

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.

Harehills

Harehills is an area to the east of Leeds city centre. It is an area that crosses two wards – Gipton and Harehills and Burmantofts and Richmond Hill. This area has many streets of terraced houses which offers cheaper housing. The area is cultural and ethnically diverse. It is situated in the country's top 5% of areas of deprivation. Unemployment is high at 9%.

Harehills is a deprived area with a high crime rate. Along Harehills Lane and Harehills Road there are a high number of off licensed premises, far more than is usual. In the last 10 years 24 new off licences have been granted, with 10 being surrendered or lapsed. For a primarily residential area this is a high turnover of applications.

The predominant nuisance problems in the area are around neighbour and youth nuisance. Anecdotally street and back yard parties are common, noisy and disruptive with the peak time for nuisance being in the evening.

There were 1710 recorded crimes between 01/12/2016 – 30/11/2017 which was a 26.7% increase from the previous year and violent crime accounts for 37% of recorded crimes in the area.

Residents have been active in trying to improve the area for many years but there is concern that with an increasing crime rate, and unrestricted licensing possibilities the problems being experienced in Harehills will only increase despite their best efforts. One resident, who has lived in Harehills for 23 years describes the problems they experience:

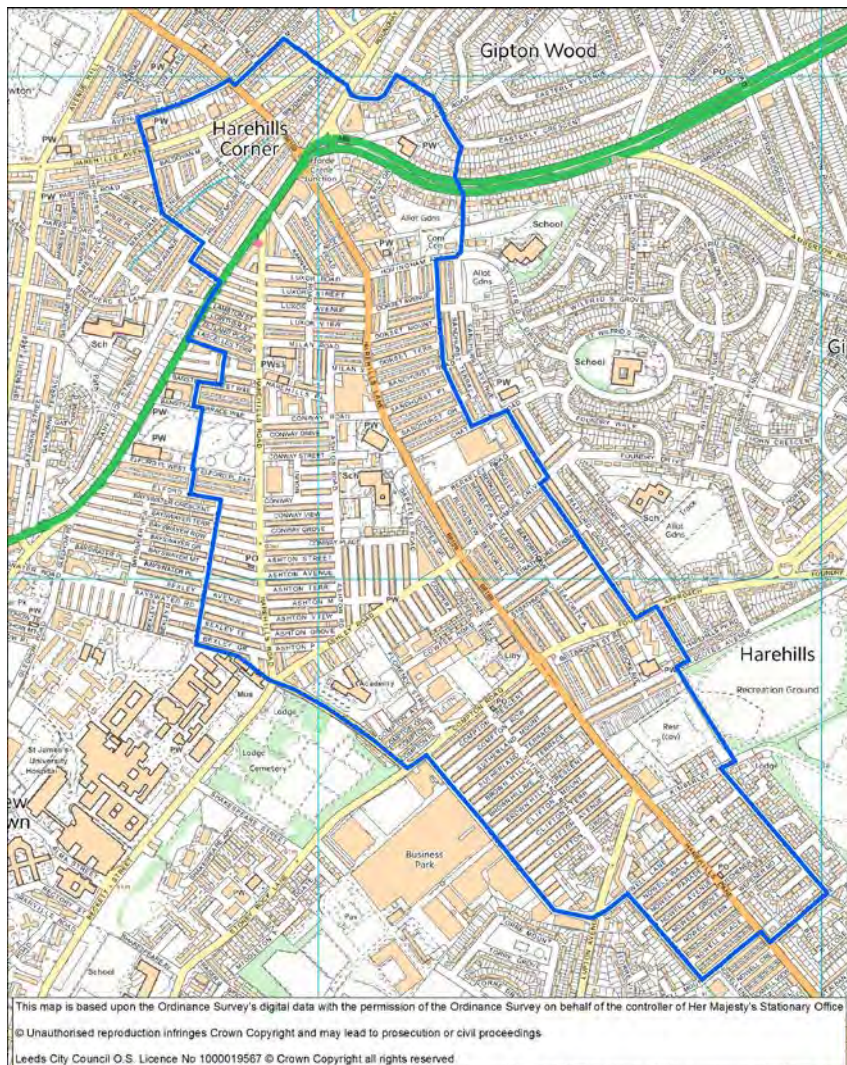
In recent years there has been an exponential rise in the number of businesses selling alcohol in the Harehills area. From specialist off-licences to corner shops, big name supermarkets and independent general stores, within an area covering less than 2 square miles, approximately 70% of shops are selling alcohol of some kind.

Drunkenness and anti-social behaviours associated with drinking alcohol are increasingly affecting the daily lives of local residents. Whether it be putting up with lewd, bawdy and salacious behaviour from large groups congregated round these shops and local green-spaces, protecting children from having to listen to foul and inappropriate language, witnessing violent interactions taking place in your street and having to deal with the subsequent damage to property such as demolished walls and damaged cars, to clearing up cans and broken glass from discarded bottles before tyres are punctured and children and pets are hurt or hosing down sick and urine spattered pavements and garden walls, the results of uncontrolled alcohol consumption are having an extremely negative affect on the local area.

These are the depravities being experienced on a daily basis by local people who are trying hard to provide a wholesome and safe environment in which their children can develop into responsible and respectful adults. Would you want to bring children up within sight and sound of this type of behaviour? Would you want to watch an adult man unzip his flies and urinate into your neighbour's garden? Would you want to clean up human excrement from the pavement outside your gate deposited in broad daylight in full and shameless view of your children?

Please do not disadvantage our community even more by swamping us in a sea of alcohol and the ensuing tsunami of antisocial behaviour that it brings. Decent people are being put off from moving into this area, desperate people are moving out and those who can't are living out their lives in resigned despair. Vulnerable people are being lured into addictions, debt and crime and young people are being exposed to negative influences. We are a community in crisis and we need Leeds City Council to assume some responsibility for the decline of this area by reviewing its licensing policies to support us in trying to improve our area and build a better future.

It is the council's recommendation to introduce a cumulative impact area for Harehills for the area around Harehills Lane and Harehills Road as shown on the map below. This will be specific to applications for new licences or variations to existing licences seeking a licence to sell alcohol for consumption off the premises at any time.



Evidence

Licensing History

The area examined for a cumulative impact area is predominantly around Harehills Lane and Harehills Road, which are the area's main shopping streets. Overall the numbers of on licensed premises have remained stable for the last 10 years, however off licences have continued to increase in number in the proposed cumulative impact area, rising from 10 to 36 in the last ten years.

| USE | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
|----------------------------|------|------|------|------|------|------|------|------|------|------|
| On Licence | 2 | 3 | 3 | 3 | 4 | 4 | 2 | 2 | 4 | 4 |
| On Licence (Secondary Use) | 1 | 1 | 1 | 2 | 2 | 2 | 2 | 2 | 2 | 2 |
| Off Licence | 10 | 11 | 14 | 19 | 22 | 30 | 32 | 35 | 33 | 36 |
| Late Night Refreshment | 15 | 17 | 17 | 18 | 18 | 19 | 18 | 19 | 19 | 19 |
| Private Members Club | 3 | 3 | 3 | 3 | 3 | 3 | 2 | 2 | 2 | 2 |

Gipton and Harehills Ward

Licences granted

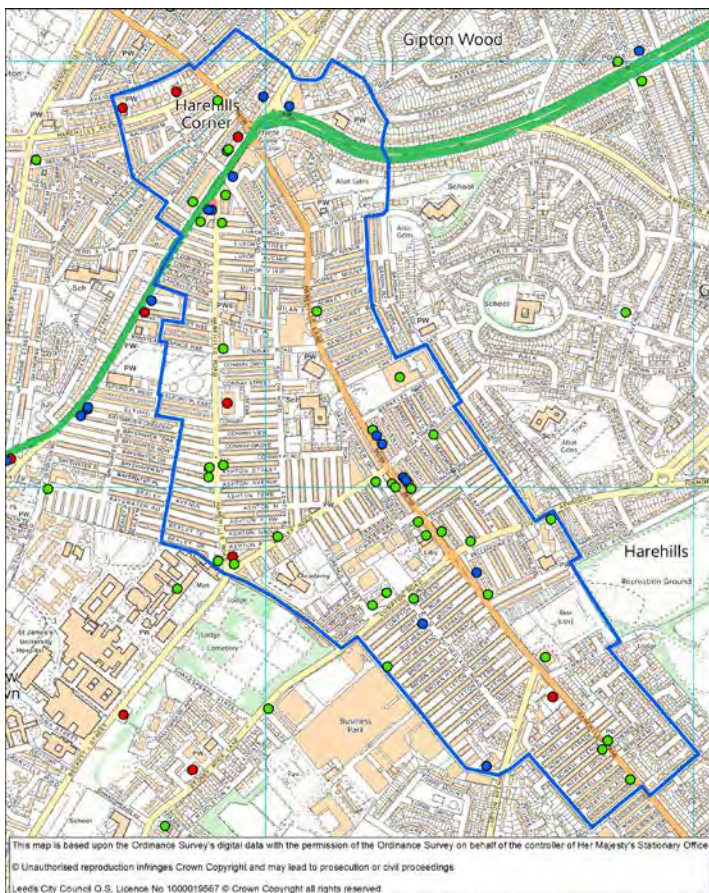
| Alcohol sales | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|-----------------------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|
| On the premises | | 1 | | | | | | | | 1 | |
| Off the premises | 1 | 1 | 3 | 2 | 4 | 5 | 3 | 2 | | 2 | 1 |
| Both on and off | | | 1 | | | | | | | | |
| Late night refreshment only | 1 | | | | | 1 | | | 1 | | |
| Total | 2 | 2 | 4 | 2 | 4 | 6 | 3 | 2 | 1 | 3 | 1 |

Licences surrendered/suspended/lapsed

| Alcohol sales | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|-----------------------------|------|----------|----------|----------|----------|----------|----------|----------|----------|------|----------|
| On the premises | | | | | | | | | 1 | | |
| Off the premises | | | 1 | | 1 | 3 | 2 | 1 | | | 2 |
| Both on and off | | | | | | 2 | | | | | |
| Late night refreshment only | | 1 | | 1 | | 1 | 1 | 3 | | | 1 |
| Total | | 1 | 1 | 1 | 1 | 6 | 3 | 4 | 1 | | 3 |

| | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|-----------|------|------|------|------|------|------|------|------|------|------|------|
| Net | 2 | 1 | 3 | 1 | 3 | 0 | 0 | -2 | 0 | 3 | -2 |
| Aggregate | 42 | 43 | 46 | 47 | 50 | 50 | 50 | 48 | 48 | 51 | 49 |

This turnover of premises provides an opportunity to reduce the overall number of premises without affecting existing viable businesses through natural wastage.

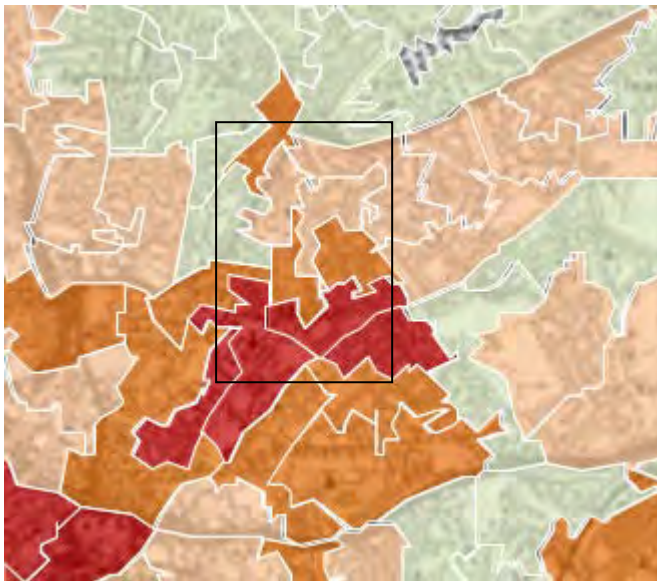


Alcohol Licensing Data Matrix

A LSOA is Lower Layer Super Output Areas are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales. Public Health have produced and maintain a licensing matrix which rank LSOAs (lower level super output area) against each other.

By entering postcodes the matrix displays the ranking of this postcodes LSOA against certain data sets. This allows responsible authorities and the licensing authority to establish the problems being experienced in the LSOA.

This map shows the Harehills area. Dark red denotes the 15 highest ranked LSOAs, followed by dark orange, light orange and green being the lowest ranked LSOAs.



The council has reviewed 3 postcodes in the Harehills area:

LS8 5HR – this is at the apex of Harehills Lane and Harehills Road. It is within the Harehills Road, Conway Drive, Luxors LSOA. It is ranked 109 of all 482 LSOAs and is considered medium risk. This area is ranked highest in Leeds for the percentage of the population aged under 16, and the highest ranked datasets in this area are looked after children, NEETs, youth offences, alcohol related antisocial behaviour and drunk and disorderly offences.

LS8 5BW – middle of the proposed cumulative impact area, at the lower end of Harehills Road. It is within the Comptons, Ashtons, Cowpers LSOA. It is ranked 7 of all 482 LSOAs and is considered one of the 'super max' LSOAs. This is the description given to the top 15 LSOAs for risk. This area scores highly for deprivation, looked after children, density of off licences, alcohol related antisocial behaviour, alcohol flagged non-violent crime and alcohol flagged violent crime (ranked 6th in Leeds).

LS9 6HU – this is at the most southern end of Harehills Lane. It is within the Cliftons, Nowells LSOA. It is ranked 16 of 482 LSOAs and is considered high risk. This LSOA is ranked especially highly for deprivation, population under 16, looked after children (highest ranked in Leeds), alcohol flagged non-violent crime and drunk and disorderly. It is also ranked high for density of off licensed premises.

This table shows the ranking for each of the data sets. Dark red denotes super high, dark orange for high, light orange for medium, and green for low.

| | LS8 5HR | LS8 5BW | LS9 6HU |
|---|---------|---------|---------|
| | Top | Middle | Bottom |
| Overall Ranking (out of 482) | 109 | 7 | 16 |
| Deprivation score | 85 | 14 | 6 |
| Alcohol specific hospital admissions - all ages | 203 | 116 | 49 |
| Alcohol related hospital admissions - all ages | 171 | 154 | 35 |
| Population aged 16 and under | 1 | 8 | 13 |
| Audit-C scoring >7 more units (GP recorded alcohol habit) | 475 | 467 | 296 |
| Looked After Children | 41 | 9 | 1 |
| NEET (Young people not in education, employment or training) | 56 | 48 | 48 |
| Youth offences | 18 | 22 | 87 |
| Education - % DID NOT achieve grade 9-5 in English and Maths | 66 | 142 | 35 |
| Alcohol Licensing - Off licensed premises density | 83 | 11 | 52 |
| Alcohol Licensing - On licensed premises density | 117 | 26 | 117 |
| Alcohol related Anti-Social Behaviour | 49 | 11 | 55 |
| Alcohol flagged total crime - excluding violent crime | 64 | 12 | 10 |
| Alcohol flagged violent crime | 110 | 6 | 35 |
| Drunk and disorderly or over prescribed limit | 59 | 21 | 8 |
| Clients who use alcohol services | 66 | 110 | 78 |
| Licensing risk scores | 99 | 25 | 44 |

Police Evidence

West Yorkshire Police have produced a statistical report titled "Cumulative Impact Policy Harehills Analysis – December 2017" dated 8th December 2017 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 key findings of this report are:

- There were 1710 crimes recorded in 'Harehills' during 2016-2017 (01/12/2016 – 30/11/2017).
- The 2016-2017 total crime figure was a 26.7% increase from the previous year.
- Violent Crime accounts for 37% of recorded crimes in the examined area.
- Violence without injury and Public Order offences increased by 123 and 53 offences respectively in 2016-2017.
- There were 361 Nuisance incidents recorded in Harehills during 2016-2017, an increase of 35.2% on the previous year.
- The peak times for Nuisance incidents in the last twelve months was 17:00 – 23:00.
- The number of recorded alcohol related incidents reduced from 30 to 28 in 2016-2017.
- The peak times for alcohol related incidents in the last twelve months was 15:00 – 23:00.
- There were 81 crimes recorded with an 'Alcohol Involved' flag in the last 12 months, a decrease from the 87 recorded the previous year.
- Most offences with an 'Alcohol Involved' flag were Violent Crimes.

- The peak times for crimes with an 'Alcohol Involved' flag in the last twelve months was 18:00 – 23:00.

Harehills Area

This report examines crime and disorder occurring in the Harehills area. The last report analysing this problem was compiled in 2015. To ensure consistency this report will examine the same geographical area set out by the 2015 report. The area examined is as follows:



Performance Analysis

Crime Data

There were 1710 crimes recorded in the examined area of Harehills during the last twelve months (01/12/2016 – 30/11/2017), an increase from the 1350 recorded the previous year.

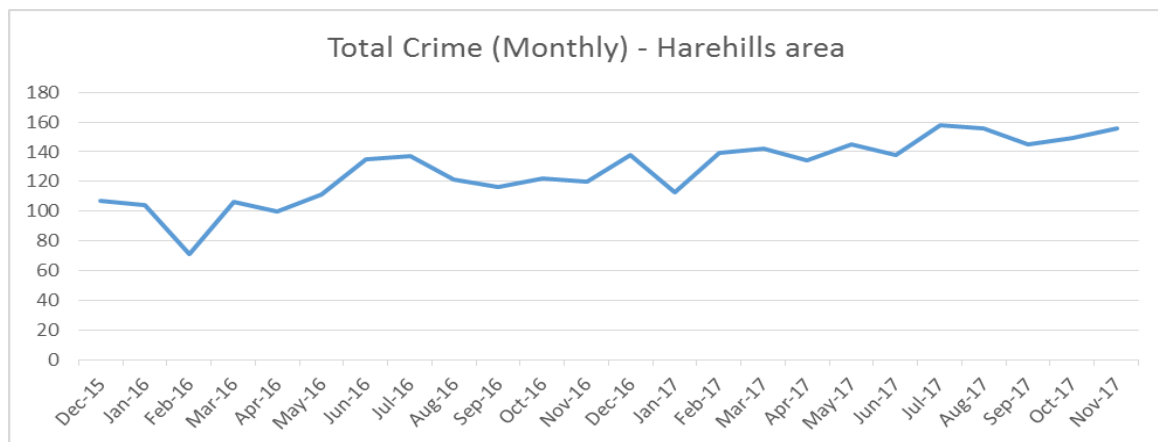


Figure 1: Total Crime recorded in the examined area of Harehills (01/12/2015 – 30/11/2017)

Figure 1 shows the total number of crimes in the examined area, broken down by the monthly figure. The number of offences has increased steadily over the two year period.

| Crime Category | 2015-2016 | 2016-2017 | % Change |
|--------------------------------------|-----------|-----------|----------|
| Arson | 8 | 12 | 50.0 |
| Bicycle theft | 17 | 21 | 23.5 |
| Burglary - business and community | 16 | 17 | 6.3 |
| Burglary - residential | 66 | 71 | 7.6 |
| Criminal damage | 167 | 209 | 25.1 |
| Homicide | 1 | 1 | 0.0 |
| Miscellaneous crimes against society | 41 | 47 | 14.6 |
| Non-crime | 18 | 20 | 11.1 |
| Other sexual offences | 26 | 23 | -11.5 |
| Other theft | 113 | 138 | 22.1 |
| Possession of drugs | 41 | 36 | -12.2 |
| Possession of weapons | 16 | 20 | 25.0 |
| Public order offences | 93 | 146 | 57.0 |
| Rape | 24 | 14 | -41.7 |
| Robbery | 32 | 61 | 90.6 |
| Shoplifting | 23 | 34 | 47.8 |
| Theft from motor vehicle | 38 | 82 | 115.8 |
| Theft from the person | 41 | 46 | 12.2 |
| Theft of motor vehicle | 29 | 26 | -10.3 |
| Trafficking in controlled drugs | 37 | 40 | 8.1 |
| Vehicle interference | 4 | 14 | 250.0 |
| Violence with injury | 215 | 225 | 4.7 |
| Violence without injury | 284 | 407 | 43.3 |
| Grand Total | 1350 | 1710 | 26.7 |

Figure 2: Harehills Area offence – Crime Category Breakdown (01/12/2015 – 30/11/2017)

Figure 2 breaks down the annual offence performance in the Harehills area by Crime Category. In the last year the greatest proportional increases have been in 'Vehicle interference' (250%) 'Theft from Motor Vehicle' (115%), Robbery (91%) and 'Public Order' Offences (36%); the largest actual increases in terms of volume have been in 'Violence without Injury' (+123) and 'Public Order Offences' (+53).

In the last year violent crime made up 37% of the total crime in the Harehills area, this is the same proportion as 2015-2016. The three years prior to this, the level of violent crime increased as a proportion of total crime year on year.

As Violent Crime makes up such a large proportion of crime in the area, it has a large effect on the overall crime rate. Figure 3 compares Violent Crime rates to the Total Crime rate in the examined area of Harehills.

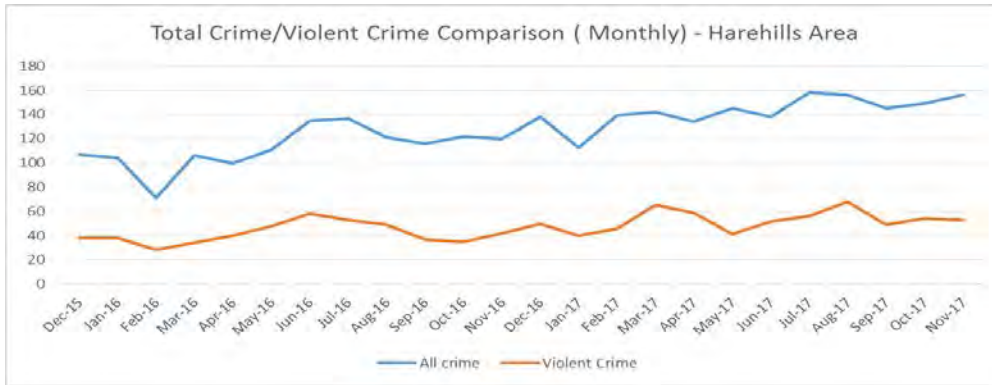


Figure 3: Violent Crime / Total Crime in the Harehills Area (Monthly figures) (01/12/2015 – 30/11/2017)

Figure 4 details the annual performance of violent crime broken down by occurrence type (Top 9). As demonstrated below, there have been increases in most of the occurrence categories.

| Occurrence Type | 2015-2016 | 2016-2017 | % Change |
|---|-----------|-----------|----------|
| Assault | 212 | 251 | 18.4 |
| Domestic - Crime | 160 | 237 | 48.1 |
| Child Protection - Crime | 45 | 35 | -22.2 |
| Nuisance Telephone Calls / Texts / Emails | 16 | 34 | 112.5 |
| Threats To Kill | 19 | 31 | 63.2 |
| Harassment | 15 | 11 | -26.7 |
| Hate - Crime | 4 | 7 | 75.0 |

Figure 4: Violent Crime broken down by Occurrence Type (top 9) - Harehills (Annual) (01/12/2015 - 30/11/2017).

Incident Data

The following section will examine incidents with an "800" disposition code; these incidents are those graded as 'Nuisance', 'Personal', or 'Environmental'. The "800" code incidents are generally considered to encompass anti-social and nuisance behaviour.

There were 361 recorded ASB / Nuisance incidents in the examined area of Harehills during the last twelve months (01/12/2016 – 30/11/2017), an increase from 267 recorded the previous year.

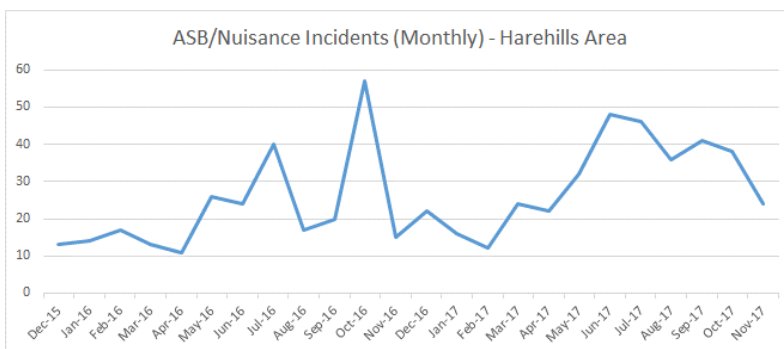


Figure 5: ASB / Nuisance Incident in the Harehills area (Monthly) (01/12/2016 – 30/11/2017)

Figure 5 illustrates the ASB / Nuisance incidents recorded per month in the Harehills area. During the examined period the number of incident recorded has fluctuated. There was a sharp increase in

October 2016, a dip from November 2016 to January 2017 and a steady increase from then until June 2017 when a reduction can be observed until the end of the period.

| Disposition 2 Full | 2015-2016 | 2016-2017 | % Change | Grand Total |
|--------------------------------------|-----------|-----------|----------|-------------|
| Adult Nuisance - Non Alcohol Related | 55 | 82 | 49.1% | 137 |
| Alcohol | 30 | 28 | -6.7% | 58 |
| Fireworks/Snowballing | 40 | 41 | 2.5% | 81 |
| Littering/Drugs Paraphernalia | 2 | 3 | 50.0% | 5 |
| Neighbour Related | 57 | 72 | 26.3% | 129 |
| Nuisance Car/Van | 5 | 11 | 120.0% | 16 |
| Nuisance Motorcycle/Quad Bike | 5 | 15 | 200.0% | 20 |
| Traveller Related | 0 | 1 | | 1 |
| Youth Related | 73 | 108 | 47.9% | 181 |
| Grand Total | 267 | 361 | 35.2% | 628 |

Figure 6: Harehills Area 800 Code Incidents –Disposition 2 Code Breakdown (01/12/2015 – 30/11/2017)

Figure 6 is a breakdown of the ASB / Nuisance incidents, into their secondary categories, and by year. Youth related nuisance is the most notable issue, accounting for 30% of all ASB / Nuisance logs in the last year (108). This is followed by 'Adult Nuisance – Non Alcohol Related' (82), which accounts for 23% of these incidents in the last year. Nearly all the categories recorded more incidents in the last year than the previous 12 months.

Alcohol Flag Analysis

There were 81 crimes recorded in the examined area of Harehills during the last twelve months (01/12/2016 – 30/11/2017) with a "Drink Involved" (Alcohol) Flag. This was a slight decrease from the 87 recorded the previous year (01/12/2015 – 30/11/2016).

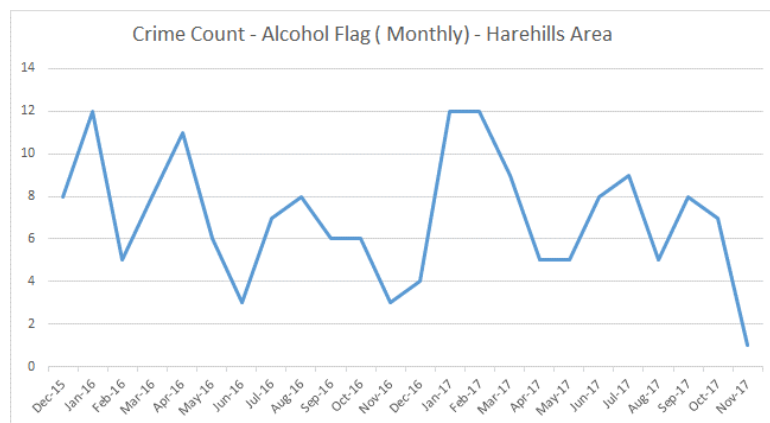


Figure 7: Crime with an Alcohol Flag recorded in the examined area of Harehills (01/12/2016 – 30/11/2017)

Figure 7 details the number of flagged offences per month during the examined period. The number of crimes with a 'drink involved' flag has fluctuated, but does not represent a cohesive seasonal pattern. The most notable increase can be seen from December 2016 – February 2017. A dip sample has revealed the Alcohol flag is under used.

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.