, displaying a significant increase of 81% when comparing 21-22 to 23-24.

Firework/ Snowballing Nuisance also experienced a significant increase of 222%, from 9 in 21-22 period to 29 in 22-23 period before decreasing again in 23-24. There was an overall increase of 67% when comparing the change from 21/22 to 23/24.

All Data

Category/Period	21-22	22-23	23-24	% Change 21/22 – 22/23	% Change 22/23 – 23/24	% Change 21/22 & 23/24
Youth Related	80	80	52	0%	-35%	-35%
Adult nuisance – non-alcohol related	32	45	58	-19%	-21%	-36%
Nuisance motorcycle/quad bike	32	45	58	41%	29%	81%
Neighbour related	26	24	12	-8%	-50%	-54%
Nuisance Car/van	11	6	8	-45%	33%	-27%
Alcohol	17	14	14	-18%	0%	-18%
Fireworks/Snowballing	9	29	15	222%	-48%	67%
Littering/Drug paraphernalia	9	7	8	-22%	14%	-11%
Total	267	272	220	2%	-19%	-18%

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

Street	21-22	22-23	23-24	% Change 21/22 – 22/23	% Change 22/23 – 23/24	% Change 21/22 & 23/24
Dewsbury Road	30	38	20	27%	-47%	-33%
Beeston Road	27	12	10	-56%	-17%	-63%
Lodge Lane	6	12	25	100%	108%	317%
Malvern Road	5	7	11	40%	57%	120%
Tunstall Road	11	9	2	-18%	-78%	-82%
Burton Row	17	2	2	-88%	0%	-88%
Bismarck Street	5	10	5	100%	-50%	0%
Greenmount Street	6	7	4	17%	-43%	-33%
Garnet Terrace	2	4	10	100%	150%	400%
Northcote Green	3	3	9	0%	200%	200%

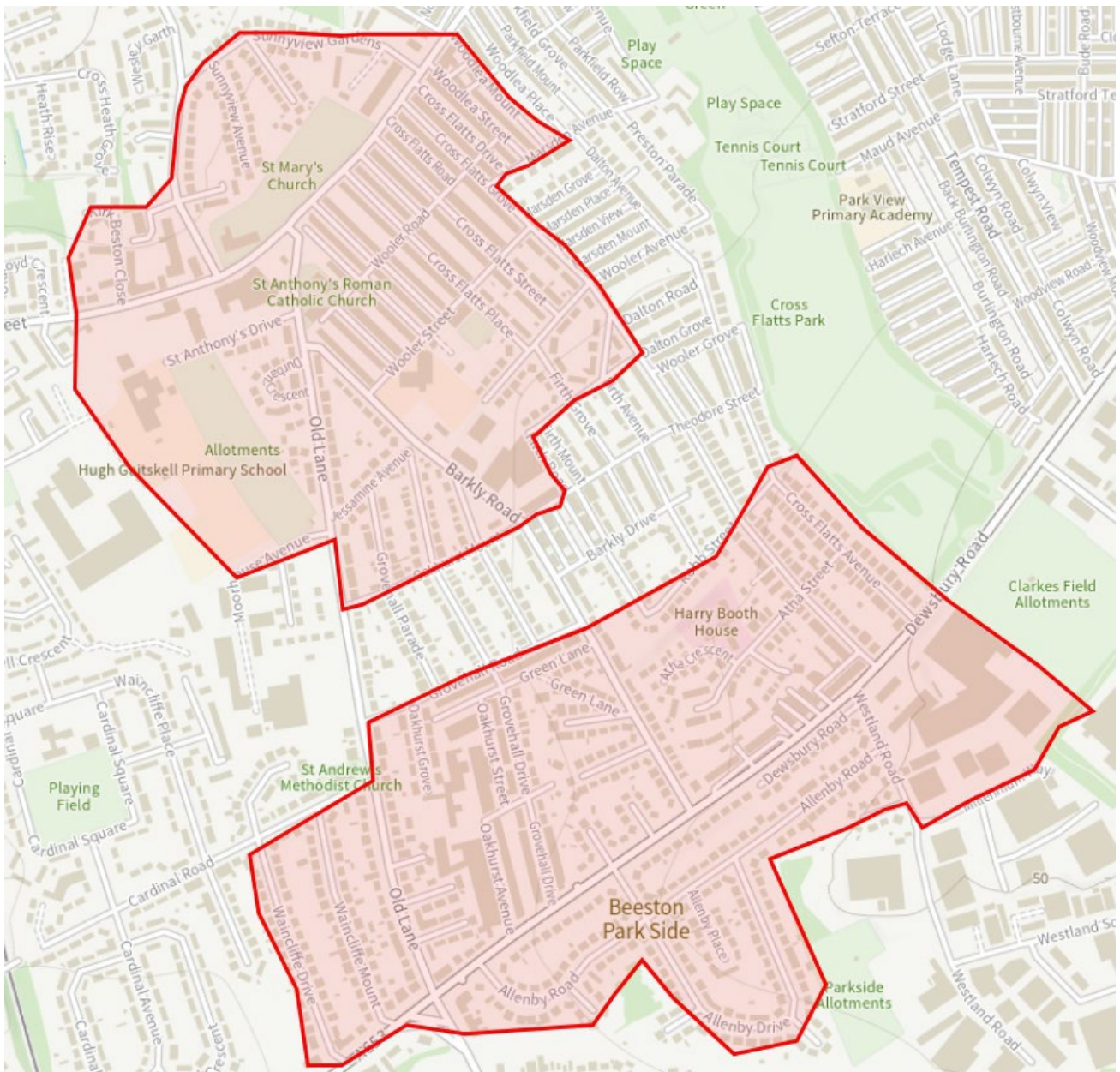
Dewsbury Road, unsurprisingly given its length, remains the top street for ASB calls within the CIP area however despite an increase in 22-23, there has been an overall decrease of 33% from 21-22 to 23-24.

Burton Road saw a dramatic decrease in nuisance ASB reducing the most by any individual street, relatively speaking by, by 88%, reducing from a peak of 17 calls in 21-22 to just 2 calls each in 22-23 and 23-24.

Garnet Terrace exhibited the greatest rise between the three annual periods, particularly in the current 23-24 period rising by 400% (from 2 to calls to 10).

Lodge Lane also exhibited a significant increase in nuisance calls between the three year period and has increased by 317% in the current 23-24 period. This increase made Lodge Lane the 3rd highest street in the CIP for Nuisance ASB. Nuisance Motorcycle/ Quadbike are the main cause of this dramatic rise with reports of young males driving up and down the street and onto the paths as well as revving their engines and causing noise complaints from residents.

The Police Report also provided crime statistics for the lower section of this area, described as Zone 2 and 3.



Offence numbers in the Dewsbury Road CIP Area have decreased annually with an overall decrease 21% between the most recent 12-month period and the previous. Nuisance ASB calls have fluctuated but have overall decreased by 10% when comparing the 21-22 and 23-24 period. Offending tendencies of the highest demand streets in the CIP area remain largely during the daytime between 15:00 and 19:00. Atha Street and Cross Flatts Grove had an increase in offending which were both largely due to Public Order and Violence with Injury offences. Dewsbury Road had the highest amount of crime and nuisance however this is unsurprising given its size.

Crime levels within the CIP have been annually decreasing with an overall decrease of 21% in 2023-2024 when comparing to 2021-2022. Public Order and Violence with Injury remain the most common offence type, however both have had an overall decrease. In other offence categories, most have then seen decreases in the 23-24 period however Rape has increased by 600%. Of the 22 Rape offences recorded, only was recorded as a stranger offence which involved victim meeting suspect in the pub. Robbery offences have doubled in the 2023-2024 period when comparing to the 2021-2022 period. Theft from Person exhibited the great decrease reducing from 10 offences to 1.

Similarly to Zone One, Dewsbury Road is the greatest street for crime demand. Throughout the three annual periods the crime level on the street fluctuated. More recently the comparison from 21-23 time period to the most recent 23-24 period, Dewsbury Road has decreased by 39% overall.

Predominately the streets have experienced an overall decrease however, Atha Street had increased annually and had an overall increase of 400% from 2 to 10 offences. Cross Flatts Grove also had an overall increase in offending from 4 to 6 (50%) both increases were largely due to Public Order Offences and Violence with Injury.

Dewsbury Road remains the top street for ASB calls within this CIP area and has experienced fluctuation but an overall increase of 71% from 7 incidents in 21-22 to 12 in 23-24.

Atha Crescent has seen a dramatic decrease in ASB calls reducing annually with a final decrease of 100% from 18 calls in 21-22 to 0 in 23-24. In the 21-22 period the almost sole contributor to ASB on Atha Crescent was Youth Related.

Cross Flatts Avenue exhibited the largest increase in Nuisance ASB, increasing annually with an overall increase of 300% from 2 reports in 21-22 to 8 in 23-24, Youth Related is predominantly responsible for this increase with an increase from 0 to 4 and Nuisance Motorcycle/ Quadbike from 2 to 3. Calls relate to groups of youths hanging around the streets and park, playing loud music, drinking and smoking and in October 2023 there were several reports of the youths' lighting fires and setting off fireworks.

Agency and Public Evidence

Safer, Stronger Communities Team Localities Programme Manager

In response to the increasing challenges around crime and anti-social behaviour including street drinking, drug use, drug dealing, begging and sex work, an officer led multiagency problem-solving group was established by the Leeds City Council's Communities Team in partnership with Leeds Antisocial Behaviour Team for Beeston Hill and Holbeck to focus on and address these issues. This has come about as result of concerns and reports made by residents, local organisations, local business traders and services to our Team and local ward councillors. Actions plans have been implemented that focusses on issues that require a collaborative approach in resolving the issues raised by residents, services and community partners. It is also acknowledged that some of the individuals involved are vulnerable themselves and present complex issues from being under the influence and need support and intervention. Hence separate meetings are held to support them through outreach work.

Housing Leeds

As the Housing Service, we are from customers that there is a widespread perception of the area of one that is tolerant to a culture of street drinking, illegal drug use and other social ills such as begging.

This perception (which I believe is based in fact) is an issue in persuading customers that they wish to be rehoused in the area, and in customer feedback either direct or indirectly (such as in reports from Councillors). The area is not seen as one where people wish to live unless they themselves want to indulge in drinking and drug use.

We receive specific reports of people seen outside drinking at all hours, including the early morning and

the presence of drinkers especially during early hours, and after dark in the evening is intimidatory for people who are out and about, especially walking children to and from school. The presence of so many outlets, selling alcohol from early in the morning is a facilitates a culture of street drinking in the area.

Children's Centre Manager (Family Services) South Group 2

As the family services manager whose setting is based on the same site as Dewsbury Road community hub we see the group of adults on the benches consuming alcohol, we have seen them very early morning going to the premiere shop opposite and coming out with single cans. We have seen them outside our building after coming out of the hub drinking.

Since the hub has had fencing put up, we are seeing more adults go round the corner of our building think it has been used as a toilet as well as possibly some kind of drug use.

I know it does not resolve the alcohol issue but removing the benches at Dewsbury Road could possibly take it off site.

For families with very young children it can be quite intimidating and scary to witness this.

Dewsbury Road Community Hub

From a Customer Services at Dewsbury Road Community Hub point of view:

- There are already a high number of premises in the area that sell alcohol so it would be better to have businesses of a different nature to support variety of what is locally available, appeal to a wider market, and encourage the shop locally ethos.
- The area already has serious problems relating to alcohol and drug use and this impacts on the day-to-day services provided at the community hub and library. Members of the public under the influence come in to make enquiries or use the facilities and can display aggressive and violent behaviours, and a spate of incidents have occurred which necessitated extra security measures being put in place. Both staff and customers are affected by these incidents and concerned for their safety. It also hinders the provision of the services provided to the community which is supposed to be children and family friendly and a safe space.
- Excessive drinking is noticed in the outside areas where groups of people gather and sit for long parts of the day. Fighting has sometimes been witnessed and there is general rowdiness. Passersby feel unsafe and intimidated and such incidents can occur when children are walking home from school. Some people will actively choose to walk a different way to avoid these groups.

Communities, Housing & Environment Crime Reduction Officer

Capable guardians Spoke with Elderly residents in [redacted] about ASB issues. It came up a number of times where residents spoke of not understanding why establishments started selling alcohol so early in the day. They spoke about how this impacted on them, seeing people getting more and more drunk throughout the day.

“We have one person who lives here who will be at the off licence by 6am, by 11am they can hardly walk”

“It makes me scared and anxious to walk past all the drunk people sitting on the benches”

“I am scared to use the cash machine near Tesco anymore”.

“I can hear people who are drunk shouting and swearing from the 5th floor, this makes me nervous about going out”.

Cleaner Neighbourhoods Team

From a Cleaner Neighbourhoods perspective, we collect a large amount of empty alcohol containers such as cans and glass bottles this is due to the large volume of commercial premises that sell alcohol within the Hunslet & Riverside ward area.

With the large volume of alcohol sales, it also encourages other behaviours such as street drinking, anti-social behaviour and crime.

The impact these alcohol sales have on our particular Service are quite severe as it contributes to an already work intensive area.

Local Professional

The impact of sales of alcohol and street drinking locally provides many challenges around crime and anti-social behaviour including street drinking, drug use, drug dealing, begging and sex work.

Our school is located on Lady Pit Lane, a short walking distance from Dewsbury Road and other local streets which sell alcohol.

Pupils, parents and staff regularly witness people under the influence of alcohol and drugs passing our school, often being verbally abusive and displaying highly inappropriate behaviours.

Every morning, our school grounds have to be checked by our caretaker, to make them safe for our children to use during the day. Daily, dangerous objects such as broken alcohol bottles, injection needles, used condoms, beer cans, etc. can be found on our school field and yard. We have even found a large machete once (this was reported to the police).

Furthermore, many of our pupils, parents and staff, on their way to/from school, daily walk past the shops which sell alcohol and therefore attract crime and anti-social behaviour.

Reducing the number of licences to sell alcohol locally, would be of great positive benefit to everyone living and working in the area, especially children and young people. Thank you.

Hunslet and Riverside Ward Councillor

As local Councillors we see the impact of the wide and cheap availability of alcohol in the communities surrounding Dewsbury Road. As more premises apply for a license, we have seen an ever-increasing number of people in the wider area suffer from debilitating substance abuse, in particular alcohol. Street drinking in groups is now a common sight, as is begging at the main retailers and on the actual road itself as people stop drivers to beg.

Complaints about drunken behaviour in the area are now a regular occurrence and feedback from the wider community is of one that now fearing to linger in the area.

The implementation of a Cumulative Impact Zone would help ensure only the best applicant receive a license going forward and give partner agencies much need respite as we try to tackle ongoing issues in the area and provide health interventions to substance abusers in the area.

Local Professional and Resident

I would say in the last few years I have seen a decline in the area with alcoholism and antisocial behaviour.

I can see three places that sell alcohol on a small stretch of road as the school I work in.

People who I have spoken to, have expressed that they are worried about the teenagers who are accessing alcohol quite easily and cheaply and taking this to the park to drink.

These off-licences are opposite community centres, nurseries and on route to school it's clearly evident that they are impacting on the community alongside the drug use and the frequency of prostitution on Tempest Road.

Tesco, Aldi, Kasa are particular hotspots where drunken people and beggars frequent. The street behind Kasa is an eye sore and the area is heavily littered with bottles and cans, drugs paraphernalia.

I feel that the wider community are suffering as a consequence of the increase in off licenses in the area. They are situated within a short distance of each other. If these can be restricted and further licensing prevented this may ease the situation.

I have supported parents who have issues with alcohol and some with alcohol and drug use, affecting their physical health , mental health, and has caused issues of domestic abuse. I have spoken to external support agencies like Forward Leeds and Leeds Domestic Violence Services when families are suffering and need support.

Hope this information is of use, these are my personal accounts of living and working in the area.

Local Professional and Resident

I live in the area and I am concerned about the almost unlimited availability of alcohol in the area. Kasa on Dewsbury Road is open 24 hours and sometimes when I am returning home a bit late following a family visit, I see people outside the shop, sometimes there can be quite a gathering and then in a morning I find empty cans and bottles on Tempest Road or on walls on Tempest Road. It does worry me that some shops in the area are happy to make money out of some people's addictions and problems. I don't know what they do to contribute towards resolving these people's problems.

I am afraid that is really all I can contribute. If you want or need more, please let me know.

I did find the maps a bit difficult to follow as to what the area is that is being suggested but I think it includes New Bewerley and the Dewsbury Road end of Tempest Road.

Hunslet & Riverside Ward Councillor

The communities around Dewsbury Road in Beeston Hill / Hunslet Moor have been significantly impacted over the past 2-3 years by an upsurge in anti-social and criminal behaviour related to drug and alcohol abuse, vagrancy and homelessness, etc. The reasons for this are multiple – but one key issue is the increasingly cheap and ready availability of alcohol around the area. It feels like the

community is becoming markedly less liveable, with diminishing confidence in institutions and the notion of community here. This is seeing a notable number of residents looking to move out – which risks sending the area into further spirals of degeneration. Reducing the easy supply of alcohol in the area would be one key way to address this.

Local Resident

(Some parts redacted to protect identity)

(Last three months in particular) There has been a proliferation in discarded used needles and other associated materials such as spoons, tinfoil, baggies, bloodied cotton wool and human defecation, often accompanied by a sock or clothing item that has been used in an attempt to clean themselves up post-voiding. There is regularly (used) discarded toilet paper gathering in bushes.

There is currently a large clump of virtually liquid human excrement in [redacted] which I have to pass everyday. It is now hardening up due to the warm weather so it not so bad to look at anymore, although it has been joined by another one in the alley way through to Tunstall Road. This one is a hard constipated lump that looks like the large droppings of a user that has been successful in scoring quite a lot recently. No sign of the come-down runs. Until the last couple of months this had almost completely stopped in this little corner

I recently had cause to speak to the shop assistant at [redacted], recently licensed premises on Dewsbury Road, who told me that a man had tried to walk out with two bottles of wine. He had pleaded with him to “only take one” but the thief ignored him and took both. Now whilst I would not even think about setting up a shop with so much alcohol available openly to the hands of people who will only be visiting to satiate their addiction, they will have now made themselves, and this corner, a beacon for all of those who would wish to take their chances against shop staff who will put up no fight. Thus creating a bigger influx once word gets around the alcoholic portion of this community.

Since [redacted] has opened, they have placed a large recycle bin in [redacted]. This has now become a magnet for drug addicts to come and attempt to root through on a regular occurrence. The bin has not been there for a year and my regular cleaning of the street since New Year 2022 had stopped this kind of behaviour completely, but now the bin is back, and it has started up again. One drug addict, a particularly unsavoury character who is very aggressive, was the reason behind my wife feeling like she could no longer do the gardening in the front garden whilst being overseen by him living under a tree across the road and begging for change every time she went out there. This character is now visiting the recycle bin, and any others he can find, in the back street, leading to us feeling that we can no longer use the back garden now either.

In the last month I have:

- been approached by a woman coming down the back street and rummaging in my garden who then tried to sell me coffee stolen from Tesco

and

- pestered aggressively whilst sitting in my back garden by a bunch of men trying to sell me ugly rugs for £50

The litter is building up in the street [redacted] as people come down here to drink all the time. As I knew they would the moment, yet another off-licence [redacted] was placed on this corner.

The [redacted] on Tunstall Road which has been a quiet refuge, free of litter and bad behaviour, for two years [redacted] and organising the community to participate in the creation of the two stone benches,

has over the last two months started to decline in terms of the amount of beer cans, bottles, and on occasion needles, etcetera that is being left all over the benches which I have to clear away every morning. There were often small amounts of litter blowing in off the street but it is now starting to get ridiculous and unmanageable again.

Conclusion Pre Consultation

In more deprived areas, the reporting of crime is historically lower than in more affluent areas even though Safer Stronger Communities, West Yorkshire Police and resident organisations do encourage the reporting of crime. In areas such as Beeston Hill, it is useful to look at the crime statistics not as a specific number, but as representative of the issues in each of the streets, and the most prevalent types of crimes.

Taking into consideration all the evidence, including the qualitative evidence provided by partners agencies and residents, the main crimes this area is suffering from are public order offences, violence with injury and theft. Dewsbury Road has, by far, the greatest crime. Nearly all the agencies report issues with people who drink in the street in groups. As outlets in this area sell alcohol early in the morning until late at night, a culture of street drinking has developed.

The evidence from the Community Hub Manager reports aggressive and violent behaviours being displayed by people using their facilities, and the excessive drinking is happening outside their Hub, with people sitting and drinking all day. The Crime Reduction Officer reports residents' concerns about shops selling alcohol early in the day and the impact this has on people. The Cleaner Neighbourhoods Team collect large amounts of cans and glass bottles. The primary schools report that their pupils, staff and parents witness people being drunk and abusive, and displaying highly inappropriate behaviours. The ward councillors link the increase in licensed premises with an increase in people who drink in the street, with that now being a common sight.

The areas where people report problems are around Dewsbury Road and Tempest Road.

With the evidence provided by residents and people working in the area, which is confirmed by the crime statistics and the Health Data Matrix data, the council would consider that the area shown within the purple boundary on the map as suffering from the cumulative impact of licensed premises in the area. This is having a negative impact on all four licensing objectives, but especially crime and disorder, public nuisance and the protection of children from harm.

As such the council's assessment prior to the public consultation is that this area be designated as a cumulative impact area, and that applications for the sale by retail of alcohol be refused.

This assessment has also considered the area to the south of Cross Flatts Park. The evidence of problems in this area is not as strong, but the concern that there may be displacement of licences into this area should a cumulative impact area be put in place further north are understandable.

Unfortunately the council cannot take into consideration what may happen in the future, as a cumulative impact assessment is a reactive assessment of problems being experienced in an area. As such this area cannot be designated as a cumulative impact area until such issues are evidenced. However, this area can be kept under review, and it would be the Council's proposal that this area is reviewed at the same time as the Dewsbury Road CIA and should there be displacement leading to the type of issues already being experienced in the northern part of Beeston, then a cumulative impact area be designated without delay.

Consultation

To be updated following the public consultation.

The public consultation is a statutory requirement of the Licensing Act 2003 but can be scaled according to the size of the review. The consultation was carried out between xxxx.

The council consulted upon the Cumulative Impact Assessment, and a revised Section 7 of the Licensing Act 2003 Statement of Licensing Policy.

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

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

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

Anonymised versions of the consultation responses will be reproduced in this part of the Cumulative Impact Assessment, and the council will provide a response to each one.

Conclusions and Recommendations

To be updated following the public consultation.

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

This assessment is of evidence provided by Public Health through the Alcohol Licensing Data Matrix, West Yorkshire Police through updated crime statistics, as well as additional information provided by residents and people working in the area as well as comments received during the public consultation.

The 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 to operate in the area known as Dewsbury Road, but which includes Dewsbury Road, up to Cross Flatts Park, Tempest Road and Beeston Road. A map of the area is provided.

The area to the south of Cross Flatts Park, known as Beeston/Beeston Village/Parkside and Cross Flatts will be kept under review. Should the issues being experienced in Beeston Hill displace to this area, evidence will be gathered, and this area assessed for cumulative impact. In any case this area will be included in the three yearly review of Beeston Hill.