Licensing Authority

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CITY
COUNCIL

Cumulative Impact Assessment 2025

Licensing Authority

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

City
Centre SSP

Appendix Two – Cumulative Impact Area – East Oxford

East
Oxford SSP

Appendix Three – Cumulative Impact Evidence

Contents

Glossary

LSOA – Lower Super Output Area

ASB – Anti-social Behaviour

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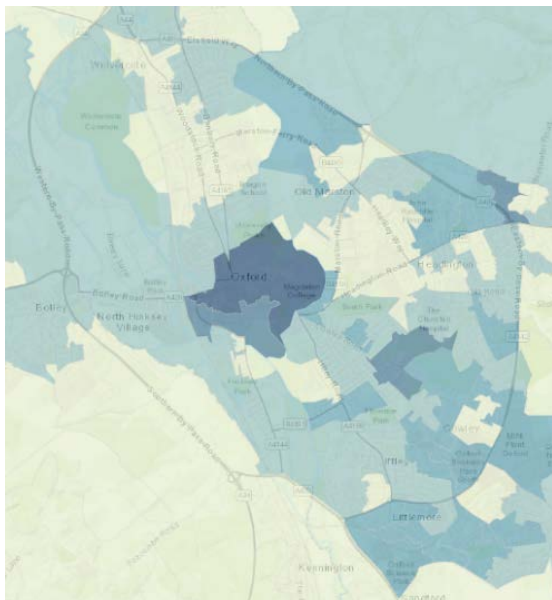
Map 1

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.

Anti-Social Behaviour - Rolling Rates

Chart 1

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

	Jan-23 - Dec-23	Apr-23 - Mar-24	May-23 - Apr-24	Jun-23 - May-24	Jul-23 - Jun-24	Aug-23 - Jul-24	Sep-23 - Aug-24	Oct-23 - Sep-24	Nov-23 - Oct-24	Dec-23 - Nov-24
Holywell	9.7	9.5	10.3	10.9	11.2	11.8	12.1	12.2	12.4	11.2
St Clements	17.2	18	20.2	21	21	22.5	21.7	24.7	24.7	26.2
Carfax	12.6	13.2	11.4	13.2	13.7	12.9	14.9	14	12.9	12.6
Cowley Road	25.2	22.2	21.5	16.3	13.3	14.1	16.3	17	15.5	15.5
Oxfordshire	6.6	6.6	6.6	6.6	6.6	6.8	7	6.9	6.9	7

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.
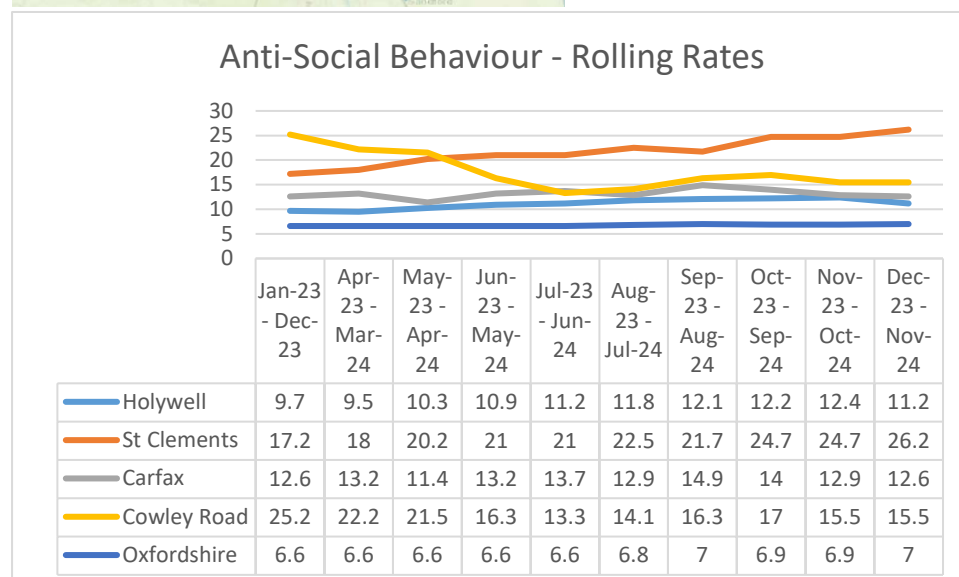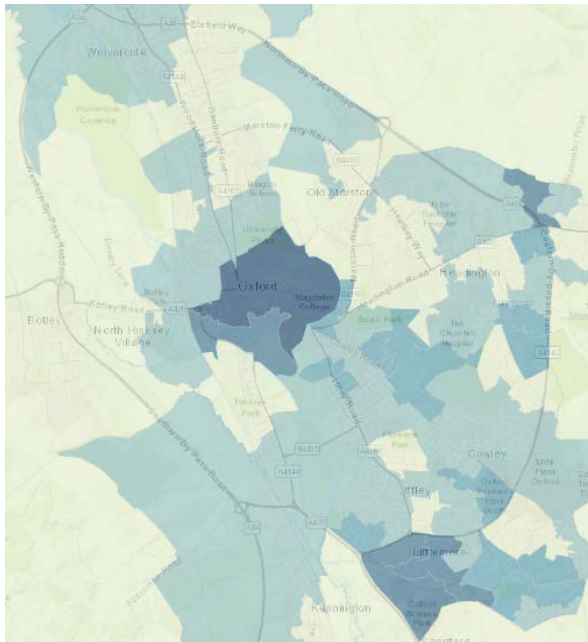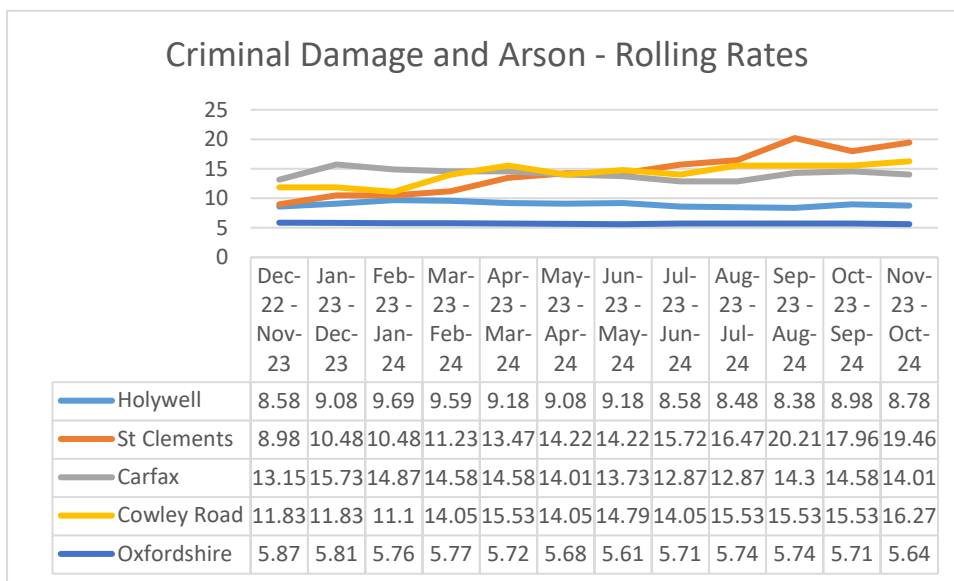

Chart 2

Criminal damage and arson offences per 1,000 population, Oxford's top four LSOAs compared to Oxfordshire.

Criminal Damage and Arson - Rolling Rates

	Dec-22 - Nov-23	Jan-23 - Dec-23	Feb-23 - Jan-24	Mar-23 - Feb-24	Apr-23 - Mar-24	May-23 - Apr-24	Jun-23 - May-24	Jul-23 - Jun-24	Aug-23 - Jul-24	Sep-23 - Aug-24	Oct-23 - Sep-24	Nov-23 - Oct-24
Holywell	8.58	9.08	9.69	9.59	9.18	9.08	9.18	8.58	8.48	8.38	8.98	8.78
St Clements	8.98	10.48	10.48	11.23	13.47	14.22	14.22	15.72	16.47	20.21	17.96	19.46
Carfax	13.15	15.73	14.87	14.58	14.58	14.01	13.73	12.87	12.87	14.3	14.58	14.01
Cowley Road	11.83	11.83	11.1	14.05	15.53	14.05	14.79	14.05	15.53	15.53	15.53	16.27
Oxfordshire	5.87	5.81	5.76	5.77	5.72	5.68	5.61	5.71	5.74	5.74	5.71	5.64

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.
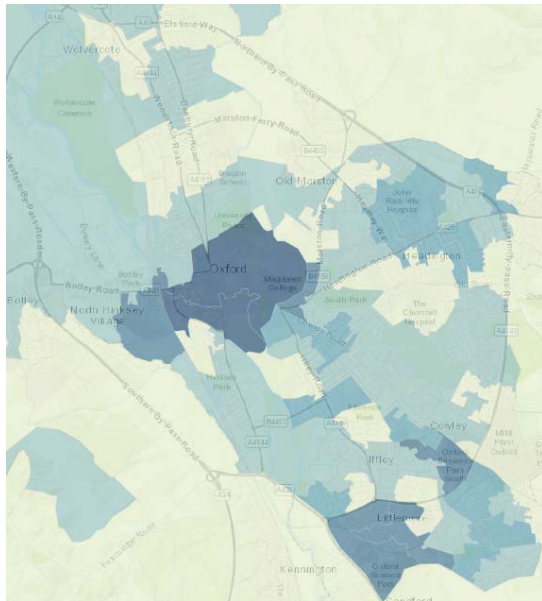

Public Order - Rolling rates

	Dec-22 - Nov-23	Jan-23 - Dec-23	Feb-23 - Jan-24	Mar-23 - Feb-24	Apr-23 - Mar-24	May-23 - Apr-24	Jun-23 - May-24	Jul-23 - Jun-24	Aug-23 - Jul-24	Sep-23 - Aug-24	Oct-23 - Sep-24	Nov-23 - Oct-24
Holywell	20.89	19.98	20.69	20.79	20.69	20.79	20.29	20.79	22.1	23.01	23.11	23.51
St Clements	23.95	21.71	21.71	23.2	21.71	21.71	25.45	26.2	25.45	29.94	29.19	32.19
Carfax	30.88	31.74	30.88	31.46	30.31	28.31	27.45	27.74	26.88	28.31	29.45	27.17
Cowley Road	22.19	21.45	20.71	19.97	18.49	17.01	17.01	16.27	15.53	14.79	15.53	14.79
Oxfordshire	6.35	6.19	6.08	5.92	5.83	5.69	5.61	5.61	5.66	5.74	5.72	5.81

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.
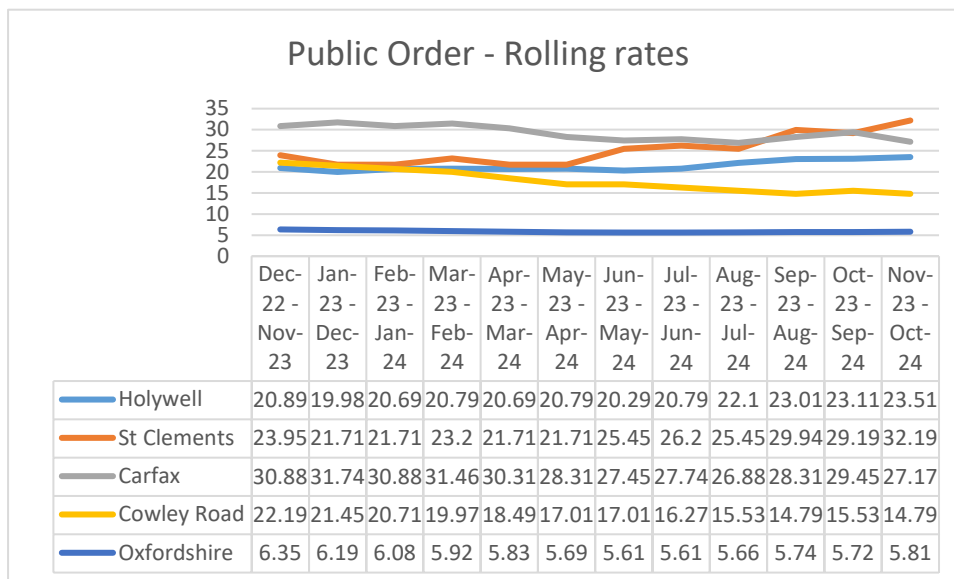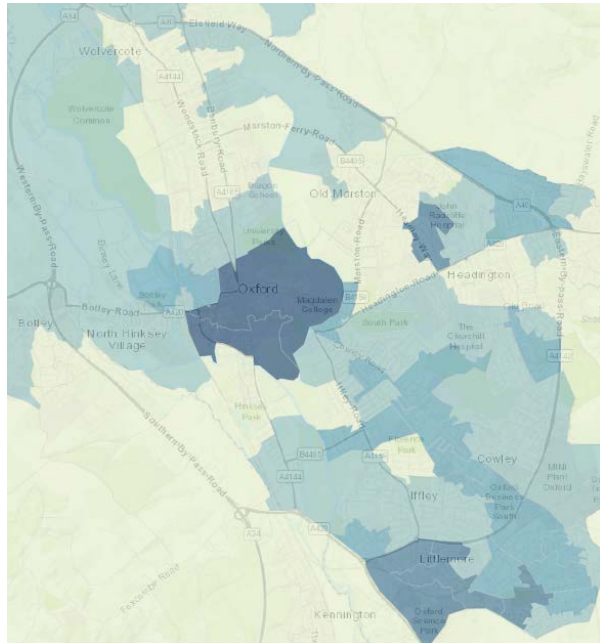

Violence and sexual offences - Rolling rates
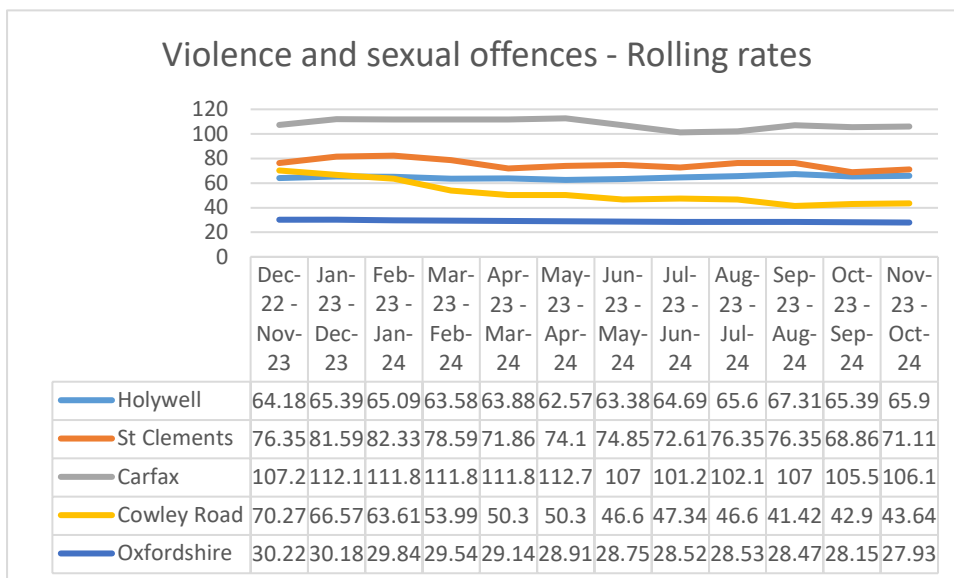
Chart 4

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

	Dec-22 - Nov-23	Jan-23 - Dec-23	Feb-23 - Jan-24	Mar-23 - Feb-24	Apr-23 - Mar-24	May-23 - Apr-24	Jun-23 - May-24	Jul-23 - Jun-24	Aug-23 - Jul-24	Sep-23 - Aug-24	Oct-23 - Sep-24	Nov-23 - Oct-24
Holywell	64.18	65.39	65.09	63.58	63.88	62.57	63.38	64.69	65.6	67.31	65.39	65.9
St Clements	76.35	81.59	82.33	78.59	71.86	74.1	74.85	72.61	76.35	76.35	68.86	71.11
Carfax	107.2	112.1	111.8	111.8	111.8	112.7	107	101.2	102.1	107	105.5	106.1
Cowley Road	70.27	66.57	63.61	53.99	50.3	50.3	46.6	47.34	46.6	41.42	42.9	43.64
Oxfordshire	30.22	30.18	29.84	29.54	29.14	28.91	28.75	28.52	28.53	28.47	28.15	27.93

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.
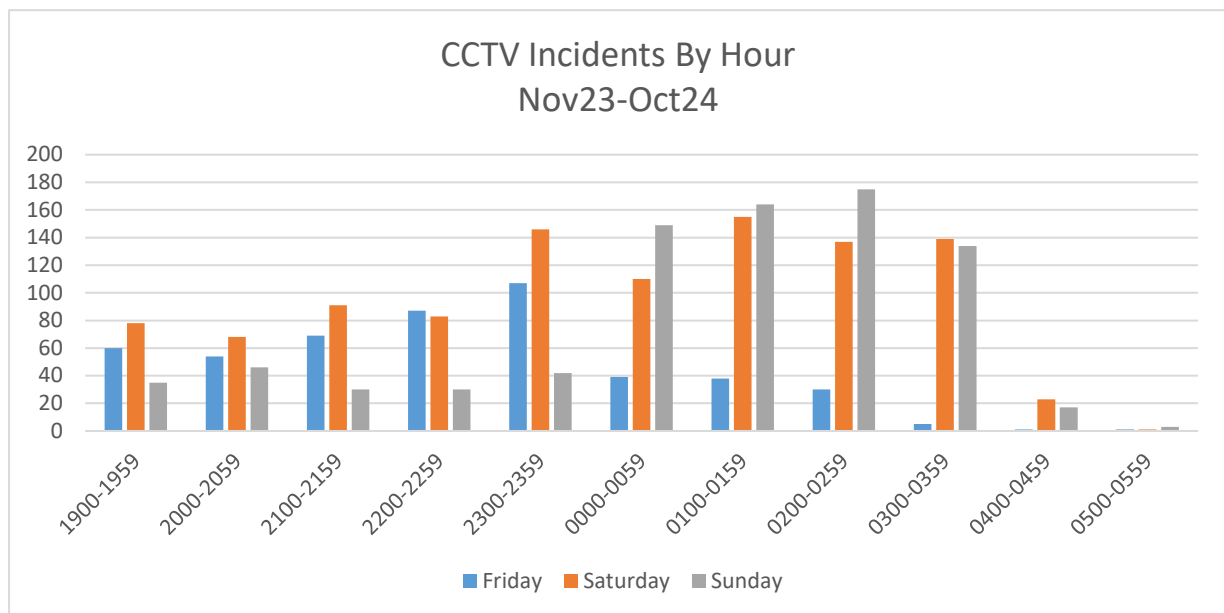

Chart 5

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