



Indian Village Roads Ltd  
17 Ash Hill Gardens  
Shadwell  
Leeds  
LS17 8JW

Environmental Health Services  
Leeds City Council  
Seacroft Ring Road Depot  
Seacroft  
Leeds  
LS14 1NZ

Contact: Vanessa Holroyd

Tel: [REDACTED]

Our reference: PREM/05471/001  
22 January 2025

Dear Sir/Madam

**Licensing Act 2003**

**Name and Address of Premises: 4 Otley Road, Headingley, Leeds, LS6 2AD,**

We refer to your licensing application for the above premises. We believe you have not given enough information about how you intend to meet a licensing objective, which is to prevent public nuisance. We therefore submit a formal objection to your application that includes information specifically associated with the premises and the area .

You could meet the objective by agreeing to certain measures that we suggest are reasonable and relevant to your application. Please see part 1 of the enclosed document.

If you agree with the measures please complete and sign part 2 of the enclosed form and return it to us as soon as possible. Once we receive the form we will take it that you wish the licensing authority to amend your operating schedule to include those measures as conditions on the licence. If you disagree with the suggested measures then please complete part 3 and return it to us as soon as possible.

If you feel we should consider anything else or you have any questions please do not hesitate to contact us.

If the opening hours you propose under this application differ to those on the current planning approval then you should also apply to Planning Services to vary the hours. If you operate without planning permission you may have not met the relevant planning condition. You can contact Planning Services on 0113 222 4409.

Yours faithfully

[REDACTED]  
Vanessa Holroyd  
Senior Environmental Health Officer

## **PART 1**

### **To be completed by the responsible authority**

#### **Leeds City Council's Environmental Health Service**

#### **Proposed Controlled Measures under the Licensing Act 2003**

**Name and Address of Premises: 4 Otley Road, Headingley, Leeds, LS6 2AD,**

The application premises are located in a busy part of Headingley with lots of pubs and bars in close proximity in the Headingley Cumulative impact area and the well-established 'Otley Run'. This application is to allow the sale of alcohol for delivery 07:00 to 23:00 hours Monday to Sunday and the sale of alcohol instore Monday to Friday 07:00 hours to 23:00 hours, Saturday and Sunday 07:00 hours to 13:00 hours and 18:00 hours to 23:00 hours.

There are long standing issues of anti-social behaviour and public nuisance from people coming in large groups usually in fancy dress to the famous Otley Run Pub crawl which bottlenecks at this end of Headingley where the pavements are narrow, and queues are likely. The CIA is to prevent further issues and allowing this business to sell alcohol in this area at the weekends in peak times will only exacerbate the problems already experienced by local residents.

I should also make you aware that a recent similar application for an off licence on Otley Road was refused by the licensing Committee.

Having considered the application under the Licensing Act 2003 for the above premises, we consider that the following measures are relevant and reasonable in order to meet the following aim of the licence:

- Prevention of public nuisance

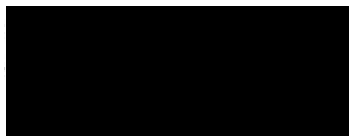
#### **Noise and Vibration**

1. The sale of alcohol in store shall be restricted to Monday to Friday 07:00 hours to 23:00 hours and Saturday and Sundays from 07:00 hours to 13:00 hours only.
2. Noise from plant or machinery shall not be audible at the nearest noise sensitive premises during the operation of the plant or machinery. Plant and machinery shall be regularly serviced and maintained to meet this level.

#### **Litter**

3. The PLH/DPS shall ensure that litter arising from people using the premises is cleared away regularly.

Signed:



Dated: 22<sup>nd</sup> January 2025

*Leeds District Licensing*



*Department*

**Leeds District Licensing Department**  
West Yorkshire Police,  
Leeds District Headquarters,  
Elland Road,  
Leeds  
LS11 8BU

Mob: [REDACTED]

Email: [REDACTED]

Your ref:  
Our ref:

29th January 2025

**Entertainment Licensing Section,  
Leeds City Council,  
Civic Hall,  
Leeds. LS1 1UR**

**Cc:** Gill, Licensing Matters, 54 Fairfield Drive, Clitheroe, BB7 2PE

**RE:** Morrisons, 4 Otley Road, Leeds LS6 2AD

**APPLICATION FOR A PREMISES LICENCE – LICENSING ACT 2003:  
POLICE – LETTER OF REPRESENTATION – ‘QUALIFIED’ OBJECTION Headingley CIA**

West Yorkshire Police are of the opinion that the application contains insufficient information about how the applicant intends to meet the licensing objectives.

We therefore confirm that we are submitting a formal representation against the application on the grounds of-:

1. the prevention of crime & disorder
2. public safety
3. the prevention of public nuisance
4. the protection of children from harm

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However, we are of the opinion that the licensing objectives could be met should the applicant be prepared to incorporate certain identified measures within their operating schedule as additional conditions.

Please find enclosed a document which at **Part 1** contains the suggested measures which this authority considers are proportionate and appropriate to the nature of the application.

Should the applicant agree with the suggested measures then they should signify this by completing and signing **Part 2** of the enclosed form and return the complete document to this office as soon as possible via email.

Upon receipt of their consent at **Part 2**, it will be taken that the applicant signifies their wishes for the licensing authority to amend their operating schedule to incorporate the proposed measures as conditions.

Alternatively, should the applicant disagree with the proposed measures, then they should complete **Part 3** and again return the complete document to this office as soon as possible.

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### **PART 1 - to be completed by the Responsible Authority:**

**West Yorkshire Police** propose the following control measures / conditions under the Licensing Act 2003 (in **addition** to those that the applicant may have already offered), for the premises-:

Morrisons, 4 Otley Road, Leeds LS6 2AD

Having considered the application under the Licensing Act 2003 for the above premises, West Yorkshire Police considers that the following measures are relevant, proportionate and necessary in order to promote the following licensing objectives-:

- the prevention of crime & disorder
- public safety
- the prevention of public nuisance
- the protection of children from harm

The premises must not sell alcohol from midday to closing on a Friday, Saturday and Sunday. All alcohol at these times must be removed from the shelves or covered up so that the public do not have access to it. Notices are to be displayed prominently to this effect.

All deliveries of alcohol must cease at 2300 hrs.

Part B of the licence to be displayed clearly at the entrance to the premises.

There shall be no sale of alcohol to any person in fancy dress or who is perceived to be taking part in the Otley Run. Notices to be displayed prominently to this effect.

The incident register will record all incidents and accidents. Records should include matters such as anti-

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social behaviour, admission refusals, ejections, seizure of prohibited items, casualties/unwell customers, welfare and safeguarding matters, accidents, and safety incidents. The records shall include the date, time, and location of the incident; nature of the incident; personal details and contact information for all people involved where available including any witnesses, any crime number and details of police officers attending. A note of the action taken, and where relevant a note of the actions to prevent any reoccurrence should also be included. The register shall be securely retained by the licence holder for a period of 12 months after the last entry. Incident and accident records shall be kept in a bound register with consecutively numbered pages.

The CCTV system shall be in operation whilst members of the public are in attendance. The CCTV system shall record images to cover all areas of the licensed site to which the public have access. The CCTV system shall record images to cover external areas used by customers. At least one member of staff shall be on duty at the premises who can operate the system. It will be of good quality and will contain the correct time and date stamp information. The CCTV system and images will be kept in a secure environment to which members of the public will not be permitted access.

The CCTV shall be checked weekly to ensure it is working correctly and a log maintained of those checks. This log will be kept on the premises for a 12-month period and produced for inspection when requested to do so by an authorised officer.

There shall be no advertisement of alcohol external to the premises including window displays.

The display of alcohol shall be in a designated area of the premises which is capable of being supervised from the counter area.

Alcohol shall not be displayed next to the public entrance/exit of the premises.

The display of spirits shall be in an area accessible only by staff.

There shall be no sale of spirits in any bottles less than 70cl.

There shall be no sale of beer, cider, lager and perry of 7.5% alcohol by volume and above.

There shall be no sale of any single cans of alcohol.

The name of the premises shall not contain reference to alcohol.

Customers shall be discouraged from drinking alcohol outside the premises.

Staff training records will be maintained on the premises for a 12 month period.

The register for the recording of all alcohol sale refusals shall include details of attempted under-age sales, proxy sales and refusals to those who appear intoxicated. Details to be recorded shall include the date, time, name if known, physical description of the person, the reasons, and staff involved and whether CCTV of the incident is available. Any identification document coming into the possession of a member of staff including security staff shall be recorded in the register, including the name of the person/name on the identification document. The register shall be securely retained by the licence holder for a for a period of 12 months from the date of the last entry. The licence holder shall provide secure storage for identification documents and a system for safe disposal, which may include returning to the originating organisation, e.g. DVLA/HM passport office.

The refusals book shall also contain details of any other refusals of alcohol sales such as when a person in fancy dress.

A written policy will be in place to manage any queues forming outside of the premises and blocking the footpath.

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Notices indicating the existence and effect of a Public Spaces Protection Order (PSPO) shall be prominently displayed at the exits to the licensed premises site which can be clearly seen by people attending and leaving the premises.

West Yorkshire Police are satisfied that the proposed measures are not adequately dealt with by other legislation.

By signing the declaration enclosed overleaf at **Part 2**, the applicant agrees to incorporate the proposed measures as conditions within the Operating Schedule for the said premises.

Upon the satisfactory completion of the declaration, West Yorkshire Police will provide notice to the Licensing Authority that our representation is withdrawn in accordance with schedule 10(a) of the Licensing Act 2003 (Hearings) Regulations 2005.

 Sarah Blenkhorn  
Leeds District Licensing Officer

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**Elections and Regulatory Services**  
Civic Hall  
Leeds LS1 1UR

**Private & Confidential**

Indian Village Roads Ltd  
17 Ash Hill Gardens  
Shadwell  
LS17 8JW

Contact: Susan Duckworth  
Tel: [REDACTED]  
Fax: 01 [REDACTED]  
Email: [REDACTED]

By email: [REDACTED]

2<sup>nd</sup> January 2025

**Morrisons, 4 Otley Road, Headingley, LS6 2AD**  
**Application for a premises licence under the Licensing Act 2003**  
**Licensing Authority Letter of Representation**

Thank you for submitting your application for a premises licence for the above premises.

The area in which the subject premises is located is a cumulative impact area. Specifically, your application falls within the cumulative impact area of Headingley as described in the Statement of Licensing Policy at paragraphs 7.19 to 7.22 which states:

- 7.19 *The council has assessed crime statistics for the area known as Headingley and has determined that there is an area that is suffering from the cumulative impact of licensed premises and consequently this is leading to problems which are undermining the licensing objectives. Specifically the area is located around North Lane and Otley Road. Maps showing the exact geographical area included in this area can be found in the cumulative impact assessment.*
- 7.20 *Additionally, Headingley suffers from nuisance and crime related to the large number of visitors participating in the 'Otley Run'. This is a largely unorganised pub crawl which starts in Weetwood early afternoon and progresses along Otley Road towards the city centre. This has been an activity undertaken primarily by students however in the last few years it has become more popular with groups of people travelling from outside of Leeds. This influx of people during the weekends and the associated crime, nuisance, and antisocial behaviour, is having a detrimental effect on residents who no longer feel able to use the shops, restaurants, and bars on the Otley Road in Headingley due to large groups of drunk people in fancy dress gathering along the route.*
- 7.21 *In this area the nature of the problems is alcohol related violent crime and nuisance being perpetrated on people visiting this area during specific peak hours. More information on the evidence can be found in the cumulative impact assessment.*

7.22 *It would be inconsistent with the council's duty to promote the licensing objectives to grant new and variation application for any premises licence (on sales, off sales and late night takeaways) that seek to operate during the peak hours, described in the cumulative impact assessment for Headingley or to any application that may encourage participation in the Otley Run.*

I refer you to the council's Cumulative Impact Assessment for Headingley (pages 17-24 of the Cumulative Impact Assessment 2023-25) for further information. This provides both crime data, and the data for the area in which the premises is located.

I refer you to 7.38 to 7.46 of the Policy which describes how applications for premises situated within a designated cumulative impact area for new premises licences or variations that are likely to add to the existing cumulative impact will normally be refused and it is for the applicant to demonstrate that their application would not add to the cumulative impact.

I also refer you to 7.45 of the Statement of Licensing Policy which describes examples of factors the licensing authority will not consider as meeting the standard of rebuttal include:

- *That the premises will be well managed and run as all licensed premises should meet this standard.*
- *That the premises will be constructed to a high standard.*
- *That the applicant operates similar premises elsewhere, such as in another licensing authority area, without complaint.*

### Alcohol Licensing Data Matrix

In 2023 the Council updated the [Alcohol Licensing Data Matrix](#). The data used in the Matrix has been updated and is based on areas known as MSOAs. A [MSOA](#) is a geographic area which represents a population of around 7200. By entering the postcode for the premises the matrix displays the ranking of this MSOA against certain data sets. This allows responsible authorities and the licensing authority to establish the problems being experienced in the MSOA. The Matrix also provides an overall ranking against all 107 MSOA areas in Leeds.

The matrix has rated the MSOA concerned (E02006861) as **HIGH**. This MSOA is ranked 12<sup>th</sup> out of 107 MSOAs in Leeds.

Indicator detail for the MSOA your postcode falls within		
Indicator	Category	Rank (1 is most harm)
Alcohol Use Disorders Identification Test	Very High	1
Antisocial behaviour - alcohol related	Very High	3
Alcohol treatment, all episode counts	Very High	4
Ambulance callouts related to alcohol	Very High	8
Stroke emergency hospital admissions	High	10
Noise complaints	High	14
Alcohol specific emergency admissions	High	15
Off licence premises	High	16
On licence premises	High	17
Crime where alcohol flagged	High	21
Alcoholic liver disease mortality rate	Medium	24
Violent crime where alcohol flagged	Medium	31
Litter complaints	Medium	32
Licensing risk score	Medium	35
Drunk and disorderly	Medium	45
Alcohol related harm hospital stays	Medium	47
Looked after children	Medium	49
Not achieving English & Maths strong pass	Low	61
Deprivation Score	Low	66
Population aged 16 and under	Low	102
NEET (not in education or training)	Low	105



The four data sets that rank as very high are linked to harmful alcohol consumption – AUDIT is the data provided by GPs when they ask patients how many units they drink on a weekly basis and this MSOA data set ranks as 1<sup>st</sup> out of 107. Alongside this the two data sets relating to alcohol treatment and ambulance callouts are also related to harmful drinking. However when you combine alcohol related antisocial behavior, alcohol related ambulance call outs, alcohol specific emergency admission, noise complaints and the high density of both on and off licensed premises, you can see this area does have data that shows that the sale of alcohol is having a negative impact on people living in the area.

In the Police crime statistics, reproduced on pages 20 – 24 of the Cumulative Impact Assessment, Otley Road features highest for all crime and there are hotspots of crime in the area in which this premises is situated.

The temporal analysis on page 23 provides more details. Otley Road, and North Lane opposite are the busiest of the night time economy streets in Headingley and have peak hours from 2pm right up to midnight.

However, the main emerging issue in this area is the Otley Run. This is fully described on page 24, but the map clearly shows that between June 2020 and May 2022 the area around Otley Road and North Lane is a hot spot for alcohol related crime.

In the conclusions to the Cumulative Impact Assessment (page 62) the Council determined that the assessment in this area relates to all applications whose licensable activities fall within the peak times of 13:00 to 18:00 and 22:00 to 03:00 or, to any application that may encourage participation in the Otley Run. Any application 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.

## **Your Application**

Your application is for a premises licence authorised to sell alcohol for consumption off the premises:

Monday to Friday	07:00 to 23:00
Saturday and Sunday	07:00 to 13:00 and 18:00 to 22:00

You would like to offer delivery of alcohol Monday to Sunday 07:00 to 23:00

I note that you have taken into consideration the cumulative impact assessment. I am also aware of the discussions you have undertaken with the responsible authorities prior to submitting the application.

You have offered a range of conditions such as CCTV, staff training, incident book, refusals book, age verification.

This unofficial pub crawl brings thousands of people, of all ages, into the area, predominantly on a Saturday from mid-morning, but all through the weekend. Your premises is next to the Original Oak, one of the main venues that participate in the Otley Run. We are aware that people queue to gain access to all three of these pubs, and the queue can sometimes form for some distance.

The concern with having an off licence in the area is that people may have to queue to gain access to the pubs/bars. If they are waiting too long, they may use off licences to purchase alcohol to top up while they are waiting. As the Otley Run is increasing in popularity, especially with news agencies constantly running stories about it, unwittingly promoting the Run, being an active participant without any mitigation measures will add to this impact.

I am aware you have already received representations from West Yorkshire Police and from Environmental Health suggesting you reduce the hours for sale of alcohol in store to midday on Friday, Saturday and Sunday. The reason for this is the impact that the Otley Run is having in the area.

I note that in these representations both responsible authorities have suggested measures they consider may mitigate the concerns. I concur with their view that the suggested measures are relevant, proportionate and necessary and would encourage you to consider incorporating them into your operating schedule.

## **Conclusion**

As already described, the area in which the premises sits is recognised as an area suffering from the density of licensed premises. There are high levels of crime and disorder and public nuisance in this specific area, enough that the Council have designated it a cumulative impact area. These issues are generally related to the high levels of people, in drink, who use this area while participating in the Otley Run but also late at night. These problems cannot be attributed to one specific premises.

As stated in the Section 182 Guidance issued by the Home Office:

*“In some areas where the number, type or density of licensed premises, such as those selling alcohol or providing late night refreshment, is high or exceptional, serious problems of nuisance and disorder may arise outside or some distance from those premises. Such problems generally occur as a result of large numbers of drinkers being concentrated in an area, for example when leaving premises at peak times or when queuing at fast food outlets or for public transport.*

*Queuing in itself may lead to conflict, disorder and anti-social behaviour. Moreover, large concentrations of people may also attract criminal activities such as drug dealing, pick pocketing and street robbery. Local services such as public transport, public lavatory provision and street cleaning may not be able to meet the demand posed by such concentrations of drinkers leading to issues such as street fouling, littering, traffic and public nuisance caused by concentrations of people who cannot be effectively dispersed quickly.”*

This is certainly the case in this small area of the city. In addition this area suffers from the nuisance and crime related to people following the Otley Run. Licensed premises are often so busy that customers queue outside for hours waiting for entry and are unwilling to move along to the next premises.

Bearing in mind the severity of the problems being experienced in the area, with this area suffering from large number of drinkers concentrated in this area, as well as the complicating factors of dense student housing, and the Otley Run, the Licensing Authority is of the opinion that your application does not contain sufficient information about how granting your licence would not add to the impact already being experienced in the area.

Therefore, the licensing authority submits a formal representation to your application on the grounds of the prevention of crime and disorder, public safety and public nuisance and will recommend to the licensing sub-committee that this application is refused.

However, should you adopt the measures as recommended in the Police and Environmental Protection representations, the Licensing Authority would consider withdrawing the representation.

Should you have any questions, please contact us.

Yours faithfully



Susan Duckworth  
Principal Licensing Officer  
Entertainment Licensing