

Background

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

The Statement of Licensing Policy is due to be reviewed and consulted upon this year, with a new policy in place for January 2019.

At Licensing Committee in January 2018, Members resolved to form a working group of five members of the Licensing Committee to work with officers to review the Statement of Licensing Policy prior to public consultation in June to August of this year. The working group looked at the Cumulative Impact Policy and all six cumulative impact areas specified within it, as well as local licensing guidance and other more general matters.

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 is in contrast to 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 the cumulative impact policy was included in the Statement of Licensing Policy with six areas being described as falling under this policy. 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 that the number of premises licences or club premises certificates is at such a level that it would be inconsistent with the promotion of the licensing objectives to grant any further licences or certificates in 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 assessments 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 give consideration to potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

A cumulative impact policy does not lead to an automatic blanket ban on the grant of licences and 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.

A cumulative impact assessment does not relieve responsible authorities, local 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. Anyone making a representation can base it on the information provided in this assessment, or even just 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 a number of requests for a cumulative impact policy and the evidence was gathered for the city centre and Headingley. A third area was considered along the Woodhouse corridor as there was concern that by restricting the availability of licences in the city centre and Headingley, applicants would instead apply for licences in the area in between. During the consultation there was also strong support for Chapel Allerton to be included in the cumulative impact policy. Evidence was gathered and this fourth area was proposed on the basis of crime and disorder and public nuisance.

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

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

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

A further review was undertaken in 2012:

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

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

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

By the review in 2018 the council had identified six areas which were suffering from cumulative impact and the Policy included:

- Area 1 – City Centre
- Area 2 – Headingley and Hyde Park
- Area 3 – Woodhouse
- Area 4 – Chapel Allerton
- Area 5 – Horsforth
- Area 6 – Armley

Review of the Cumulative Impact Assessment

It is the intention of the council to review this cumulative impact assessment every three years. 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

2018 Review of the Cumulative Impact Areas

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

The council issued a Call for Evidence through the Licensing Enforcement Group which comprises of responsible authorities and other interested agencies. Following this call for evidence West Yorkshire Police provided crime statistical data for each of the existing cumulative impact areas. The reports were analysed by officers from Entertainment Licensing and discussed with the Police Licensing Team and a provisional cumulative impact assessment was drawn up for each of the areas for further discussion. A more complete cumulative impact assessment was completed for the City Centre in line with the usual practice of reviewing the city centre figures each Autumn.

A working group comprising of Area Officers and Ward Members from Gipton and Harehills and Burmantofts and Richmond Hill wards requested that the licensing authority investigate a possible cumulative impact area for Harehills, specifically around Harehills Road and Harehills Lane. This work commenced in February 2018.

Following on from the 2017 review of the City Centre Cumulative Impact Area, Licensing Committee, at their meeting in January 2018, formed a working group of members of the Licensing Committee, officers from Entertainment Licensing, Legal Services and West Yorkshire Police to review the current cumulative impact areas, and to review the use of the Local Licensing Guidance. The working group agreed to further research amendments to the cumulative impact areas as follows:

- City Centre – remove the green area, contract the amber area to the areas where the night time economy is the most active, change the scope of the cumulative impact area in the red zone to put emphasis on operation during peak hours.
- Headingley – split the Headingley cumulative impact area into two. One are to be focused on North Lane, removing the top and bottom of the Otley run, and a second area focused round Hyde Park and Brudenell but concentrating on late night refreshment and night time opening off licences.
- Woodhouse Corridor – to be removed
- Chapel Allerton and Horsforth – cumulative impact areas to be removed and replaced with Special Area Policies
- Armley – to remain as it is currently.

The working group discussed Local Licensing Guidance which seeks to give applicants further guidance about localities in inner Leeds. These documents include information about the localities but is now out of date. The working group considered whether to refresh the data, or whether to include the concept in the policy and to provide data sources where applicants can search for the most up to date data available. The second approach was preferred.

Officers were tasked with drawing up these proposals and to start pre-consultation work with the locality teams and community committees, as well as the responsible authorities.

The Locality Team for Harehills and Gipton met along with elected members and officers from West Yorkshire Police, Environmental Health, Public Health and Entertainment Licensing in February 2018. The group discussed the tenet of cumulative impact assessments, the legislative changes which set a higher bar for evidence and the evidence we already gather. The group resolved to look at the current evidence, undertake some community engagement, build up the evidence to be used when making representations to applications in the Harehills area and then to meet at a later date to review this information to establish if a cumulative impact area should be progressed. It is likely that

the timescales are too short to allow for inclusion in the 2019-2023 policy, but could be added at a later date.

The Licensing Committee Working Group met in February 2018 and examined a comparison of the crime statistics for the city centre, Headingley, Chapel Allerton, Horsforth and Woodhouse. As the Armley cumulative impact area is based on antisocial behaviour it is hard to draw a direct comparison with the other areas.

However the Working Group agreed to progress the changes to the cumulative impact areas as outlined in the first meeting, and a draft policy be prepared and presented to Licensing Committee prior to going out to a public consultation. It was agreed that meetings would be held with the local ward members for Horsforth and Chapel Allerton, after the election in May.

Officers met with the three ward members for Chapel Allerton in May 2018 to discuss cumulative impact in Chapel Allerton. Officers explained that the evidential bar had been raised. Ward members expressed disappointment that the cumulative impact policy (as it was previously called) had not delivered the results that were expected and that licences had been granted in the area. Officers and ward members discussed alternatives including local licensing guidance or a special area policy. Discussion took place around whether this policy could be used in making licence determinations and in negotiations with applicants, but could also provide some guidance to other regulatory schemes, such as planning. It was agreed that specific resident consultation was important and that a public meeting be arranged in September during the public consultation on the Statement of Licensing Policy where residents would be able to air their views on licensing in Chapel Allerton.

Meetings have taken place between officers from Entertainment Licensing and Public Health to progress the development of a Licensing Matrix. This would be a tool that could be used by the licensing authority to provide additional data for licensing policy reviews and responsible authorities when making representations to licensing applications. This tool was completed and presented to Licensing Committee in July 2018.

In July 2018 a draft Cumulative Impact Assessment was compiled using licensing statistics, the Public Health Licensing Matrix, the West Yorkshire Police crime statistic reports, as well as information provided by Ward Members and residents. The outcome of this assessment is the following areas to be described as cumulative impact areas:

- City Centre – including two red zones
- Headingley
- Hyde Park
- Armley
- Harehills

The following areas to cease being considered as suffering from cumulative impact, however to be reviewed again should it become apparent to ward members, area teams and residents:

- Chapel Allerton
- Horsforth
- Woodhouse Corridor

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 Leeds with the support of Entertainment Licensing, Public Health has developed a local version of a data matrix which risk rates Lower Super Output Areas (LSOA) across Leeds, based on potential alcohol related harm. Data sources have been chosen due to their relevance to the licensing objectives. Any LSOA in Leeds can be inputted into the matrix, which then provides a comparative citywide "harm ranking".

Data Sources - Data sources have been chosen to correspond with the four licensing objectives. Alcohol-related health data has been included as this is an important addition and can be used to 'set the scene' of the wider alcohol-related harm in an area. This is in line with recommendations from Public Health England.

Weighting of Data - All data sources are not equally important in respect of the licensing objectives. Therefore, based on knowledge and experience of the Responsible Authorities, each data set has been given a different weighting which will affect how much it contributes to the overall ranking. The citywide ranking of each individual data set is not affected by this.

Police Statistical Data

The Leeds District Analysis Unit has provided a statistical crime report for each of the assessed areas. These reports include, as a minimum, crime typically associated with the consumption of alcohol such as affray, assault, drunk and disorderly, public order offences, robbery, theft from person and theft non-specific. Each of the reports is slightly different and uses crime figures from different time periods. The Police have provided analysis for the statistics in their conclusions. Where appropriate the report may give information regarding peak hours and days for crime.

The council has used extracts from the crime reports to aid the assessment. The complete crime reports are available from Entertainment Licensing.

Headingley and Hyde Park

Crime statistics provided by West Yorkshire Police show that crime is mostly concentrated in two distinct areas within this wider area. The complaints and problems being experienced by residents in the two areas are slightly different with crime in the North Lane area being concentrated around late night bars, pubs and takeaway premises whereas the problems being experienced around the Hyde Park area are associated with the student housing and all night off licences which are used to fuel all night parties. As such the council is proposing that the policy area is split into two cumulative impact areas, each specific to the problems being experienced in that area.

The Headingley and Hyde Park Cumulative Impact Policy Area was last reviewed in 2013 as part of the review and consultation for the Statement of Licensing Policy 2014-2018. However significant changes to the area have been noted, not least of which is that the style and operation of businesses in that area has changed, possibly due to the movement of student housing from this area into the city centre. The number of traditional student focussed vertical drinking establishments has reduced and over the last five years more expensive bars have opened attracting an older age group of customers. These are predominantly food led or offering craft ales and small batch gin.

However crime rates and calls for service are still high in comparison to other parts of the city and the area around North Lane and Otley Road junction remains saturated.

Conclusions

In recognition of the two main areas of concern, and taking into consideration the Police statistics on crime and nuisance extracted in this assessment, it is proposed to split the Headingley and Hyde Park cumulative impact area into two areas.

Headingley will incorporate the area around the North Lane/Otley Road junction and the night time economy area around this junction.

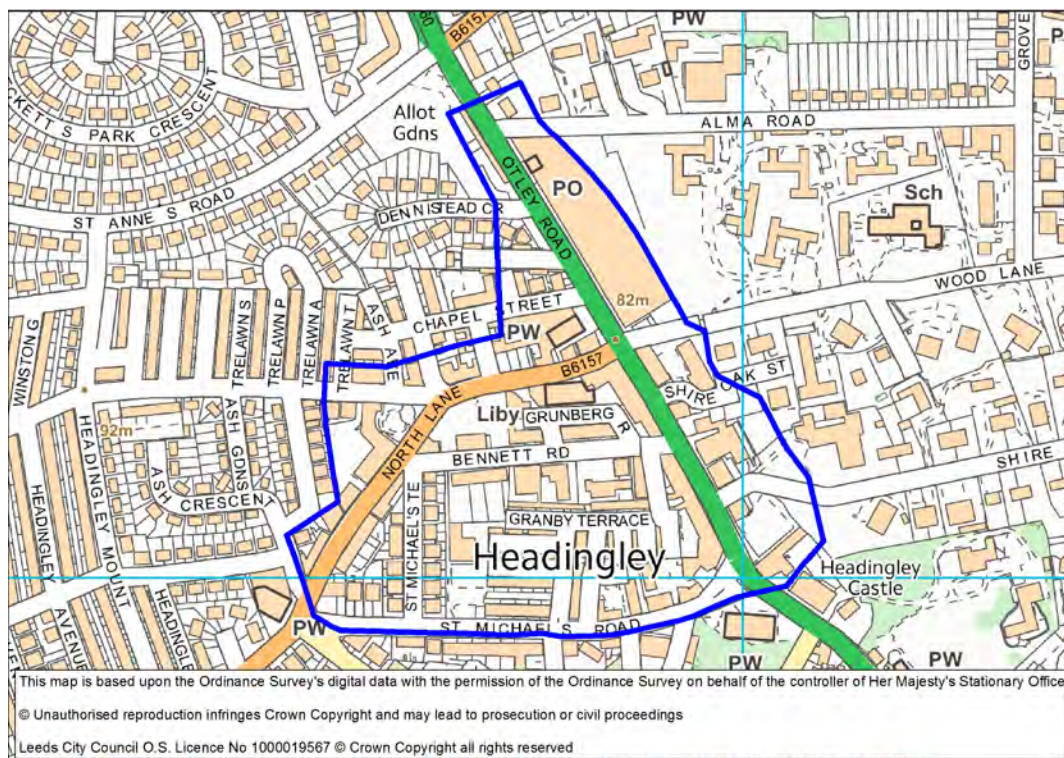
Hyde Park will incorporate the residential area that runs alongside Hyde Park, down Cardigan Road and Brudenell Road in the south.

Each area should have a different emphasis in accordance with the nuisance data provided which shows that the residential concerns in the south part of the ward are different to those in the north.

The council considers that the number of premises licences or club premises certificates is at such a level that it would be inconsistent with the promotion of the licensing objectives to grant any further licences or certificates in the Headingley and Hyde Park Areas and restrict changes to licensable activities of existing licences.

The assessment in this area will relate to all applications whose licensable activities fall within the peak times as described in this assessment. Any application can expect to receive representations from West Yorkshire Police and the Licensing Authority and applicants should give consideration to potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

Headingley



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

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

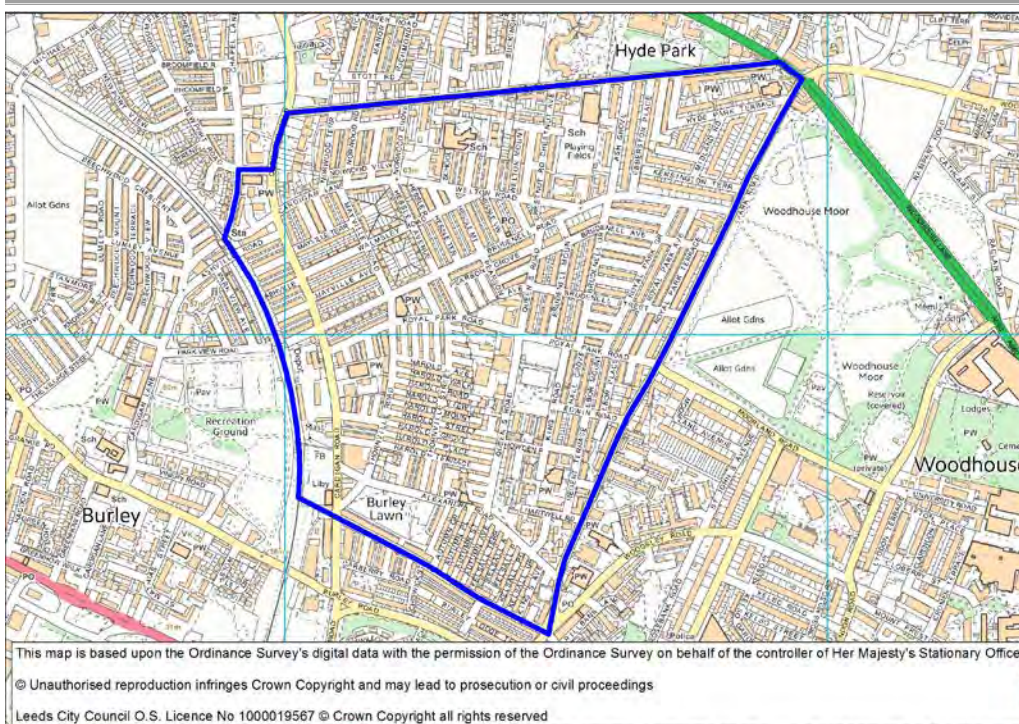
Over the last four years alcohol related crimes of note have equated to 9.5% of all crime in the 2014 – 2018 cumulative impact area. Assaults had the highest number of offences that were alcohol involved, followed by criminal damage and sexual offences (excluding drunk and disorderly offences).

Overall peak time for alcohol related crimes was between 22:00 - 04:00 and Friday, Saturday and Sunday were the most prevalent days, which is indicative of the night time economy associated with licensed premises.

The council considers that the number of premises licences or club premises certificates is at such a level that it would be inconsistent with the promotion of the licensing objectives to grant any further licences or certificates in the Headingley area as marked within the blue line on the map and to restrict changes to licensable activities of existing licences

It is the council's policy on receipt of relevant representations, to refuse applications for the sale of alcohol for consumption on the premises and late night refreshment, unless the applicant can show that their operation would not increase the impact of such licensed premises on the area.

Hyde Park



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

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

This is a residential area with a high proportion of the houses split into houses of multiple occupancy and due to the proximity of the Headingley campus, has been an area with a high number of student accommodation.

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

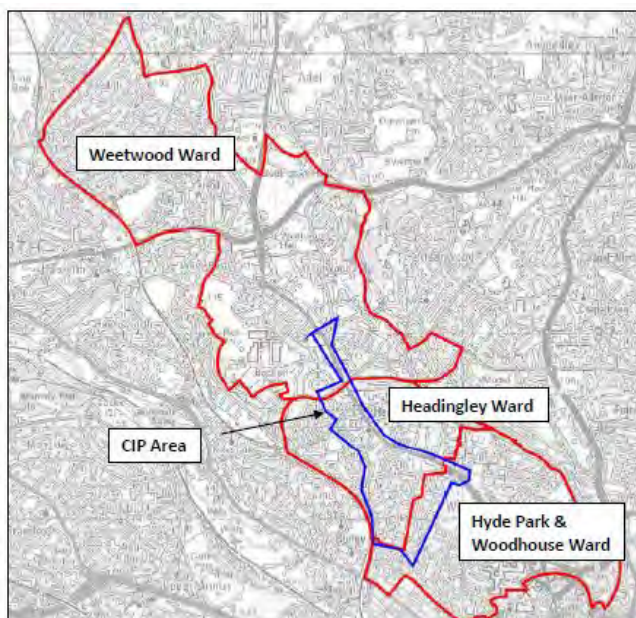
The council considers that the number of premises licences or club premises certificates is at such a level that it would be inconsistent with the promotion of the licensing objectives to grant any further licences or certificates in the Hyde Park area as marked within the blue line on the map and to restrict changes to licensable activities of existing licences

It is the council's policy on receipt of relevant representations, to refuse applications for the sale of alcohol for consumption off the premises and late night refreshment, unless the applicant can show that their operation would not increase the impact of such licensed premises on the area.

Evidence

West Yorkshire Police produce a statistical report titled “Headingley CIP Report” dated February 2018 which has been referred to when reviewing this area. Extracts from this report are included below. A full copy of the report is available from Entertainment Licensing.

This report was commissioned to analyse crimes and nuisance incidents, both alcohol related and non-alcohol related, to support the continuation of the cumulative impact area. The report reviews crime and nuisance incidents for the period 01/01/2014 – 31/12/2017 within Inner North West. The area is situated within the Inner North West PWA, which covered three wards (as at February 2018), namely Headingley, Hyde Park and Woodhouse and Weetwood as shown in Map 1.



Map 1: Inner West and the 2014-2018 Cumulative Impact Policy Area for Headingley/Hyde Park

All Crime

Total crime (including drunk and disorderly occurrences) has increased year on year as shown in the table below.

2014	2015	2016	2017
4975	5313	5737	6501

Offending levels were highest in 2017, with the largest increase during 2017 compared with the previous twelve months. Overall the risk months were late in the year between October and November. Offending peaked during October 2017 and were lowest during July 2014.



Overall total crime in Inner North West has increased year on year as shown in the table below:

Ward	2014	2015	2016	2017
Hyde Park and Woodhouse Ward	2482	2560	2719	2957
Headingley Ward	1482	1562	1660	1860
Weetwood Ward	1011	1191	1358	1684
Total	4975	5313	5737	6501

An analysis of occurrences of note shows overall Burglary Dwelling recorded the highest number of offences, followed by Criminal Damage, Theft Non Specific and Assault. A number of offences have experienced increases year on year: Assault, Public Order, Robbery and Sexual offences.

The highest increase during 2015, compared to the previous year was in Assault, with Burglary Dwelling having the greatest reduction in the number of offences. There were a number of crime types that experienced increases during the last two consecutive years. Theft Non Specific, Public Order and Burglary Dwelling all experienced large increases during 2017 compared with 2016. Theft from Shop and Burglary Other recorded the largest reductions during 2017 compared with 2016, they were however only small.

In terms of Serious Acquisitive Crime (Burglary Dwelling, Robbery, Theft from Vehicle and Theft of Motor Vehicle) Theft of Motor Vehicle was the only one to experience a reduction in crime in 2017 from 2016. Burglary Dwelling has increased for two consecutive years, considerably in 2017 from 2016.

Crime specific to the 2014 – 2018 cumulative impact area

In terms of total occurrences, the volume of offending has fluctuated year on year and has decreased quite significantly in 2017 from 2016 as show in the table below. Despite this, Serious Acquisitive Crime has increased during 2017 albeit not alarmingly. Within the cumulative impact area, Burglary Dwelling experienced the highest number of offences, followed by Criminal Damage, Assault, Theft Non Specific and Theft from Shop.

The number of crime types had a split of increases and decreases during 2017, compared with 2016. The highest increases within the cumulative impact area were in Burglary Dwelling, Theft from Vehicle and Public Order. The recording of Burglary Dwellings in relation to multi-occupancy dwellings changed in 2014 in terms of recording multiple crimes for multi-occupancy dwellings. This changed again on 1st April 2016, where one crime is recorded unless the residents have a separate contract with the landlord.

Occurrence Type	2014	2015	2016	2017
Assault	72	142	185	150
Burglary Dwelling	284	147	219	286
Burglary Other	29	20	46	35
Criminal Damage	153	136	204	214
Drunk and Disorderly	23	18	17	12
Public Order	14	27	51	98
Robbery	31	21	26	36
Sexual Offences	20	26	40	41
Theft From Person	32	28	29	25
Theft From Vehicle	50	69	61	113
Theft Non Specific	145	142	112	148
Theft of Pedal cycle	31	26	34	22

Theft from Shop	160	148	184	137
TOMV/TWOC	14	18	27	25
Total	1335	1239	1638	1342

Alcohol Involved Flag

Crimes flagged with alcohol involved has seen a significant reduction in 2017, highlighted in the table below. This however could be a recording issue of the correct flags not being inputted at the time of offence. According to the data, during the examined period overall alcohol related crimes of note have equated to 9.5% of all crime in the cumulative impact area. Overall Assaults had the highest number of offences that were alcohol involved, followed by Criminal Damage and Sexual offences (excluding drunk and disorderly offences).

Within the cumulative impact area during 2017, alcohol related assaults accounted for 34.1% of alcohol related crime and 10% of all assaults.

In 2017 the overall peak time for alcohol related crimes was between 22:00 - 04:00 and Friday, Saturday and Sunday were the most prevalent days, which is indicative of the night time economy associated with licensed premises.

Occurrence Type	2014	2015	2016	2017
Assault	48	65	71	15
Burglary Dwelling	1	7	1	4
Burglary Other	2	0	1	0
Criminal Damage	11	22	18	5
Drunk And Disorderly	50	34	23	8
Public Order	7	6	8	2
Robbery	6	5	7	2
Sexual	14	18	16	5
Theft From Person	3	2	5	1
Theft Non Specific	6	4	4	1
Theft Of Pedal Cycle	0	1		0
Theft Shop	5	8	3	1
TOMV / TWOC	0	2	1	0
All Occurrences	153	174	158	44

Licensed Premises

In 2017, overall occurrences of note with a licensed premises flag accounted for 3.1% of all crimes in the cumulative impact area. Again, it must be pointed out that this could be explained by flags not being recorded correctly. During the examined period Theft Non Specific, Theft from Person and Assaults were the top crimes recorded at licensed premises.

Occurrence Type	2014	2015	2016	2017
Assault	12	20	34	8
Burglary Other	1	7	10	3
Criminal Damage	6	5	8	3
Drunk And Disorderly	2		1	
Public Order	1			2
Robbery			1	2
Sexual			2	1
Theft From Person	87	17	16	4

Theft From Vehicle	1	3		1
Theft Non Specific	58	28	35	18
Theft Of Pedal Cycle		3		3
All Occurrences	168	83	107	42

Nuisance

The Hyde Park and Woodhouse ward, experienced the highest number of nuisance incidents across Inner North West.

Ward	2014	2015	2016	2017
Hyde Park and Woodhouse Ward	676	574	757	760
Headingley Ward	487	355	416	442
Weetwood Ward	304	294	319	403
Total	1467	1223	1492	1605

During the examined period, neighbour related and youth related were the main issues across Inner North West. Nuisance incidents have increased for two consecutive years albeit at a slower rate in 2017, increasing by 113 from 2016 in comparison to 269 in 2016 from 2015. Youth related nuisance experienced the highest increase during 2017, whereas nuisance motorcycle/quad bike had the biggest decrease.

Alcohol related incidents have seen a decrease year on year, minus a very small increase in 2016 which was eradicated in 2017 with a reduction of 13. Overall alcohol related incidents accounted for 14.3% of all nuisance calls for service.

The peak time for alcohol related nuisance was between 23:00 - 05:00. The risk days were Saturday, Sunday and Monday evenings. Overall the peak month was May, followed by June, March and October.

During the examined period the Hyde Park and Woodhouse ward and the Headingley ward experienced similar levels of alcohol related nuisance, namely 361 and 377 respectively.

The top streets for alcohol related nuisance were Brudenell Road, followed by Otley Road, Cardigan Road and Woodhouse Lane.

Within the 2014 – 2018 cumulative impact area neighbour related nuisance followed by alcohol related nuisance were the main issues between 01/01/2014 – 31/12/2017. Alcohol related nuisance has remained at similar levels since 2015. The peak time for alcohol related nuisance was 23:00 – 05:00. The risk days were Friday, Saturday and Sunday.

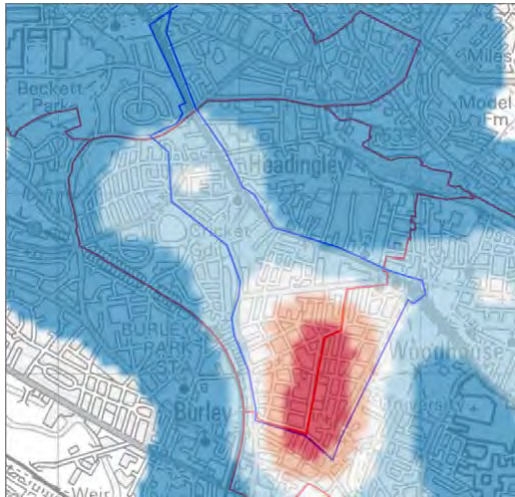
Nuisance Type	2014	2015	2016	2017
Neighbour related	149	121	128	121
Alcohol	169	79	79	88
Adult nuisance – non alc rel	126	58	94	97
Youth related	75	85	72	96
Fireworks/snowballing	28	35	67	109
Nuisance motorbike/quad	2	14	42	13
Littering/drug paraphernalia	1	3	1	6

Geo Spatial Analysis

2014 – 2017 - All Nuisance Incidents

Peak Time: 19:00 – 00:00 Risk days: Sat

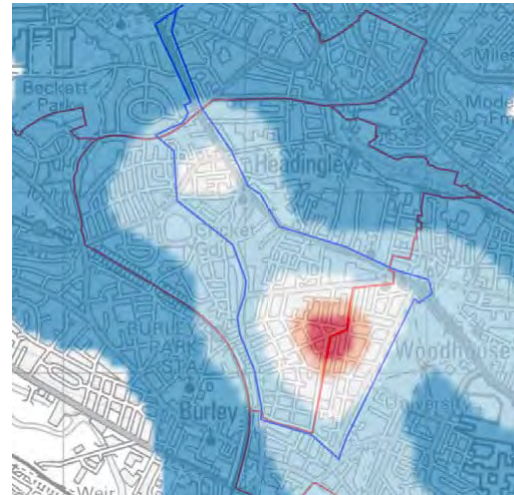
Top Streets: Brudenell Road, Cardigan Road, Hyde Park Road & Otley Road



2014 – 2017 - Alcohol Related Nuisance

Peak Time: 23:00 - 05:00: Risk days: Sat, Sun & Mon.

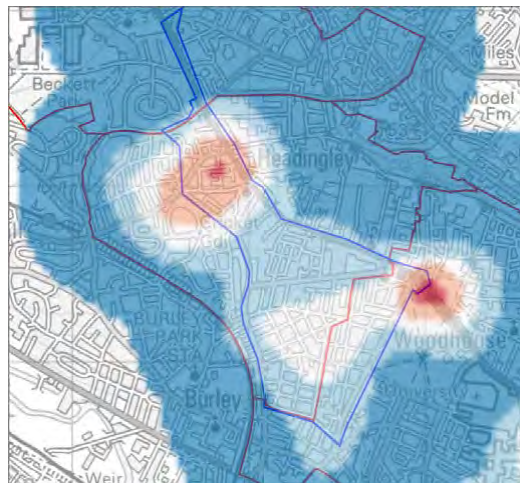
Top Streets: Brudenell Road, Otley Road, Cardigan Road & Woodhouse Lane



2014 – 2017 - Drunk & Disorderly Occurrences

Peak Time: 20:00 – 02:00 Risk days: Thurs, Fri, Sat & Sun.

Top Streets: Woodhouse Lane, Otley Road, Brudenell Road & St Michaels Lane



2014 – 2017 - Assaults

Peak Time: 19:00 – 21:00 & 00:00 Risk days Sun & Mon.

Top Streets: Otley Road, Woodhouse Lane, North Lane & Brudenell Road



Police conclusions

Crime

Total crime (including Drunk and Disorderly occurrences) have increased year on year. Offending levels were highest in 2017, with the largest increase during 2017 compared with the previous twelve months. Overall the risk months were late in the year between October and November. Offending peaked during October 2017 and were lowest during July 2014.

Within the cumulative impact area the volume of offending has fluctuated year on year. Despite crime going up in Inner North West in 2017, it has decreased quite significantly in the cumulative impact area over the same time period.

Crimes flagged with Alcohol involved has seen a significant reduction in 2017. This however could be a recording issue where the correct flags are not being inputted at the time of offence. Overall alcohol related crimes of note have equated to 9.5% of all crime in the cumulative impact area. Assaults had the highest number of offences that were alcohol involved, followed by Criminal Damage and Sexual offences (excluding drunk and disorderly offences). Overall peak time for alcohol related crimes was between 22:00 - 04:00 and Friday, Saturday and Sunday were the most prevalent days, which is indicative of the night time economy associated with licensed premises.

In 2017, overall occurrences of note with a licensed premises flag accounted for 3.1% of all crimes in the cumulative impact area. During the examined period Theft Non Specific, Theft from Person and Assaults were the top crimes recorded at licensed premises.

Nuisance

The Hyde Park and Woodhouse ward recorded the highest number of nuisance incidents. During the examined period, neighbour related and youth related were the main issues across Inner North West.

Alcohol related incidents have seen a decrease year on year, minus a very small increase in 2016 which was eradicated in 2017 with a reduction of 13. Alcohol related incidents accounted for 14.3% of all nuisance calls for service. The Hyde Park and Woodhouse and the Headingley ward experienced similar levels of alcohol related nuisance. The peak time for alcohol related nuisance was between 23:00 - 05:00. The risk days were Saturday, Sunday and Monday evenings. The top streets for alcohol related nuisance were Brudenell Road, followed by Otley Road, Cardigan Road and Woodhouse Lane.

Within the cumulative impact area neighbour related nuisance followed by alcohol related nuisance were the main issues overall. Alcohol related nuisance has remained at similar levels since 2015. The peak time for alcohol related nuisance was 23:00 – 05:00. The risk days were Friday, Saturday and Sunday.

Hyde Park around Brudenell Road and Hyde Park Road have consistently been an area of concern for Nuisance incidents over the examined period. Overall for alcohol related incidents, the main risk area has been Hyde Park for a number of years. Hyde Park continues to be a risk area in 2017 as well as the emergence of Central Headingley (North East of the cricket stadium).

Overall Central Headingley, Hyde Park Corner and around Woodhouse Lane were the main areas for Drunk and Disorderly occurrences, indicative of where the licensed premises are situated.

Central Headingley and Hyde Park were the threat areas for Assaults. Streets of concern were Otley Road and Woodhouse Lane.

Conclusion

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 in one or more parts of its area 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.

In order to identify the areas that should be included in this assessment, and the types of authorisations that the assessment should relate to, the council completed the following actions:

The council issued a Call for Evidence through the Licensing Enforcement Group which comprises of responsible authorities and other interested agencies. Following this call for evidence West Yorkshire Police provided crime statistical data for each of the existing cumulative impact areas.

A number of working groups met to discuss the individual areas that are being assessed. The outcome of these meetings, the analysis of the police crime statistics, licensing statistics and the use of the Licensing Matrix provided by Public Health has led to the following conclusions:

- City Centre – remove the green area, contract the amber area to the areas where the night time economy is the most active, change the scope of the cumulative impact area in the red zone to put emphasis on operation during peak hours.
- Headingley – split the Headingley cumulative impact area into two. One are to be focused on North Lane, removing the top and bottom of the Otley run, and a second area focused round Hyde Park and Brudenell but concentrating on late night refreshment and night time opening off licences.
- Woodhouse Corridor – to be removed
- Chapel Allerton and Horsforth – cumulative impact areas to be removed and replaced with Special Area Policies
- Armley – to remain as it is currently
- Harehills – to introduce Harehills Lane and Harehills Road as a cumulative impact area, based on crime and disorder, public nuisance and the protection of children from harm, due to the increase in off licensed premises and the increase in all crime over the last 12 months and the high proportion of violent crime.

The reason why the council is considering publishing a cumulative impact assessment is because the licensing objectives are being affected by the cumulative impact of licensed premises as indicated by the Police Statistical Report, the Alcohol Licensing Data Matrix and evidence provided by ward members, responsible authorities and residents:

- City Centre
- Headingley
- Hyde Park
- Armley
- Harehills

In general the assessment relates to both premises licences and club premises certificates unless expressly stated otherwise in the specific area assessment.

The council is required to consult upon this Cumulative Impact Assessment before publication, and this will be undertaken alongside the consultation for the Statement of Licensing Policy 2019-2023.