

Cumulative Impact Assessment Harehills and Burmantofts 2024

Licensing Act 2003



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Background

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

The Statement of Licensing Policy is due to be reviewed, with a policy in place for January 2024. However, the Cumulative Impact Assessment undertaken at the same time has a lifespan of three years and so was due to be reviewed in 2021 with a new policy in place for January 2022. This was delayed due to the coronavirus pandemic, which affected all businesses but particularly the hospitality industry.

The law

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

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

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

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

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

In Practice

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

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

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

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

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

History of Cumulative Impact in Leeds

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

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

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

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

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

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

2016: Inclusion of Armley.

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

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

2023: A review was undertaken, as planned:

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

Three Yearly Reviews

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

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

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

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

Types of Evidence

Alcohol Licensing Data Matrix

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

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

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

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

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

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

Indicator	Detail	Source	Weighting
Deprivation Score	IMD2019	UK GOV	Low
Antisocial behaviour - alcohol related, count	2016, 2017, 2018, 2019, 2020 summed	Safer Leeds	Mid
Violent crime where alcohol flagged, count	2016, 2017, 2018, 2019, 2020 summed	Safer Leeds	Mid
Drunk and disorderly, count	2016, 2017, 2018, 2019, 2020 summed	Safer Leeds	Mid
Off Licence premises count	August 2021	LCC	High
On Licence premises count	August 2021	LCC	Mid

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

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

Police Statistics

The Leeds District Analysis Unit has provided a statistical crime report for 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.

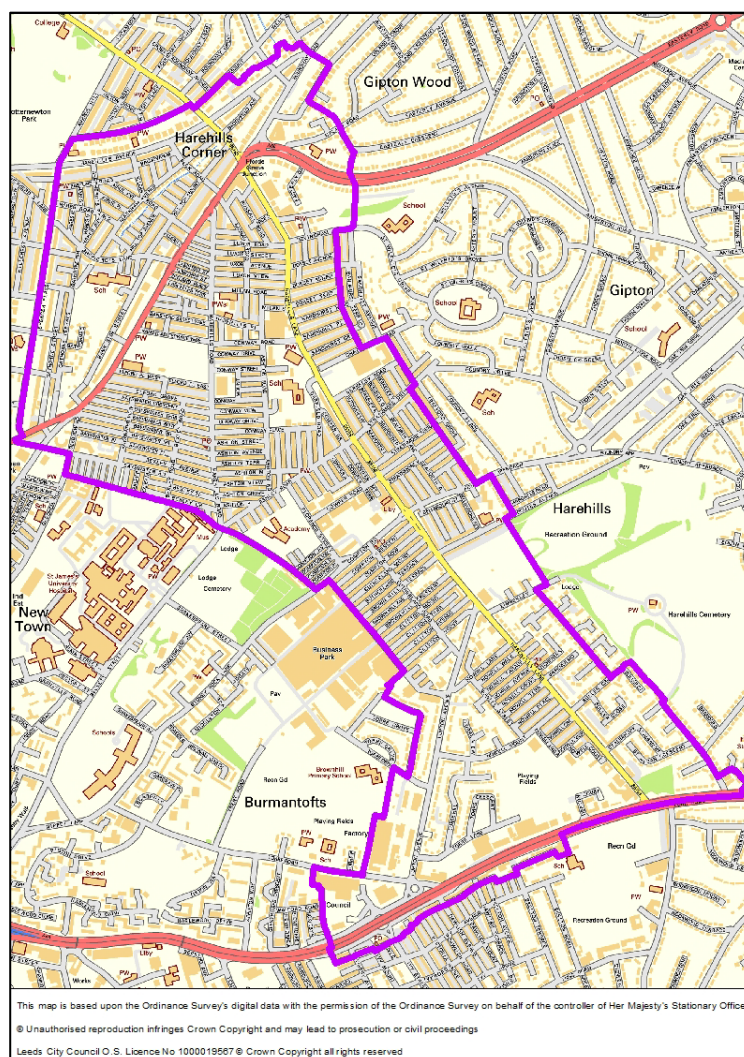
2023 Review of the Harehills and Burmantofts Cumulative Impact Area

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

The review of the cumulative impact assessment is mandated by the legislation and the licensing authority has no discretion as to whether to complete the assessment. However, it is for the authority to decide how detailed and in-depth that review needs to be.

This review was undertaken to expand the information provided to include issues relating to antisocial behaviour fuelled by alcohol not previously described. It also gave the opportunity to include information relating to Clear, Hold, Build. It was not expected the scope of area of the cumulative impact area be amended. At the same time the crime statistics and information provided through the Alcohol Licensing data Matrix was updated.

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. Harehills Lane and Harehills Road are very busy retail areas, with many food shops supplying a wide range of products, some catering to specific ethnic populations. 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 a further 10 being surrendered or lapsed. For a primarily residential area this is a high turnover of applications. It could indicate the highly competitive market that is obvious in this area. As of September 2023 there are 30 premises licensed to sell alcohol for consumption off the premises.

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.

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 around 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 fly 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.

The Council has recognised that there are many complex issues relating to alcohol in Harehills. The most obvious issue is around the groups of alcohol dependent drinkers who gather near to the off licences which serve them. The council have engaged the services of Touchstone who provide outreach services to this group, engaging with over 100 different individuals assisting them with options for treatment, but also operating as a de facto one stop shop, assisting with housing and benefits issues as well.

Dependent street drinkers do not travel far from the off licences they buy their alcohol from. They will hang around in groups of up to 20 in side streets and alley ways. The local neighbourhood policing team will engage with the groups encouraging them to move on when they become disorderly. They may need to do this multiple times over their shift, making this group resource intensive.

However this is not the only group of people in Harehills that have an impact on the community in Harehills. There is an issue with alcohol related disorder associated with large groups spread across Harehills who socialise, often late at night, with music playing. The council deals with numerous complaints relating to children who are left to play out in the street unsupervised at very young ages until very late at night. Leeds Antisocial Behaviour Team had a period of success in dealing with such groups last year by using Premises Closure legislation to affect a large scale closure of streets, with over 90 individuals summonsed to court. However this avenue has now been closed by amendments to the legislation prohibiting its use for streets.

The council tackle this issue through education with targeted interventions with families concentrating primarily on the child safeguarding aspect with the Police and Out of Hours Noise Team dealing with alcohol related antisocial behaviour and noise.

The number of off licences in Harehills directly contributes to the antisocial behaviour of both groups. There is a Public Spaces Protection Order in place in Harehills to address alcohol related antisocial behaviour. Where there is disorder the Neighbourhood Policing Team can confiscate and dispose of the alcohol being consumed in the street. However the number of off licences means easy access and plentiful availability of alcohol in Harehills. This has led to these groups using the tactic of only purchasing a single can/bottle of alcohol to consume in the street, knowing they can replace the confiscated alcohol within minutes once the officers leave. The risk of losing a single can is not serving as a sufficient deterrent given the ease at which it can be replaced from any one of the 30 off licences in the area.

Both these groups not only have a negative impact on disorder, but also create a public nuisance. There are concerns regarding the safety of the children belonging to these groups, but also for other children who live in this area, many of whom are vulnerable. Children witness both groups daily and this kind of behaviour normalises the excessive use of alcohol in the street, as well as antisocial behaviour.

In the past premises seeking a licence to sell alcohol for consumption off the premises have sought to include measures on their licences which would discourage the alcohol dependent drinkers from using their premises. Measures such as not selling high abv beers, lagers and cider may make a difference in areas where alcohol dependent drinkers are the only concern, but Harehills has many other alcohol related issues.

It is obvious from the mix of businesses on Harehills Lane, Harehills Road and Roundhay Road, that people in Harehills shop daily or several times a day. Minimum grocery spend, or minimum alcohol spend conditions would be unlikely to discourage the people engaged in street parties, although it is likely to address selling to people engaged in street drinking. Similarly restricting the alcohol types to eastern European lagers and beers, of a lower abv is also unlikely to have any impact.

West Yorkshire Police provided the following comments:

I currently work as the CommUnity Harehills Sergeant. This is part of the Clear, Hold, build initiative for Harehills led by Leeds District, forming part of the larger intervention delivered by the Serious Violence and Organised Crime Disruption Partnership for the area. Harehills has scored as the highest area of risk on the annual Most Serious Violence Report published for the force.

Part of this partnership involves tackling a persistent and prevalent issue within the ward of street drinking. This issue creates a variety of different issues including noise nuisance, littering and public order offences. This information was received through PACT meetings (public meetings with members of the public), calls to West Yorkshire Police and direct observations by me and fellow officers.

We know through crime analysis that there is a strong correlation between alcohol and violence.

The Harehills ward in Leeds has a difficult issue with street drinkers, there are multiple ways we can look to enforce the issue and there have been many previous problem solving groups who have been tasked with resolving the problem with limited success. There is a PSPO (Public space protection order) which allows police officers to make anyone drinking alcohol in a prohibited area to be fine. This is extremely difficult to enforce from a police perspective, due to limited resources and a multitude of issues within the locality we simply do not have the staff to regularly monitor.

Due to this we have worked with partners to educate off licences and distribute literature encouraging responsible sales of alcohol. This includes a closure warning letter which was issued to all licensed premises within the ward indicating powers under section 80 of the Anti-social Behaviour, Crime and Policing Act 2014 for a Premises Closure.

Due to the ongoing issues, we have been conducting inspections and test purchases on a number of licensed premises within the ward.

During the inspections we held in June and August we have found nearly all the licensed premises contained non duty paid alcohol seized by HMRC as well as illicit cigarettes. Furthermore, we have conducted several test purchases where a number of the licensed premises have sold alcohol to persons under 18 showing.

These inspections have been put in place to ensure that licensed premises adhere to the conditions set within their licence. The irresponsible sale of alcohol can have a detrimental effect on a locality.

We have regularly liaised with our partners in licensing and LASBT about the ongoing issues however I would say as a police officer the damaging effect alcohol consumption has on this community is a direct link to why it is the highest risk for violence within West Yorkshire.

Clear Hold Build

The Clear, Hold, Build approach represents a protracted strategy that involves actively engaging and empowering the local community. This ensures that the concerns most pertinent to their daily lives dictate the focus of collaborative efforts. By combining targeted enforcement with community-centric initiatives, this approach enables law enforcement and partner agencies to eliminate organised criminal activity from an area, maintain control to prevent its re-emergence and fortify the region to make it less susceptible to criminal elements.

Under the 'CommUnity Harehills' project officers from the Leeds East Neighbourhood Policing Team have been joined by staff from West Yorkshire Trading Standards, Leeds Anti-Social Behaviour Team, Licensing, HM Revenue & Customs, Serious Environmental Crime Team, the Department for Work and Pensions, Immigration, and the Driver and Vehicle Standards Agency at several Action Days where commercial premises are inspected.

Since March 2023, under Operation Bakegreen, officers from the Leeds East Neighbourhood Policing Team have been carrying out a widespread proactive campaign to disrupt and dismantle the organised supply of drugs in the area to lay firm foundations in the 'clear' phase.

With support from a range of resources, including specialist officers from Programme Precision which targets serious and organised crime and Leeds District Neighbourhood Impact Team, a total of 32 drugs warrants have been executed with more than 40 arrests made. More than 1,000 cannabis plants have been seized along with other drugs worth about £150,000. Officers have also recovered more than £50,000 in cash and seized thousands of pounds worth of jewellery, designer clothing and vehicles under the Proceeds of Crime Act.

In September 2023 Leeds East Neighbourhood Policing, in collaboration with personnel from Leeds Anti-Social Behaviour Team, Licensing, West Yorkshire Trading Standards, HM Revenue & Customs, the Department for Work and Pensions, Immigration, and the Driver and Vehicle Standards Agency, undertook a visit to 13 commercial establishments in Harehills. This led to a series of enforcement measures and substantial seizures.

Over the course of two days, five individuals were apprehended, nine vehicles were confiscated, and 25 closure warning notices were delivered to licensed premises. Additionally, three Community Protection Notice warnings were issued. A Misuse of Drugs Act warrant, carried out as an emergency measure, led to the discovery of a cannabis farm, and an offensive weapon was confiscated. Immigration officers executed two arrests, and fines potentially amounting to £20,000 were imposed on the implicated businesses. The operation also resulted in the recovery of a total of 3,129 cans of beer, 428 bottles of wine, 255 bottles of spirits, 2,230 vapes, and roughly 150,000 cigarettes.

Because of these days of action, West Yorkshire Police have submitted ten reviews of premises licences of those businesses involved in these days of action. The reviews, supported by Ward Members and Public Health and with additional evidence of non-compliance from Licensing Enforcement, are still in process, with the final outcomes to be decided. However, under the Licensing Act it is a relatively simple process for the current licence holder to transfer the premises licence to an unconnected individual, and to weaken the impact of the licence review.

Inspector Alastair Nicholls, who heads the Leeds East Neighbourhood Policing Team, said:

“The CommUnity Harehills initiative is about working collaboratively with partners to tackle organised criminality across the communities we serve, in line with concerns raised by the local community.”

“These days of action demonstrate how police and partners will ruthlessly pursue and disrupt all forms of criminality which cause harm in the local community. The police will continue to work with partners to target and disrupt organised criminality to keep communities safe and feeling safe.”

Linda Davis, Trading Standards Manager, said:

“Illicit tobacco products hook young people into tobacco experimentation and use because they are more affordable. Members of the public should recognise the adverse health, economic and social impacts of the illicit trade of tobacco products, including the linkages with human trafficking and organised crime.”

“We want to see health improvement in this county and with poor and disadvantaged communities and young people often the target of this cheap tobacco, it does not encourage people to quit. Offenders need to know that they will face consequences if they choose to deal in these illegal products.”

Evidence

Alcohol Licensing Data Matrix

The Harehills Cumulative Impact Area sits across three MSOAs:

- MSOA E02002382 known as Harehills South
- MSOA E02002377 known as Harehills North and
- MSOA E02002394 known as Burmantofts.

Harehills South

The Harehills cumulative impact area sits in MSOA E02002382 known as Harehills South.

It ranks 11th out of 107 MSOAs in Leeds and is considered high risk, which is the description given to the top 10 to 23 MSOAs.

This is an area of deprivation, scoring second highest in the city of Leeds. As can be seen from the table below, this area has significant concerns in relation to vulnerable children. This area is highest for a population of children aged under 16 years, and highest for children with lower educational attainment. It ranks 9th for looked after children and for children not in employment, education, or training.

Drunk and disorderly, violent, and antisocial behaviour crime are all either very high or high.

This area not only has the sixth highest number of off licensed premises in the city, but also a high licensing risk score. This means there are a high number of premises that the Licensing Authority consider to be at high risk for either compliance issues or in relation to the style of operation. Following the Clear Hold Build days of action, it is likely that this score will be higher at the next data refresh.



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

Indicator	MSOA Category	Rank
Population aged 16 and under	Very high	1
Not achieving English & Maths strong pass	Very high	1
Litter complaints	Very high	1
Deprivation Score	Very high	2
Stroke emergency hospital admissions (age std. rate)	Very high	3
Antisocial behaviour - alcohol related, count	Very high	4
Off Licence premises count	Very high	6
Crime where alcohol flagged, count	Very high	8
Looked after children	Very high	9
NEET (not in education or training)	Very high	9
Violent crime where alcohol flagged, count	Very high	9
Drunk and disorderly, count	High	10
Noise complaints	High	12
Alcohol related harm hospital stays (narrow, age std. rate)	High	14
Licensing risk score	High	18
Ambulance callouts related to alcohol, count	High	23
Alcoholic liver disease mortality rate	Medium	31
AUDIT tests scoring 16 or more (higher risk)	Low	55
Alcohol specific emergency admission count	Low	57
On Licence premises count	Low	59
Alcohol treatment, all episode counts	Low	61

Harehills North

The top of the cumulative impact area comes under MSOA E02002377. It is ranked 25 out of 107 MSOAs in Leeds. This MSOA is known as Harehills North.

This area, which constitutes the northwest of the cumulative impact area scores very high for data sets relating to children. Like its closest neighbour in the south this area has significant concerns in relation to vulnerable children. This area is second highest for a population of children aged under 16 years, high for looked after children (13th) and very high for children not in employment, education, or training (4th).

The predominant area for retail in this MSOA is Roundhay Road. This has a mix of types of shop, off licences are plentiful, but it also has unlicensed restaurants, food stores and commercial premises along its length. The area suffers from high alcohol related anti-social behaviour and very high for drunk and disorderly (7th).



Taken together these two MSOAs, which cover quite small geographical areas, and do not cover the bottom third of the cumulative impact area (which has a similar ranking under the Alcohol Licensing Data Matrix), have concerns relating to vulnerable children and alcohol related crime and disorder.

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

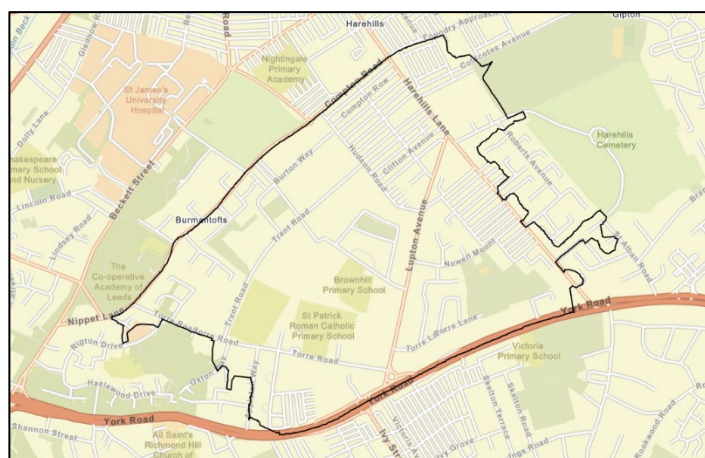
Indicator	MSOA Category	Rank
Population aged 16 and under	Very high	2
Litter complaints	Very high	3
NEET (not in education or training)	Very high	4
Drunk and disorderly, count	Very high	7
Antisocial behaviour - alcohol related, count	High	12
Looked after children	High	13
Deprivation Score	High	15
Off Licence premises count	High	16
Not achieving English & Maths strong pass	High	20
Stroke emergency hospital admissions (age std. rate)	High	21
Crime where alcohol flagged, count	Medium	26
Licensing risk score	Medium	33
Violent crime where alcohol flagged, count	Medium	34
Ambulance callouts related to alcohol, count	Medium	43
Alcohol related harm hospital stays (narrow, age std. rate)	Medium	53
Alcohol specific emergency admission count	Low	62
Alcohol treatment, all episode counts	Low	72
On Licence premises count	Low	77
AUDIT tests scoring 16 or more (higher risk)	Low	79
Noise complaints	Low	88
Alcoholic liver disease mortality rate	Low	90

Burmantofts

The southernmost MSOA in this area is known as Burmantofts and come under MSOA E02002394. It is ranked 10 out of 107 MSOAs.

In common with the other two MSOAs in this cumulative impact area, this MSOA scores most highly in the datasets relating to vulnerable children. This area is ranked highest in Leeds for looked after children, 4th for population under 16, 12th for lower educational attainment, and 10th for children not in education, employment, or training.

This area also scores very high for the density of off licences and very high for alcohol related hospital stays. As can be seen from the table, nearly all other data sets scored high.



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

Indicator	MSOA Category	Rank
Looked after children	Very high	1
Stroke emergency hospital admissions (age std. rate)	Very high	2
Deprivation Score	Very high	3
Litter complaints	Very high	4
Population aged 16 and under	Very high	5
Crime where alcohol flagged, count	Very high	7
Violent crime where alcohol flagged, count	Very high	7
NEET (not in education or training)	High	10
Alcohol related harm hospital stays (narrow, age std. rate)	High	11
Ambulance callouts related to alcohol, count	High	11
Not achieving English & Maths strong pass	High	12
Alcohol specific emergency admission count	High	12
Off Licence premises count	High	15
Antisocial behaviour - alcohol related, count	High	17
Alcohol treatment, all episode counts	High	18
Noise complaints	High	19
Drunk and disorderly, count	High	19
AUDIT tests scoring 16 or more (higher risk)	High	23
Alcoholic liver disease mortality rate	Medium	40
Licensing risk score	Medium	43
On Licence premises count	Low	86

Overall the Harehills and Burmantofts Cumulative Impact Area which has many vulnerable children living within its borders. It has a high density of off licences and there are high levels of alcohol related antisocial behaviour and drunk and disorderly crime. Confidence in the management of licensed premises, as evidenced by the Licensing Risk Scores is low.

Police Statistics

West Yorkshire Police have produced a statistical report titled “Leeds Harehills CIP Report: Date range 1 September 2020 to 31 August 2023 which has been referred to when reviewing this area. Extracts from this report are included below. A full copy of the report is available from Entertainment Licensing.

The types of crime searched are as follows:

- Assault
- Affray
- Theft Other
- Other Violence
- Drunk & Disorderly
- Public Order
- Robbery
- Sexual

- Theft From Person
- Nuisance ASB

The Police Report provides the following overall statements:

- Offence numbers in the Harehills CIP Area have decreased 9.7% between the most recent 12-month period and the previous. Offending rate is more akin to early 2021 following a significant increase in offences through 2021-2022 period.
- Nuisance ASB calls have decreased each year through the three annual periods analysed, reducing on average each year by a third.
- Offending tendencies of the highest demand streets in the CIP area remain largely during the day time between 15:00 and 19:00.
- Issues on Lascelles Terrace and Sutherland Mount are evident in the most recent annual period. These both involve youth nuisance smoking cannabis and noise disturbances.
- There is evidence to suggest that group of young males hosting street parties contributing to demand around Lascelles and Bayswater Street Clusters as well as Harehills Road and Harehills Lane.

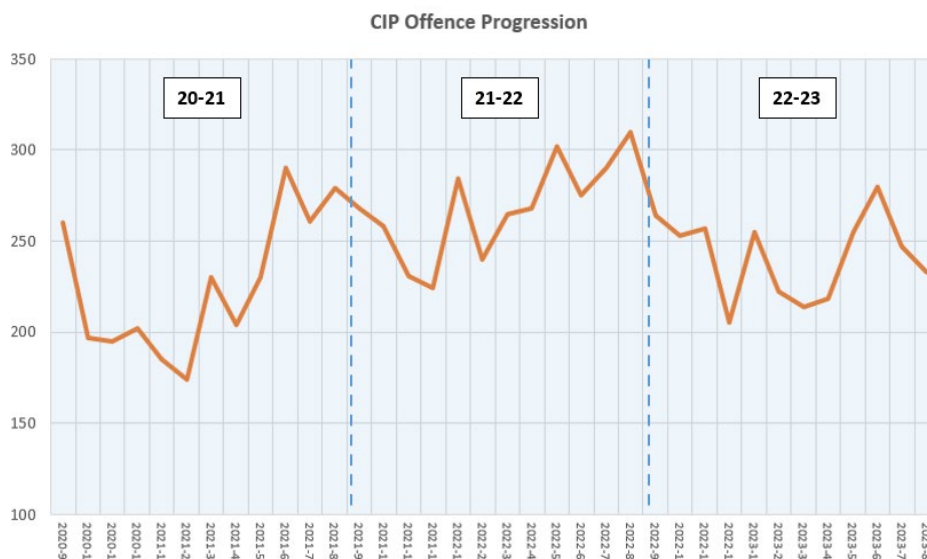
Crime

Crime levels within the CIP have been variable over the 3 years, overall increasing by 7%.

As expected, offending rate increased moving out of covid restrictions with several crime categories increasing in rate by one third.

In those offence categories however, most have then seen decreases in the period following the exit from covid 19 restrictions. Only 'Theft from Person' and 'Robbery' have seen maintained increases throughout the 3-year period. Theft from person offending rate has contributed significantly, relatively speaking, to the overall 7% increase in CIP area crime the two greatest contributors to that increase are public order offences and 'Other violence' increasing 20% and 18% respectively over the 3-year period.

A large proportion of the 2022-2023 period has exhibited reduced figures for crime compared to the previous annual period. Summer month offending levels increased as they have done in previous periods but not to the same extent.



All Data

Category / Period	20-21	21-22	22-23	% Change 20/21 & 21/22	% Change 21/22 & 22/23	% Change 20/21 & 22/23
Assault	1327	1473	1300	+11.0%	-11.7%	-2.0%
Public Order	501	642	572	+28.1%	-10.9%	+14%
Other Violence	419	533	502	+27.2%	-5.8%	+20%
Other Theft	170	220	201	+29.4%	-8.6%	+18%
Sexual	117	152	134	+29.9%	-11.8%	+15%
Robbery	75	79	80	+5.3%	+1%	+7%
Theft From Person	47	64	68	+36.2%	+6%	+45%
Affray	31	28	20	-9.7%	-28.6%	-35.5%
Drunk & Disorderly	20	24	26	+20.0%	+8%	+30%
Total	2707	3215	2903	+18.8%	-9.7%	+7%

Top Streets

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

Street	20-21	21-22	22-23	% Change 20/21 & 21/22	% Change 21/22 & 22/23	% Change 20/21 & 22/23
Harehills Lane	234	293	281	+25.2%	-4.1%	+20%
Beckett Street	252	213	283	-15.5%	+33%	+12%
Harehills Road	133	184	133	+38.3%	-27.7%	-
Alma Street	119	136	128	+14.3%	-5.9%	+8%
Milan Road	80	93	63	+16.3%	-32.3%	-21.3%
Compton Road	61	86	67	+41.0%	-22.1%	+10%
Ashton Road	56	34	64	-39.3%	+88%	+14%
Sutherland Mount	38	63	28	+65.8%	-55.6%	-26.3%
Cherry Row	33	48	46	+45.5%	-4.2%	+39%
Bayswater Mount	24	48	48	+100.0%	-	+100%
Stoney Rock Lane	31	48	35	+54.8%	-27.1%	+13%
Lupton Avenue	46	40	21	-13.0%	-47.5%	-54.3%

Harehills Lane is the greatest street for crime demand. Throughout the three annual periods the crime level on the street fluctuated. Most recently the comparison from 20-21 time period to most recent 22-23 period, Harehills Lane increased by 20% overall mostly due to increases in violence and public order.

Beckett Street was the second busiest street overall throughout this period, increasing as Harehills Lane did with fluctuations between years, largely increasing due to low harm violent offences increasing as well as having the highest proportion of theft and theft from person offences.

Bayswater Mount recorded double the number of offences on the street between 20-21 and 21-22. This has been maintained throughout the most recent period 22-23. Both annual periods saw significant increases in assaults a large proportion being domestic related. Public order on Bayswater Mount has also increased significantly particularly in relation to Hate crime/Harassment between neighbours following disturbance/ongoing disputes. This is reflected in the call for service rate of this wider area.

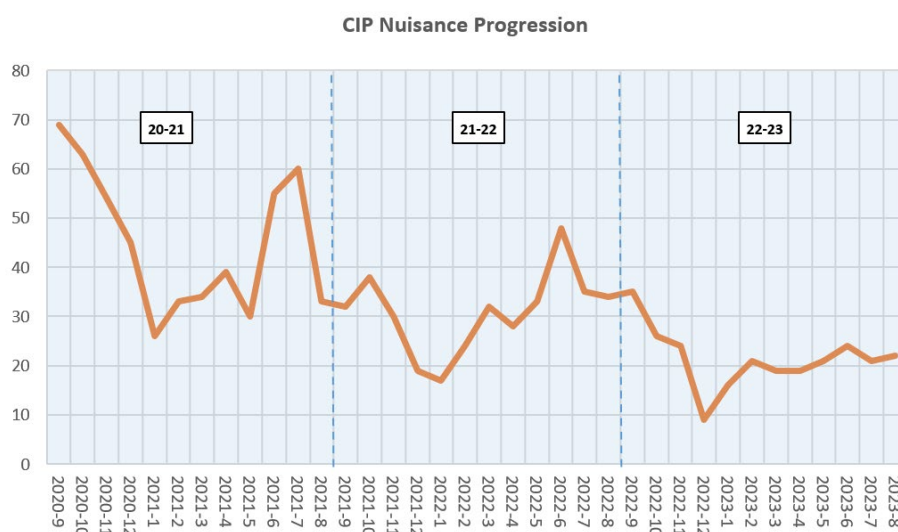
Sutherland Mount has seen the most relative decrease over the three annual periods, offences halving in 22-23. Violence with injury and public order offences have reduced most in the current period following an increase in violent behaviour connected to urban street gangs in the area in previous years.

Milan Road also saw a significant decrease in the most recent period, falling by a third. In a similar fashion to Sutherland Mount, public order has decreased on this street but remains the most pertinent issue followed by Violence without injury offences in which reductions have been made across the three annual periods.

Nuisance

Overall Nuisance ASB reports have decreased annually within the CIP area. Comparing the periods of 20-21 and 22-23, Nuisance ASB can be seen to have decreased by **52.5%**. Youth related ASB still remains as the most frequent sources of ASB calls however that as reduced dramatically between the two periods mention by **43.4%** falling from 166 in 20-21 calls to 94 in 22-23.

All Nuisance categories have seen decreases over the three periods analysed. Alcohol Related nuisance has seen the greatest relative reduction since the 20-21 period reducing by **73.7%** from 76 in 20-21, increasing slightly in 21-22 to 88 calls and finally reducing to 20 calls between the 22-23 data period



All Data

Category / Period	20-21	21-22	22-23	% Change 20/21 & 21/22	% Change 21/22 & 22/23	% Change 20/21 & 22/23
YOUTH RELATED	166	125	94	-24.7%	-24.8%	-43.4%
ADULT NUISANCE - NON-ALCOHOL RELATED	107	42	48	-60.7%	14.3%	-55.1%
NEIGHBOUR RELATED	103	42	42	-59.2%	-	-59.2%
ALCOHOL	76	88	20	15.8%	-77.3%	-73.7%
NUISANCE MOTORCYCLE/QUAD BIKE	32	33	20	3.1%	-39.4%	-37.5%
FIREWORKS/SNOWBALLING	30	21	16	-30.0%	-23.8%	-46.7%
NUISANCE CAR/VAN	21	17	11	-19.0%	-35.3%	-47.6%
LITTERING/DRUGS PARAPHERNALIA	6	2	6	-66.7%	200.0%	-
Total	541	370	257	-31.6%	-30.5%	-52.5%

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

Top Streets

Street	20-21	21-22	22-23	% Change 20/21 & 21/22	% Change 21/22 & 22/23	% Change 20/21 & 22/23
Harehills Lane	49	47	19	-4.1%	-59.6%	-61.2%
Bexley Gr	27	44	1	63.0%	-97.7%	-96.3%
Harehills Rd	33	14	12	-57.6%	-14.3%	-63.6%
Compton Rd	8	27	5	237.5%	-81.5%	-37.5%
Beckett St	19	5	5	-73.7%	-	-73.7%
Bayswater Mt	14	5	6	-64.3%	20.0%	-57.1%
Bayswater Ter	15	5	3	-66.7%	-40.0%	-80.0%
Sutherland Mt	4	8	10	100.0%	25.0%	150.0%
Lascelles Ter	4	3	14	-25.0%	366.7%	250.0%
Brownhill Ter	5	9	7	80.0%	-22.2%	40.0%

Harehills Lane, unsurprisingly given its length, remains the top street for ASB calls within the CIP area however it has seen a progressive decrease across the three annual periods, resulting in a total decrease between 20-21 and 22-23 of **61.2%**.

Bexley Grove has also seen a dramatic decrease in call rate for nuisance ASB reducing the most by any individual street, relatively speaking, by 96.3%, reducing from a peak of 44 calls in 21-22 to just 1 call in 22-23 relating to nuisance.

Lascelles Terrace exhibited the greatest rise between the three annual periods, particularly in the current 22-23 period rising from 3 to 14 calls. This increase made Lascelles Terrace the 3rd highest street in the CIP for Nuisance ASB. The sole cause of the dramatic rise on Lascelles Terrace is due to youth ASB namely large groups of youths playing loud music, smoking cannabis, and causing criminal damage. Spiked in 22-23

Sutherland Mount rose in nuisance call demand each period consecutively, more than doubling over the three annual periods. As with Lascelles Terrace, this increase made Sutherland Mount one of the top Streets within the CIP for Nuisance Call demand. Sutherland Mount has seen a progressive increase each year of nuisance motorbike calls, generally connected to youth ASB.

Of Note: There are several logs that describe a group of males, behaving in a way that generates demand throughout the northern half of the CIP. Several calls each received as Youth Nuisance, Adult Nuisance and Neighbour Disputes detail that young males in groups ranging from 3 to upwards of 15 have been having loud gatherings and parties along the Bayswaters, and Lascelles clusters and onto Harehills Road/Lane. Call numbers that could be attributable to this group is upwards of 20 in 2023 with several callers calling multiple times following continued disturbances.

Leeds Antisocial Behaviour Team

Leeds Antisocial Behaviour Team have provided the following information.

Street drinking is the number one issue raised when we meet with local residents, partners and ward members in this area. The problematic drinkers are attracted to the Harehills area by the ready availability of cheap alcohol. They gather in groups, shout and argue amongst themselves, litter alcoholic drinks cans, urinate and defecate in public, and cause occasional violence thus causing harassment, alarm and distress to other members of the community and raising the fear of crime. Members of the public also report being intimidated and dissuaded from using local businesses as a result.

A number of efforts have been made by Leeds City Council, West Yorkshire Police and other partners to reduce the levels of street drinking and the associated nuisance and disorder in Harehills, including:

- *A Public Spaces Protection Order – PSPO.*
- *A Premises Closure Order limiting the public consumption of alcohol.*
- *Anti-Social Behaviour Injunctions for individuals.*
- *Outreach projects to address underlying alcohol addiction issues.*
- *Work to educate off-licences and distribute literature encouraging responsible sales of alcohol.*
- *Multi-agency operations targeting the untaxed sale of alcohol in the area.*

These measures require significant public resource, one example would be an injunction we obtained against JJ for his persistent anti-social behaviour in and around the Nowells and Cliftons area of Harehills and very close to this shop, an injunction he breached many times and was given many last chances by the courts who insisted he needed treatment away from alcohol rather than punishment, however when he appeared in court again for breaching his injunction a further 13 times the court were less tolerant and he was sentenced to 10 weeks in prison. As a result of this and his behaviours he was also evicted from his house by his landlord and will be homeless upon his release. He and the other people in the area who are vulnerable to the lure of the plentiful supply of cheap alcohol do not need that access and availability to be increased. The cost of the legal action taken to prosecute the breaches of the injunction ran into thousands of pounds of public money.

In addition across Harehills including the Nowells and Cliftons area, there are large extended migrant families and networks of friends from their home country. Culturally they drink and socialise in large groups, often late at night with music playing. An off shoot of this, which we also get complaints about, is that whilst this is going on children are left to play out in the street unsupervised at very young ages until very late at night. AWe have received complaints for the last 4 summers and we have tried to tackle it through education with targeted interventions concentrating primarily on the child safeguarding aspect with the Police, the Out of Hours Noise Team and Leeds Anti-Social Behaviour Team to deal with the complains around the excessive drinking and the noise.

The following are a dip sample of the calls for service report LASBT receives from the Police Link Officers, and this gives a flavour of the type of issues that get reported. This is over one weekend in August.

These are reports direct to the Police. Often it is very difficult to identify the individuals involved and often the groups congregate in back streets and not always attributable to an address. Door knocking and letter drops rarely reveal any new information, the communities are very insular and rarely communicate directly with LASBT. The complainants prefer to speak through their ward members.

Please note these call logs have been edited to remove identifying information, and non-relevant information, such as call sign logs.

18/08/2023 16:51	<p>Large fight ongoing in street. Around 20 youths involved. Boys and girls - approx. Aged between 12 and 18. No weapons seen. Not really close enough to see clearly but none seen.</p> <p>Officer attending: there were large groups outside two addresses when we arrived, they are regularly sat outside these addresses. No complaints from anyone or offences disclosed. The group are generally quite loud, appeared in good spirits and no complaints.</p>	Trafford Ave
20/08/2023 00:55	<p>Caller reporting large gathering at locus. There is loud music and drinking. At least 40 + people currently present. Has been ongoing since the afternoon - caller expected it to calm down from 11pm ish but it hasn't. People are becoming rowdy with the alcohol. Caller is two streets away and I can hear the music on the phone. Caller hasn't reported to the council as of yet - I have advised she do so if this is an ongoing issue in the area. There are people coming and going in cars constantly so possibility of opl etc but this cannot be confirmed by caller.</p>	Gathorne Ter
20/08/2023 00:58	<p>Ongoing celebration in the street. Speakers set up on the street and approx. 40 people gathered. This happens one Saturday night every month, but caller isn't sure why. Causing nuisance for residents. Strong smell of cannabis on the street.</p>	Gathorne Ter
21/08/2023 02:36	<p>5 people sitting at locus drinking and playing music loudly out of a large speaker. This is at the junction and close to the main road also. No previous for this. Can hear some shouting, not aggressive but loud and calling to each other. No names known. All males. Possibly eastern European / Romanian males. Caller believes this from the kind of music they are playing.</p>	Bayswater Rd
21/08/2023 17:26	<p>Caller is reporting lots of people in the street - playing games and making noise in the middle of the road. Lots of noise and disruption. Caller says some of them are from number xxx. Caller is distressed. Caller is concerned for the safety of residents - they are throwing a ball around - it could hit peoples windows. They are adults not children. The noise is very loud - I can hear it. Caller said about 20 people. Said some of them have come from Harehills.</p> <p>1730 - I have spoken with caller she states that there are still people outside on the street playing football. Not doing anything criminal and not said anything untoward to her. However she just feels annoyed that people who are not living there are attending the street to play.</p> <p>Officer attending: persons are just playing, nothing criminal. Low level nuisance</p>	Broughton Ter

Safer Stronger Communities Team

The Safer Stronger Communities Team, which works under the Community Safety Partnership umbrella, forges partnerships with agencies, residents, and ward members to:

- Strengthen the safer and stronger elements of partnership working,
- Address crime and anti-social behaviour to keep people safe from harm, and,
- Be responsive to local needs, to create thriving, resilient communities that promotes respect.

Both Burmantofts & Richmond Hill and Gipton and Harehills have been designated as Priority Wards. The revised model for working in Leeds' Priority Wards was previously approved by Executive Board – 16th March 2022 and agreed to:

- Support the continued development of the Locality Working approach and endorse the evolving whole city approach to Locality Working around the more targeted, seasonal, and responsive approach.
- Support the upscale of the Locality Working approach to increase the priority neighbourhood footprint in our most disadvantaged communities to cover all the 12 (1%) most disadvantaged neighbourhoods, whilst retaining a focus at the ward level in the city's 6 priority wards to enable greater impact and outcomes, through a collective focus to tackle inequality and poverty and build more thriving and resilient communities.
- Continue support work with Elected Members and Community Committees to explore how the role and responsibilities of Community Committees could be even further enhanced through the new Locality Working approach.

The following paragraphs, provided by the Safer Stronger Communities Team in support of a recent licence review in Harehills, outline the arduous journey that has been undertaken to help tackle problem drinking in adults in Harehills.

The Safer Stronger Communities Team, along with Ward Members, have formed a multi-agency partnership and this is taking-up this complex challenge is on several fronts. Focus is being given to disruption, which includes enforcing the existing Public Space Protection Order (PSPO: <https://www.leeds.gov.uk/antisocial-behaviour-and-crime/public-spaces-protection-orders/harehills-pspo>) and serving injunctions on the more troublesome street drinkers.

In tandem to this approach, there is also a concerted effort to engage with this cohort of drinkers to address their needs around addiction. This work has proven challenging for the partnership given the obvious tension between balancing the imperative to support individuals who are addicted to alcohol and the concerns of the wider community who are suffering because of their actions. A constant pressure for the partnership is allowing the space and time for the outreach work to pay dividends whilst demonstrating to residents that this issue is being taken seriously via enforcement activity that reduces unacceptable levels of anti-social behaviour.

Genuine relationships are being forged under difficult circumstances by Touchstone's dedicated outreach worker who has conducted numerous visits to the Harehills area to date. Allied to this, alcohol supply has sought to have been addressed through the continued defence of the council's Cumulative Impact Assessment (CIA) and the opposition of any new off licenses; four applications have been declined in recent times, but tens of off-licences remain in a less than two-mile square radius. A prominent derelict site on Compton Road has also been target hardened following work by Cleaner Neighbourhoods Team colleagues, as it was a magnet for street drinkers.

Ward Members from both Gipton and Harehills and Burmantofts and Richmond Hill have committed funding for the Touchstone outreach worker, with group sessions for this cohort taking place at a local café on Harehills Lane. Encouragingly, around 12-15 people now regularly attend and engage with support services at these sessions, with over 129 individuals with alcohol dependency issues attending since October 2021.

Incremental progress is being made with two attendees in rehab; one individual is not attending due to "now working" and some of those who attended on a regular basis are now staying at home, in a relationship or visiting family i.e. positive lifestyle changes. Most refrain from drinking to attend the session then go home afterwards. Furthermore, some clients changed their drinking behaviour and reported increased confidence and self-worth. In addition, there was a take up of new registrations with Forward Leeds, who supported the drop in sessions.

Allied to this, colleagues in Leeds Anti-Social Behaviour Team, along with the Police and the Safer, Stronger Communities Team are constantly working in partnership using all the available legislation including the Anti-Social Behaviour Crime and Policing Act 2014 to address the issue of problem street drinking and associated community concerns.

The innovative use of 'Closure Orders', granted under anti-social behaviour legislation further bolstered the existing PSPO in the area for a time. The Closure Order, which denied access to a specific area if people are in possession of an open container of alcohol, also gave officers additional powers to ensure there was the necessary balanced approach that allowed officers to support the needs of the community as well as the needs of a group of individuals with very serious challenges around addiction.

East Leeds Neighbourhood Policing Team undertook the following action in relation to the Closure Order, which ran from December 2021 until June 2022:

- 92 x individuals issued with warnings.
- 36 x individuals reported for summons to court, for breaching the order and previous warnings issued.
- 7 x individuals arrested for offences including breach of the closure order, breach of bail and drunk and disorderly.
- 3 x individuals prosecuted and fined in court, for breaching the partial closure order.

Closure Order: <https://www.westyorkshire.police.uk/news-appeals/new-powers-tackle-street-drinking-harehills-leeds>

As a community, along with the council, statutory services and local community and voluntary sector groups we are exhaustively trying to redress the current imbalance in an area where alcohol misuse is having a detrimental effect on the lives of residents.

Consultation

The public consultation is a statutory requirement of the Licensing Act 2003 but can be scaled according to the size of the review. The consultation was carried out between 9th and 28th February 2024.

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

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

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

Comment 1: Resident

Firstly, I would agree with the boundary set out for the CIA area- while the main area of concern in my option is Harehills Lane there are also lots of problems related to off licences and street drinking on Harehills Road and Roundhay Road, so it covers all the problem areas. It seems like the CIA can be a valuable tool to prevent new off licences in the area a fact that would be welcomed by many local people. Its a daily occurrence to see people in the middle of the day going into these off licences, buying alcohol, and then standing on the street drinking.

I do think it's important that we support these people with more positive alternatives, but it is also the case that their behaviour can cause a lot of disruption and fear for local people. Therefore, it seems obvious that stopping the supply of where to buy this alcohol can only be a good thing to try and tackle the problem and make Harehills a safer place to live.

Comment 2: Resident

The data speaks for itself in terms of the challenges that face the residents from Harehills face from all angles and the lived experience of many local people reflect these difficulties. There are lots of brilliant things about Harehills and the people that live here but there are also lots of alcohol related problems in Harehills. Street drinking is a big issue and anything that authorities can do to tackle the issue is welcome by local people.

There are so many places to buy alcohol in Harehills that it makes sense to try to consider the impact that these businesses have on the local area before allowing any new licenses. It often feels like every other shop in Harehills sells alcohol and I would love to see the area have more diverse businesses that are not selling the alcohol that so clearly affects people's health as well as leading to antisocial behaviour. Anything you can do to challenge new licence applications would be very welcome.

Comment 3: Ward Councillor

There has been a joint effort from local councillors, the police, council services and businesses to tackle the antisocial behaviour that is linked to the consumption of alcohol within the proposed CIA area. We have made positive progress, particularly with recent licence reviews, but it's important that we don't take our foot off the gas and continue to use all powers available to us to challenge any new licence applications. Alcohol related issues and in particular street drinking is one of the biggest concerns for residents in our community and the CIA is a vital tool to help challenge new applications and limit the number of off licences in the area.

Comment 4: Ward Councillor

I continue to be in full support of the CIA as it has played a vital part in our work to tackle and minimise alcohol related issues in the Harehills area. By challenging and limiting the number of new licences to sell alcohol being granted in the area, we can better focus our efforts on making sure that existing licence holders are operating within the law and continue our support for local people struggling with alcohol related issues.

Consultation Response:

Each of these comments is in support of the cumulative impact assessment and the area described within it. As such there is no requirement to amend the assessment based on this feedback to the consultation. However the Licensing Authority is grateful for the time the respondents have taken to write to show their support.

No comments were received from business owners, licence holders or those who represent them.

Conclusions and Recommendations

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

This assessment is an interim assessment of evidence provided by Public Health through the Alcohol Licensing Data Matrix, West Yorkshire Police through updated crime statistics, as well as additional information provided by West Yorkshire Police, Leeds Antisocial Behaviour Team, the Safer Stronger Communities Team and includes comments provided by the public in response to the first cumulative impact assessment consultation. This review and the updated assessment were considered necessary due to the number of licence applications being made in this area, and more recently the number of licence reviews following enforcement action undertaken under the Clear Hold Build strategy.

The current policy in this area is that it would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation applications for any premises licence which seeks off sales and late night refreshment to operate during the peak hours described in the cumulative impact assessment for Harehills.

The Council has assessed the crime statistics for this area and has determined that this is an area that is suffering from the cumulative impact of off-licensed premises and consequently, this is leading to problems which are undermining the licensing objectives. Specifically the area around Harehills Road and Harehills Lane is particularly suffering from the cumulative impact of too many off licences. In this area the nature of the problem is alcohol related violent crime and nuisance being suffered by people living in this mainly residential area.

The two wards in which this cumulative impact area sits, are described a Priority Wards under the council's Safer Stronger Communities Plan. These wards are amongst the most deprived in the country, with a high number of vulnerable children. An enormous amount of intervention work is underway to address people drinking in the street, not only people with alcohol dependency but social drinkers who think it is acceptable to socialise all through the night. The evidence provided by Leeds Antisocial Behaviour Team and the Safer Stronger Communities Team is compelling.

It is pleasing to see that the crime rate is reducing, however, there has always been an underreporting of crime in this area. Some of this may be due to a mistrust of authority, but also through cultural differences. As such, the crime reports should be considered underestimated, and taken in context.

Taking this into consideration, the Council has reviewed the current cumulative impact area and scope and recommends the cumulative impact areas are correctly described in and illustrated in the map provided at the front of this document.

In considering the types of applications affected by this assessment, the Council is of the opinion that it should remain the same. That is that any application which seeks off sales and/or late night refreshment is within scope. As the crime report from West Yorkshire Police does not provide a temporal analysis, all hours should be considered peak hours. Therefore any application received which would increase the cumulative impact of licensed premises in this area can expect to receive representations from West Yorkshire Police and the Licensing Authority, and applicants should consider potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.