

Appendix 2 - Executive Summary of the consultation results and cumulative impact evidence

1. Summary of the consultation activities

A nine week consultation on the draft statement of licensing policy was carried out between 13/08/07 and the 14/10/07. The consultation was originally planned for eight weeks however owing to problems related to a postal strike in the final week of the consultation, the deadline was extended by one week. The following consultation activities were carried out:

- A press release was issued at the beginning of the consultation. This resulted in a small article appearing in the Yorkshire Evening Post on 24/08/07.
- A news item appeared on the council's homepage periodically throughout the consultation with a link through to the consultation pages.
- An electronic consultation questionnaire was available on the council website.
- Copies of the draft policy were sent to all major libraries, one stop centers and leisure centers along with a consultation poster.
- Consultation documents were sent to an extensive list of identified stakeholders including relevant trade associations, community groups, licensing solicitors etc
- A hard copy of the policy and consultation documents were sent to an extensive list of appropriate persons/bodies including all Ward Members, Members of Parliament, responsible authorities, parish/town councils etc.
- Licensing cumulative impact seminars were held in Headingley and Horsforth to enable local businesses and residents to comment on the new CIP proposals for those areas.
- Extra consultation was carried out with the trade in Headingley towards the end of the consultation regarding a change to the proposed Headingley CIP.
- A representative of the Entertainment Licensing Section attended the Leeds City Licensing Association's monthly pubwatch meeting in October and briefed member pubs on the draft policy and consultation.
- A Licensing Committee working group was formed to be involved with the consultation process. The group met twice, once during the consultation to consider the draft policy put out to consultation and then at the close of the consultation to consider the consultation results and proposed policy changes at that stage.

2. Summary of the key policy changes in the draft statement of licensing policy put out to consultation

- **Policy on Licensing hours was strengthened** – Government guidance issued under S182 in June 2007 reaffirms the position that the Act does not promote longer hours and that the promotion of the licensing objectives is paramount. The policy on hours was rewritten to reflect this making it clear that the council maintains no presumption in favour of longer hours and that the four licensing objectives should be paramount in any consideration of a licensing application particularly where relevant representations are received to that effect.
- **The policy on discounted alcohol sales and binge drinking was strengthened** - The policy states that any premises found to be participating in heavily discounted alcohol sales promotions will be targeted for multi-agency enforcement visits. The revised section makes it clear that the council and other responsible authorities will not tolerate premises that encourage binge drinking and as a consequence undermine the licensing objectives.
- **The existing cumulative impact policies CIPs were retained, The Headingley policy added takeaways, and a Horsforth policy was proposed.** – The draft proposed to retain the four existing cumulative impact policies in respect of the city centre, Woodhouse/Hydepark Corridor, Headingley and Chapel Allerton. In addition the draft proposed to add Horsforth to the existing policy and amend the policy in respect of Headingley to include takeaways that intend to operate after 23:00.

- **The section of the policy that deals with the promotion of the licensing objectives was thoroughly redrafted** giving more detailed examples of control measures for each of the licensing objectives.
- **References to transitional arrangements removed** (throughout the policy)
- **The table of control measures which appeared as an appendix was removed** - This table was removed to avoid duplication with the council's risk assessment proforma which is routinely sent out with each application pack and has the support of each of the responsible authorities.

3. Summary of the consultation responses

In total 168 consultation responses were received, mainly questionnaires returned from members of the public. A good proportion of these were sent in as a result of local promotional activities by Ward Members and other community activists in the proposed CIP areas and therefore mainly contained comments on problems in those areas. The majority of these CIP replies came from Headingley and Hyde Park/Woodhouse residents/community groups and included strong proposals for a shift towards a more stringent CIP for Headingley that concentrated on 'alcohol led premises' instead of large capacity vertical drinking premises.

Generally analysis of the questionnaire returns showed broad support for the draft licensing policy as put out to consultation although concerns were raised about whether the council would be able to enforce the proposals. Indeed enforcement was a key theme which emerged throughout the consultation process. Many offered feedback on items outside the scope of the Licensing Act eg. 'no drinks promotions of any kind', 'a complete ban on any more licensed premises', 'no further extensions of licensing hours'. Within the handful of detailed trade replies that were received their comments primarily related to the section on 'discounted alcohol sales and binge drinking and these comments have resulted in changes to the policy (see bullet point 1 in section 4 below).

4. Summary of the key changes made to the draft statement of licensing policy as a result of the consultation exercise

- **The policy on discounted alcohol sales and binge drinking has been revised** - Owing to trade concern that the section on discounted alcohol sales promotions and binge drinking placed too much emphasis on price, the section has been thoroughly redrafted. All references to 'discounted' have been removed. The section now places greater emphasis on relevant examples of inappropriate sales promotions lifting examples from the British Beer and Pub Association's code of practice document. This amendment was supported by the Licensing Committee Working Group.
- **The section of the policy on enforcement has been strengthened** owing to concern from the Licensing Committee Working Group that the consultation results showed strong concern among local residents that stringent enforcement was a key concern for them. The revised section also picks up new provisions in the Violent Crime Reduction Act 2006 which allows the police and local authority to deal with problem premises in a more expedient manner.
- **Some appropriate changes have been made as a result of the Regulatory (Fire Safety) order 2005**
- **The wording of the Headingley CIP has been amended.** The redrafted policy covers premises which are 'primarily alcohol led' instead of being confined to 'premises which are characterised as large capacity vertical drinking premises'. This change has been made as a result of the strong messages received from the public and Ward Members during the consultation.

5. Summary of the evidence and consultation for the city centre CIP

- The evidence provided by West Yorkshire Police showed that generally violent crime across the city centre is falling.
- Analysis does however show a hot spot area around Call Lane and the Corn Exchange which does lie within the existing city centre CIP.
- Temporal analysis of crimes shows a peak in the early hours of the morning at weekends showing a direct link to the evening and night-time licensed economy.
- Of the top 12 premises for violent crime in 2007, 5 are premises within the existing CIP area.
- Further analysis carried out by Entertainment Licensing shows that the police's peak times for alcohol related crime correlate almost perfectly with the times at which significant numbers of licensed premises are closing at weekends within the city centre CIP.
- Consultation on the proposed retention of the city centre CIP within the general consultation on the policy showed broad support for the proposals.

6. Summary of the evidence and consultation for the Headingley CIP

- The draft policy as put out to consultation proposed to retain the existing Headingley CIP with the addition of takeaways to the policy.
- This amendment was made as a result of preliminary research and consultation carried out by the North West Area Management team earlier this year.
- Police evidence showed concentrations of anti-social behaviour close to the commercial centre of Headingley where the vast majority of bars and pubs are located.
- There was also relevant concentrations of violent crimes in the same area with analysis showing concentrations of offences at weekends at night and in the early hours of the mornings.
- Consultation on the proposed retention of the Headingley CIP including takeaways, within the general consultation on the policy showed strong support for the proposals. Many responses included written analysis with repeated themes including problems of noise, litter and anti social behaviour. The fear of crime element, as noted during the original consultation on the council's first statement of licensing policy, also re-emerged. There was also strong calls for a more strenuous policy that concentrated on 'alcohol-led' premises.

7. Summary of the evidence and consultation for the Hyde Park/Woodhouse CIP

- The draft policy as put out to consultation proposed to retain the existing Hyde Park/Woodhouse CIP.
- Police evidence provided an analysis of crime in the CI area compared against crime in the rest of the police area known as beats 18 and 19. The analysis concluded that alcohol related occurrences are more frequently recorded in the CI area than they are across beats 18 and 19, and account for a higher proportion of the recorded occurrences which implies that the presence of the licensed venues directly affects the level of crime and anti-social behaviour in the area.
- Consultation on the proposed retention of the Hyde Park/Woodhouse CIP, within the general consultation on the policy showed broad support for the proposals. Many responses included written analysis with repeated themes including problems of late night noise, litter and anti-social behaviour. Problems of broken glass, vomit and rats in and around the takeways was also a repeated theme.
- Another theme was a call for a more stringent policy, similar to the policy in respect of Headingley and that the Hyde Park Corner should be covered in a more stringent policy.

8. Summary of the evidence and consultation for the Chapel Allerton CIP

- The draft policy as put out to consultation proposed to retain the existing Chapel Allerton CIP.
- Police evidence showed strong support for the retention of the Chapel Allerton CIP noting 30% of theft from person, 26% of general thefts and 13% of assaults for the recording period occur within the commercial centre of Chapel Allerton close to a significant concentration of licensed venues.
- Consultation on the proposed retention of the Chapel Allerton CIP, within the general consultation on the policy showed broad support for the proposals although not as many detailed written replies were received compared to Headingley or Hyde Park/Woodhouse. Of the respondents that did include written analysis repeated themes included problems of late night noise, litter and low level anti-social behaviour.
- The consultation evidence report noted that given the Chapel Allerton CIP was only two years old, it was worth considering the consultation response from when the Chapel Allerton CIP was first considered. At that time 280 individual questionnaires were returned including 200 questionnaires which were in favour of the policy. Strong representations were made in these responses about the public nuisance licensing objective including litter, noise, and unruly behaviour at closing time.

9. Summary of the evidence and consultation for the Horsforth CIP

- The draft policy as put out to consultation proposed to include a new cumulative Impact policy for Horsforth. This addition was included following extensive work carried out by the North West Outer Area Management Team over the past six months which involved extensive consultation with local residents and businesses into the problems being experienced in the area
- Police provided evidence of concentrations of criminal damage and anti-social behaviour in and around the commercial centre of Horsforth within the proposed CIP area. A temporal analysis showed the peak times for damage offences in the area have occurred between 18:00 and 00:00. Loutish behaviour and drunkenness also makes up a significant proportion of the total recorded cases of anti-social behaviour in the area.
- The consultation on the proposed Horsforth CIP, within the general consultation on the policy showed broad support for the proposals although not as many detailed written replies were received compared to Headingley or Hyde Park/Woodhouse. Of the respondents that did include written analysis repeated themes included problems of late night noise, fighting on the street at closing times, litter and other low level anti-social behaviour such as theft of and damage to garden items etc and urination, vomit in the streets and close to residential properties.
- The four week consultation carried out by the North West Area Management Team earlier this year showed strong support for a policy when almost 100 questionnaires were received. The results of this consultation were served on the North West Outer Area committee in September this year when the Committee resolved to continue formal cumulative impact investigation.

10. Conclusions

Overall the consultation showed broad support for the proposed policy. Generally respondents were fairly happy with the tone and scope of the document, with some minor concerns related to enforcement of the Act, and some trade concern about the section covering 'price promotions'. There was very little opposition of any kind to any of the proposed CIPs coupled with broad support for the proposed policies. The evidence and consultation carried out in respect of Areas 1 and 3 did indicate however that these areas should be monitored closely to ensure that the nature and location of the problems being experienced in these localities does not shift beyond the boundaries and scope of the proposed CIPs for these areas.