



## Cambridge City Council Licensing Committee

**Date:** Monday, 29 January 2024

**Time:** 10.30 am

**Venue:** Council Chamber, The Guildhall, Market Square, Cambridge, CB2 3QJ

**Contact:** [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk), tel:01223 457000

### Agenda

**A Member's Licensing & Enforcement verbal update will begin at 9:30am in the Council Chamber.**

**Members are asked to attend the briefing and meeting in person.**

- 1 Apologies
- 2 Declarations of Interest
- 3 Minutes (Pages 3 - 6)
- 4 Public Questions
- 5 Annual Review of Licensing Fees and Charges 2024-25 (Pages 7 - 34)
- 6 Environmental Consideration for Taxi and Private Hire Licensing Policy (Pages 35 - 60)
- 7 Cumulative Impact Assessment (Pages 61 - 148)

**Licensing Committee Members:** McPherson (Chair), Bird (Vice-Chair), Bennett, Carling, Griffin, Levien, Moore, Nethsingha, Pounds and Wade

**Alternates:** Davey, Hauk and Tong

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Further information on public speaking will be supplied once registration and the written question / statement has been received.

**LICENSING COMMITTEE**

11 September 2023

10.35 - 11.07 am

**Present:** Councillors McPherson (Chair), Bird (Vice-Chair), Bennett, Carling, Griffin, Moore and Wade

**Officers:**

Environmental Health Manager: Yvonne O'Donnell

Legal Adviser: Tony Johnson

Committee Manager: Chris Connor

Producer: James Goddard

**FOR THE INFORMATION OF THE COUNCIL**

The meeting ended at 11.07 am

**CHAIR**

**23/17/Lic Apologies**

Apologies were received from Councillors Levien, Nethsingha and Pounds.

**23/18/Lic Declarations of Interest**

No declarations of interest were made.

**23/19/Lic Minutes**

The minutes of the meeting held on 20 March and 25 May 2023 were approved as a correct record and signed by the Chair.

**23/20/Lic Public Questions**

A member of the public said the following.

1. Chairman of Cambridge City Council Licensed Taxis raised the following points:
  - i. Believed that the petition request would not only benefit drivers but members of the public/users as well.
  - ii. This would enable more drivers to provide wheelchair accessible vehicles.
  - iii. More vehicles with Hackney plates would be a positive.

### **23/21/Lic Vehicle Age Requirements for Hackney Carriage and Private Hire Vehicles**

The Committee received a report from the Environmental Health Manager (EHM) regarding a petition from a trade representative that requested the Council look at current vehicle age limits.

In response to Members' questions the Environmental Health Manager said the following:

- i. Would amend Pg. 17 2.1a of the report, the word "minimum" to "maximum". There was nothing in legislation to force drivers to take wheelchair bookings. If drivers were doing private hire work, cannot force them to take other bookings. EHM stated that this issue had been raised with central government and was a national issue.
- ii. EHM explained emissions of vehicles (Euro 5, Euro 6)
- iii. Electric Vehicles had an age limit of 15 years.
- iv. There would be minimal impact on Air Quality from raising the vehicle age limit from 9 to 11 years.
- v. Electric vehicles were still difficult for operators to obtain.
- vi. Council still had the goal of having all vehicles be electric by 2028.
- vii. Council still needed to support the trade when considering environmental effects.
- viii. Dial-a-cab were not under licensing regime.
- ix. There were 38 private hire vehicles that were petrol and diesel.
  - x. Needed to keep all air quality considerations under review.
  - xi. Vehicles were now not manufactured en-masse, only by per-order.

The Committee:

**Resolved (unanimously) to:**

Approve the amendment of the Hackney Carriage and Private Hire licensing policy and handbook, in relation to age limits as follows, with immediate effect;

- i. Removing the 4 year maximum age limit for newly licensed vehicles. Therefore, amended policy states;
  - a new vehicle licence will not be granted in respect of a vehicle unless it meets the Euro 5 standard or higher.
- ii. Increasing the age limit for licensed vehicles from less than 9 years old to less than 11 years old. Therefore, amended policy states;
  - a vehicle licence will not be renewed unless the vehicle is less than 11 years old.
  - The above recommendations are only applicable to petrol and diesel and Standard hybrid vehicles.

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## ANNUAL REVIEW OF FEES AND CHARGES 2024/2025

**To:**

Licensing Committee 29/01/2024

**Report by:**

Yvonne O'Donnell , Environmental Health Manager

Tel: 01223 - 457951 Email: yvonne.odonnell@cambridge.gov.uk

**Wards affected:**

All

### 1) Introduction / Executive Summary

- 1.1 Cambridge City Council, as the Licensing Authority, is responsible for processing and issuing licences for a wide range of activities.
- 1.2 The Council needs to demonstrate that the fees it charges for such licences have been set in accordance with the law and best practice, so as to recover its allowable costs in administering the various licensing regimes for which it is responsible.
- 1.3 Fees should be set so as to avoid either a surplus or a subsidy where possible and adjusted, if necessary, in succeeding years to achieve and maintain the correct balance.
- 1.4 The calculation of the taxi and private hire fees and charges 2024/25, considered specific officer role and their time involved in the issuing and processing of applications, in addition to the administration and monitoring of compliance with conditions.

- 1.5 The costs involved in carrying out all the processes and the true costs of running a taxi service, have been calculated and these are the fees that went out for consultation as attached in Appendix A
- 1.6 The costs were also compared to the existing fees as attached as Appendix D and this has shown that there has been a significant increase in some costs since they were last reviewed in 2023.
- 1.7 The reason for a number of the increases, is that a number of the proposed charges for 2023/24 were reduced and the actual charges of 2023/24 were lower than the cost involved.
- 1.8 Following feedback from the consultation and discussion with the Chair of Licensing, the fees for some of the processes have been amended as attached in Appendix E
- 1.9 This report sets out the revised fees and charges for licences and associated items, which it is proposed should be made with effect from 1<sup>st</sup> April 2024. The approved charges will be submitted to Full Council to note on 15<sup>th</sup> February 2024.

## **2) Recommendations**

- 2.1 Members are recommended to approve the level of the fees and charges with effect from 1<sup>st</sup> April 2024, as set out in Appendix E.
- 2.2 Members are to request officers to communicate changes with members of the public, businesses and taxi trade.

## **3) Background**

- 3.1 Cambridge City Council is required to review any charges which it makes for licences and other associated items, from time to time. Council policy provides that an annual review of these fees and charges will be undertaken.
- 3.2 The Council must seek to recover the costs associated with processing applications for licences as well as the administration and monitoring of compliance with conditions. The fees charged should be capable of withstanding legal challenge, should the need arise.



- 3.3 It is not permitted to make a surplus, nor to subsidise, licence holders, and so where necessary fees are adjusted in succeeding years to achieve and maintain the correct balance.
- 3.4 The cost to the Council of this work is regularly checked and real time costs are used in compiling the figures. Where it is possible to reduce costs by use of more efficient working this is reflected in the charges made.

#### **4) Fees for Animal Welfare Licensing**

- 4.1 The fees for the majority of Animal Welfare Licensing were adopted by Licensing Committee on 1st October 2018, following on from the Animal Welfare (Licensing of Activities Involving Animals) (England) Regulations 2018 taking effect on 1st October 2018. These fees have increased by 3%, in line with inflation.
- 4.2 In contrast the fees for both zoos and dangerous wild animals have not changed regime and have increased by 3%, in line with the rate of inflation.

#### **5) Fees for Skin Piercing Registrations and Sex Establishment Licensing**

- 5.1 Fees for skin piercing practices and sex establishments have increased by 3% in line with the rate of inflation.

#### **6) Fees for Hackney Carriage and Private Hire licensing**

- 6.1 Section 53 and 70 of the Local Government (Misc Provisions) Act 1976 ("Act") allows the council to change and levy costs for the grant of licences in respect of hackney carriage and private hire drivers, vehicles and operators.

- 6.2 Section 53(2) of the Act states, in relation to drivers' licences for hackney carriage and private hire vehicles:

"Notwithstanding the provisions of the Act of 1847, a district council may demand and recover for the grant to any person of a licence to drive a hackney carriage, or a private hire vehicle, as the case may

be, such a fee as they consider reasonable with a view to recovering the costs of issue and administration and may remit the whole or part of the fee in respect of a private hire vehicle in any case in which they think it appropriate to do so.”

6.3 Section 70 of the Act states, in relation to vehicle and operators’ licences:

“(1) Subject to the provisions of subsection (2) of this section, a district council may charge such fees for the grant of vehicle and operators’ licences as may be resolved by them from time to time and as may be sufficient in the aggregate to cover in whole or in part—

(a) the reasonable cost of the carrying out by or on behalf of the district council of inspections of hackney carriages and private hire vehicles for the purpose of determining whether any such licence should be granted or renewed;

(b) the reasonable cost of providing hackney carriage stands; and

(c) any reasonable administrative or other costs in connection with the foregoing and with the control and supervision of hackney carriages and private hire vehicles.”

6.4 The costs recoverable within licence fees include, costs of issuing and administering licences. This includes costs associated with the monitoring and enforcement of such licenses.

6.5 There has been previous unclarity, if monitoring and enforcement, could be charged under Section 53 (2) in respect to drivers.

6.6 However, in 2019 in a Court of Appeal with Master of the Rolls, King LJ and Lavender J stated:

*“46. In any event, we consider that the costs of enforcing the behaviour of licensed drivers can be recovered through the driver’s licence fee under section 53(2). The relevant words in that provision are “the costs of issue and administration”. The costs of “administration” must be something other than, and in addition to, the costs of “issue”. There is no difficulty in interpreting “administration” in its statutory context as extending to administration of the licence after it has been issued. It naturally includes the costs of suspension and*

*revocation, which are events expressly mentioned in Part II of the 1976 Act.*

*Suspension and revocation rest on non-compliance with the requirements and conditions for continuing to hold the licence. As we have said, it would therefore have been obvious to Parliament, when enacting the 1976 Act, that costs would be incurred by the district council in monitoring compliance with such requirements and conditions.”*

*“48. For those reasons, both on the literal wording of section 53(2) and, if and so far as necessary, applying a purposive interpretation, we consider that the costs of monitoring and enforcing the behaviour of licensed drivers can be recovered through the fee under section 53(2).”*

- 6.7 The Council cannot make a profit from licence fees and there must be a carry forward of any surplus. There can also be recovery of any deficit.
- 6.8 In *R v Westminster City Council, ex parte Hutton* (1985) 83 L.G.R. 461. The court held that where the fee income generated in one year fails to meet the costs of administering the licensing system, it is open to the local authority to make a proportionate increase in the licence fee for the following year so as to recoup the cost of the shortfall (Hutton at p 518).
- 6.9 This longstanding principle was confirmed in *Hemming* [2012] EWHC 1260 (Admin).
- 6.10 In the case of *Hemming* (2012), The court determined licence fee surpluses as well as deficits are to be carried forward. The licensing authority is not entitled to make a profit. The court did not require pin-point precision year on year.
- 6.11 The council does not have to adjust the licence fee every year to reflect any previous deficit or surplus, so long as it ‘all comes out in the wash’ eventually. And the adjustment does not have to be precise: a rough and ready calculation which is broadly correct will suffice.

## Recent years Fees and Changes

- 6.12 Due to the covid- 19 pandemic, and impact of various lockdowns, Licensing Committee members agreed to no change to licensing fees in April 2021 and April 2022.
- 6.13 Fees were increased in April 2023 and due to above freeze on prices in 2021 and 2022, some fees increased by a considerable amount. A number of these were then reduced after the consultation period and in consultation with the Chair of Licensing.

## Proposed fees and charges

- 6.14 The calculation of the taxi and private hire fees and charges 2024/25, considered specific officer role and their time involved in the issuing and processing of applications, in addition to the administration and monitoring of compliance with conditions.
- 6.15 The draft proposed fees and charges 2024/25 compared to those in 2023/24 attached as appendix D, see an increase to a majority of fees and charges.
- 6.16 Where changes to fees are indicated, these have been made with reference to the costs involved in the work required, rather than a standadised approach.
- 6.17 There has been changes in taxi licensing processes, which has seen an increase to the processing and enforcement work required for licences/applications.
- 6.18 In July 2020 the Department for Transport (DfT) published its [‘Statutory Taxi & Private Hire Vehicle Standards’](#) guidance document. The recommendations contained within replace the relevant sections of the DfT’s [‘Best Practice Guidance’](#) issued in 2010. The DfT advised licensing authorities to publish their consideration of the new ‘Standards’ by the end of January 2021 in the interests of transparency.

- 6.19 On 25<sup>th</sup> January 2021, committee report was presented to Licensing Committee with 13 standards requiring consideration, which were subsequently approved.
- 6.20 These included, competing Enhanced DBS checks for licenced drivers every 6 months and requiring a basic DBS check for non-driver proprietors every 12 months.
- 6.21 The charge for the DVLA Data Checks, is determined by the provider License Bureau/continuum . The current fee remains unchanged. Any future changes to the associated price are in line with the charges made by the third party company that undertakes this work. These prices will be reflected in fees immediately on date License Bureau specify.
- 6.22 The charge for Enhanced Disclosure & Barring Service Check (DBS) is determined by the Disclosure & Barring Service. Any future changes announced by DBS will be reflected in fees immediately on date DBS specify.

### **Additions and changes to fees**

- 6.23 A fee for Change of vehicle registration has been split between HCV and PHV taking into account material costs differences between HCV and PHV plates.
- 6.24 In regards to non – driver proprietor basic DBS checks, not all vehicles include an additional non-driver proprietor. Majority sit with HCV, which can have between 1 and 4 non -driver proprietors. Due to this, it was felt that adding the additional processing tasks and associated costs to vehicle licensing fee was not proportionate. A standalone annual fee is in place to recover associated costs for managing non-driver proprietors.

### **Amendments following consultation**

- 6.25 Following feedback from the consultation as attached as Appendices B and C and discussion with the Chair of Licensing, it was felt that it would be unreasonable at this time to make such a large increase on some of the fees and therefore in consultation with Chair of Licensing

the fees for some of the processes have been amended as attached in Appendix E.

- 6.26 One of the fee's that has seen a large increase and then a reduction is the Driver 1 Year Renewal Fee. In 2023 it was proposed that the fee should increase from £84 to £235. It was decided to increase it to £100 from 2023. When working out the costs involved in the process, the proposed figure was £250. This has now been reduced to £150 and submitted as such in this report. There is also the option for all drivers to take a 3 year renewal option, which costs £290 and is more cost effective than taking the 1 year option.
- 6.27 Another fee that has increased is the change of ownership. In 2023 it was proposed to charge £100 and this was reduced to £85. In 2024 it was proposed to charge £105 and this was then reduced to £100. Part of the costs for this type of application is the time spent by officers dealing with invalid applications. Out of 41 applications that were received over a year, 20 had to be initially rejected to incorrect paperwork or information provided. This increases the cost for this type of application.

## **7) Fees and Charges for training**

- 7.1. Fees for training given by Council officers in respect of Award for Personal Licence Holders Level 2 online option, has increased by 3%.
- 7.2. Fees for the in person Level 2 Award for Personal Licence Holders has increased by 3% in line with the rate of inflation.

## **8) Fees for licences and permits issued under the Licensing Act 2003**

- 8.1 Fees for licences issued under the Licensing Act 2003 are currently fixed by central government and are included for information only. Cambridge City Council is not permitted to deviate from these figures.

## **9) Fees for licences and permits issued under the Gambling Act 2005**

- 9.1 Fees for permits issued under the Gambling Act 2005 are currently fixed by central government and are included for information only. Cambridge City Council is not permitted to deviate from these figures.
- 9.2 In contrast licences issued under the Act are subject to maximum levels as laid down by the Department of Culture, Media and Sport.

## **10) Fees for street trading licences**

- 10.1 City Centre Management administer the fees for street trading licences. The current fees have been reviewed and officers have confirmed no change to fees

## **11) Implications**

### **a) Financial Implications**

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The charges are set to recover the Council's allowable costs. The Council cannot make a profit and must carry forward any surplus. Any deficit is carried forward and will be recovered in subsequent years. Surpluses or deficits will be considered when fee setting in future years with the objective of recovering or refunding any surplus or deficit

### **b) Staffing Implications**

Staff will be required to update relevant information on the Cambridge City Council Website, Environmental Health management system and send out required communication to stakeholders. These costs are to be absorb in daily job requirements.

### **c) Equality and Poverty Implications**

Nil.

### **d) Net Zero Carbon, Climate Change and Environmental Implications**

Nil.

**e) Procurement Implications**

Nil.

**f) Community Safety Implications**

Nil.

**12) Consultation and communication considerations**

- 11.1 Under the Local Government (Miscellaneous Provisions) Act 1976, the Council is required to consult on any changes to the fees and charges in respect of vehicle and operator licences.
- 11.2 There is no such requirement under section 53 (2) for the Act for driver licences to be advertised. However the same procedure has been adapted.
- 11.3 A public consultation took place from 8 November 2023 to 6 December 2023. The consultation was advertised by public notice in Cambridge Independent and notice was displayed at Cambridge City Council main officer. All licence holders were advised of consultation via e-mail and also received a copy of the proposed fees and charges (Appendix A) attached within an e-mail.
- 11.4 63 consultation responses were received on Citizen Lab, which are illustrated in Appendix B.
- 11.5 An email was also received from CCLT Management on 21<sup>st</sup> November 2023 and is attached as Appendix C.
- 11.6 Consideration was taken to responses received, in respect to increasing fees and charges. Following discussions between Environmental Health Manager and Environmental Health and Licensing Support Team Leader, and subsequent discussion with Chair of Licensng a decision was taken to amend some of the fees for certain processes and therefore the above recommendations as detailed in section 2 should still be considered.

**13) Background papers**

Hemming (2012) EWHC 1260 (Admin)

Hemming [2013] EWCA Civ 591



Rehman (On Behalf of the Wakefield District Hackney Carriage And Private Hire (2019 EWCA Civ 2166

Taxi Licensing Calculation of Fees for 2024/25 Spreadsheet

#### **14) Appendices**

Appendix A - Consultation document shared as part of public consultation

Appendix B - Consultation responses via CitizenLab

Appendix C – Response to consultation by CCLT

Appendix D- Draft Table of proposed fees and charges 2024/25 compared to 2023/24

Appendix E – Table of proposed fees and charges 2024/25 as amended following consultation

#### **15) Inspection of papers**

To inspect the background papers or if you have a query on the report please contact Luke Catchpole, Environmental Health and Licensing Support Team Leader, tel: 01223 - 457818, email: [luke.catchpole@cambridge.gov.uk](mailto:luke.catchpole@cambridge.gov.uk).

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**Under the Local Government (Miscellaneous Provisions) Act 1976  
 Cambridge City Council has the authority to levy certain charges  
 in respect of Hackney Carriage and Private Hire Licensing**

**Cambridge City Council proposes the following changes to its  
 fees and charges as of 1<sup>st</sup> April 2024:**

**TAXI LICENSING: FEES AND CHARGES**

Fees and Charges	Proposed Fees and Charges 2024/25 £
<b>Drivers</b>	
Disclosure & Barring Service Check (DBS) *	38.00
Safeguarding and Knowledge Test ( New Applicants )	120.00
New Licence Fee	300.00
1 Year Renewal Licence	250.00
3 Yearly Renewal Licence	290.00
Replacement Badges	26.00
DVLA Data Check *	5.52
DVLA Data Check for 3 year licence *	16.52
Safeguarding Test for Renewal and Non - Driver Proprietor	60.00
Knowledge Test Retest	80.00
<b>Vehicles</b>	
Hackney Carriage Licence (new)	340.00
Private Hire Licence (new)	300.00
Hackney Carriage Ultra Low Emission Vehicle (new)	170.00
Private Hire Ultra Low Emission Vehicle (new)	150.00
Hackney Carriage Zero Emission Vehicle (new)	0.00
Private Hire Zero Emission Vehicle (new)	0.00
Hackney Carriage Licence (Renewal)	225.00
Private Hire Licence (Renewal)	210.00
Hackney Carriage Ultra Low Emission Vehicle (renewal) **	112.50
Private Hire Ultra Low Emission Vehicle (renewal) **	105.00
Hackney Carriage Zero Emission Vehicle (renewal) **	0.00
Private Hire Zero Emission Vehicle (renewal) **	0.00
Plate Deposit	50.00
Replacement Plate HCV	45.00
Replacement Plate PHV	50.00
Change of Ownership	105.00
Crest - self adhesive	15.00
Crest - magnetic	20.00
Non - Driver Proprietor	20.00
Change of Vehicle registration PHV	50.00
Change of Vehicle registration HCV	45.00
<b>Operator Licence</b>	

Private Hire Operators Licence (New)	360.00
Private Hire Operators Licence (Renewal - 1 Year)	290.00
Private Hire Operators Licence (renewal - 5 Year)	1095.00
<b>Other charges</b>	
Replacement Licence	26.00
Change of Details	26.00

\* Externally set fees and charges

\*\* Dependent on funding

**Any objections should be submitted via Cambridge City Council Consultation platform [www.cambridge.citizenlab.co/en-GB/](http://www.cambridge.citizenlab.co/en-GB/) by 6<sup>th</sup> December 2023.**

## **Appendix B – Consultation responses**

63 responses were received as part of the consultation via CitizenLab on the Cambridge City Council website. Of those 63 responses, 53 objected to the charges and 10 did not object to them.

10 of the responses were from members of the public, with 5 of them objecting to the charges and 5 did not object to them.

3 of the responses were from proprietor of licensed vehicles and all 3 objected to the charges.

50 of the responses came from drivers or a combination of driver, proprietor and member of the public. 45 of these objected to the charges, with 5 not objecting to them.

Out of the 63 responses, 41 made comments (which are detailed below). All of these comments came from people that objected to the charges.

## Appendix B – Consultation responses

Response Number	Comment
1	Business is already slow and prices are already very high. Addition to this charges the business is suffering from high fuel costs and increasing insurance charges. Car maintenance is also continuously increasing. This charges should be reduced raer than the proposed increase.
2	Whilst taxi drivers received 10.1% meter increase. Some of your charges occur an increase as high as 150%.
3	I object to 150% increase on the one year badge renewal. I can't always afford to pay for 3 years. Being a taxi driver isn't the most lucrative at the moment.
4	In particular 150% increase in 1 year driver badge renewal.
5	150% hike in the 1 year driver licence renewal fee is very steep and will unfairly force people to take the 3 year renewal
6	in a cost of living crisis then everyone needs public authorities to stop adding to the financial burden.
7	<p>Spend a couple of days on a bicycle in Cambridge and you will quickly realise that the current licensing system is not working. I have a negative interaction with a taxi on almost every cycle journey I make in Cambridge, from minor issues like stopping in bike boxes or parking on mandatory cycle tracks, to more serious issues like not checking mirrors before pulling out, dangerously close overtaking and undertaking, and shouts of abuse and aggressive horn honking when I ride in primary position on narrow roads. I have even been hit twice by dangerous taxi drivers (thankfully no hospital visits needed so far). Collectively, a minority of reckless taxi drivers have created a very stressful and dangerous road environment, such that I now find it hard to travel around Cambridge without feeling the adrenaline that comes with the memories of all the awful incidents and abuse I have had to deal with on specific roads.</p> <p>Fixing this requires a serious change to the current licensing model, and I don't see how this can happen without a serious change in funding[1]. The big problem with the current model is it is very difficult for cyclists to provide evidence of abuse or dangerous driving unless they have invested in an expensive camera mounted on their handlebars. My collision reports resulted in the drivers simply lying in their statements and only informal warnings issued.</p> <p>I think we need to increase the licencing fees so that taxis can be properly monitored. For example, if we required every</p>

## Appendix B – Consultation responses

	<p>taxi to run a dashcam we could use that as evidence if a cyclist reports a bad incident, as well as randomly requesting footage for monitoring purposes (and there would need to be very steep fines for failure to provide footage). Or the council could randomly take taxis undercover and appropriately punish any that drivers that drive or park illegally.</p> <p>Please, councillors, I urge you: use this opportunity to take action before someone else gets hurt.</p> <p>[1] Note: The best solution, of course, is to rebuild all our roads such that taxis and cars only share space on residential streets that have physically enforced 20mph speed limits. As this would take about 30 years to implement, I think enforcement is the best interim solution.</p>
<b>8</b>	1 year license, 150 % increase
<b>9</b>	There is no need for increase. Business is down and with cost of living crises it is difficult to make an ends meat.
<b>10</b>	There was no option to ask a question so I'm having to list it as an objection. The use of zero emissions cars is incentivised by making it cheaper to run a taxi if it's zero emissions. My question is, would it also be possible to incentivise having a wheelchair accessible vehicle (WAV) in the same way? I understand that there are not many models that are both WAVs and low/zero emissions. This is causing some issues in London, where black cabs have to be wheelchair accessible but the ULEZ charge is pushing for low/zero emission vehicles which is not easily compatible. The best option would be a zero emissions WAV in my view, but that not seeming to be an option, would it be possible to incentivise being either zero emissions or a WAV? It is near impossible to find a WAV taxi in Cambridge, leaving wheelchair users waiting hours to go places that others can visit immediately.
<b>11</b>	Rises should be in line with inflation but proposed increases are far beyond as much as 150% increases, this is not justified.
<b>12</b>	Price increase too high while the trade is struggling to survive
<b>13</b>	Price rise is too much
<b>14</b>	Hard to afford

## Appendix B – Consultation responses

15	The prices are far too high as proposed for no reason whatsoever!.. it's absolutely preposterous!
16	Price increase unreasonable considering current state of trade and working conditions
17	No necessary
18	We are already struggling with high prices in everything. If this price list go live, it will effect us deeply.
19	Too expensive you guys making this trade a laughing stock. Its not a share market the price up is ridiculous
20	Not justified to increase charges at this rate.
21	Too early price increasing
22	We are not earning enough for that change
23	We too are facing living cost and our income is significantly down.
24	Simple it's expensive no need for the increase with the cost of living so high. The council still didn't publish any budget to justify the increase
25	Living costs
26	excessive increases considering the financial difficulties people are facing.insensitive and a lack of care or understanding to how stressed people are.



## Appendix B – Consultation responses

27	"Have you done the 'BUDGET FORECAST!?' If so, why hasn't it been published or is not part of the survey? If you haven't, how do you justify the increase, and why is the increase necessary?"
28	Too much not to be able to carry on working with these increases
29	Charges too high, certainly given this current period of time
30	Expensive increase 150% is just something crazy
31	Everything is going rapidly, but our income. When is enough is enough.
32	I object to 150% 1 year driver licence renewal. That is discrimination of order drivers who need to renew licence every year. Please read equality act.
33	Every year the expenses for driver keeps going up while our earning are going down. Also an increase of 150% is absurd.
34	High inflation
35	Excessive increase does not justify with local income
36	Costs keep rising but income is decreasing
37	Cost of living crisis
38	Already expensive

**Appendix B – Consultation responses**

<b>39</b>	Please don't increase the fee as we are struggling already due to cctv and etc
<b>40</b>	<p>Subject: Objection to Proposed Increase in Admin Prices for Taxi Drivers</p> <p>Dear Council Representative's,</p> <p>I am writing to express my strong objection to the proposed increase in administrative prices for fees and charges imposed on taxi drivers in Cambridge. While I understand the necessity for occasional adjustments, the proposed hike appears unjustified and burdensome on an already struggling industry.</p> <p>Taxi drivers play a crucial role in our community by providing an essential transportation service. The proposed increase in admin fees would unduly impact their livelihoods, making it harder for them to sustain their businesses. Such a move could lead to adverse consequences, including financial hardship, reduced service quality, and potential job losses within the taxi industry.</p> <p>Moreover, a sudden and significant rise in administrative costs without commensurate improvements in services raises concerns about transparency and accountability. It is imperative that any fee adjustments are justified with a clear explanation of how the additional funds will be utilised to benefit both drivers and passengers.</p> <p>I urge the council to reconsider this proposal and explore alternative measures that do not disproportionately burden taxi drivers. Collaborative discussions with stakeholders, including taxi associations, can help identify solutions that strike a fair balance between the council's financial needs and the sustainability of the taxi industry.</p> <p>I appreciate your attention to this matter and trust that you will consider the broader impact of the proposed admin fee increase on our community.</p>
<b>41</b>	<p>Well above inflation &amp; hitting poorest the most. Not caring for the poorest financially &amp; instead designed to punish the low/middle income families.</p>



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**Luke Catchpole**

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**From:** [REDACTED]  
**Sent:** 21 November 2023 12:44  
**To:** Wangari Njiiri  
**Subject:** Annual review of Licensing Fees and Charges consultation  
**Attachments:** IMG\_1121.jpeg

Dear Wangari,

I hope you are well.

We carefully checked the proposed licencing fees and we noticed that some fees are extremely higher than what we were expecting.

Please find attached photo of the proposed licensing fees. As CCLT we object to all fees highlighted in red. In April 2023 Cambridge taxi trade received 10.1% meter increase in line with the national inflation rate and we expect that licence fees go up accordingly with the inflation rate.

1 year renewal fee jumps with 150% from £100 to £250 unacceptable!

Crest- self adhesive increased %50 from £10 to £15

Crest- magnetic increased %67 from £12 to £20

Non- Driver proprietor fee increase %33 from £15 to £20.

CCLT management is kindly requesting this proposal to be reviewed.

Kind Regards,

Ahmed Karaahmed, Chairman of Cambridge City Licensed Taxis Ltd [REDACTED]  
[REDACTED]  
[REDACTED]

3 Yearly Renewal Fee	280.00	290.00	4%
Replacement Badges	25.00	26.00	4%
DVLA Data Check *	5.52	5.52	0%
DVLA Data Check for 3 year licence *	16.52	16.52	0%
Safeguarding Test for Renewal and Non - Driver Proprietor	50.00	60.00	20%
Knowledge Test Retest	80.00	80.00	0%
<b>Vehicles</b>			
Hackney Carriage Licence (new)	315.00	340.00	8%
Private Hire Licence (new)	295.00	300.00	2%
Hackney Carriage Ultra Low Emission Vehicle (new)	157.50	170.00	8%
Private Hire Ultra Low Emission Vehicle (new)	147.50	150.00	2%
Hackney Carriage Zero Emission Vehicle (new)	0.00	0.00	
Private Hire Zero Emission Vehicle (new)	0.00	0.00	
Hackney Carriage Licence (Renewal)	220.00	225.00	2%
Private Hire Licence (Renewal)	205.00	210.00	2%
Hackney Carriage Ultra Low Emission Vehicle (renewal) **	110.00	112.50	2%
Private Hire Ultra Low Emission Vehicle (renewal) **	102.50	105.00	2%
Hackney Carriage Zero Emission Vehicle (renewal) **	0.00	0.00	

Private Hire Zero Emission Vehicle (renewal) **	0.00	0.00	
Plate Deposit	50.00	50.00	0%
Replacement Plate HCV	35.00	45.00	29%
Replacement Plate PHV	40.00	50.00	25%
Change of Ownership	85.00	105.00	24%
Crest - self adhesive	10.00	15.00	50%
Crest - magnetic	12.00	20.00	67%
Non - Driver Proprietor	15.00	20.00	33%
Change of Vehicle registration PHV	45.00	50.00	11%
Change of Vehicle registration HCV	40.00	45.00	13%
<b>Operators Licence</b>			
Private Hire Operators Licence (New)	320.00	360.00	13%
Private Hire Operators Licence (Renewal - 1 Year)	285.00	290.00	2%
Private Hire Operators Licence (renewal - 5 Year)	1,060.00	1095.00	3%
<b>Other charges</b>			
Replacement Licence	20.00	26.00	30%
Change of Details (per licence type)	20.00	26.00	30%

\* Externally set fees and charges

\*\* Dependent on funding

**Licensing**

Charge Type and description	Charges 2023/24 £	Proposed Charges 2024/25 £	% Increase 2024/25
<b>Skin Piercing</b>			
Skin Piercing – Premises	166.00	171.00	3.0%
Skin Piercing - Practitioners	60.00	62.00	3.3%
<b>Sex Establishments</b>			
Sexual Entertainment Venues (new & variation)	3,425.00	3,528.00	3.0%
Sexual Entertainment Venues (renewal)	1,014.00	1,044.00	3.0%
Sexual Entertainment Venues (transfer)	1,014.00	1,044.00	3.0%
Sex Shop / Sex Cinema (new & variation)	3,173.00	3,268.00	3.0%
Sex Shop / Sex Cinema (renewal)	1,014.00	1,044.00	3.0%
Sex Shop / Sex Cinema (transfer)	1,014.00	1,044.00	3.0%
<b>Drivers</b>			
Disclosure & Barring Service Check (DBS) *	38.00	38.00	0.0%
Safeguarding and Knowledge Test ( New Applicants )	120.00	120.00	0.0%
New Licence Fee	270.00	300.00	11.1%
Annual Renewal Fee	100.00	250.00	150.0%
3 Yearly Renewal Fee	280.00	290.00	3.6%
Replacement Badges	25.00	26.00	4.0%
DVLA Data Check *	5.52	5.52	0.0%
DVLA Data Check for 3 year licence *	16.52	16.52	0.0%
Change of Details	20.00	25.00	25.0%
Replacement Licence	20.00	25.00	25.0%
Safeguarding Test for Renewal and Non - Driver Proprietor	50.00	60.00	20.0%
Knowledge Test Retest	80.00	80.00	0.0%
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Hackney Carriage Zero Emission Vehicle (new)	0.00	0.00	0.0%
Private Hire Zero Emission Vehicle (new)	0.00	0.00	0.0%
Hackney Carriage Licence (Renewal)	220.00	225.00	2.3%
Private Hire Licence (Renewal)	205.00	210.00	2.4%
Hackney Carriage Ultra Low Emission Vehicle (renewal)	110.00	112.50	2.3%
Private Hire Ultra Low Emission Vehicle (renewal)	102.50	105.00	2.4%
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Replacement Plate PHV	40.00	50.00	25.0%
Change of Ownership	85.00	105.00	23.5%
Crest - self adhesive	10.00	15.00	50.0%
Crest - magnetic	12.00	20.00	66.7%
Replacement Licence	20.00	26.00	30.0%
Change of Details	20.00	26.00	30.0%
Non - Driver Proprietor	15.00	20.00	33.3%
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Private Hire Operators Licence (renewal - 5 Year)	1,060.00	1,095.00	3.3%
Replacement Licence	20.00	26.00	30.0%
Change of Details	20.00	26.00	30.0%
<b>Training</b>			
Online Level 2 Award in Responsible Alcohol Retailing	100.00	103.00	3.0%
In Person Level 2 Award for Personal Licence Holders	123.00	127.00	3.3%
<b>Licensing Act 2003 (**Statutory Set)</b>			
Personal Licence	37.00	37.00	0.0%
New Premises Licence (or full variation)	Various	Various	0.0%
Annual Fee	Various	Various	0.0%
Minor Variation	89.00	89.00	0.0%
Temporary Event Notice	21.00	21.00	0.0%
Change of Designated Premises Supervisor	23.00	23.00	0.0%
<b>Pavement Licensing</b>			
Pavement Licence	100.00	100.00	0.0%
<b>Gambling Act 2005 (**Statutory Set)</b>			
Bingo Club (New)	2,625.00	2,625.00	0.0%
Bingo Club (Annual Fee)	900.00	900.00	0.0%
Small Society Lottery (New)	40.00	40.00	0.0%
Small Society Lottery (Annual)	20.00	20.00	0.0%
Betting Premises (New)	2,250.00	2,250.00	0.0%
Betting Premises (Annual Fee)	540.00	540.00	0.0%
Family Entertainment Centre (Annual Fee)	500.00	500.00	0.0%
Adult Gaming Centre (New)	1,500.00	1,500.00	0.0%
Adult Gaming Centre (Annual Fee)	900.00	900.00	0.0%

Charge Type and description	Charges 2023/24 £	Proposed Charges 2024/25 £	% Increase 2024/25
<b>Animal Licensing</b>			
Zoo	660.00	680.00	3.0%
Dangerous Wild Animals (Plus Vet fees)	326.00	336.00	3.1%
Variation of a licence requiring a re-inspection (Plus Vet fees)	58.00	60.00	3.4%
<b>Exhibiting animals:</b>			
Fees on application	86.00	89.00	3.5%
Initial rating or re-rating fee	148.00	152.00	2.7%
Maintenance fee (3 years)	427.00	440.00	3.0%
Variation of a licence requiring a re-inspection	148.00	152.00	2.7%
Copy of licence or change of details not requiring an inspection	12.50	13.00	4.0%
<b>Selling animals as pets:</b>			
Fees on application	86.00	89.00	3.5%
Initial rating or re-rating fee	244.00	251.00	2.9%
Maintenance fee: one year	142.00	146.00	2.8%
two years	284.00	293.00	3.2%
three years	427.00	440.00	3.0%
Variation of a licence requiring a re-inspection	244.00	251.00	2.9%
Copy of licence or change of details not requiring an inspection	12.50	13.00	4.0%
<b>Riding Establishment:</b>			
Fees on application	86.00	89.00	3.5%
Initial rating or re-rating fee ( plus additional vets fee not included)	49.00	50.00	2.0%
Maintenance fee: one year	142.00	146.00	2.8%
two years	284.00	293.00	3.2%
three years	427.00	440.00	3.0%
Variation of a licence requiring a re-inspection (plus vets fee not included)	49.00	50.00	2.0%
Copy of licence or change of details not requiring an inspection	12.50	13.00	4.0%
<b>Dog Breeding:</b>			
Fees on application	86.00	89.00	3.5%
Initial rating or re-rating fee ( plus additional vets fee not included)	49.00	50.00	2.0%
Maintenance fee: one year	142.00	146.00	2.8%
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<b>Animal Boarding:</b>			
Fees on application: up to 10 animals	86.00	89.00	3.5%
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Variation of a licence requiring a re-inspection	293.00	302.00	3.1%
Fees on application: 100 or more animals	342.00	352.00	2.9%
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Maintenance fee: one year	142.00	146.00	2.8%
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<b>Street Trading</b>			
12 month food licence pitch	2,886.00	2,886.00	0.0%
12 month retail licence pitch	2,727.00	2,727.00	0.0%
8 month food licence pitch	2,165.00	2,165.00	0.0%
8 month retail licence pitch	2,045.00	2,045.00	0.0%
4 month food licence pitch	722.00	722.00	0.0%
4 month retail licence pitch	682.00	682.00	0.0%
* Externally set fees and charges			
** Statutory set			



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<b>Street Trading</b>			
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8 month food licence pitch	2,165.00	2,165.00	0.0%
8 month retail licence pitch	2,045.00	2,045.00	0.0%
4 month food licence pitch	722.00	722.00	0.0%
4 month retail licence pitch	682.00	682.00	0.0%
* Externally set fees and charges			
** Statutory set			



## AMENDMENT TO ENVIRONMENTAL CONSIDERATION OF THE HACKNEY CARRIAGE AND PRIVATE HIRE TAXI POLICY

**To:**

Licensing Committee 29/01/2024

**Report by:**

Yvonne O'Donnell, Environmental Health Manager

Tel: 01223 - 457951 Email: yvonne.odonnell@cambridge.gov.uk

**Wards affected:**

All

### 1. Introduction / Executive Summary

- 1.1 The purpose of this report is to consider the Environmental Considerations vehicles policy within the Hackney Carriage and Private Hire vehicle fleet and review the decision made with effect of June 2022 to allow saloon vehicles standard hybrids with emission levels of 120g/km of CO<sub>2</sub> until June 2024.
- 1.2 There is a need to reduce polluting emissions to improve poor air quality in City Locations dominated by emissions from buses, taxis and service vehicles. This must be achieved whilst maintaining sufficient levels of access and capacity for travel in the City, for the vehicles using those areas.
- 1.3 This can only be achieved by intervening to ensure uptake of Ultra-low and Zero emission technologies within those vehicle fleets.
- 1.4 Under the current policy, vehicles which are Ultra-Low emission are:

- Plug in hybrid vehicles (less than 75g/km of CO<sub>2</sub>)
  - Extended Range electric vehicles (E-REV) (less than 75g/km of CO<sub>2</sub>)
- 1.5 Zero emission vehicles are those which emit no emissions during their operation. These vehicles are:
- Electric only vehicles
  - Fuel cell vehicles (e.g. hydrogen)
- 1.6 Saloon Vehicles standard hybrids with emission levels of less than 120g/km of CO<sub>2</sub> were allowed to be licensed with effect of June 2022 until June 2024 when it would be reviewed.
- 1.7 The UK government has a long term vision for all new cars and vans to be zero emission by 2040 and for nearly every car and van to be zero emission by 2050. These recommendations fit with national policy.
- 1.8 The Central Government Office for Low Emission Vehicles (OLEV) provides funding to support a rapid electric charging infrastructure for taxis.
- 1.9 Financial support for rapid charging infrastructure for taxis was committed by the City Council at Full Council in February 2016.
- 1.10 In October 2016 Members amended the Hackney Carriage and Private Hire Policy to include a commitment to implement changes to increase the uptake of Ultra-Low and Zero emission vehicles, such as hybrid and electric.
- 1.11 However, due to Brexit and the pandemic and the crisis in Ukraine, the availability of such vehicles were becoming more difficult to obtain, and there was also a waiting period of up to a year to purchase those type of vehicles and therefore there was a need to build in flexibility into the policy to allow standard hybrids with emissions of less than 120g/km of CO<sub>2</sub>.
- 1.12 This change was to be reviewed by June 2024.

## **2. Recommendations**

- 2.1 Members of the Licensing Committee are recommended to remove the inclusion of standard hybrids within the policy with emissions of less than 120g/km of CO<sub>2</sub> with effect of June 2024. The proposed Environmental Considerations part of the Hackney Carriage and Private Hire Licensing Policy is attached to this report as Appendix A.

### **3. Background**

- 3.1 In March 2015 the City Council set a policy direction for pursuing a low emission strategy for Buses and Taxis within Cambridge over a period of 10 years through its Air Quality Action Plan.
- 3.2 In pursuance of this aim for Taxis, the Council's Environmental, Quality and Growth team successfully won a bid from the Central Government Office for Low Emission Vehicles (OLEV) to provide funding to support a rapid electric charging infrastructure for Taxis.
- 3.3 As part of the bid process, the Council was granted a funded Taxi Scheme Feasibility Study which was completed in March 2016 and gave recommendations in order to support the local environment policy for taxi licensing.
- 3.4 The current Hackney Carriage and Private Hire Licensing Policy as agreed at Licensing Committee in September 2023 for Environmental interventions within the taxi fleet is attached to this report as Appendix B.
- 3.5 One of the reasons that the amendment to the policy was introduced in June 2022, was due to the lack of availability of ultra low and zero emission vehicles.
- 3.6 Officers in the Licensing and Support team carried out a check on Auto-trader on 21<sup>st</sup> December 2023 and found the following:
- 414 Silver Saloon Electric vehicles (zero emissions) available nationally;
  - 350 Silver petrol plug in hybrid vehicles (up to 75g/km CO<sub>2</sub> emissions) available nationally;
  - 8000 non-silver electric vehicles available nationally;
  - 4742 non-silver petrol plug in hybrid vehicles (up to 75g/km CO<sub>2</sub> emissions) available nationally.

Further details and information on the search criteria and results can be seen in Appendix C.

- 3.7 As of the 20<sup>th</sup> December 2023, Cambridge City Council licensed 372 vehicles - 279 Hackney Carriages (HCVs) and 93 Private Hire Vehicles (PHVs).
- 3.8 Of these 372 vehicles, 83 are standard hybrid vehicles with emissions up to 120g/kg. 52 are HCVs and 31 are PHVs.
- 3.9 Out of the remaining 289 vehicles, it was established that 77 saloon type vehicles are petrol or diesel. 44 are HCVs and 33 are PHVs.
- 3.10 The current policy also has an age limit on vehicles and their ability to be licensed. Only vehicles under the age of 11 years will have its licence renewed.
- 3.11 Looking at the period between 1<sup>st</sup> July 2024 and 30<sup>th</sup> June 2026 only 10 vehicles would not have the licence renewed as they would be 11 years old and above.
- 3.12 Further information regarding the make up of the fleet and ages of certain vehicles can be found in Appendix C.

## **4. Implications**

### **a) Financial Implications**

*Page: 4*

There are no financial implications.

### **b) Staffing Implications**

There are no staffing implications.

### **c) Equality and Poverty Implications**

There will be a positive impact on public health, in particular benefitting those who live in areas of poor air quality.

### **d) Net Zero Carbon, Climate Change and Environmental Implications**

The proposals have been assessed with a Medium Positive +M rating – This will reduce the overall use of Fossil Fuels and will reduce local CO2 and polluting emissions as we will require emissions to be less than 75g/km of CO2.

#### **e) Procurement Implications**

Any projects that require the engagement of external contractors will be subject to the Council's procurement and contract procedure rules

#### **f) Community Safety Implications**

Any of the incentives and the vehicles involved would be required to meet all the mandatory and mechanical fitness tests.

There would be some benefit to community health which would be as a result from the improvements in pollutant levels.

### **5. Consultation and communication considerations**

### **6. Background papers**

No background papers were used in the preparation of this report.

### **7. Appendices**

Appendix A - Proposed Environmental Interventions table for Hackney Carriage and Private Hire Taxi Policy

Appendix B - Current Environmental Interventions table for Hackney Carriage and Private Hire Taxi Policy

Appendix C - Information relating to research carried out by Licensing and Support Team.

### **8. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact Luke Catchpole, Environmental Health and Licensing Support Team Leader, tel: 01223 - 457818, email: [luke.catchpole@cambridge.gov.uk](mailto:luke.catchpole@cambridge.gov.uk).

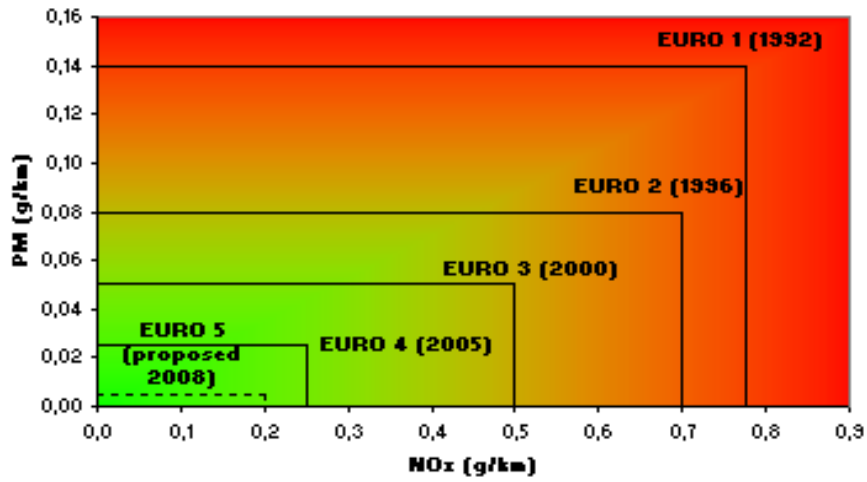
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## **29.0 ENVIRONMENTAL CONSIDERATIONS**

- 29.1 The DfT guidance suggests that authorities may wish to consider how far the vehicle licensing policy can and should support local environmental policies that the Licensing Authority may have. They may also decide to set vehicle emissions standards by promoting cleaner fuels. Local licensing authorities may also wish to note that a review carried out by the National Society for Clean Air and Environmental Protection in 2005 found taxis were more likely than other vehicles to fail emissions tests.
- 29.2 Cambridge City Council considers that every effort should be made to improve the efficiency of vehicles licensed to operate in the city by reducing the emissions of pollutants such as Nitrous Oxides, Particulate Matter and Carbon Dioxide.
- 29.3 The European Union has introduced stricter limits on pollutant emissions from light road vehicles, particularly for emissions of nitrogen oxides and particulates.
- 29.4 In order to limit pollution caused by road vehicles, this Regulation introduces common requirements for emissions from motor vehicles and their specific replacement parts (Euro 5 and Euro 6 standards).

### NOx and PM emission standards for diesel cars



**Figure 1** – Chart showing the implementation dates of successive Euro Standards and the Nox and PM levels for each of those standards

EURO STANDARD	DATE	NOX (G/km)	PM (G/ km)
Euro 1	July 1992		0.14
Euro 2	January 1996		0.08
Euro 3	January 2000	0.50	0.05
Euro 4	January 2005	0.25	0.02
Euro 5	September 2009	0.18	0.00
Euro 6	September 2014	0.08	0.00

**Table 1** – Table showing the implementation dates of successive Euro Standards and the Nox and PM levels for each of those standards.

- 29.5 Cambridge City declared an Air Quality Management Area in 2004 because of predicted levels of nitrogen dioxide. An Air Quality Management Area (AQMA) is an area identified by Local Authorities where the statutory UK air quality objectives are being, or are expected to be breached up to the end of 2005, AQMAs are areas where levels of air pollution are higher than they should be (as defined by central government).
- 29.6 Levels of nitrogen dioxide in central Cambridge remain above the National Objectives; an Air Quality Action Plan was first adopted in 2005 and a more comprehensive version adopted in 2010. In 2015 the City Council set a policy direction for pursuing a low emission strategy for Buses and Taxis within Cambridge over a period of 10 years.
- 29.7 The 2015-25 Air Quality Action Plan includes a strategy to reduce polluting emissions to improve poor air quality in Cambridge City and to develop taxi licensing policies to transform the vehicle fleet into a low emission fleet which will lead to a significant reduction in emissions and a significant improvement in air quality, whilst maintaining sufficient levels of access and capacity for travel in the City.
- 29.8 The following potential incentives and regulatory policies, which are designed to encourage and reward the uptake of Ultra- low emission and electric vehicles within the taxi fleet, were consulted upon and agreed by Members on 19<sup>th</sup> March 2018:

Item	Option	Rationale	Timeframe/ Implementation
1	<b>Licence Fee Exemption for Zero emission, Vehicles</b>	<p>Full Licence Fee Exemption is available for Zero Emission Vehicles ONLY.</p> <p>The exemption could potentially be for up to 5 years.</p> <p>This is dependent on funding availability.</p>	<b>With effect from 1 April 2018</b>
2	<b>Licence Fee Discount for Ultra-Low Emission Vehicles (not standard hybrids)</b>	<p>50% Licence Fee discount is available for Ultra-Low emission vehicles.</p> <p>The exemption could potentially be for up to 5 years.</p> <p>This is dependent on funding availability.</p>	<b>With effect from 1 April 2018</b>
3	<b>Extended Age Limit for Zero Emission Vehicles</b>	<p>Zero Emission Vehicles can have an age limit of up to 15 years.</p> <p>This is subject to obtaining a Certificate of Compliance every 6 months.</p>	<b>With effect from 1 April 2018</b>
4	<b>Extended Age Limit for Ultra-Low Vehicles (not standard hybrids)</b>	<p>Ultra-Low emission vehicles can have an age limit of up to 12 years.</p> <p>This is subject to obtaining Certificate of Compliance every 6 months.</p>	<b>With effect from 1 April 2018</b>
5	<b>A set date for all new Licensed Saloon Vehicles to be Zero or Ultra-Low Emission</b>	<p>This allows proprietors/ potential proprietors to focus on planning to move to Zero or Ultra Low emission vehicles by a set date.</p>	<b>With effect from 1 April 2020</b>
6	<b>A set date for all Licensed Saloon Vehicles to be Zero or Ultra-Low Emission (Battery electric vehicles and plug in hybrids only)</b>	<p>This allows proprietors/ potential proprietors to focus on planning to move to Zero or Ultra Low emission vehicles by a set date and allows adequate business planning.</p>	<b>By December 2028</b>

7	<b>To reduce the total % of Wheelchair Accessible Vehicles within the Hackney Carriage Fleet to 50%</b>	<p>The % of Wheelchair Accessible Vehicles (WAV) to be reduced to 50% within the fleet.</p> <p>Proprietors will be offered the chance to 'give up' their Wheelchair Accessible Vehicle on the condition it is replaced with a <b>Zero emission saloon</b> vehicle.</p> <p>This will reduce the number of wheelchair accessible taxis from 213 to 163.</p>	<b>With effect from 1 April 2018</b>
8	<b>A set date for all Wheelchair Accessible Vehicles to be Ultra-Low or Zero Emission as and when the market allows</b>	Further to option 7 (above), currently the market does not provide Ultra-Low or Zero Emission Wheelchair Accessible Vehicles.	<b>By December 2028. Subject to review in 2026</b>
9	<b>To restrict City Centre Access to Ultra-Low and Zero Emission Licensed Vehicles only</b>	<p>This is an important factor in ensuring compliance with the Ultra-Low and Zero Emission criteria.</p> <p>The Greater Cambridge Partnership project considers traffic restrictions on key access routes. This policy is outside the Licensing powers and would only be deliverable with the co-operation of the County Council. However, considering changes that have come into effect regarding access management of the City Centre to Automatic Number Plate Recognition (ANPR) there is the potential that this could be delivered.</p>	<b>By December 2028</b>

29.9 Taxi and Private Hire Handbook, provides further information in regards to Ultra-low and Zero emission vehicles.

29.10 To support the Councils Air Quality Action Plan minimum age limits and Euro Standards will be maintained and new policy incentives to encourage the uptake of zero and ultra-low emission vehicles will be implemented over a ten year period:

- i) a new vehicle licence will not be granted in respect of a vehicle unless

it meets the Euro 5 standard or higher.

- ii) a vehicle licence will not be renewed unless the vehicle is less than 11 years old.
- iii) from 1 April 2020 all new licenced saloon vehicles will need to be zero or ultra-low emission vehicles.
- iv) by 31 December 2028 all licensed saloon vehicles will be zero or ultra-low emission vehicles.
- v) by 31 December 2028 all wheelchair accessible vehicles will be zero or ultra-low emission as and when the market allows (this is subject to review in 2026).
- vi) by 31 December 2028, the City Centre will restrict access to zero and ultra-low emission licensed vehicles only.

29.11 To further support the uptake of Ultra- Low and Zero Emission vehicles, on 30 September 2019, Members agreed no maximum age limit for newly licensed Ultra- Low and Zero Emission vehicles.

29.12 With the previous 9-year age limit for petrol and diesel vehicles, this will mean that by 2017/18 all the internal combustion fleet licensed will be to Euro 5 or 6. The extended age allowance for low emission vehicles reflects their low pollution and supports improvements to air quality in Cambridge.

29.13 The term `new` means any vehicle that is being licensed for the first time with Cambridge City Council (i.e. a complete new license) or where a license is issued on a particular vehicle and then surrendered and subsequently an application to license the same vehicle is made.

29.14 Encouraging better maintenance of vehicles could reduce emissions

from licensed vehicles further, it is intended that this aspect be tackled through education and promotion.

- 29.15 The Authority recognizes that low emission vehicles can have a positive impact on the environment and any application receives for other low and ultra-low emission vehicles will be considered on its own merits.

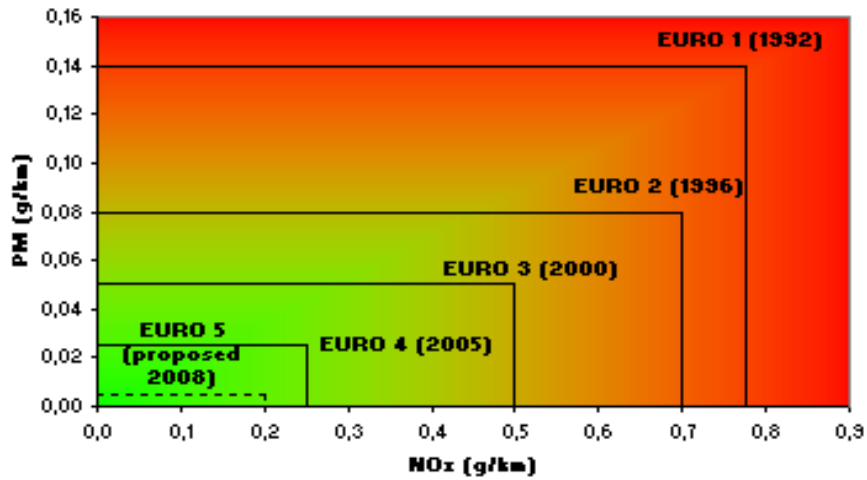
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## **29.0 ENVIRONMENTAL CONSIDERATIONS**

- 29.1 The DfT guidance suggests that authorities may wish to consider how far the vehicle licensing policy can and should support local environmental policies that the Licensing Authority may have. They may also decide to set vehicle emissions standards by promoting cleaner fuels. Local licensing authorities may also wish to note that a review carried out by the National Society for Clean Air and Environmental Protection in 2005 found taxis were more likely than other vehicles to fail emissions tests.
- 29.2 Cambridge City Council considers that every effort should be made to improve the efficiency of vehicles licensed to operate in the city by reducing the emissions of pollutants such as Nitrous Oxides, Particulate Matter and Carbon Dioxide.
- 29.3 The European Union has introduced stricter limits on pollutant emissions from light road vehicles, particularly for emissions of nitrogen oxides and particulates.
- 29.4 In order to limit pollution caused by road vehicles, this Regulation introduces common requirements for emissions from motor vehicles and their specific replacement parts (Euro 5 and Euro 6 standards).

### NOx and PM emission standards for diesel cars



**Figure 1** – Chart showing the implementation dates of successive Euro Standards and the Nox and PM levels for each of those standards

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**Table 1** – Table showing the implementation dates of successive Euro Standards and the Nox and PM levels for each of those standards.

- 29.5 Cambridge City declared an Air Quality Management Area in 2004 because of predicted levels of nitrogen dioxide. An Air Quality Management Area (AQMA) is an area identified by Local Authorities where the statutory UK air quality objectives are being, or are expected to be breached up to the end of 2005, AQMAs are areas where levels of air pollution are higher than they should be (as defined by central government).
- 29.6 Levels of nitrogen dioxide in central Cambridge remain above the National Objectives; an Air Quality Action Plan was first adopted in 2005 and a more comprehensive version adopted in 2010. In 2015 the City Council set a policy direction for pursuing a low emission strategy for Buses and Taxis within Cambridge over a period of 10 years.
- 29.7 The 2015-25 Air Quality Action Plan includes a strategy to reduce polluting emissions to improve poor air quality in Cambridge City and to develop taxi licensing policies to transform the vehicle fleet into a low emission fleet which will lead to a significant reduction in emissions and a significant improvement in air quality, whilst maintaining sufficient levels of access and capacity for travel in the City.
- 29.8 The following potential incentives and regulatory policies, which are designed to encourage and reward the uptake of Ultra- low emission and electric vehicles within the taxi fleet, were consulted upon and agreed by Members on 19<sup>th</sup> March 2018:
- 29.9 However, during in 2020 – 2022 the country suffered a pandemic and with BREXIT and crisis in Ukraine this has led to the lack of availability of electric and ultra-low vehicles.
- 29.10 As a temporary solution, standard hybrids with emission levels of less than

120g/km CO2 will be accepted.

Item	Option	Rationale	Timeframe/ Implementation
1	<b>Licence Fee Exemption for Zero emission, Vehicles</b>	<p>Full Licence Fee Exemption is available for Zero Emission Vehicles ONLY.</p> <p>The exemption could potentially be for up to 5 years.</p> <p>This is dependent on funding availability.</p>	<b>With effect from 1 April 2018</b>
2	<b>Licence Fee Discount for Ultra-Low Emission Vehicles (not standard hybrids)</b>	<p>50% Licence Fee discount is available for Ultra-Low emission vehicles.</p> <p>The exemption could potentially be for up to 5 years.</p> <p>This is dependent on funding availability.</p>	<b>With effect from 1 April 2018</b>
3	<b>Extended Age Limit for Zero Emission Vehicles</b>	<p>Zero Emission Vehicles can have an age limit of up to 15 years.</p> <p>This is subject to obtaining a Certificate of Compliance every 6 months.</p>	<b>With effect from 1 April 2018</b>
4	<b>Extended Age Limit for Ultra-Low Vehicles (not standard hybrids)</b>	<p>Ultra-Low emission vehicles can have an age limit of up to 12 years.</p> <p>This is subject to obtaining Certificate of Compliance every 6 months.</p>	<b>With effect from 1 April 2018</b>
5	<b>A set date for all new Licensed Saloon Vehicles to be Zero or Ultra-Low Emission</b>	<p>This allows proprietors/ potential proprietors to focus on planning to move to Zero or Ultra Low emission vehicles by a set date.</p>	<b>With effect from 1 April 2020</b>
5a	<b>A set date for new Saloon Vehicles standard hybrids with</b>	<p>This is a temporary inclusion whilst there is a lack of availability of electric and ultra-low vehicles.</p> <p>In September 2023, Members agreed;</p> <p>i) a new vehicle licence will not be granted in</p>	<b>With effect from June 2022 to June 2024 when it will be reviewed</b>

	<b>emission levels of less than 120g/km of CO2</b>	<p>respect of a vehicle unless it meets the Euro 5 standard or higher.</p> <p>ii) a vehicle licence will not be renewed unless the vehicle is less than 11 years old.</p>	
<b>6</b>	<b>A set date for all Licensed Saloon Vehicles to be Zero or Ultra-Low Emission (Battery electric vehicles and plug in hybrids only)</b>	This allows proprietors/ potential proprietors to focus on planning to move to Zero or Ultra Low emission vehicles by a set date and allows adequate business planning.	<b>By December 2028</b>
<b>7</b>	<b>To reduce the total % of Wheelchair Accessible Vehicles within the Hackney Carriage Fleet to 50%</b>	<p>The % of Wheelchair Accessible Vehicles (WAV) to be reduced to 50% within the fleet.</p> <p>Proprietors will be offered the chance to 'give up' their Wheelchair Accessible Vehicle on the condition it is replaced with a <b>Zero emission saloon</b> vehicle.</p> <p>This will reduce the number of wheelchair accessible taxis from 213 to 163.</p>	<b>With effect from 1 April 2018</b>
<b>8</b>	<b>A set date for all Wheelchair Accessible Vehicles to be Ultra-Low or Zero Emission as and when the market allows</b>	Further to option 7 (above), currently the market does not provide Ultra-Low or Zero Emission Wheelchair Accessible Vehicles.	<b>By December 2028. Subject to review in 2026</b>
<b>9</b>	<b>To restrict City Centre Access to Ultra-Low and Zero Emission Licensed Vehicles only</b>	<p>This is an important factor in ensuring compliance with the Ultra-Low and Zero Emission criteria.</p> <p>The Greater Cambridge Partnership project considers traffic restrictions on key access routes. This policy is outside the Licensing powers and would only be deliverable with the co-operation of the County Council. However, considering changes that have come into effect regarding access management of the City Centre</p>	<b>By December 2028</b>

		to Automatic Number Plate Recognition (ANPR) there is the potential that this could be delivered.	
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29.11 Taxi and Private Hire Handbook, provides further information in regards to Ultra-low and Zero emission vehicles.

29.12 To support the Councils Air Quality Action Plan minimum age limits and Euro Standards will be maintained and new policy incentives to encourage the uptake of zero and ultra-low emission vehicles will be implemented over a ten year period:

- iii) a new vehicle licence will not be granted in respect of a vehicle unless it meets the Euro 5 standard or higher.
- iv) a vehicle licence will not be renewed unless the vehicle is less than 11 years old.
- v) from 1 April 2020 all new licenced saloon vehicles will need to be zero or ultra-low emission vehicles.
- vi) from June 2022 to June 2024 all new Saloon Vehicles to be either Zero or Ultra-Low Emission (plug- in) or standard hybrids with emission levels of less than 120g/km of CO<sub>2</sub>.
- vii) by 31 December 2028 all licensed saloon vehicles will be zero or ultra-low emission vehicles.
- viii) by 31 December 2028 all wheelchair accessible vehicles will be zero or ultra-low emission as and when the market allows (this is subject to review in 2026).
- ix) by 31 December 2028, the City Centre will restrict access to zero and ultra-low emission licensed vehicles only.

- 29.13 To further support the uptake of Ultra- Low and Zero Emission vehicles, on 30 September 2019, Members agreed no maximum age limit for newly licensed Ultra- Low and Zero Emission vehicles.
- 29.14 With the previous 9-year age limit for petrol and diesel vehicles, this will mean that by 2017/18 all the internal combustion fleet licensed will be to Euro 5 or 6. The extended age allowance for low emission vehicles reflects their low pollution and supports improvements to air quality in Cambridge.
- 29.15 The term `new` means any vehicle that is being licensed for the first time with Cambridge City Council (i.e. a complete new license) or where a license is issued on a particular vehicle and then surrendered and subsequently an application to license the same vehicle is made.
- 28.16 Encouraging better maintenance of vehicles could reduce emissions from licensed vehicles further, it is intended that this aspect be tackled through education and promotion.
- 28.17 The Authority recognizes that low emission vehicles can have a positive impact on the environment and any application receives for other low and ultra-low emission vehicles will be considered on its own merits.

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## **APPENDIX C - Information relating to Hybrid Vehicles**

From June 2022 until 30<sup>th</sup> June 2024, saloon vehicles that are Standard hybrid vehicles (with CO2 emission levels less than 120g/km) are allowed to be licensed as new Hackney and Private Hire Vehicles with Cambridge City Council.

From 1<sup>st</sup> July 2024, the only saloons that would be allowed to be licensed as a new Hackney or Private Hire Vehicle would be:

- Ultra-low emission which are considered as: Plug in hybrid vehicles or Extended Range electric vehicles (E-REV) with CO2 emissions less than 75g/km

Or

- Zero emissions which are considered as vehicles which emit no emissions during their operation. These vehicles are, Electric only vehicles or Fuel cell vehicles (e.g. hydrogen)

### **Availability of Ultra Low and Zero Emission vehicles**

A check has been carried out on auto trader on 21<sup>st</sup> December 2023 These checks show:

#### **21<sup>st</sup> December 2023**

##### *HCV*

- *Silver saloon Electric vehicles = 1152 nationally – £4,000 to £100,000*
- *Silver Petrol plug in hybrid = 922 nationally -£6,300 - £105,000*

##### *PHV*

- *Non silver Electric vehicles = 15175 nationally - £16,500 - £219,995*
- *Non silver Petrol Plug in hybrid = 11,991 nationally*

*The plug in figures are up to 75g/km. All vehicle types – Convertible, Saloon, Estate, Coupe, MPV, Pickup, SUV & Hatchback. 2013 reg date onwards.*

## HCV

- Silver saloon Electric vehicles = 414 nationally – £4,000 to £110,000
- Silver Petrol plug in hybrid = 350 nationally -£6,300 - £62,000

## PHV

- Non silver Electric vehicles = 8000 nationally - £4000 - £150000
- Non silver Petrol Plug in hybrid = 4742 nationally

(Search criteria – Saloon, Estate, Coupe & Hatchback, 2013 reg date onwards, up to 75g/km. Excludes Mini's, Smart, Porsche and Bentley)

## Make up of Cambridge City Fleet

As of 20<sup>th</sup> December 2023, Cambridge City Council licence 372 vehicles.

<b>Fuel Type</b>	<b>Total No of Vehicles</b>	<b>Hackney Carriage Vehicles</b>	<b>Private Hire Vehicles</b>
<b>All</b>	<b>372*</b>	<b>279</b>	<b>93</b>
<b>Standard Hybrid – up to 120g/km CO2</b>	<b>83</b>	<b>52</b>	<b>31</b>
<b>Electric – zero emission</b>	<b>59</b>	<b>47</b>	<b>12</b>
<b>Ultra-Low – up to 75g/km CO2</b>	<b>30</b>	<b>13</b>	<b>17</b>
<b>Petrol or Diesel</b>	<b>196</b>	<b>163 (includes 119 Wheelchair Accessible Vehicles)</b>	<b>33</b>
<b>Petrol or Diesel without WAVs</b>	<b>77</b>	<b>44</b>	<b>33</b>

\*4 vehicles do not have a recorded fuel type

## Age Requirements of Vehicle

The policy allows a vehicle licence to be renewed if the vehicle is less than 11 years old.

Research has been carried out to show when the current licensed vehicles would reach the 11 year age limit.

	<b>Standard Hybrid HCVs</b>	<b>Change from current total</b>	<b>Standard Hybrid PHVs</b>	<b>Change from current total</b>	<b>Petrol or Diesel HCVs (not including WAVs)</b>	<b>Change from current total</b>	<b>Petrol or Diesel PHVs</b>	<b>Change from current total</b>
<b>All</b>	<b>52</b>	<b>N/A</b>	<b>31</b>	<b>N/A</b>	<b>44</b>	<b>N/A</b>	<b>33</b>	<b>N/A</b>
<b>30<sup>th</sup> June 2024</b>	<b>52</b>	<b>0</b>	<b>31</b>	<b>0</b>	<b>43</b>	<b>-1</b>	<b>32</b>	<b>-1</b>
<b>30<sup>th</sup> June 2025</b>	<b>50</b>	<b>-2</b>	<b>31</b>	<b>0</b>	<b>40</b>	<b>-4</b>	<b>29</b>	<b>-4</b>
<b>30<sup>th</sup> June 2026</b>	<b>40</b>	<b>-12</b>	<b>29</b>	<b>-2</b>	<b>35</b>	<b>-9</b>	<b>23</b>	<b>-10</b>
<b>30<sup>th</sup> June 2027</b>	<b>33</b>	<b>-19</b>	<b>27</b>	<b>-4</b>	<b>25</b>	<b>-19</b>	<b>15</b>	<b>-18</b>
<b>30<sup>th</sup> June 2028</b>	<b>26</b>	<b>-26</b>	<b>24</b>	<b>-7</b>	<b>7</b>	<b>-37</b>	<b>1</b>	<b>-32</b>
<b>30<sup>th</sup> June 2029</b>	<b>19</b>	<b>-33</b>	<b>23</b>	<b>-8</b>	<b>4</b>	<b>-40</b>	<b>1</b>	<b>-32</b>
<b>30<sup>th</sup> June 2030</b>	<b>14</b>	<b>-38</b>	<b>19</b>	<b>-12</b>	<b>0</b>	<b>-44</b>	<b>0</b>	<b>-33</b>

Based on the above information, between the 1<sup>st</sup> July 2024 and 30<sup>th</sup> June 2026, only 10 vehicles would not have the licence renewed due to the age of the vehicle. 6 of these are HCVs of which, 2 are standard Hybrid and 4 are petrol or diesel. Of the 4 PHVs, these are all petrol or diesel vehicles.



## REVIEW OF CUMULATIVE IMPACT ASSESSEMENT

**To:**

Licensing Committee 29/01/2024

**Report by:**

Yvonne O'Donnell, Environmental Health Manager

Tel: 01223 - 457951 Email: [yvonne.odonnell@cambridge.gov.uk](mailto:yvonne.odonnell@cambridge.gov.uk)

**Wards affected:**

All

### 1. Introduction / Executive Summary

- 1.1 Section 5 of the Licensing Act 2003 requires a licensing authority to prepare and publish a statement of its licensing policy at least every five years. During the five-year period, the policy must be kept under review and the licensing authority may make any revisions to it as it considers appropriate. The existing Statement of Licensing Policy for Cambridge City Council became effective in March 2021. This is attached to the report as Appendix B.
- 1.2 In March 2021, the Cumulative Impact Assessment was published as a stand alone document, that needs reviewing within 3 years.
- 1.3 Whilst drafting the Cumulative Impact Assessment, evidence was provided by Cambridge Constabulary covering the current areas within the Cumulative Impact Assessment.
- 1.4 The draft Cumulative Impact Assessment is attached to this report as Appendix C. The current Cumulative Impact Assessment is attached to this report as Appendix A.

- 1.5 The process to review the Cumulative Impact Assessment began in April 2023 and a twelve-week public consultation took place between 21<sup>st</sup> August 2023 and 12<sup>th</sup> November 2023.

## **2. Recommendations**

- 2.1 Members are recommended to:

Consider the results of the public consultation exercise as summarised in Appendix D of this report and the information provided by Cambridge Constabulary and Public Health as attached to this report as Appendix E and approve the draft Cumulative Impact Assessment attached to this report as Appendix C;

## **3. Background**

*Page: 2*

- 3.1. The Policing and Crime Act 2017 amended the Licensing Act 2003 to place Cumulative Impact Assessments on a statutory footing.
- 3.2 We took the opportunity to create a stand-alone Cumulative Impact Assessment on 1<sup>st</sup> March 2021. This assessment must be reviewed at least every 3 years.
- 3.3 The term 'Cumulative impact' is defined in paragraph 14.20 of the Guidance issued under Section 182 of the Licensing Act 2003 as "the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area".
- 3.4 The guidance further states that a cumulative impact assessment 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.
- 3.5 In considering whether to publish a Cumulative Impact Assessment, the authority needs to consider the following:
  - 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).

3.6 Ahead of the public consultation, Cambridge Constabulary provided data covering the previous 3 years showing the Alcohol Related Crime and Incidents broke down by wards within Cambridge City.

3.7 With the information provided by Cambridge Constabulary giving different figures for the different wards, the consultation we carried out was specific to each area and asked for people's thoughts on the different areas as well as the Cumulative Impact Assessment as a whole.

3.8 The 12-week public consultation was between 21<sup>st</sup> August 2023 and 12<sup>th</sup> November 2023. This was undertaken by directly contacting the relevant responsible authorities and residents' associations and publishing the consultation on our website and in the Cambridge News on Monday 21<sup>st</sup> August 2023. Additionally, all those holding a premises licence or club premises certificate were directly consulted.

3.9 The issues raised in individual responses to the consultation affecting the review are detailed in Appendix C and D. 51 responses were received as a result of the consultation exercise. All comments were evaluated and no amendments were required to be made to the policy.

3.10 To summarise the 49 responses made by members of the public, from the 7 questions answered, the majority for all 7 were in favour of keeping the Cumulative Impact Assessment and the areas as they are. A more detailed summary can be found attached to this report as Appendix E.

## **4. Implications**

### **a) Financial Implications**

*Page: 4*

Provision has been made in the Council's budget to review the statement of licensing policy and to publish a Cumulative Impact Assessment, the council will meet the cost of consultation.

### **b) Staffing Implications**

There are no additional staffing implications. Budget provision has been made for the publishing of the assessment.

### **c) Equality and Poverty Implications**

An Equality Impact Assessment (EqIA) has been completed alongside the publishing of this assessment and has been attached to the report as Appendix F.

### **d) Net Zero Carbon, Climate Change and Environmental Implications**

The Act requires the Licensing Authority to carry out its function with a view to promoting the four licensing objectives, one of which is the prevention of public nuisance, to protect the local environment and community.

### **e) Procurement Implications**

Nil



## **f) Community Safety Implications**

Cambridge City Council must fulfil its obligations under section 17 of the Crime and Disorder Act 1998 to do all that it reasonably can to prevent crime and disorder in Cambridge. The assessment promotes that fact and states that any decision by the Licensing Authority will be with a view to promoting the licensing objectives.

## **5. Consultation and communication considerations**

- 5.1 In accordance with Government Code of Practice on consultation, the proposed Cumulative Impact Assessment was submitted for public consultation over a 12-week period between 21<sup>st</sup> August 2023 and 12<sup>th</sup> November 2023. Legislation requires that we undertake consultation with bodies prescribed in the Act for the review.
- 5.2 Consultation was undertaken as widely as possible, with approximately 600 letters and emails being sent out, including the Chief Officer of Police and all other parties as required by legislation, including persons/bodies representing holders of premises licences and club premises certificates, businesses and residents associations. The consultation was also available to view and comment on Cambridge City Council website and appeared in the Cambridge News on Monday 21<sup>st</sup> August 2023.
- 5.3 All comments received are listed in the attached Appendix C, which relates to specific written comments received in response to the proposed assessment. Consideration to all comments has been given in drawing up the assessment.

## **6. Background papers**

Background papers used in the preparation of this report:

- (a) Licensing Act 2003
- (b) Guidance published under section 182 of the Licensing Act 2003
- (c) Policing and Crime Act 2017

(d) Cambridge City Council's Existing Statement of Licensing Policy and existing Cumulative Impact Assessment

## **7. Appendices**

Appendix A – Current Cumulative Impact Assessment

Appendix B – Current Statement of Licensing Policy

Appendix C – Proposed Cumulative Impact Assessment

Appendix D – Responses to consultation from members of the public

Appendix E – Responses to consultation from Responsible Authorities

Appendix F – Equality Impact Assessment

## **8. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact Luke Catchpole, Environmental Health and Licensing Support Team Leader, tel: 01223 - 457818, email: [luke.catchpole@cambridge.gov.uk](mailto:luke.catchpole@cambridge.gov.uk).

# Cumulative Impact Assessment

2<sup>nd</sup> March 2021 to 1<sup>st</sup> March 2024

## Cambridge City Council

NB: The Licensing Authority, when publishing its statement of licensing policy is required to have regard to the Cumulative Impact Assessment. The statement of licensing policy and the statements, provisions and aspirations contained within it are consistent with the approach laid out in the Cumulative Impact Assessment. The statements within the policy are aimed at encouraging best practice; a safe environment for all and most importantly, to actively promote the four licensing objectives. The statements in the licensing policy including the approaches to conditions; hours; enforcement and all other matters will apply to the premises designated with the Cumulative Impact Areas.

## **1. Cumulative Impact Areas – 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 Cambridge City Council first adopted a special policy on Cumulative Effect in 2007, with amendments being made to the areas covered in 2008 and 2011.
- 1.3 The special policy formed part of the Statement of Licensing Policy, which was last reviewed in October 2017.
- 1.4 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 6<sup>th</sup> April 2018.
- 1.5 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 came into force.

## **2. Consultation**

- 2.1 As per section 5a of the Licensing Act 2003, in preparing the Cumulative Impact Assessment the Licensing Authority has consulted with the persons mentioned in section 5(3) of the Licensing Act 2003, namely:
  - the Chief Officer of Police for Cambridgeshire
  - the Chief Officer of the Cambridgeshire 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 Cambridge
  - persons/bodies representative of Child Protection Services at Cambridgeshire County Council
  - 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 have considered the views of all those consulted prior to determining this policy.

### **3. The cumulative impact of a concentration of licensed premises**

3.1 Cumulative impact is the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area e.g. the potential impact on crime and disorder or public nuisance.

3.2 The cumulative impact of licensed premises on the promotion of the licensing objectives is a matter that the Licensing Authority can take into account. This should not, however, be confused with 'need' which concerns the commercial demand for a particular type of premises e.g., a pub, restaurant or hotel. The issue of 'need' is therefore primarily a matter for the market to decide and does not form part of this policy.

3.3 The Licensing Authority can publish a Cumulative Impact Assessment if there is evidence that a significant number of licensed premises concentrated in one area is causing a cumulative impact on one or more of the licensing objectives. The Licensing Authority will keep the situation as to whether an area is nearing this point under review.

3.4 The absence of a Cumulative Impact Assessment does not prevent any responsible authority or other person making representations on a new application for the grant or variation of a licence on the grounds that the premises will give rise to a detrimental cumulative impact on one or more of the licensing objectives in a particular area.

3.5 Following previous consultations and representations received by Cambridgeshire Constabulary, the Licensing Authority had adopted a special policy on cumulative effect that remains in place and is now being published as a Cumulative Impact Assessment.

3.6 In response to these representations the Licensing Authority has undertaken the following steps in considering whether to adopt a Cumulative Impact Assessment:

- Identified concern about crime and disorder or public nuisance
- Considered whether there is good evidence that crime and disorder are happening and are caused by customers of licensed premises and that the risk of cumulative impact is imminent
- Identified the boundaries of the areas where problems are occurring
- Consulted with those specified in section 5(3) of the Licensing Act

2003, on the proposal for a cumulative impact assessment in relation to new applications and variations to existing premises licences and club premises certificates and considered the outcome of the consultation.

- 3.7 Having considered the available evidence and undertaken consultation, the Licensing Authority considers that it is appropriate and necessary to control cumulative impact. The Licensing Authority has published a Cumulative Impact Assessment relating to the areas set out in section 4 below.

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

- 4.1 The Licensing Authority has published a Cumulative Impact Assessment in relation to the below areas of the City:

- Within the city centre marked on the map at Appendix 1
- At the Cambridge Leisure Park marked on the map at Appendix 2. This area also includes the section of Cherry Hinton Road opposite the leisure park running from Hills Road to Clifton Road (both sides of the road).
- The area of Chesterton Road, Milton Road and Mitcham's Corner as highlighted in the map at Appendix 3. The area runs along Chesterton Road from Croft Holme Lane to Ferry Path; Victoria Avenue from the River Cam to Chesterton Road; and Milton Road around Mitcham's Corner and up to Springfield Terrace.
- The entire length of Mill Road Cambridge (excluding Brookfields)
- The section of Hills Road running from the city to Purbeck Road (both sides of the road).

- 4.2 The evidence for the Cumulative Impact Assessment has been supplied by Cambridgeshire Constabulary on the grounds of Crime and Disorder and is set out in Appendix 4.

- 4.3 This assessment will apply to all applications for the grant or variation of a premises licence or club premises certificate within the cumulative impact area specified in paragraph 4.1. This includes material variations for increased hours for licensable activity; increased capacity and any other matter that may add to cumulative impact in the cumulative impact area. This will relate to premises 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;
- The provision of any regulated entertainment.

- 4.4 Whilst this Cumulative Impact Assessment does not apply directly to Temporary Event Notices, the Guidance issued under section 182 the Licensing Act 2003 states that it is open to the police and Environmental Health officers to refer to this assessment and the evidence contained within it when objecting to a TEN. The Licensing Authority believes this is a right and proper approach as extended hours within the Cumulative

Impact Area can have a direct impact on the promotion of the licensing objectives.

- 4.5 This assessment is being published because the Licensing Authority considers that the number of licensed premises and club premises certificates within the areas specified in 4.1 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.
- 4.6 The effect of the Cumulative Impact Assessment is to create a presumption that applications for the grant of a premises licence or club premises certificate or variations to existing licenses or certificates, within the cumulative impact area, will be refused if relevant representations are received.
- 4.7 The contents of the Cumulative Impact Assessment does not change the fundamental ways that decisions are made under the Licensing Act 2003. The Licensing Authority will make all decisions on applications within the cumulative impact area on a case by case basis with a view on how best to promote the licensing objectives.
- 4.8 The Cumulative Impact Assessment does not remove the requirement for a relevant representation to be submitted by a responsible authority or 'other persons' 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 Licensing Act 2003 (subject to such conditions as are consistent with the operating schedule and any mandatory conditions required by the Licensing Act 2003).
- 4.9 Applicants for a premises licence or club premises certificate, or applications to vary an existing licence or certificate, within the cumulative impact area should address issues of cumulative impact within their applications. Applicants will have to demonstrate that their application and proposed operation is not inconsistent with the Licensing Authority's Statement of Licensing Policy, the Cumulative Impact Assessment and the Licensing Authority's ability to be able to promote the licensing objectives.
- 4.10 Where valid representations are received against an application for a premises licence or club premises certificate or an application to vary an existing licence or certificate, within the cumulative impact area, a hearing of the Licensing Sub-Committee will be held. If during the hearing to determine the application, an applicant is able to demonstrate that there will be no negative impact on the authority's duty to promote the licensing objectives and there will be no increase in the cumulative impact, a licence may be granted. However, if it cannot be demonstrated that an application will not undermine the licensing objectives or demonstrate it will not increase the

cumulative impact with the areas specified in paragraph 4.1, then it shall be the policy of this Licensing Authority to refuse to grant the application.

4.11 This Cumulative Impact Assessment will not be used:

- As an absolute. The assessment shall always allow for the circumstances of each application to be considered properly and for applications that are unlikely to add to the cumulative impact on the licensing objectives to be granted.
- as a ground for revoking an existing licence or certificate when representations are received about problems with those premises. Where the Licensing Authority has concerns about the effect of activities at existing premises between midnight and 6am on the promotion of the licensing objectives in a specific area, it may introduce an Early Morning Alcohol Restriction Order (EMRO) if there is sufficient evidence to do so.
- to impose quotas based on either the number of premises or the capacity of those premises. This is because quotas that indirectly have the effect of predetermining the outcome of any application would have no regard to the individual characteristics of the premises concerned.

4.12 The Cumulative Impact Assessment will be kept under review and will remain in existence for a period of up to 3 years. It will be subject to review and further consultation before 1<sup>st</sup> March 2024, or as required by law at which point the licensing authority will consider whether it remains of the opinion set out in this assessment.

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

5.1 Once away from the licensed premises, a minority of consumers will behave badly and unlawfully. However, there are other mechanisms, both within and outside the licensing regime, that are available for addressing such issues. For example:

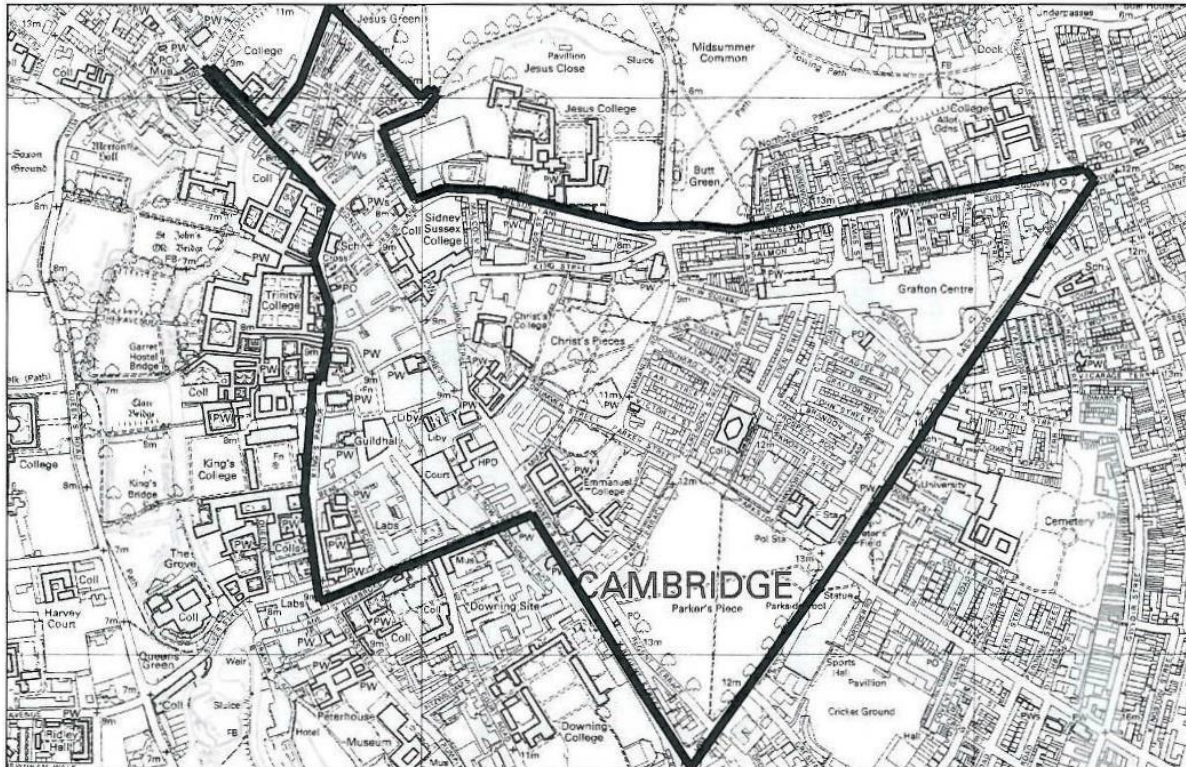
- planning controls
- positive measures to create a safe and clean environment in partnership with local businesses, transport operators and others
- the provision of CCTV, ample taxi ranks, Cambridge BID and CAMBAC (Cambridge Business Against Crime).
- powers to designate parts of the city as places where alcohol may not be consumed publicly. There are currently 3 Public Spaces Protection Order's in place. These are Donkey Common, Mill Road Cemetery and Ditchburn Place.
- 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



- 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
- enforcement action against those selling alcohol to people who are drunk.

5.2 The above can be supplemented by other local initiatives that similarly address these problems, for example, through the Cambridge Community Safety Partnership in line with the strategic objectives for crime and disorder reduction within the City.

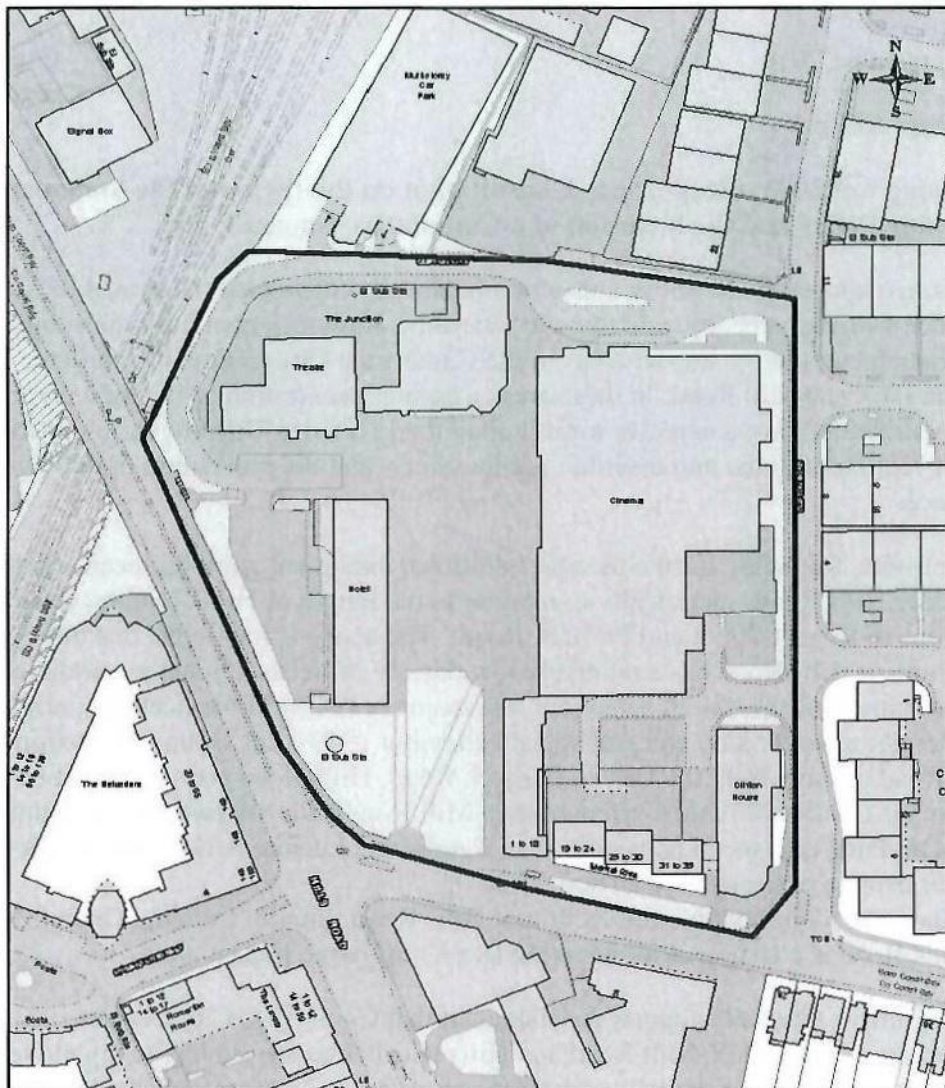
## Appendix 1 – Cumulative Impact Area City Centre



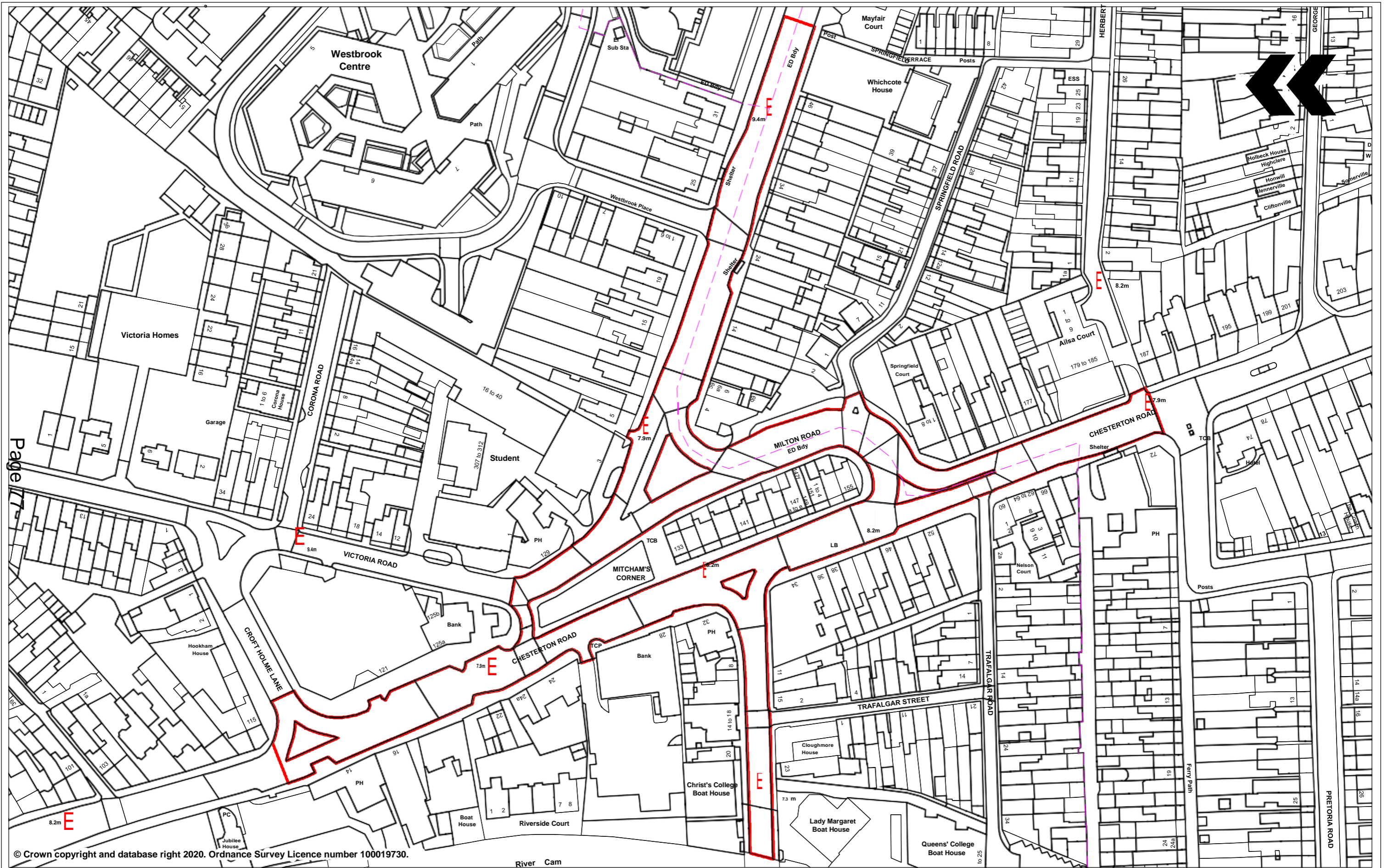
<b>Streets in Cumulative Impact Area Market Ward</b>			
Adam and Eve Street	Eden Street	Malcolm Street	Quayside
All Saints Passage	Elm Street	Manor Street	Regent Street
Beaufort Place	Emmanuel Street	Market Hill	Regent Terrace
Belmont Place	Fair Street	Market Passage	Round Church Street
Benet Street	Fitzroy Lane	Market Street	Salmon Lane
Brandon Place	Fitzroy Street	Melbourne Place	Severn Place
Burleigh Place	Free School Lane	Napier Street	Short Street
Burleigh Street	Gonville Place	New Park Street	Sidney Street
Clarendon Street	Grafton Street	New Square	St Andrews Street
Camden Court	Green Street	Newmarket Road	St Johns Road
Causeway Passage	Guildhall Place	Orchard Street	St Marys Street
Christ Church Street	Hobson Street	Paradise Street	St Tibbs Row
Christs Lane	Hobsons Passage	Park Parade	Sun Street
City Road	James Street	Park Street	Sussex Street
Corn Exchange Street	Jesus Lane	Park Terrace	Thompson's Lane
Crispin Place	John Street	Parkside	Trinity Street
Dover Street	King Street	Parsons Court	Warkworth Street
Downing Street	Kings Parade	Peas Hill	Warkworth Terrace
Drummer Street	Lower Park Street	Petty Cury	Wellington Street
Earl Street	Magdalene Street	Portugal Place	Willow Place
East Road	Maids Causeway	Prospect Row	Willow Walk

APPENDIX 2 – CUMULATIVE IMPACT AREA:

CAMBRIDGE LEISURE PARK



APPENDIX 3 – CUMULATIVE IMPACT AREA – MITCHAM'S CORNER, CHESTERTON ROAD AND MILTON ROAD



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J:\WORKING\cumulative\_impact\_area.cia

Cumulative Impact Area - Mitcham's Corner

Date:	22 July 2020
Produced by:	3C Shared Services
Section/Department:	Spatial Team
Scale:	1:1,250 @ A3

## **APPENDIX 4 - CAMBRIDGE CITY CUMULATIVE IMPACT POLICY REVIEW 2020**

Three years data has been analysed, though it should be noted that we are dependent upon crimes and incidents having an 'alcohol' marker which is not reliably the case. Additionally, in May 2018 Cambridgeshire Constabulary converted to a new Crime recording system, which again required an 'alcohol' qualifier to be recorded against a crime for it to be included in these statistics. These figures relate to all alcohol related crimes and incidents recorded within the Cambridge Ward areas that have been identified using the recording systems – 'Crime File', 'Command & Control 3' and 'Athena'.

From the information that is recorded below, it can be seen that in Cambridge there is a general correlation between the ward areas with the highest number of licenced premises and the number of alcohol related crime and incidents.

<b>Alcohol Related Crime and Incidents</b>						
<b>WARD</b>	<b>Licenced Premises</b>	<b>WARD</b>	<b>Apr2017- Mar2018</b>	<b>Apr2018- Mar2019</b>	<b>Apr2019- Mar2020</b>	<b>TOTAL</b>
Market	245	Market	1151	714	813	2678
Petersfield	62	Petersfield	254	188	228	670
Trumpington	51	Trumpington	195	182	228	605
Abbey	33	King's Hedges	198	133	199	530
Coleridge	32	Abbey	159	160	198	517
Castle	32	West Chesterton	150	157	185	492
Newnham	32	East Chesterton	158	100	160	418
Romsey	26	Arbury	163	121	111	395
King's Hedges	24	Coleridge	144	108	141	393
Arbury	24	Romsey	104	92	108	304
Cherry Hinton	22	Queen Edith's	126	68	85	279
East Chesterton	16	Cherry Hinton	79	59	77	215
West Chesterton	14	Castle	74	53	58	185
Queen Edith's	11	Newnham	45	33	37	115
<b>TOTAL</b>	<b>624</b>	<b>TOTAL</b>	<b>3000</b>	<b>2168</b>	<b>2628</b>	<b>7796</b>

There has been an overall ~12% decrease in the number of alcohol related crimes and incidents recorded in Cambridge between April 2017-March 2018, and April 2019-March 2020.

The table below shows the highest 15 streets in Cambridge for reports of alcohol related crimes and incidents between April 2017 – May 2020. Ten of these streets being located within the existing City Centre Cumulative Impact Zone (CIZ). Hills Road and Mill Road also located in existing CIZs.

ROAD NAME	Crimes & Incidents April 2017 - May 2020	WARD
St Andrews Street	382	Market
Mill Road	232	Petersfield/Romsey
Hills Road	215*	Petersfield/Trumpington/Coleridge
Chesterton Road	211	West Chesterton/Arbury
Sidney Street	201	Market
Downing Street	200	Market
Regent Street	198	Market
Newmarket Road	165	Abbey
Milton Road	158	West Chesterton/Kings Hedges
East Road	143	Market
Parkside	136	Market
Lion Yard	117	Market
Guildhall Place	116	Market
Rose Crescent	116	Market
Market Hill	107	Market

\* excluding alcohol related crimes and incidents recorded at Addenbrookes hospital, Hills Road.

## MARKET WARD

The main hot spot areas for alcohol related crime and incidents in Market Ward, are focused on St. Andrews Street, Sidney Street, Downing Street and Regent Street. With St. Andrews Street accounting for 14% of all the alcohol related crime and incidents in Market Ward. Sidney Street, Downing Street and Regent Street all account for approximately ~7% respectively. This shows a continued requirement for the presence of the current city centre CIZ.

## COLERIDGE

Coleridge Ward has seen a small reduction of ~7% in the overall alcohol related crime and incidents from the period March 2014- February 2017 to March 2017- February 2020. However, over the same period the percentage of these crimes and incidents occurring on the Cambridge Leisure Park has seen a significant reduced from 30% to only ~9%, indicating that the presence of the current CIZ has been effective.

## PETERSFIELD/ROMSEY

Despite the combined figures for these two wards showing a ~5% reduction in the overall alcohol related crime and incidents from the period March 2014- February 2017 to March 2017- February 2020. There are still two 'hotspot' areas, namely; Mill Road and Hills Road.

Mill Road:

- A total of 232 (~22%) of all recorded alcohol related incidents and crimes in Petersfield and Romsey Wards occurs on Mill Road.
- There is a total of 44 Licensed Premises on Mill Road, made up of premises with on-licences, off-licences and both.
- Between 1<sup>st</sup> March 2019 – 29<sup>th</sup> February 2020 the police recorded 26 'street based' alcohol related incidents (not crimes) along the Petersfield section of Mill Road. The vast majority of these incidents refer to: street drinkers being abusive to members of the public, concerns for the safety of people 'passed out' on the

path, or persons walking in the road, presenting a danger to themselves and other road users. Additionally, a number of calls to assist ambulance staff who are trying to assess/treat uncooperative, vulnerable persons who are under the influence of alcohol/drugs.

## **PETERSFIELD AND TRUMPINGTON**

Hills Road:

- Over the 3-year period a total of 215 (~12%) of all alcohol related crimes and incidents within the Wards of Petersfield, Coleridge and Trumpington were recorded along Hills Road, not including those recorded as occurring at Addenbrookes hospital, Hills Road.
- The vast majority of these records indicate that the offending party was intoxicated, resulting in violent behaviour, with some leading to an assault, or displaying aggressive behaviour in a public place.

It is evident from the general downward trend in alcohol related crime and incidents that current CIZs are effective and are having a positive impact. However, the previously identified hotspots for these types of crimes and incidents continue to be problematic areas in Cambridge City, and therefore it is recommended that the current Cumulative Impact Zones remain in place.

## **WEST CHESTERTON**

It should be noted that over the last 3 years the statistics show that Chesterton Road is a hotspot area for alcohol related crimes and incidents.

There is a small section of Chesterton Road within Arbury Ward, but its majority is in West Chesterton Ward. Chesterton Road features 4<sup>th</sup> in the table for the highest alcohol related crimes and incidents which is concerning as it isn't located within any of the existing CIZ. The city centre CIZ borders the southern bank of the River Cam, and Chesterton Road is located just north of the river.

As a comparison with Mill Road, between 1<sup>st</sup> March 2019 – 29<sup>th</sup> February 2020 the police recorded 21 'street based' alcohol related incidents (not crimes) along Chesterton Road.

The vast majority of this incidents refer to incidents involving street drinkers being abusive to members of the public and shop staff, begging, fighting amongst themselves. Additionally, as with Mill Road we have recorded a number of calls to assist ambulance staff who are trying to assess and treat unwilling, vulnerable people who are under the influence of alcohol or drugs.

The majority of these reports are centred around the 'Mitcham's Corner' area, and roads leading off it. The areas include; the parade of shops and businesses on Milton Road (as far as Springfield Terrace), the section of Chesterton Road from Croft Holme Lane, along to Ferry Path, and the section of Victoria Avenue, north of the River Cam.

There appears to be disproportionately high level of alcohol related crimes and incidents in this area of the West Chesterton ward, considering it only has 14 licensed premises.



However, a high percentage of these premises are located within this 'hot spot' area. ~23% of all recorded alcohol related crimes and incidents occur along Chesterton Road. Therefore, consideration should be given to extending the city centre CIZ to include this area, or to create a new CIZ for this relatively small geographical area.

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# CAMBRIDGE CITY COUNCIL STATEMENT OF LICENSING POLICY

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## CAMBRIDGE CITY COUNCIL STATEMENT OF LICENSING POLICY

Cambridge is a unique blend of market town, sub-regional centre, national and international tourist attraction and centre of excellence for education and research. It is a city of great beauty and is renowned for the qualities of its streets, spaces and buildings.

Cambridge City Council (the Licensing Authority), in association with local partnerships, wants Cambridge to be vibrant, socially mixed, safe, convenient and enjoyable, where all residents feel integrated into the life of the City and a part of its success.

Cambridge City Council has a clear vision to lead a united city, 'One Cambridge – Fair for All', in which economic dynamism and prosperity are combined with social justice and equality. This is a vision shared with Cambridge citizens and partner organisations. Our vision includes:

- An international city which celebrates its diversity and actively tackles discrimination on gender, race, nationality, ethnic background, religion, age, disability, gender identity, and sexual orientation.
- A city in which all citizens feel that they are listened to and have the opportunity to influence public decision making, and which values, supports and responds to individual and community initiatives.
- A city where all citizens and organisations appreciate their duties as well as their rights, where people are free to enjoy themselves but also show consideration for others, and where the community works together to reduce harm and nuisance including by education and, where needed, robust enforcement of the law.

The overarching objectives of Cambridge City Council in licensing premises are to:

- Promote the Authority's visions and values
- Protect the rights and health and safety of the general public, workers, residents, businesses, minority and vulnerable groups
- Ensure the principles of consistency, transparency, accountability and the promotion of good standards in licensing
- Demonstrate compliance with statutory responsibilities in relation to procedures and enforcement
- Ensure consistent and transparent decision making

It is recognised that licensed entertainment provides a valuable contribution towards the economy of Cambridge and we seek to balance the needs of local business holders and licensees, whilst protecting those of local residents. The City of Cambridge was awarded purple flag status in September 2019. A Purple Flag helps members of the public to identify

town and city centres offering an entertaining, diverse, safe and enjoyable night out.

## 1. Introduction

- 1.1 This Licensing Policy Statement has been produced in accordance with the requirements of the Licensing Act 2003 ('the Act') and is in line with guidance issued under Section 182 of the Act.
- 1.2 The policy relates to all those licensing activities identified as falling within the provisions of the Act, namely: -
  - Retail sale of alcohol
  - Supply of alcohol by or on behalf of a club, or to the order to a member of the club
  - The provision of regulated entertainment
  - The provision of late night refreshment
- 1.3 The policy relates to all types of premises covered by the Act.
- 1.4 The Licensing Authority will take the policy into account where its discretion is engaged (i.e. at a hearing following representations).
- 1.5 Nothing in this policy will undermine the right of any individual to apply under the terms of the Act for a variety of permissions and to have any such application considered on its individual merits.
- 1.6 The Licensing Authority may depart from this policy if the individual circumstances of any case merit such a decision in the interest of the promotion of the licensing objectives. Full reasons will be given for departing from the policy.

## 2. Objectives

- 2.1 The Licensing Authority has a duty under the Act to carry out its licensing functions by promoting the licensing objectives, which are: -
  - The prevention of crime and disorder
  - Public safety
  - The prevention of public nuisance, and
  - The protection of children from harm.

Each objective has equal importance.

- 2.2 In carrying out its licensing functions, the Licensing Authority must also have regard to the licensing objectives, its Policy Statement and any statutory guidance under the Act and is bound by The Human Rights Act 1998. The Council must also fulfill its obligations under section 17 of the Crime and Disorder Act 1998 to do all that it reasonably can to prevent crime and disorder in Cambridge. The Statement of Licensing Policy recognises the Equality Act 2010 places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination, harassment and victimization; to advance equality of opportunity; and to foster good relations, between persons with different protected characteristics.
- 2.3 It is recognised that the licensing function is only one means of securing the delivery of the above objectives and should not be seen as a means for solving all problems within the community. However, the licensing function is an important means of achieving the objectives. The Licensing Authority will continue to work in partnership with its neighbouring authorities, the police, other agencies, local liaison groups, businesses and individuals towards the achievement of the licensing objectives through good practice.
- 2.4 The Licensing Authority will expect individual applicants to address the licensing objectives in their operating schedule having regard to the type of premises, the licensable activities to be provided, the operational procedures, the nature of the location and the needs of the local community. Applicants should include in their operating schedule the steps, which they consider necessary to promote the licensing objectives. If the steps are insufficient, or if the information given in the operating schedule does not enable a responsible authority or any other person to assess whether the steps proposed are satisfactory, it is more likely that relevant representations will be received, usually leading to a hearing.
- 2.5 All responsible authorities (listed in section 15) will have the chance to comment on all applications received and will provide evidence from their own areas of expertise if they believe an application would impact on one or more of the licensing objectives. All evidence provided will be taken into account by the Licensing Authority at any subsequent hearing.

### 3. Consultation

- 3.1 In preparing this policy statement the Licensing Authority has consulted with the following:
- the Chief Officer of Police for Cambridgeshire
  - the Chief Officer of the Cambridgeshire 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 Cambridge
- persons/bodies representative of Child Protection Services at Cambridgeshire County Council
- other organisations as appear to the Licensing Authority to be affected by licensing matters, including local community, cultural, educational and entertainment organisations.

3.2 We have considered the views of all those consulted prior to determining this policy.

## 4. Fundamental Principles

4.1 Licensing is about regulating licensable activities on premises, such as qualifying clubs, pubs and temporary events which fall within the terms of the Act. Any conditions imposed will focus on matters that individual licensees and others in possession of relevant authorisations are able to control.

4.2 In addressing these matters, the Licensing Authority will primarily focus on the direct impact the activities taking place at the licensed premises will have on those living, working or engaged in normal activity in the area concerned.

4.3 Licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from the licensed premises and, therefore, beyond the direct control of the individual, club or business holding the licence, certificate or permission concerned. Nonetheless, it is a key aspect of such control and licensing law will always be part of a holistic approach to the management of the evening and night-time economy in Cambridge.

## 5. The cumulative impact of a concentration of licensed premises

5.1 Cumulative impact is the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area e.g. the potential impact on crime and disorder or public nuisance.

5.2 The cumulative impact of licensed premises on the promotion of the licensing objectives is a matter that the Licensing Authority can take into account. This should not, however, be confused with 'need' which concerns the commercial demand for a particular type of premises e.g., a pub, restaurant or hotel. The issue of 'need' is therefore primarily a matter for the market to decide and does not form part of this licensing policy statement.

- 5.3 The Licensing Authority can only publish a Cumulative Impact Assessment if there is evidence that a significant number of licensed premises concentrated in one area is causing a cumulative impact on one or more of the licensing objectives. The Licensing Authority will keep the situation as to whether an area is nearing this point under review.
- 5.4 The absence of a Cumulative Impact Assessment does not prevent any responsible authority or other person making representations on a new application for the grant or variation of a licence on the grounds that the premises will give rise to a detrimental cumulative impact on one or more of the licensing objectives in a particular area.
- 5.5 Following previous consultations and representations received by Cambridge Constabulary, the Licensing Authority has adopted a special policy on cumulative effect that remains in place and is now the Cumulative Impact Assessment.
- 5.7 Having considered the available evidence and undertaken consultation, the Licensing Authority considers that it is appropriate and necessary to control cumulative impact. The Licensing Authority has adopted a Cumulative Impact Assessment, which is separate to this Statement of Licensing Policy. Further information on the Cumulative Impact Assessment and the areas which it covers can be found in the Cumulative Impact Assessment document.

## 6. Licensing Hours

- 6.1 Flexible licensing hours for the sale of alcohol can help to ensure that concentrations of customers leaving premises simultaneously are avoided. This can help to reduce the potential for disorder and disturbance. Licensing hours should not inhibit the development of a thriving and safe evening and night-time economy. This is important for investment, local employment, tourism and local services associated with the night-time economy. Providing customers with greater choice and flexibility is an important consideration but should always be balanced carefully against the duty to promote the four licensing objectives and the rights of local residents to peace and quiet.
- 6.2 Subject to the policies regarding cumulative impact in the areas of the City specified in paragraph 5.8, shops, stores and supermarkets will generally be permitted to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open for shopping, unless representations raise good reasons based on the licensing objectives, for restricting those hours, for example, a limitation may be appropriate following police representations in the case of shops known to be a focus of disorder and disturbance.



- 6.3 The Licensing Authority will deal with the issue of licensing hours on the individual merits of each application. When issuing a licence, following receipt of relevant representations, stricter conditions on noise control are likely to be imposed in the case of premises that are situated in predominantly residential areas. However, this should not limit opening hours without regard to the individual merits of any application.

## 7. Children and Licensed Premises

- 7.1 Cambridge City Council will consider its Safeguarding for Children and Vulnerable Adults Policy when determining licensing applications. We are committed to safeguarding and promoting the welfare of children, young people and vulnerable adults.

- 7.2 It is an offence under the 2003 Licensing Act to:

- Permit children under the age of 16 who are not accompanied by an adult to be present on premises being used exclusively or primarily for supply of alcohol for consumption on those premises under the authorisation of a premises licence, club premises certificate or where that activity is carried on under the authority of a TEN; and
- To permit the presence of children under 16 who are not accompanied by an adult between midnight and 5am at other premises supplying alcohol for consumption on the premises under the authority of any premises licence, club premises certificate or TEN.

- 7.3 There are a great variety of premises for which licences may be sought including theatres, cinemas, restaurants, pubs, nightclubs, cafes, take away, community halls and schools. Access by children to any premises will not be limited unless it is considered necessary for the prevention of physical, moral or psychological harm to them.

- 7.4 Conditions requiring the admission of children to any premises cannot be attached to licences or certificates. Where no licensing restriction is necessary, this should remain a matter for the discretion of the individual licensee or club or person who has been given a temporary event notice.

- 7.5 When deciding whether to limit access to children, the Licensing Authority will consider each application on its merits. Particular areas that will give rise to concern in respect of children, would include premises –

- where entertainment or services of an adult or sexual nature are commonly provided
- where there is a strong element of gambling on the premises
- with a known association with drug taking or dealing
- where there have been convictions of members of the current staff at

the premises for serving alcohol to minors or with a reputation for underage drinking

- where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.
- where there is a known association with the provision of illicit tobacco and alcohol
- where the supply of alcohol is in close proximity to services where young vulnerable people may frequent

7.6 The range of alternatives which may be considered for limiting access to children where that is necessary for the prevention of harm to children are:

- restrictions on the hours when children may be present
- age restrictions (below 18)
- restrictions or exclusions on the presence of children under certain ages when particular specified activities are taking place
- restrictions or exclusions when certain activities are taking place
- requirements for accompanying adults
- full exclusion of those people under 18 from the premises when any licensable activities are taking place
- restrictions on the parts of premises to which children may have access.

7.7 In the case of premises which are used for film exhibitions Cambridge City Council will expect licence holders or clubs to include in their operating schedules arrangements for restricting children from viewing age-restricted films classified according to the recommendations of the British Board of Film Classification or, in specific cases, a certificate given to the film by the Council itself.

7.8 The Licensing Authority recognises the Child Protection Services of Cambridgeshire County Council as being competent to advise on matters relating to the protection of children from harm.

7.9 The Licensing Authority commends the Portman Group Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks. The Code seeks to ensure that drinks are packaged and promoted in a socially responsible manner and only to those who are 18 years old or older.

## 8. Licence Conditions

8.1 A key concept of the Act is for conditions to be attached to licences and certificates, which are tailored to the individual style and characteristics of the premises and events concerned. This is essential to avoid the imposition of disproportionate and overly burdensome conditions on premises where there is no need for such conditions.

- 8.2 The Licensing Authority cannot attach conditions to premises licences and club premises certificates unless they are considered appropriate for the promotion of the licensing objectives. The Licensing Authority may only attach conditions (except for statutory mandatory conditions and conditions drawn from the operating schedule) if relevant representations have been received. Conditions will generally be considered unnecessary if they are already adequately covered by other legislation. Blanket standard conditions will not be imposed without regard to the merits of the individual case.
- 8.3 Conditions attached to premises licences and club premises certificates under prevention of crime and disorder will, so far as possible, reflect local crime prevention strategies.
- 8.4 In deciding what conditions should be attached to licences and certificates to promote the licensing objectives, the Licensing Authority will be aware of the need to avoid measures which might deter live music, dancing or theatre by imposing indirect costs of a substantial nature. Only appropriate conditions will be imposed on such events. Where there is any indication that such events are being deterred by licensing requirements, the policy will be revisited with a view to investigating how the situation might be reversed.
- 8.5 Applicants should consider the measures which they propose to control noise nuisance from the premises or from departing customers. Depending on the individual circumstances, this may include:
- Sound limitation devices
  - Acoustic lobbies
  - Acoustic double glazing
  - Noise insulation
  - Specifying non amplified or acoustic music only
  - Notices requesting customers to leave quietly
  - A dedicated taxi service
  - Use of door supervisors at exit points
  - A winding down period during which music is turned down and lights up, alcohol service ceases and sales of food and hot and cold soft drinks continues, and requests are made for customers to leave quietly.

## 9. Integrating Strategies and the avoidance of duplication

- 9.1 By consultation and liaison, the Licensing Authority will secure the proper integration of this licensing policy with local crime prevention, Cambridgeshire Health & Wellbeing Strategy, planning, transport, tourism, equality schemes, cultural strategies and any other plans introduced for the management of the city and the night-time economy. Many of these

strategies are not directly related to the promotion of the licensing objectives, but indirectly impact upon them.

- 9.2 Where any protocols to be agreed with the police identify a particular need to disperse people from the city swiftly and safely to avoid concentrations which could lead to disorder and disturbance, the Licensing Authority will aim to inform those responsible for providing local transportation so that arrangements can be made to reduce the potential for problems to occur.
- 9.3 The Council's Licensing Committee will receive, when appropriate, reports on:
- the needs of the local tourist economy for the area to ensure that these –are reflected in their considerations
  - the employment situation in the area and the need for new investment and employment where appropriate.
- 9.4 Planning, building control and the licensing regimes will be separated to avoid duplication and inefficiency. Licensing applications will not be a re-run of the planning application and will not cut across decisions taken by the planning committee or following appeals against decisions taken by that committee. When a terminal hour has been set as a condition of planning permission that is different from the licensing hours, the applicant must observe the earlier of the two closing times.
- 9.5 So far as is possible, the policy is not intended to duplicate existing legislation and regulatory regimes that already place obligations on employers and operators.
- 9.6 The Licensing Authority will monitor the impact of licensing on the provision of regulated entertainment, and particularly live music and dancing. As part of implementing cultural strategies, proper account will be taken of the need to encourage and promote a broad range of entertainment, particularly live music, dancing, circus activity, street art and theatre, including the performance of a wide range of traditional and historic plays for the wider cultural benefit of the community which also balances the evening economy. The Licensing Authority will balance the prevention of disturbance in neighbourhoods with these wider cultural benefits, particularly cultural benefits for children. Only appropriate conditions will be imposed on such events.
- 9.7 The absence of cultural provision in any area can lead to young people being diverted into anti-social activities that damage local communities and the young people involved themselves.
- 9.8 Cambridge City Council has an important role in coordinating events in the City and to ensure that cultural diversity thrives. The Council currently has five licensed open spaces. These are: Parkers Piece; Jesus Green; Midsummer Common; Coldhams Common and the grounds of Cherry Hinton Hall.

- 9.9 The Equality Act 2010 places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination, harassment and victimization; to advance equality of opportunity; and to foster good relations, between persons with different protected characteristics.
- 9.10 Applicants will be encouraged to make themselves aware of any relevant planning and transportation policies, tourism and cultural strategies or local crime prevention strategies and to have taken these into account, where appropriate, when formulating their operating schedule.
- 9.11 The Licensing Authority will have regard to equality and will expect an applicant to meet their statutory obligations in this area and not unlawfully discriminate or refuse service on grounds of age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation or display discriminatory signs.

## 10. Licence Reviews

- 10.1 The process set out in the Licensing Act 2003 for reviewing premises licences represents a key protection for the community where problems associated with the licensing objectives are occurring after the grant or variation of a premises licence.
- 10.2 Responsible authorities (including the Licensing Authority) and other parties can apply for the review of a licence.
- 10.3 The Licensing Authority will work in partnership with other responsible authorities to achieve the promotion of the licensing objectives and will give Licence or Certificate holders early warning of any concerns identified at a premises. The Licensing Authority will also encourage other responsible authorities to do the same.
- 10.4 When a review has been requested the role of the Licensing Authority will be to administer the process and determine its outcome at a hearing. Where the Licensing Authority has applied to review an authorisation, there will be a clear separation of responsibilities to ensure procedural fairness and eliminate conflicts of interest. (See paragraph 12.3).
- 10.5 The Licensing Authority may decide that no action is necessary if it finds that the review does not require it to take any appropriate steps to promote the licensing objectives. In appropriate cases the Authority may issue an informal warning to the licence holder and/or recommend improvement within a particular period of time. Any warnings or recommendations will be issued in writing.

- 10.6 Where the Licensing Authority considers that action under its statutory powers is appropriate it may take any of the following steps:
- to modify the conditions of the premises licence (which includes adding new conditions or any alteration or omission of an existing condition);
  - to exclude a licensable activity from the scope of the licence;
  - to remove the designated premises supervisor;
  - to suspend the licence for a period not exceeding three months;
  - to revoke the licence.
- 10.7 In cases where the crime prevention objective is being undermined the Licensing Authority will give serious consideration to revoking the licence even in the first instance.

## 11. Enforcement

- 11.1 The Licensing Authority intends to establish protocols with the police and any other relevant enforcement body on enforcement issues. These protocols will provide for the targeting of agreed problem and high-risk premises, which require greater attention, while providing a lighter touch approach in respect of low risk premises which are well run.
- 11.2 In general, action will only be taken in accordance with the Council's enforcement policy, as adopted at the time, which reflects the Council's obligations relating to enforcement and is consistent with the Regulators Compliance Code. To this end, the key principles of consistency, openness, proportionality, clear standards and practices, courtesy and helpfulness and training will be maintained.
- Cambridge City Council's enforcement policy is available on our website [www.cambridge.gov.uk/content/enforcement-policy](http://www.cambridge.gov.uk/content/enforcement-policy)

## 12. Administration, exercise and delegation of functions

- 12.1 The functions of the Licensing Authority under the Act may be carried out by the Licensing Committee, by a Sub-Committee or by one or more officers acting under delegated authority.
- 12.2 Many of the decisions and functions will be largely administrative in nature. In the interests of speed, efficiency and cost-effectiveness these will, for the most part, be delegated to officers as set out in the Cambridge City Council Constitution
- 12.3 In determining applications where the Licensing Authority has acted as a responsible authority, there will be a clear separation of responsibilities to ensure procedural fairness and eliminate conflicts of interest. This will be achieved by allocating distinct functions to different Officers within the

authority, so the Officer presenting the report to the Sub-Committee and advising the Members will be a different individual to the Officer who is acting as the responsible authority. The Officer acting as the responsible authority will not be involved in the decision-making process.

### 13. Effective Date and Review

- 13.1 This policy statement will take effect from 2<sup>nd</sup> March 2021.
- 13.2 The policy statement will be kept under review and will remain in existence for a period of up to 5 years. It will be subject to review and further consultation before 1<sup>st</sup> March 2026, or as required by law.

### 14. Contact details, advice and guidance

- 14.1 Applicants can obtain further details about the licensing and application processes, including application forms and fees from:

website: [www.cambridge.gov.uk](http://www.cambridge.gov.uk)

e-mail: [commercial@cambridge.gov.uk](mailto:commercial@cambridge.gov.uk)

telephone: 01223 457879

fax: 01223 457909

post: Commercial & Licensing, –Environmental Services,  
Cambridge City Council, PO Box 700,  
Cambridge, CB1 0JH

in person: Customer Service Centre, Mandela House, 4,  
Regent Street, Cambridge, CB2 1BY (Monday to  
Friday 09:00- 17:15)

- 14.2 The Licensing Authority has also published further documents to accompany this policy containing additional details about each type of application and the review process. These can be viewed at <https://www.cambridge.gov.uk/guidance-for-applicants>
- 14.3 This policy can be made available in large print on request and similarly translations can be made available in a variety of languages. Please contact us for further help or assistance.
- 14.4 The Council, Police and Fire Authorities will be willing to give advice and guidance to applicants.
- 14.5 Informal discussion is encouraged prior to the application process in order to resolve any potential problems and avoid unnecessary hearings and appeals.

15. Responsible Authorities are:

**The Licensing Authority**

Commercial & Licensing, Environmental Services, Cambridge City Council,  
PO Box 700, Cambridge, CB1 0JH

Tel: 01223 457879 Fax: 01223 457909 e-

mail: [commercial@cambridge.gov.uk](mailto:commercial@cambridge.gov.uk)

**The Chief Officer of Police**

The Chief Officer, Cambridgeshire Constabulary, Southern Division,  
Police Station, Parkside, Cambridge, CB1 1JG

Telephone: 01223 823397 Fax: 01223 823232

**The Fire Authority**

Fire Protection, Cambridge Fire Station, Parkside, Cambridge, CB1 1JF

Email: [danny.hans@cambsfire.gov.uk](mailto:danny.hans@cambsfire.gov.uk)

**Planning**

Environment & Planning, Cambridge City Council, The Guildhall,  
Cambridge, CB2 3QJ

Telephone: 01223 457100

e-mail: [planning@cambridge.gov.uk](mailto:planning@cambridge.gov.uk)

**Environmental Health**

The Environmental Health Manager, Environmental Services, Cambridge  
City Council, PO Box 700, Cambridge, CB1 0JH

Telephone: 01223 457890 Fax: 01223 457909 e-

mail: [commercial@cambridge.gov.uk](mailto:commercial@cambridge.gov.uk)

**Child Protection**

Child Protection Services, Licensing Applications, OCYPS, PO Box 144, St  
Ives, Cambs, PE27 9AU

Telephone: 03450455203

[Referralcentre2.children@cambridgeshire.gov.uk](mailto:Referralcentre2.children@cambridgeshire.gov.uk)

**Trading Standards**

Cambridgeshire County Council, PO Box 450, Great Cambourne,  
Cambridge, CB23 6ZR

e-mail: [trading.standards@cambridgeshire.gov.uk](mailto:trading.standards@cambridgeshire.gov.uk)



**Public Health**

The Director of Public Health, C/O Head of Public Health Programmes, Cambridgeshire County Council, Scott House Box No, SC0 2213, 5 George Street, Huntingdon, PE29 3AD

**Home Office – Immigration Enforcement**

Alcohol Licensing Team, Lunar House, 40 Wellesley Road, Croydon, CR9 2BY

In addition, for vessels:

**Environment Agency**

The Team Leader, Great Ouse & Stour Waterways, The Environment Agency, Kingfisher House, Goldhay Way, Orton Goldhay, Peterborough, PE2 5ZR.

Telephone: 01733 464072

e-mail: [enquiries@environment-agency.gov.uk](mailto:enquiries@environment-agency.gov.uk), quoting Great Ouse & Stour Waterways

**Conservators of the River Cam**

The River Manager

Conservators of the River Cam

Baits Bite Lock, Fen Road, Milton, Cambridge, CB24 6AF

Telephone/Fax 01223 863785

e-mail [river.manager@camconservators.org.uk](mailto:river.manager@camconservators.org.uk)

**Maritime & Coastguard Agency**

Surveyor in Charge, Harwich Marine Office, Maritime & Coastguard Agency, East Terrace, Walton-on-Naze, Essex, CO14 8PY

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# Cumulative Impact Assessment

## Draft Version Cambridge City Council

NB: The Licensing Authority, when publishing its statement of licensing policy is required to have regard to the Cumulative Impact Assessment. The statement of licensing policy and the statements, provisions and aspirations contained within it are consistent with the approach laid out in the Cumulative Impact Assessment. The statements within the policy are aimed at encouraging best practice; a safe environment for all and most importantly, to actively promote the four licensing objectives. The statements in the licensing policy including the approaches to conditions; hours; enforcement and all other matters will apply to the premises designated with the Cumulative Impact Areas.

## **1. Cumulative Impact Areas – 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 Cambridge City Council first adopted a special policy on Cumulative Effect in 2007, with amendments being made to the areas covered in 2008, 2011 and 2021.
- 1.3 The special policy previously formed part of the Statement of Licensing Policy until 2021.
- 1.4 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 6<sup>th</sup> April 2018.
- 1.5 This Cumulative Impact Assessment was first published in 2021 under these new provisions of the Licensing Act 2003. The policy will be reviewed no later than every three years from the date it came into force.

## **2. Consultation**

- 2.1 As per section 5a of the Licensing Act 2003, in preparing the Cumulative Impact Assessment the Licensing Authority has consulted with the persons mentioned in section 5(3) of the Licensing Act 2003, namely:
  - the Chief Officer of Police for Cambridgeshire
  - the Chief Officer of the Cambridgeshire 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 Cambridge
  - persons/bodies representative of Child Protection Services at Cambridgeshire County Council
  - 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 have considered the views of all those consulted prior to determining this policy.

### **3. The cumulative impact of a concentration of licensed premises**

- 3.1 Cumulative impact is the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area e.g. the potential impact on crime and disorder or public nuisance.
- 3.2 The cumulative impact of licensed premises on the promotion of the licensing objectives is a matter that the Licensing Authority can take into account. This should not, however, be confused with 'need' which concerns the commercial demand for a particular type of premises e.g., a pub, restaurant or hotel. The issue of 'need' is therefore primarily a matter for the market to decide and does not form part of this policy.
- 3.3 The Licensing Authority can publish a Cumulative Impact Assessment if there is evidence that a significant number of licensed premises concentrated in one area is causing a cumulative impact on one or more of the licensing objectives. The Licensing Authority will keep the situation as to whether an area is nearing this point under review.
- 3.4 The absence of a Cumulative Impact Assessment does not prevent any responsible authority or other person making representations on a new application for the grant or variation of a licence on the grounds that the premises will give rise to a detrimental cumulative impact on one or more of the licensing objectives in a particular area.
- 3.5 Following previous consultations and representations received by Cambridgeshire Constabulary, the Licensing Authority had adopted a special policy on cumulative effect that remains in place and is published as a Cumulative Impact Assessment.
- 3.6 In response to these representations the Licensing Authority has undertaken the following steps in considering whether to adopt a Cumulative Impact Assessment:
- Identified concern about crime and disorder or public nuisance
  - Considered whether there is good evidence that crime and disorder are happening and are caused by customers of licensed premises and that the risk of cumulative impact is imminent
  - Identified the boundaries of the areas where problems are occurring
  - Consulted with those specified in section 5(3) of the Licensing Act 2003, on the proposal for a cumulative impact assessment in relation to new applications and variations to existing premises licences and club premises certificates and considered the outcome of the consultation.
- 3.7 Having considered the available evidence and undertaken consultation, the Licensing Authority considers that it is appropriate and necessary to control cumulative impact. The Licensing Authority has published a Cumulative Impact Assessment relating to the areas set out in section 4 below.

## 4. Cumulative Impact Assessment

- 4.1 The Licensing Authority has published a Cumulative Impact Assessment in relation to the below areas of the City:
- Within the city centre marked on the map at Appendix 1
  - At the Cambridge Leisure Park marked on the map at Appendix 2. This area also includes the section of Cherry Hinton Road opposite the leisure park running from Hills Road to Clifton Road (both sides of the road).
  - The area of Chesterton Road, Milton Road and Mitcham's Corner as highlighted in the map at Appendix 3. The area runs along Chesterton Road from Croft Holme Lane to Ferry Path; Victoria Avenue from the River Cam to Chesterton Road; and Milton Road around Mitcham's Corner and up to Springfield Terrace.
  - The entire length of Mill Road Cambridge (excluding Brookfields)
  - The section of Hills Road running from the city to Purbeck Road (both sides of the road).
- 4.2 The evidence for the Cumulative Impact Assessment has been supplied by Cambridgeshire Constabulary on the grounds of Crime and Disorder and is set out in Appendix 4.
- 4.3 This assessment will apply to all applications for the grant or variation of a premises licence or club premises certificate within the cumulative impact area specified in paragraph 4.1. This includes material variations for increased hours for licensable activity; increased capacity and any other matter that may add to cumulative impact in the cumulative impact area. This will relate to premises 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;
  - The provision of any regulated entertainment.
- 4.4 Whilst this Cumulative Impact Assessment does not apply directly to Temporary Event Notices, the Guidance issued under section 182 the Licensing Act 2003 states that it is open to the police and Environmental Health officers to refer to this assessment and the evidence contained within it when objecting to a TEN. The Licensing Authority believes this is a right and proper approach as extension of hours within the Cumulative Impact Area can have a direct impact on the promotion of the licensing objectives.
- 4.5 This assessment is being published because the Licensing Authority considers that the number of licensed premises and club premises certificates within the areas specified in 4.1 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.
- 4.6 By publishing a Cumulative Impact Assessment, the Council is setting down a strong statement of intent about its approach to considering applications for grant and variations of premises licences or club premises certificates in the area's set out.

- 4.7 The contents of the Cumulative Impact Assessment does not change the fundamental ways that decisions are made under the Licensing Act 2003. The Licensing Authority will make all decisions on applications within the cumulative impact area on a case by case basis with a view on how best to promote the licensing objectives. Each application will be considered on its own merits.
- 4.8 It is open for the Council to grant an application where it is considered appropriate and where the applicant can demonstrate on the operating schedule that they would not be adding to the cumulative impact. Applications in the areas covered by the Cumulative Impact Assessment should therefore give consideration to potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.
- 4.9 An applicant wishing to obtain a new licence or vary a licence for premises, within the cumulative impact area, will be expected to demonstrate through the operating schedule, the steps that they intend to take so that the Council and responsible authorities can be satisfied that granting a new or varied licence will not add to the cumulative impact already being experienced.
- 4.10 The onus is on the applicant to demonstrate to the responsible authorities the suitability of how their proposal will not add to the cumulative impact. To assist this process the Council recommends speaking to the relevant responsible authorities ahead of submitting any application.
- 4.11 The Cumulative Impact Assessment does not remove the requirement for a relevant representation to be submitted by a responsible authority or 'other persons' 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 Licensing Act 2003 (subject to such conditions as are consistent with the operating schedule and any mandatory conditions required by the Licensing Act 2003).
- 4.12 Where valid representations are received against an application for a premises licence or club premises certificate or an application to vary an existing licence or certificate, within the cumulative impact area, a hearing of the Licensing Sub-Committee will be held. If during the hearing to determine the application, an applicant is able to demonstrate that there will be no negative impact on the authority's duty to promote the licensing objectives and there will be no increase in the cumulative impact, a licence may be granted. However, if it cannot be demonstrated that an application will not undermine the licensing objectives or demonstrate it will not increase the cumulative impact with the areas specified in paragraph 4.1, then it shall be the policy of this Licensing Authority to refuse to grant the application.
- 4.13 Where relevant representations are received and the Council determines to grant an application, reasons for granting the application will be given to the applicant, the Chief Officer of Police and all parties who made a relevant representation.

4.14 This Cumulative Impact Assessment will not be used:

- As an absolute. The assessment shall always allow for the circumstances of each application to be considered properly and for applications that are unlikely to add to the cumulative impact on the licensing objectives to be granted.
- as a ground for revoking an existing licence or certificate when representations are received about problems with those premises. Where the Licensing Authority has concerns about the effect of activities at existing premises between midnight and 6am on the promotion of the licensing objectives in a specific area, it may introduce an Early Morning Alcohol Restriction Order (EMRO) if there is sufficient evidence to do so.
- to impose quotas based on either the number of premises or the capacity of those premises. This is because quotas that indirectly have the effect of predetermining the outcome of any application would have no regard to the individual characteristics of the premises concerned.

4.15 The Cumulative Impact Assessment will be kept under review and will remain in existence for a period of up to 3 years. It will be subject to review and further consultation before 1<sup>st</sup> March 2024, or as required by law at which point the licensing authority will consider whether it remains of the opinion set out in this assessment.



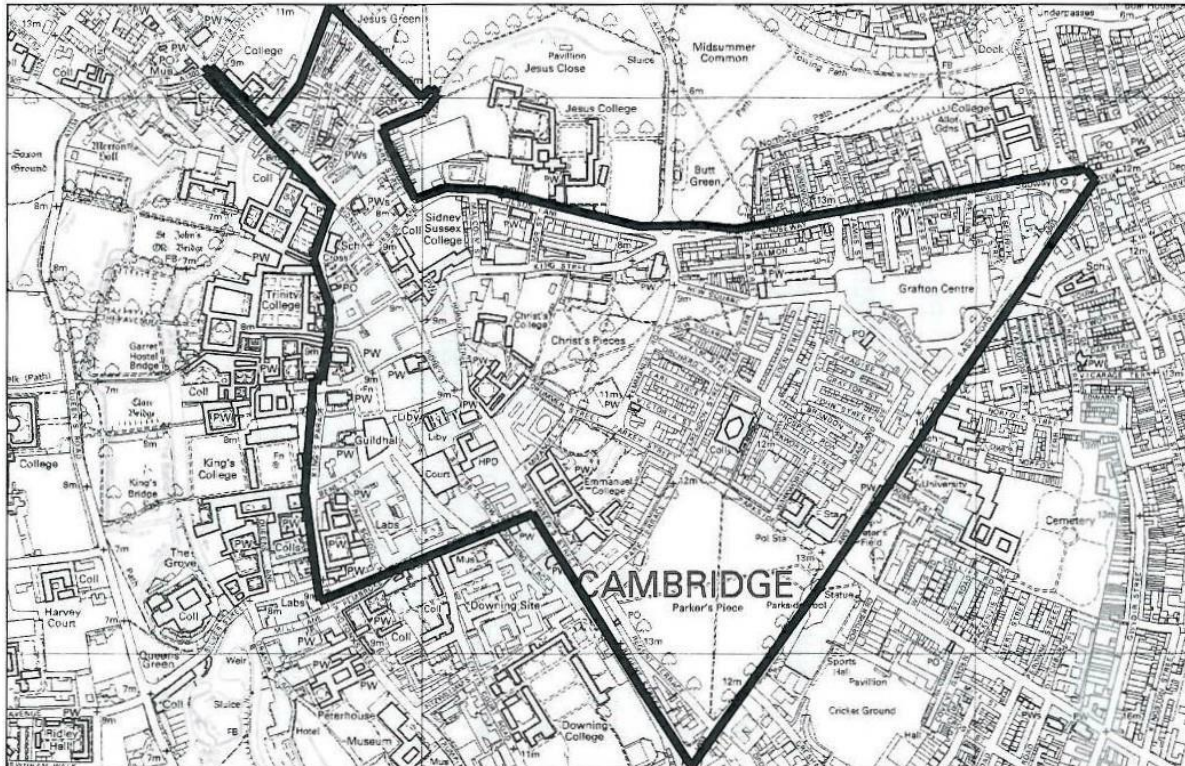
## 5. Other mechanisms for controlling cumulative impact

5.1 Once away from the licensed premises, a minority of consumers will behave badly and unlawfully. However, there are other mechanisms, both within and outside the licensing regime, that are available for addressing such issues. 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, Cambridge BID and CAMBAC (Cambridge Business Against Crime).
- powers to designate parts of the city as places where alcohol may not be consumed publicly. There are currently 3 Public Spaces Protection Order's in place. These are Donkey Common, Mill Road Cemetery and Ditchburn Place.
- 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
- 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
- enforcement action against those selling alcohol to people who are drunk.

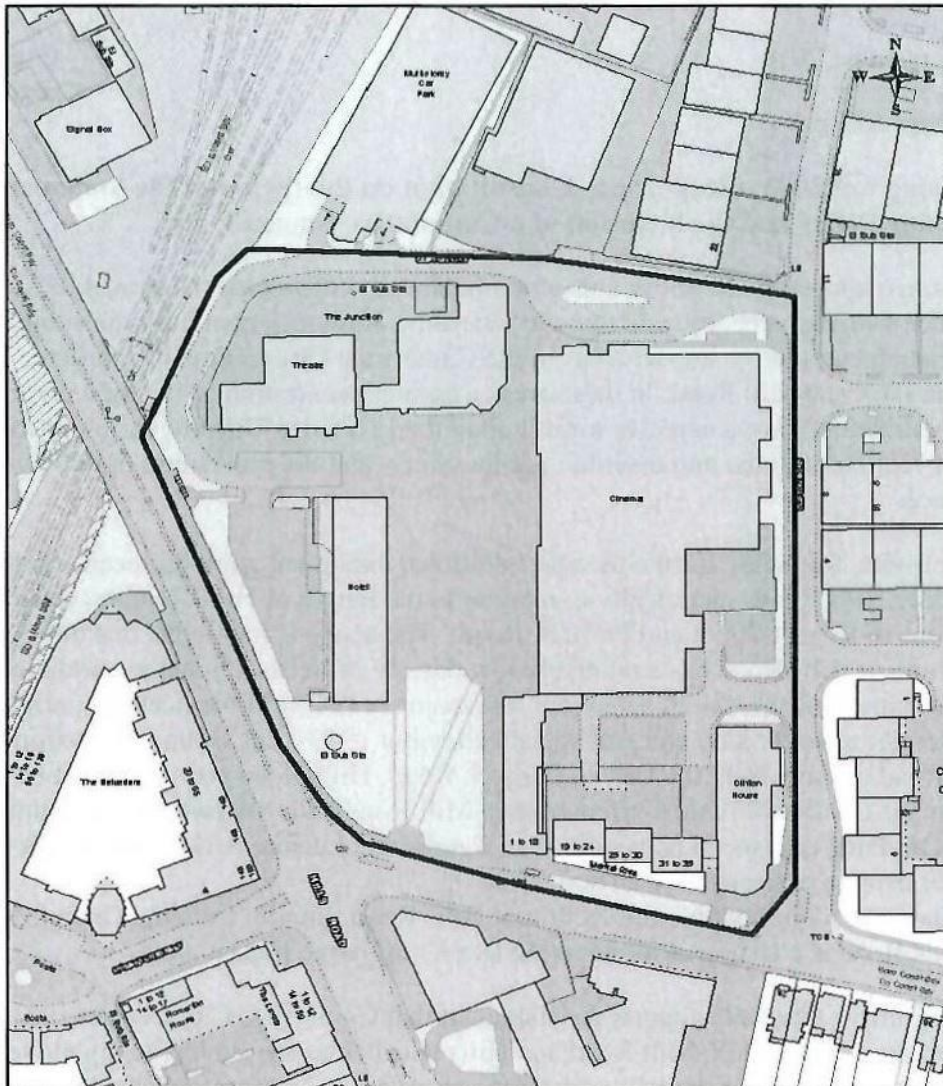
5.2 The above can be supplemented by other local initiatives that similarly address these problems, for example, through the Cambridge Community Safety Partnership in line with the strategic objectives for crime and disorder reduction within the City.

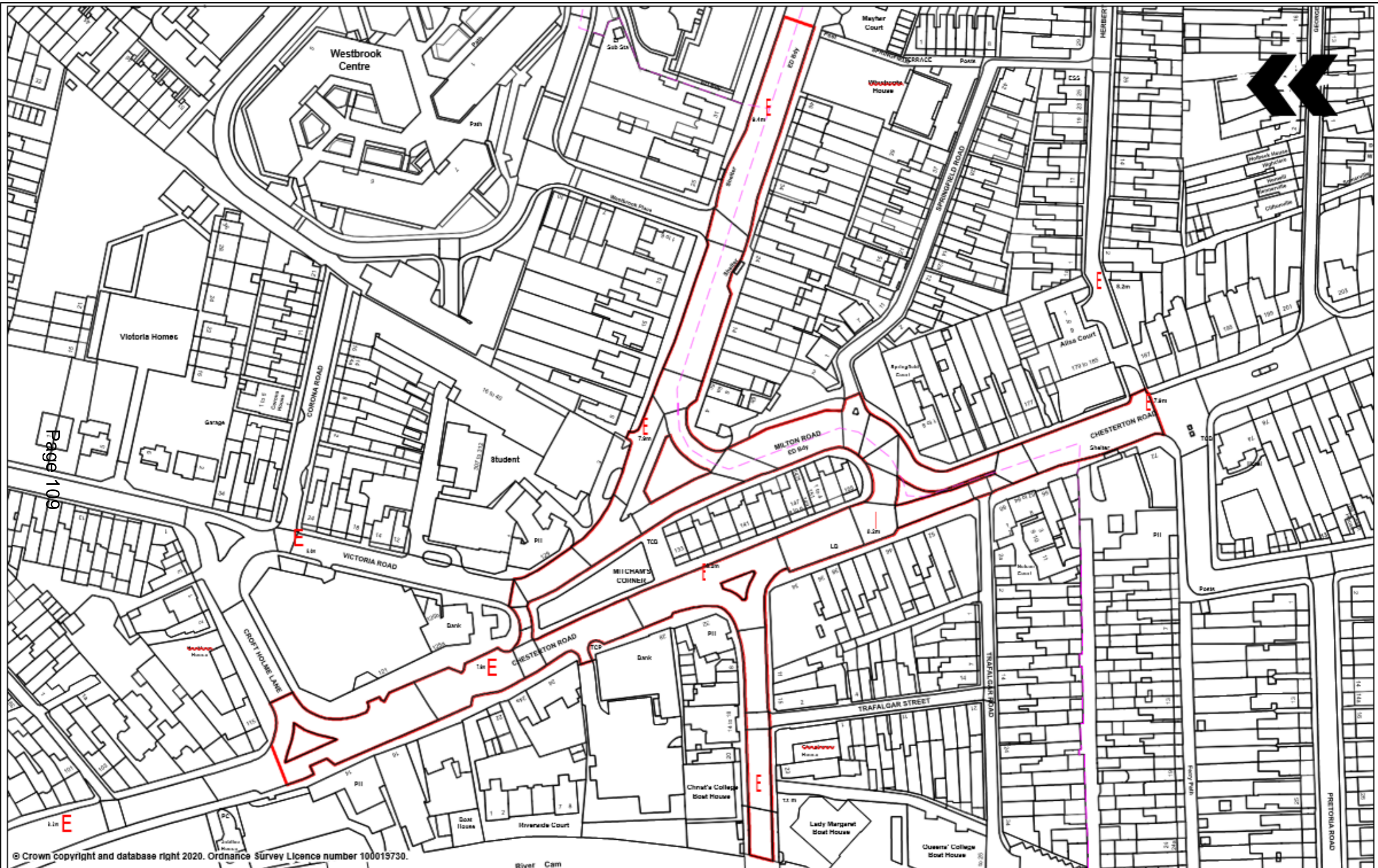
# APPENDIX 1 – CUMULATIVE IMPACT AREA CITY CENTRE



<b>Streets in Cumulative Impact Area Market Ward</b>			
Adam and Eve Street	Eden Street	Malcolm Street	Quayside
All Saints Passage	Elm Street	Manor Street	Regent Street
Beaufort Place	Emmanuel Street	Market Hill	Regent Terrace
Belmont Place	Fair Street	Market Passage	Round Church Street
Benet Street	Fitzroy Lane	Market Street	Salmon Lane
Brandon Place	Fitzroy Street	Melbourne Place	Severn Place
Burleigh Place	Free School Lane	Napier Street	Short Street
Burleigh Street	Gonville Place	New Park Street	Sidney Street
Clarendon Street	Grafton Street	New Square	St Andrews Street
Camden Court	Green Street	Newmarket Road	St Johns Road
Causeway Passage	Guildhall Place	Orchard Street	St Marys Street
Christ Church Street	Hobson Street	Paradise Street	St Tibbs Row
Christs Lane	Hobsons Passage	Park Parade	Sun Street
City Road	James Street	Park Street	Sussex Street
Corn Exchange Street	Jesus Lane	Park Terrace	Thompson's Lane
Crispin Place	John Street	Parkside	Trinity Street
Dover Street	King Street	Parsons Court	Warkworth Street
Downing Street	Kings Parade	Peas Hill	Warkworth Terrace
Drummer Street	Lower Park Street	Petty Cury	Wellington Street
Earl Street	Magdalene Street	Portugal Place	Willow Place
East Road	Maids Causeway	Prospect Row	Willow Walk

**APPENDIX 2 – CUMULATIVE IMPACT AREA: CAMBRIDGE LEISURE PARK**





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### Cumulative Impact Area - Mitcham's Corner

Date: 22 July 2020  
 Produced by: 3C Shared Services  
 Section/Department: Spatial Team  
 Scale: 1:1,250 @ A3



**APPENDIX 4 – CUMULATIVE IMPACT POLICY REVIEW 2023**

The document below was produced by Cambridgeshire Constabulary.

## **CAMBRIDGE CITY CUMULATIVE IMPACT POLICY REVIEW 2023**

### **Introduction and Scope**

This document aims to provide quantitative data on the prevalence of alcohol-related incidents and crimes across Cambridge City that have been recorded by Cambridgeshire Constabulary, and whether or not these correlate to the presence of licensed premises. This is being produced to assist Cambridge City Council with their three-year review of their Cumulative Impact Assessment Policy.

### **Methodology**

This report has compared two time periods to try and ensure best data comparison, discounting periods of time where the data would have been heavily influenced by the Covid Pandemic, and the various lockdown periods, where 'business as normal' was not possible due to restrictions being imposed on licensed and hospitality premises.

For the purpose of this report, the two time periods being compared are:

**1<sup>st</sup> April 2019 – 31<sup>st</sup> March 2020** and **1<sup>st</sup> April 2022 – 31<sup>st</sup> March 2023**.

Both Crime and Incident data has been extracted using various applications including Cambridgeshire Operational Briefing Tool, Athena and Command & Control 3. The Crime data used covers all Cambridge City crimes using the following criteria: All Crime Types, which either have an Alcohol related keyword or a 'Street Drinking' or 'Drunken Behaviour' category. The incident data used also covers all Cambridge City incidents with the criteria: All type incidents and has an 'Alcohol' marker attached.

It should be noted that these figures are dependent upon both crimes and incidents having had the relevant 'alcohol' marker and keyword attached to it by the person recording the crime or incident, which is not always reliably the case.

Additionally, when on the occasions an alcohol related incident has firstly been recorded on the Command and Control 3 as an incident, and this has then resulted in a crime being recorded there will be duplication in the figures. Over recent years the way in which crimes have been recorded has been streamlined, with many more incidents now being recorded straight onto Athena rather than first being recorded on Command and Control as an incident. Therefore, it can be assumed the second data set will have less duplication, but this reduction is not quantifiable.

Due to data limitations, it has not been possible to provide specific figures for the existing Cumulative Impact Areas. However, the data maps included in this report provide a visual representation of the general locations of the occurrences of the crimes and incidents within the ward areas containing the Cumulative Impact Areas (CIA).

## Results and Recommendations

In general alcohol related crime and incidents have decreased across the city by 14.8%.

Ward Name	Current no. Licensed Premises	Alcohol Related Incidents				Alcohol Related Crimes			
		Apr 2019-Mar 2020	Apr 2022-Mar 2023	Change	% change	Apr 2019-Mar 2020	Apr 2022-Mar 2023	Change	% change
Arbury	16	59	61	2	3.4	46	54	8	17.4
East Chesterton	16	83	66	-17	-20.5	51	42	-9	-17.6
King's Hedges	15	97	75	-22	-22.7	68	54	-14	-20.6
West Chesterton	49	106	68	-38	-35.8	45	50	5	11.1
Castle	21	33	33	0	0.0	16	19	3	18.8
Newnham	50	21	21	0	0.0	10	11	1	10.0
Abbey	35	101	80	-21	-20.8	80	58	-22	-27.5
Coleridge	42	69	51	-18	-26.1	47	32	-15	-31.9
Petersfield	79	131	77	-54	-41.2	54	69	15	27.8
Romsey	33	62	58	-4	-6.5	30	24	-6	-20.0
Cherry Hinton	18	40	29	-11	-27.5	24	22	-2	-8.3
Queen Edith's	13	41	43	2	4.9	34	25	-9	-26.5
Trumpington	18	133	94	-39	-29.3	77	72	-5	-6.5
Market	254	441	371	-70	-15.9	293	294	1	0.3
<b>Total</b>	<b>659</b>	<b>1417</b>	<b>1127</b>	<b>-290</b>	<b>-20.5</b>	<b>875</b>	<b>826</b>	<b>-49</b>	<b>-5.6</b>
<b>Total Crimes &amp; Incidents</b>						<b>2292</b>	<b>1953</b>	<b>-339</b>	<b>-14.8</b>

The table below shows all of the Ward areas within Cambridge together with the amount of licensed premises and the number of alcohol related crimes and incidents.

Wards in order of no. of licenced premises	Licensed Premises	Alcohol related Incs. & crimes
Market	254	665
Petersfield	79	146
Newnham	50	32
West Chesterton	49	118
Coleridge	42	83
Abbey	35	138
Romsey	33	82
Castle	21	52
Trumpington	18	166
Cherry Hinton	18	51
Arbury	16	115
East Chesterton	16	108
King's Hedges	15	129
Queen Edith's	13	68



As expected, Market Ward has the highest volume of alcohol related incidents and crimes, as (apart from one) this is where all the city's night clubs are located. This area also includes other licensed premises which have extended trading hours into the early hours of the morning, and where many Late-Night Refreshment licensed establishments are concentrated.

The table below shows the top 15 streets in Cambridge for Alcohol Related Crimes over the compared time periods.

	Road Name	Apr19-Mar20 Crimes	Relevant existing CIA	Road Name	Apr22-Mar23 Crimes	Relevant existing CIA
1	St. Andrews Street	55	Market	St. Andrews Street	50	Market
2	Downing Street	29	Market	Sidney Street	39	Market
3	Hills Road	29	Hills Road	Market Passage	28	Market
4	Sidney Street	29	Market	Drummer Street	24	Market
5	Chesterton Road	22	West Chesterton	Chesterton Road	22	West Chesterton
6	Newmarket Road	22	Market	Hills Road	21	Hills Road
7	Market Hill	17	Market	Milton Road	21	West Chesterton
8	Milton Road	17	West Chesterton	Mill Road	20	Mill Road
9	East Road	15	Market	Newmarket Road	17	Market
10	Lion Yard	14	Market	Market Hill	14	Market
11	Mill Road	13	Mill Road	Cherry Hinton Road	13	Leisure Park
12	Rose Crescent	12	Market	Corn Exchange Street	12	Market
13	Regent Street	11	Market	Market Street	12	Market
14	King Street	10	Market	Regent Street	11	Market
15	Cherry Hinton Road	9	Leisure Park	Rose Crescent	11	Market

Ten streets in the 1<sup>st</sup> April 2022 – 31<sup>st</sup> March 2023 period are located within the existing Market (City Centre) CIA, including the top four streets.

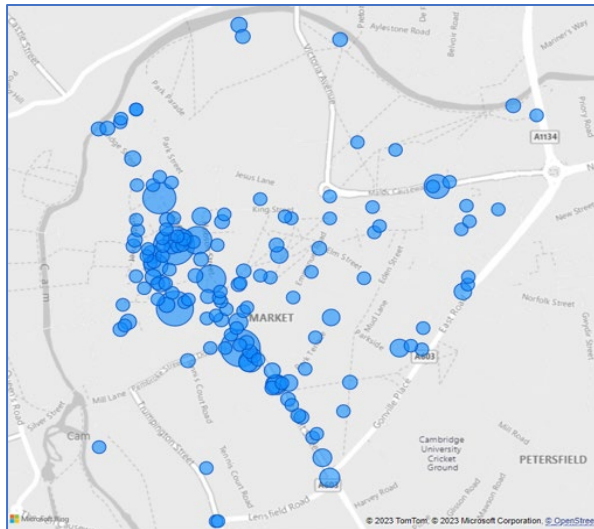
The majority of the streets are named in both the compared time periods, with all those mentioned either partially or fully located within an existing CIA. This indicates the existing CIAs cover those areas that are experiencing the highest rates of recorded alcohol related crimes.

## **City Centre/Market Ward**

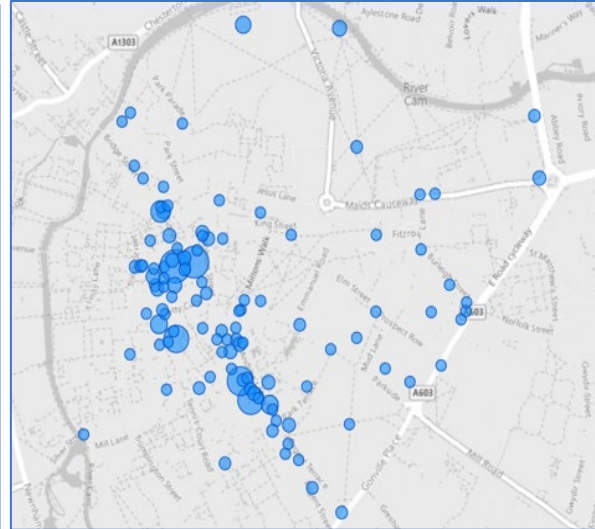
Though the boundary delineation for Market Ward does not exactly mirror the current City Centre CIA, the locations of most of the recorded crimes and incidents are included within both areas.

The maps below show the location of recorded incidents and crimes between 1<sup>st</sup> April 2022 and 31<sup>st</sup> March 2023. The blue circles denote crime and incident locations, (the larger the circle the higher the number recorded at that specific location).

Market Ward Incidents



Market Ward Crimes



The maps clearly show the concentration of incidents and crimes within the central area of the Market Ward CIA, which corresponds with the centrally located night-time economy licensed premises and Late-night Refreshment establishments.

Analysing the reported incidents (not just those with an 'alcohol' marker) but those with a marker for 'violence', 'concern (for person)' or 'street drinking' between 1<sup>st</sup> April 2022 and 31<sup>st</sup> March 2023 just within Market Ward, revealed there were 1001 of these types of incidents within that year period.

243 of these incidents (24.3%) occurred within just a 16-hour period between 21:00hrs Friday – 05:00hrs Saturday, and 21:00hrs Saturday – 05:00hrs Sunday. Meaning 24.3% of incidents were concentrated into only 9.5% of the entire week.

These peak demand hours see additional pressures put on police resources, and other emergency services. In response to this increased demand, Cambridgeshire Constabulary has undertaken a long-running, night-time economy operation on a Friday and Saturday, and other high demand dates, called Operation Connect. The purpose of this is to provide an uplift in officer numbers who conduct proactive patrols within the city centre, and deal with any issues that occur.

It is recommended that the current Market Ward Cumulative Impact Area remains in place due levels of alcohol related crimes and incidents remaining constant between 1<sup>st</sup> April 2019 – 31<sup>st</sup> March 2020 and 1<sup>st</sup> April 2022 – 31<sup>st</sup> March 2023.

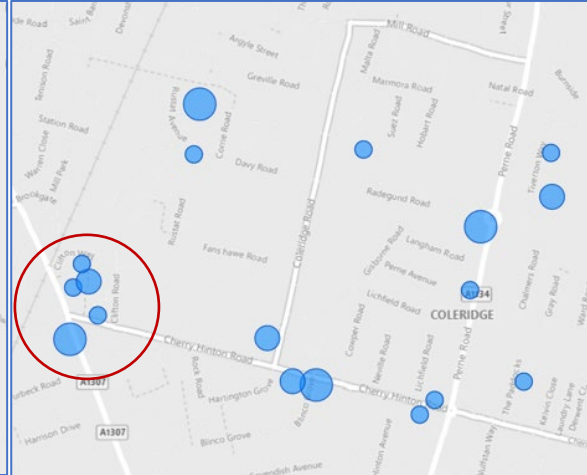
### **Cambridge Leisure Park/Coleridge Ward**

The leisure park is located within Coleridge Ward. The maps below show the location of incidents and crimes between 1<sup>st</sup> April 2022 and 31<sup>st</sup> March 2023.

Coleridge Ward Incidents



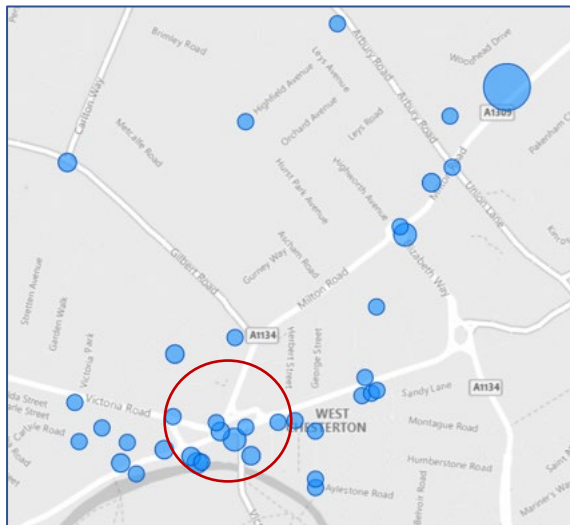
Coleridge Ward Crimes



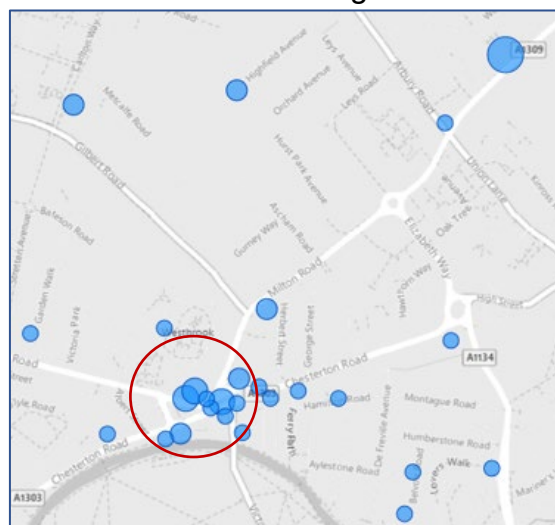
Both figures for alcohol related crimes and incidents in Coleridge Ward decreased between 26% and 32% respectively between the two time periods. Despite this the maps still show clusters of crimes and incidents both within, and also in the immediate vicinity of the Leisure Park (red circle), where there is a concentration of licensed premises. Requests for police attendance to the leisure park increases during weekends, where general anti-social behaviour continues to be an ongoing issue. The reduction in reported alcohol related crimes and incidents figures could be down to a number of factors, including the fact that the leisure park has its own security team who are on hand to deal with emerging issues proactively to minimise the need for police intervention, or because the CIA is having a positive effect in that area.

### **West Chesterton**

West Chesterton Ward Incidents



West Chesterton Coleridge Ward Crimes

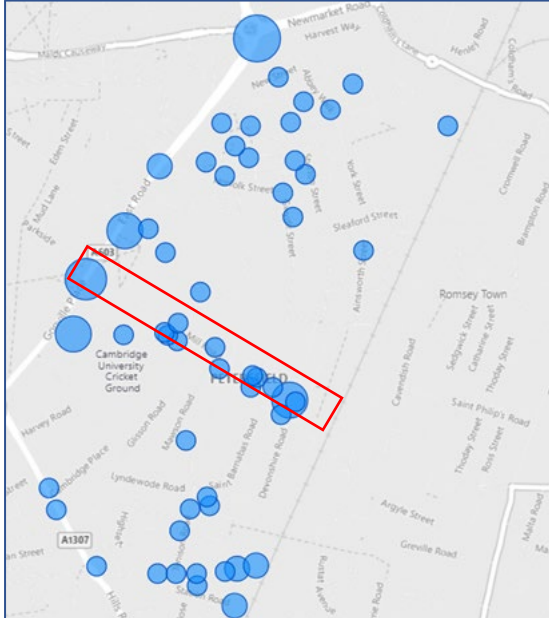


Whilst the figure for reported alcohol related incidents saw a reduction of ~36% over the two time periods, the respective crime rate increased by 11%. Despite this both

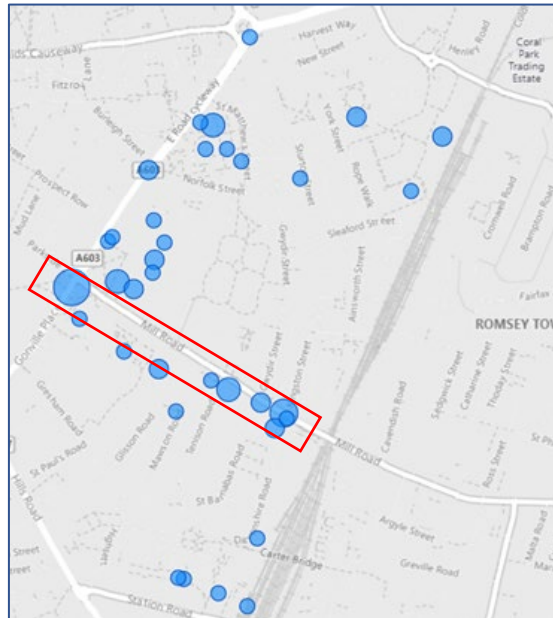
maps still show the clusters of alcohol related crime and incidents within the West Chesterton CIA (red circle), indicating there is still a correlation between these figures and the concentration of licensed premises, which may be justification for the existing CIA to be retained.

**Mill Road/Petersfield**

Petersfield Ward Incidents



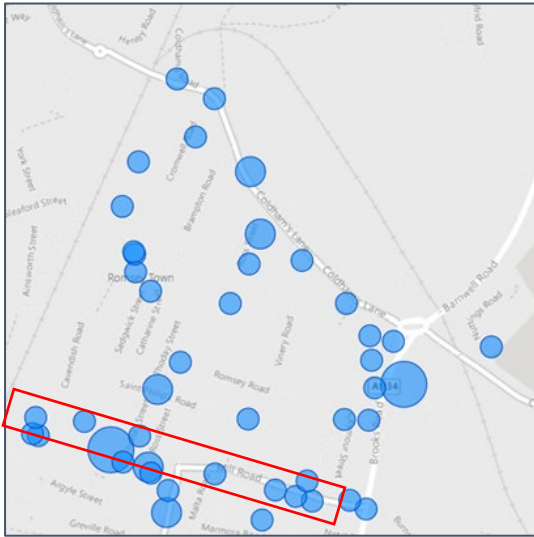
Petersfield Ward Crimes



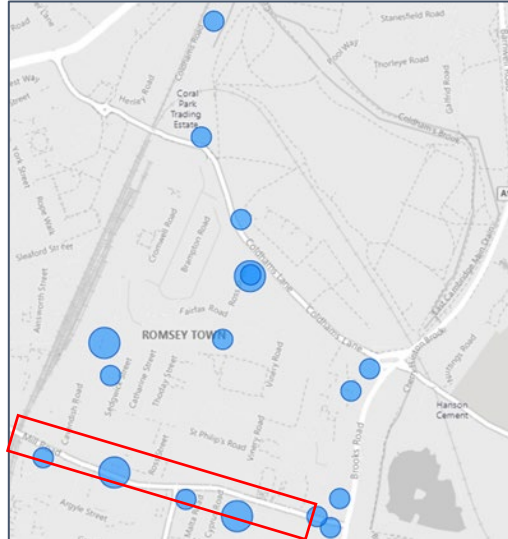
Whilst reported alcohol related incidents saw a reduction of ~41% over the two time periods, the respective crime rate increased by 28%. One reason behind the significant reduction in incident rates could be due to the streamlining of crime recording mentioned earlier in the report. There is a varied spread of incident locations reported within the ward area. A proportion of incidents and crimes are still occurring within the Petersfield CIA which covers Mill Road (area outlined in red) where many of the licensed premises are located, which may be justification for the existing CIA to be retained.

**Mill Road/Romsey**

Romsey Ward Incidents



Romsey Ward Crimes

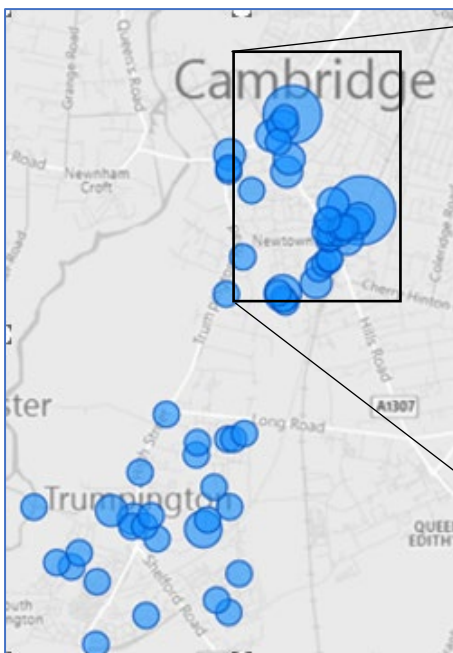


The reported alcohol related incidents saw a reduction of ~6.5% over the two time periods, and crime rate reduction of 20%. Again, within this ward area there is general spread of reported incident locations. The mapping shows incidents and crimes still occurring within Mill Road section (area outlined in red) of the Romsey CIA. Mill Road is where some of the licensed premises are concentrated, again which may justify retention of the existing CIA.

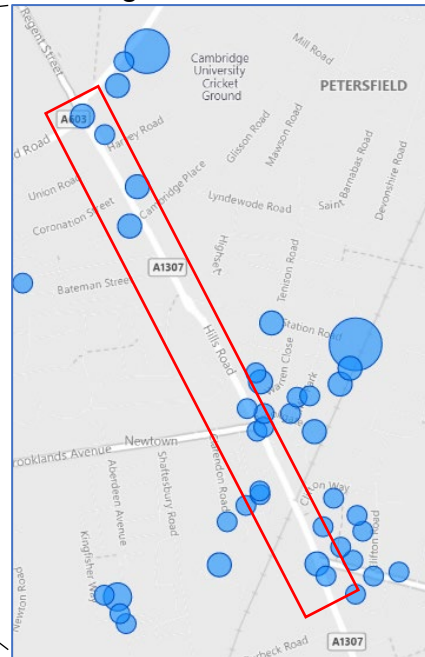
**Hills Road/Trumpington**

The current Hills Road CIA extends through Trumpington and slightly into Coleridge ward areas.

Trumpington Ward Incidents

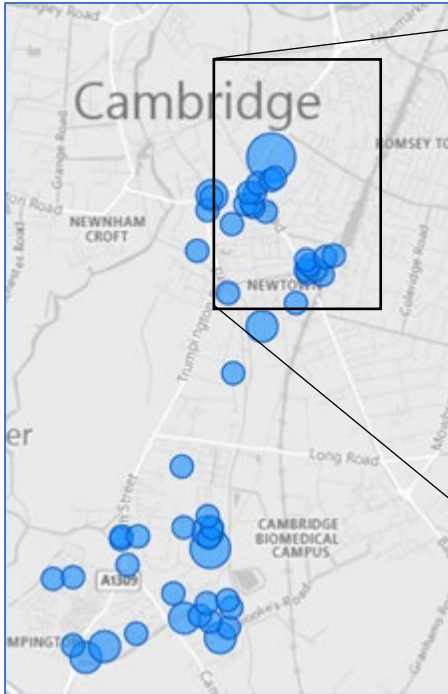


Focusing on Hills Road CIA

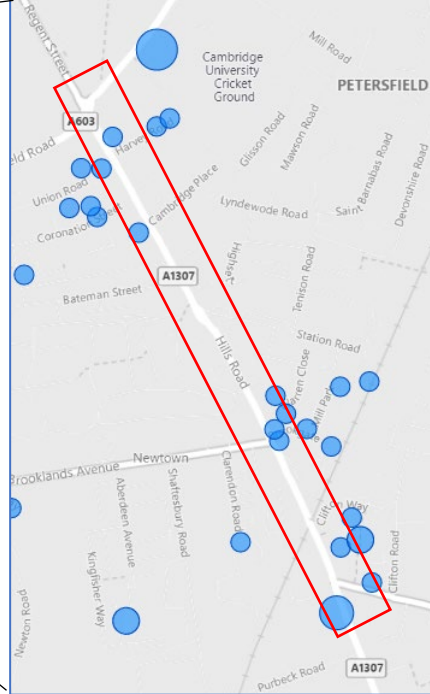


The above incident location map for Trumpington Ward has been enlarged to focus upon the existing Hills Road CIA. For completeness the incidents within Coleridge ward in the immediate vicinity of Hills Road CIA have also been shown.

Trumpington Ward Crimes



Focusing on Hills Road CIA



The above crime location map for Trumpington Ward has also been enlarged to focus upon the existing Hills Road CIA. Again the crimes within Coleridge Ward in the immediate vicinity of Hills Road CIA have also been shown.

The figures show that Trumpington Ward has seen a reduction of 29% in reported alcohol related incidents and a 6.5% reduction in alcohol related crime between the two time periods. The alcohol crimes have only fallen by 5 from 77 to 72 which still sees Hills Road being placed 6<sup>th</sup> in the streets experiencing the highest alcohol related crimes. The clusters of both alcohol related incidents and crimes occurring along Hills Road are in the general locality of the licenced premises, which again which may justify retention of the existing CIA.

<b>Should this area remain in the Cumulative Impact Assessment</b>	<b>Number of responses</b>	<b>Yes</b>	<b>No</b>	<b>Don't Know</b>
Market	49	38 – 77.6%	3 – 6.1%	8 – 16.3%
Leisure Park	49	34 – 69.4%	6 – 12.2%	9 – 18.4%
Chesterton Road/Mitchams Corner	49	26 – 53.1%	9 - 18.4%	14 – 28.6%
Petersfield stretch of Mill Road	49	35 – 71.4%	11 – 22.4%	3 – 6.1%
Romsey Stretch of Mill Road	49	30 – 61.2%	12 – 24.5%	7 – 14.3%
Hills Road	49	24 – 49%	10 – 20.4%	15 – 30.6%

A final question was asked: Are there any other comments you wish to make in regards the CIA?

Only 19 of the 49 responded to this. 13 were in favour of the Cumulative Impact, 5 were against it and 1 comment wasn't applicable.

**Comments made regarding Market Ward:**

It already feel a bit drunken and unsafe at night

Little experience of the area in the evenings when issues more likely to arise

Cambridge is an international city and should have amenities to match. There are already laws to shutdown unruly and problematic establishments so why should the majority suffer because of the behaviour of a few.

If they continue to cover this it should be made up of a group of people who represent the city, proportional to the population, not just minorities for the sake of box ticking. Within this group it MUST include young people who need places to go out and meet people.

As a Mill Road resident I saw the great improvement the CIA there made. However, the CIA MUST BE OBSERVED AND ENFORCED. The exception inexplicably made by the licensing committee to the NEWLY RENEWED Mill Road CIA in favour of the large Co-op on the Mill Road Covent Garden corner has led to constant 24 hour drinking, sleeping out, and anti-social behaviour just outside the shop. Yes - RENEW - and KEEP TO IT!

There are already more than enough shops with licences to sell alcohol and evidence of alcohol related incidents and crimes in this area.

This is a central tourist zone, and the CIA is appropriate here.

Drinking in public and drunken behaviour is unpleasant to be around.

I do not believe in the existence of the CIA. The problem is about people who do anti social behaviour not the vast majority of the people who live in the area who use the licensed premises. Some of the retailers are at fault but these do not include Tesco, Co-op, Sainsbury's..its the small shops selling high alcohol and illegal tobacco

The number of incidents of violence and intimidation by intoxicated people in the are has increase significantly. It sometimes feels unsafe to walk down the street even in daylight. Alcohol drinkers carry on in parks that prohibit drinking, yelling at passersby and littering on door steps, and in many cases urinating in public.

Too much drunken disturbance especially at night



Cambridge attracts a large number of outsiders, tourists, language students, homeless. There needs to be régulation and, by and large, I think the CIA is working.

The top 4 of the 15 streets in Cambridge for Alcohol Related Crimes fall within the Cambridge City Centre area - as evidenced in the Cumulative Impact Assessment Draft Version Cambridge City Council report. This level of alcohol related crime is unacceptably high. It is therefore essential that the area remains in the CIA area in order to assist in reducing such crime.

My experience of the market area of Cambridge in the evening is that there are almost always drunk people behaving in an anti-social manner. I find it intimidating to be there on my own and uncomfortable even when I am with some one.

**Comments made regarding Leisure Park:**

Little experience of the area in the evenings when issues more likely to arise

If they continue to cover this it should be made up of a group of people who represent the city, proportional to the population, not just minorities for the sake of box ticking. Within this group it MUST include young people who need places to go out and meet people.

There are already more than enough shops with licences to sell alcohol and evidence of alcohol related incidents and crimes in this area.

This is where a lot of young people hang out - it would feel safer for my kids if there was less alcohol being consumed publicly here.

I am not familiar with this area so should not comment

I do not believe in the existence of the CIA. The problem is about people who do anti social behaviour not the vast majority of the people who live in the area who use the licensed premises. Some of the retailers are at fault but these do not include Tesco, Co-op, Sainsbury's..its the small shops selling high alcohol and illegal tobacco

The number of incidents of violence and intimidation by intoxicated people in the are has increase significantly. It sometimes feels unsafe to walk down the street even in daylight. Alcohol drinkers carry on in parks that prohibit drinking, yelling at passersby and littering on door steps, and in many cases urinating in public.

Cambridge Leisure Park falls within the top 15 streets in Cambridge for Alcohol Related Crimes - as evidenced in the Cumulative Impact Assessment Draft Version

Cambridge City Council report. This level of alcohol related crime is unacceptably high. It is therefore essential that the area remains in the CIA area in order to assist in reducing such crime.

For the same reason I gave above about the market area. (My experience of the market area of Cambridge in the evening is that there are almost always drunk people behaving in an anti-social manner. I find it intimidating to be there on my own and uncomfortable even when I am with some one.)

### **Comments made regarding Chesterton Road/Mitchams Corner**

Little experience of the area in the evenings when issues more likely to arise

There isn't enough places to serve the population in these areas as it is. There should be less barriers to business in these area.

There are already more than enough shops with licences to sell alcohol and evidence of alcohol related incidents and crimes in this area.

This is a residential area, and residents should be able to access alcohol in their local shops.

I am not familiar with this area so should not comment

I do not believe in the existence of the CIA. The problem is about people who do anti social behaviour not the vast majority of the people who live in the area who use the licensed premises. Some of the retailers are at fault but these do not include Tesco, Co-op, Sainsbury's..its the small shops selling high alcohol and illegal tobacco

Chesterton Road, Milton Road and Mitcham's Corner falls within the top 15 streets in Cambridge for Alcohol Related Crimes - as evidenced in the Cumulative Impact Assessment Draft Version Cambridge City Council report. This level of alcohol related crime is unacceptably high. It is therefore essential that the area remains in the CIA area in order to assist in reducing such crime.

### **Comments made regarding Petersfield area of Mill Road**

I am a resident and would find it very disturbing if the zone changed.

There are a lot of pubs and antisocial behaviour

I live in this area and use local shops and pubs to buy alcohol. I rarely see issues that appear to be alcohol related, but have done so a few times lately, when people who may be homeless and so live on the local streets appear affected by alcohol or other drug consumption and are shouting in an abusive way.

AND LICENSING COMMITTEE MUST RESPECT THIS! SEE ABOVE! This area DEFINITELY needs to be covered by the CIA but EXCEPTIONS MUST NOT BE MADE, as for the Co-op, less than a year after renewal, who employed extremely expensive long-winded lawyers to argue their case against representations made by large numbers of local residents, the ward councillors and the police. In no way did the licensing committee's decision in this case respect democracy and the wishes of local people!

There are already more than enough shops with licences to sell alcohol and evidence of alcohol related incidents and crimes in this area.

Don't mess with mill rd open that bridge .

this 'yes' answer is in fact a bit of a nonsense. I made representations and attended the licensing committee meeting when it considered the application for the co op at 44 Mill Road to sell alcohol. The representative for the applicants ran rings round the City legal and licensing officers. He in effect took over the discussion and told the committee members what they could do or not do. The City officers were supine and the Councillors badly informed about the Cumulative Impact Police or any of the problems associated with excessive drinking on Mill Road. When Councillor Robertson appealed the decision I attended the court in Colchester and it was depressing to see the City Council employ an expensive barristers to counter the appeal which was in effect trying to support the Councils own policy. It was a farce. Given the result of the Co op appeal even if the Council decides to implement this zone again it is in effect easily challenged and in my view not worth the paper it is printed on unless the Councillors on the licensing committee making the decisions are properly briefed and informed .

Alcohol related crime has risen significantly - see your own stats above. The claims that other measures should be used first are shameful given the lack of policing presence in the area. The CIA clearly should be renewed as Mill rd is the second most popular eating/shopping area in the city attracting high numbers. It's also got a high population of young children, who use the walking route through the Mill Rd cemetery to school and this needs to be kept free of drinkers and safe. Renewing the CIA would assist in this.

This is a residential area, and residents should be able to access alcohol in their local shops. I am a resident in Petersfield, and I would strongly oppose the restriction

of alcohol sales in my locality. I want to be able to buy some beer or a bottle of wine at my convenience!

I like to live and shop locally and think the availability of alcohol in our area contributes to the vibrancy of our locality. As a Data Scientist I am suspicious of attempts to correlate alcohol related crimes with the number of retailers selling alcohol without attempting to control for other factors (such as distance from the city centre - I think we can expect central locations to have more incidents because of the greater number of people moving through and socialising in the city centre). Not everyone wants to live in the sober wasteland of Newnham.

I see too much drinking in public and drunkenness with associated unpleasant, even threatening behaviour in the area.

I do not believe in the existence of the CIA. The problem is about people who do anti social behaviour not the vast majority of the people who live in the area who use the licensed premises. Some of the retailers are at fault but these do not include Tesco, Co-op, Sainsbury's..it's the small shops selling high alcohol and illegal tobacco. The new Co-op is not the reason for the increase in Mill Road it is the lack of law enforcement.

I believe that alcohol abuse has a detrimental effect on a place's quality of life, and that the Petersfield area of Cambridge suffers disproportionately compared with the rest of Cambridge. I was deeply shocked to see that the new Co-op on Mill Road was granted a licence in 2021, despite the numerous alcohol-related problems on Mill road and the surrounding area despite the number of premises that were already licenced. The shop has had severe alcohol related incidents and crimes, which has contributed to the decline of Mill Road's amenity value for local residents. This is borne out by consultation reports which show a 27.8% rise of alcohol-related incidents and crimes in the Petersfield area, the highest increase in the city. This is appalling and every effort should be made to reverse this increase.

I am a resident of Mill street which backs onto Co-op. Since Co-op had opened its premises street drinking and drug taking has increased dramatically in my area. The cafe across the street - 5 blends is now a hangout for a group of individuals which intimidate passers by. I have been harassed by males whilst walking past and as a result I do not go to co-op after dark. My son who attends Parkside has stopped walking to and from school alone as he is intimidated going past the corner. I have seen staff members at co-op be subject to abuse and one woman had a bike thrown at her in the store by an intoxicated male. I have lived on this street for 7 years and I no longer feel safe. I don't think banning the sale of alcohol from co-op is going to help as the majority of stores still sell alcohol down mill road. Removing the seating area outside 5 blends may stop the incidents as it will no longer be a hangout during

the day. What I think would help is increased police presence on mill road especially in the afternoons and evenings. Many of these people are clearly battling alcohol and drug addiction, along with some mental health issues. Is there not street workers who can support these individuals??

In addition to my comments above I would like to say as a resident of Petersfield that it has become one of the most affected areas in Cambridge. - The number of incidents of violence and intimidation by intoxicated people in the area has increase significantly. It sometimes feels unsafe to walk down the street even in daylight. Alcohol drinkers carry on in parks that prohibit drinking, yelling at passersby and littering on door steps, and in many cases urinating in public.

I cannot comment on the other areas of Cambridge but I do know that there has been a significant increase in incidents of antisocial behaviour, littering and aggressive begging at the Petersfield end of Mill Road. This is concentrated particularly outside the Sainsbury's local, the coop and the cemetery. Also the alleyway behind Mill Road, next to the mosque is often used as a toilet. There has been an increase in noticable drug dealing in and around the cemetery during the daytime. As I'm sure you are aware there are also several individuals regularly sleeping in doorways along Mill Road. Over the summer there were tents erected in the entrance to the cemetery and the doorway of the old building society building. Please note that there are very obvious unmet health and mental health needs amongst the Mill road beggars and street drinkers, which need to be urgently addressed. It is not in anyway supportive to allow these people to congregate in large numbers along Mill Road. It has got to the point where I do not feel it is safe for our teenage daughter to go round the corner from our house to Sainsbury's, on her own after dark. Two weeks ago my husband and daughter witnessed a very distressing incident outside Sainsbury's local. A man begging became completely out of control after being turned down for money. He was extremely upset, screaming, shouting and throwing things. The police quickly arrived and he was arrested. At the very least this individual needs urgent treatment for his teeth and mental health support. (He has talked to us a little bit about his situation). In summary, the current situation is not tolerable for residents. As well as reintroducing the Cumulative Impact Zone there needs to be well thought out programme of interventions such as has been used in Milton Keynes.

I live there and have suffered drunken and aggressive street people in and around Mill Road and large numbers of young people making their way noisily to the station after a night out in Cambridge, many of them having topped up their alcohol in shops on Mill Road. As I live in Tenison Road - now very much a family residential street, as it used not to be when I moved here in (1978) - I have found it particularly bad. There is still periodic noise from groups of drunken young people but the order has improved things a lot on both counts, especially concerning street people, and I

would be extremely sorry to see it go. I note the considerable rise in incidents after the Co-op licence was granted.

I live off Mill Road, close to Parker's Piece, and see daily quite how disorderly this stretching of Mill Road is. Unregulated parking on the pavement, begging, public drunkenness, cyclist and e-bike riders using the pavement with no attempt to stop that illegal activity, food delivery drivers who know nothing of the Highway code and care less.

Street drinking is a continuing problem causing anti social behaviour, crime and a poor environment

This is my neighbourhood and there are lots of issues with alcohol & street drinking here

A rise (relative to 2019/20) in alcohol crime of circa 30% in the Petersfield area of Mill Road has been recorded - as evidenced in the Cumulative Impact Assessment Draft Version Cambridge City Council report. This level of alcohol related crime is unacceptably high. It is therefore essential that the area remains in the CIA area in order to assist in reducing such crime.

I live in this area and think that there are far too many shops selling alcohol. I find beer cans and bottles tossed into my front garden every week, which I have to clear up. People even cycle along the road drinking from beer cans, which is dangerous for them and for everyone else.

We had a great deal of trouble some years ago. Also, there are too many licensed shops and the area is full of restaurants where drinks can be purchased. The CIA helped greatly to clear this up. For full details (many pages) see court case in Colchester last year and consult Councillor Richard Robertson who has been great on all this. We are at the sharp end and I cannot emphasize strongly enough that we need CIA continuation in our area.

There are far too many alcohol outlets in Mill Road. Several years ago we had many alcohol and drug related problems and the CIA helped us tremendously since we obtained it.

I live in Petersfield. The number of anti-social behaviour incidents I have witnessed - in the daytime as well as the evening - is high enough that I avoid the area as much as I can. The opening of the Coop on the corner of Covent Garden and Mill road changed my life. There are intoxicated men hanging around there quite a lot. Their language is abusive and their behaviour threatening. I am a severely sight impaired woman and I simply do not feel safe in this area.

### **Comments made regarding Romsey area of Mill Road**

There are a lot of pubs and antisocial behaviour

As above re Mill Road - as I often walk home a former Ukrainian girl (<18) who we hosted, who now lives in Romsey rather than Petersfield - I live in this area and use local shops and pubs to buy alcohol. I rarely see issues that appear to be alcohol related, but have done so a few times lately, when people who may be homeless and so live on the local streets appear affected by alcohol or other drug consumption and are shouting in an abusive way.

There are already more than enough shops with licences to sell alcohol and evidence of alcohol related incidents and crimes in this area.

Difficult to judge but on balance it makes sense to include the whole of Mill rd

This is a residential area, and residents should be able to access alcohol in their local shops.

I like to live and shop locally and think the availability of alcohol in our area contributes to the vibrancy of our locality. As a Data Scientist I am suspicious of attempts to correlate alcohol related crimes with the number of retailers selling alcohol without attempting to control for other factors (such as distance from the city centre - I think we can expect central locations to have more incidents because of the greater number of people moving through and socialising in the city centre). Not everyone wants to live in the sober wasteland of Newnham.

I see too much drinking in public and drunkenness with associated unpleasant, even threatening behaviour in the area.

I do not believe in the existence of the CIA. The problem is about people who do anti social behaviour not the vast majority of the people who live in the area who use the licensed premises. Some of the retailers are at fault but these do not include Tesco, Co-op, Sainsbury's..its the small shops selling high alcohol and illegal tobacco

I believe that alcohol abuse has a detrimental effect on a place's quality of life, and that the Petersfield area of Cambridge suffers disproportionately compared with the rest of Cambridge. I was deeply shocked to see that the new Co-op on Mill Road was granted a licence in 2021, despite the numerous alcohol-related problems on Mill road and the surrounding area despite the number of premises that were already licenced. The shop has had severe alcohol related incidents and crimes, which has contributed to the decline of Mill Road's amenity value for local residents. This is

borne out by consultation reports which show a 27.8% rise of alcohol-related incidents and crimes in the Petersfield area, the highest increase in the city. This is appalling and every effort should be made to reverse this increase.

I am less familiar with behaviour in this area but, especially at night, but, given its proximity to the station and number of reasons for street people to come to the area, would rather that Mill Road as a whole was included.

I live off Mill Road, close to Parker's Piece, and see daily quite how disorderly this stretching of Mill Road is. Unregulated parking on the pavement, begging, public drunkenness, cyclist and e-bike riders using the pavement with no attempt to stop that illegal activity, food delivery drivers who know nothing of the Highway code and care less.

As above, though to a lesser extent - Street drinking is a continuing problem causing anti social behaviour, crime and a poor environment

A rise (relative to 2019/20) in alcohol crime of circa 30% in the Petersfield area of Mill Road has been recorded - as evidenced in the Cumulative Impact Assessment Draft Version Cambridge City Council report. This level of alcohol related crime is unacceptably high. It is therefore essential that the area remains in the CIA area in order to assist in reducing such crime.

What happens here is often germane to what follows on our side. Alcohol and drugs are a curse on our society so why create soft spots for them.

### **Comments made regarding Hills Road**

Little experience of the area in the evenings when issues more likely to arise

There are already more than enough shops with licences to sell alcohol and evidence of alcohol related incidents and crimes in this area.

This is a residential area, and residents should be able to access alcohol in their local shops.

I am not familiar with this area so should not comment.

I do not believe in the existence of the CIA. The problem is about people who do anti social behaviour not the vast majority of the people who live in the area who use the licensed premises. Some of the retailers are at fault but these do not include Tesco, Co-op, Sainsbury's..its the small shops selling high alcohol and illegal tobacco



Hills Road falls within the top 15 streets in Cambridge for Alcohol Related Crimes - as evidenced in the Cumulative Impact Assessment Draft Version Cambridge City Council report. This level of alcohol related crime is unacceptably high. It is therefore essential that the area remains in the CIA area in order to assist in reducing such crime.

Up to station road could impact our area. Glisson Road will comment on this.

There are many alcohol outlets in Hills Road up to Purbeck Road not far from schools, a Sixth Form College and the Glisson Residential Area.

I live on Glisson Road and walk from there to the station down Hills Road and virtually every day down Glisson Road down Hills Road into the centre. The anti-social behaviour I encounter is usually around the Tesco on the corner of Glisson Road and Hills Road. It seems to me that the number of drunk men hanging around there has increased markedly during the last few years. It isn't an easy corner for me to avoid but I can't say that I feel safe there. Quite the reverse.

#### **Other comments made in regards the Assessment**

It's good that the council is looking into this, though I would not want draconian measures introduced that interfere with the otherwise good atmosphere in the parts of the city I've commented above.

Cambridge is an international city and should have amenities to match. There are already laws to shutdown unruly and problematic establishments so why should the majority suffer because of the behaviour of a few.

PLEASE continue to issue CIAs AND respect them! LISTEN to residents and the police!

There are already more than enough shops with licences to sell alcohol and evidence of alcohol related incidents and crimes in these areas.

Regulation assists authorities in keeping citizens safe, especially vulnerable ones. Communities need help and the CIA is a useful tool to use.

I really resent whatever busybodies are trying to restrict alcohol sales in the Mill Rd Co-op. I live here, and want to be able to live a normal life and access amenities, groceries and beer/wine conveniently - I chose to live in a city centre for the buzz, business and culture.

I imagine I would have the same opinion concerning the areas I don't know as I do for the ones I do know. I feel alcohol is too accessible for the good of a lot of people.

I do not believe in the existence of the CIA. The problem is about people who do anti social behaviour not the vast majority of the people who live in the area who use the licensed premises. Some of the retailers are at fault but these do not include Tesco, Co-op, Sainsbury's..its the small shops selling high alcohol and illegal tobacco

I have responded yes to all locations. The reason for responding yes is that unless there is a consistency of approach to all areas , then the problem will move around to the areas of least resistance. I live close to Mill Road Railway Bridge and regularly walk up and down Mill Road. It is an uncomfortable experience to step across the drunks sleeping outside the Sainsbury Local , to put up with the abuse from their begging . I do not feel safe at night. Any increase in shops selling alcohol will exacerbate this situation

Not renewing the CIA is unthinkable but even if it remains in effect, it needs to be strictly enforced-which is not the case at the moment (as we see everyday on Petersfield Park.

This current situation feels quite out of control. It cannot just be ignored in the hope that it will go away. It won't!

Once there are a number of outlets selling alcohol, I don't see what difference one or more doing it would really make. The real problem with Mill Road is the persistent begging (some of which can become quite aggressive) and the drug dealing which goes on [REDACTED].

They are a very good idea!

The CIA is necessary, but it is only effective if it is enforced. The policy of policing Mill Road with glorified traffic wardens who refuse to stop people cycling on the pavement, drinking, dealing drugs, or threatening others is a disaster. The policy of treating police concerns about alcohol with derision, as evidenced in 2021, not only makes the situation on Mill Road worse, it damages relations between the police and the City Council. The policy of making Councillor Robertson pay costs to Reward the overpaid lawyers retained by the Coop is utterly despicable, and the City Council owes him an apology and payment of his costs.

You need to find a way to tackle homelessness and drug abuse in Mill Road as well as alcohol.

There are more than enough outlets selling alcohol in Cambridge. There needs to be a clear policy in place to control unnecessary further expansion of alcohol sales, no more "just one more" applications

Where I have indicated don't know it is because I do not know the area well enough. Overall I believe CIA's are a good thing.

We need it. Full stop.

I am disappointed that, even with a CIA, there are so many licensed premises on Hills Road a Mill Road. The alcohol related crime incidents and anti-social behaviour incidents create a stressful environment for a woman to go about her daily business. I cannot help but feel that the City Council has not considered with due seriousness how the very large number of licensed premises affects daily living, especially for women, in this area. Our freedom of movement is curtailed and our stress levels are high in what ought to be a safe environment. Being both disabled and female, I feel particularly vulnerable.

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Please reply to: Superintendent Adam Gallop  
Southern Area Commander  
Telephone 101  
E-mail:



13 October 2023

Commercial & Licensing Team  
Environmental and Public Health  
PO Box 700  
Cambridge  
CB1 0JH

Dear Sir or Madam

RE: **Licensing Policy Consultation Response**

I write in my capacity as Area Commander of Cambridge Police.

I have read the Cambridge City Cumulative Impact Policy Review 2023 Policy prepared by our Licensing Department. I am pleased that this makes suitable consideration around the key objectives of Prevention and Detection of Crime and Disorder, Public Safety, Prevention of Public Nuisance and Preventing Children from Harm.

It is my view that the Cumulative Impact Policy is both necessary and proportionate to prevent crime, disorder and nuisance, promote public safety and prevent children from harm. Unfortunately, violent crime and alcohol related anti-social behaviour remains a significant issue for both the Police and Local Partners to address. We continue to spend considerable time, effort and resource tackling this. The Special Policy on Concentration of Premises is seen as a vital tool in preventing further escalation of crime and disorder levels.

I have taken note of the recommendations in relation to parts of Market Ward being identified as a hot spot area for alcohol related crime and incidents. Data provided has shown over the last 3 years that this area continues to be a hotspot. This is particularly evident between the hours of 2100-0500 at weekends. This ties in with local demand in relation to night time economy which affects not only us but other emergency services and businesses in the area. It also has an effect on those living in the vicinity and those out enjoying all Cambridge has to offer. The recommendations submitted are supported in relation to this area.

My conclusion is that the data and my experience of policing the City in recent years does not present a meaningful reason for change. In particular in relation to Market Ward which I believe most certainly should form part of the City Councils Statement of Licencing Policy. It is of course for the City Council to decide whether they wish to retain Market Ward and the other Cumulative Impact Areas in their Licensing Policy.

Yours sincerely



Superintendent Adam Gallop  
Area Commander South

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Public Health Directorate  
New Shire Hall  
Emery Crescent  
Enterprise Campus  
Alconbury Weald  
Huntingdon  
PE28 4YE

10<sup>th</sup> November 2023

Dear Luke,

Thank you for the opportunity to review the current Cambridge City Licensing Cumulative Impact Policy.

As you will be aware, since April 2013, Directors of Public Health (DPH) have been included as Responsible Authorities under the Licensing Act 2003. Although the protection of public health is not a discrete licensing objective, it can be pertinent to each of the licensing objectives. The role of the DPH is to help promote the health and wellbeing of the local populations they serve. Promotion of the licensing objectives, which collectively seek to protect the quality of life for those who live and work in the vicinity of licensed premises and those who socialise in licensed premises is an important contribution to this.

**The impact of alcohol on health and wellbeing of Cambridge residents:**

The impact of alcohol on health and wellbeing of Cambridge residents: Public Health England's review of the impact of alcohol and the effectiveness of alcohol control policies (1) states that alcohol is now the leading risk factor for ill health, premature death and disability in people aged between 15 and 49, the fifth leading risk factor for ill-health across all age groups. Alcohol is known to be a contributory factor in over 200 health conditions and has a number of social negative impacts, including loss of earnings or unemployment, family or relationship problems and problems with the law. Many of these harms affect both the drinker and those around them, including families, friends, and strangers.

These harmful effects place a considerable economic burden on the government and health, criminal justice and social care systems and budgets, individuals affected and their families; the Cabinet Office estimate placed the economic costs of alcohol in England at around £21 billion in 2012. Whilst there are no up to date cost figures, the lack of a National Strategy on Alcohol and signs of increased drinking during the global pandemic would indicate the burden is still considerable.

There are inequalities associated with alcohol-related harm, with children, women and people with lower socioeconomic status all experiencing higher levels of alcohol related harm.

- (1) Public Health England, 2016. The Public Health Burden of Alcohol and the Effectiveness and Cost- Effectiveness of Alcohol Control Policies – an evidence review.
- (2) National Institute for Health and Care Excellence, 2010. Public Health Guideline (PH24) – Alcohol-use disorders: prevention & National Institute for Health and Care Excellence, 2014. Evidence update 54 – a summary of selected new evidence relevant to NICE public health guidance 24
- (3) Alcohol outlet density and alcohol related hospital admissions in England: a national small-area level ecological study
- (4) Public Health England, 2018. Local Authority Health Profile – Cambridge.

### **The link between alcohol outlet density and alcohol-related harms:**

Cambridge is a world-renowned city and a centre for tourism, commerce, and study, with a global reach. Over recent years the hospitality and entertainment industry has continued to thrive and whilst this brings jobs and opportunities it also brings its own challenges and has impacts on the local community. There are a total of 659 licensed premises in Cambridge of which over half 357 fall in the small area of the CIZ zones. A considerable body of research examines the relationship between alcohol outlet density (AOD) and alcohol-related harms.

The relationship between Alcohol Outlet Density (AOD) and alcohol-related harms has been well researched. There is strong evidence for a relationship between AOD and problems associated with social disorder. Historically the studies focussing on the relationship between AOD and alcohol; related harm have been international. There is good evidence now from an English study which found “higher densities of on-trade outlets (pubs, bars and nightclubs; restaurants licensed to sell alcohol; other on-trade outlets) and convenience stores were associated with higher admission rate ratios for acute and chronic wholly attributable conditions”.

In addition, the National Institute for Health, and Care Excellence (NICE) public health guideline on the prevention of alcohol-use disorders (2), concludes that reducing the number of outlets selling it in a given area and the days and hours when it can be sold, is an effective way of reducing alcohol-related harm. The guidelines recommend that a cumulative impact policy should be used where an area is saturated with licensed premises and the evidence suggests that additional premises may affect the Licensing Objectives (2).

### **The need to for CIP areas in Cambridge**

**Public health is in support of the continued CIP and zones in Cambridge in line with the following objectives:**

#### **(i) Protection of crime and disorder.**

There is a high density of premises selling alcohol in Cambridge and the majority of them concentrated in the CIZ Zones. There is strong evidence for a relationship between AOD and problems associated with social disorder (1) which affects the health and wellbeing of a local population.

#### **(ii) Public safety:**

Alcohol-related hospital admissions are a very significant issue in Cambridge with many of the associated public health indicators being worse in Cambridge than the England average. This demonstrates that alcohol is affecting the health of Cambridge residents. Table 1 below illustrates that out of the 14 wards in Cambridge, 8 of them have hospital admissions for alcohol attributable conditions higher than the England average. As a City as well overall Cambridge has higher rates of admissions than England.

- (1) Public Health England, 2016. The Public Health Burden of Alcohol and the Effectiveness and Cost- Effectiveness of Alcohol Control Policies – an evidence review.
- (2) National Institute for Health and Care Excellence, 2010. Public Health Guideline (PH24) – Alcohol-use disorders: prevention & National Institute for Health and Care Excellence, 2014. Evidence update 54 – a summary of selected new evidence relevant to NICE public health guidance 24
- (3) Alcohol outlet density and alcohol related hospital admissions in England: a national small-area level ecological study
- (4) Public Health England, 2018. Local Authority Health Profile – Cambridge.



**TABLE 1. Hospital admissions for alcohol attributable conditions (Broad definition), 2016-17 to 2020-21**

Area	Ratio	Lower CI	Upper CI
Abbey	173.1	162.6	184
King's Hedges	164.9	154.8	175.6
East Chesterton	148.5	139.1	158.3
Coleridge	140.6	131.3	150.4
Romsey	125.3	115.6	135.5
Cherry Hinton	123.2	114.7	132.2
Arbury	122.5	114.1	131.3
Petersfield	115.5	107.1	124.3
West Chesterton	106.6	99.2	114.5
Trumpington	97.7	89.4	106.7
Market	91.1	82.7	100.2
Queen Edith's	79.8	73.2	86.9
Castle	63.7	53	75.9
Newnham	53.7	47.8	60.2
Cambridge	117.8	115.4	120.2
England	100	99.9	100.1

	Statistically significantly lower than England average
	Statistically similar to the England average
	Statistically significantly higher than England average

Source: *fingertips.phe.org.uk*

**Note:** An indirectly age standardised ratio is used for this indicator. This is based on a comparison of observed to expected numbers of events or cases, achieved by applying age-specific rates from a 'standard population' to the population of interest. A ratio greater than 100.0 indicates that more admissions have occurred than would have been expected, whereas a rate lower than 100.0 indicates that less admissions have occurred than expected.

I have also reviewed the data available on the types of alcohol related conditions residents of Cambridge are admitted to hospital for, see table 2 below.

**TABLE 2**

Alcohol-related indicators for Cambridge, RAG-rated against England			
Indicator	Period	Rate per 100,000	
		Cambridge	England
Admission episodes for mental and behavioural disorders due to use of alcohol (broad) (Persons)	2021/22	454	404
Admission episodes for mental and behavioural disorders due to use of alcohol (broad) (Male)	2021/22	694	587
Admission episodes for alcoholic liver disease (broad) (Male)	2021/22	281.1	213.1
Admission episodes for mental and behavioural disorders due to use of alcohol (narrow) (Persons)	2021/22	86.9	67.2
Admission episodes for mental and behavioural disorders due to use of alcohol (narrow) (Male)	2021/22	152.9	96
Admission episodes for alcohol-related conditions (narrow) - Over 65s (Persons)	2021/22	961	810
Admission episodes for alcohol-related conditions (narrow) - Over 65s (Male)	2021/22	1,667	1,275
Source: Fingertips (Calculated by OHID, based on NHS Digital Hospital Episode Statistics (HES) data and Population estimates from Office for National Statistics (ONS))			
<b>Significantly worse than England</b>			

The table highlights a total of 7 separate alcohol related indicators where residents of Cambridge have admissions significantly worse than England. Admissions for alcoholic liver disease indicate long exposure to alcohol with a cumulative impact over time. We are also seeing high rates of admissions for the over 65's and in particular males. Higher rates of drinking among this age group is likely to impact on other health conditions and increase the risk of falls and injury impacting on independent living. This is also clearly a link between excessive alcohol use and mental health leading to associated admissions and behaviours.

- (1) Public Health England, 2016. The Public Health Burden of Alcohol and the Effectiveness and Cost- Effectiveness of Alcohol Control Policies – an evidence review.
- (2) National Institute for Health and Care Excellence, 2010. Public Health Guideline (PH24) – Alcohol-use disorders: prevention & National Institute for Health and Care Excellence, 2014. Evidence update 54 – a summary of selected new evidence relevant to NICE public health guidance 24
- (3) Alcohol outlet density and alcohol related hospital admissions in England: a national small-area level ecological study
- (4) Public Health England, 2018. Local Authority Health Profile – Cambridge.

As well as the health impacts of alcohol use in Cambridge I am also aware alcohol related violence and incidents in Cambridge. Table 3 below highlights this at a ward level. Market Ward where which has the highest concentration of pubs and clubs, has the highest number of incidents illustrating the link between the number of premises and incidents and crimes.

TABLE 3

Wards in order of no. of licenced premises	Licensed Premises	Alcohol related Incs. & crimes
Market	254	665
Petersfield	79	146
Newnham	50	32
West Chesterton	49	118
Coleridge	42	83
Abbey	35	138
Romsey	33	82
Castle	21	52
Trumpington	18	166
Cherry Hinton	18	51
Arbury	16	115
East Chesterton	16	108
King's Hedges	15	129
Queen Edith's	13	68

***(iii) The protection of children from harm:***

Children and young people are more vulnerable to alcohol related harm. Families may be affected by alcohol in a variety of ways including violence, financial problems, absenteeism from school and disrupted relationships, and there is a strong relationship between alcohol misuse and child maltreatment (1). A number of studies have identified that higher levels of AOD are associated with greater alcohol related consumption and alcohol-related harm, including those that affect children, such as violence.

The National Institute for Health and Care Excellence (NICE) public health guideline on the prevention of alcohol-use disorders(2), concludes that reducing the number of outlets selling it in a given area and the days and hours when it can be sold, is an effective way of reducing alcohol-related harm. The guidelines recommend that a cumulative impact policy should be used where an area is saturated with licensed premises and the evidence suggests that additional premises may affect the licensing objectives. Cambridge is already saturated with premises.

- (1) Public Health England, 2016. The Public Health Burden of Alcohol and the Effectiveness and Cost- Effectiveness of Alcohol Control Policies – an evidence review.
- (2) National Institute for Health and Care Excellence, 2010. Public Health Guideline (PH24) – Alcohol-use disorders: prevention & National Institute for Health and Care Excellence, 2014. Evidence update 54 – a summary of selected new evidence relevant to NICE public health guidance 24
- (3) Alcohol outlet density and alcohol related hospital admissions in England: a national small-area level ecological study
- (4) Public Health England, 2018. Local Authority Health Profile – Cambridge.

Given the health impacts across all of Cambridge, with alcohol related admissions being statistically significantly worse than the England average, and the fact that the majority of premises are concentrated in the current CIZ zones. As Director of Public Health, I would like to support the continuation of the current CIZ arrangements in place.

**Summary:**

Alcohol can have significant negative health, social and economic impacts on communities, many of which are heightened in areas of high alcohol outlet density, such as Cambridge. In addition, there are health inequalities associated with alcohol-related harm, with Cambridge receiving statistically higher hospital admission across all measures than the English average. Area experiencing greater levels of harms. In line with the licensing objectives outline above, I therefore support the continuation of the Cumulative Impact Policy in Cambridge and the zones as currently in place.

Your Sincerely,

A black rectangular redaction box covering the signature of the Director of Public Health.

Jyoti Atri (Director of Public Health)

- (1) Public Health England, 2016. The Public Health Burden of Alcohol and the Effectiveness and Cost- Effectiveness of Alcohol Control Policies – an evidence review.
- (2) National Institute for Health and Care Excellence, 2010. Public Health Guideline (PH24) – Alcohol-use disorders: prevention & National Institute for Health and Care Excellence, 2014. Evidence update 54 – a summary of selected new evidence relevant to NICE public health guidance 24
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## Cambridge City Council Equality Impact Assessment (EqIA)

This tool helps the Council ensure that we fulfil legal obligations of the [Public Sector Equality Duty](#) to have due regard to the need to –

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Guidance on how to complete this tool can be found on the Cambridge City Council intranet. For specific questions on the tool email Helen Crowther Equality and Anti-Poverty Officer at [equalities@cambridge.gov.uk](mailto:equalities@cambridge.gov.uk) or phone 01223 457046.

Once you have drafted the EqIA please send this to [equalities@cambridge.gov.uk](mailto:equalities@cambridge.gov.uk) for checking. For advice on consulting on equality impacts, please contact Graham Saint, Strategy Officer, ([graham.saint@cambridge.gov.uk](mailto:graham.saint@cambridge.gov.uk) or 01223 457044).

<b>1. Title of strategy, policy, plan, project, contract or major change to your service</b>
Cumulative Impact Assessment
<b>2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)</b>
<a href="#">Licensing overview - Cambridge City Council</a>

**3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?**

To enable the council to exercise its functions under Section 5a of the Licensing Act 2003.

If the Council chooses to publish a cumulative impact assessment it must be produced, adopted and published.. The assessment must be reviewed every 3 years. This is the first review of the assessment and only minor changes have been made

**4. Responsible service**

**Environmental Services**

**5. Who will be affected by this strategy, policy, plan, project, contract or major change to your service?**

**(Please tick all that apply)**

- Residents
- Visitors
- Staff

Please state any specific client group or groups (e.g. City Council tenants, tourists, people who work in the city but do not live here):

[Click here to enter text.](#)

**6. What type of strategy, policy, plan, project, contract or major change to your service is this?**

- New
- Major change
- Minor change

**7. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service? (Please tick)**

- Yes
- No

Responsible authorities play a part in delivering the assessment, these include the Police and Public Health.

The proposed publishing of the Assessment has been sent to responsible authorities, those directly affected by the assessment and has been open to a public consultation. All responses received have been considered when producing the assessment.

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<b>8. Has the report on your strategy, policy, plan, project, contract or major change to your service gone to Committee? If so, which one?</b>
Is going to Licensing Committee on 29 <sup>th</sup> January 2024 and then Full Council in February 2024

<b>9. What research methods/ evidence have you used in order to identify equality impacts of your strategy, policy, plan, project, contract or major change to your service?</b>
The assessment has been subject to a 12 week public consultation. The assessment recognises the Equality Act 2010 which places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; to advance equality of opportunity; and to foster good relations, between persons with different protected characteristics.

<b>10. Potential impacts</b>
For each category below, please explain if the strategy, policy, plan, project, contract or major change to your service could have a positive/ negative impact or no impact. Where an impact has been identified, please explain what it is. Consider impacts on service users, visitors and staff members separately.

**(a) Age - Please also consider any safeguarding issues for children and adults at risk**

One of the licensing objectives is the protection of children from harm. The assessment helps support this objective. The Child Protection Services of Cambridgeshire County Council is a responsible authority and is recognised as being competent to advise on matters relating to the protection of children from harm.

They were consulted as a responsible authority and no response was received.

The safeguarding for children and vulnerable adults policy of Cambridge City Council will also be considered when determining licensing applications.

**(b) Disability**

We do not believe that the assessment will impact negatively on this target group. The assessment has been open to a public consultation and no responses have been received in regards to the assessment impacting on those with a disability.

The Licensing Authority will have regard to equality and will expect an applicant to meet their statutory obligations in this area and not unlawfully discriminate or refuse service on grounds of disability.



**(c) Gender reassignment**

We do not believe that the assessment will have an impact on this target group. The assessment has been open to a public consultation and no responses have been received in regards to the assessment impacting on gender.

The Licensing Authority will have regard to equality and will expect an applicant to meet their statutory obligations in this area and not unlawfully discriminate or refuse service on grounds of gender.

**(d) Marriage and civil partnership**

We do not believe that the assessment will impact negatively on this target group. The assessment has been open to a public consultation and no responses have been received in regards to the assessment impacting on marriage or civil partnership.

**(e) Pregnancy and maternity**

We do not believe that the assessment will impact negatively on this target group. The assessment has been open to a public consultation and no responses have been received in regards to the assessment impacting on pregnancy or maternity.

**(f) Race – Note that the protected characteristic ‘race’ refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.**

We do not believe that the assessment will impact negatively on this target group. The assessment has been open to a public consultation and no responses have been received in regards to the assessment impacting on race.

The Licensing Authority will have regard to equality and will expect an applicant to meet their statutory obligations in this area and not unlawfully discriminate or refuse service on grounds of race

**(g) Religion or belief**

We do not believe that the assessment will impact negatively on this target group. The assessment has been open to a public consultation and no responses have been received in regards to the assessment impacting on religion.

The Licensing Authority will have regard to equality and will expect an applicant to meet their statutory obligations in this area and not unlawfully discriminate or refuse service on grounds of religion.

**(h) Sex**

We do not believe that the assessment will impact negatively on this target group. The assessment has been open to a public consultation and no responses have been received in regards to the assessment impacting on gender.

The Licensing Authority will have regard to equality and will expect an applicant to meet their statutory obligations in this area and not unlawfully discriminate or refuse service on grounds of gender.

**(i) Sexual orientation**

We do not believe that the assessment will impact negatively on this target group. The assessment has been open to a public consultation and no responses have been received in regards to the assessment impacting on sexual orientation.

The Licensing Authority will have regard to equality and will expect an applicant to meet their statutory obligations in this area and not unlawfully discriminate or refuse service on grounds of sexual orientation.

**(j) Other factors that may lead to inequality – in particular, please consider the impact of any changes on:**

- **Low-income groups or those experiencing the impacts of poverty**
- **Groups who have more than one protected characteristic that taken together create overlapping and interdependent systems of discrimination or disadvantage. (Here you are being asked to consider intersectionality, and for more information see: [https://media.ed.ac.uk/media/1\\_l59kt25q](https://media.ed.ac.uk/media/1_l59kt25q)).**

The assessment will have no impact on any other factors that may lead to inequality.

**11. Action plan – New equality impacts will be identified in different stages throughout the planning and implementation stages of changes to your strategy, policy, plan, project, contract or major change to your service. How will you monitor these going forward? Also, how will you ensure that any potential negative impacts of the changes will be mitigated? (Please include dates where possible for when you will update this EqlA accordingly.)**

The assessment will be kept under review and will remain in existence for a period of up to 3 years. It will be subject to review and further consultation before February 2027 or as required by changes in law or other policies.

**12. Do you have any additional comments?**

None

**13. Sign off**

Name and job title of lead officer for this equality impact assessment: Luke Catchpole, Environmental Health and Licensing Support Team Leader

Names and job titles of other assessment team members and people consulted: N/A

Date of EqlA sign off: 5<sup>th</sup> January 2024

Date of next review of the equalities impact assessment: February 2027

Date to be published on Cambridge City Council website: January 2024

**All EqlAs need to be sent to the Equality and Anti-Poverty Officer at [equalities@cambridge.gov.uk](mailto:equalities@cambridge.gov.uk)**