Economic Note	Number: HO EN 1048
Title of regulatory proposal	Offence of assaulting a retail worker
Lead Department/Agency	Home Office
Expected date of implementation	Autumn 2026
Origin	Domestic
Date	24 March 2026
Lead Departmental Contact	CrimeandPolicingBillTeam@homeoffice.gov.uk
Departmental Assessment	GREEN

Rationale for intervention, objectives and intended effects

Retail crime, including assaulting retail workers, continues to rise and needs government intervention. By making it a separate offence, incidents of assault against retail workers can be measured which will allow the police to allocate resources accordingly. It will send a signal to offenders including as to the consequences of committing this crime. It protects retail workers and will demonstrate to them that the government takes this issue seriously.

Policy options (including alternatives to regulation)

Option 0: 'Do nothing' - keep only the existing common assault offence, which does not distinguish retail workers from the general public

Option 1: Introduce new legislation that allows assaulting a retail worker to be a separate offence. **This is the government's preferred option.**

Costs and benefit summary

Increased costs are only expected through the additional consequence of Criminal Behaviour Order (CBOs) for offenders and their possible breaches. The negative NPSV is primarily driven by prison place costs and the absence of monetised benefits for this measure.

Analysis suggests this measure would break even if the new offence deterred between 10 and 84 retail assaults a year.

Risks

Risk that other professions may request similar bespoke offences, as well as possible confusion on to whom this measure specifically applies, which may increase familiarisation costs.

Total Cost (£m PV)	Transition Cost (£m Constant)	Cost to Business (£m PV)	
4.81	**0.00**	**0.00**	
Total Benefit (£m PV)	**NPSV (£m PV)**	**BNPV (£m PV)**	**EANDCB (£m PV)**
0.00	-4.81	0.00	0.00
Price Base Year	**PV Base Year**	**Appraisal period (Years)**	**Transition period (Years)**
2026-27	**2026-27**	**2026/27-2035/36**	**2026/27**

Departmental sign-off (*SCS*):	Katharine Wilson	Date: 27/01/26
Chief Economist sign-off:	Tim Laken	Date: 24/03/26
Better Regulation Unit sign-off:	Emma Kirk	Date: 29/04/26

Evidence Base

A. Policy objectives and intended effects

1. Retail crime, in general, has increased in recent years, based on available data. Police recorded crime (PRC) data[1] shows that there were 529,994 shoplifting offences in the year ending (YE) June 2025 - a 13 per cent increase on the previous year. Charges for shop theft also rose sharply, increasing by 25 per cent (up to 107,090 charges[2]). PRC data further indicates that there were 18,534 offences of robbery of business property in YE June 2025, representing a 55 per cent rise compared with the previous year. Robbery of business property may be more indicative of violence against retail workers, as this involves the use of force within a retail or business setting.

2. A new standalone retail worker assault offence will enable better data collection and provide a clearer evidence base for understanding the issue. This will allow the issue to be measured and enable the police to allocate sufficient resourcing to deal with it. The data collected will also inform next steps from a policy perspective about what more could potentially be done to support the retail sector. The aim is also to show offenders that violence and abuse of a retail worker will not be tolerated and will be punished.

3. It will also give retail workers assurance that they are being listened too and supported. This will in turn potentially lead to more reporting of the crime.

B. Policy options considered, including alternatives to regulation

Option 0 – 'Do-nothing'

4. This would go against a clear government manifesto commitment[3] to create a new specific offence for assault on retail workers. The retail sector has lobbied for over 20 years to have this offence, so to do nothing and rely on the current offence of common assault – which means it is not possible to distinguish between a retail worker and any other person – is likely to be viewed negatively by the sector. Given the vocality of the sector, it will likely impinge on the government's aim to restore public confidence in policing and make people feel safe when out and about.

Option 1 - Introduce new legislation that allows assaulting a retail worker to be a separate offence

5. This will generally align with the existing common assault offence in terms of penalties (maximum prison sentence of six months and/or unlimited fine) but carry an additional ancillary penalty of a CBO on conviction. Although the breaching of a CBO is a criminal offence and can lead to a custodial sentence, the court can also extend or intensify conditions associated with a CBO, which is expected to have greater impact on repeat and prolific offenders. **This is the government's preferred option.**

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1 Crime in England and Wales: Appendix tables - Office for National Statistics https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixtables

2 Crime outcomes year to June 2025: data tables - GOV.UK: https://www.gov.uk/government/statistics/crime-outcomes-year-to-june-2025-data-tables

3 Take back our streets – The Labour Party: https://labour.org.uk/change/take-back-our-streets/#antisocial-behaviour

Non-regulatory options

6. The government could run a communication campaign to draw attention to the issue, but this would have limited impact on changing behaviour. The government has previously given funding to ShopKind, a campaign co-ordinated by the Association of Convenience Stores, however the government no longer provides funding to this campaign. The ShopKind campaign's aim is to encourage positive behaviours in shops, acknowledge the important role of shopworkers and raise awareness about the scale and impact of violence and abuse against shopworkers. The campaign is a positive initiative but due to an absence of data on the impact of this campaign, we cannot determine whether it has led to an improvement in the behaviour towards retail workers although we see that retail crime has been increasing in recent years, which is why further action is being taken with this new offence.

C. Past evaluations and rationale for government intervention

7. Retail crime continues to rise. PRC data indicates that there were 18,534 offences of robbery of business property in YE June 2025[4], representing a 55 per cent rise compared with the previous year. This offence category may be indicative of an increased perceived risk of violence for retail workers, as robbery of business property involves the use of force within a retail or business setting.

8. The government previously introduced a Statutory Aggravating Factor for assault against public-facing worker; however, its impact is difficult to measure and evidence from the retail sector suggests that violence and abuse remain persistent and continues to grow despite this measure. The introduction of the new offence of assaulting a retail worker will allow data on the incidents of assault against retail workers to be collected unlike the Statutory Aggravating Factor.

9. In Scotland, a bespoke offence for assault against retail workers[5] has been introduced and is being used regularly. While it is still too early to determine its overall effectiveness, it has been positively received by the retail sector and by Police Scotland.

D. Appraisal

General assumptions and data

10. The following assumptions apply to the measure within this note:

- The appraisal period for measuring impacts of the proposed legislation is between 10 years, 2026/27 to 2035/36.
- Annual costs and break-even analysis are in 2026/27 prices using the HM Treasury GDP Deflators.
- The present value base year is 2026.
- A 3.5 per cent annual social discount rate is implemented in line with the HM Treasury Green Book (2026)[6].

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4 Crime in England and Wales: Appendix tables - Office for National Statistics: https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixtables

5 Protection of Workers (Retail and Age-restricted Goods and Services) (Scotland) Act 2021: https://www.legislation.gov.uk/asp/2021/6

6 The Green Book (2026): https://assets.publishing.service.gov.uk/media/698dbcd17da91680ad7f4308/The_Green_Book_2026.pdf

- All costs and benefits are relative to the baseline presented in Option 1: 'Do nothing'
- No optimism bias has been applied to the Criminal Justice System (CJS) costs as they are based on historical costs and provided by Ministry of Justice (MoJ).
- Estimates for how volumes of proceedings will change because of this measure is based on the CJS statistics quarterly (June 2025)[7] including the Outcomes by Offence[8] and Magistrates Court data tool[9].
- The annual cost for the year 2026/27 is adjusted to account for the fact that the implementation date is Autumn 2026. It is assumed that the date of implementation for this measure is October 2026, which is six months into the year 2026/27 and so the monetised cost for this year is 50 per cent of the total annual cost.

Costs and Benefits

11. The impact of this new offence is limited, as common assault against retail workers is already captured under existing assault legislation. These cases would have been prosecuted, processed, and determined in the same way without the new offence. Any additional costs are expected to arise only from the use of CBOs and subsequent breaches.

12. There is no definitive evidence to suggest that introducing this new offence will either increase or decrease the number of assaults on retail workers. For example, it is possible that reported offences may initially rise as more retailers come forward, followed by a longer-term decrease as the deterrent effect of the specific offence becomes established. Given this uncertainty, no changes in reporting behaviour have been modelled within this analysis; instead, these potential impacts are explored within the unmonetised costs and benefits.

Number of relevant cases

13. To estimate the number of offences that would fall under the new offence, it is first necessary to determine the proportion of existing common assault incidents in which the victim is a retail worker. To inform this, data from the Crime Survey for England and Wales (CSEW) were analysed and these findings were cross-checked against PRC data.

14. The CSEW was used to produce low, central, and high estimates, drawing on a combined three-year dataset covering interviews conducted between April 2022 and March 2025. Standard CSEW definitions of violent crime were applied[10], while retail workers were isolated using the relevant Standard Occupational Classification (SOC) codes[11]. Incidents occurring in the workplace were defined as those in which respondents reported the location as their place of work or areas surrounding the workplace (car park, street, and other adjacent areas).

15. The CSEW estimates that the proportion of all violent assault incidents that were against retail workers, in and around the workplace is 0.8 per cent. The 95 per cent confidence interval range for this ranges from 0.3 per cent to 2.0 per cent. The central estimate of 0.8 per cent is used in the central scenario, with the lower and upper bounds applied in the low and high scenarios respectively.

16. An important limitation of this estimation is that the CSEW is based on a sample of the population, which means the responses may not be fully representative. To mitigate this, a

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7 Criminal Justice System statistics quarterly: June 2025 - GOV.UK: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-june-2025

8 https://assets.publishing.service.gov.uk/media/68f93024ec6267c615ed8fe9/outcomes-by-offence-data-tool-June-2025.xlsx

9 https://assets.publishing.service.gov.uk/media/68f92f9d0794bb80118bb7b9/magistrates-court-data-tool-june-2025.xlsx

10 Definition of violent crime: violence with injury, wounding, assault with minor injury, and violence without injury. These are classified in the CSEW microdata as: 11, 12, 13, 21 respectively.

11 2010 occupational codes: sales and retail assistant (7111) and retail cashier/checkout operator (7112).

high and low confidence interval is used to account for inherent sampling uncertainty. The CSEW estimates also represent the number of retail workers experiencing assault rather than common assault specifically, which this measure will cover. In addition, the CSEW definition of "violence in the workplace" includes incidents that occur in the wider environment around the workplace. This means that some incidents captured in the survey may involve retail workers who were not actually on shift or actively working at the time, which may not align with the definition of a "retail assault" used operationally.

17. The CSEW measures all crime, not just crimes recorded by the police which are used to calculate CJS impacts. If retail workers are more likely to report assaults, then the true proportion of police-recorded common assaults that occur in retail settings could be higher than the CSEW-based estimate suggests.

18. Home Office PRC was used to validate the CSEW-based estimate. PRC includes – with varying completeness – the victim stated occupation. The data on victim occupations is not mandatory for police forces to collect and return to the Home Office although some forces do provide this data. There are some known data quality concerns such as inconsistent collecting and recording of data by forces. Although, incompleteness could also be due to the fact victim's occupation is often not relevant to the crime.

19. Data from police forces with decent completeness, ranging from 20 per cent to a maximum of 50 per cent was used to assess the proportion of common assault offences where the victim was recorded as being a retail worker. The required standards of completeness limited this to only 11 forces for the year ending June 2025. The percentage of total assaults with injury and without injury where retail worker[12] was indicated as the profession was 1.3 per cent. Assault without injury and assault with injury are the first and third most common offence against this recorded occupation which highlights the risk of assault for retail workers.

20. The PRC estimate of 1.3 per cent sits within the CSEW confidence interval range of 0.3 per cent to 2.0 per cent, supporting the use of these bounds. However, several limitations reduce the reliability of the PRC figure, which is why the CSEW remains the preferred source for this assumption. Low completeness in recording victim occupation introduces uncertainty, and it is not possible to separate retail assaults while at work. In addition, some occupation codes within the retail subgroup may not align fully with the intended scope of the proposed legislation. The validity of the PRC estimate depends on police forces accurately recording retail occupations when relevant and doing so consistently.

21. It is assumed that the total number of common assault and battery offences remains at a similar level as the average of the past three years (June 2023 to June 2025), which is 23,000 prosecutions (from Outcomes by Offences data tool)[13]. Applying the CSEW proportions to this volume gives an estimated 185 prosecutions involving retail workers under the central scenario (low scenario: 69; high scenario: 463). These cases would now fall under the new offence.

22. These cases would not generate additional costs to the CJS, as assault on retail workers is already an offence covered under wider common assault charges. Nonetheless, increased costs on the MoJ would be incurred via the CBOs given on conviction. It is assumed that 90 per cent of the cases will receive CBOs as there may be special circumstances where they are not. The central estimate for the number of CBOs for assault against a retail offence is 167 (low scenario: 62 and high scenario: 417).

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[12] These specific assaults can be filtered as the list of occupation codes recorded by the police includes a subgroup that looks to describe "retail occupations". The most common retail occupation descriptions are Sales Assistant, Shop Employee, Retail Employee, Shop Manager and Cashier.

[13] https://assets.publishing.service.gov.uk/media/68f93024ec6267c615ed8fe9/outcomes-by-offence-data-tool-June-2025.xlsx

23. Data on the number of CBO breaches can be found in the Outcomes by Offences data tool[14], and information on the number of CBOs issued by the courts is available from a response to a Parliamentary Question[15]. However, the two sources are not fully comparable, so combining these estimates is not indicative of a breach rate. Based on previous evidence, it can be expected that around 57 per cent of CBO's will be breached. This is based on the anti-social behaviour order (ASBO) statistics[16] from previous evidence of ASBOs, which were replaced by CBOs. The 57 per cent figure is taken as the low estimate for the CBO breach rate. Combining the two data sources above suggests the breach rate is 88 per cent in 2024, although this is considered an overestimation. Therefore, within the analysis conducted, the high estimate for the breach rate is 72 per cent which is the midpoint between 57 per cent and 88 per cent. The central estimate for breach rate is 65 per cent, which is the midpoint of the low and high estimate. The number of CBO breaches is the estimated to be between 36 and 301 breaches, with the central estimate being 108.

Monetised Costs

Ongoing Costs 1: Court Costs

24. Based on MoJ guidance (internal correspondence, 2025), it is assumed the average cost of a Magistrates Court sitting required to deal with such a case will be £389 and is £3,563 for the Crown Court, in 2026/27 prices. It is assumed that 97 per cent of breaches would be heard in the Magistrate's Court. This is based on average within the Magistrates Court data tool for breach of CBOs[17].

25. This creates a range of cases between 35 to 293 and a central scenario of 105 for the Magistrates Court. This leaves between to one to eight cases and a central scenario of three to be heard in the Crown Court. The extra cost for courts to review these cases is calculated to be **£0.05 million (£0.02 million to £0.14 million).**

Ongoing Costs 2: Legal Aid

26. Based on MoJ guidance (internal correspondence, 2025), legal aid costs are assumed to be £394 for police, £650 in the Magistrates Courts and £2,359 in the Crown Court, in 2026/27 prices. It also assumed that the proportion of legal aid take-up will be 60 per cent for police; 55 per cent for the Magistrates' Court and 100 per cent for the Crown court.

27. Using the breakdown of courts above, the additional cost of legal aid is calculated to be **£0.07 million**, with a low and high range between **£0.02 million** and **£0.19 million**. Sensitivity is generated through the variation in the number of CBO breaches.

Ongoing Costs 3: Prison places

28. It is assumed that individuals only serve 40 per cent of their sentence, in the first year (Year 1) and in the remaining years of the 10-year appraisal period (Year 2 to 10), it is assumed that individuals serve 33 per cent of their sentence based.

29. Prison release rates may change, and it should be considered that the offenders will likely be released in several tranches in Year 1, whereby the release rate approaches 33 per cent over

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[14] https://assets.publishing.service.gov.uk/media/68f93024ec6267c615ed8fe9/outcomes-by-offence-data-tool-June-2025.xlsx

[15] Written questions and answers - Written questions, answers and statements - UK Parliament: https://questions-statements.parliament.uk/written-questions/detail/2025-10-10/78740

[16] Anti-social behaviour order statistics: England and Wales 2013 key findings - GOV.UK (www.gov.uk): https://www.gov.uk/government/statistics/anti-social-behaviour-order-statistics-england-and-wales-2013/anti-social-behaviour-order-statistics-england-and-wales-2013-key-findings

[17] https://assets.publishing.service.gov.uk/media/68f92f9d0794bb80118bb7b9/magistrates-court-data-tool-june-2025.xlsx

the year rather than remain at 40 per cent for the whole year. In this case, the prison place costs are likely to be lower although the difference with the current costs would be minimal.

30. Based on the Outcomes by Offence tool, it is assumed that 45 per cent of CBO breaches (the average over the last three years) will receive immediate custody[18]. For this CBO, it is expected that the sentence length will be 3.8 months. This assumption is based on the average custodial sentence length for the last three years within the Outcomes by Offence data tool[19].

31. In Year 1, it is expected to be a requirement for an additional six prison places in the steady state for the central scenario. A range of 2 to 17 prison places is estimated based on CBO breaches varying between 57 per cent and 72 per cent. In Year 2 to 10, the central estimate for additional prison places is 5 (low estimate: 2 and high estimate: 14). The unit cost of a prison place is estimated at £57,000 per year in 2026/27 prices. In Year 1, the additional HM Prison and Probation Service impact is estimated to be between **£0.12 million** and **£0.98 million** per year, with a central estimate of **£0.35 million**. In Year 2 to 10, the additional cost of prison places is estimated to be between **£0.10 million** and **£0.81 million** per year, with a central estimate of **£0.29 million.**

Ongoing Costs 4: Probation costs

32. Since, in Year 1, it is assumed offenders only serve 40 per cent of their custodial sentence in prison, it is assumed they would serve the remainder of the sentence on licence (60%). In Year 2 to 10, it is assumed that 67 per cent of the custodial sentence is served on licence.

33. Based on MoJ guidance, the marginal cost of a person on licence probation without Electronic Monitoring (EM) is assumed at £4,305 (2026/27 prices). The estimated number of individuals on licence is the same as the number of people receiving custodial sentences, being 48 (16 to 135). In Year 1, the total licence cost is estimated to be £0.04 million (£0.01 million to £0.11 million) and in Year 2 to 10, the total licence cost is estimated to be £0.04 million (£0.01 million to £0.12 million).

34. Using the Outcomes by Offences tool, the estimated proportion of cases leading to a community sentence (CS) is 12 per cent. This gives the central number of community sentences as 13 (4 to 37) and the average length of a CS is 13.8 months[20]. The assumed cost of community probation without EM is £3,396 (2026/27 prices), which is used for both community sentence and suspended sentence costs. The central estimate for CS costs is £0.05 million (£0.02 million to £0.15 million).

35. The estimate proportion of cases leading to a suspended sentence is 15 per cent. This means the central number of suspended sentences is 17 (6 to 47) and the average suspended sentence length is 18.1 months[21]. The central estimate for suspended sentence costs is then £0.10 million (£0.03 million to £0.24 million). In Year 1, the total probation cost including both community and licence probation costs is **£0.18 million** (**£0.06 million to £0.50 million**) and in Year 2 to 10, the total probation cost is **£0.18 million** (**£0.06 million to £0.51 million**).

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[18] Criminal Justice System statistics quarterly: June 2025 - GOV.UK: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-june-2025

[19] https://assets.publishing.service.gov.uk/media/68f93024ec6267c615ed8fe9/outcomes-by-offence-data-tool-June-2025.xlsx

[20] Offender Management Statistics Bulletin, England and Wales Quarterly: October to December 2024, plus annual calendar year 2024 data Prison population: 31 March 2025: https://assets.publishing.service.gov.uk/media/680a2271532adcaaab3a273e/OMSQ_Q4_2024.pdf

[21] Offender Management Statistics Bulletin, England and Wales Quarterly: October to December 2024, plus annual calendar year 2024 data Prison population: 31 March 2025: https://assets.publishing.service.gov.uk/media/680a2271532adcaaab3a273e/OMSQ_Q4_2024.pdf

Table 1: Costs by Type, 2026/27 prices (£) (Year 1)

	Legal Aid Costs	Other Court Costs	Probation Costs	Prison Place Running Costs	Total Running Costs	Total Running Costs – accounting for implementation
Low	23,000	17,000	59,000	116,000	214,000	107,000
Central	69,000	51,000	177,000	349,000	647,000	323,000
High	194,000	142,000	496,000	976,000	1,808,000	904,000

Source: Home Office, own estimates, 2026; numbers may not sum due to rounding. Rounded to the nearest £1,000

Table 2: Costs by Type, 2026/27 prices (£) (Year 2 to 10)

	Legal Aid Costs	Other Court Costs	Probation Costs	Prison Place Running Costs	Total Running Costs
Low	23,000	17,000	60,000	95,000	195,000
Central	69,000	51,000	182,000	288,000	590,000
High	194,000	142,000	509,000	805,000	1,650,000

Source: Home Office, own estimates, 2026; numbers may not sum due to rounding. Rounded to the nearest £1,000

Unmonetised Costs

36. The new offence could potentially lead to an increase in reported incidents of common assaults against retail workers, resulting in a higher number of cases, prosecutions, and prison places. However, as outlined above, there is no evidence that the creation of this offence will lead to an increase or decrease in the number of assaults on retail workers. It may even act as a deterrent, leading to a decrease in such incidents.

37. Familiarisation has not been costed. Familiarisation is expected to be minimal, as the new offense will largely mirror existing assault charges. There may be some initial costs in terms of understanding the CBO and the difference between this offence and standard common assault in both the courts and enforcement, but these are likely to be limited and short-term.

38. There is a possibility that the imposition of CBOs could have negative consequences for individual offenders, such as limiting their opportunities or creating stigmatisation.

Benefits

Monetised Benefits

39. This measure has no monetised benefits. The primary benefits are explored in the 'Non-monetised benefits' section below.

Non-monetised Benefits

40. The measure may boost confidence in the government's commitment to addressing violence and abuse against retail workers. This may lead to an increased sense of security for retail staff, improving staff retention, productivity, and overall well-being. Additionally, this commitment could enhance wider public safety, in both town centres and wider retail areas.

41. By distinguishing assaults against retail workers as a specific crime category, the Home Office will gain valuable insights into the nature and extent of this issue. Future data can be used to identify trends, patterns, and geographic hotspots, enabling targeted interventions and policy development.

42. CBOs themselves have very little evidence in terms of effectiveness. The evidence that exists is qualitative, for instance some research states that a high number of CBOs breached are breached not just once but multiple times[22], which may suggest these may be ineffective in regulating the behaviour of an offender.

Breakeven analysis

43. Steady state costs (between £0.20 million and £1.65 million in the low and high scenario) can be combined with the Economic and Social Cost of Crime[23] to understand how many offences would need to be prevented for breakeven. Using the violence with injury as a proxy, the economic and social cost of assault against a retail worker is estimated as £19,760 (2026/27), it is understood that between 10 and 84 retail assaults must be prevented a year with a central estimate of 30. The breakeven values were calculated by dividing the total ongoing costs (Year 2 to 10) by the economic and social cost of the offence. The total ongoing costs for Year 1 are not applicable for entire year of 2026/27 due to the implementation date.

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[22] Lowering the Standard a review of Behavioural Control Orders in England and Wales – September 2023: https://files.justice.org.uk/wp-content/uploads/2023/11/06143241/Lowering-the-Standard-a-review-of-Behavioural-Control-Orders-in-England-and-Wales-September-2023.pdf

[23] The economic and social costs of crime second edition: https://www.gov.uk/government/publications/the-economic-and-social-costs-of-crime

NPSV, BNPV and EANDCB

Table 3: Summary CBA, NPSV, BNPVC and EANDCB, £ million (PV) over 10 years, 2026/27 prices:

Summary	Low	Central	High
Costs			
Total Transition Costs	0	0	0
Total Ongoing Costs (Year 1)	0.11	0.32	0.90
Total Ongoing Costs (Year 2-10)	0.20	0.59	1.65
Total Costs	**1.59**	**4.81**	**13.46**
Benefits			
Ongoing Benefits	0	0	0
Total Benefits	0	0	0
NPSV	**-1.59**	**-4.81**	**-13.46**
BNPV	0	0	0
EANDCB	0	0	0

Source: Home Office, own estimates, 2026, numbers may not sum due to rounding. Note: NPSV = Net Present Social Value, BNPV = Business Net Present Value and EANDCB = Equivalent Annual Net Direct Cost to Business

Value for Money (VFM)

44. Estimates show this measure has a negative NPSV in the low, central and high scenario. This is driven primarily by prison place running costs and the absence of monetised benefits for this measure. It is not however possible to assess value for money, as benefits are not monetised due to the absence of available evidence and data. The degree this policy is VFM depends on the possible deterrence effect of this measure.

Impact on Small and Micro-businesses

45. There are no monetised/quantified impacts of the proposals on small and micro-businesses.

E. Wider impacts

46. This measure is not anticipated to have any negative impacts on the environment, social equity, or regional income and wealth distribution. The measure is expected to have positive benefits for businesses, particularly small and medium-sized enterprises who have fewer financial resources to deal with this issue, by enhancing their sense of security and possibly reducing the impact of violence on their staff by creating a deterrence.

F. Sensitivity

47. This measure does not require a full impact assessment as the equivalent annual direct costs to the public sector are less than +/-£20 million and there are no direct impacts to businesses or households expected to result from the proposed changes. This economic note has been produced instead and contains proportionate analysis outlining the key costs, benefits, and NPSV calculations.

48. Sensitivity analysis is not conducted as the assumptions in the CBA have a low to high range to account for uncertainty or have a strong level of confidence due to a sufficient amount of data or internal correspondence with the MoJ.

G. Risks

49. One risk of this analysis and a number of the assumptions underpinning it is that it is largely based on the current system and historic patterns. The analysis may not fully account for the Sentencing Act 2026[24], particularly assumptions linked to sentence length, custody rates, or suspended sentences for shorter sentences. Where possible assumptions have been adjusted; however, there may be changes arising from the implementation of the Sentencing Act 2026 which are not fully reflected. For example, the Sentencing Act 2026 may increase the chances of a suspended sentence rather than a custodial sentence which would lower prison related costs.

50. A cost risk associated with this measure is the potential for increased reporting driven by a change in retail perceptions. This would likely lead to more cases and further strain on the justice system. If there is an increase in reporting, there may also be a disproportionate impact on different regions. PRC data (YE March 2025)[25] highlights varying charge rate for assault without injury across regions from 2.6 per cent to 12.6 per cent. Regions where the charge rates are higher than the national average may experience more pressure on their police forces and the CJS.

51. Any cost of familiarisation with the new legislation for enforcement and the CJS is dependent on the complexity of legislation guidance, the training materials produced, and the number of staff required to familiarise themselves with the guidance. This has not been determined for this analysis and is not included within the cost benefit analysis.

52. It is important to note, that there is a risk that other professions may request similar bespoke offences for the protection of their staff which could create a more complicated crime recording system. For example, there may be confusion on when this specific offence measure applies or not to particular groups within retail, such as post-office staff working within retail settings or delivery drivers whilst in store.

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24 https://www.gov.uk/government/news/sentencing-act-ensuring-punishment-cuts-crime-gets-royal-assent

25 https://assets.publishing.service.gov.uk/media/697792f7276692606c013865/prc-outcomes-open-data-mar2025-tables-290126.xlsx

H. Annex

Mandatory specific impact test - Statutory Equalities Duties	Complete
There have not been any negative impacts in connection with creating a standalone offence for assaults on retail workers. This offence will apply equally to all offenders who commit a relevant offence, regardless of any protected characteristics. However, data from the Outcomes by Offences tool shows that more than half (56%) of convictions for common assault offences were by offenders aged 30 to 49. If introduced, this offence may indirectly discriminate against individuals in this age bracket **The SRO has agreed these summary findings**	**Yes**