

# Agenda

## Licensing and Gambling Acts Committee

This meeting will be held on:

Date: **Monday 9 February 2026**

Time: **6.00 pm**

Place: **Long Room - Oxford Town Hall**

**For further information** please contact:

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Committee Services Officer

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## **Committee Membership**

Councillors: Membership 15: Quorum 5: No substitutes are permitted.

Councillor Katherine Miles (Chair)

Councillor Naomi Waite

Councillor Mary Clarkson

Councillor Mark Lygo

Councillor Simon Ottino

Councillor Louise Upton

Councillor Theodore Jupp

Councillor Jo Sanderson

Councillor Lois Muddiman

Councillor Edward Mundy (Vice-Chair)

Councillor Ian Yeatman

Councillor Ajaz Rehman

Councillor Mohammed Azad

Councillor Rosie Rawle

Councillor James Taylor

Apologies and notification of substitutes received before the publication are shown under *Apologies for absence* in the agenda. Those sent after publication will be reported at the meeting. Substitutes for the Chair and Vice-chair do not take on these roles.

# Agenda

	Pages
<b>1 Apologies for absence</b>	
<b>2 Declarations of interest</b>	
<b>3 Minutes of the previous meeting</b>	7 - 12
	<p><b>Recommendation:</b> to approve the minutes of the meeting held on 22 September 2025 as a true and accurate record.</p>
<b>4 Addresses by members of the public</b>	
	<p>Public addresses relating to matters of business for this agenda, up to five minutes is available for each public address</p> <p><b>The request to speak accompanied by the full text of the address must be received by the <a href="#">Director of Law, Governance and Strategy</a> by 5.00 pm on Tuesday 3 February 2026.</b></p>
<b>5 Councillor addresses on any item for discussion</b>	
	<p>Councillor addresses relating to matters of business for this agenda, up to five minutes is available for each address.</p> <p><b>The request should be received by the <a href="#">Director of Law, Governance and Strategy</a> by 5.00 pm on Tuesday 3 February 2026.</b></p>
<b>6 Review of the Cumulative Impact Assessment and Special Saturation Policy</b>	13 - 84
	<p>The Deputy Chief Executive for Citizens and City Services had submitted a report to confirm the decision of the Committee on the 22 September 2025 in relation to the Cumulative Impact Assessment and determine the Special Saturation Policy.</p>

**Recommendation(s):** That the Licensing & Gambling Acts Committee resolves to:

1. **Reaffirm** its decision of the 22 September 2025 to not renew the Cumulative Impact Assessment and Saturation Policy covering the City Centre and East Oxford areas, noting that the matter is a decision for Committee with no onwards requirement for a decision by full Council;

## 7 **Licensing Act 2003 and Gambling Act 2005 Licence Fees and Charges for the 2026/27 financial year**

85 - 90

The Deputy Chief Executive for Citizens and City Services had submitted a report to seek agreement on the licence fees for 2026/27 where the council has discretion over the level of fee charged.

**Recommendation(s):** that the Licensing & Gambling Acts Committee resolves to:

1. **Recommend** to Council to approve the License Fees and Charges for 2026/27 as per the Licensing Act 2003 and Gambling Act 2005 as set out in Appendix 1.

*Please note that some appendices to this item will be published as a supplement.*

## 8 **Dates of future meetings**

The Committee will next meet on 27 May 2026 at 18.00.

## **Information for those attending**

### **Recording and reporting on meetings held in public**

Members of public and press can record, or report in other ways, the parts of the meeting open to the public. You are not required to indicate in advance but it helps if you notify the Committee Services Officer prior to the meeting so that they can inform the Chair and direct you to the best place to record.

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- Not to disturb or disrupt the meeting
- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule or show a lack of respect towards those being recorded.
- To avoid recording members of the public present, even inadvertently, unless they are addressing the meeting.

Please be aware that you may be recorded during your speech and any follow-up. If you are attending please be aware that recording may take place and that you may be inadvertently included in these.

The Chair of the meeting has absolute discretion to suspend or terminate any activities that in his or her opinion are disruptive.

## **Councillors declaring interests**

### **General duty**

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

### **What is a disclosable pecuniary interest?**

Disclosable pecuniary interests relate to your\* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licenses for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

### **Declaring an interest**

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest. If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

### **Members' Code of Conduct and public perception**

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". The matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

\*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

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## Minutes of a meeting of the Licensing and Gambling Acts Committee on Monday 22 September 2025



### Committee members present:

Councillor Miles (Chair)	Councillor Waite
Councillor Lygo	Councillor Ottino
Councillor Upton	Councillor Jupp
Councillor Muddiman	Councillor Mundy (Vice-Chair)
Councillor Yeatman	Councillor Rehman
Councillor Taylor	

### Officers present for all or part of the meeting:

Hannah Carmody-Brown, Committee and Member Services Officer  
Alison Daly, Legal Advisor  
Joshua Curnow, Licensing Team Manager  
Katie Thorp, Supervising Senior Licensing Officer  
Jonathan Malton, Committee and Member Services Manager

### Apologies:

Councillor(s) Clarkson, Sanderson and Rawle sent apologies.

### 24. Declarations of interest

None.

### 25. Minutes of the previous meeting

The Licensing and Gambling Acts Committee resolved to **approve** the minutes of the meeting held on 21 May 2025 as a true and accurate record.

### 26. Addresses by members of the public

None.

### 27. Councillor addresses on any item for discussion

None.

## **28. Review of the Cumulative Impact Assessment and Special Saturation Policy**

The Deputy Chief Executive for Citizens and City Services had submitted a report to review the Cumulative Impact Assessment and determine the Special Saturation Policy.

The Supervising Senior Licensing Officer introduced the report and provided a comprehensive summary.

The Chair invited questions from the Committee.

Councillor Muddiman sought to clarify how many applications had been refused within the SSP in the previous licensing period. The Supervising Senior Licensing Officer confirmed that 120 new or variation applications were received, of which 52 were located within the Special Saturation Policy (SSP) and 8 were referred to a Sub-Committee for determination. Of these 8, only one had been refused; therefore, 51 of the 52 applications received, which fell within the SSP area, had been granted.

Councillor Ottino requested data on the impact of not having an SSP in place for the last five months, particularly relating to whether there were any changes to the numbers of applications received, granted, or refused. The Licensing Team Manager noted that only one application had been received just prior to the last Committee meeting at which time the policy was removed. The Committee heard that this application was approved and there had not since been any applications objected to on the grounds of the SSP, and no applications had been received since the SSP had not been in place.

Councillor Rehman queried whether conditions added to premises licences recently were lighter due to no SSP being in place. It was explained that the one application received during the recent period was when the SSP was still in place but that it had expired by the time of the relevant Sub-Committee; the conditions proposed were very robust.

Councillor Upton noted that a possible objection to the SSP could be that it prevents new applicants from coming forward, thus damaging Oxford's nighttime economy. However, evidence during the period without the SSP has not shown a flood of incoming applications and 51 out of 52 applications had still been approved. Therefore, Councillor Upton asked whether the argument still stood that an SSP prevents people applying for premises licences. The Licensing Team Manager noted that the number of applications received per year had remained similar since 2018. Councillor Upton queried the varied criteria an application must meet with and without an SSP, to which it was explained that each application is deemed on its own merits and what is reasonable between two applications may vary dependant on its unique case. It was also clarified that with an SSP, an application can be considered alongside data from the police and hospitals for example, when assessing the premises' impact. The

Committee understood that this data can then be used as support for an objection, something which cannot be done without an SSP.

Councillor Jupp noted that there had been no disruption to application flow since the SSP was introduced and asked whether there had been any change to the type of prospective businesses applying. The Licensing Team Manager explained that the Licensing Authority has no means to collect data of that nature as applications are not required to state the type of businesses they own, especially when not located within the SSP area. The Committee heard that licences may be used differently over time, or be transferred, and are therefore only indicative of the licensable activities which may be occurring within the premises.

The Chair invited the Committee to debate the recommendation and reminded Members of the requirement to consider the need to uphold the licensing objectives when reaching a decision.

The Chair clarified the procedure for the debate and confirmed that it would be necessary to make a recommendation to full Council.

Councillor Ottino acknowledged the evidence contained within the report but disagreed that it implied an SSP to be necessary, noting the possibility of an SSP to fulfil short fallings of police resources. Regarding page 22 of the report, Councillor Ottino noted that there had been no significant decrease in relevant crime in Oxford's top four LSOA's since the adoption of the previous SSP and referred to his experience of sitting on sub-committees which have determined premises license applications since the SSP was dropped. The Committee heard Councillor Ottino's belief that it can be challenging for applicants to justify the measures they will make to manage crime and disorder, and this difficulty can deter applications, thus damaging the nighttime economy. Finally, Councillor Ottino raised concern regarding the geographical areas included and excluded from the SSP as proposed.

Councillor Taylor requested clarification on whether the Committee could refer to other considerations and policy areas aside from the four licensing objectives during their debate. The Chair and Legal Advisor confirmed that the four licensing objectives, as listed with the report, are the statutory objectives of the Committee and it is the duty of Members to consider these. The Legal Advisor noted that Members would not be following their duty if they were to vote on matters other than the four licensing objectives, although can mention any matters they wish during the debate.

Councillor Taylor reflected on his awareness of an application submitted whilst the SSP was in place but brought to a Sub-Committee following it being dropped. The Committee heard that despite the thorough nature and quality of the application and commendation from the police, it was still objected to by the police based on the SSP. Councillor Taylor expressed concern that an SSP would allow applications to be

refused purely based on their location, and in fact harms the Council's ability to meet its own licensing conditions.

Councillor Muddiman sought clarification on Councillor Ottino's representation and noted her belief that, based on the evidence, an SSP does not discourage new applicants from proceeding. Furthermore, Councillor Muddiman also noted that the SSP is a tool which can be used to strengthen weaker applications. Finally, she expressed the view that any police objection would have to be supported by evidence and the CIA, therefore disputing Councillor Ottino's earlier observation that the SSP allows the police to make objections too easily.

The Chair requested clarification around the police's ability to object to applications with and without an SSP. The Licensing Team Manager clarified that the police could object on the grounds of the licensing objectives if they feel as though they are not going to be upheld based on the details of the application before them, regardless of an SSP. The Committee heard that the difference emerges through the breadth of objections which could be made with an SSP.

Councillor Rehman asserted his belief that the Council's main duty is to protect the public and supported the use of an SSP as means of achieving this. He noted that there should be a separate Cumulative Impact Assessments for the Cowley Road and City Centre areas, however emphasised that overall, having an SSP in place would be important for shifting the burden of proof from the Licensing Authority to the applicant.

In relation to the needs of vulnerable residents, the Chair emphasised the importance of considering the safety of women in high crime and disorder areas.

Councillor Jupp disputed that installation of an SSP would automatically result in reduced crime rates, noting that the evidence in the report does not demonstrate this to have been the case whilst the SSP was not in place during recent months. Secondly, Councillor Jupp emphasised that with or without an SSP, Sub-Committees may still refuse an application if they feel the licensing objectives would not be sufficiently upheld and the ability to decide on these grounds would not have been altered. Finally, Councillor Jupp noted concern with the repetitive nature of police objections to applications for premises licences. The Licensing Manager explained that the number of premises licensing within both SSP areas have remained largely the same over time. In relation to crime rates, the Committee heard that it is not the purpose of the SSP to reduce crime in a given area, but to prevent an application contributing negatively to areas that already have a higher crime rate. As such, crime rates in each area may fluctuate or stay the same with or with an SSP in place; the SSP seeks to urge any licences granted within a higher crime rate area to adopt more robust measures for reducing their role in contributing to crime.

Councillor Mundy expressed agreement with concerns relating to not having an SSP in place and suggested that the nighttime economy should not always be inherently

considered as causing increased crime rates. It was also however emphasised that violent crimes, especially against vulnerable persons including women, should be focused on significantly. Councillor Mundy suggested that a focus be paid by the Committee to supporting licensing and policies which encourage reduced crime rates and preventative measures.

Councillor Lygo queried whether, if the Committee were to reject the SSP as proposed, there would be scope for a review in 12 months. The Chair clarified that the CIA already presented the evidence required for making the policy decision relating to the SSP and confirmed that officers already monitor ongoing licensing data.

Councillor Rehman, in reference to the policy objectives and the requirement to protect the public, urged the Committee to vote in favour of the SSP. He also noted that there was no clear indication that scrapping the SSP would lead to a boost of business and premises applications.

Councillor Rehman proposed that the Licensing and Gambling Act Committee agree to adopt the Cumulative Impact Assessment for 2025-2028 including the recommendation to control cumulative impact by retaining a Special Saturation Policy covering City Centre and East Oxford areas.

When put to a vote, 5 members voted in favour, and 6 members voted against. The recommendation was voted against.

*Councillor Upton left the meeting.*

The Committee and Member Services Manager clarified with the Licensing Manager that the SSP had expired and therefore the decision of the Committee would need to propose an alternative recommendation to Council not to adopt the CIA and SSP.

Councillor Ottino proposed that the Committee agree not to adopt the SSP as proposed as they were not convinced that the evidence is sufficient for supporting the requirement for an SSP and felt that the licensing objectives can be upheld sufficiently without. Councillor Taylor seconded.

*Councillor Upton rejoined the meeting.*

When put to a vote, 6 members voted in favour, and 5 members voted against. The recommendation was agreed.

The Licensing and Gambling Act Committee resolved to:

1. **Consider** the report and Cumulative Impact Assessment for 2025-2028.
2. **Agree** not to adopt the proposed Special Saturation Policy 2025-2028 as, based on the cumulative impact assessment before them, the Committee were not of the opinion that the number of licensed premises within the City Centre and East Oxford areas is such that it is likely that granting further licences (or variation to licences) would be inconsistent with the licencing authorities duty to promote the licencing objectives.
3. **Recommend** to Full Council to not adopt the Cumulative Impact Assessment for 2025-2028 and the continued Special Saturation Policy covering City Centre and East Oxford areas.

## **29. Dates of future meetings**

The Committee noted the dates and times of future meetings.

**The meeting started at 6.12 pm and ended at 7.28 pm**

**Chair .....**  
**2026**

**Date: Monday 9 February**

*When decisions take effect:*

*Cabinet: after the call-in and review period has expired*

*Planning Committees: after the call-in and review period has expired and the formal decision notice is issued*

*All other committees: immediately.*

*Details are in the Council's Constitution.*

**To:** Licensing & Gambling Act Committee  
**Date:** 9 February 2026  
**Report of:** Deputy Chief Executive for Citizens and City Services  
**Title of Report:** Review of the Cumulative Impact Assessment and Special Saturation Policy

Summary and recommendations	
<b>Decision being taken:</b>	To confirm the decision of the Committee on the 22 September 2025 in relation to the Cumulative Impact Assessment and determine the Special Saturation Policy
<b>Key decision:</b>	No
<b>Cabinet Member:</b>	N/A
<b>Corporate Priority:</b>	Strong, Fair Economy & Thriving Communities.
<b>Policy Framework:</b>	None.

**Recommendation(s):** That Licensing & Gambling Acts Committee resolves to:

1. **Reaffirm** its decision of the 22 September 2025 to not renew the Cumulative Impact Assessment and Saturation Policy covering the City Centre and East Oxford areas, noting that the matter is a decision for Committee with no onwards requirement for a decision by full Council;

Information Exempt from Publication	
	N/A

Appendix No.	Appendix Title	Exempt from Publication
Appendix 1	Report to Committee 22 September 2025	No
Appendix 2	2022-2025 Cumulative Impact Assessment	No
Appendix 3	Consultation Responses & Analysis	No

<b>Appendix 4</b>	Licensing Authority Briefing Note	No
<b>Appendix 5</b>	2025-2028 Cumulative Impact Assessment	No
<b>Appendix 6</b>	Equality Impact Assessment	No

## **Introduction and background**

1. The Committee, at its meeting of the 22 September 2025, took the decision to not to approve the Cumulative Impact Assessment and Saturation Policy from 2025 to 2028.
2. As members may recall, there were some queries regarding the decision-making path for this matter and, in conclusion, the Committee recommended the decision to Council.
3. Advice was sought from Counsel in relation to the matter for clarity. Officers understood that the Saturation Policy formed part of the Statement of Licensing Policy under s5A of the Licensing Act 2003, which under the legislation and the Constitution is reserved to Council to approve.
4. Advice from Counsel confirmed that the Saturation Policy and Cumulative Impact Assessment are separate from the Statement of Licensing Policy. S5 of the Act states that, unless stated otherwise in that section, all matters are to be decided upon by Licensing Committee.
5. Whilst s5 states that Council must approve the Statement of Licensing Policy, it does not say the same for the Cumulative Impact Assessment. Therefore, it is a decision that the Committee should take.
6. Though Committee made a clear recommendation to Council, it is asked to reconfirm its decision and make clear it is doing so and not referring to Council. This will ensure a clear decision by Committee and transparency and clarity in the minutes and recommendations.
7. The report that was considered by Committee is appended at Appendix 1.

## **Duty of the Committee**

8. It is the Committee's statutory duty to promote the four licensing objectives set out in the Licensing Act 2003. The four licensing objectives are the legal foundation for all licensing decisions, and as such the authority's legal duty to prevent nuisance, crime and disorder must be the foremost consideration.

## **Financial implications**

9. The cost for the consultation and analysis of the data for a CIA will be within the existing budget.

## **Legal issues**

10. Any legal implications are contained within the report and appendices.

## **Equalities impact**

11. The Council has a Public Sector Equality Duty under the Equality Act 2010 to have due regard to the need to:
  - a. Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act;
  - b. Advance equality of opportunity between people who share a relevant protected characteristic and those who don't share it;
  - c. Foster good relations between people who share a relevant protected characteristic and those who do not (which involves having due regard, in particular, to the need to tackle prejudice and promote understanding).
12. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
13. When undertaking the Equality Impact Assessment, the Equality and Human Rights Commission guidance was used along with legislation and consultation responses.
14. The Equality Impact Assessment can be found appended to the report placed before Committee on the 22 September 2025.

## **Carbon and Environmental Considerations**

15. There are no environmental considerations arising from this report.

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## **Background Papers:**

- 1 [Licensing Act 2003](#)
- 2 [Homepage | EHRC](#)
- 3 [Committee Minutes](#) from the previous Licensing and Gambling Acts Committee on 22 September 2025

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**To:** Licensing & Gambling Act Committee

**Date:** 22<sup>nd</sup> September 2025

**Report of:** Deputy Chief Executive for Citizens and City Services

**Title of Report:** Review of the Cumulative Impact Assessment and Special Saturation Policy

Summary and recommendations	
<b>Decision being taken:</b>	To review the Cumulative Impact Assessment and determine the Special Saturation Policy
<b>Key decision:</b>	No
<b>Corporate Priority:</b>	Strong, Fair Economy & Thriving Communities.
<b>Policy Framework:</b>	Statement of Licensing Policy.

<b>Recommendation(s):</b> That the Licensing & Gambling Acts Committee resolves to:
<ol style="list-style-type: none"> <li>1. Consider the report and Cumulative Impact Assessment for 2025-2028.</li> <li>2. Agree to the Cumulative Impact Assessment for 2025-2028 including the recommendation to control cumulative impact by retaining a Special Saturation Policy covering City Centre and East Oxford areas.</li> <li>3. Recommend to Full Council adoption of the Cumulative Impact Assessment for 2025-2028 and continued Special Saturation Policy covering City Centre and East Oxford areas.</li> </ol>

Appendix No.	Appendix Title	Exempt from Publication
Appendix 1	2022-2025 Cumulative Impact Assessment	No
Appendix 2	Consultation Responses & Analysis	No
Appendix 3	Licensing Authority Briefing Note	No
Appendix 4	2025-2028 Cumulative Impact Assessment	No
Appendix 5	Equality Impact Assessment	No

## Introduction and background

1. A responsibility of the Licensing Authority is to promote the four licensing objectives enshrined in the Licensing Act 2003:
  - The Prevention of Crime and Disorder
  - The Promotion of Public Safety
  - The Prevention of Public Nuisance
  - The Protection of Children from Harm
2. The distribution of premises may be such as to warrant special action from the Authority to combat exceptional problems of disorder and public nuisance over and above the impact from individual premises.
3. A Cumulative Impact Assessment (CIA) is used as an evidence-based tool for Licensing Authorities to consider adoption of a Special Saturation Policy (SSP); which creates a rebuttable presumption that applications for a new Premises Licence, Club Premises Certificate or material variations will normally be refused, if relevant representations are received, unless it can be demonstrated that the operation of the premises involved will not add to the cumulative impact of crime and anti-social behaviour in the area.
4. An SSP is intended to ensure stronger safeguards are in place in higher crime areas, preventing additional nuisance, crime, and disorder. Applicants are expected to address the broader context and existing challenges in the area that they operate, such as ongoing issues with anti-social behaviour, or pressures on local services, even if they are new and have not contributed to existing issues. This approach ensures the application doesn't unintentionally add to those problems and enables the Licensing Authority to address applications that fail to adequately consider the cumulative impact. In doing so, the Authority is better equipped to protect residents, manage the night-time economy, and uphold the licensing objectives in areas experiencing high levels of crime and anti-social behaviour.
5. The previous CIA and SSP (April 2022 – March 2025) states that the Authority is of the opinion that the number of licensed premises and club premises certificates within the City Centre and East Oxford area is such that it is likely that granting further licences or variations to licences would be inconsistent with the authority's duty to promote the licensing objectives. This statement is a statutory requirement and does not mean that all new or varied applications will be refused; rather, each application will be considered on its own merits, and applicants will be expected to demonstrate robust measures to uphold the licensing objectives in these areas.

A copy of the 2022-2025 Cumulative Impact Assessment can be found at **Appendix One**.

6. During the previous policy period (April 2022 – March 2025), the Licensing Authority received a total of 120 new premises licence or variation applications. Of these, 52 were located within SSP areas (39 in Central Oxford and 13 in East Oxford). Eight of these applications were referred to a Sub-Committee for determination, with 3

attracting objections from the police citing the SSP. One application (variation) was refused, 51 were granted with existing or additional conditions.

## Consultation Analysis

7. The Licensing Authority carried out a nine-week consultation period, which started on 17<sup>th</sup> February 2025 and ended on 21<sup>st</sup> April 2025.
8. The Authority received responses from responsible authorities, Oxfordshire Fire and Rescue and Thames Valley Police, and a further twenty-seven (27) responses from the public during the consultation period.
9. Oxfordshire Fire and Rescue strongly agreed to keeping both Special Saturation Policies in the City Centre and East Oxford. Their main concerns regarding the night-time economy were:
  1. *Violence and Anti-Social Behaviour*  
*Alcohol-Related Incidents: High concentrations of bars and clubs can lead to increased incidents of violence and anti-social behaviour.*  
*Public Disorder: Large crowds can sometimes result in fights or disturbances, especially late at night.*
  2. *Drunken Behaviour*  
*Noise and Disturbances: Drunken behaviour can lead to noise and disturbances, affecting the quality of life for local residents.*  
*Vandalism: There can be an increase in vandalism and property damage due to intoxicated individuals.*
  3. *Safety When Getting Home*  
*Personal Safety: Concerns about personal safety, especially for women and vulnerable individuals, when traveling home late at night.*  
*Transport Availability: Limited availability of safe and reliable transport options late at night can be a concern.*
10. Thames Valley Police also strongly agreed to keeping both Special Saturation Policies in the City Centre and East Oxford. Their main concerns regarding the night-time economy were:  
*Alcohol related crime, disorder, anti-social behaviour and nuisance as well as safeguarding of the vulnerable and violence against women and girls (VAWG) stemming from the night-time economy has a significant impact on the police.*  
*It uniquely requires a specific policing operation and additional resources (something that is not done for any other time of the day or day of the week), all of which pulls the police away from our duty to the overall policing of Oxford as a whole and indeed supporting the other areas of the Thames Valley should a critical incident occur.*

*The further provisions of licensable activities in the area, whether that is through new premises or later hours for alcohol , or late night refreshment*

*venues/vans which in themselves operate as hot spots for alcohol related violence due to the congregation of intoxicated persons after the clubs and bars have shut, has been shown to exacerbate the significant demand on the police.*

*It is only through the consistent and robust application of the SSP by the licensing committee that we have seen a move away from such venues, toward attracting more diverse and congenial business models which has gone to help promote Oxford (with its international reputation) as a safe and pleasant place for the public with a vibrant business offer in the NTE. It has also stemmed the ever persistent march towards later and later operating hours of the NTE that was being seen prior to the implementation of the SSP. To lose the policy would be to open the flood gates and undo all of that work.*

11. The Authority received seventeen (17) responses from residents of Oxford, five (5) responses from people who work in Oxford, seven (7) responses from local business owners or managers who hold a premises licence, and one (1) response from a local business owner or manager who does not hold a premises licence.
12. Approximately half of these responses strongly disagreed with keeping the Special Saturation Policy areas of both City Centre and East Oxford, with only 15% of responses strongly agreeing.
13. Those that disagreed with keeping the SSP raised concerns that Oxford does not have a thriving night-time economy and that continuing with the policy will lead to multiple businesses closing.
14. Those that agreed with the SSP raised concerns similar to those highlighted by the responsible authorities; drunken behaviour and safety, walking through Oxford at night is threatening, threatening behaviour by drunk people, noise resulting from drunken behaviour.

A copy of all the responses received can be found at **Appendix Two**.

### **Cumulative Impact Data Analysis**

15. The crime data presented, illustrates there has been no significant decrease in relevant crime in Oxford's top four LSOA's (Lower Super Output Area) since the previous SSP was adopted.
16. The violence with injury data correlates closely with the night-time economy, with the heat map concentrating on Friday and Saturday night between 19:00 hours and 03:00 hours.
17. The CCTV data demonstrates significantly more public space incidents during the night-time economy period.
18. The hospital data correlates with the night-time economy, with a concentration of hospital admissions around Friday and Saturday night and 30% of attendances

being alcohol related.

19. While the evidence may not directly attribute crime, disorder, or alcohol-related harm to a specific license premises, it consistently correlates with the night-time economy. This pattern highlights the importance of considering these issues when assessing any new or variation applications within SSP areas. Applicants and decision-makers should take into account the cumulative impact that licensed premises could have on areas already experiencing high levels of night-time economy-related activity.

### **Duty of the Committee**

20. It is the Committee's statutory duty to promote the four licensing objectives set out in the Licensing Act 2003. The four licensing objectives are the legal foundation for all licensing decisions, and as such the authority's legal duty to prevent nuisance, and crime and disorder must be the foremost consideration.
21. Following a request from the Committee, members were provided with a briefing note on the Cumulative Impact Assessment (CIA) and Special Saturation Policy (SSP). Members then provided additional feedback and questions to the Licensing Authority to inform the development of this report.

A copy of the briefing note can be found at **Appendix Three**.

### **Conclusion**

22. The Licensing Authority has a duty to prevent public nuisance and crime or disorder that may result from a high concentration of licensed premises in one area. For this reason, significant weight is given to the views of responsible authorities, particularly the Police who are the lead agency on crime and disorder matters under the Licensing Act 2003.
23. The Licensing Authority has carefully considered consultation responses opposing the SSP and notes the views that Oxford lacks a thriving night-time economy or that continuing the policy will result in widespread business closures. However, there is little evidence to suggest that the SSP is a factor in this matter. Licensing Authority data shows that there is a regular flow of new applications and variations, with 120 licenses assessed between 2022 and 2025, 52 of which were within SSP areas with one refused.
24. The Licensing Act 2003 requires each application to be assessed on its individual merits, irrespective of whether the premises is within an SSP area. The SSP helps to ensure that new or varied licences are granted with reasonable and robust conditions designed to uphold the licensing objectives. In practice, the applications within SSP areas between 2022 and 2025 were subject to such conditions, usually proposed by the applicant following consultation with Thames Valley Police, the Licensing Authority, or other responsible authorities.
25. There are no other legal tools that work in the same way as the Special Saturation Policy. Without it, the Council's ability to uphold the licensing objectives is reduced,

and there is greater reliance on reacting to problems after they occur, rather than preventing them in the first place.

**Without an SSP:**

- There is no presumption of refusal, even in areas with high levels of crime, nuisance, or public safety concerns.
- Licensing authorities have less scope to require applicants to address pre-existing issues in the area.
- Applicants are only expected to mitigate the direct impact of their own premises, not the cumulative impact of many premises in close proximity.

**With an SSP:**

- Applicants must mitigate against the broader context, even if they are new to the area and did not contribute to existing problems.
- This allows the Licensing Authority to impose more tailored conditions or refuse applications that do not sufficiently address the cumulative impact.
- It strengthens the authority's ability to protect residents, manage the night-time economy, and uphold the licensing objectives in high-pressure areas.

26. The Licensing Authority has proposed Cumulative Impact Assessment for 2025-2028 considering all the evidence gathered through the consultation period. The assessment sets out that the authority remains of the opinion that:

*“...the number of licensed premises and club premises certificates within the City Centre and East Oxford area is such that it is likely that granting further licences or variation to licences would be inconsistent with the authority’s duty to promote the licensing objectives...”*

This statement is a statutory requirement and does not mean that all new or varied applications will be refused; rather, each application will be considered on its own merits, and applicants will be expected to demonstrate robust measures to uphold the licensing objectives in these areas.

The Cumulative Impact Assessment 2025-2028 can be found at **Appendix Four**.

27. The Committee is requested to recommend to Full Council adoption of the Cumulative Impact Assessment for 2025-2028 which retains the Special Saturation Policy covering City Centre and East Oxford areas.

**Financial implications**

28. The cost for the consultation and analysis of the data for a CIA will be within the existing budget.

**Legal issues**

29. Any legal implications are contained within the report.

## **Equality Impact Assessment**

30. The Council has a Public Sector Equality Duty under the Equality Act 2010 to have due regard to the need to:

- a. Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act;
- b. Advance equality of opportunity between people who share a relevant protected characteristic and those who don't share it;
- c. Foster good relations between people who share a relevant protected characteristic and those who do not (which involves having due regard, in particular, to the need to tackle prejudice and promote understanding).

31. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.

32. When undertaking the Equality Impact Assessment, the Equality and Human Rights Commission guidance was used along with legislation and consultation responses.

The Equality Impact Assessment can be found at **Appendix Five**.

## **Environmental Considerations**

33. There are no environmental considerations arising from this report.

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## **Background Papers:**

1	Licensing Act 2003
2	<a href="#">Homepage   EHRC</a>

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# Cumulative Impact Assessment 2022

2022 - 2025



## **1. Cumulative Impact Assessments – Background**

- 1.1 The concept of cumulative impact has been described within the Secretary of State's Guidance since the commencement of the 2003 Act.
- 1.2 The guidance describes cumulative impact as “the potential impact on the promotion of the licensing objectives of a number of licensed premises concentrated in one area”.
- 1.3 For clarity, the licensing objectives are:
  - Prevention of crime and disorder
  - Prevention of a public nuisance
  - Public safety
  - Protection of children from harm
- 1.4 The Licensing Authority had previously adopted a Special Saturation Policy within its Statement of Licensing Policy, which covered both Oxford City Centre and East Oxford, adopted following assessment of the particular impact from the concentration of licensed premises in those areas. Due to the effects of the COVID-19 pandemic, the Authority was unable to conduct a Cumulative Impact Assessment when the Statement of Licensing Policy was due to be reviewed in early 2021. The result was that the Special Saturation Policy was removed, with the understanding that it would be reassessed later in the year.
- 1.5 The Policing and Crime Act 2017 amended the Licensing Act 2003 to place ‘Cumulative Impact Assessments’ on a statutory footing by introducing paragraph 5a of the Licensing Act 2003. This amendment came into force on 6th April 2018.
- 1.6 This Cumulative Impact Assessment is therefore being published under these new provisions of the Licensing Act 2003. The policy will be reviewed no later than every three years from the date it comes into force.
- 1.7 Section 182 Guidance states that “A Cumulative Impact Assessment (CIA) may be published by a licensing authority to help it to limit the number or types of licence applications granted in areas where there is evidence to show that the number or density of licensed premises in the area is having a cumulative impact and leading to problems which are undermining the licensing objectives. CIAs relate to applications for new premises licences and club premises certificates and applications to vary existing premises licences and club premises certificates in a specified area”.

## **2. Consultation**

- 2.1 As per section 5a of the Licensing Act 2003, in preparing the Cumulative Impact Assessment the Licensing Authority consulted with the persons mentioned in section 5(3) of the Licensing Act 2003, namely:
  - the Chief Officer of Police
  - the Chief Officer of the Fire and Rescue Service
  - persons/bodies representative of the Local Authority with the function of public health
  - persons/bodies representative of local holders of premises licences
  - persons/bodies representative of local holders of club premises certificates
  - persons/bodies representative of local holders of personal licences
  - persons/bodies representative of businesses and residents in the City of Oxford

- persons/bodies representative of Child Protection Services
- other organisations as appear to the Licensing Authority to be affected by licensing matters, including local community, cultural, educational and entertainment organisations.

2.2 The Licensing Authority considered the views of all those consulted prior to determining this policy.

### **3. Cumulative Impact Assessment**

3.1 The assessment relates to all premises within specified areas that have a premises licence or a club premises certificate which will be carrying on or proposing to carry on the following licensable activities:

- The sale or supply of alcohol on or off the premises
- The provision of late night refreshment on or off the premises

3.2 CIAs do not apply to Temporary Event Notices (TENS); however it is open to the police and environmental health authority (as relevant persons) to refer to evidence published within a CIA when objecting to a TEN.

3.3 While the evidence underpinning the publication of this CIA should generally be suitable as the basis for a decision to refuse an application or impose conditions, it does not change the fundamental way that decisions are made under the 2003 Act. Each decision in an area subject to a CIA therefore still needs to be made on a case-by-case basis and with a view to what is appropriate for the promotion of the licensing objectives. Importantly, the publication of this CIA would not remove the Licensing Authority's discretion to grant applications for new licences or applications to vary existing licences, where the Authority considers this to be appropriate in the light of the individual circumstances of the case.

3.4 It also does not remove the requirement for a relevant representation to be submitted by a responsible authority or a member of the public (defined as 'any other person' within the act) against an application for it to be considered by the Licensing Sub-Committee. An application that does not receive relevant representations is deemed granted under the Act.

3.5 The Licensing Authority's Special Saturation Policy creates a rebuttable presumption that an application within the designated cumulative impact areas for new premises licences or variations that are likely to add to the existing cumulative impact will normally be refused if relevant representations are received. It is for the applicant to demonstrate that their application would not add to the cumulative impact of such licensed premises in the areas. Applicants are encouraged to liaise with the Licensing Authority and other Responsible Authorities in advance of submitting an application.

3.6 The steps followed in considering whether to publish a CIA are summarised below:

- identify concern about crime and disorder; public safety; public nuisance or protection of children from harm in a particular location.
- Consider whether there is good evidence that crime and disorder or nuisance are occurring, or whether there are activities which pose a threat to public safety or the protection of children from harm.
- If there is evidence that such problems are occurring, identify whether these problems are being caused by the customers of licensed premises, or that cumulative impact is imminent.

- Identify the boundaries of the area where problems are occurring (this can involve mapping where the problems occur and identifying specific streets or localities where such problems arise).
- Consult those specified in section 5(3) of the 2003 Act. As with consultations in respect of the licensing policy statement as a whole, it is for each licensing authority to determine the extent of the consultation it should undertake in respect of a CIA (subject to the statutory requirements).

3.7 The Licensing Authority had previously adopted a special policy on cumulative effect, known as its Special Saturation Policy, and it is now being readopted following this Cumulative Impact Assessment.

#### **4. Cumulative Impact Assessment Statement**

4.1 This assessment is being published because the authority is of the opinion that the number of licensed premises and club premises certificates within the City Centre and the East Oxford area is such that it is likely that granting further licences or variation to licences would be inconsistent with the authority's duty to promote the licensing objectives. This opinion has been reached after careful consideration of evidence and data, from Thames Valley Police, the Responsible Authorities and other persons, which show high levels of public nuisance, anti-social behaviour and crime and disorder within these areas. Therefore it is appropriate and necessary to control the cumulative impact in these areas.

The areas covered by the policy are the City Centre, as shown in **Appendix One**, and East Oxford, predominately Cowley Road, as shown in **Appendix Two**.

The evidential basis for the decision to publish a Cumulative Impact Assessment is set out in **Appendix Three**.

In areas where there is an excessive accumulation of off and on licensed premises, it is relatively straight forward to provide a direct correlation between those premises and public nuisance, anti-social behaviour and crime and disorder in the area, through an analysis of the evidence including operating hours of the premises and the peak times for incidents and calls for service.

#### **5. Other mechanisms for controlling cumulative impact**

5.1 There are mechanisms and interventions, both within and outside the licensing regime, that are available for mitigating adverse impacts on the licensing objectives and should be considered alongside local licensing policy by the Licensing Authority, Responsible Authorities, other persons, licensed premises and new and existing applicants: For example:

- planning controls
- positive measures to create a safe and clean environment in partnership with local businesses, transport operators and others
- the provision of CCTV,
- ample taxi ranks and Private Hire Companies licensed within district
- powers to designate parts of the city as places where alcohol may not be consumed publicly-Public Space Protection Orders.
- confiscation of alcohol from adults and children in designated areas
- police enforcement of the law with regard to disorder and anti-social behaviour, including the issuing of fixed penalty notices
- enforcement action against those selling alcohol to people who are inebriated

- police powers to close some premises for up to 24 hours on the grounds of disorder, the likelihood of disorder or excessive noise
- the power of police, local businesses or residents to seek a review of the licence or certificate

## Appendix One – Cumulative Impact Area – Oxford City Centre



## Appendix Two – Cumulative Impact Area – East Oxford



## Appendix Three – Cumulative Impact Evidence

### Contents

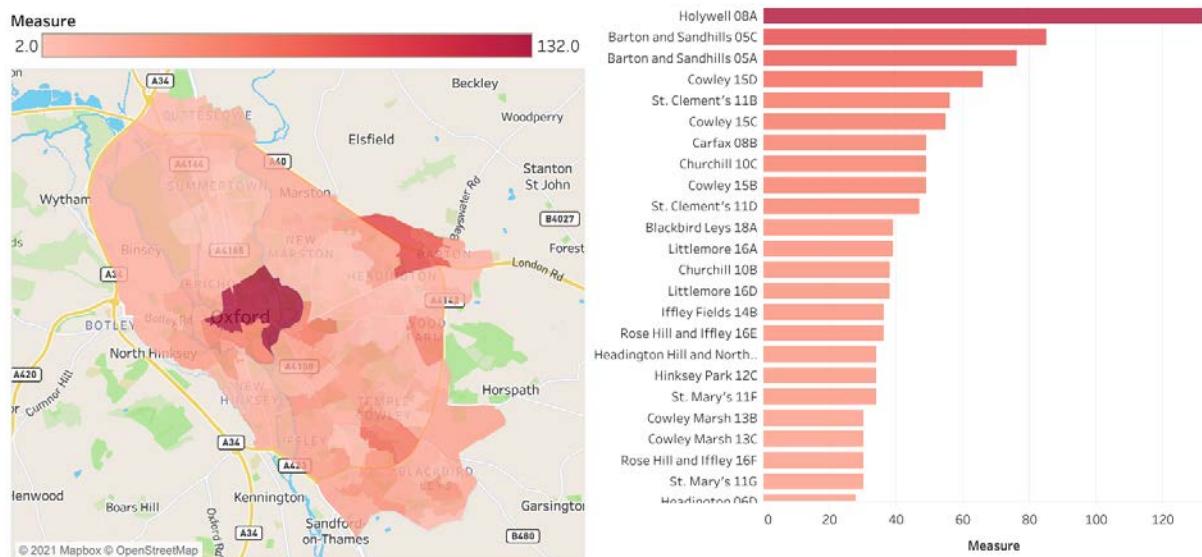
1. Police ASB incidents 2020 – LSOA level
2. Police Criminal damage crimes 2020 – LSOA level
3. Police Public Order crimes 2020 – LSOA level
4. Police Violent crime and sexual offences 2020 – LSOA level
5. Seasonal trends of top-4 LSOAs
6. CCTV incidents
7. Police data analysis methodology
8. Temporal analysis
9. Seasonal analysis
10. Geographic distribution: all NTE occurrences
11. Geographical distribution: serious violence occurrences
12. Public Health data – alcohol related admissions and mortality rates

### Glossary

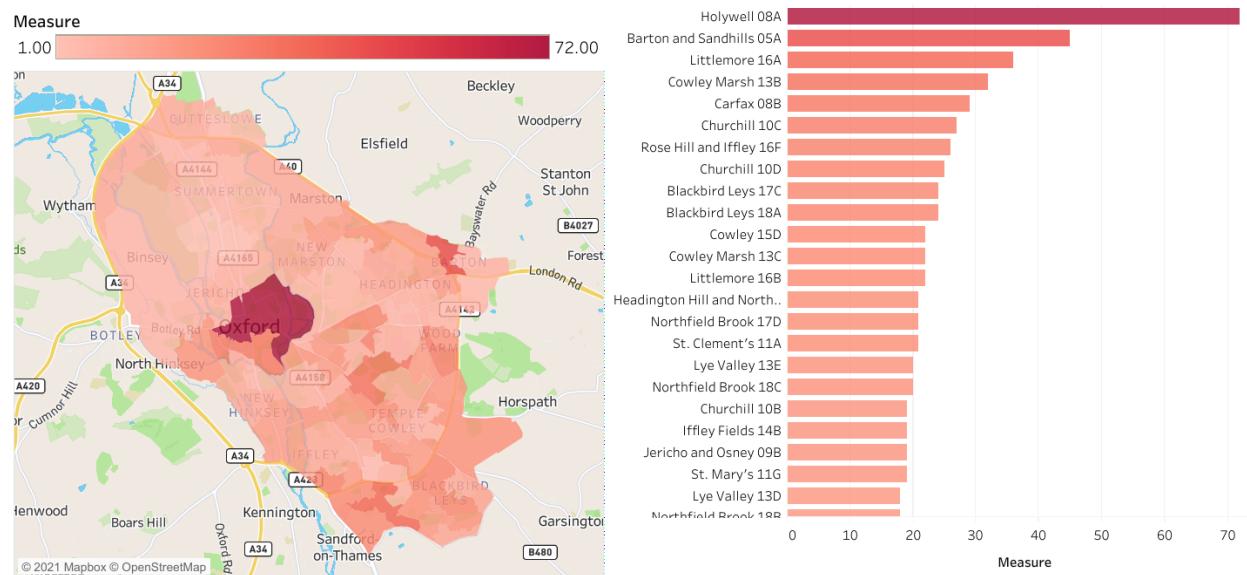
LSOA – Lower Super Output Area

ASB – Anti-social Behaviour

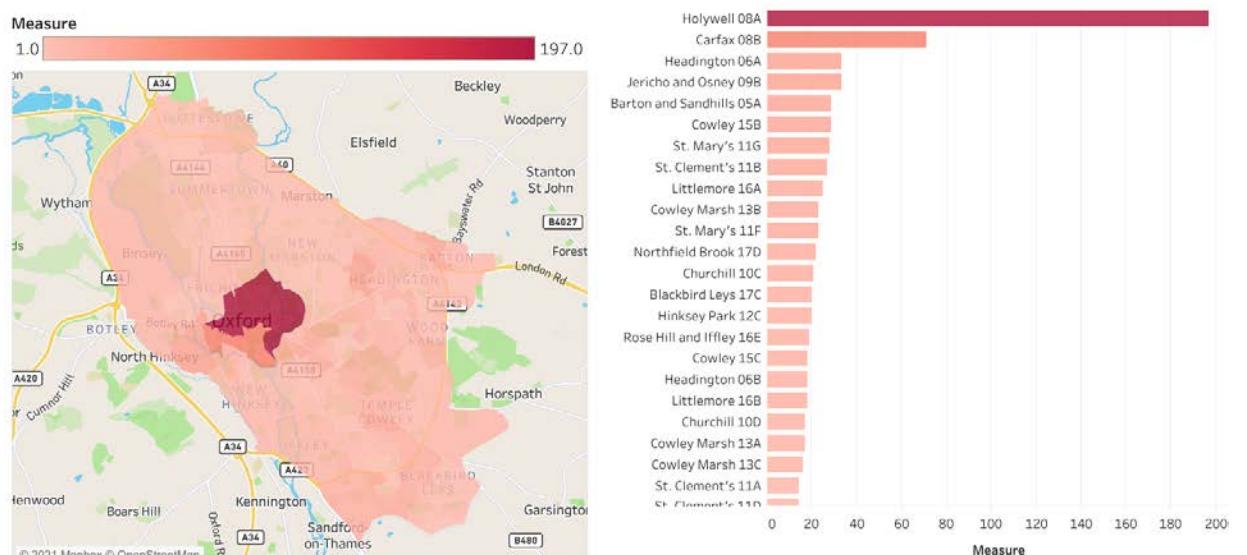
#### 1. Police ASB incidents 2020 – LSOA level



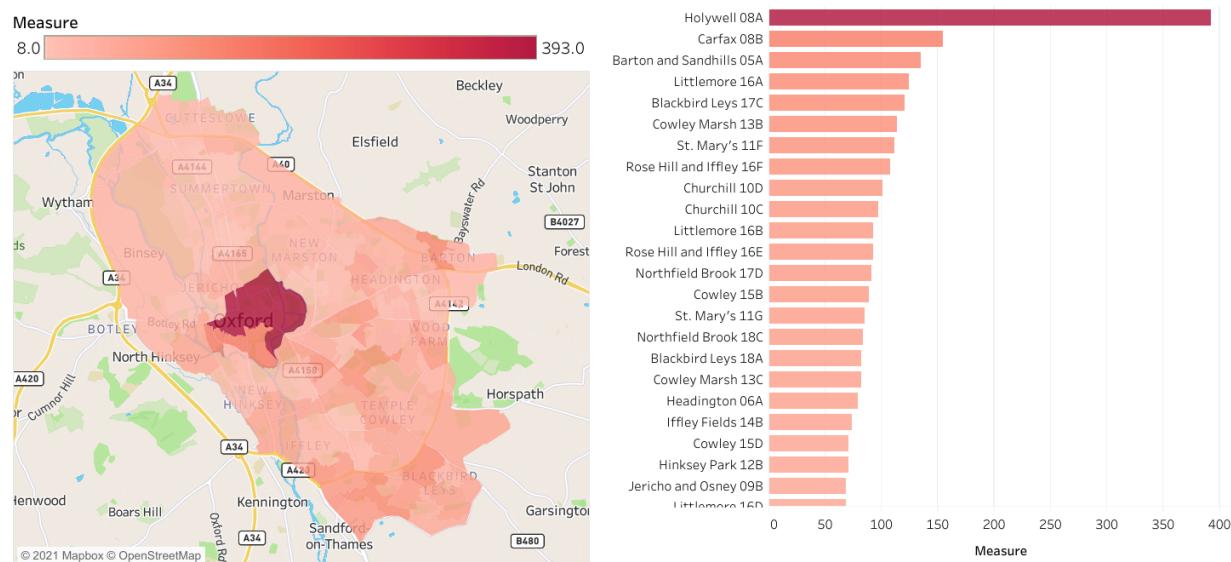
## 2. Police criminal damage and arson crimes 2020 – LSOA level



## 3. Police Public Order crimes 2020 – LSOA level



#### 4. Police Violent crime and sexual offences 2020 – LSOA level



#### 5. Police crime trend data – top 4 LSOAs

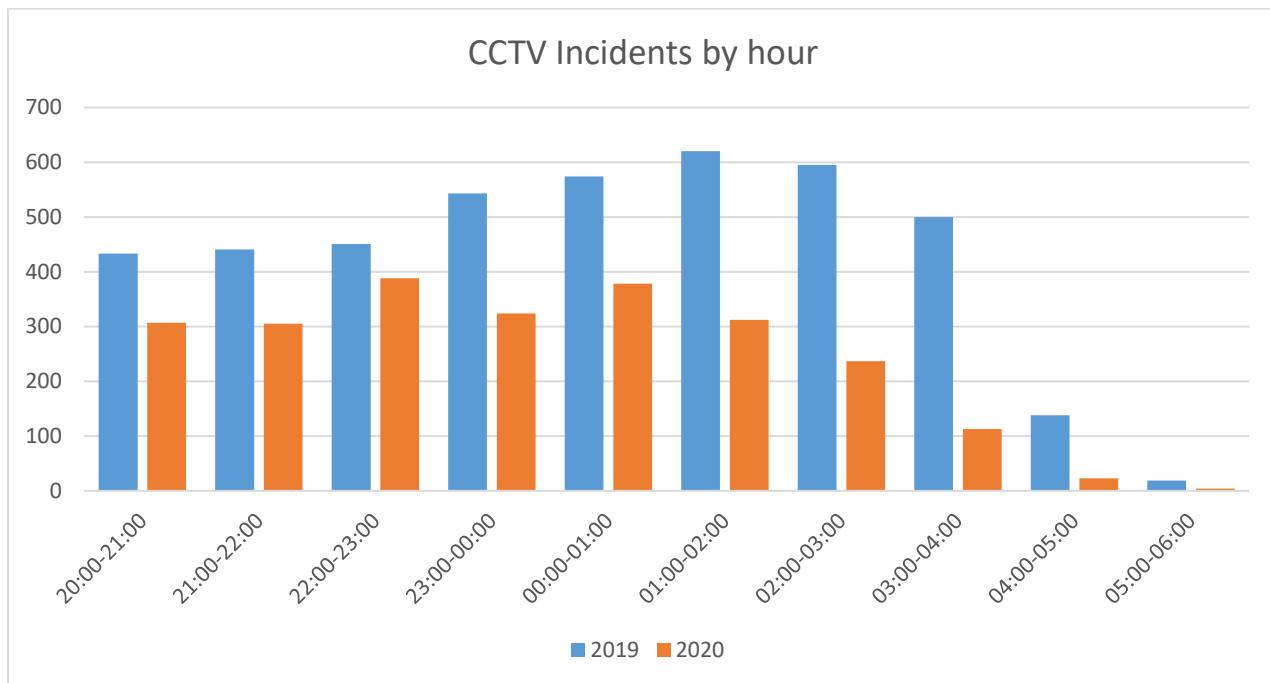
ASB incidents	2018				2019				2020				2021				Total
	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	
Holywell 08A	73	83	66	72	48	52	38	21	30	43	22	43					591
Barton and Sandhills 05A	18	14	13	24	28	18	8	25	20	23	16	13					220
St. Clement's 11D	36	44	18	12	26	7	10	8	14	15	6	11					207
Carfax 08B	31	20	27	22	19	9	16	9	11	13	4	10					191

Criminal damage & arson	2018				2019				2020				2021				Total
	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	
Holywell 08A	32	43	23	36	26	16	23	11	14	24	11	17					276
Barton and Sandhills 05A	9	5	6	12	12	4	13	12	13	7	9	11					113
Littlemore 16A	14	7	9	6	14	4	6	13	5	12	5	6					101
Carfax 08B	17	10	9	9	5	7	3	7	10	9	8	4					98

Public order	2018				2019				2020				2021				Total
	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	
Holywell 08A	56	48	49	57	37	55	54	24	59	60	61	97					657
Carfax 08B	14	18	13	17	20	15	24	8	13	26	15	18					201
Jericho and Osney 09B	2	2	1	4	3	2		9	11	13	24	22					93
St. Mary's 11G	6	2	2	9	8	6	9	4	9	6	9	15					85

Violence & sexual	2018				2019				2020				2021				Total
	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	
Holywell 08A	176	187	175	136	171	183	161	56	94	82	56	130					1607
Carfax 08B	29	36	35	30	38	39	39	24	44	48	31	67					460
Barton and Sandhills 05A	32	22	23	22	36	26	29	35	39	32	27	49					372
Littlemore 16A	24	35	34	27	39	17	35	34	26	30	27	31					359

## 6. CCTV incidents



The graph illustrates the peak hours of incidents monitored by public space CCTV cameras in the city. It is not possible to disaggregate the small number of cameras in neighbourhood areas from the cameras in the city centre.

This hourly breakdown is clearly linked to public space incidents during the night-time economy period.

## 7. Police Analysis of Violent Crime in the NTE: Methodology

Data from the police occurrence record keeping system for occurrences taking place within the Oxford Local Police Area with a reported date between 01/01/2017 and 26/04/2021 and with the Home Office Statistics Code 1 representing Violence Against the Person or Disorder.

Cancelled, historic or occurrences where the date was unknown were removed from the data set.

VAP and Disorder are very broad categories and include many occurrences unrelated to the NTE, attempts were made to refine the focus of the data by removing occurrences where the Location was recorded as a Dwelling or using the following criteria:

The data set resulting from the described initial search and filtering criteria comprised 4,523 occurrences which were considered to be related to Oxford's Night Time Economy. This data set was then analysed using Microsoft Excel and Esri ArcMap.

## 8. Police Analysis of Violent Crime in the NTE: Temporal Distribution

The temporal distribution of the 4,514 occurrences for which a time could be determined is shown below. It should be noted that 314 of these had an Event Start Time recorded as 00:00 – upon further investigation 305 of these were changed to a more accurate time based on Recorded Time, Event End Time and times noted in the summary report.

Fig. 1	00:00 - 01:00	01:00 - 02:00	02:00 - 03:00	03:00 - 04:00	04:00 - 05:00	05:00 - 06:00	...	21:00 - 22:00	22:00 - 23:00	23:00 - 00:00	Grand Total
	Monday	44	43	38	40	21	3		71	86	62
Tuesday	39	33	50	69	21	3		102	77	85	479
Wednesday	45	42	30	41	24			102	94	72	450
Thursday	60	44	61	42	18	4		99	61	68	457
Friday	52	47	64	56	29	3		94	114	122	581
Saturday	115	131	143	165	78	6		113	125	141	1017
Sunday	147	216	202	210	98	5		88	80	76	1122
	502	556	588	623	289	24		669	637	626	4514

**Figure 1: Distribution of occurrences by time and day of week**

Shows what we might expect intuitively: almost half (47%) of occurrences linked to Oxford's NTE occur on either a Saturday or a Sunday. The busiest period is between 01:00 and 04:00 on a Sunday morning, with those 3 hours alone accounting for 14% of occurrences analysed.

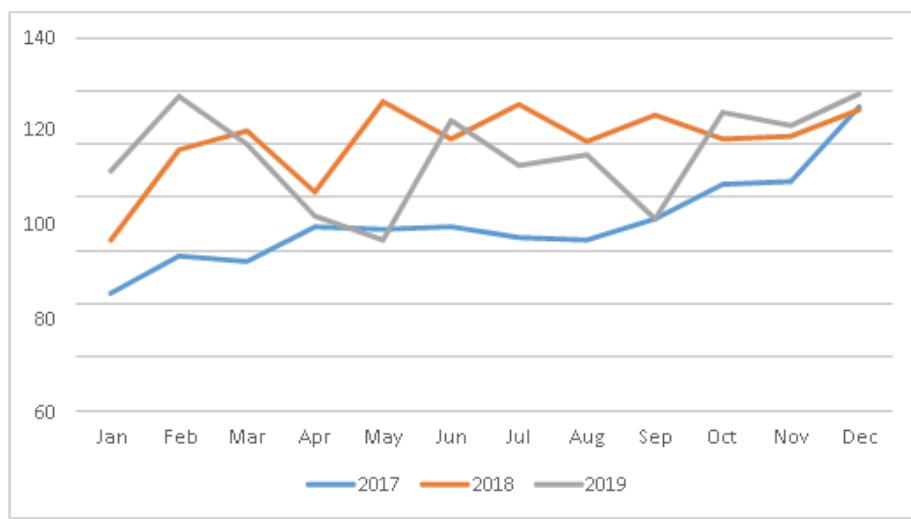
Fig. 2	00:00 - 01:00	01:00 - 02:00	02:00 - 03:00	03:00 - 04:00	04:00 - 05:00	05:00 - 06:00	...	21:00 - 22:00	22:00 - 23:00	23:00 - 00:00	Grand Total	
	Monday	12	9	7	5	5	1		3	4	3	49
Tuesday	11		6	12	18	16	8		2	5	7	85
Wednesday	7		8	5	5	3	3		2	2	7	42
Thursday	13	10		13	9	15	3		6	2	5	76
Friday	6	12		7	8	10	2		11	7	5	68
Saturday	15	27		32	28	40	16		10	5	14	187
Sunday	18	59		52	41	59	22		6	3	7	267
	82	131		128	114	148	55		40	28	48	774

**Figure 2: Distribution of NTE-related hospitalisations to John Radcliffe A&E by time and day of week**

Shows the distribution of admissions to the Accident & Emergency department of the John Radcliffe hospital between August 2017 and August 2020 which were classified as Apparent Assaults in which alcohol was believed to be a factor. The distribution largely mirrors the conclusion drawn from analysis of the temporal distribution of NTE-linked occurrences in Oxford, with an even greater focus on the early hours of Sunday morning (and to a lesser extent of Saturday morning).

## 9. Police Analysis of Violent Crime in the NTE: Seasonality

The count of NTE-linked occurrences taking place in each month of 2017, 2018, and 2019 is illustrated below. The chart does not suggest any great degree of predictable seasonality, although it appears that occurrence counts in November and December may be particularly high. These monthly counts were then compared to the expected level (based on the 12 month centred moving average) to determine whether any months appeared to have occurrence counts consistently above the expected count.



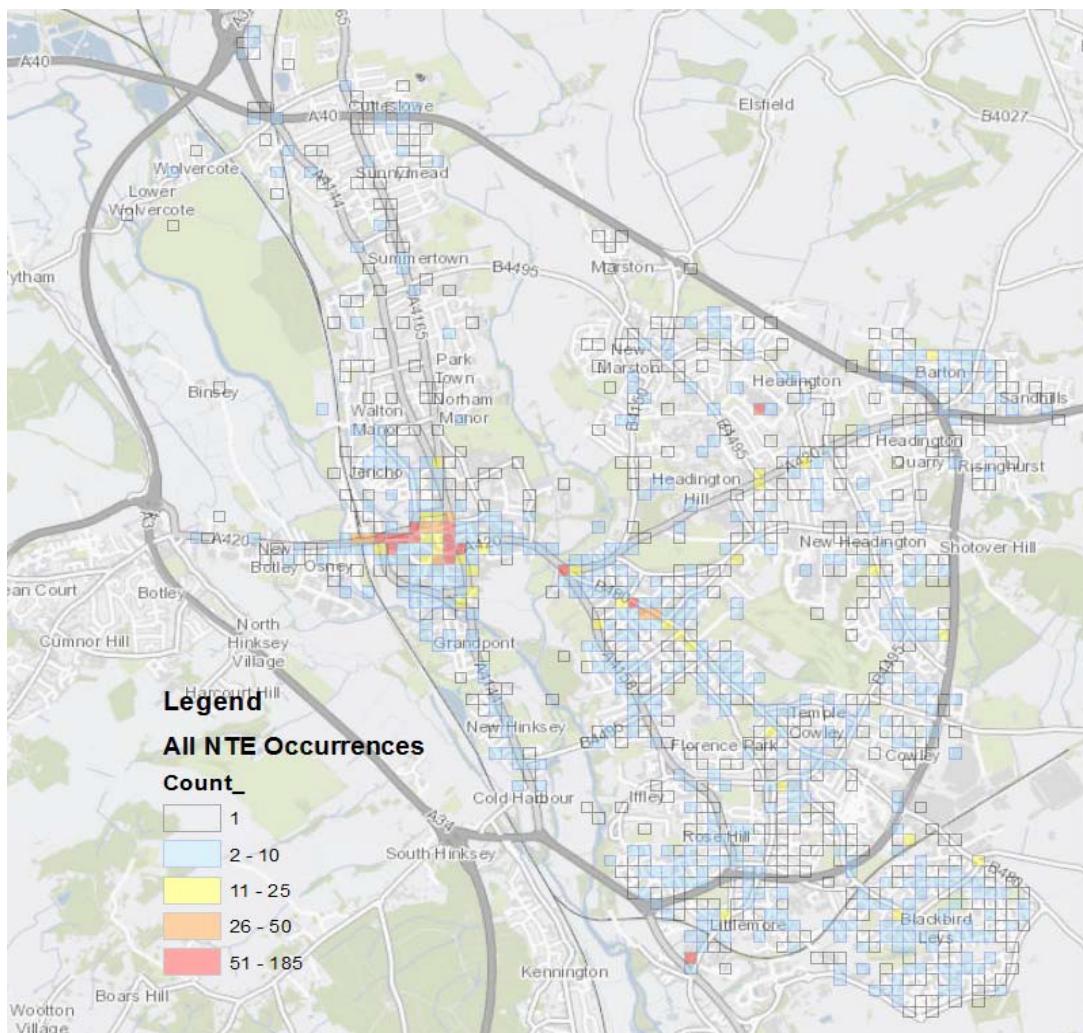
This analysis accounts for changing trends (2017 saw a steadily rising number of monthly occurrence counts, leading to consistently higher levels in 2018). It clearly shows that December NTE-linked occurrence counts were higher than expected in every year from 2017 to 2019, and that January occurrence counts were lower than expected in every year. April and August were also consistently lower than expected, albeit to a lesser extent than January, and November was also associated with marginally higher than expected NTE occurrence counts.

## 10. Police Analysis of Violent Crime in the NTE: Geographic distribution

The following heat maps show locations of NTE occurrences in Oxford, using a 100m x 100m grid overlaid on a map of the police area with the count of occurrences recorded as taking place within each grid square being indicated by the colour of the square.

The map clearly indicates that the most notable areas in which NTE occurrences have taken place are: the city centre area focused on Park End Street, Hythe Bridge Street and Cornmarket; Magdalen roundabout, the Cowley Road between Union

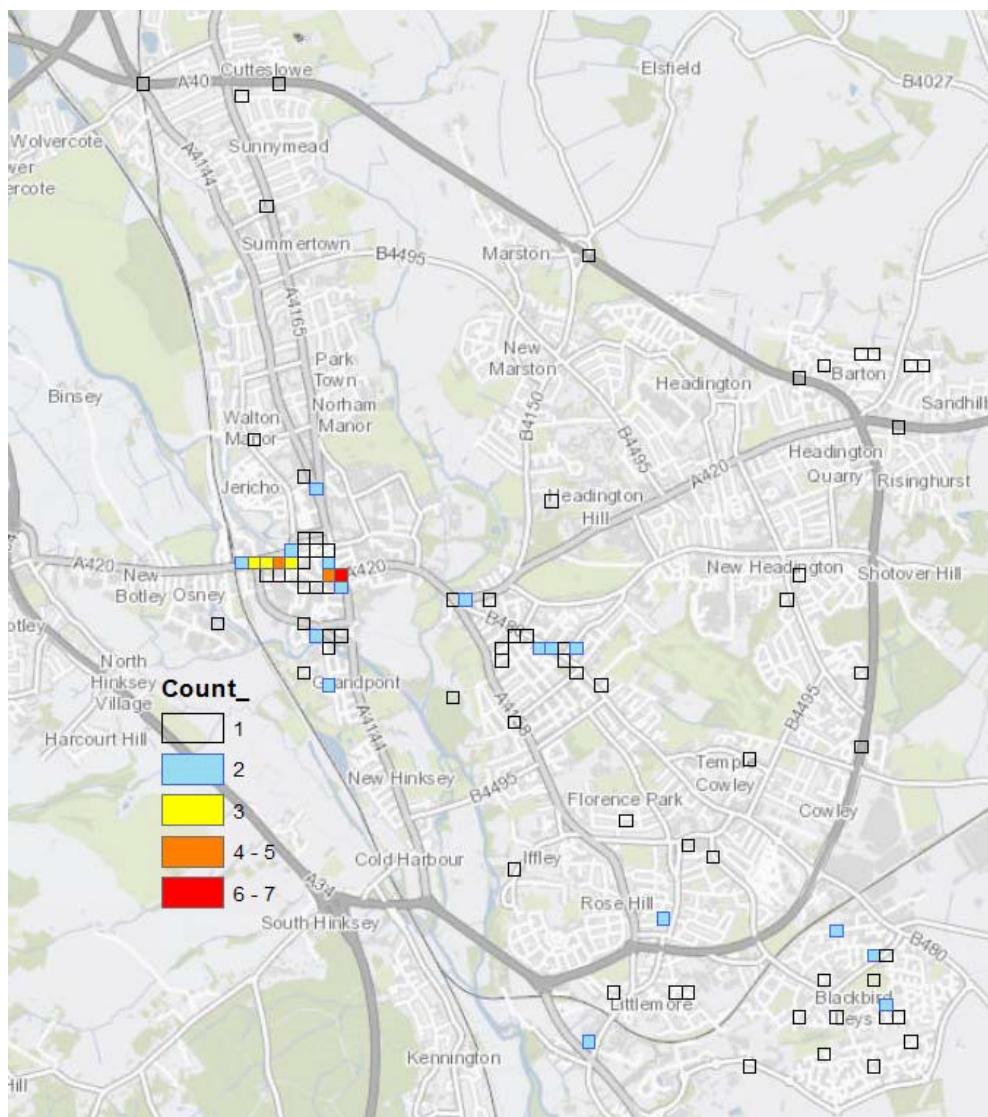
Street and East Avenue (O2 Academy and Cowley Retreat area); the A&E department of the John Radcliffe Hospital; and the Littlemore Mental Health Centre. It is possible (although not confirmed) that the hospital events may include occurrences that took place elsewhere and were reported from the hospital location.



## 11. Police Analysis of Violent Crime in the NTE: Geographic distribution

Serious violence offences.

Serious violence in Oxford's NTE appears to be highly focused in city centre areas, in particular: Queen Street / Cornmarket Street and Park End Street / Hythe Bridge Street.



## 12. Public Health Data

The table below shows the alcohol related hospital admissions and mortality rates for Oxford.

Compared to England: █ better █ similar █ worse

Indicator	Period	England	Oxfordshire	Oxford
Alcohol related mortality	2018	46.5	41.1	48.6 <span style="color: orange;">█</span>
Admission episodes for alcohol related conditions	2018-19	664	526	640 <span style="color: orange;">█</span>
Admission episodes for alcohol specific conditions	2018-9	626	522	741 <span style="color: red;">█</span>
Admission episodes for alcohol specific conditions -Under 18s	2016/17-18/19	31.6	31.7	50.0 <span style="color: red;">█</span>

<b>Hospital admissions of alcohol related cardiovascular disease (female)</b>	2018/19	776	613	791 ■
<b>Hospital admissions for mental and behavioural disorders due to alcohol</b>	2018/19	75.6	52.2	97.9 ■
<b>Hospital admissions for alcoholic liver disease</b>	2018/19	131.2	96.0	138.4 ■

Source: PHE: Population Health Analysis (PHA) team using data from NHS Digital and ONS

The trend for hospital admissions for alcohol related conditions is increasing. There is also an increase in the trend for hospital admissions for alcohol related cardiovascular diseases.

## Appendix 3

In what capacity are you responding to this survey? - capacity	In what capacity are you responding to this survey? - If 'other', please specify:	To what extent do you agree or disagree with keeping the current Special Saturation Policy area in Central Oxford (City Centre) ? - SSP central Oxford	What is your main concern regarding the night-time economy in Central Oxford (City Centre), such as issues related to violence, drunken behaviour, or safety when getting home? - Please share your primary concern in the comment box below.	To what extent do you agree or disagree with keeping the current Special Saturation Policy area in East Oxford? - SSP East Oxford	What is your main concern regarding the night-time economy in East Oxford, such as issues related to violence, drunken behaviour, or safety when getting home? - Please share your primary concern in the comment box below.	Would you like to upload any evidence demonstrating that the high number or density of licensed premises in this area is having a detrimental effect on one or more of the licensing objectives? - Please make sure your file is under 10MB	Which of the following best describes how you think of yourself? - Sex	Which age bracket do you fall into? - Age	Are your day to day activities limited because of a health problem or disability that has lasted, or is expected to last, at least 12 months? - Disability	Which of the following best describes your ethnicity? - Ethnicity
Other	Local Authority Fire Service	Agree	1. Violence and Anti-Social Behaviour Alcohol-Related Incidents: High concentrations of bars and clubs can lead to increased incidents of violence and anti-social behaviour. Public Disorder: Large crowds can sometimes result in fights or disturbances, especially late at night. 2. Drunken Behaviour Noise and Disturbances: Drunken behaviour can lead to noise and disturbances, affecting the quality of life for local residents. Vandalism: There can be an increase in vandalism and property damage due to intoxicated individuals. 3. Safety When Getting Home Personal Safety: Concerns about personal safety, especially for women and vulnerable individuals, when traveling home late at night. Transport Availability: Limited availability of safe and reliable transport options late at night can be a concern.	Agree	1. Violence and Anti-Social Behaviour Alcohol-Related Incidents: High concentrations of bars and clubs can lead to increased incidents of violence and anti-social behaviour. Public Disorder: Large crowds can sometimes result in fights or disturbances, especially late at night. 2. Drunken Behaviour Noise and Disturbances: Drunken behaviour can lead to noise and disturbances, affecting the quality of life for local residents. Vandalism: There can be an increase in vandalism and property damage due to intoxicated individuals. 3. Safety When Getting Home Personal Safety: Concerns about personal safety, especially for women and vulnerable individuals, when traveling home late at night. Transport Availability: Limited availability of safe and reliable transport options late at night can be a concern.	Not Answered	Male	45-54	No	White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Agree	Violent assaults	Strongly agree	Drunken behaviour, noise, concern about safety, particularly if lighting is decreased	Not Answered	Female	65-74	Yes, limited a lot	White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Neither agree nor disagree	As an Oxford resident, I want to be sure that I can travel through the night-time economy in Central Oxford safely and that vulnerable groups, such as those who are rough sleeping, are also kept safe.	Neither agree nor disagree	No major concerns in this area outside of drunken use of the e-scooters (vo)	Not Answered	Male	25-34	Yes, limited a little	White – English/Welsh/Scottish/Northern Irish/British
Local business owner/manager who holds a premises licence		Strongly disagree	I have no major concerns regarding the NTE.	Strongly disagree	No major concerns in this area outside of drunken use of the e-scooters (vo)	Not Answered	Male	25-34	No	White – English/Welsh/Scottish/Northern Irish/British
Local business owner/manager who holds a premises licence		Strongly agree	We are best away from the city centre but when I personally went into Oxford late at night there was a good police presence which made me feel safer.	Strongly agree	I believe it's good to have a policy in place which we have to uphold to	Not Answered	Female	45-54	No	White – English/Welsh/Scottish/Northern Irish/British
Local business owner/manager who holds a premises licence		Neither agree nor disagree	the trade is so low nowadays that the landscape has changed dramatically in the last 3 years so I think updated reports on all aspect of the saturation policy should be reviewed	Neither agree nor disagree	the volumes have dropped as far as we are concerned and we believe so did drunken behaviour	Not Answered	Male	45-54	No	Other Ethnic Group – Any other ethnic group
A resident of Oxford		Neither agree nor disagree	I don't have any concerns.	Neither agree nor disagree	I don't have any concerns	Not Answered	Female	55-59	Yes, limited a little	White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Strongly disagree	No issues. I am disappointed in the number of late night venues closing and the city's position as an appealing option for those choosing to study here for university. Hospitality is good for jobs and culture!	Strongly disagree	As above.	Not Answered	Male	25-34	No	White – English/Welsh/Scottish/Northern Irish/British
A person who works in Oxford		Strongly disagree		Strongly disagree		Not Answered	Male	20-24	No	White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Strongly disagree	It's ridiculous, you need to allow businesses to be flexible to survive, look at the stress of running a business with the upcoming pay rises in April.	Strongly disagree	There is no concern you need to do more to support businesses.	Not Answered	Male	25-34	No	White – English/Welsh/Scottish/Northern Irish/British
A person who works in Oxford		Strongly disagree	Councils need to stand down and support businesses and their enterprises, Oxford depends on it and you doing the right thing.	Strongly disagree		Not Answered	Male	20-24	No	White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Strongly disagree	As long as they are safe and legal and following protocol.	Strongly disagree	My main concern is as above – having a thriving economy.	Not Answered	Female	25-34	No	White – Other

A resident of Oxford		Strongly disagree		Strongly disagree		Not Answered	Male	45-54		White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Strongly disagree		Strongly disagree		Not Answered	Not Answered	Not Answered	Not Answered	Not Answered
Local business owner/manager who holds a premises licence		Neither agree nor disagree	None	Neither agree nor disagree	None	Not Answered	Male	45-54	No	Asian / Asian British – Other
A person who works in Oxford		Strongly disagree		Strongly disagree		Not Answered	Not Answered	Not Answered	Not Answered	Not Answered
		<p>social behaviour and nuisance as well as safeguarding of the vulnerable and violence against women and girls (VAWG) stemming from the night time economy has a significant impact on the police. It uniquely requires a specific policing operation and additional resources (something that is not done for any other time of the day or day of the week), all of which pulls the police away from our duty to the overall policing of Oxford as a whole and indeed supporting the other areas of the Thames Valley should a critical incident occur. The further provisions of licensable activities in the area, whether that is through new premises or later hours for alcohol, or late night refreshment venues/vans which in themselves operate as hot spots for alcohol related violence due to the congregation of intoxicated persons after the clubs and bars have shut, has been shown to exacerbate the significant demand on the police. It is only through the consistent and robust application of the SSP by the</p>								
Other	Thames Valley Police	Strongly agree	Strongly agree	Alcohol related crime, disorder, anti social behaviour	Not Answered	Male	45-54	Yes, limited a lot	White – English/Welsh/Scottish/Northern Irish/British	
A resident of Oxford		Strongly disagree		Strongly disagree		Not Answered	Female	25-34	No	White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Strongly disagree		Strongly disagree		Not Answered	Female	20-24	No	White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Strongly disagree		Strongly disagree		Not Answered	Male	25-34	No	White – English/Welsh/Scottish/Northern Irish/British
		<p>The night time economy in Oxford is in decline and continuing with this current policy will lead to multiple businesses having to close. Daytime trade is not sustainable for many licensed businesses in the city as well as other businesses open late into the night. In a town that is mostly students it should be an area in which the council should be looking to push trade not decrease it</p>								
A person who works in Oxford		Strongly disagree	Strongly disagree	There are very few issues in Oxford related to late night licensed premises and keeping people in a venue where staff have a duty of care is going to help reduce the issues instead of closing licensed venues early causing people to drink without anyone looking out for them	Not Answered	Male	20-24	No	White – English/Welsh/Scottish/Northern Irish/British	
A person who works in Oxford		Strongly disagree			Not Answered	Female	20-24	No	White – English/Welsh/Scottish/Northern Irish/British	
A resident of Oxford		Strongly disagree			Not Answered	Male	20-24	No	White – English/Welsh/Scottish/Northern Irish/British	
Other	Retired resident of Kidlington who spends a lot of time in Oxford n	Strongly disagree	I don't think Oxford has a major problem late at night. My concern is that the current policy is overly restrictive on businesses.	Neither agree nor disagree	Don't know. I'm rarely in East Oxford in the evening.	Not Answered	Male	55-59	No	White – English/Welsh/Scottish/Northern Irish/British
A resident of Oxford		Strongly agree	The queuing on pavements means it's more difficult to walk past busy venues.	Strongly agree	As above	Not Answered	Male	65-74	No	White – English/Welsh/Scottish/Northern Irish/British
Local business owner/manager who holds a premises licence		Neither agree nor disagree	My premises is not in the city centre so it does not impact me directly	Disagree	We do not find any issues regarding Violence or drunken behaviour in the part of East Oxford that we are based	Not Answered	Female	55-59	No	White – Other
Local business owner/manager who does not hold a premises licence		Strongly disagree	Closure of bars forces overcrowding in small venues.	Strongly disagree	Prevalence of spiking is tarnishing reputation and also bars closing is forcing overcrowding	Not Answered	Male	20-24	No	Asian / Asian British – Indian
A resident of Oxford		Strongly agree	Drunken and sometimes threatening behaviour	Strongly agree	Noise resulting from drunken behaviour	Not Answered	Not Answered	Not Answered	Not Answered	Not Answered
A resident of Oxford		Agree	Drunken behaviour and safety	Agree	Drunken behaviour and safety	Not Answered	Female	Prefer not to say	No	White – English/Welsh/Scottish/Northern Irish/British
Local business owner/manager who holds a premises licence		Agree	The lack of consistency in CCTV coverage of central areas within Oxford City Centre. I can't speak for East Oxford, however quite regularly some/all camera servers are down. Coverage could also be better in locations such as around the sides of the Westgate towards Paradise Street & Paradise Square which is regularly used as a cut through/escape route when police are in attendance on Castle Street or New Street	Neither agree nor disagree	N/A	Not Answered	Male	25-34	No	White – English/Welsh/Scottish/Northern Irish/British

A resident of Oxford		Disagree	More police presence on the streets in the late part of the evening	Disagree	Again more police presence	Not Answered	Male	35-44	No	White – Other
			I find walking through Central Oxford to get home at night threatening even when it is not very late and I would not be willing to do so alone. With ever increasing numbers of food and drink establishments taking up large parts of the pavement it is difficult to avoid large noisy groups of people who have often clearly been drinking and behave unpredictably.	Neither agree nor disagree	I have no experience of East Oxford at night.	Not Answered	Female	75+	Yes, limited a little	Prefer not to say
Local business owner/manager who holds a premises licence		Strongly agree	CIL is inhibiting premises from adapting to changing consumer behaviour and economic pressures.	Neither agree nor disagree		<a href="https://consultation.oxford.gov.uk/co">https://consultation.oxford.gov.uk/co</a>	Male	45-54	No	Mixed/ Multiple Ethnic Groups – White and Black African

## Cumulative Impact Assessment Review

<https://consultation.oxford.gov.uk/community-services/cumulative-impact-assessment-review>

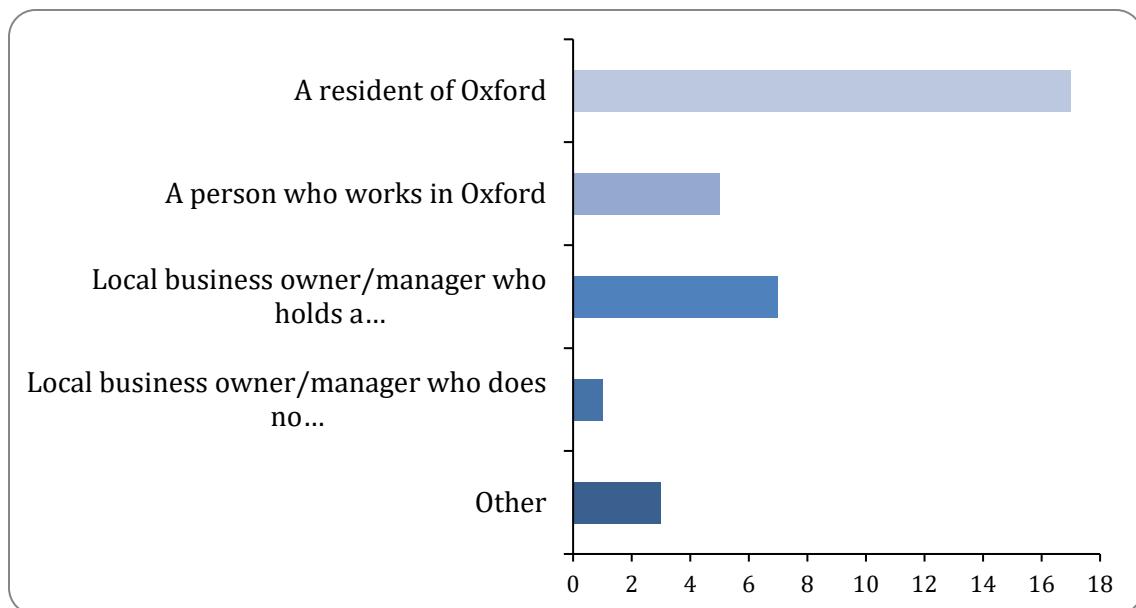
This report was created on Tuesday 22 April 2025 at 13:47

The activity ran from 17/02/2025 to 21/04/2025

Responses to this survey: 33

### 1: In what capacity are you responding to this survey? capacity

There were 33 responses to this part of the question.



Option	Total	Percent
A resident of Oxford	17	51.52%
A person who works in Oxford	5	15.15%
Local business owner/manager who holds a premises licence	7	21.21%
Local business owner/manager who does not hold a premises licence	1	3.03%
A trade representative	0	0.00%
A local community group representative	0	0.00%

<b>A local Councillor or MP</b>	0	0.00%
<b>Other</b>	3	9.09%
<b>Not Answered</b>	0	0.00%

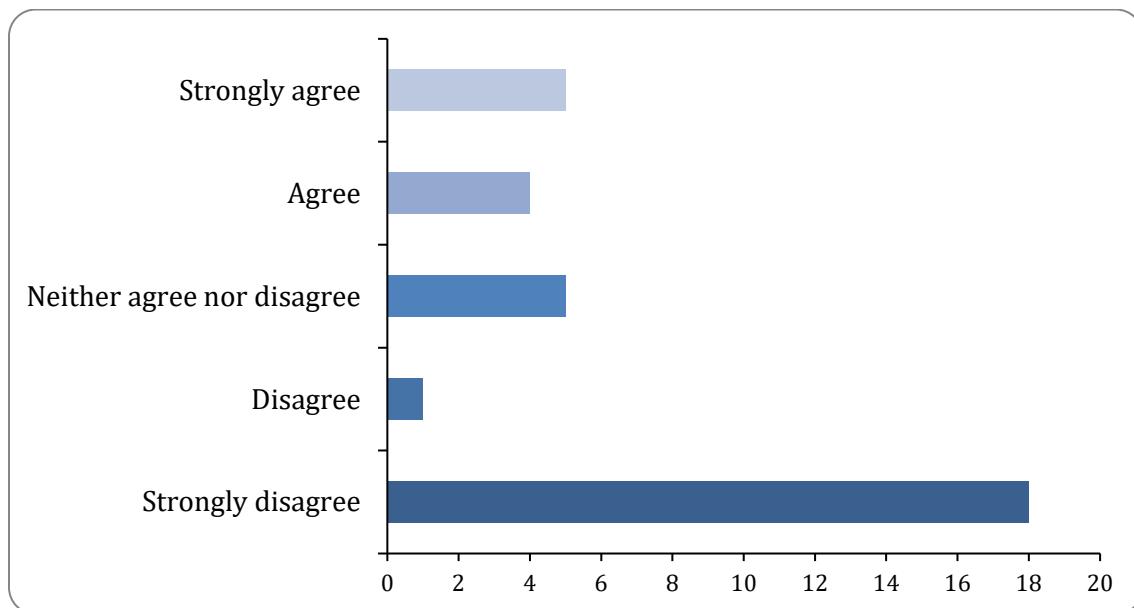
**If 'other', please specify:**

There were 3 responses to this part of the question.

**2: To what extent do you agree or disagree with keeping the current Special Saturation Policy area in Central Oxford (City Centre) ?**

**SSP central Oxford**

There were 33 responses to this part of the question.



Option	Total	Percent
<b>Strongly agree</b>	5	15.15%
<b>Agree</b>	4	12.12%
<b>Neither agree nor disagree</b>	5	15.15%
<b>Disagree</b>	1	3.03%
<b>Strongly disagree</b>	18	54.55%
<b>Not Answered</b>	0	0.00%

**3: What is your main concern regarding the night-time economy in Central Oxford (City Centre), such as issues related to violence, drunken behaviour, or safety when getting home?**

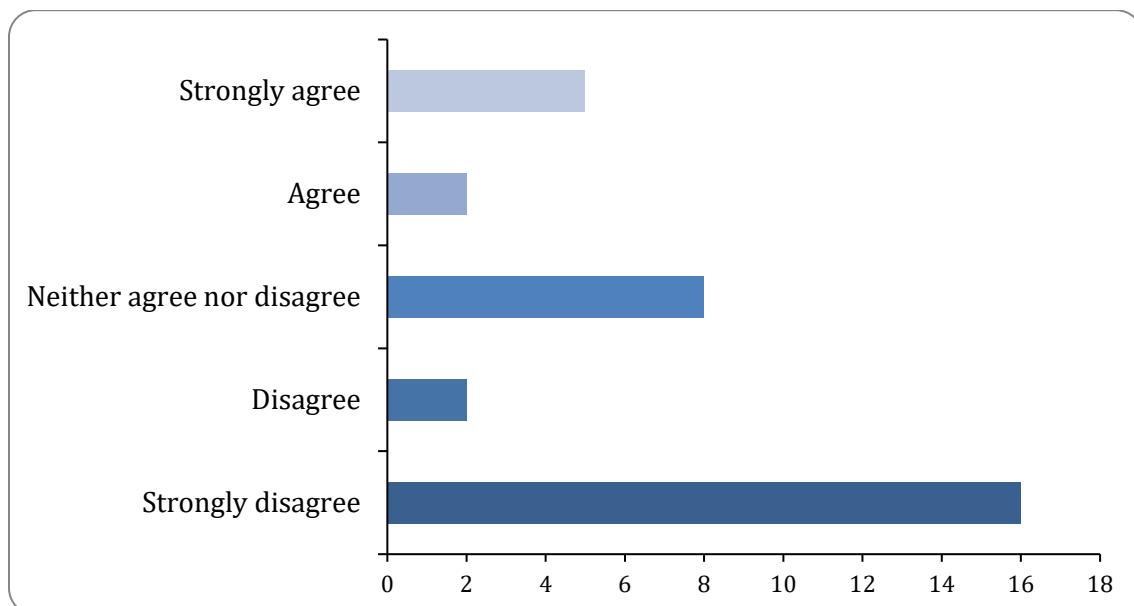
**Please share your primary concern in the comment box below.**

There were 23 responses to this part of the question.

**4: To what extent do you agree or disagree with keeping the current Special Saturation Policy area in East Oxford?**

**SSP East Oxford**

There were 33 responses to this part of the question.



Option	Total	Percent
Strongly agree	5	15.15%
Agree	2	6.06%
Neither agree nor disagree	8	24.24%
Disagree	2	6.06%
Strongly disagree	16	48.48%
Not Answered	0	0.00%

**5: What is your main concern regarding the night-time economy in East Oxford, such as issues related to violence, drunken behaviour, or safety when getting home?**

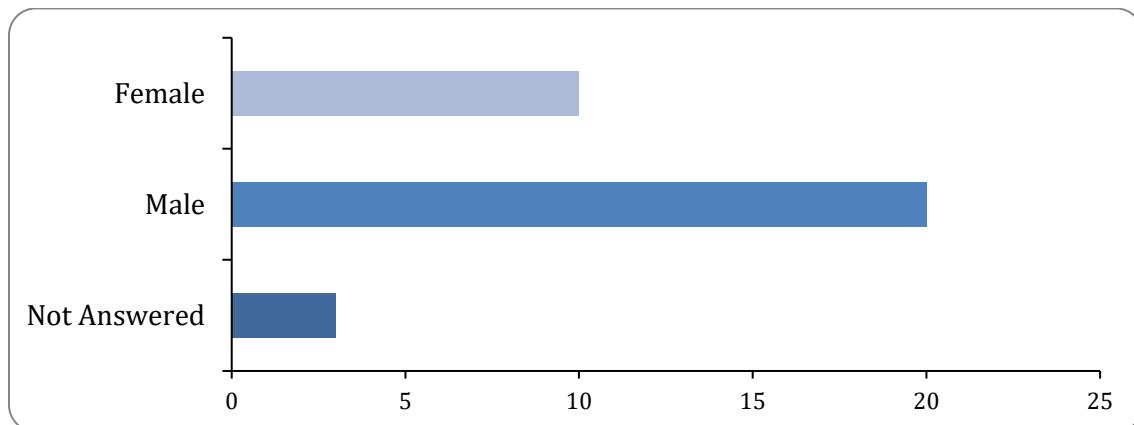
**Please share your primary concern in the comment box below.**

There were 21 responses to this part of the question.

**7: Which of the following best describes how you think of yourself?**

**Sex**

There were 30 responses to this part of the question.

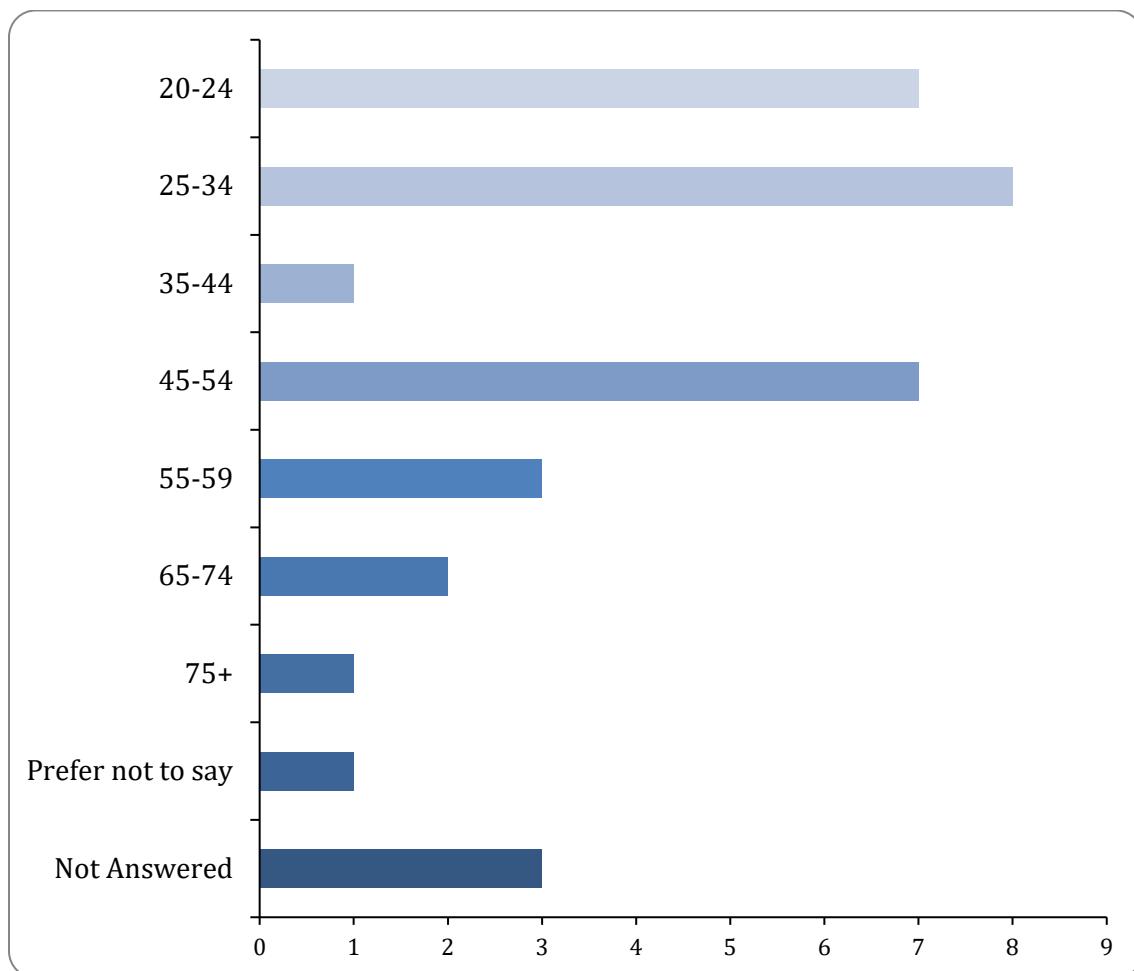


Option	Total	Percent
Female	10	30.30%
Male	20	60.61%
In another way	0	0.00%
Prefer not to say	0	0.00%
Not Answered	3	9.09%

**8: Which age bracket do you fall into?**

**Age**

There were 30 responses to this part of the question.

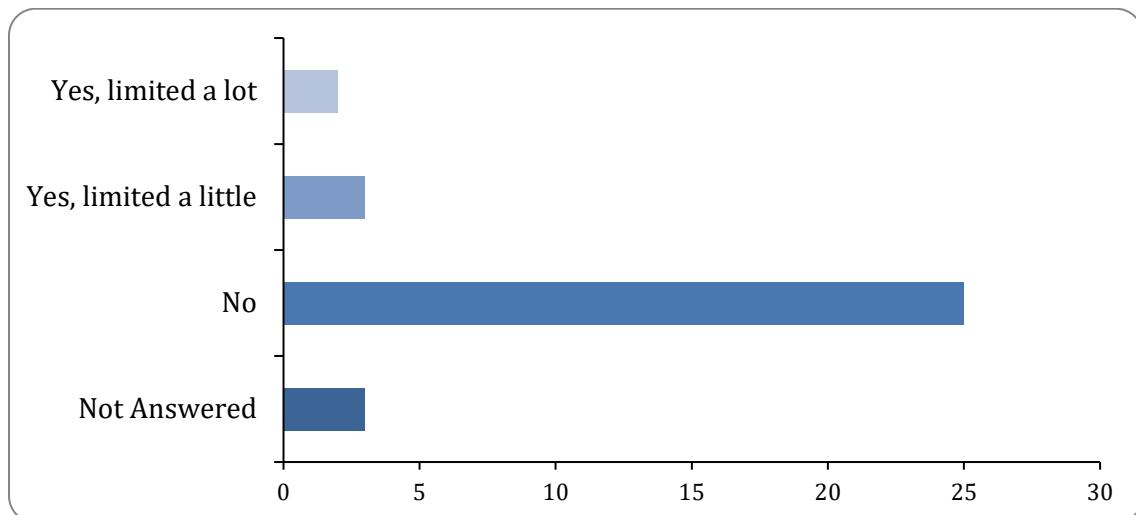


Option	Total	Percent
<b>Under 16</b>	0	0.00%
<b>16-19</b>	0	0.00%
<b>20-24</b>	7	21.21%
<b>25-34</b>	8	24.24%
<b>35-44</b>	1	3.03%
<b>45-54</b>	7	21.21%
<b>55-59</b>	3	9.09%
<b>60-64</b>	0	0.00%
<b>65-74</b>	2	6.06%
<b>75+</b>	1	3.03%
<b>Prefer not to say</b>	1	3.03%
<b>Not Answered</b>	3	9.09%

**9: Are your day to day activities limited because of a health problem or disability that has lasted, or is expected to last, at least 12 months?**

**Disability**

There were 30 responses to this part of the question.

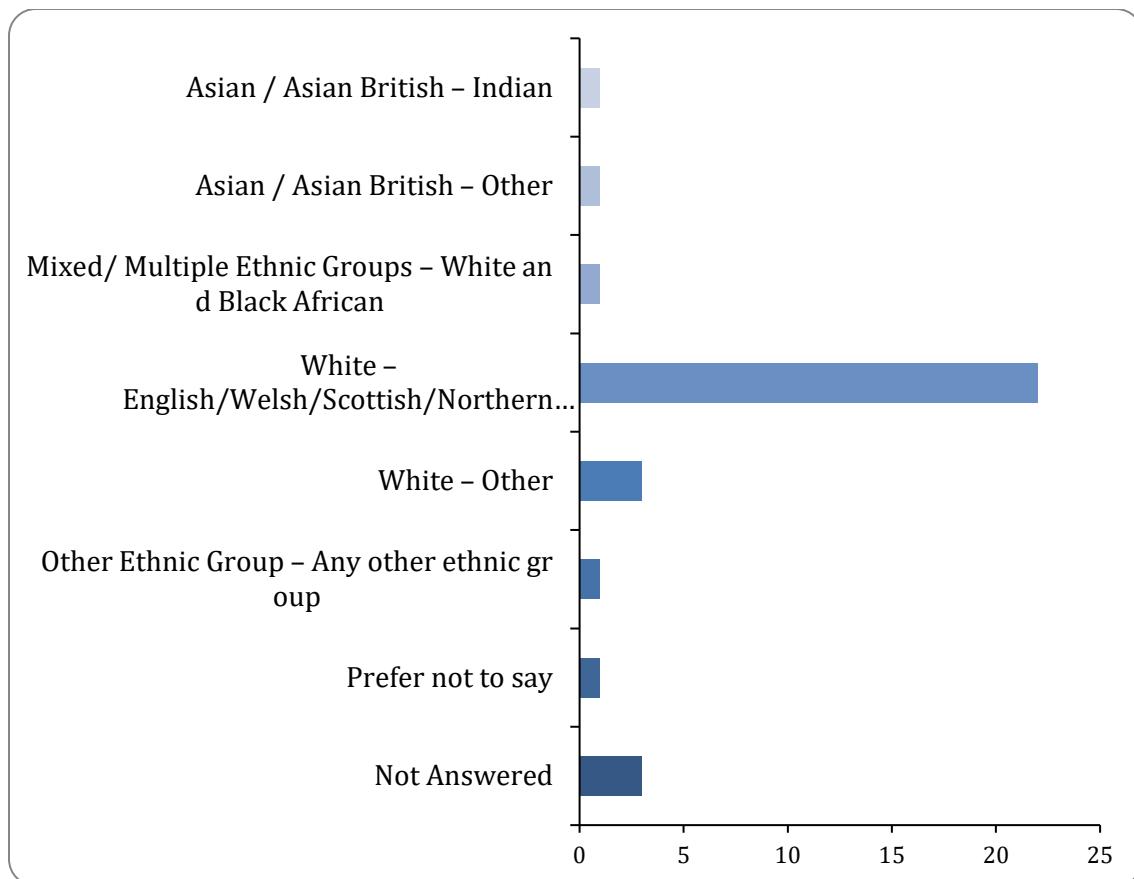


Option	Total	Percent
Yes, limited a lot	2	6.06%
Yes, limited a little	3	9.09%
No	25	75.76%
Prefer not to say	0	0.00%
Not Answered	3	9.09%

**10: Which of the following best describes your ethnicity?**

**Ethnicity**

There were 30 responses to this part of the question.



Option	Total	Percent
Asian / Asian British – Indian	1	3.03%
Asian / Asian British – Pakistani	0	0.00%
Asian / Asian British – Bangladeshi	0	0.00%
Asian / Asian British – Chinese	0	0.00%
Asian / Asian British – Other	1	3.03%
Black / Black British / Caribbean / African – Caribbean	0	0.00%
Black / Black British / Caribbean / African – African	0	0.00%
Black / Black British – Other	0	0.00%
Mixed/ Multiple Ethnic Groups – White and Black Caribbean	0	0.00%
Mixed/ Multiple Ethnic Groups – White and Black African	1	3.03%
Mixed/ Multiple Ethnic Groups – White and Asian	0	0.00%
Mixed/ Multiple Ethnic Groups – Other	0	0.00%
White – English/Welsh/Scottish/Northern Irish/British	22	66.67%
White – Irish	0	0.00%

<b>White – Gypsy or Irish Traveller</b>	0	0.00%
<b>White – Roma</b>	0	0.00%
<b>White – Other</b>	3	9.09%
<b>Other Ethnic Group – Arab</b>	0	0.00%
<b>Other Ethnic Group – Any other ethnic group</b>	1	3.03%
<b>Don't know</b>	0	0.00%
<b>Prefer not to say</b>	1	3.03%
<b>Not Answered</b>	3	9.09%

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### Briefing Note: Cumulative Impact Assessment (CIA) and Special Saturation Policy (SSP)

As members of the Licensing Committee, you have a statutory duty to promote the four licensing objectives under the Licensing Act 2003:

1. The prevention of crime and disorder
2. Public safety
3. The prevention of public nuisance
4. The protection of children from harm

These four objectives are the legal foundation for all licensing decisions. While economic and cultural factors—like supporting live music venues—are important, they cannot take priority over these legal duties.

#### What is a Cumulative Impact Assessment?

A Cumulative Impact Assessment (CIA) provides evidence to assist the Council to decide if the number of licensed venues in one area is causing problems (such as noise, crime, or safety issues), and if so, the Council can introduce a Special Saturation Policy (SSP) to help manage this.

Oxford City Council has previously adopted SSPs for Central Oxford and East Oxford, based on evidence of cumulative impact in those areas.

#### How the SSP Affects Licensing Applications

Even in areas covered by an SSP, every licence application must be looked at individually. The SSP doesn't mean automatic refusal, it means applicants must show how their venue won't make existing problems worse. This is a key principle set out in paragraph 14.45 of the Section 182 Guidance:

*"The effect of adopting a special policy of this kind is to create a rebuttable presumption that applications... will normally be refused... unless the applicant can demonstrate that their application will not add to the cumulative impact. However, this does not relieve the licensing authority of its duty to consider each application properly and on its own merits."*

#### This means that:

- Applicants are not automatically refused a licence in an SSP area.
- They must, however, proactively demonstrate how their proposal will not exacerbate existing issues in the area.
- Licensing authorities must still weigh the evidence, consider any proposed conditions, and assess whether the application upholds the licensing objectives.

## Benefits of the SSP in Oxford

In Oxford, the SSP has had a positive influence on applicant behaviour. It has encouraged:

- Early engagement with the Licensing Authority and Thames Valley Police.
- Higher-quality applications, with applicants proposing robust conditions from the outset to address local concerns.
- A more collaborative approach to licensing, where applicants are aware of the area's sensitivities and tailor their operations accordingly.

## Why the SSP Matters for Licensing Control

There are no other legal tools that work in the same way as the Special Saturation Policy (SSP). Without it, the Council's ability to uphold the licensing objectives is reduced, and there is greater reliance on reacting to problems after they occur, rather than preventing them in the first place.

### Without an SSP:

- There is no presumption of refusal, even in areas with high levels of crime, nuisance, or public safety concerns.
- Licensing authorities have less scope to require applicants to address pre-existing issues in the area.
- Applicants are only expected to mitigate the direct impact of their own premises, not the cumulative impact of many premises in close proximity.

### With an SSP:

- Applicants must mitigate against the broader context, even if they are new to the area and did not contribute to existing problems.
- This allows the Licensing Authority to impose more tailored conditions or refuse applications that do not sufficiently address the cumulative impact.
- It strengthens the authority's ability to protect residents, manage the night-time economy, and uphold the licensing objectives in high-pressure areas.

## What We're Asking You to Do

We are currently preparing a revised report for committee consideration. To ensure it addresses all relevant factors:

- Please review the previous report and this briefing.
- If there are specific questions, concerns, or areas you feel need further exploration, let us know.
- Submit your feedback to [jcurnow@oxford.gov.uk](mailto:jcurnow@oxford.gov.uk) or [kthorp@oxford.gov.uk](mailto:kthorp@oxford.gov.uk) or [licensing@oxford.gov.uk](mailto:licensing@oxford.gov.uk) by **11<sup>th</sup> August 2025**.

This will help us ensure the final report to the Committee presents viable options and supports informed decision-making.

If you have any questions or would like further clarification, please don't hesitate to get in touch.

## Key Guidance and Resources

### **- Previous CIA Report (2025)**

The full report previously presented to committee.

<https://mycouncil.oxford.gov.uk/documents/s84618/CUMULATIVE%20IMPACT%20ASSESSMENT%20FULL%20REPORT.pdf>

### **- Oxford City Council Statement of Licensing Policy**

Sets out how the Council applies licensing law locally, including CIA and SSP policies.

<https://www.oxford.gov.uk/downloads/file/1115/statement-of-licensing-policy>

### **- Section 182 Guidance (Home Office)**

Statutory guidance on how to apply the Licensing Act 2003, including cumulative impact policies.

[https://assets.publishing.service.gov.uk/media/67b73b7b78dd6cacb71c6ac8/Revised\\_guidanceIssuedUnderSection182oftheLicensingAct2003-October2024\\_1.pdf](https://assets.publishing.service.gov.uk/media/67b73b7b78dd6cacb71c6ac8/Revised_guidanceIssuedUnderSection182oftheLicensingAct2003-October2024_1.pdf)

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Licensing Authority

[www.oxford.gov.uk](http://www.oxford.gov.uk)



# Cumulative Impact Assessment 2025



## **1. Cumulative Impact Assessments – Background**

- 1.1 The concept of cumulative impact has been described within the Secretary of State's Guidance since the commencement of the 2003 Act.
- 1.2 The guidance describes cumulative impact as "the potential impact on the promotion of the licensing objectives of a number of licensed premises concentrated in one area".
- 1.3 For clarity, the licensing objectives are:
  - Prevention of crime and disorder
  - Prevention of a public nuisance
  - Public safety
  - Protection of children from harm
- 1.4 The Licensing Authority had previously adopted a Special Saturation Policy within its Statement of Licensing Policy, which covered both Oxford City Centre and East Oxford, following assessment of the particular impact from the concentration of licensed premises in those areas.
- 1.5 The Policing and Crime Act 2017 amended the Licensing Act 2003 to place 'Cumulative Impact Assessments' on a statutory footing by introducing paragraph 5a of the Licensing Act 2003. This amendment came into force on 6th April 2018.
- 1.6 This Cumulative Impact Assessment is therefore being published under these new provisions of the Licensing Act 2003. The policy will be reviewed no later than every three years from the date it comes into force.
- 1.7 Section 182 Guidance states that "A Cumulative Impact Assessment (CIA) may be published by a licensing authority to help it to limit the number or types of licence applications granted in areas where there is evidence to show that the number or density of licensed premises in the area is having a cumulative impact and leading to problems which are undermining the licensing objectives. CIAs relate to applications for new premises licences and club premises certificates and applications to vary existing premises licences and club premises certificates in a specified area".

## **2. Consultation**

- 2.1 As per section 5a of the Licensing Act 2003, in preparing the Cumulative Impact Assessment the Licensing Authority will consult with the persons mentioned in section 5(3) of the Licensing Act 2003, namely:
  - the Chief Officer of Police
  - the Chief Officer of the Fire and Rescue Service
  - persons/bodies representative of the Local Authority with the function of public health
  - persons/bodies representative of local holders of premises licences
  - persons/bodies representative of local holders of club premises certificates
  - persons/bodies representative of local holders of personal licences
  - persons/bodies representative of businesses and residents in the City of Oxford
  - persons/bodies representative of Child Protection Services

- other organisations as appear to the Licensing Authority to be affected by licensing matters, including local community, cultural, educational and entertainment organisations.

2.2 The Licensing Authority will consider the views of all those consulted prior to determining this policy.

### 3. Cumulative Impact Assessment

3.1 The assessment will relate to all premises within specified areas that have a premises licence or a club premises certificate which will be carrying on or proposing to carry on the following licensable activities:

- The sale or supply of alcohol on or off the premises
- The provision of late night refreshment on or off the premises

3.2 CIAs do not apply to Temporary Event Notices (TENS); however it is open to the police and environmental health authority (as relevant persons) to refer to evidence published within a CIA when objecting to a TEN.

3.3 While the evidence underpinning the publication of this CIA should generally be suitable as the basis for a decision to refuse an application or impose conditions, it does not change the fundamental way that decisions are made under the 2003 Act. Each decision in an area subject to a CIA therefore still needs to be made on a case-by-case basis and with a view to what is appropriate for the promotion of the licensing objectives. Importantly, the publication of this CIA would not remove the Licensing Authority's discretion to grant applications for new licences or applications to vary existing licences, where the Authority considers this to be appropriate in the light of the individual circumstances of the case.

3.4 It also does not remove the requirement for a relevant representation to be submitted by a responsible authority or a member of the public (defined as 'any other person' within the act) against an application for it to be considered by the Licensing Sub-Committee. An application that does not receive relevant representations is deemed granted under the Act.

3.5 The Licensing Authority's Special Saturation Policy creates a rebuttable presumption that an application within the designated cumulative impact areas for new premises licences or variations that are likely to add to the existing cumulative impact will normally be refused if relevant representations are received. It is for the applicant to demonstrate that their application would not add to the cumulative impact of such licensed premises in the areas. Applicants are encouraged to liaise with the Licensing Authority and other Responsible Authorities in advance of submitting an application.

3.6 The steps to be followed in considering whether to publish a CIA are summarised below.

- identify concern about crime and disorder; public safety; public nuisance or protection of children from harm in a particular location.

- Consider whether there is good evidence that crime and disorder or nuisance are occurring, or whether there are activities which pose a threat to public safety or the protection of children from harm.
- If there is evidence that such problems are occurring, identify whether these problems are being caused by the customers of licensed premises, or that cumulative impact is imminent.
- Identify the boundaries of the area where problems are occurring (this can involve mapping where the problems occur and identifying specific streets or localities where such problems arise).
- Consult those specified in section 5(3) of the 2003 Act. As with consultations in respect of the licensing policy statement as a whole, it is for each licensing authority to determine the extent of the consultation it should undertake in respect of a CIA (subject to the statutory requirements).

3.7 The Licensing Authority had previously adopted a special policy on cumulative effect, known as its Special Saturation Policy, and it is now being readopted following this Cumulative Impact Assessment.

#### **4. Cumulative Impact Assessment Statement**

4.1 This assessment is being published because the authority is of the opinion that the number of licensed premises and club premises certificates within the City Centre and East Oxford area is such that it is likely that granting further licences or variation to licences would be inconsistent with the authority's duty to promote the licensing objectives. This opinion has been reached after careful consideration of evidence showing high levels of public nuisance, anti-social behaviour and crime and disorder within these areas.

4.2 Having considered the available evidence and data, from Thames Valley Police and other Responsible Authorities, the Licensing Authority considers that it is appropriate and necessary to control cumulative impact.

4.3 The areas covered by the policy are the City Centre, as shown in **Appendix One**, and East Oxford, predominately Cowley Road, as shown in **Appendix Two**.

4.4 The evidence for the Cumulative Impact Assessment has been supplied by Thames Valley Police, and other Responsible Authorities on the grounds of crime and disorder, public nuisance and public safety and is set out in **Appendix Three**.

4.5 In areas where there is an excessive accumulation of off and on licensed premises, it is relatively straight forward to provide a direct correlation between those premises and public nuisance, anti-social behaviour and crime and disorder in the area, through an analysis of the evidence including operating hours of the premises and the peak times for incidents and calls for service.

#### **5. Other mechanisms for controlling cumulative impact**

5.1 There are mechanisms and interventions, both within and outside the licensing regime, that are available for mitigating adverse impacts on the

licensing objectives and should be considered alongside local licensing policy by the Licensing Authority, Responsible Authorities, other persons, licensed premises and new and existing applicants: For example:

- planning controls
- positive measures to create a safe and clean environment in partnership with local businesses, transport operators and others
- the provision of CCTV,
- ample taxi ranks and Private Hire Companies licensed within district
- powers to designate parts of the city as places where alcohol may not be consumed publicly-Public Space Protection Orders.
- confiscation of alcohol from adults and children in designated areas
- police enforcement of the law with regard to disorder and anti-social behaviour, including the issuing of fixed penalty notices
- enforcement action against those selling alcohol to people who are inebriated
- police powers to close some premises for up to 24 hours on the grounds of disorder, the likelihood of disorder or excessive noise
- the power of police, local businesses or residents to seek a review of the licence or certificate

## Appendix One – Cumulative Impact Area – Oxford City Centre



## Appendix Two – Cumulative Impact Area – East Oxford



## Appendix Three – Cumulative Impact Evidence

### Contents

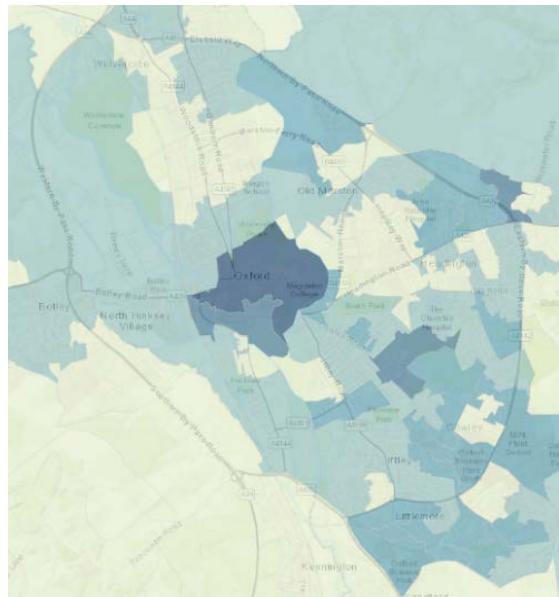
1. Police ASB incidents 2023-2024 – LSOA level
2. Police Criminal damage crimes 2022-2024 – LSOA level
3. Police Public Order crimes 2022-2024 – LSOA level
4. Police Violent crime and sexual offences 2022-2024 – LSOA level
5. Police Violence with injury data
6. CCTV incidents
7. Hospital data – alcohol and night-time economy associations

### Glossary

LSOA – Lower Super Output Area

ASB – Anti-social Behaviour

### 1. Police ASB crimes 2023-2024 – LSOA Level



Map 1

Police recorded anti-social behaviour reports between November 2023 and October 2024. Darker colours represent higher numbers of reports. This is the rate of all crimes classed as anti-social behaviour per 1000 population. This includes personal, environmental and nuisance anti-social behaviour. The data is calculated by ESRI UK by aggregating single crime case data. As crimes are aggregated from LSOA level, the population is based on the mid-year population estimates at LSOA level and aggregated in the same way. The 12 month rolling figures use an average of the population monthly figures over the same period.

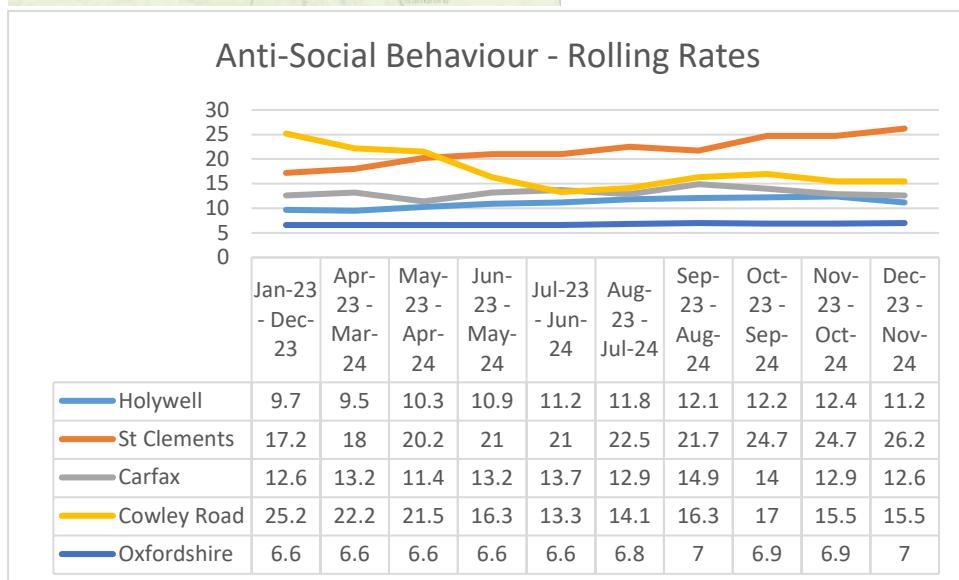
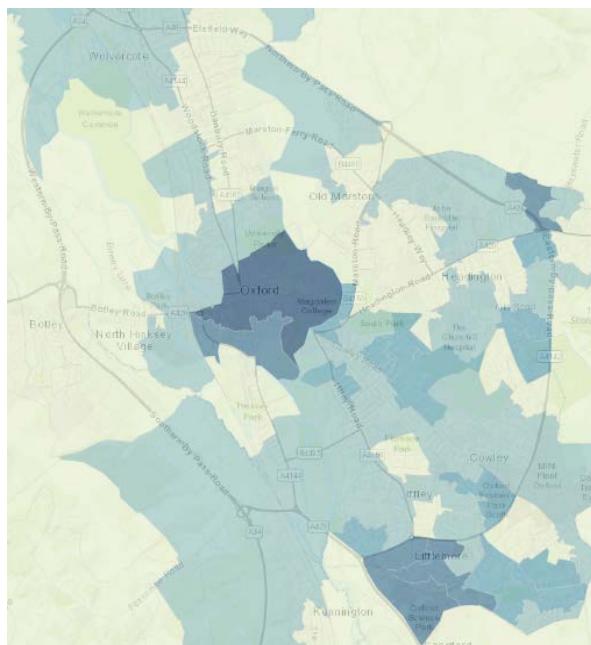


Chart 1

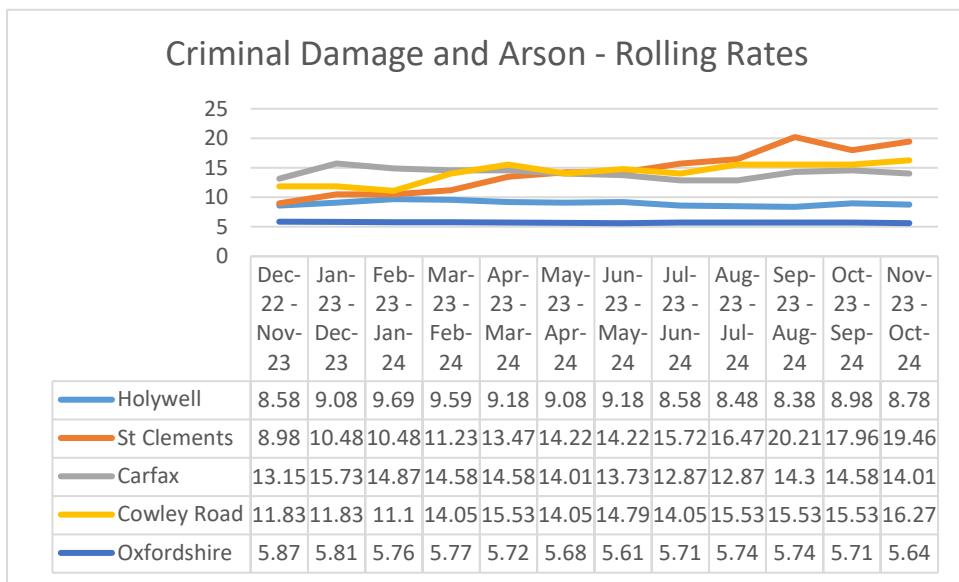
Anti-Social behaviour offences per 1,000 population, Oxford's top four LSOAs compared to Oxfordshire.

## 2. Police criminal damage and arson crimes 2022-2024 – LSOA level

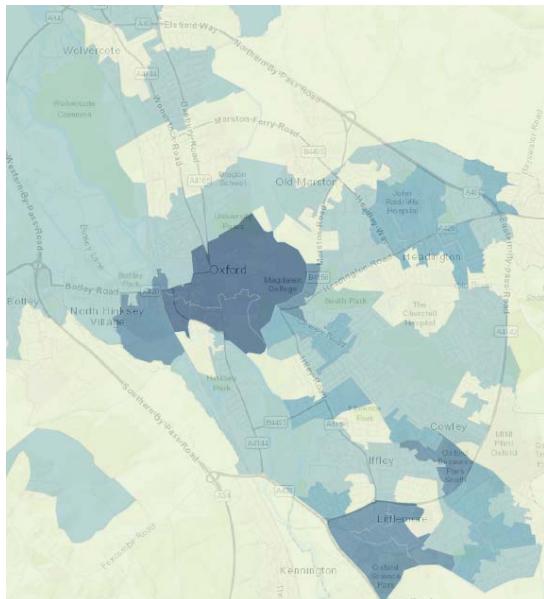


Map 2

Police recorded criminal damage and arson offences between December 2022 and October 2024. Darker colours represent higher numbers of reports. This is the rate of all crimes classed as criminal damage and arson per 1000 population. This includes damage to buildings and vehicles and deliberate damage by fire. The data is calculated by ESRI UK by aggregating single crime case data. As crimes are aggregated from LSOA level, the population is based on the mid-year population estimates at LSOA level and aggregated in the same way. The 12 month rolling figures use an average of the population monthly figures over the same period.



### 3. Police Public Order crimes 2022-2024 – LSOA level



Map 3

Police recorded public order between December 2022 and October 2024. Darker colours represent higher numbers of reports. This is the rate of all crimes classed as public order per 1000 population. This includes offences which cause fear, alarm or distress. The data is calculated by ESRI UK by aggregating single crime case data. As crimes are aggregated from LSOA level, the population is based on the mid-year population estimates at LSOA level and aggregated in the same way. The 12 month rolling figures use an average of the population monthly figures over the same period.

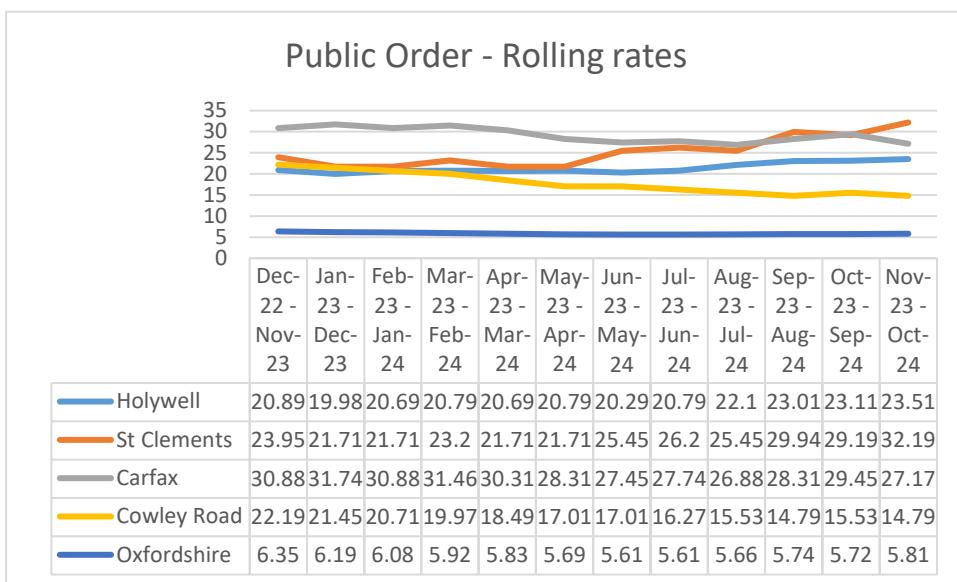
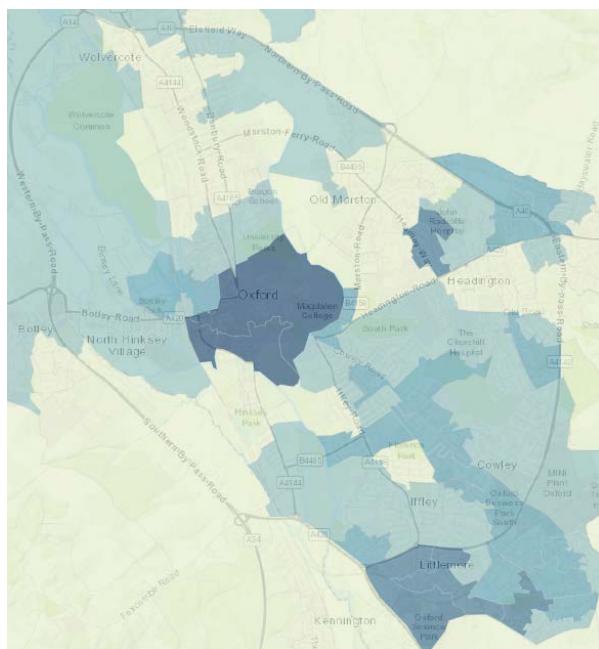


Chart 3

Public order offences per 1,000 population, Oxford's top four LSOAs compared to Oxfordshire.

#### 4. Police Violent crime and sexual offences 2022-2024 – LSOA level



Map 4

Police recorded violence and sexual offences between December 2022 and October 2024. Darker colours represent higher numbers of reports. This is the rate of all crimes classed as violence and sexual offences per 1000 population. This includes offences against the person such as common assaults, grievous bodily harm and sexual offences. The data is calculated by ESRI UK by aggregating single crime case data. As crimes are aggregated from LSOA level, the population is based on the mid-year population estimates at LSOA level and aggregated in the same way. The 12 month rolling figures use an average of the population monthly figures over the same period.

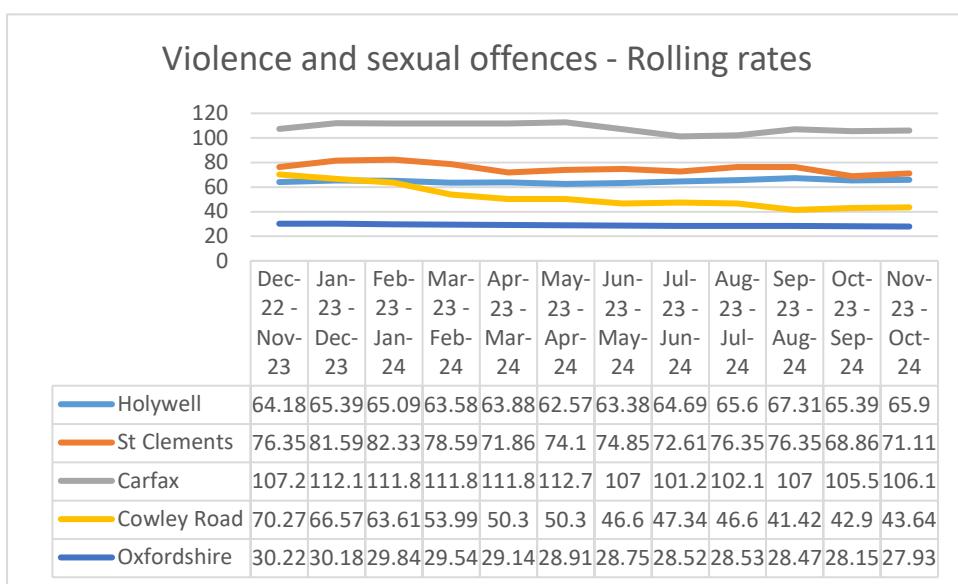


Chart 4

Violence and sexual offences per 1,000 population, Oxford's top four LSOAs compared to Oxfordshire.

## 5. Police Violence with Injury data

Table 1 illustrates an Oxford violence with injury day-hour heat map. It highlights the night-time economy, in particular Friday and Saturday Night between 19:00 hours to 03:00 hours. It should be noted that while the occurrences can be related to the night-time economy, they may not be occurring in licensed premises or within their proximity.

	Mon	Tue	Wed	Thu	Fri	Sat	Sun
5	4	1	5	4	3	15	15
6	3		4	5	2	7	6
7	6	4	7	10	10	14	4
8	15	22	18	28	20	12	11
9	18	18	11	18	24	18	11
10	25	19	24	26	21	22	19
11	21	21	28	21	41	26	16
12	27	28	33	25	29	29	28
13	23	33	33	36	33	29	31
14	32	33	33	29	23	29	35
15	44	39	42	43	43	30	34
16	35	46	50	43	35	34	26
17	44	39	41	34	25	33	40
18	34	41	32	36	29	41	38
19	26	48	38	26	51	31	47
20	25	21	36	26	36	41	36
21	41	30	30	27	41	43	39
22	23	25	26	33	36	45	44
23	27	19	23	26	46	57	34
0	13	16	13	24	35	62	23
1	9	17	18	15	44	59	19
2	3	12	13	11	37	60	15
3	6	6	4	14	35	40	11
4	6	6	8	5	17	18	5

Table 1

## 6. CCTV incidents

Chart 5 is an illustration of the hours of incidents between Fridays and Sundays, monitored by public space CCTV cameras in the city. It is not possible to disaggregate the small number of cameras in neighbourhood areas from the cameras in the city centre.

This hourly breakdown demonstrates significantly more public space incidents during the night-time economy period.

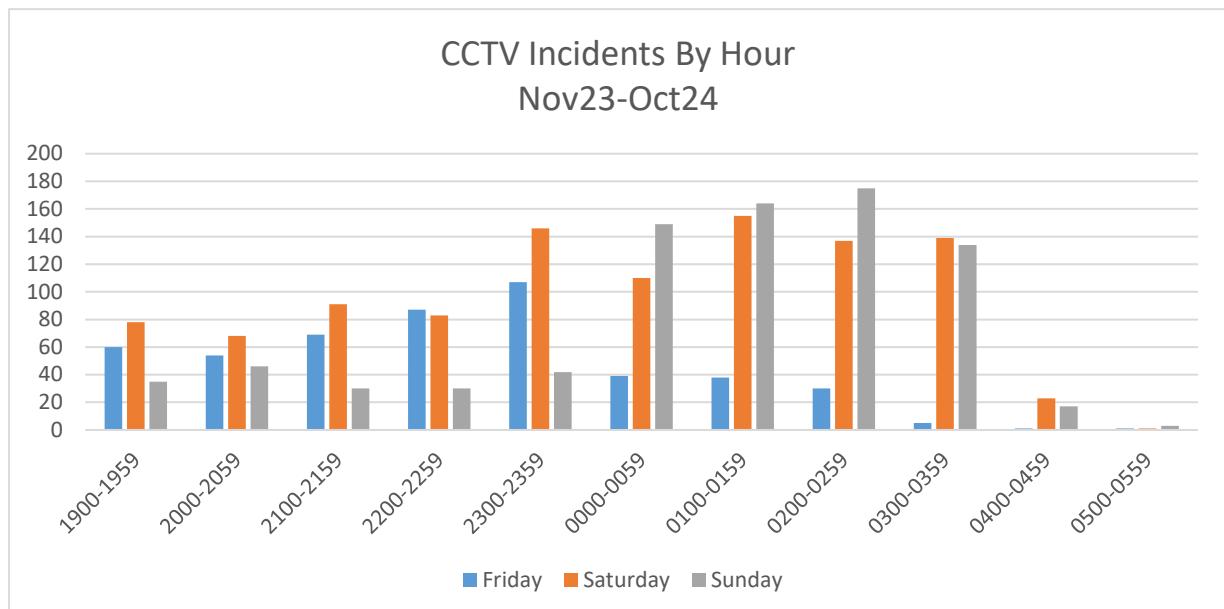


Chart 5

## 7. Hospital Data

Table 2 illustrates hospital data from 2024, with the day-hour heat map showing a clear concentration around Friday and Saturday Night, indicating an association with the night-time economy. For 2024 around 30% of the attendances were flagged as alcohol related. Of the attendances that were alcohol or drug related, over 90% were exclusively alcohol related, and a further 2% involved alcohol and an illegal drug. This indicates an association between violence and the night-time economy.

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
6		1	1	2		6	6
7			2		3	2	3
8	3		3	2	1	4	6
9	2	4	4	4	5	3	1
10	7	8	4	6	7	6	6
11	7	6	5	10	9	8	6
12	4	5	8	10	4	5	6
13	7	6	3	11	3	10	6
14	7	11	5	5	5	7	6
15	8	8	7	1	5	12	8
16	7	10	4	6	7	15	7
17	9	11	7	9	1	9	10
18	12	6	7	5	6	6	6
19	10	13	5	7	4	8	13
20	12	14	7	4	5	6	9
21	7	6	9	5	10	8	7
22	13	7	15	5	8	21	8
23	4	12	8	8	10	14	11
0	5	12	9	5	11	12	10
1	4	12	7	5	21	18	13
2	4	10	11	4	24	15	5
3	2	5	6	8	17	24	7
4		5	6	1	9	19	1
5	1	5	5		8	18	3

Table 2

## Why do an Equalities Impact Assessment (EqIA)?

1. Equalities Impact Assessment (EqIA) is part of Oxford City Council's **Public Sector Equality Duty (PSED) (Equality Act 2010)**.

The General PSED enables Oxford City Council to:

- a. **identify and remove discrimination,**
- b. **identify ways to advance equality of opportunity,**
- c. **foster good relations.**

2. An EqIA must be done before making any decision(s) that may have an impact on people and/or services that people use and depend on.
3. An EqIA form is one of many tools that can simplify and structure your equalities assessment.
4. We are passionate about equalities, and we highly recommend that [Corporate Management Team \(CMT\)](#) reports and all projects must attach an EqIA.

For questions, queries, and a chat about how to do your EqIA, please email your EDI officers:

1. Sobia Afandi- [safandi@oxford.gov.uk](mailto:safandi@oxford.gov.uk)

Please do refer to our [SharePoint Page](#) for support such as FAQs and Examples, etc.

## A good EqIA has the following attributes:

1. Comprehensively considers the [9 protected characteristics](#).

1. Age	6. Race & Ethnicity
2. Disability	7. Religion or Belief
3. Gender Reassignment	8. Sex
4. Marriage & Civil Partnership	9. Sexual Orientation
5. Pregnancy & Maternity	<b>NEW-</b> Socio-economic inequalities (voluntary adoption)

2. It has **considered equality of treatment** towards service users, residents, employees, partners, council suppliers & contractors, and Council Members
3. Sufficiently considered **potential and real impact** of proposal or policy on service users, residents, employees, partners, council suppliers & contractors, and Council Members.
4. **Systematically recorded and reported** any potential and real impact of your proposal or policy on service users, residents, employees, partners, council suppliers & contractors, and Council Members
5. **Collected, recorded, & reported sufficient information and data** on how your policy or proposal will have an impact.
6. Offers **mitigations or adjustments** if a PSED has been impacted.
7. Provides clear **justifications** for your decisions.
8. It is written in **plain English** with simple short sentence structures.

## Section 1: General overview of the activity under consideration

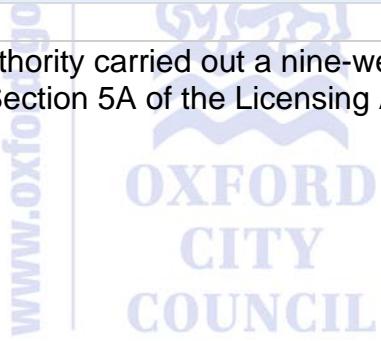
1.	<b>Name of activity being assessed.</b>  <b>For example:</b> -New policy, -Review of existing policy, -Changes in service(s), -New project(s), etc.	Cumulative Impact Assessment Review	2.	<b>The implementation date of the activity under consideration:</b>	21 <sup>st</sup> May 2025
3.	<b>Directorate/Department(s):</b>	General Licensing	4.	<b>Service Area(s):</b>	Community Safety
5.	<b>Who is (are) the assessment lead(s):</b> <b>Please provide:</b> -Name -Email address	Katie Thorp <a href="mailto:kthorp@oxford.gov.uk">kthorp@oxford.gov.uk</a>	6.	<b>Contact details, in case there are queries:</b> <b>Please provide:</b> -Name -Email address	Katie Thorp <a href="mailto:kthorp@oxford.gov.uk">kthorp@oxford.gov.uk</a>
7.	<b>Is this a new or ongoing EqIA?</b>	New	8.	If this is an extension of a previous EqIA, please indicate where the previous EqIA is located and share the link to the said EqIA.	
9.	<b>Date this EqIA started:</b>	7 <sup>th</sup> May 2025			
10.	<b>Will this EqIA be attached to <u>Corporate Management Team (CMT)</u> reports/updates, which will be published online?</b>	This EqIA will be attached to a report for the Licensing & Gambling Acts Committee	11.	<b>Give a date (tentative or otherwise) when this assessment will be taken to the CMT.</b>	21 <sup>st</sup> May 2025 (L&G Committee)

## Section 2: About the activity, change, or policy that is being assessed.

<b>12.</b>	<b>Type of activity being considered:</b> <p>Check the most appropriate.</p>	<input type="checkbox"/> Budget	<input type="checkbox"/> Decommissioning	<input type="checkbox"/> Commissioning	<input type="checkbox"/> Change to an existing activity.	
		<input type="checkbox"/> New Activity	<input checked="" type="checkbox"/> Others. Please specify: Review of an existing activity.			
<b>13.</b>	<b>Which priority area(s) <u>within Oxford City Council's Corporate strategy (2024-2028)</u> does this activity fulfil?</b> <p>Please check as needed.</p>	<input type="checkbox"/> Good, affordable homes	<input checked="" type="checkbox"/> Strong, fair economy	<input checked="" type="checkbox"/> Thriving Communities	<input type="checkbox"/> Zero Carbon Oxford	<input type="checkbox"/> Well run council
<b>14.</b>	<b>Which priority area(s) <u>within Oxford City Council's Equality, Diversity &amp; Inclusion Strategy (2022)</u> does this activity fulfil?</b> <p>Please check as needed.</p>	<input type="checkbox"/> Responsive services and customer care.	<input type="checkbox"/> Diverse and engaged workforce.	<input type="checkbox"/> Leadership & organisational commitment.	<input checked="" type="checkbox"/> Understanding and working with our communities.	
<b>15.</b>	<b>Outline the aims, objectives, &amp; priorities of the activity being considered.</b>	<p>Review of the Cumulative Impact Assessment (CIA): The aim is for members of the Licensing and Gambling Acts Committee to consider whether the Authority remains of the opinion set out in the current Cumulative Impact Assessment or not, based on the evidence gathered from the consultation.</p>				

16.	<p><b>Please outline the consequences of not implementing this activity.</b></p> <p><b>For example,</b></p> <ul style="list-style-type: none"> <li>-Existing activity does not fulfill Corporate Objectives,</li> <li>-existing activity is discriminatory and not fulfilling Council's PSED,</li> <li>... to name a few.</li> </ul>	<p>It is a requirement that the cumulative impact assessment is reviewed every three years, as outlined by Section 5(A) of the Licensing Act 2003. It would be unlawful not to review the cumulative impact assessment.</p>

### Section 3: Understanding service users, residents, staff and any other impacted parties.

17.	<p><b>Have you undertaken any consultations in the form of surveys, interviews, and/or focus groups?</b></p> <p><b>Please provide details—</b></p> <ul style="list-style-type: none"> <li>-when,</li> <li>-how many, and</li> <li>-the approach taken.</li> </ul>	<p>The Licensing Authority carried out a nine-week consultation in the form of a survey to meet the requirements of Section 5A of the Licensing Act 2003.</p>  <p><a href="http://www.oxford.gov.uk">www.oxford.gov.uk</a></p>
18.	<p><b>List information and data used to understand who your residents or staff are and how they will be impacted.</b></p> <p><b>These could be—</b></p> <ul style="list-style-type: none"> <li>-third-party research,</li> <li>-census data,</li> <li>-legislation,</li> <li>-articles,</li> </ul>	<p>Section 5(3) of the Licensing Act 2003.</p> <ol style="list-style-type: none"> <li>a) Thames Valley Police</li> <li>b) Oxfordshire Fire and Rescue Service</li> <li>c) Oxfordshire Public Health</li> <li>d) such persons as the licensing authority considers to be representative of holders of premises licences issued by that authority</li> <li>e) such persons as the licensing authority considers to be representative of holders of club premises certificates issued by that authority</li> <li>f) such persons as the licensing authority considers to be representative of holders of personal licences issued by that authority</li> </ol>

	<ul style="list-style-type: none"> <li>-reports,</li> <li>-briefs.</li> </ul>	g) such other persons as the licensing authority considers to be representative of businesses and residents in its area
19.	<p><b>If you have not done any consultations or collected data &amp; information, are you planning to do so in the future?</b></p> <p><b>Please list the details –</b>            -when,            -with whom, and            -how long will you collect the relevant data.</p>	N/A

## Section 4: Impact analysis.

7

<p><b>20. Who does the activity impact?</b></p> <p><b>Check as needed.</b></p> <p>The impact may be positive, negative or unknown.</p>	<b>Service Users</b>	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>	Don't Know <input type="checkbox"/>
	<b>Members of staff</b>	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>	Don't Know <input type="checkbox"/>
	<b>General public</b>	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>	Don't Know <input type="checkbox"/>
	<b>Partner / Community Organisation</b>	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>	Don't Know <input type="checkbox"/>
	<b>City Councillors</b>	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>	Don't Know <input type="checkbox"/>
	<b>Council suppliers and contractors</b>	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>	Don't Know <input type="checkbox"/>

21.

**Does the activity impact positively or negatively on any protected characteristics as stated within Equality (Act 2010)?**

Check as needed and provide evidence-driven conclusions.

**Good Practice** is to keep it simple and list your, evidence, insights, and mitigations.

Protected Characteristic	Positive	Negative	Neutral	Don't know	Data/information/evidence supporting your assessment	Analysis & insight
						Mitigations
Age	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>Equality and Human Rights Commission: Age Discrimination</li> <li>Licensing Act 2003</li> </ul> 	<ul style="list-style-type: none"> <li>One of the licensing objectives is the protection of children from harm. The CIA assists in promoting this objective.</li> <li>If the CIA results in the adopting of the SSP this will have a positive impact in promoting the licensing objective.</li> </ul>
Disability (Visible and invisible)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>Equality and Human Rights Commission: Disability Discrimination</li> <li>Consultation responses</li> </ul>	<ul style="list-style-type: none"> <li>A cumulative impact assessment has no adverse impact on disability. Evidence regarding disabilities is not collected as part of the consultation or assessment itself.</li> <li>Any representations submitted regarding an application within the SSP, where one of the reasons is the applicant's</li> </ul>

							disability, will be disregarded as irrelevant.
							<ul style="list-style-type: none"> <li>The suitability of a premises for access or use by disabled persons is dealt with under the Equality Act 2010. An applicant or patron would not be treated less well or put at a disadvantage for a reason that relates to a disability.</li> </ul>
<b>Gender re-assignment</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>Equality and Human Rights Commission: Gender reassignment Discrimination</li> <li>Consultation responses</li> </ul> 		<ul style="list-style-type: none"> <li>The CIA has no adverse impact on gender or gender re-assignment.</li> <li>The consultation was open to the public and no responses received were in regard to the CIA impacting on gender.</li> <li>Any representations submitted regarding an application within the SSP, where one of the reasons is the applicant's gender re-assignment, will be disregarded as irrelevant.</li> <li>Access to licensed premises within the SSP is not limited by a patrons gender.</li> <li>An applicant would not be put at a disadvantage for a reason that relates to gender re-assignment.</li> </ul>
<b>Marriage &amp; Civil Partnership</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>Equality and Human Rights Commission: Marriage and civil partnership</li> <li>Consultation responses</li> </ul>		<ul style="list-style-type: none"> <li>The CIA has no direct or indirect impact on this protected characteristic.</li> <li>The consultation was open to the public and no responses received were in regard to the CIA impacting on marriage and civil partnerships.</li> </ul>

						<ul style="list-style-type: none"> <li>• An applicant would not be put at a disadvantage for a reason that relates to marriage and civil-partnership.</li> </ul>
<b>Race, Ethnicity and/or Citizenship</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>• Equality and Human Rights Commission: Race discrimination</li> <li>• Consultation responses</li> </ul> 	<ul style="list-style-type: none"> <li>• The CIA has no direct or indirect impact on this protected characteristic.</li> <li>• The consultation was open to the public and no responses received were in regard to the CIA impacting on race, ethnicity and/or citizenship. Any representations submitted regarding an application within the SSP, where one of the reasons is the applicant's race, ethnicity or citizenship, will be disregarded as irrelevant.</li> <li>• An applicant would not be put at a disadvantage for a reason that relates to race, ethnicity and/or citizenship.</li> </ul>
<b>Pregnancy &amp; Maternity</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>• Equality and Human Rights Commission: Pregnancy and maternity discrimination</li> <li>• Consultation responses</li> </ul>	<ul style="list-style-type: none"> <li>• The CIA has no direct or indirect impact on this protected characteristic.</li> <li>• The consultation was open to the public and no responses received were in regard to the CIA</li> </ul>

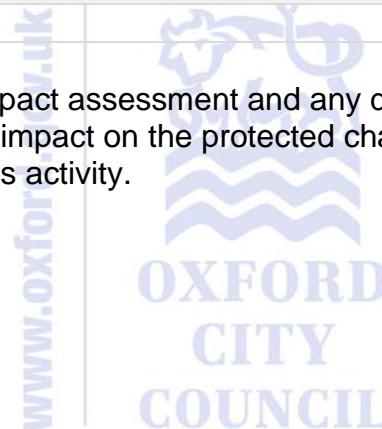
							impacting on pregnancy and maternity.
<b>Religion or Belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>Equality and Human Rights Commission: Religion or belief discrimination</li> <li>Consultation responses</li> </ul> 		<ul style="list-style-type: none"> <li>An applicant would not be put at a disadvantage for a reason that relates to pregnancy and maternity.</li> </ul> <ul style="list-style-type: none"> <li>The CIA has no direct or indirect impact on this protected characteristic.</li> <li>The consultation was open to the public and no responses received were in regard to the CIA impacting on religion or belief.</li> <li>Any representations submitted regarding an application within the SSP, where one of the reasons is the applicant's religion or beliefs, will be disregarded as irrelevant.</li> <li>An applicant would not be put at a disadvantage for a reason that relates to religion or belief.</li> </ul>
<b>Sex</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<ul style="list-style-type: none"> <li>Equality and Human Rights Commission: Sex discrimination</li> <li>Consultation responses</li> </ul>		<ul style="list-style-type: none"> <li>The CIA has no direct or indirect impact on this protected characteristic.</li> <li>The consultation was open to the public and no responses received were in regard to the CIA impacting on sex.</li> </ul>

						<ul style="list-style-type: none"> <li>Any representations submitted regarding an application within the SSP, where one of the reasons is the applicant's sex, will be disregarded as irrelevant.</li> <li>An applicant would not be put at a disadvantage for a reason that relates to sex.</li> </ul>
Sexual Orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p><a href="http://www.oxford.gov.uk">www.oxford.gov.uk</a></p>  <ul style="list-style-type: none"> <li>Equality and Human Rights Commission: Sexual orientation discrimination</li> <li>Consultation responses</li> </ul>	<ul style="list-style-type: none"> <li>The CIA has no direct or indirect impact on this protected characteristic.</li> <li>The consultation was open to the public and no responses received were in regard to the CIA impacting on sexual orientation.</li> <li>Any representations submitted regarding an application within the SSP, where one of the reasons is the applicant's sexual orientation, will be disregarded as irrelevant.</li> <li>An applicant would not be put at a disadvantage for a reason that relates to sexual orientation.</li> </ul>

<p><b>Socio-economic inequalities such as:</b></p> <ul style="list-style-type: none"> <li>- income and factors that impact income.</li> <li>-access to jobs</li> </ul> <p>This was voluntarily adopted by <a href="#">Oxford City Council on the 13<sup>th</sup> of March 2024.</a></p>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/> <ul style="list-style-type: none"> <li>• Just fair – the socio-economic duty guidance.</li> </ul>	<ul style="list-style-type: none"> <li>• The CIA does has no direct or indirect impact on socio-economic inequalities.</li> <li>• The CIA ensures that any application within an SSP are more robust to promote the licensing objectives.</li> </ul>
<p><b>Other (voluntary consideration)</b></p> <p><b>For example:</b></p> <p>Migrant, refugee, or asylum seekers.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	 <p><a href="http://www.oxford.gov.uk">www.oxford.gov.uk</a></p>	N/A
<p><b>Other</b></p> <p><b>For example:</b></p> <ul style="list-style-type: none"> <li>- Unpaid carers</li> <li>- Prison population</li> <li>- Homeless population</li> <li>-Council suppliers &amp; contractors</li> <li>-Cabinet Members</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		N/A

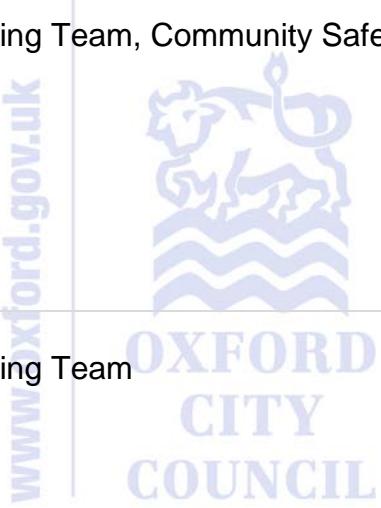
## Section 5: Conclusion(s) of your Full Impact Assessment

22.	<b>Conclusions.</b> Check as needed.						
	<input type="checkbox"/> Stop and reconsider the activity.	<input type="checkbox"/>	Adjust activity before beginning the activity and continue to monitor.	<input checked="" type="checkbox"/>	No major change(s) or adjustments and continue with activity but continue to monitor.	<input type="checkbox"/>	No major change(s) or adjustments and continue with the activity. No need to monitor in the future.
23.	<b>Please explain how you have reached your conclusions above.</b>	The cumulative impact assessment and any decision to retain the special saturation policy has either a positive or neutral impact on the protected characteristics and therefore no major changes or adjustments are required for this activity.					



## Section 6: Monitoring and review plan.

The responsibility for maintaining a monitoring arrangement of the EqIA action plan lies with the service/team completing the EqIA. These arrangements must be built into the performance management framework such as KPIs or Risk Registers.

24.	<p><b>Who or which team or service area will be responsible for monitoring equalities impact?</b></p> <p><b>For example-</b></p> <ul style="list-style-type: none"><li>- team,</li><li>-directorate,</li><li>-service area,</li><li>-Equalities Steering Group,etc.</li></ul>	General Licensing Team, Community Safety.	 <p>www.oxford.gov.uk</p> <p>OXFORD CITY COUNCIL</p>
25.	<p><b>Who (individual, team, or service area) will be responsible for carrying out the EqIA review?</b></p>	General Licensing Team	
26.	<p><b>How often will the equality impact be reviewed for this activity?</b></p> <p><b>For example-</b></p> <ul style="list-style-type: none"><li>-quarterly,</li><li>-yearly, etc.</li></ul>	Every three years, in line with the requirements of the Licensing Act 2003.	<p><b>27. Date when the EqIA will be reviewed again.</b></p> 2028

## Section 7: Sign-off

Name: [Katie Thorp](#)

Job Title: [Supervising Senior Licensing Officer](#)

Signature:



Name: Full Name

Job Title: Type here

Signature:



Name: Full Name

Job Title: Type here

Signature:

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Name: [Joshua Curnow](#)

Job Title: [Licensing Team Manager](#)

Signature:



Name: Full Name

Job Title: Type here

Signature:

Name: Full Name

Job Title: Type here

Signature:

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Name: [Abby Abrahams](#)

Job Title: [Solicitor](#)

Signature:



Name: Full Name

Job Title: Type here

Signature:

Name: Full Name

Job Title: Type here

Signature:

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**Suggested list of people to include are:**

- 1) Project lead/manager.
- 2) Head of service area or team.
- 3) Person who completed the EqIA.
- 4) EDI Lead.
- 5) EDI Specialist.
- 6) For joint projects, please consider the following:
  1. Other project leads
  2. Other service area and/or team lead/managers.

**This is not an exhaustive list.**



**You have now reached the end of the assessment.**

**⚠ Please appended this to any reports and project files for reference.**

**To:** Licensing & Gambling Act Committee

**Date:** 9<sup>th</sup> February 2025

**Report of:** Deputy Chief Executive for Citizens and City Services

**Title of Report:** Licensing Act 2003 and Gambling Act 2005 Licence Fees and Charges for the 2026/27 financial year

Summary and recommendations	
<b>Decision being taken:</b>	To seek agreement on the licence fees for 2026/27 where the council has discretion over the level of fee charged
<b>Key decision:</b>	No
<b>Corporate Priority:</b>	Strong, Fair Economy.
<b>Policy Framework:</b>	Statement of Licensing Policy, Statement of Gambling Licensing Policy

**Recommendation(s):** That the Licensing & Gambling Acts Committee resolves to:

1. **Recommend** to Council to approve the License Fees and Charges for 2026/27 as per the Licensing Act 2003 and Gambling Act 2005 as set out in Appendix 1.

Information Exempt from Publication
N/A

Appendix No.	Appendix Title	Exempt from Publication
Appendix 1	Licensing & Gambling Acts Fees and Charges 2026/27	No
Appendix 2	Risk Register	No
Appendix 3	Equality Impact Assessment	No

## **Introduction and background**

1. The purpose of this report is to seek agreement on the licence fees and charges for 2026/27 where the Council has discretion over the level of fee charged. The proposed fees and charges are set out at **Appendix 1**.
2. This Committee is responsible for recommending fees under the Licensing Act 2003 and Gambling Act 2005. Fees for other types of licence will be the subject of a separate report to General Purposes Licensing Committee. All fees under the Licensing Act are set by statute.
3. The Authority has discretion under the Gambling Act to set Gambling Premises Licence fees up to the statutory maximum. Fees for Gaming Machine Permits and Temporary Use Notices are set by statute.
4. The general principles when setting fees are that they must be reasonable, proportionate and not exceed the cost of the procedures and formalities under the relevant licensing scheme, including staffing, training, administration, testing, inspections, regulation, and hearings.
5. It is proposed that for the 2026/27 Council year that no substantial variation to the current fees and charges is made to provide financial stability to licence holders in the present economic climate.
6. Members are invited to note the minor fee increase to the **Miscellaneous Charges** section in **Appendix 1**.

## **Financial implications**

7. The Council is responsible for collecting licence fees for these functions. Predicted income from licence fees is included in the Council's budget.

## **Legal issues**

8. The power to levy fees is contained in the legislation relevant to each function or in the Local Government Act 2003 in relation to discretionary services. Licensing is not a revenue raising function and fees and charges should reasonably represent the costs of carrying out the function.

## **Equality Impact Assessment**

9. The Council has a Public Sector Equality Duty under the Equality Act 2010 to have due regard to the need to:
  - a. Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act;
  - b. Advance equality of opportunity between people who share a relevant protected characteristic and those who don't share it;
  - c. Foster good relations between people who share a relevant protected characteristic and those who do not (which involves having due regard, in particular, to the need to tackle prejudice and promote understanding).

10. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
11. There are no adverse impacts anticipated on any person with protected characteristics.

### **Environmental Considerations**

12. There are no environmental considerations arising from this report.

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**Background Papers:**

- 1 [Licensing Act 2003](#)
- 2 [Gambling Act 2005](#)
- 3 [Statement of Licensing Policy](#)
- 4 [Statement of Gambling Licensing Policy](#)

L&G Fees and Charges 2026/27

	2025/26 Charge	2026/27 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
<b>Licensing Act 2003 (charges determined by legislation)</b>				
<b>Application fee</b>				
Application and Variation Fees - Premises Licenses and Club Premises Certificates - Minimum	100.00	100.00	0.00	0.00
Application and Variation Fees - Premises Licenses and Club Premises Certificates - Maximum	635.00	635.00	0.00	0.00
Enhanced fee for some premises with rateable value above £87,001 - Minimum	900.00	900.00	0.00	0.00
Enhanced fee for some premises with rateable value above £87,001 - Maximum	1,905.00	1,905.00	0.00	0.00
Additional fee for capacity of more than 5,000 people - Minimum	1,000.00	1,000.00	0.00	0.00
Additional fee for capacity of more than 5,000 people - Maximum	64,000.00	64,000.00	0.00	0.00
<b>Annual fee</b>				
Premises Licenses and Club Premises Certificates - Minimum	70.00	70.00	0.00	0.00
Premises Licenses and Club Premises Certificates - Maximum	350.00	350.00	0.00	0.00
Enhanced fee for some premises with rateable value above £87,001 - Minimum	640.00	640.00	0.00	0.00
Enhanced fee for some premises with rateable value above £87,001 - Maximum	1,050.00	1,050.00	0.00	0.00
Additional fee for capacity of more than 5,000 people - Minimum	500.00	500.00	0.00	0.00
Additional fee for capacity of more than 5,000 people - Maximum	32,000.00	32,000.00	0.00	0.00
<b>Other Application Fees</b>				
Personal License	37.00	37.00	0.00	0.00
Transfer of Premises Licence	23.00	23.00	0.00	0.00
Change of address	10.50	10.50	0.00	0.00
Copy of licence	10.50	10.50	0.00	0.00
Temporary Event Notice	21.00	21.00	0.00	0.00
Provisional Statement	315.00	315.00	0.00	0.00
<b>Gambling Act 2005 - Premises</b>				
<b>Bingo Premises</b>				
Application (3500 max permitted)	930.00	930.00	0.00	0.00
Annual fee (1000 max permitted)	610.00	610.00	0.00	0.00
Variation application (1750 max permitted)	1,330.00	1,330.00	0.00	0.00
Transfer application (1200 max permitted)	430.00	430.00	0.00	0.00
Reinstatement application (1200 max permitted)	555.00	555.00	0.00	0.00
Provisional statement application (3500 max permitted)	805.00	805.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
<b>Family Entertainment Centre</b>				
Application (2000 max permitted)	750.00	750.00	0.00	0.00
Annual fee (750 max permitted)	680.00	680.00	0.00	0.00
Variation application (1000 max permitted)	1,000.00	1,000.00	0.00	0.00
Transfer application (950 max permitted)	400.00	400.00	0.00	0.00
Reinstatement application (950 max permitted)	485.00	485.00	0.00	0.00
Provisional statement application (2000 max permitted)	660.00	660.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
<b>Adult Gaming Centre</b>				
Application (2000 max permitted)	750.00	750.00	0.00	0.00
Annual fee (1000 max permitted)	680.00	680.00	0.00	0.00
Variation application (2000 max permitted)	1,030.00	1,030.00	0.00	0.00
Transfer application (1200 max permitted)	400.00	400.00	0.00	0.00
Reinstatement application (1200 max permitted)	485.00	485.00	0.00	0.00
Provisional statement application (2000 max permitted)	660.00	660.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00

## L&amp;G Fees and Charges 2026/27

	2025/26 Charge	2026/27 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
<b>Betting Premises (Track)</b>				
Application (2500 max permitted)	890.00	890.00	0.00	0.00
Annual fee (1000 max permitted)	805.00	805.00	0.00	0.00
Variation application (1250 max permitted)	1,250.00	1,250.00	0.00	0.00
Transfer application (950 max permitted)	420.00	420.00	0.00	0.00
Reinstatement application (950 max permitted)	520.00	520.00	0.00	0.00
Provisional statement application (2500 max permitted)	730.00	730.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
<b>Betting Premises (Other)</b>				
Application (3000 max permitted )	835.00	835.00	0.00	0.00
Annual fee (600 max permitted)	600.00	600.00	0.00	0.00
Variation application (1500 max permitted)	1,160.00	1,160.00	0.00	0.00
Transfer application (1200 max permitted)	420.00	420.00	0.00	0.00
Reinstatement application (1200 max permitted)	520.00	520.00	0.00	0.00
Provisional statement application (3000 max permitted)	730.00	730.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
<b>Gambling Act 2005 - Permits (charges determined by legislation)</b>				
<b>Alcohol Premises Gaming Machine Permits</b>				
Application	150.00	150.00	0.00	0.00
Existing operator application	100.00	100.00	0.00	0.00
Annual fee	50.00	50.00	0.00	0.00
Permit variation fee	100.00	100.00	0.00	0.00
Transfer of permit	25.00	25.00	0.00	0.00
Change of name on permit	25.00	25.00	0.00	0.00
Copy of permit	15.00	15.00	0.00	0.00
Notification of 2 machines	50.00	50.00	0.00	0.00
<b>Club Gaming Permits and Club Gaming Machine Permits</b>				
Application	200.00	200.00	0.00	0.00
Application (Club Premises Certificate holder)	100.00	100.00	0.00	0.00
Annual fee	50.00	50.00	0.00	0.00
Permit variation fee	100.00	100.00	0.00	0.00
Renewal	200.00	200.00	0.00	0.00
Renewal (Club Premises Certificate holder)	100.00	100.00	0.00	0.00
Permit variation fee	100.00	100.00	0.00	0.00
Copy of permit	15.00	15.00	0.00	0.00
<b>Family Entertainment Centre Gaming Machine Permits</b>				
Application	300.00	300.00	0.00	0.00
Existing operator application	100.00	100.00	0.00	0.00
Renewal	300.00	300.00	0.00	0.00
Change of name on permit	25.00	25.00	0.00	0.00
Copy of permit	15.00	15.00	0.00	0.00
<b>Gambling Act 2005 Temporary Use Notice</b>				
Submission of Notice	500.00	500.00	0.00	0.00
Copy of Notice	25.00	25.00	0.00	0.00
<b>Miscellaneous Charges</b>				
Copy of Premises/Person Entry in Licensing Register	28.00	29.00	1.00	3.57
Statement of Licensing Policy document	52.00	54.00	2.00	3.85
Statement of Gambling Policy document	52.00	54.00	2.00	3.85
Copy of Licensing Decision Notice	28.00	29.00	1.00	3.57
Current list of licensing applications	14.00	15.00	1.00	7.14
Viewing of Films requiring Certification - Per 15 Minutes	12.00	12.00	0.00	0.00
Issue of Film Certification	12.00	12.00	0.00	0.00