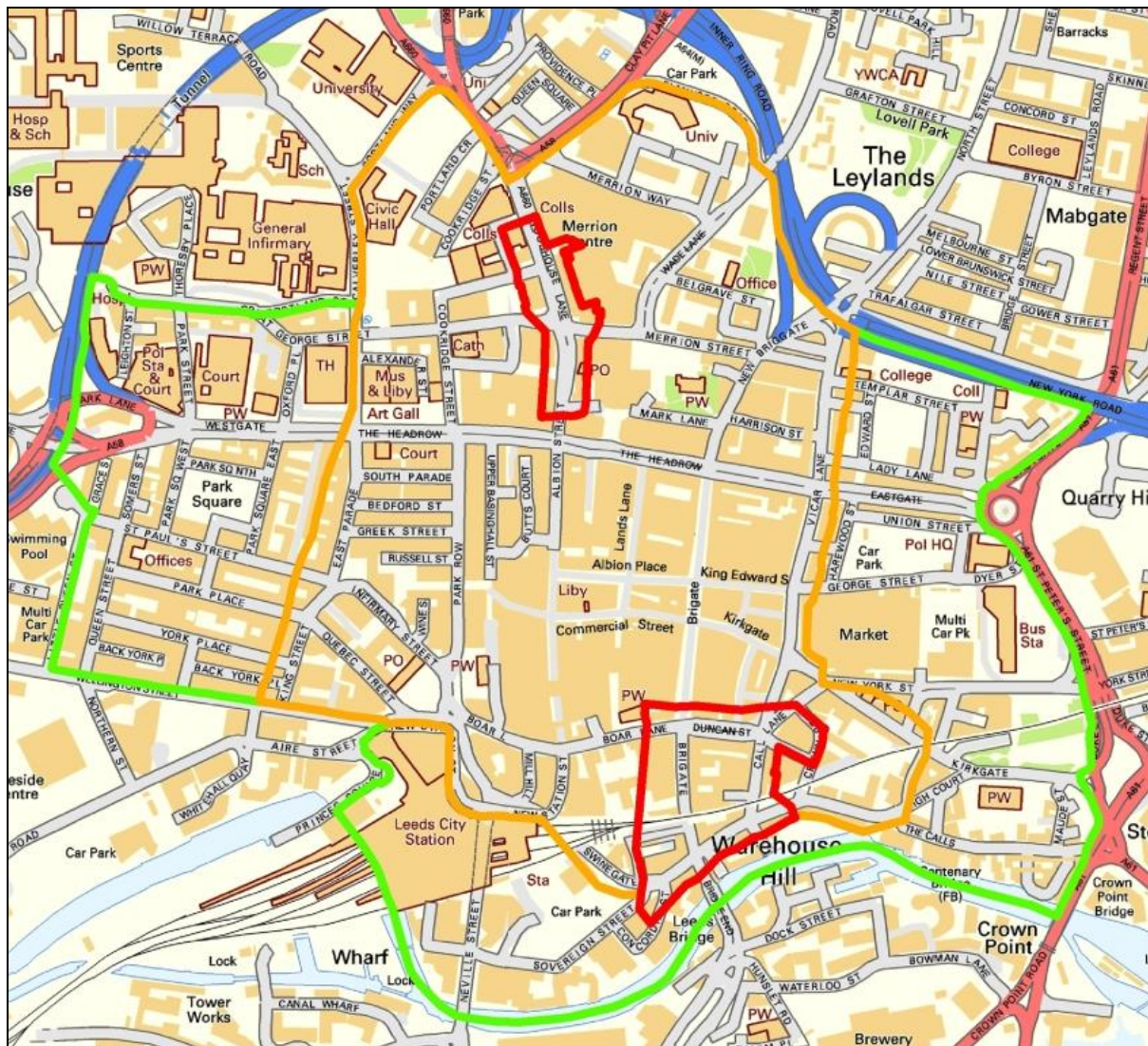


Cumulative Impact Assessment

City Centre – December 2016


Leeds
CITY COUNCIL


Area 1 relates to the city centre. 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 close proximity of venues on a street can result in difficulties in identifying individual premises as causing problems and so action planning and reviewing individual 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, such as food led premises and seeks to encourage this.

The dynamic nature of the city centre has created difficulties in setting a policy that will be relevant for five years until the next formal review of the Licensing Policy. Therefore the council has adopted an approach of designating areas within the city centre CIP as 'red' or 'amber' based upon an analysis of crime and disorder in the night time economy and will review these areas on an annual basis.

Areas that are considered highly saturated and that are experiencing particularly high levels of crime, disorder and/or nuisance will be designated as red areas. The policy states that the council will seek to refuse all applications in these **red areas** on the basis that the impact on the licensing objectives is at such a level that the area cannot support any more premises opening or extending their operation and that the council will only grant applications in the red zone in exceptional cases. Exceptional does not mean that an application is innovative or novel, but that it allows Members to make an exception to their policy. Those exceptional cases would be where the premises can demonstrate that they will not impact on the issues already being experienced in the area, i.e. by containing their operation within the hours of the daytime and early evening economy.

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 in the amber area 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.

The **amber area** is an area which is of concern, based upon an analysis of issues within the night time economy that are relevant to the licensing objectives, and 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.

All other areas within the city centre CIP will be designated **green areas** where good quality applications will be generally be more acceptable even though the area is a CIP area.

It is the council's policy, on receipt of relevant representations, to

- refuse new and variation applications in the red area
- to seek additional measures for new and variation applications in the amber area
- to seek good quality applications for application in the green area

This applies to alcohol led premises such as bars, pubs and nightclubs, and for premises seeking late night refreshment such as takeaways and late opening restaurants.

Extra scrutiny is given to applications which appear to adopt a number of 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 impact on the licensing objectives.

Changes in the last year

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. Premises in those areas deploy street marshals at their own expense 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.

As police resources are reducing each year, priorities have been realigned. There has been a small reduction in the number of arrests for drunk and disorderly but an increase in assault. The increase in assaults could be due to early intervention methods being cut back, such as the street marshalling scheme and intervention at an early level (i.e. arresting people for being drunk and disorderly), and so the low level offences are escalating to the more serious assault charge.

The issues with disorder in the street on Call Lane has led to a road closure between 11pm and 5am on the Friday, Saturday and Sunday night which took effect in October 2015. The sheer numbers of people, often intoxicated, in the street during these hours highlights the need for the overall capacity of 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 areas which were unlicensed previously. In all cases the premises licence holder has undertaken to keep their capacity the same. However this trend for increasing the licensed area is concerning as the ability to control capacity is difficult. Any application seeking an increase in floor space, even without an increase in stated capacity, can expect close scrutiny.

Police Crime Reporting

West Yorkshire Police has produced a crime report *"2016-10 Night Time Economy – City v4"* dated October 2016 which has been referred to when reviewing the red and amber zones for 2017. This report is referred to as the Police report in this document. It uses reported crime figures from 01/09/2014 – 31/08/2016.

In 2014 Her Majesty's Inspectorate of Constabulary made recommendations to change crime recording practices. This resulted in an increase in the number of recorded crimes in West Yorkshire in 2015. Analysis of the changes in crime levels, along with a number of other measures, concluded that a proportion of these recent increases were related to administrative change rather than an increase in criminality. Specifically this change in recording practise has impacted on the level of 'violence against the person', in particular 'violence without injury' as many lower level offences were not previously being recorded.

The police report only compares statistics from the last two years, as the statistics are not comparable going further back than that due to the changes in the way in which crime is recorded.

The following data tables and key findings (signified by bullet points) have been extracted from the police report.

City Centre

Occurrence Type	01/09/2014 - 31/08/2015	01/09/2015 - 31/08/2016	Change +/-	% Change
Affray	27	38	11	41%
Assault	978	1300	322	33%
Drunk And Disorderly	272	255	-17	-6%
Public Order	143	291	148	103%
Robbery	58	95	37	64%
Theft From Person	1152	1168	16	1%
Theft Non Specific	1486	1518	32	2%
Total	4116	4665	549	13%

Figure 1 shows the breakdown of occurrence type 01/09/2014 – 31/08/2016

Licensed Premises Flag

Occurrence Type	01/09/2014 - 31/08/2015	01/09/2015 - 31/08/2016	Change +/-	% Change
Affray	5	3	-2	-40%
Assault	185	251	66	36%
Drunk And Disorderly	7	15	8	114%
Public Order	2	11	9	450%
Robbery	2	2	0	0%
Theft From Person	452	488	36	8%
Theft Non Specific	507	537	30	6%
Total	1160	1307	147	13%

Figure 2 shows the offences flagged as licensed premises involved 01/09/2014 – 31/08/2016

Alcohol involved flag

Occurrence Type	01/09/2014 - 31/08/2015	01/09/2015 - 31/08/2016	Change +/-	% Change
Affray	11	14	3	27%
Assault	310	331	21	7%
Drunk And Disorderly	231	203	-28	-12%
Public Order	21	39	18	86%
Robbery	10	11	1	10%
Theft From Person	30	43	13	43%
Theft Non Specific	32	27	-5	-16%
Total	645	668	23	4%

Figure 3 shows the offences flagged as alcohol involved 01/09/2014 – 31/08/2016

Offences by day or night time economy

Day Time Economy

Occurrence Type	01/09/2014 - 31/08/2015	01/09/2015 - 31/08/2016	Change +/-	% Change
Affray	3	6	3	100%
Assault	188	288	100	53%
Drunk And Disorderly	26	35	9	35%
Public Order	82	149	67	82%
Robbery	13	29	16	123%
Theft From Person	393	352	-41	-10%
Theft Non Specific	677	674	-3	0%
Total	1382	1533	151	11%

Figure 4 shows the offences during the DTE (06:00 – 17:59) between 01/09/2014 – 31/08/2016

Night Time Economy

Occurrence Type	01/09/2014 - 31/08/2015	01/09/2015 - 31/08/2016	Change +/-	% Change
Affray	24	32	8	33%
Assault	790	1012	222	28%
Drunk And Disorderly	246	220	-26	-11%
Public Order	61	142	81	133%
Robbery	45	66	21	47%
Theft From Person	759	816	57	8%
Theft Non Specific	809	844	35	4%
Total	2734	3132	398	15%

Figure 5 shows the offences during the NTE (18:00 – 05:59) between 01/09/2014 – 31/08/2016

The tables clearly show that there has been an increase in crime across the city centre. The police report conclusions state:

- An analysis of the examined offences shows overall offending in the City Centre has increased by 13% compared with the previous examined period.
- During 01/09/2015 – 31/08/2016 Assaults and Public order offences have seen the highest increases in terms of volume compared with the previous year. Public Order and Robbery offences have experienced the greatest percentage change. The majority of the examined offences experienced an increase with the exception of Drunk and Disorderly and Murder / Manslaughter offences.
- Assaults and Thefts have the highest number of offences with a licensed premises flag and experienced the greatest increases during the period 01/09/2015 – 31/08/2016 compared with the previous 12 months.
- Assaults continue to be the highest alcohol related crime, followed by Drunk and Disorderly offences. Only Drunk and Disorderly and Theft Non Specific offences had a reduction.

- Assaults and Thefts are the top offence categories for both the day time economy and night time economy. For both time periods, the highest increases were in Assaults and Public Order offences.
- In both the examined periods there are more reports of 'off street' offences than 'on street'. The number of assaults occurring 'on street' or 'off street' are fairly similar in both years. There are slightly more assaults which occur 'on street'.

Street Level Data

The tables below relate to Leeds City Centre night time economy offending only (18:00 to 05:59) and show the top ten streets and the top ten streets of increasing concern for the night time economy offending. The table shows the percentage of the street compared with the city centre total as shown in Figure 5.

Top 10 Street Names

	2014-2015	% of City 2014-2015	2015-2016	% of City 2015-2016	Change +/-
Briggate	484	17.7%	572	18.3%	88
Call Lane	457	16.7%	531	17.0%	74
Albion Street	209	7.6%	263	8.4%	54
Woodhouse Lane	169	6.2%	213	6.8%	44
Boar Lane	130	4.8%	140	4.5%	10
Cookridge Street	103	3.8%	99	3.2%	-4
Merrion Street	84	3.1%	113	3.6%	29
Duncan Street	113	4.1%	77	2.5%	-36
New York Street	65	2.4%	76	2.4%	11
The Headrow	48	1.8%	88	2.8%	40

Top 10 Street Names Of Increasing Concern

	2014-2015	% of City 2014-2015	2015-2016	% of City 2015-2016	Change +/-
Briggate	484	17.7%	572	18.3%	88
Call Lane	457	16.7%	531	17.0%	74
Albion Street	209	7.6%	263	8.4%	54
Heatons Court	25	0.9%	72	2.3%	47
Woodhouse Lane	169	6.2%	213	6.8%	44
The Headrow	48	1.8%	88	2.8%	40
Merrion Street	84	3.1%	113	3.6%	29
New Briggate	39	1.4%	63	2.0%	24
Hirsts Yard	25	0.9%	44	1.4%	19
Assembly Street	10	0.4%	23	0.7%	13

Figure 6 shows the top streets 01/09/2014 – 31/08/2016 during the night time economy.

These clearly show that the Briggate and Call Lane areas are responsible for 35% of crime reported in the city in the last year. 15% of crime was reported in the other red area of Albion Street/Woodhouse Lane.

The police report conclusions were:

- Call Lane, Briggate, Albion Street and Woodhouse Lane are the top streets for offending in the night time economy for both examined periods. These streets are located within the two city centre CIP red areas, supporting the view that both red areas should be maintained.

Red Area Comparisons

The stated crime figures and time analysis is taken from offences occurring within the red outlining square, between 18:00 – 05:59. Assaults, theft from person, theft non-specific, robbery and sexual offences have been included in this analysis.

Call Lane Red Area



NTE: Year 2014 – 2015 (Sept – Aug)	NTE: Year 2015– 2016 (Sept – Aug)
<p>Crime:</p> <ul style="list-style-type: none"> ▪ Assault: 347 ▪ Robbery: 13 ▪ Sexual Offences: 20 ▪ Theft From Person: 410 ▪ Theft Non Specific: 355 	<p>Crime:</p> <ul style="list-style-type: none"> ▪ Assault: 420 (21% increase) ▪ Robbery: 27 (107% increase) ▪ Sexual Offences: 26 (30% increase) ▪ Theft From Person: 487 (18% increase) ▪ Theft Non Specific: 382 (7% increase)
<p>Total: 1145</p>	<p>Total: 1342 (17% increase)</p>
<p>Time Analysis: Peak Time: 0000 – 0400</p>	<p>Time Analysis: Peak Time: 00:00 – 05:00</p>
<p>Risk days: Friday, Saturday & Sunday</p>	<p>Risk days: Thursday, Friday and Saturday</p>

Figure 8: Call Lane red area for the period 01/09/2015 - 31/08/2015 and 01/09/2015 - 31/08/2016

The police report conclusions were:

- The Call Lane red area remains the predominant hot-spot area. Geo-spatial analysis shows the main risk area within the city centre is the area of Call Lane and Briggate. The highest concentration of offences remains in this area and has slightly extended compared with the previous 12 months, but still falling within the existing designated area. The peak time for offending in the Call Lane area is now 00:00 - 05:00.
- Within the Call Lane area, all the examined offences namely assaults, robberies, sexual offences and thefts have increased during 2015-2016 with assaults and theft from persons experiencing the largest gains.

Not only have all crimes increased in this area by 17%, the peak times have lengthened from midnight to 4am to midnight to 5am. The risk days have changed from Friday, Saturday and Sunday to Thursday, Friday and Saturday. Most worrying are the increases in assault and theft from person.

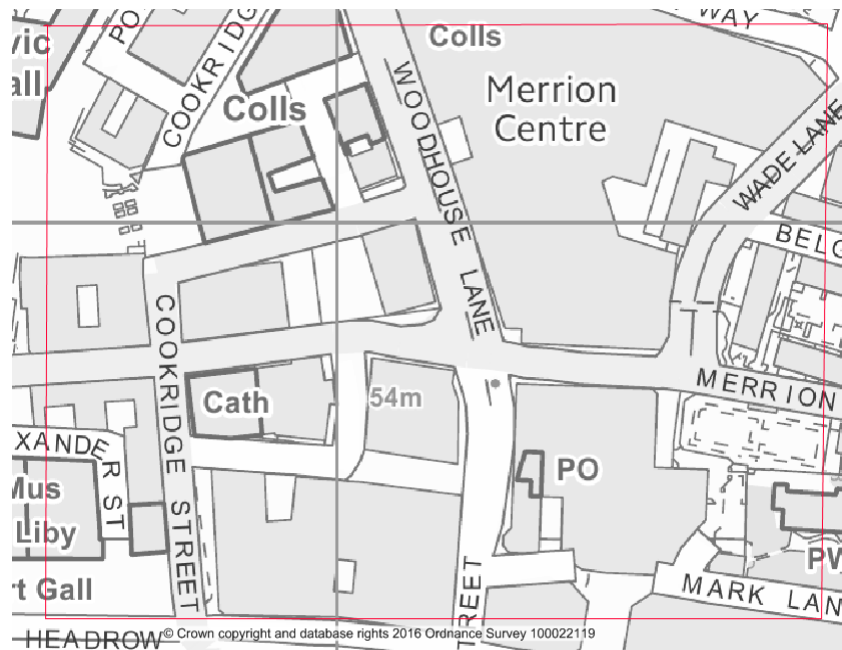
This shows not only how important it is that the number of people using this area during the night time does not increase but that it would be desirable for the number of people using this area during peak hours to reduce. Therefore any change to the current licences, either new premises or any increase in the operation of the existing premises should not have the effect of increasing visitors to the area.

Furthermore the Council will be investigating ways in which assault and theft can be reduced, in liaison with the operators and agencies.

In the last year the Licensing Authority has received three applications in this red area. One was for the lengthening of operating hours into the peak hours and was refused. The subsequent appeal was withdrawn before it was heard with all costs recovered from the appellant. Another application was received for a substantial increase in the size of the premises. The applicant agreed to a range of amendments to the application which took the operation of the additional area out of the peak hours for crime and disorder. The third was only partially granted but with the imposition of restrictive conditions.

Any operator seeking a variation to their current licence must be mindful of the problems being experienced in the area and must ensure that the additional measures they offer will result in no impact on the licensing objectives. A responsible operator will always be seeking ways in which they can contribute to the efforts made to reduce the crime statistics, and would not be satisfied with merely maintaining the status quo.

Albion Street / Woodhouse Lane Red Area



NTE: Year 2014 – 2015 (Sept – Aug)	NTE: Year 2015 – 2016 (Sept – Aug)
<p>Crime:</p> <ul style="list-style-type: none"> ▪ Assault: 164 ▪ Robbery: 1 ▪ Sexual Offences: 9 ▪ Theft From Person: 128 ▪ Theft Non Specific: 131 	<p>Crime:</p> <ul style="list-style-type: none"> ▪ Assault: 228 (39% increase) ▪ Robbery: 3 (200% increase) ▪ Sexual Offences: 7 (22% decrease) ▪ Theft From Person: 126 (1.5% decrease) ▪ Theft Non Specific: 150 (14.5% increase)
<p>Total: 433</p>	<p>Total: 514 (19% increase)</p>
<p>Time Analysis:</p> <ul style="list-style-type: none"> ▪ Peak: 0100 – 0400 ▪ Secondary peak: 2300 - 0100 	<p>Time Analysis:</p> <ul style="list-style-type: none"> ▪ Peak: 00:00 - 0400 ▪ Secondary : 23:00 – 00:00
<p>Risk days: Friday, Saturday</p>	<p>Risk days: Monday, Friday, Saturday</p>

Figure 9 Map showing the Albion Street red area for the period 01/09/2015 - 31/08/2015 and 01/09/2015 - 31/08/2016

The police report conclusions were:

- Within the Albion Street / Woodhouse Lane Red area, the hot-spot areas have remained the same in both examined periods, specifically the bottom of Woodhouse Lane and top of Albion Street, as shown in Section 7.2. During the period 2015-2016 the peak time is 00:00 – 04:00, compared with 01:00 – 04:00 over the previous 12 months.

The licensing authority hasn't received any new or variation applications in the last year. However the overall 19% increase in crime and the lengthening of the peak hours is worrying.

As with the Call Lane/Lower Briggate area this shows not only how important it is that the number of people using this area during the night time does not increase but that it would be desirable for the number of people to reduce. Therefore any change to the current licences, either new premises or any increase in the operation of the existing premises should not have the effect of increasing visitors to the area.

Furthermore the Council will be investigating ways in which assault and theft can be reduced, in liaison with the operators and agencies.

Cross Belgrave Street / Merrion Street / New Briggate:

The following area is not a designated 'red area' in the existing CIP; although, it has been noted as an emerging area of popularity during the 'Night Time Economy'.



NTE: Year 2014 – 2015 (Sept – Aug)	NTE: Year 2015 – 2016 (Sept – Aug)
<p>Crime:</p> <ul style="list-style-type: none"> ▪ Assault: 80 ▪ Robbery: 6 ▪ Sexual Offences: 6 ▪ Theft From Person: 85 ▪ Theft Non Specific: 118 	<p>Crime:</p> <ul style="list-style-type: none"> ▪ Assault: 108 (+28) ▪ Robbery: 8 (+2) ▪ Sexual Offences: 8 (+2) ▪ Theft From Person: 96 (+11) ▪ Theft Non Specific: 112 (-6)
<p>Total: 295</p>	<p>Total: 332 (13% increase)</p>
<p>Time Analysis:</p> <ul style="list-style-type: none"> ▪ Peak: 0100 – 0200 ▪ Secondary peak: 0200 - 0300 	<p>Time Analysis:</p> <ul style="list-style-type: none"> ▪ Peak: 01:00 – 04:00 ▪ Secondary peak: 23:00 – 00:00 and 04:00 – 05:00
<p>Risk days: Thursday, Friday and Saturday</p>	<p>Risk days: Thursday, Friday and Saturday</p>

Figure 10: Map showing New Briggate area for the period 01/09/2015 - 31/08/2015 and 01/09/2015 - 31/08/2016

The police report conclusions were:

- Within the Merrion Street / New Briggate area the hot-spots have remained the same in both examined periods, as shown in Section 7.3. The peak time has extended from 01:00 – 02:00 to 01:00 – 04:00.

As reported last year, this area in Leeds has been developed in the north of the city and is proving very popular. The lengthening of the hot spot period and the overall 13% increase is in common with the two red areas. When compared to the other areas in the city, in figure 6, Merrion Street lies in 7th on both tables.

This area remains in the amber area this year, as this provides the most flexibility to negotiate with applicants regarding safeguards that can be put in place. However if crime levels increase further this area will be subject to further review next year and may face being placed in a red zone.

City Centre A&E Assault data

A&E data and road traffic incidents data are new additions to the review this year. The licensing authority was keen to see the crime statistics in context to ensure that the peak times for reported incidents was supported by other data specific to the night time environment.

The police report states A&E data was provided for the period 01/09/2014 – 31/08/2016. A notable proportion did not have a location address or did not specify an exact address, for example “on street” or “on bus”. Assaults which could be attributed to occurring in the City Centre accounted for 12% of all assaults. Where the time of the assault could be ascertained, overall the peak time was 01:00 – 04:00, with secondary peaks between 23:00 – 01:00 and 04:00 – 05:00. 85% were recorded as being a male patient. Alcohol was the main contributing factor.

	Year	
	2014-2015	2015-2016
Time Analysis		
Peak Time	00:00 - 04:00	01:00 - 04:00
Secondary Peak	23:00 - 00:00	23:00 - 00:00 & 04:00 - 05:00

Location

Off Street	45.50%	41.44%
On Street	45.78%	50.75%
Other	8.72%	7.81%

Contributory Factors

Alcohol	77.38%	75.98%
Alcohol, Drugs	0.27%	0.00%
Drugs	0.54%	0.30%
Drugs, Alcohol	4.09%	3.30%
Drugs, Mental Health, Alcohol	0.27%	0.00%
Mental Health, Alcohol	0.27%	0.00%
None	17.17%	20.42%

Figure 11 shows the Peak Times, Location and Contributory Factors for A&E assaults

Road Traffic Incidents

The below table shows the breakdown of Road Traffic Incidents 01/09/2014 - 31/08/2016 in the city centre.

Incident Type	DTE		DTE Total	NTE		NTE Total
	2014-2015	2015-2016		2014-2015	2015-2016	
Highway Disruption	156	132	288	61	86	147
OPL	5	11	16	55	34	89
Road Related Offence	54	62	116	55	68	123
RTC - Damage Only	277	316	593	168	165	333
RTC - Serious Injury	15	8	23	4	6	10
RTC - Slight Injury	72	96	168	46	54	100
Total	579	625	1204	389	413	802

Figure 12 shows the breakdown of Road Traffic Incidents 01/09/2014 - 31/08/2016.

Day Time Economy – Top Streets

The below tables show the top streets and the top ten streets of increasing concern for road traffic incidents during the daytime economy.

Top Ten Street Names	2014-2015	2015-2016	Change
A58	35	26	-9
The Headrow	34	26	-8
Inner Ring Rd	31	25	-6
A58(M)	30	21	-9
Wellington St	17	26	9
Woodhouse Ln	18	22	4
Crown Point Rd	17	17	0
Albion St	19	15	-4
York St	17	16	-1
Great George St	14	17	3

Top 10 Street Names Of Increasing Concern	2014-2015	2015-2016	Change
Kirkgate	3	19	16
Duke St	1	14	13
New York St	8	18	10
Wellington St	17	26	9
Westgate	7	16	9
Swinegate	7	14	7
Clay Pit Ln	9	14	5
East Pde	2	7	5
Woodhouse Ln	18	22	4
Eastgate	2	6	4

Figure 13 shows the top streets 01/09/2014 – 31/08/2016 for road traffic incidents during the day time economy

Night Time Economy – Top Streets

Top 10 Street Names	2014-2015	2015-2016	Change
The Headrow	26	19	-7
Woodhouse Ln	16	21	5
Albion St	18	16	-2
A58	13	16	3
Boar Ln	11	18	7
Great George St	17	12	-5
Wellington St	14	13	-1
Westgate	12	14	2
Inner Ring Rd	11	12	1
New York St	8	13	5
Call Ln	14	7	-7

Top 10 Street Names	2014-2015	2015-2016	Change
Merrion Way	3	12	9
Boar Ln	11	18	7
Clay Pit Ln	7	13	6
Woodhouse Ln	16	21	5
New York St	8	13	5
York St	7	11	4
Northern St	3	7	4
Bishopgate St	3	7	4
Crown St	1	5	4
A58	13	16	3
A58(M)	8	11	3

Figure 14 shows the top streets 01/09/2014 – 31/08/2016 for road traffic incidents during the night time economy.

The police report conclusions were:

- Overall there are more day time economy road related incidents than during the night time. OPL (over the prescribed limit) and Road Related offences were higher during the Night Time Economy.
- During the NTE the main hot-spots for 2014-2015 for Road Related Incidents were around Woodhouse Lane and the Boar Lane / Briggate / Call Lane area. There was also a concentration of incidents in the vicinity of the Headrow / Westgate area.
- Overall during 2015-2016 the peak time for Road Related incidents is 13:00 – 18:00, there was a secondary peak between 02:00 – 03:00. The area reduced around Woodhouse Lane. The hotspot around Boar Lane / Briggate/ Call Lane remained, however the number of incidents in this area reduced compared with the previous 12 months. Boar Lane experienced an increase in Road Traffic Incidents, however incidents halved on Call Lane. This is possibly due to the road closure in effect since October 2015 on Call Lane between 11:00 - 05:00 on a Friday, Saturday and Sunday night.

Conclusion

With the police report conclusions in mind the Licensing Authority has determined that the red areas be maintained. Merrion Street/Cross Belgrave Street area and the Boar Lane areas will be closely monitored with a view to placing them in a red zone should the crime figures not improve in the next 12 months.

The increase in theft and violent crime in the two red areas is concerning. The council will work with the businesses and partners to establish if further work can be done to reduce these crime figures over the next 12 months.

The Licensing Committee will bear in mind that in the next 12 months there may be significant changes to the way late night levies can be introduced and may also consider the option of an early morning restriction order if these figures do not significantly reduce over the next 12 months.

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