

Licensing Acts Committee Report



Report of Head of Legal and Democratic Services

Author: Nigel Haverson

Telephone: 01491 823426 (South) and 01235 540304 (Vale)

Textphone: 18001 01491 823426 (South) and 18001 01235 540304 (Vale)

E-mail: nigel.haverson@southandvale.gov.uk

Wards affected: All

To: Licensing Acts Committee

DATE: 25 November 2010

To: Licensing Acts Committee

DATE: 25 November 2010

AGENDA ITEM 3

Joint Statement of Licensing Policy

Recommendation(s)

The committees are recommended to:-

- (i) consider the comments set out at Appendix 1 on each of the responses received and the recommended action and confirm their agreement or otherwise, and
- (ii) authorise the Head of Legal and Democratic Services to incorporate the agreed actions within the policy as the final Joint Statement of Licensing Policy for submission to Council, and
- (iii) recommend the respective council to:-
 - (a) adopt the final Joint Statement of Licensing Policy as its Statement of Licensing Policy to come into force on 7 January 2011, and
 - (b) authorise the Head of Legal and Democratic Services in consultation with the Chairmen of the South and Vale Licensing Acts Committees to make minor administrative amendments to the policy where necessary.

Purpose of Report

1. To present to the two Licensing Acts Committees the comments received on the draft Joint Statement of Licensing Policy following the period of public consultation and agree a final Joint Statement of Licensing Policy for recommendation to each of the two councils for adoption.

Strategic Objectives

2. The report complies with the councils' corporate priority to manage its business effectively. The proposals in the report do not conflict with any of the councils' strategies or policies.

Background

- 3.1 Section 5 of the Licensing Act 2003 requires licensing authorities to publish a Statement of Licensing Policy every three years. The current individual policies were approved by South Oxfordshire District Council on 13 December 2007 and Vale of White Horse District Council on 4 December 2007 and came into force on 7 January 2008. These policies therefore had to be reviewed and any new policy agreed before 7 January 2011 in order for the councils to remain in compliance with the legal requirements of the Licensing Act 2003.
- 3.2 The opportunity was taken to harmonise the two separate policies into a single policy updated to reflect the new legislation and statutory guidance. Before any new policy can be approved it must have been the subject of public consultation in accordance with the requirements of Section 5 and the Home Office Code of Practice on public consultation requiring the period of consultation to last for at least 12 weeks.
- 3.3 At the joint meeting of the two Licensing Acts Committees on 14 July 2010 the two committees agreed a draft Joint Statement of Licensing Policy for public consultation. The period of consultation ran from 19 July 2010 to 4 October 2010. (Minute Numbers LA8/07/10 (Vale) and LA5/07/10 (South) refer.)
- 3.4 As a result of that public consultation 13 responses were received detailing 35 individual comments on the policy. These responses are detailed at Appendix 1 to this report together with the recommended action in respect of each of the comments received.
- 3.5 Officers have considered each of the responses against the advice contained within the statutory guidance that dictates those issues that the licensing authority's Statement of Policy must address and the stance that the authority is able to take within its policy. Set out at Appendix 2 is a revised version copy of the Joint Statement of Licensing Policy incorporating the suggested amendments as set out in Appendix 1. The amendments are highlighted by shading.
- 3.6 Councillors are reminded that the only changes that can be made to policy are those that have arisen as a result of the consultation process. Any other changes to the policy would require public consultation which would not be possible before the January deadline.

3.7 The committees are recommended to:-

- (i) consider the comments set out at Appendix 1 on each of the responses received and the recommended action and confirm their agreement or otherwise, and
- (ii) authorise the Head of Legal and Democratic Services to incorporate the agreed actions within the policy as the final Joint Statement of Licensing Policy for submission to Council, and
- (iii) recommend the respective council to:-
 - (a) adopt the final Joint Statement of Licensing Policy as its Statement of Licensing Policy to come into force on 7 January 2011, and
 - (b) authorise the Head of Legal and Democratic Services in consultation with the Chairmen of the South and Vale Licensing Acts Committees to make minor administrative amendments to the policy where necessary.

Financial Implications

4.1 As this is a policy document there are no financial implications arising from its adoption.

Legal Implications

5.1 The joint policy has been drafted to reflect current legislative requirements and compliance with the statutory guidance issued under Section 182 of the Licensing Act 2003. As one of the purposes of the policy is to set out the requirements for applicants to take into account when making applications under the Licensing Act 2003 the policy also contains appropriate legal caveats reminding applicants that the legal provisions and statutory guidance were up to date at the time of publication and that it is their responsibility to ensure that any application made complies with the legislative requirements and statutory guidance in force on the date they make their application.

Risks

6.1 Failure to follow the requirements of the Licensing Act 2003 in respect of publishing a Statement of Licensing Policy or consulting on the draft policy in accordance with the requirements of the Licensing Act 2003 and the Home Office Code of Practice on Public Consultation would render the councils at risk of not having a policy in place by 7 January 2011. This would mean that the councils could be at risk of acting ultra vires and therefore liable to legal challenge.

Other Implications

7.1 None

Conclusion

8.1 The Committees are asked to approve the recommendations and recommend Council to adopt the Joint Statement of Licensing Policy.

Background Papers

- Legislation referred to in the report.

DRAFT JOINT STATEMENT OF LICENSING POLICY – LICENSING ACT 2003

Comments received on consultation draft

Comment Number	Consultee	Comment	Officer Response	Action
1	Katharine Doherty Equalities Officer on behalf of both councils.	Paragraph 7.5 delete reference to Race Relations Act 1976 and 2000 replace with Equality Act 2010	Accept	Paragraph 7.5 (a) delete reference to Race Relations Act 1976 and 2000 and replace with Equality Act 2010
2.	Katharine Doherty Equalities Officer on behalf of both councils.	Replace text on Disability Discrimination Act at paragraph 44.2 with text on Equality Act 2010	Accept	<p>Insert following text:</p> <p>Equality Act 2010</p> <p>The Equality Act 2010 brings together and in some circumstances extends the previous equality law to cover the following ‘protected characteristics’ – age, disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage and civil partnership and pregnancy and maternity.</p> <p>The Act includes a public sector equality duty which requires public bodies (including local authorities) to take a proactive approach in complying with legal requirements not to discriminate, harass or victimise. Public bodies must also consider the need, in some circumstances, to treat those who are affected by disadvantage more favourably in order to create equal opportunities for them and foster good relations across all the protected characteristics.</p> <p>The licensing authority will deliver its functions in</p>

				accordance with the Equality Act. In response to representations, it may also apply conditions where necessary to promote equality of access and opportunity for people with one or more of the protected characteristics. These conditions will need to coincide with licensing objectives.
3.	Katharine Doherty Equalities Officer on behalf of both councils.	Insert Appendix 3 Section A3.6 on Equality Act 2010	Accept	<p>Insert following text:</p> <p>A3.6. Equality and diversity programmes</p> <p>A3.6.1. Both councils are committed to providing services and employment opportunities that meet the needs of all their residents, employees and councillors. Each council has a corporate priority to reflect this:</p> <ul style="list-style-type: none"> • ‘Optimise access to our services’ (Vale of White Horse District Council) • ‘Provide equality of access to our services’ (South Oxfordshire District Council) <p>A3.6.2. They have developed equality objectives and action plans to realise this commitment and meet legal duties to eliminate unlawful discrimination, advance equality of opportunity and foster good community relations.</p> <p>A3.6.3. The licensing authority will have due regard to these objectives when exercising its functions and expects applicants and licence holders to do the same when dealing with the licensing authority.</p>
4.	Clare Kingston Head of Corporate Strategy on behalf of both	Appendix A3 Paragraph 4.3 delete the following text “However evidence elsewhere shows that DPPOs are more effective in urban areas than rural	Accept	Delete the following text “However evidence elsewhere shows that DPPOs are more effective in urban areas than rural areas” in paragraph A3.4.3.

	councils	areas". There is an effective one in the Vale		
5.	Paul Burrows, Regional organiser , Musicians Union South East	Welcomes Policy statement GN 23 Live Music, dancing and Theatre	Noted	No action necessary
6.	Saneal Randeria, Training and Consultancy Manager, Alcohol Concern.	Notes that policies are being reviewed as part of the three year review and that policies have in the past been drawn up in isolation from the alcohol and health agenda. Alcohol Concern is launching a Licensing Policy Health Check Award to promote a healthy attitude to alcohol.	Whilst it is recognised that there are issues about alcohol and health, health is currently not a "licensing objective" and it would therefore be beyond the councils' powers to include health requirements within the policy.	To note the comments made by Alcohol Concern but not to include anything within the policy.
7.	Marcham Parish Council	Marcham Parish Council has no comments to make.	Noted	No action necessary
8.	Justices' Clerks' Society	Justices' Clerks' Society has no comments to make.	Noted	No action necessary
9.	Drayton Parish Council	The Parish Council does not understand why it cannot be consulted in its own right on licensing issues as it is on planning applications. Seeking the parish council's view, as the democratically elected representatives of	Whilst the sentiments of the Parish Council are noted the committees are reminded that licensing hearings are quasi judicial in	To take no action on the comment received from Drayton Parish Council.

		the local residents “as a whole” would seem to be appropriate in licensing as in planning. Restricting to representing named individuals who could, and will be encouraged to, make their own views known separately undermines the principle of local representation. It may also mean that individuals who wish to make their representations anonymously, for fear of victimisation, will not be able to do so using the established democratic channels	nature and that decisions made by a sub committee/panel have to be evidentially based in order to withstand scrutiny in any subsequent appeal to the Magistrates Court. If the Parish Council is making general comments on behalf of “the community as a whole” then these comments would be considered as “hearsay evidence” which has no evidential substance.	
10.	Drayton Parish Council	Proper separation of planning and licensing should ensure that licences are not granted on condition that planning conditions are complied with, as has been the practice in SODC.	Noted	No action necessary
11.	Drayton Parish Council	Insert the word “be” in line two of paragraph 28.6	Accepted	Minor textual amendment to be made in paragraph 28.6 to the word “be” in line two of paragraph 28.6.
12.	Sunningwell Parish Council	Members were very supportive of the changes being proposed and look	Noted	No action necessary

		forward to being consulted on future licence applications in due course		
13.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	Paragraph 4.2 Policy GN 5: Consultation on policy. Could the above policy mention consultation with other responsible authorities?	Consultation with all Responsible Authorities on the licensing policy is a legal requirement of the Licensing Act 2003	No action necessary
14.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	Paragraph 15.5 Policy GN 21: Pool of conditions: premises-specific. The authority will not apply standard conditions to any premises licence or club premises certificate that it issues. Does this policy mean that no standard conditions can be added? – surely this is not what is meant – there may be very good reasons for adding standard conditions and if they can't be added why have them?	Any condition that is imposed on a licence has to be proportionate to ensure that the licensing objectives are met. "Standard Conditions" are illegal, however in imposing specific conditions on a licence to address a specific issue the condition can be drawn from a pool of conditions, which is current practice.	No action necessary
15.	Ben Coleman Principal Environmental Health Officer on behalf of South	Paragraph 30.2 currently states: "The environmental health service may encourage applicants for variations or new licences to propose any steps to	Accepted	Replace paragraph 30.2 with the following paragraph: - Where necessary, Environmental Protection will encourage applicants for new licences or variations to consider the noise impact from all aspects of their operation and to propose steps to prevent disturbance to local residents and

	Oxfordshire District Council	<p>prevent disturbance to local residents and businesses that may be required as the result of a suitable and suitable and sufficient risk assessment. As noise could emanate not only from the playing of music but also from air handling equipment or the patrons themselves, the authority may expect applicants to undertake sound tests and improvements to ensure that the level of noise leakage from the premises remain acceptable. This will help prevent requests for review, and avoid possible revocation of a licence".</p> <p>Could the wording be amended as follows: -</p> <p>Where necessary, Environmental Protection will encourage applicants for new licences or variations to consider the noise impact from all aspects of their operation and to propose steps to prevent disturbance to local residents and businesses that may be necessary.</p> <p>Noise can be generated by regulated entertainment</p>		<p>businesses that may be necessary. Noise can be generated by regulated entertainment internally and externally (e.g. the playing of live or recorded music) and patrons on and off the premises. Where necessary following comments from interested parties or responsible authorities the authority will expect applicants to undertake an acoustic assessment and /or implement control measures as may be necessary.</p> <p>Control measures may be in the form of structural works for example to improve the sound insulation of a building or the implementation of management measures (or a combination of the two) to ensure that noise is appropriately controlled.</p> <p>This will help prevent requests for review, and avoid possible revocation of a licence. The authority will expect to see applicants include within their operating schedule procedures to actively manage the noise impact of their operation to prevent public nuisance arising.</p>
--	------------------------------	---	--	--

		<p>internally and externally (e.g. the playing of live or recorded music) and patrons on and off the premises. Where necessary following comments from interested parties or responsible authorities the authority will expect applicants to undertake an acoustic assessment and /or implement control measures as may be necessary. Control measures may be in the form of structural works for example to improve the sound insulation of a building or the implementation of management measures (or a combination of the two) to ensure that noise is appropriately controlled. This will help prevent requests for review, and avoid possible revocation of a licence. The authority will expect to see applicants include within their operating schedule procedures to actively manage the noise impact of their operation to prevent public nuisance arising.</p>		
--	--	--	--	--

16.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	Paragraph 30.8 currently states: - The authority advises applicants to give special consideration to noise control measures if proposing to provide regulated entertainment or to sell alcohol for consumption on the premises beyond midnight. Could the word midnight be replaced with 11pm	Accepted	In paragraph 30.8 replace the word 'midnight' with 23.00 hours
17.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	Move Policy LA 3 so that it comes after paragraph 30.6	Accepted	Move Policy LA 3 to come after paragraph 30.6
18.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	Reword Policy LA 3 as follows:- The authority may require the applicant to address noise sources arising from their operation in a variety of ways such as: - (a) providing adequate mechanical ventilation so that doors and windows can be kept	It would be appropriate to amend the existing policy statement LA 3 to include the reference to other physical measures to ensure that potential noise breakout is adequately controlled and to include:	Amend Policy LA 3 to include the following wording:- "Other physical measures to ensure that potential noise breakout is adequately controlled." "Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions on noise control to premises licences."

		<p>closed;</p> <p>(b) installing a sound limiting device to prevent sound exceeding an appropriately defined level;</p> <p>(c) Installing other sound insulation measures to contain sound and vibration;</p> <p>(d) other physical measures to ensure that potential noise breakout is adequately controlled and to include;</p> <p>(e) other organisational /management measures to ensure that noise breakout is adequately controlled.</p> <p>Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions on noise control to premises licences.</p>	<p>“Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions on noise control to premises licences.”</p>	
19.	Ben Coleman Principal	Replace Policy PP 6 with the following wording:-	It would be appropriate to	Amend Policy PP 6 to include the following wording:-

	Environmental Health Officer on behalf of South Oxfordshire District Council	Licensable activities on board a vessel must not be permitted to cause noise or other public nuisance. Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions on noise control to premises licenses for vessels. Furthermore, in response to representations, the authority may require that specialist supervision in the form of SIA registered door staff or safety attendants is arranged in connection with any regulated entertainment which takes place on board.	amend Policy PP 6 to include the wording – “Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions on noise control to premises licenses for vessels. Furthermore, in response to representations, the authority may require that specialist supervision in the form of SIA registered door staff or safety attendants is arranged in connection with any regulated entertainment which takes place on board.”	“Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions on noise control to premises licenses for vessels. Furthermore, in response to representations, the authority may require that specialist supervision in the form of SIA registered door staff or safety attendants is arranged in connection with any regulated entertainment which takes place on board.”
20.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire	Replace Policy PP 7 with the following wording:- The authority expects the operator of any vehicle or moveable structure to	It would be appropriate to amend The existing Policy PP 7 to include a reference to noise and to applying conditions.	To amend Policy PP 7 to read as follows:- The authority expects the operator of any vehicle or moveable structure to ensure that it is located in an area that is appropriate for the proposed licensable activities.

	District Council	<p>ensure that it is located in an area that is appropriate for the proposed licensable activities.</p> <p>It may not be appropriate to site any such vehicle or structure near to other licensed premises, or in an area subject to an “alcohol consumption in designated public places order” or where it may cause other problems such as noise, noxious smells or litter problems.</p> <p>Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.</p>		<p>It may not be appropriate to site any such vehicle or structure near to other licensed premises, or in an area subject to an “alcohol consumption in designated public places order” or where it may cause other problems such as noise, noxious smells or litter problems if operating between 23.00 and 05.00.</p> <p>Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.</p>
21.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	Could noise impact be added to Policy PP 9 as an issue for consideration?	Accepted	<p>Add the following to Policy PP 9 after (f):-</p> <p>(g) noise arising from the operation of the premises from both plant and clientele.</p>
22.	Ben Coleman Principal	Could the following wording	Accepted	Add the following wording at the end of Policy PP 9:-

	Environmental Health Officer on behalf of South Oxfordshire District Council	<p>be added to the end of the policy PP 9:</p> <p>Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.</p>		Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.
23.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	<p>Could the following wording be added to Policy PP 14:</p> <p>Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.</p>	Accepted	<p>Add the following wording to Policy PP 14:-</p> <p>Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.</p>
24.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	<p>Amend the wording of Policy OS 17 to read:-</p> <p>In considering applications, the responsible authority would encourage evidence that the likelihood of public nuisance has been considered and appropriate control measures implemented for the premises. The use of premises and particularly outside areas can</p>	Accepted	<p>Amend Policy OS 17 to read:-</p> <p>In considering applications, the responsible authority would encourage evidence that the likelihood of public nuisance has been considered and appropriate control measures implemented for the premises. The use of premises and particularly outside areas can potentially cause public nuisance particularly during quieter periods of the day when background noise has diminished. It is anticipated that the responsible authority may on occasions request that the operating schedule address measures for preventing public nuisance such noise control measures or restricting the use of certain areas of the premises e.g. garden area.</p>

		potentially cause public nuisance particularly during quieter periods of the day when background noise has diminished. It is anticipated that the responsible authority may on occasions request that the operating schedule address measures for preventing public nuisance such noise control measures or restricting the use of certain areas of the premises e.g. garden area.		
25.	Ben Coleman Principal Environmental Health Officer on behalf of South Oxfordshire District Council	Amend Policy EN 1 to include other responsible authorities	Accepted	Amend Policy EN 1 to read:- The council will establish and maintain protocols with all the Responsible Authorities and authorised persons on enforcement issues. The council will seek to ensure that these protocols concentrate on targeting of mutually agreed problems and high-risk premises, while providing a lighter touch in respect of low-risk premises that are well run.
26.	Henley Town Council	Henley Town Council welcomes the following points in the draft policy -: Changes in section 28 especially PP15 - paragraph 32. 28 to 30 which now include town and parish councils as an "interested	Noted	No action necessary

		body" regarding consultation on Licensing Applications. This is a most pleasing change and one that town and parish councils in South Oxfordshire and the Vale will warmly embrace.		
27.	Henley Town Council	Henley Town Council welcomes the following points in the draft policy -: OS 16 - regarding restrictions and guidelines for sales promotions.	Noted	No action necessary
28.	Henley Town Council	Henley Town Council welcomes the following points in the draft policy -: Generally in agreement with other points raised and the inclusion of points covering sex- related entertainment as changed by the 2009 Act.	Noted	No action necessary
29.	Henley Town Council	The following point has been omitted from the draft joint policy statement and Henley Town Council would request that this be included - SODC need to be aware that large events which take place and are licensed just outside their area will have a significant effect on	Since the Regatta licence has been issued there have been no changes to the licence. Whilst SODC are not a Responsible Authority within the terms of the Licensing Act 2003 the Council would	To take no action on the comment received from Henley Town Council.

		residents in towns such as Henley. Examples are Henley Royal Regatta, Henley Festival, and Rewind Festival. All three events take place in Remenham, which is in Wokingham Borough Council. There should be a policy to actively consult and pass on SODC concerns / opinions to the relevant neighbouring licensing authority on the effect that such events have on towns and parishes within the SODC area.	be consulted by Wokingham Borough Council as a neighbouring authority if there were an application to vary the licence. As the licensable area is outside of SODC's area it is not the council's responsibility to include anything within its policy as that responsibility lies with Wokingham Borough Council.	
30.	Benson Parish Council	Policy GN5 (P10): this list should include Town/Parish Councils as representatives of the local community. Such Councils should be consulted.	Parish/Town Councils are included in the list at (h) i.e. representative of residents in its area.	No action necessary
31.	Benson Parish Council	Delegation (GN9), para 11.1, P23. suggest a new item, that an application should go to Committee if a Town/Parish Council objects. This would then be much more in line with Planning Applications.	The procedure is such that any application where there is a valid objection that has not been withdrawn will be considered by a sub – committee/panel.	No action necessary
32.	Benson Parish	Display of Operating Hours (LH4), para 20. suggest	The current policy sets out the limit of	Take no action on the comment received from Benson Parish Council.

	Council	change “may” to “should”.	the council’s powers. If there were compelling reasons to require the display of a notice outside then this could be conditioned but would be subject to appeal if the applicant felt it was unreasonable.	
33.	Benson Parish Council	P41, para 28.2. The Act should require all applications to be advertised for a set time, not just some	This is beyond the scope of the council’s powers and its policy as the requirements on advertising are set out in legislation that only Parliament can change.	Take no action on the comment received from Benson Parish Council.
34.	Benson Parish Council	P41, para 28.7. Why should Town/Parish councils identify individuals in this way? Individuals should have some protection and confidentiality ought to be preserved.	The names of objectors cannot be kept confidential only their address, telephone number and e-mail address. The identity of an objector is required for evidential purposes and the applicant is entitled to know the identity of the person who has objected. From	Take no action on the comment received from Benson Parish Council.

			the Authority's point of view it requires the address to verify that the objector lives in the vicinity of the application site.	
35.	Benson Parish Council	P43, para 30.5. Noise. In reality, the Police always seem to refer complainants to Environmental Health, and show no interest in noise issues.	Noted	No action necessary.



Listening Learning Leading

Licensing Act 2003

Joint statement of licensing policy

This policy was adopted by the Vale of White Horse District Council at the meeting of Council on 8 December 2010 and South Oxfordshire District Council at the meeting of Council on 9 December 2010 and comes into force on 7 January 2011 and will remain in force for a period of three years from that date unless previously amended.

Foreword

This policy statement has four main purposes, which are:

- to confirm to members **of the Licensing Acts Committees, the boundaries and powers of the authorities and the parameters within which to make decisions;**
- to inform licence applicants **of the parameters within which the authorities will make licensing decisions and therefore how licensed premises are likely to be able to operate within the areas of the two councils;**
- to inform local residents and businesses **of the parameters within which the authorities will make licensing decisions and therefore how their needs will be addressed; and**
- to support a case in a court of law **where either authority has to show how it arrived at its licensing decisions.**

Using this statement of licensing policy

- The policies are shown in text boxes, which are separately numbered and titled.
- The additional text gives examples, background and reasons for the policies.
- Footnotes refer to the sections of the 2003 Act (or the paragraphs of the Secretary of State's Guidance issued in March 2010) from which the policies are derived.
- The appendices give additional information.

Each council has different roles under the Licensing Act 2003, so:-

- "authority" is used where it acts as the licensing authority under the 2003 Act.
- "council" is used where parts of the council acts in other capacities, for example:
 - to determine policy;
 - when the "council" applies to the "authority" for a licence for council premises;
 - when environmental health or planning officers make representations about applications received.

The "authority" must balance the interests of applicants (as stated in their applications for licences) and any interests stated by others (in "representations"). When it grants a licence, the authority must attach mandatory conditions if applicable. The authority cannot attach other conditions unless they are proportional to the applications and representations received.

The "pool of conditions", which is referred to in this document¹, is separate from the statement of licensing policy and will be subject to constant additions. If you wish to

obtain a copy of the pool of conditions, or if you have any queries about licensing issues, please contact the licensing team leader at either of the following addresses: -

<p>Licensing team leader Vale of White Horse District Council Abbey House, Abingdon, OX14 3JE Tel. 01235 520202 E mail: licensing.unit@whitehorsedc.gov.uk</p>	<p>Licensing team leader South Oxfordshire District Council Benson Lane, Crowmarsh Gifford, Wallingford, OX10 8NL Tel: 01491 823209 E mail: licensing@southoxon.gov.uk</p>
--	--

Contents

Statement of licensing policy

Introduction

1. Objectives
2. The authority's area and the licensable activities

General

3. Precedence issues
4. Adoption and publication of the statement of licensing policy
5. Scope of the statement of licensing policy: licensable activities
6. Scope of the policy: applications and notices
7. Fundamental principles
8. Reviewing the statement of licensing policy with other authorities
9. Integrating strategies
10. Planning and building control
11. Administration, exercise and delegation of functions
12. Non-licensing issues: what this statement is not for

Cumulative impact

13. Cumulative impact
14. Special saturation policy

Pool of conditions

15. Pool of conditions
16. Live music, dancing and theatre

Licensing hours

17. Zoning
18. Staggered closing times
19. Licensing hours not limited
20. Display of operating hours
21. Dispersal procedures
22. Latest admission times
23. Hours for "off-sales" of alcohol

Children

24. Access to premises
25. Prevention of alcohol-consumption by minors
26. Entertainment for and by children
27. Film exhibitions

Licence applications

28. General
29. Personal licences
30. Premises licences
 - A - General prevention of public nuisance
 - B - Night-time trading
 - C - Addressing local concerns

- D - General management and control
- E - Special effects
- F - Hypnotism
- G - Sanitary accommodation

31. Club premises certificates

- A - Qualifying conditions
- B - Operating schedule
- C - Film and theatrical performances
- D - Sex equality in clubs

32. Particular premises and activities

- A - Pubs, restaurants, hotels, guest houses
- B - High volume vertical drinking establishments
- C - Internet sales, mail order and home deliveries
- D - Designated sports grounds
- E - Garages and service areas
- F - Vessels (boats)
- G - Vehicles and movable structures
- H - Late night refreshment
- I - Supply of alcohol for consumption off the premises
- J - Safe drinking vessels
- K - Other potential weapons
- L - Large scale and / or outdoor events
- M - Sex related entertainment
- N - Community centres and village halls
- O - Public spaces and council controlled premises

33. Designated premises supervisors

- A - Liaison

34. Temporary event notices

35. Provisional statements; new or substantially altered premises

Operating schedules

- 36. General
- 37. Safety
- 38. CCTV
- 39. Drug control
- 40. Door supervisors
- 41. Pub-watch or nightsafe schemes
- 42. Drinks promotions
- 43. Public nuisance

Other legislation and controls

- 44. Other legislation
- 45. Other controls

Reviews and enforcement issues for premises

- 46. Reviews
- 47. Enforcement

Appendices

Appendix 1	Persons consulted in preparation of this policy statement
Appendix 2	The authorities' areas and licensable activities
Appendix 3	Other council policies and programmes
Appendix 4	BBFC film classification
Appendix 5	Mandatory conditions
Appendix 6	Delegation of functions under the 2003 Act
Appendix 7	Proof of age documents
Appendix 8	Summary of the Licensing Act 2003

Policies

- POLICY GN 1 OBJECTIVES**
- POLICY GN 2 PRECEDENCE**
- POLICY GN 3 THREE-YEARLY POLICY REVIEW**
- POLICY GN 4 INTERIM POLICY REVIEWS**
- POLICY GN 5 CONSULTATION ON POLICY**
- POLICY GN 6 PUBLICATION OF POLICY REVISIONS**
- POLICY GN 7 INTEGRATING STRATEGIES**
- POLICY GN 8 PLANNING CONSENT REQUIRED BEFORE LICENCE APPLICATION**
- POLICY GN 9 LEVELS OF DECISION-MAKING**
- POLICY GN 10 DELEGATION**
- POLICY GN 11 LICENSING SUB-COMMITTEE – DELEGATED FUNCTIONS**
- POLICY GN 12 LICENSING OFFICER – DELEGATED FUNCTIONS**
- POLICY GN 13 LICENSING ACTS COMMITTEE – PROCEDURE**
- POLICY GN 14 LICENSING ACT SUB-COMMITTEE / PANELS – PROCEDURE**

- POLICY GN 15 DETERMINATION OF APPLICATIONS – CONDITIONS**
- POLICY GN 16 “NEED” FOR LICENSED PREMISES**
- POLICY GN 17 NEED FOR AN EVIDENTIAL BASE**
- POLICY GN 18 USE OF OTHER MECHANISMS TO ADDRESS CUMULATIVE IMPACT**
- POLICY GN 19 SPECIAL SATURATION POLICY – ADOPTION**
- POLICY GN 20 POOL OF CONDITIONS**
- POLICY GN 21 POOL OF CONDITIONS: PREMISES-SPECIFIC**
- POLICY GN 22 POOL OF CONDITIONS: ADDITIONS**
- POLICY GN 22 LIVE MUSIC, DANCING AND THEATRE**
- POLICY LH 1 ZONING**
- POLICY LH 2 STAGGERED CLOSING TIMES**
- POLICY LH 3 LICENSING HOURS NOT LIMITED**
- POLICY LH 4 DISPLAY OF OPERATING HOURS**
- POLICY LH 5 CLOSING TIMES**
- POLICY LH 6 DISPERSAL PROCEDURES**
- POLICY LH 7 LATEST ADMISSION TIMES**
- POLICY LH 8 HOURS FOR “OFF-SALES” OF ALCOHOL**
- POLICY CH 1 ACCESS BY CHILDREN TO LICENSED PREMISES NOT A REQUIREMENT**
- POLICY CH 2 RESTRICTIONS ON ACCESS BY CHILDREN TO LICENSED PREMISES (1)**
- POLICY CH 3 RESTRICTIONS ON ACCESS BY CHILDREN TO LICENSED PREMISES (2)**
- POLICY CH 4 RESTRICTIONS ON ACCESS BY CHILDREN TO LICENSED PREMISES (3)**
- POLICY CH 5 PREVENTION OF UNDER-AGE CONSUMPTION OF ALCOHOL**

- POLICY CH 6 REGULATED ENTERTAINMENT FOR CHILDREN**
- POLICY CH 7 REGULATED ENTERTAINMENT WITH CHILD PERFORMERS**

- POLICY CH 8 PERSONS SUPERVISING CHILDREN - CRB CHECKS**
- POLICY CH 9 REGULATED ENTERTAINMENT FOR CHILDREN – TICKET ONLY POLICY**

- POLICY CH 10** **FILM CLASSIFICATION (1)**
- POLICY CH 11** **FILM CLASSIFICATION (2)**
- POLICY CH 12** **EXHIBITION OF FILM – DISPLAY OF NOTICES**
- POLICY LA 1** **LICENCE APPLICATIONS – ACCEPTANCE**
- POLICY LA 2** **PERSONAL LICENCE – APPLICATIONS**
- POLICY LA 3** **PREMISES LICENCE – REGULATED ENTERTAINMENT (GENERAL)**
- POLICY LA 4** **PREMISES LICENCE – NOISE CONTROL TO SUIT LATE NIGHT TRADING**
- POLICY LA 5** **PREMISES LICENCE – MANAGEMENT AND CONTROL**
- POLICY LA 6** **PREMISES LICENCE – SAFER CLUBBING**
- POLICY LA 7** **PREMISES LICENCE – SPECIAL EFFECTS**
- POLICY LA 8** **PREMISES LICENCE – HYPNOTISM**
- POLICY LA 9** **PREMISES LICENCE – SANITARY ACCOMODATION**
- POLICY LA 10** **CLUB PREMISES CERTIFICATES – CLUB QUALIFYING CONDITIONS**
- POLICY LA 11** **CLUB PREMISES CERTIFICATES – SCOPE OF THE OPERATING SCHEDULE**
- POLICY LA 12** **CLUB PREMISES CERTIFICATES – FILM OR THEATRICAL PERFORMANCCES**
- POLICY LA 13** **CLUB PREMISES CERTIFICATES – SEX EQUALITY**
- POLICY PP 1** **PREMISES LICENCE – PUBS, PUB/RESTAURANTS, RESTAURANTS, HOTELS, GUEST HOUSES**
- POLICY PP 2** **HIGH VOLUME VERTICAL DRINKING ESTABLISHMENTS (HVVDDES)**
- POLICY PP 3** **DESIGNATED SPORTS GROUNDS, DESIGNATED SPORTS EVENTS AND OUTDOOR SPORTS STADIUMS**
- POLICY PP 4** **GARAGES AND SERVICE AREAS**
- POLICY PP 5** **VESSELS – SAFETY**
- POLICY PP 6** **VESSELS – NOISE**
- POLICY PP 7** **VEHICLES AND MOVEABLE STRUCTURES**
- POLICY PP 8** **LATE NIGHT REFRESHMENT VEHICLES – OUTSIDE CONSENT STREETS**
- POLICY PP 9** **LATE NIGHT REFRESHMENT**
- POLICY PP 10** **TAKE-AWAY FOOD OUTLETS – PRESUMPTION OF NO ALCOHOL SALES**
- POLICY PP 11** **SUPPLY OF ALCOHOL (“OFF-SALES”)**
- POLICY PP 12** **SAFE DRINKING-VESSELS**
- POLICY PP 13** **OTHER POTENTIAL WEAPONS**
- POLICY PP 14** **OPEN-AIR EVENTS**
- POLICY PP 15** **SEX-RELATED ENTERTAINMENT**
- POLICY PP 16** **PUBLIC SPACES AND COUNCIL-CONTROLLED PREMISES**
- POLICY DPS 1** **DESIGNATED PREMISES SUPERVISORS – AVAILABILITY**
- POLICY DPS 2** **DESIGNATED PREMISES SUPERVISORS – POLICE LIAISON**

- POLICY TEN 1** **TEMPORARY EVENT NOTICES**
- POLICY PR 1** **PROVISIONAL STATEMENTS; NEW OR SUBSTANTIALLY ALTERED PREMISES**
- POLICY PR 2** **CHANGES TO PROVISIONAL STATEMENTS**
- POLICY OS 1** **OPERATING SCHEDULE – SAFETY**
- POLICY OS 2** **OPERATING SCHEDULE – PREMISES MANAGEMENT AND MAINTENANCE**

- POLICY OS 3 OPERATING SCHEDULE – LOG BOOK**
- POLICY OS 4 OPERATING SCHEDULE – STRUCTURAL SAFETY**
- POLICY OS 5 OPERATING SCHEDULE – OCCUPANCY LIMITS**
- POLICY OS 6 OPERATING SCHEDULE – RISK ASSESSMENTS**
- POLICY OS 7 OPERATING SCHEDULE – ACCESS TO PREMISES BY PEOPLE WITH DISABILITIES**
- POLICY OS 8 OPERATING SCHEDULE – FIRE PRECAUTIONS**
- POLICY OS 9 OPERATING SCHEDULE – SMOKE FREE PREMISIES**
- POLICY OS 10 OPERATING SCHEDULE – FIRST AID REQUIREMENTS**
- POLICY OS 11 OPERATING SCHEDULE – FREE DRINKING WATER**
- POLICY OS 12 OPERATING SCHEDULE – CCTV**
- POLICY OS 13 OPERATING SCHEDULE – DRUGS**
- POLICY OS 14 OPERATING SCHEDULE – DOOR SUPERVISORS**
- POLICY OS 15 OPERATING SCHEDULE – PUB WATCH OR OTHER SCHEMES**

- POLICY OS 16 OPERATING SCHEDULE – DISCOUNTING AND SALES**
- POLICY OS 17 OPERATING SCHEDULE – PUBLIC NUISANCE NOISE**
- POLICY RE 1 REVIEWS (1)**
- POLICY RE 2 REVIEWS (2)**
- POLICY RE 3 REVIEWS (3)**
- POLICY RE 4 REVIEWS (4)**
- POLICY EN 1 ENFORCEMENT**

Glossary

Term	Description	Reference for details
Authority	<p>The Vale of White Horse District Council in its capacity as a licensing authority in respect of the area of Vale of White Horse, and/or</p> <p>South Oxfordshire District Council in its capacity as a licensing authority in respect of the area of South Oxfordshire.</p>	
Council	<p>The Vale of White Horse District Council in its capacity as a district authority in respect of the area of Vale of White Horse, and/or</p> <p>South Oxfordshire District Council in its capacity as a district authority in respect of the area of South Oxfordshire.</p>	
Planning Authority	Either council in its capacity as a planning authority for the respective area.	
Police Authority	Thames Valley Police	
Fire Authority	The Fire and Rescue Service of Oxfordshire County Council	
Navigation Authority For rivers – For canals –	The Environment Agency The British Waterways Board	Section 13(4)(h)
Interested party <i>(Interested parties may make representations about applications and may request reviews)</i>	Any of the following – (a) a person living in the vicinity of the premises; (b) a body representing persons who live in that vicinity; (c) a person involved in a business in that vicinity; (d) a body representing persons involved in such businesses; and (e) a councillor of the relevant licensing authority.	Section 13(3) including town and parish councils Introduced by S33 Policing and Crime Act 2009

<p>Responsible authority</p> <p><i>(Responsible authorities may make representations about applications and may request reviews)</i></p> <p><i>(Appendix 1 lists the contact details for these responsible authorities)</i></p>	<p>Any of the following –</p> <ul style="list-style-type: none"> (a) the chief officer of Police for the area; (b) the fire authority; (c) the enforcing authority under S 18 of Health and Safety at Work etc. Act 1974; (d) the local planning authority; (e) the environmental health service of the council; (f) the health and social care department of Oxfordshire County Council, which the authority recognises as competent to advise on matters of child protection; (g) Trading Standards; (h) any other licensing authority in whose area part of the premises is situated; (i) in relation to a vessel – the navigation authority. 	<p>Section 13(4)</p>
<p>Objection</p>	<p>Representations from the Police concerning an application, on the grounds of the prevention of crime and disorder.</p>	
<p>Representations</p>	<p>Comments made by a responsible authority on an application.</p>	
<p>Relevant representations</p>	<p>Comments made by an interested party, which are not irrelevant, frivolous, vexatious, or repetitive.</p>	
<p>Authorised person</p> <p><i>(Authorised Persons have roles in enforcement of the 2003 Act)</i></p> <p><i>(Police officers)</i></p>	<p>Any of the following –</p> <ul style="list-style-type: none"> (a) an officer of the licensing authority, authorised for the purposes of the 2003 Act; (b) an inspector appointed under Article 26 of the Regulatory Reform (Fire Safety) Order 2005; (c) an inspector appointed under S.19 of the Health and Safety at Work etc. Act 1974; 	<p>Section 13(2)</p>

<i>are not listed as authorised persons, as they already have powers of enforcement under other legislation)</i>	(d) an officer of the council authorised to exercise statutory environmental health functions; (e) in relation to a vessel, an inspector, or surveyor of ships, appointed under S.256 of the Merchant Shipping Act 1995; and (f) a person prescribed for the purposes of S.13 (2) of the Licensing Act 2003.	
Licensing Acts Committee	The committee of elected councillors of the Vale of White Horse District Council that is responsible for the council's licensing functions in the area of Vale of White Horse and/or the committee of elected councillors of South Oxfordshire District Council that is responsible for the council's licensing functions in the area of South Oxfordshire.	
Designated officer	The Head of Legal and Democratic Services.	
SIA	Security Industry Authority.	
2003 Act	The Licensing Act 2003.	
LACORS	Local Authorities Co-ordinator of Regulatory Services.	
TSI	Trading Standards Institute.	
Statement of licensing policy	The final version of this policy, as adopted by both councils.	
Designated premises supervisor	The holder of a personal licence who is identified by the licence holder as having day-to-day responsibility of the management of a licensed premises.	
Secretary of State's Guidance	The current guidance issued by the Secretary of State under section 182 of the 2003 Act.	The guidance referred to in this policy is that published in March 2010.
Regulated entertainment	Entertainment as defined in Schedule 1 to the Licensing Act 2003	

Note: the singular includes a reference to the plural and vice versa.

Introduction

1. OBJECTIVES ²

Policy GN 1: Objectives ³

The authority will carry out its licensing functions under the 2003 Act with a view to promoting the four 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 of the four licensing objectives is of equal importance and there are no other objectives, so that the four licensing objectives are paramount at all times.

The authority will also have regard to matters of sustainability, equality, the local economy and tourism to the extent that they affect the licensing policy.

2. The authority's area and the licensable activities

Appendix 2 describes the two authorities, their areas, centres of population and their population profiles. It also describes the mix of licensable activities, where they take place and their positive and negative impacts on the areas.

General

3. Precedence issues

A licensing policy must not ignore or be inconsistent with provisions in the 2003 Act.

Policy GN 2: Precedence

The meaning of the 2003 Act and any Regulations made under it take precedence over the meaning of this statement of licensing policy.

² (2003 Act: S 4) (Guidance: para. 1.2)

³ (Guidance: paras 1.2 & 1.3)

4. Adoption and publication of the statement of licensing policy⁴

4.1 The two councils determined this joint statement of licensing policy and adopted it on (7 January 2011)

4.2 In determining this policy, the councils had regard to the Secretary of State's guidance and gave appropriate weight to the views of those consulted.

Policy GN 3: Three-yearly policy review

The authority will prepare and publish a statement of its licensing policy at intervals of no more than three years, to enable it to continue to undertake its licensing functions.⁵

Policy GN 4: Interim policy reviews

The authority will keep its licensing policy under review and will make such revisions to it, at such times, as it considers appropriate.⁶

Policy GN 5: Consultation on policy

Before determining any revision⁷ to its statement of licensing policy, the authority will consult:⁸

- (a) the chief officer of Police for the area;
- (b) the fire authority for the area;
- (c) the County Trading Standards Officer
- (d) the health and social care department of Oxfordshire County Council, which the authority considers to be the competent and responsible authority for the purpose of advising on issues of protecting children from harm.⁹

together with such persons as the authority considers at the time to be representative of:

- (e) holders of premises licences issued by the authority;
- (f) holders of club premises certificates issued by the authority;
- (g) holders of personal licences issued by the authority;

⁴ (2003 Act: S 5(3) as amended by Schedule 8 para.29) (Guidance: para. 1.9)

⁵ (2003 Act: S 4 & 5) (Guidance: paras. 1.9 & 13.2)

⁶ (2003 Act: S 5(4)) (Guidance: para. 13.2)

⁷ Need to be able to change contact details etc without

⁸ (2003 Act: S 3(5) & 5(3)) (Guidance: para. 13.6)

⁹ (2003 Act: S 13(4)(f))

- (h) businesses and residents in its area;
- (i) other interests in the licensing of premises in its area,

The authority will give appropriate weight to the views of the persons listed above when it determines any revision to its statement of licensing policy.¹⁰

Policy GN 6: Publication of policy revisions

When the authority determines any revisions, it will publish either a statement of those revisions, or its revised statement of licensing policy.¹¹

5. Scope of the statement of licensing policy: licensable activities¹²

5.1 This policy addresses licensing of the following activities:

- (a) The sale of alcohol by retail;
- (b) The supply of alcohol by or on behalf of a club to, or to the order of, a member of a club;
- (c) The provision of late night refreshment¹³ (supply of hot food or drink between 2300 and 0500 hours); and
- (d) The provision of 'regulated entertainment' which includes:
 - a performance of a play;
 - an exhibition of a film;
 - an indoor sporting event;
 - a boxing or wrestling entertainment (indoors and outdoors);
 - a performance of live music;
 - the playing of recorded music;
 - a performance of dance;
 - provision of facilities for

¹⁰ (Guidance: para. 13.7)

¹¹ (2003 Act: S 5(6)) (Guidance: para. 1.9)

¹² (2003 Act: Section 1: Schedules 1&2) (Guidance: para. 1.11 & Annex A & B)

¹⁴ This includes take-aways and hot-food vans

(i) making music;

(ii) dancing.

5.2 Activities that are not to be regarded as regulated entertainment and activities that are not to be regarded as late night refreshment are listed respectively in Schedules 1 and 2 of the 2003 Act. S177 of the 2003 Act also provides some exemptions for small premises (capacity up to 200) that hold a premises licence or club premises certificate and provide dancing and amplified or un-amplified music.¹⁴

6. Scope of the policy: applications and notices¹⁵

6.1 This policy addresses decisions on applications for:

- (a) premises licences;
- (b) club premises certificates;
- (c) personal licences;
- (d) renewal or transfer of licences;
- (e) variation of conditions attached to licenses and associated matters.

6.2 This policy also addresses temporary event notices (TENs) and the review of premises licences and club premises certificates.

7. Fundamental principles

7.1 The authority recognises that its power to reject applications or to apply conditions to premises licences and club premises certificates is strictly constrained by the terms of the 2003 Act.¹⁶

7.2 The authority recognises that it has no power to:¹⁷

- (a) attach any condition, including mandatory conditions, to a temporary event notice;
- (b) modify mandatory conditions;
- (c) attach conditions to a premises licence or club premises certificate (other than appropriate mandatory conditions) unless those conditions are consistent with the operating schedule submitted with the application, or further to relevant representations.

¹⁴ (2003 Act: S 177) (Guidance: paras 3.25 – 3.31)

¹⁵ (2003 Act: Parts 3,4,5 & 6)

¹⁶ (2003 Act: S 18(2) & 72(2))

¹⁷ (2003 Act: S 18, 19 to 22, 72, 73(2) to (5) & 74 to 76)

7.3 The authority also recognises that it has no power to: -

- (a) modify conditions attached to a premises licence or club premises certificate;
- (b) to exclude from the scope of the premises licence or club premises certificate any of the licensable or qualifying activities to which the application relates;
- (c) refuse to specify a person in a premises licence as the designated premises supervisor;
- (d) reject the application.

unless it has received relevant representations about the application and then only to such extent as the authority considers necessary for the promotion of the licensing objectives.

7.4 Throughout this document, statements are made as to the expectations of the authority. The statement of licensing policy has been developed in consultation with all of the responsible authorities. Those responsible authorities have indicated that where the expectations are not met in any application, they may make a representation. This could in turn result in the imposition of appropriate conditions.

7.5 In considering and determining applications the authority will take into account:-

- (a) **Equality Act 2010**; ¹⁸
- (b) Section 17 of the Crime and Disorder Act 1988; ¹⁹
- (c) The Human Rights Act 1998;
- (d) Noise Act 1996;
- (e) Regulatory Reform (Fire Safety) Order 2005;
- (f) Violent Crime and Disorder Act 2006;
- (g) Health Act 2006;
- (h) Policing and Crime Act 2009; and
- (i) any other relevant legislation or statutory guidance.

¹⁸ (Guidance: para. 13.69)

¹⁹ Section 17 of the Crime and Disorder Act 1988 states: "Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on and the need to do all that it reasonably can to prevent, crime and disorder in its area."

- 7.6 The authority will: -
- (a) treat each application on its individual merits;²⁰
 - (b) not override the right of any person to apply under the terms of the 2003 Act for a variety of permissions;²¹
 - (c) not override the right of any person to make representations on an application or to seek a review of a licence or certificate where the 2003 Act makes provision for them to do so;²²
 - (d) as far as possible, avoid duplication with other licensing and regulatory regimes that already place obligations on employers and operators, e.g. the Health and Safety at Work etc, Act 1974, the Environmental Protection Act 1990, disability discrimination legislation and the Regulatory Reform (Fire Safety) Order 2005:
 - (e) will only apply to premises licences and club premises certificates conditions that are necessary to underpin or promote the licensing objectives.
- 7.7 The authority recognises that the purpose of the 2003 Act is to allow appropriate levels of regulation for premises, temporary events, members' clubs and persons authorised to make alcohol available for sale.²³
- 7.8 In considering applications the authority will primarily focus on the direct impact of the activities taking place at the licensed premises on members of public living, working or engaged in normal activity in the vicinity of the licensed premises.²⁴
- 7.9 For each application for the grant, variation or review of a premises licence or club premises certificate, the 2003 Act requires the authority to consider the representations made by responsible authorities²⁵ and those representations made by interested parties,²⁶ which the authority accepts as relevant.
- 7.10 "Interested parties" will be given its widest possible interpretation and where it includes persons involved in business, will not be confined to those engaged in trade and commerce. It will include partnerships and the functions of charities, churches and medical practices.²⁷

²⁰ (Guidance: para 1.15

²¹ (Guidance: para 13.14)

²² (Guidance: para 13.15)

²³ (Guidance: paras 13.16 – 13.18)

²⁴ (Guidance: paras 13.16 – 13.18)

²⁵ Responsible Authorities are listed in the Glossary.

²⁶ An Interested Party (as listed in the Glossary), acting alone, or with others, may appoint a representative (such as a solicitor, a friend, a Member of Parliament or a local ward councillor) to make Representations on their behalf.

²⁷ (Guidance: paras 8.5 – 8.8)

- 7.11 A responsible authority or an interested party may also seek a review of a premises licence or club premises certificate because of a matter arising at the premises in connection with any of the four licensing objectives.
- 7.12 In determining applications and reviews of licensed premises, the authority will give appropriate weight to:²⁸
- (a) representations received from responsible authorities;
 - (b) relevant representations made by interested parties;
 - (c) the Secretary of State's guidance;
 - (d) this statement of licensing policy; and
 - (e) the steps necessary to promote the licensing objectives.
- 7.13 Any terms and conditions that the authority imposes will be focused on matters that are within the control of individual licensees. These matters will centre on the premises and places being used for licensable activities and the vicinity of those premises and places.²⁹

8. Reviewing the statement of licensing policy with other authorities³⁰

- 8.1 The authority will work with the other licensing authorities in Oxfordshire in reviewing this statement of licensing policy to ensure, as far as possible, that a consistent approach is taken to assist applicants for licences and those who may wish to make representations under the provisions of the 2003 Act. The authority will also liaise with other neighbouring licensing authorities to ensure that there is consistency across district council boundaries. Full regard will still be given to local issues and situations, which will take precedence.
- 8.2 The authority will maintain partnership working with various enforcement agencies as it recognises that the licensing objectives can only be promoted through a range of actions, some of which are outside the scope of the licensing system.
- 8.3 The authority will agree protocols with the Police, the Fire Authority and Trading Standards Services, as it considers appropriate for enforcing the 2003 Act.
- 8.4 The authority will maintain a dialogue with the licensed trade, businesses, local people and relevant organisations in the entertainment and alcohol industry to ensure that the statement of licensing policy remains relevant and secures promotion of the licensing objectives.

²⁸ (Guidance: para 9.25)

²⁹ (Guidance paras 13.16 – 13.18)

³⁰ (Guidance: paras 1.20 – 1.22)

9. Integrating strategies ³¹

- 9.1 Licensing is about promoting the four licensing objectives by balancing different interests. The experience gained by the authority can usefully inform the development and application of strategies by others for local crime prevention, planning, transport, tourism and culture. It is important that such strategies do not undermine promotion of the licensing objectives.
- 9.2 In preparing this statement of licensing policy, the authority has taken account of relevant national policies and action plans, which include the following:
- (a) Safer Nightlife³²;
 - (b) the Alcohol Harm Reduction Strategy 2004;
 - (c) “Keeping Children Safe” (Department. for Education & Skills/ Department. of Health).
- 9.3 The authority has taken account of the policies and programmes that the council has already adopted. These are listed in Appendix 3, along with an explanation of how they integrate with the statement of licensing policy.
- 9.4 The local authority will seek to promote and encourage a broad range of licensable activities, recognising the potential cultural and tourism benefits that may arise. The local authority subscribes to the view that the absence of cultural provision can lead to loss of community awareness which can in turn lead to negative impact on the licensing objectives. Where possible, the local authority will consider its own initiatives, especially to promote music, dancing and theatre for the wider cultural benefit.

Policy GN 7: Integrating strategies

The council will ensure that any strategies it may have, or develop, for local crime prevention, planning, transport, waste management, sustainability tourism and culture will be integrated with its licensing function, but such strategies will not overrule the licensing objectives.

10. Planning and building control ³³

- 10.1 The council recognises that there is a need for proper separation of the planning, building control and licensing regimes to avoid duplication and inefficiency.
- 10.2 The council recognises that the planning authority must be aware of the authority’s concerns as this will assist in promotion of the licensing objectives. The authority will provide reports to enable the planning authority to have

³¹ (Guidance: para 13.55)

³² http://217.154.230.218/NR/rdonlyres/E4E0FE3A-9F8E-4182-AFBF-31C83E74C03A/0/SS_LDPF_safer_nightlife.pdf

³³ (Guidance: paras 13.64 – 13.68)

regard to such matters and have a role in promoting the four licensing objectives when the planning authority takes its decisions.

10.3 The council recognises that the three regimes have different purposes:

- (a) planning – ensuring the suitability of the location use and design of the premises for the activities and the adequacy of the local infrastructure;
- (b) building control – ensuring the suitability of the construction of the premises;
- (c) licensing – ensuring the suitability of the proposed premises for the proposed use.

10.4 Applicants are reminded that the grant of a premises licence or club premises certificate, or any variation to one of these, does not relieve the applicant of the need to obtain planning permission and building regulations consent as appropriate.

Policy GN 8: Planning consent required before licence application

To avoid inoperative premises licences being granted, the authority will not normally determine an application unless the applicant can demonstrate that the premises have either (in terms of activity and hours of use sought) planning consent, or that it is otherwise lawful. Exceptions may be made where the applicant can demonstrate compelling reasons why the application should be considered, although the planning status of the premises has not been finalised.

11. Administration, exercise and delegation of functions

Policy GN 9: Levels of decision-making

The authority will have the following levels of decision-making for undertaking its licensing functions:

- the council;
- Licensing Acts Committee;
- Licensing Acts Sub Committees or Panels;
- Licensing officers.

11.1 A Licensing Acts Sub Committee or Panel will generally determine each application that attracts representations, unless:

- (a) all representations from responsible authorities are first withdrawn and it is agreed by all parties that a hearing is not necessary;
- (b) all other representations are first withdrawn and it is agreed by all parties that a hearing is not necessary or the representations are determined to be not relevant by a designated officer; and
- (c) the only representations remaining are vexatious or frivolous; or
- (d) the Licensing Acts Committee wishes to consider the matter.

- 11.2 Licensing officers will determine all other applications and the Licensing Acts Committee will receive reports on the decisions made by officers so that councillors maintain an overview of the general situation.

Policy GN 10: Delegation³⁴

The authority has delegated licensing decisions in accordance with the recommendations of the Secretary of State's Guidance and in the interests of speed, efficiency and cost effectiveness, as follows:

- (a) The council determines:
- the statement of licensing policy;
 - membership of the Licensing Acts Committee;
 - the extent to which functions, other than functions under the 2003 Act, are delegated to the Licensing Acts Committee.
- (b) The Licensing Acts Committee will undertake all functions of the authority that are not the responsibility of the council, as follows: -
- making recommendations to the council on the joint statement of licensing policy;
 - reviewing the statement of licensing policy within three-year intervals, keeping the policy under review at other times and undertaking appropriate consultations;
 - arranging for training of councillors and officers to enable the authority to discharge its duties under the 2003 Act;
 - agreeing which body is competent to advise the authority in respect of matters relating to the protection of children from harm;
 - deciding the extent to which the authority will recommend the classification of films;
 - monitoring the impact of licensing on regulated entertainment in general and live music and dancing in particular;
 - establishing and agreeing enforcement protocols (with the Police etc.);
 - reporting to the planning authority on the situation concerning licensed premises including the general impact of alcohol related crime and disorder;
 - considering current licences or applications for licences where a valid representation has been made and not withdrawn;
 - receiving reports on the needs of the local tourist economy and the cultural strategy for the area;
 - receiving reports on the employment situation in the area;
 - considering measures to promote the music, dancing and theatre for the wider cultural benefit.
- (c) Licensing Acts Sub-Committees/Panels will operate under authority delegated by the Licensing Acts Committee and determine matters as set out in Policy GN 11. The Licensing Sub-Committee will also receive reports on matters determined by licensing officers with delegated

³⁴ (Guidance: paras 13.76 – 13.78)

authority.

- (d) Licensing officers will operate under delegated authority and determine matters as set out in Policy GN 12.

Policy GN 11: Licensing Acts Sub-Committees/Panels – delegated functions

Sub-Committees/Panels of the Licensing Acts Committee will determine any of the following where a valid representation has been made and not withdrawn: -

- application for a personal licence;
- application for personal licence with unspent convictions;
- application for premises licence or club premises certificate;
- application for provisional statement;
- application to vary a premises licence or club premises certificate;
- application to vary a designated premises supervisor;
- application for transfer of premises licence;
- application for interim authorities;
- application to review a premises licence or club premises certificate;
- a police representation to a temporary event notice;
- to object when the authority is a consultee and not the relevant authority considering the application.

Policy GN 12: Licensing Officer – delegated functions

A licensing officer, delegated for the purpose within the council's constitutions, will determine every other licence application for which no objection or valid representation has been received, or for which it is agreed by all parties that a hearing is not necessary and all objections or valid representations have been withdrawn.

Policy GN 13: Licensing Acts Committee – procedure

Subject to any statutory provisions, the Licensing Acts Committee will regulate its own procedures and that of its sub-committees/panels.

Policy GN 14: Licensing Acts Sub-Committee/Panels – procedure

In considering any application on which a representation has been made, a sub-committee / panel will follow the principles which will be made available to those persons attending the meeting.

Policy GN 15: Determination of applications – conditions

In appropriate circumstances the licensing authority will determine the type and extent of conditions to be affixed to premises licences and club premises certificates as follows:

- (a) matters determined by licensing officers:

- licensing officers will select from a pool of conditions, those conditions that appropriately translate the issues addressed in the applicant's operating schedule, or (for an application under "grandfather rights") that match the conditions that apply to the original licence or permission;
 - no other conditions, other than the mandatory conditions specified in Sections 19,20,21,73 and 74 of the 2003 Act, will be added;
 - if none of the pool conditions is appropriate, licensing officers will develop any condition that they consider necessary to appropriately translate the issues addressed in that applicant's operating schedule, or officers will add to the pool of conditions any conditions developed for this reason;
 - licensing officers will report to the Licensing Acts Committee on the matters that those officers have determined for ratification.
- (b) matters determined by a sub-committee/panel:
- sub-committees / panels will attach conditions from within the pool of conditions or developed to suit, as in (a) above;
 - sub-committees / panels may also attach special conditions that take account of the representations made by responsible authorities or the relevant representations made by interested parties.

12. **NON-LICENSING ISSUES: WHAT THIS STATEMENT IS NOT FOR**³⁵

12.1 The authority recognises that:

- (a) licensing is not about mechanisms for the general control of anti-social behaviour by individuals once they are beyond the direct control of the individual club or business holding the licence, certificate or permission concerned;
- (b) licensing is not about matters contained in other legislation, which may well apply simultaneously to the activities of licensed individuals or premises.

Cumulative impact

13. **Cumulative impact**

13.1 The authority wished to take steps to prevent public nuisance, crime or disorder arising from the concentration of premises in any particular area.

13.2 Whilst need is primarily an issue for the market and the planning system, the cumulative impact of licensed premises on the promotion of the licensing objectives is a matter for consideration under the licensing provisions. Serious problems of public nuisance and disorder can arise in the vicinity of licensed premises where a number of them are grouped together and particularly where

³⁵ (Guidance: para. 13.18)

they may be situated near to residential areas on the fringe of urban centres. The numbers of premises selling alcohol and providing entertainment until the early hours of the morning have increased significantly over recent years and many special measures have been adopted to try to deal with the crime and anti social behaviour that can result from the more intensive activities.

- 13.3 The distribution of late night premises may be such as to warrant special action from the authority to combat exceptional problems of disorder and public nuisance over and above the impact from individual premises.
- 13.4 Section 160 of the 2003 Act replaces and extends the longstanding powers of Section 188 of the Licensing Act 1964. Under Section 160 a police officer of the rank of superintendent or above may ask a magistrates' court to make an order requiring all premises holding premises licenses or subject to a temporary event notice which are situated at or near the place of the disorder or anticipated disorder to be closed for a period up to 24 hours. The court may not make such an order unless it is satisfied that it is necessary to prevent disorder. A police officer may use necessary force to close any premises covered by such an order.

Policy GN 16: "Need" for licensed premises ³⁶

The authority will leave the assessment of the 'need' for licensed premises to the relevant planning authority and to the market. It will not address this matter in undertaking its licensing functions.

Policy GN 17: Need for an evidential base

The authority will consider representations based on the impact of the grant of a particular application on the promotion of the licensing objectives in the authority's area. However, the onus will be on the person making a representation to lay an evidential base for the assertion that the addition of the premises in question would produce the cumulative impact claimed. The impact can be expected to be different for premises with different styles and characteristics.

Policy GN 18: Use of other mechanisms to address cumulative impact ³⁷

The council will encourage the use of other mechanisms that are available for addressing problems caused by a minority of consumers behaving badly and unlawfully once away from licensed premises. For example: -

- (a) planning controls;
- (b) positive measures to create a safe and clean town centre environment in partnership with local businesses, transport operators and other departments of the council;

³⁶ (Guidance: para. 13.23)

³⁷ (Guidance: para. 13.39)

- (c) powers the council has to designate parts of its area as places where the public consumption of alcohol may be controlled;
- (d) police enforcement of the normal law concerning disorder and anti-social behaviour, including the issuing of fixed penalty notices;
- (e) the prosecution of any personal licence holder or member of staff at such premises who is selling alcohol to people who are drunk;
- (f) the confiscation of alcohol from adults and children in designated areas;
- (g) police powers to close down instantly for up to 24 hours any licensed premises or temporary event on grounds of disorder, or the likelihood of disorder or excessive noise emanating from the premises;
- (h) the power of the police, other responsible authority or a local resident or business to seek a review of the licence or certificate in question.

14. Special saturation policy³⁸

- 14.1 It is possible that the impact of the behaviour of customers of separate premises taken together on surrounding areas is greater than the usual impact from customers of individual premises and so creates exceptional problems of crime, disorder or public nuisance. In these circumstances a responsible authority or interested party may consider that the cumulative effect of new licences is to saturate an area, making it a focal point for large groups of people to gather and circulate away from the licensed premises themselves.
- 14.2 If representations are made by responsible authorities or interested parties to this effect, the authority will consider whether the grant of any further premises licences or club premises certificates in a particular area would tend to undermine one of the licensing objectives and whether a special saturation policy should be adopted for that area.
- 14.3 In considering whether to adopt a special saturation policy the authority will carry out a review of the available evidence and carry out consultation to determine if there is any part of its district that should be considered for such a policy.
- 14.4 The effect of adopting a special saturation policy of this kind is to create a rebuttal presumption that applications for new premises licences or club premises certificates or material variations will normally be refused, if relevant representations to that effect are received, unless it can be demonstrated that the operation of the premises involved will not add to the cumulative impact already being experienced. Applicants would need to address the special saturation policy issues in their operating schedules in order to rebut such a presumption. However, a special saturation policy must stress that this presumption does not relieve responsible authorities or interested parties of the

³⁸ (Guidance: paras 13.24 – 13.39)

need to make a relevant representation before a licensing authority may lawfully consider giving effect to its special saturation policy.

- 14.5 If no representations are received, any application must be granted in terms that are consistent with the operating schedule submitted. However, responsible authorities, such as the police, or interested parties, can make written representations maintaining that it is necessary to refuse the application for the promotion of the prevention of crime and disorder and referring to information which had been before the authority when it developed its special saturation policy³⁹.
- 14.6 Where a special saturation policy is in effect, the relevant authority will regularly monitor the impact of that policy. If it becomes evident that the criteria for such a policy is no longer met, the authority will arrange for it to be discontinued.

Policy GN 19: Special saturation policy – adoption ⁴⁰

If a responsible authority or interested party⁴¹ has identified a concern about crime and disorder or public nuisance, and the authority for that area considers that the available evidence demonstrates that crime and disorder or public nuisance are arising and are caused by the customers of licensed premises in an identifiable area, (or that the risk factors are such that the area is reaching a point when a cumulative impact is imminent), then the authority will consult on a special saturation policy with those specified in section 5(3) of the 2003 Act. The authority will adopt a special saturation policy if it is satisfied that such a policy is required. However current information indicates that a special saturation policy is not required.

15. Pool of conditions ⁴²

- 15.1 The Secretary of State’s guidance requires the licensing policy to “make clear that a key concept underscoring the 2003 Act is that conditions attached to licences and certificates should be tailored to the individual style and characteristics of the premises and events concerned.” It also states that “this is essential to avoid the imposition of disproportionate and overly burdensome conditions on premises where there is no need for such conditions.” The authority will therefore need access to a wide range of appropriate conditions from which it can draw.
- 15.2 The Secretary of State has introduced new mandatory conditions which came into force in 2010. Whilst current licences have not been updated with these mandatory conditions, licence holders are required to ensure that they comply with them. As licences are amended through variation or other changes then the new conditions will be added. For the avoidance of doubt the mandatory conditions in force at the time that this policy was adopted are set out at Appendix 5 to this policy.

³⁹ (Guidance para 13.27)

⁴⁰ (Guidance: para 13.28)

⁴¹ See Glossary for definition of “Responsible Authority” and “Premises Licence”

⁴² (Guidance: para. 10.5 and Annex D)

- 15.3 Provided no relevant representation has been received, the type and extent of conditions to be affixed to various premises licences will be determined by officers, acting under delegated authority, from within the pool of conditions, which are consistent with any operating schedule.
- 15.4 Where representations have been made by interested parties or responsible authorities, a Licensing Acts Sub-Committee/Panel will hear the case and may attach special conditions to a licence. Use of standard conditions will be avoided, as will conditions that are unnecessary because other legislation makes adequate and appropriate provision for applicants' compliance.
- 15.5 In relation to licensable activities which have a clear benefit to culture, the authority will seek only to impose those conditions that are deemed to be necessary and in proportion to the specific situation. The authority will consider the potential for conditions deterring applications, but at the same time will not permit the licensing objectives to be undermined.

Policy GN 20: Pool of conditions

The authority will maintain a pool of conditions from which appropriate and proportionate conditions can be drawn. The authority will adapt such conditions as necessary for the promotion of the licensing objectives to suit the individual circumstances of each application for a premises licence or club premises certificate.

Policy GN 21: Pool of conditions: premises-specific

The authority will not apply standard conditions to any premises licence or club premises certificate that it issues.

Policy GN 22: Pool of conditions: additions

The authority will add to the pool of conditions each condition that is developed to suit the individual circumstances of each application, so that it may be used as the basis of development of other conditions. The authority will develop such conditions with regard to:

- (a) the 2003 Act;
- (b) the Secretary of State's guidance;
- (c) this statement of licensing policy;
- (d) a statement made in the operating schedule by an applicant for a premises licence or club premises certificate.

16. Live music, dancing and theatre

- 16.1 It would be inappropriate to impose, on small-scale activities, the potentially substantial indirect costs of complying with conditions that are more appropriate to larger events. Such small-scale activities will tend to be those that are arranged for small community groups or for children and have the potential for generating wider cultural benefits for communities generally.

- 16.2 The imposition of inappropriate conditions might inadvertently impose substantial indirect costs and so deter live music, dancing and theatre.

Policy GN 23: Live music, dancing and theatre⁴³

The authority will take proper account of the need to encourage and promote live music, dancing and theatre in balance with the potential for disturbance from these activities. In determining what conditions should be attached to premises licences and club premises certificates, the authority will take account of the need to avoid measures that inadvertently impose substantial indirect costs.

Licensing hours

17. Zoning⁴⁴

- 17.1 The authority cannot set fixed trading hours, because the government considers that longer licensing hours for the sale of alcohol (for consumption on the premises) are important to prevent concentrations of customers leaving premises simultaneously. The government considers this necessary to reduce friction at late night fast food outlets, taxi ranks and other sources of transport, which can lead to disorder and disturbance.

Policy LH 1: Zoning

The authority will not generally restrict trading hours, but may restrict hours for particular premises if a responsible authority or an interested party makes an appropriate representation and this will promote a licensing objective.

18. Staggered closing times

- 18.1 In the government's view, "staggered closing times" would only serve to replace the peaks of disorder and disturbance (which have previously occurred after 11.00pm and after 2.00am) with a series of smaller peaks, so minimising any potential improvement in the prevention of crime and disorder. The Secretary of State's guidance states that the general principle should be to promote later opening so that customers leave for natural reasons slowly over a much longer period and so prevent any artificial concentrations.
- 18.2 The prevention of public nuisance will be assisted by not seeking to generally organise opening or closing times in particular areas that may overload the local infrastructure, this mainly refers to urban areas.

⁴³ (Guidance: paras. 13.70 – 13.75)

⁴⁴ (Guidance: paras 13.40 – 13.42)

Policy LH 2: Staggered closing times

The authority will not seek to engineer any pattern of closing times (“staggered closing times”) by setting quotas for particular closing times.⁴⁵

19. Licensing hours not limited

- 19.1 Conditions that limit opening hours could tend to concentrate the departure of customers at particular times, which could detract from the promotion of the licensing objectives. In the context of a particular application, some potential problems may be more appropriately addressed through conditions other than limitations on opening times.
- 19.2 The Secretary of State’s guidance states that “fixed or artificially early closing hours can lead to binge drinking or 'topping up', meaning that disorder and disturbance can be increased when large numbers of customers are required to leave the premises simultaneously.”⁴⁶ The authority will regularly review whether or not there is disorder or disturbance in situations where there are fixed trading hours, for example because of planning conditions. The authority will also monitor what impact, if any arises as a result of no trading hours specified. If a negative impact is shown, the authority may decide to modify the policy or impose conditions upon the receipt of valid representations.

Policy LH 3: Licensing hours not limited

The authority will not reduce the hours permitted for licensable activities to less than those stated in an application, unless representations indicate that this is necessary and then only in the context of the individual merits of that application.⁴⁷ In considering a limitation on trading hours, regard will be had to the nature of the locality around the premises.

20. Display of operating hours

- 20.1 Licensing hours and the closing time of premises may be different. The cessation of licensable activities may take place at some time prior to actual closing time for the premises depending on the nature of the activities.
- 20.2 The authority considers that it would be beneficial for potential customers and “interested parties” living or working nearby to be able to easily discover when licensed premises are likely to be operational.

Policy LH 4: Display of operating hours

Where appropriate the authority may request to see a notice stating the actual operating hours of the premises displayed conspicuously outside every public entrance to a premises operating under a premises licence.

⁴⁵ (Guidance: paras 13.40 – 13.42)

⁴⁶ (Guidance: para 13.40)

⁴⁷ (Guidance: para 13.42)

Policy LH 5: Closing times

In determining applications, the authority will take into account the time that it is proposed to close the premises where patrons have been attracted to attend by a licensable activity. Regard will also be had to matters such as the nature of the locality and the availability of public transport at the time that the premises propose to close.

The authority considers that licensable activities should normally cease not later than 30 minutes before final closure of the premises.

21. Dispersal procedures

- 21.1 Organised dispersal procedures can help to prevent crime, disorder and public nuisance behaviour where large numbers of persons are leaving licensed premises over a concentrated period of time. This is relevant whether persons leave over a period of time or in large numbers, at the premises' closing time.
- 21.2 It is considered that dispersal procedures, on which all staff employed at the licensed premises are trained, are particularly necessary for premises at which regulated entertainment or the sale of alcohol for consumption on the premises will continue after midnight. Persons living in the vicinity may experience the effects of the dispersal of customers from licensed premises as a public nuisance. Such problems can be minimised through orderly dispersal and by ensuring that dispersal does not take place over a protracted period of time.
- 21.3 At the same time, it is recognised that dispersal procedures will not be appropriate to all premises and the need will therefore be assessed on a case-by-case basis having regard to any risk assessment on the potential for nuisance that has been undertaken by the applicant.
- 21.4 Staff trained in dispersal procedures could also play a key role in the event of emergency evacuation.

Policy LH 6: Dispersal procedures

The authority may require applicants for premises licences where there is likelihood for nuisance to the neighbourhood due to patrons leaving the premises, to submit a written statement with their application covering procedures for orderly dispersal of patrons at closing time. Such a statement should show how all staff in the premises are trained in its implementation.

The authority expects any dispersal procedure to state the time at which the licensable activities cease and the later, actual, closure time of the premises.

22. Latest admission times

- 22.1 It is undesirable that persons should seek to “top up” their alcohol intake by “club-hopping”. Crime, disorder and anti social behaviour in urban centres can be increased by persons moving between venues late at night.
- 22.2 Establishing last entry times can reduce the tendency of customers to concentrate at those premises which remain open the latest, without restricting the hours of trading. This will encourage dispersal and reduce the pressure on late-night refreshment outlets and transport facilities that can lead to disorder problems. It will therefore assist with objectives to prevent public nuisance and crime and disorder in certain circumstances.

Policy LH 7: Latest admission times
The authority may require latest admission times.
The authority may require the latest admission time to be at least one hour before cessation of the licensable activity.

23. Hours for “off-sales” of alcohol

- 23.1 The government suggests that the norm will be for all shops, stores and supermarkets with premises licences that permit the sale of alcohol for consumption off the premises, to be free to provide such sales of alcohol at any times when the retail outlet is open for shopping, unless there are very good reasons for restricting those hours.⁴⁸
- 23.2 Where a licence permits the sale of alcohol in general terms such as “during opening hours”, the authority, responsible authorities and interested parties would have no role in determining the availability of alcohol in any subsequent changes to shopping hours. So any conditions on the timing of alcohol sales should state specific times.

Policy LH 8: Hours for “Off-Sales” of alcohol⁴⁹
Applications for licensing hours for retail premises that permit the sale of alcohol (for consumption off the premises) at any time that the retail premises are open for shopping will normally be approved.
Where there are good reasons for restricting those hours, the authority will specify the particular hours during which the sale of alcohol for consumption off the premises is permitted. The authority will <u>not</u> specify those hours in general terms, such as “at any time that the retail premises are open for shopping”.
If valid representations are made to the authority concerning premises licensed

⁴⁸ (Guidance: para 13.42)

⁴⁹ (Guidance: para 13.42)

for the sale of alcohol for consumption off the premises, because it is likely to become a focus for disturbance or public nuisance, the authority reserves the right to restrict trading hours as one mechanism of combating such problems.

Children

24. Access to premises

- 24.1 The 2003 Act does not prohibit children who are accompanied by an adult from having free access to licensed premises of all kinds, including those selling alcohol for consumption on the premises.
- 24.2 However, the 2003 Act makes it an offence for any child under the age of 16 who is not accompanied by an adult from being present: -
- (a) at any time on pub premises, or other premises being used exclusively or primarily for the supply of alcohol for consumption on those premises; or
 - (b) between the hours of midnight and 5am on restaurant premises, or other premises that supply alcohol for consumption on the premises.
- 24.3 Apart from the above, the admission of children is a matter for the discretion of the individual licensee or club, unless conditions included in a premises licence or club premises certificate limit the access of children.
- 24.4 The fact that the new offence may effectively bar children under 16, who are not accompanied by an adult, from premises where the consumption of alcohol is the exclusive or primary activity, does not mean that the 2003 Act automatically permits unaccompanied children under the age of 18 to have free access to other premises or to the same premises even if they are accompanied or to premises where the consumption of alcohol is not involved. The 2003 Act includes on the one hand, no presumption of giving children access or on the other hand, no presumption of preventing their access to licensed premises. Each application and the circumstances obtaining at each premise must be considered on its own merits.⁵⁰

Policy CH 1: Access by children to licensed premises not a requirement 51

The authority will not apply conditions to premises licences that <u>require</u> that children must be given access.
--

Policy CH 2: Restrictions on access by children to licensed premises (1) 52

The authority will not apply conditions to premises licences that limit the access of children except to the extent that:

- | |
|---|
| (a) it considers necessary for the prevention of harm to children (with regard to Representations on the application); or |
|---|

50 (Guidance: para 13.44)

51 (Guidance: 13.50)

52 (Guidance: 13.47)

- (b) applicants have included such restrictions in their operating schedules as a result of risk assessments that determined that the presence of children would be undesirable or inappropriate.

24.5 The range of situations in policy CH 3 enables the authority to restrict the access of children to any premises, by taking appropriate account of the “reputation” of those premises in addition to the formal aspects of an application.

Policy CH 3: Restrictions on access by children to licensed premises (2)
53

In considering access by children to licensed premises, the authority will address the individual merits of each application with regard to representations on the application and, in particular, will take account of situations: -

- (a) where entertainment or services of an adult or sexual nature are commonly provided;
- (b) where current staff working at the premises have been convicted of serving alcohol to minors, or the premises have a reputation for underage drinking;
- (c) with a known association with drug taking or dealing;
- (d) where requirements for proof of age cards or other age identification to combat the purchase of alcohol by minors is not the norm;
- (e) where there is a strong element of gambling on the premises; or
- (f) where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.

24.6 The range of options in policy CH 4, which can be applied singly or in combination, enables the authority to apply conditions to a premises licence, or club premises certificate, that are in proportion to the scale of a perceived problem.

Policy CH 4: Restrictions on access by children to licensed premises (3)
54

The authority will rarely apply a complete ban on access by children to any individual licensed premises. However when, in response to a representation, the authority considers that access by children should be limited, it will apply one or more conditions (to the whole, or parts, of the premises) that include the following options (singly, or in combination): -

53 (Guidance: para 13.48)

54 (Guidance: paras 2.47 and 13.05)

- (a) limitations on the hours when children may be present;
- (b) age limitations (below specified ages younger than 18);
- (c) limitations or exclusions when certain activities are taking place;
- (d) requirements for accompanying adults (including requirements that apply only to children below specified ages);
- (e) checking proof of age ⁵⁵;
- (f) full exclusion of people under 18 from the premises when any licensable activities are taking place.

25. Prevention of alcohol-consumption by minors

25.1 In most circumstances, the consumption of alcohol by minors would be illegal. The authority considers that it would also contribute to harm to children, so systems should be put in place to ensure compliance with the law. A mandatory condition now requires that the premises licence holder or club premises certificate holder ensures that an age verification policy applies to the premises in relation to the sale or supply of alcohol. The authority encourages the development of a culture in which the checking of proof-of-age cards is accepted as the norm in circumstances where doubt might otherwise exist.

Policy CH 5: Prevention of under-age consumption of alcohol

The authority will require personal licence holders to show a management protocol that ensures alcohol is not served to persons who are under 18, except as permitted under the 2003 Act and expects every premise where alcohol is served to include in its operating schedule, a management protocol for achieving this.

26. Entertainment for and by children

26.1 Entertainment specifically for children (for example, pantomimes and films) can attract large numbers of unaccompanied children. The authority expects licensees to undertake a risk assessment of including details of how they will ensure the safe access and egress of children.

26.2 The authority expects licensees to provide attendants, at all performances specially presented for children, in accordance with model national standard conditions.

⁵⁵ Appendix 11 to this policy lists a number of appropriate methods.

Policy CH 6: Regulated entertainment for children⁵⁶

The authority expects that as part of the risk assessment, where regulated entertainment includes performances specially presented for children, applicants will include in their risk assessment details of the number of attendants that will be on duty to ensure that children are protected from harm, for example by controlling the access and egress.

Policy CH 7: Regulated entertainment with child performers

For licences that include performances by children, the authority will normally expect a nominated adult to be responsible for such child performers.

Policy CH 8: Persons supervising children - CRB checks

In premises where children's entertainment is provided and particularly where children participate in providing entertainment, the authority will normally expect that any person who will be engaged in supervising children to have been subject to a check through the enhanced disclosure procedure of the Criminal Records Bureau, or under the constant direct supervision of someone who has undergone such a check, unless there is an alternative appropriate child protection policy in place.⁵⁷

Policy CH 9: Regulated entertainment for children – ticket only policy

The authority expects that regulated entertainment organised for teenage children in the form of a disco or similar event will normally be managed as ticket-only events, with no tickets available at the door.

If pre-ticketing is not to be used, the authority expects the applicant to demonstrate any alternative arrangements that may be necessary to control admissions and prevent disorder.

27. Film exhibitions

- 27.1 In the case of premises giving film exhibitions the authority expects applicants to describe in their operating schedules their arrangements for ensuring compliance with the film classification recommendations that apply.

Policy CH 10: Film Classification (1)⁵⁸

The authority will attach a mandatory condition to every premises licence or club premises certificate that authorises the exhibition of films, requiring the admission of children to the exhibition of any film to be restricted in accordance with: -

⁵⁶ (Guidance: para. 2.50)

⁵⁷ Subject to CRB having the statutory ability to undertake such checks.

⁵⁸ (2003 Act: S 20) (Guidance: para 13.53)

- (a) the recommendations of the film classification body specified in the licence, (which will be the British Board of Film Classification (BBFC) whose classification system is copied in Appendix 4), or
- (b) the authority's recommendation in accordance with the BBFC Scheme.

Policy CH 11: Film Classification (2)⁵⁹

The authority will not apply its own system of classification for films, but will use the British Board of Film Classification (BBFC) classification system.

The authority will not consider any requests to reclassify a film that has already been classified by the BBFC.

However, provided the operator submits the film for classification at least 28 days before the proposed date of showing, the authority may classify a film that has no BBFC classification.

Policy CH 12: Exhibition of film – display of notices

The authority expects applicants to ensure that appropriate notices are displayed about restrictions on admission and that performances do not take place in areas other than where they can be restricted to a particular audience when necessary.

Licence applications

28. General

28.1 Applications that are incomplete (for example, those that refer to a supporting document such as a risk assessment which is not included), or fail to comply with the requirements of the 2003 Act, will impose additional administrative burdens that hinder the authority's ability to process the applications that do comply. The authority will therefore return applications that it considers incomplete, as it considers that applicants should retain the responsibility for ensuring their applications comply with the requirements of the 2003 Act. Where there is no reference in an application to a particular licensing authority policy, it will be assumed that the applicant does not wish to address this policy and the application will therefore be determined accordingly in the light of any representations that may be made.

28.2 The 2003 Act requires some applications to be advertised for a set period, or to be copied to the police or other responsible authorities. This gives interested parties and responsible authorities an opportunity to make representations

⁵⁹ (Guidance: para 13.53 and Appendix 5 to this Policy)

about the application. The authority considers that the failure of an applicant to comply with these requirements is appropriate grounds for rejecting an application. Applicants will need to demonstrate to the licensing authority that they have complied with these requirements by providing documentary evidence to the authority.

- 28.3 Where ever the licensing authority considers it possible and reasonable to do so, assistance will be offered to applicants in completing their applications.
- 28.4 For any application received for either a new premises licence or new club premises certificate or for any application for a variation of an existing premises licence or club premises certificate the licensing authorities will notify locally as follows. The licensing authority will notify the ward councillors for the electoral ward in which the premises that is the subject of the application is located that an application has been received. The licensing authority will also notify parish/town council for the parish/town area in which the premises that is the subject of the application is located that an application has been received.
- 28.5 Ward councillors are now classed as “interested parties” under the Licensing Act 2003 and are therefore now able to make representations on applications in their own right as well as on behalf of local constituents. They should note however that the relevant licensing authority will have its own procedures that apply when councillors speak at a committee on an item in which they have a personal and prejudicial interest and they will need to clear about their status when speaking on an item.
- 28.6 When a parish/town council makes any objections to a licence application it needs **to be clear** on its position when making that objection. If the parish/town council makes an objection to an application because its own premises or business meetings are directly affected by the licence application then it is making that objection as an “interested party” in that it is a person involved in business in the area as defined in Section 13 (3) (d) Licensing Act 2003.
- 28.7 If the parish/town council makes objections on behalf of residents who live in that vicinity then they are acting as an “interested party” as defined in Section 13 (3) (b) Licensing Act 2003 and will need to identify the names and addresses of the residents that they are objecting on behalf of. The parish/town council should also encourage those residents to object in their own right but allow the parish/town council to present their case at any hearing that is held.
- 28.8 Applications may be made in person on weekdays between the hours of 9:00 to 16:30, or by post, to the authority at the address indicated at the beginning of this policy.
- 28.9 Once an application has been accepted, any amendments to the application must normally be made by way of an application for variation, minor variation or a fresh application, unless they are specifically made in order to address an issue that arises through a representation. The authority therefore recommends that applicants ensure that their proposals are finalised before submission.

28.10 In order to effectively assess proposals, the licensing authority will expect applications to be comprehensive in relation to any activity or equipment that might have an impact on any of the licensing objectives. Where applications are silent on particular issues, such as the use of special effects or the type of events to be held, this may limit the range of activities permitted under the premises licence or club premises certificate that are granted.

Policy LA 1: Licence applications – acceptance

The authority expects applications to be complete and to comply with the requirements of the 2003 Act before they are registered as being received.

The authority may return to the applicant any application that it discovers to be incomplete, or that it discovers to have failed to comply with the 2003 Act, including any requirement to advertise or failure to provide a complete copy to a responsible authority.

If the authority returns an application to an applicant for any of the above reasons, it will treat the application as not received. This policy will apply regardless of any proof of delivery of the application to the Authority.

29. Personal licences

29.1 The authority seeks to ensure that it grants only those applications which satisfy the relevant licensing objectives and that the police have the necessary information on which to base any representations they may wish to make to the authority. This is because the holder of a personal licence should be a person who is not only properly qualified but someone who will contribute to crime prevention.

Policy LA 2: Personal licence – applications

The authority expects an applicant applying for a new personal licence, or notifying a change, other than a change of address in connection with a personal licence to all include the documents described in section 4 of the application form for a personal licence.

30. Premises licences

A - General prevention of public nuisance

30.1 Frequent complaints can be received about noise from the operation of licensed premises. Responsible operators will wish to avoid enforcement action that can be taken under the licensing or other legislation, so applicants for premises licences and club premises certificates are advised to consider measures that prevent noise nuisance from occurring.

30.2 Where necessary, Environmental Protection will encourage applicants for new licences or variations to consider the noise impact from all aspects of their

operation and to propose steps to prevent disturbance to local residents and businesses that may be necessary. Noise can be generated by regulated entertainment internally and externally (e.g. the playing of live or recorded music) and patrons on and off the premises. Where necessary following comments from interested parties or responsible authorities the authority will expect applicants to undertake an acoustic assessment and /or implement control measures as may be necessary. Control measures may be in the form of structural works for example to improve the sound insulation of a building or the implementation of management measures (or a combination of the two) to ensure that noise is appropriately controlled. This will help prevent requests for review, and avoid possible revocation of a licence. The authority will expect to see applicants include within their operating schedule procedures to actively manage the noise impact of their operation to prevent public nuisance arising.

- 30.3 With the introduction of the Health Act 2006 which banned smoking indoors, most premises have, where appropriate, created external “smoking areas” to allow patrons to continue to smoke and drink outside the premises. These “smoking areas” have the capacity to create problems of public nuisance if they are not properly controlled. The authority will expect to see applicants include within their operating schedule procedures to actively manage these outside areas to prevent nuisance arising.
- 30.4 The 2003 Act gives powers to the police and the council to deal with noise issues that may affect persons living in the vicinity of licensed premises selling alcohol and/or providing regulated entertainment.
- 30.5 An abatement notice under the Environmental Protection Act 1990 may also be served on premises that cause statutory nuisance through failure to meet appropriate standards for preventing the escape of noise, regardless of the conditions attached to any premises licence or club premises certificate.
- 30.6 Applicants for premises licences should propose measures to prevent public nuisance that are appropriate to the type of premises and the licensed activity taking place. Different approaches will be necessary where regulated entertainment is proposed, given the nature of the activities, and special circumstances that can arise in relation to those activities, for example: -
- (a) longer hours of operation;
 - (b) noise pollution issues;
 - (c) public nuisance caused by people queuing to obtain admission;
 - (d) general safety for the public in a crowded or dimly-lit environment;
 - (e) public nuisance caused by departing customers; and
 - (f) congregation of patrons outside licensed premises

Policy LA 3: Premises Licence – Regulated Entertainment (General)

The authority will require the applicant to address sources of noise leakage in practical ways such as: -

- providing adequate mechanical ventilation so that doors and windows can be kept closed;
- ensuring that the mechanical ventilation is adequately sound-proofed;
- installing a sound limiting device to prevent sound exceeding an appropriately defined level;
- installing sound proofing measures to contain sound and vibration; and
- other physical measures to ensure that potential noise breakout is adequately controlled;
- other organisational measures to ensure that potential sound leakage is contained, particularly from special events.

These measures may be employed singly or in combination.

Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions on noise control to premises licences.

Applicants should ensure that they carefully consider Approved Document F (Ventilation) (2006 Edition) in the Building Regulations 2000 when deciding on the level and type of activity proposed in the premises.

B Night-time trading

30.7 Night-time trading can increase noise and disturbance for local residents and result in damage to property in the vicinity of licensed premises. Where there is a relevant representation, the authority may consider that there are benefits to be achieved in minimising public nuisance by curtailing the hours of operation of a particular premise on specific occasions or more generally.

30.8 The authority advises applicants to give special consideration to noise control measures if proposing to provide regulated entertainment or to sell alcohol for consumption on the premises beyond **23.00 hours**.

Policy LA 4: Premises licence – noise control to suit late night trading

The authority will, in response to representations and where it is considered to be necessary apply conditions on noise control that suit the licensing hours for premises in areas that include residential accommodation.

C Addressing local concerns

30.9 Noise nuisance can adversely affect residents living near to licensed premises or business premises in their vicinity if measures taken to deal with noise are inadequate. Management logging of complaints and adoption of procedures for overcoming reported problems will assist with the prevention of public nuisance and the prevention of crime and disorder. Sight of the complaints log will also provide the authority with information necessary to assess the effectiveness of the management of the premises with regard to the licensing objectives.

D General Management and Control

30.10 The scope of activities to be undertaken at a licensed venue must be considered in full and an overall plan for minimising crime and disorder should be in place, taking into account policies expressed in this statement. The authority considers that consistency and stability of management is a key issue in effective control of premises. Specifically the licence applicant should, if relevant to the business, consider the co-ordination of: -

- (a) admission control/queue management;
- (b) role of door staff;
- (c) roles of persons on duty and in charge of the premises;
- (d) intervention protocols to address issues of safety/disorder and how and when police or other agencies will be called to the venue; and
- (e) the proper operation of dispersal policies.

Policy LA 5: Management and control

Applicants for premises licences should be able to demonstrate that crime and disorder issues which might arise from licensed activities have been addressed and co-ordinated management structure is in place to address any issues identified.

Policy LA 6: Premises licence – safer nightlife

Special attention should be given to the organisation and risk assessments for large scale and outdoor events, taking into account the advice and guidance in the 'Safer Nightlife' booklet⁶⁰ and the need for higher levels of vigilance than

⁶⁰ http://217.154.230.218/NR/rdonlyres/E4E0FE3A-9F8E-4182-AFBF-31C83E74C03A/0/SS_LDPF_safer_nightlife.pdf
X:\Committee Documents\2010-2011 Cycle (3) Nov-Dec\Licensing Acts_251110\Final Statement of Licensing Policy Committee Report.doc

required for normal events. In particular the authority will expect increased levels of supervision, medical/first aid provision, on-premises drug counselling/advisory services and other arrangements to ensure the safety of patrons attending the event and those supervising it. Additional measures to prevent public nuisance arising from loud music being played at such events must be considered.

E Special Effects

30.11 The authority expects those applicants who propose to provide regulated entertainment and to use special effects, to adequately address the implications of risk assessments in their operating schedules and so ensure that public safety is not adversely affected.

30.12 Regulated entertainment can involve special effects such as:

- (a) dry ice machines - cryogenic fog;
- (b) smoke machines - fog generators;
- (c) pyrotechnics including fireworks;
- (d) real flame;
- (e) firearms;
- (f) motor vehicles;
- (g) strobe lighting;
- (h) lasers; and
- (i) explosives and highly inflammable substances.

Policy LA 7: Premises Licence – Special Effects

The authority expects that a proper risk assessment⁶¹ will be undertaken where any regulated entertainment is proposed that potentially involves danger to the audience or performers.

The organiser should take appropriate measures that are designed to ensure that the risk is effectively removed.

F Hypnotism

30.13 Hypnotism can affect the safety of persons present at events where they form part of the entertainment. The authority expects that the necessary steps have been taken to control risks arising from the performance of hypnotism.

⁶¹ See HSE booklet "Five steps to risk assessment" (<http://www.hse.gov.uk/pubns/indg163.pdf>)

Policy LA8: Hypnotism

Hypnotism can affect the safety of persons present at events where they form part of the entertainment. The authority expects an exhibition, demonstration or performance of hypnotism (as defined in Section 6 of the Hypnotism Act 1952) shall not be given, unless a written procedure has been provided with a premises licence application setting out the manner in which such exhibition, demonstration or performance is to be given and this is satisfactory to the authority. A risk assessment should also accompany the application and conform to the Home Office model conditions as set out in Home Office Circular 39/1996.

G Sanitary accommodation

- 30.14 The authority expects licensed premises to provide sanitary accommodation for both male and female customers, commensurate with maximum occupancy levels. This is to promote public safety and to minimise public nuisance caused by departing customers urinating in public places, as convenient alternative facilities may not be available when customers leave.
- 30.15 BS 6465 states recommended levels of provision.
- 30.16 Local authorities can require provision of sanitary accommodation at premises providing entertainment, under S20 of the Local Government (Miscellaneous Provisions) Act 1976. However, it would be preferable for applicants to make the necessary arrangements voluntarily in accordance with the BSI Standard.

Policy LA 9: Premises Licence – Sanitary Accommodation

The authority encourages premises to provide adequate and convenient sanitary accommodation to suit the needs and numbers of its customers, commensurate with the licensable activities proposed.

31. Club premises certificates

- 31.1 The Government has emphasised that non-profit making clubs have made an important and traditional contribution to the life of many communities in England and Wales and bring significant benefits. Their activities also take place on private premises and they operate under codes of discipline applying to members and their families. In determining what conditions should be included in certificates, the authority will bear these matters in mind and conditions will not be attached unless they can be demonstrated to be strictly necessary.

A Qualifying conditions

- 31.2 Section 61 of the 2003 Act sets out five general qualifying conditions that a relevant club must meet. Section 62 also sets out specified matters for licensing authorities to enable them to determine whether a club is established and conducted in good faith - the third qualifying condition. Section 63 sets out

additional qualifying conditions that apply solely to clubs intending to supply alcohol to members and guests.

Policy LA 10: Club premises certificates – club qualifying conditions

The authority will require applicants to provide copies of the club's constitution and rules for it to be able to determine whether the club is established and conducted in good faith as a club. This information must accompany the application.⁶²

B Operating schedule

31.3 The range of issues that should be addressed in operating schedules will be premises-specific, but may include the issues listed in the guidance to applicants for club premises certificates referred to elsewhere in this document.

Policy LA 11: Club premises certificates – scope of the operating schedule

Where an applicant is required to provide an operating schedule, the authority expects this to address the four licensing objectives through a comprehensive range of issues applicable to the location and activities proposed at the club premises.

C Film and theatrical performances

31.4 The authority may require the display of appropriate notices and restrictions on the entry of children, if performances include material that is not suitable for minors.

31.5 Where there is to be an exhibition of a film or a theatrical performance is to take place on club premises, applicants should refer to the "CH" series of policies set out in this policy statement.

31.6 The authority expects that where a special theatrical performance for children takes place in club premises, then the authority will require the presence of sufficient adults to control the access and egress of the children and ensure their safety. Such numbers of adults should be agreed with the authority before the performance takes place.

31.7 The authority expects that a restriction on admission is applied in any case where a theatrical performance contains material which can be regarded as suitable for an adult audience only.

Policy LA 12: Film or theatrical performances

The authority will require clubs to display appropriate notices about any restrictions on admission to film or theatrical performances and ensure that these do not take place in areas other than where they can be restricted to a

⁶² (2003 Act: S 63)

particular audience when necessary.

D Sex equality in clubs

31.8 The authority recognises that equal treatment for men and women is not a licensing objective.

Policy LA 13: Club premises certificates – sex equality⁶³

The authority will not impose conditions that interfere with the arrangements for granting membership or voting within the club.

32. Particular premises and activities

A Pubs, restaurants, hotels, guest houses

32.1 The licensable activities in pubs, restaurants, hotels and guest houses are likely to require minimal conditions, provided they only undertake the sale of alcohol, or sale of alcohol with a meal.

32.2 The authority expects those responsible for managing licensed premises to prevent public nuisance by ensuring that licensable activities likely to affect third parties are contained and properly managed.

Policy PP 1: Premises licence – pubs, pub/restaurants, restaurants, hotels, guest houses

The authority normally expects applicants to ensure that licensable activities only take place within the areas that fall within the curtilage of the premises.

In pursuing family friendly environments for such establishments, the authority expects applicants to ensure that the use of pub gardens and similar areas will not cause a public nuisance to nearby residents and expect applicants to demonstrate that they will appropriately manage activities in such areas.

The authority may limit licensable activities from outside areas at appropriate times or in appropriate circumstances in response to representations.

B High volume vertical drinking establishments⁶⁴

32.3 High volume vertical drinking establishments (HVVDEs) are premises with exceptionally high capacities, used primarily or exclusively for the sale and consumption of alcohol with little or no seating for patrons. A comprehensive review of the research conducted in the last twenty-five years into alcohol and

⁶³ (Guidance: para 6.16)

⁶⁴ (Guidance: paras 10.40 – 10.43)

crime and its relationship to licensed premises⁶⁵ shows that the environment within such establishments can have a significant bearing on the likelihood of crime and disorder arising on the premises.

32.4 The authority considers that this research shows that HVVDEs do not further the licensing objectives and are consequently undesirable.

32.5 The research indicates that the key points on preventing crime and disorder include: -

- (a) controlling the capacity to prevent overcrowding and frustration to customers;
- (b) ensuring adequate seating for customers; and
- (c) ensuring the provision of door security teams at the premises to control capacity and ensure already drunk or disorderly individuals are not admitted.

Policy PP 2: High volume vertical drinking establishments (HVVDEs)

Where necessary and appropriate, the authority will attach conditions to premises licences for HVVDEs and similar premises (if not volunteered by the venue operator and following representations) which require adherence to: -

- (a) a prescribed capacity;
- (b) an appropriate ratio of tables and chairs to customers based on the capacity;
- (c) the presence of SIA registered security teams to control entry for the compliance with the capacity.

C Internet sales, mail order and home deliveries

32.6 A premises licence is not required if the contract for the sale of alcohol is made in a different place from that where the alcohol is assigned to particular purchasers. With regard to internet and mail order sales, the sale of the alcohol will not be regarded as having been made where the contract of sale has been made; this sale is treated as being made at the premises from which the alcohol is assigned to the purchaser. This may differ with home deliveries if the alcohol is being stored where sales are taking place.

D Designated sports grounds

32.6 The authority expects organisers of sporting events to make appropriate arrangements to limit the possibility of crowd disturbance within sports stadiums and to take steps to minimise the incidence of public nuisance within the vicinity

⁶⁵ "Alcohol and Crime: Taking Stock" by Ann Deehan, Home Office Crime Reduction Research Series No.3 (1999) can be viewed on <http://rds.homeoffice.gov.uk/rds/prgpdfs/crrs3.pdf>

of stadiums, in accordance with licensing objectives to prevent crime, disorder and public nuisance.

- 32.7 Issues of disorder amongst, or safety of, spectators can arise at sporting events and crowd control in, and around, grounds can be affected, where licensable activities, such as the sale of alcohol take place.

Policy PP 3: Designated sports grounds, designated sports events and outdoor sports stadiums

Subject to representations from the police the authority may seek to restrict sales of alcohol at sporting events to specific areas of the venue, to times set relative to particular performances or events, or to set times and may require different arrangements for public and private areas.

E Garages and service areas

- 32.8 Section 176 of the 2003 Act provides for a general prohibition on the sale of alcohol at motorway service areas and garage forecourts. The government may, by order, alter the description of premises from which alcohol may be sold.
- 32.9 The 2003 Act largely maintains the situation in previous legislation which has allowed the sale of alcohol to develop in line with the range of goods available from garage shops as is now commonplace. Accordingly, where proper facilities are provided in the form of a shop at a garage, the authority does not propose to preclude sales of alcohol within the range of goods available.

Policy PP 4: Garages and service areas

The authority will not apply a general restriction on the sale of alcohol from garage shops that also offer a substantial range of groceries for sale.

In order to establish that premises are not primarily used as a garage, which would prevent the sale of alcohol, an applicant will need to show the intensity of use by customers at the premises. This may be evidenced by lists of customers according to usage, or by sales figures classified according to purchases.

This policy does not amend the prohibition of alcohol sales at motorway service areas.

F Vessels (boats)

- 32.10 When they are licensing vessels, the authority will consider the conduct of the proposed licensable activities in the context of the licensing objectives. In particular the authority will address the need for adequate control of licensable activities to further the public safety objective and to prevent public nuisance to residents in the vicinity of the vessel's navigational route. An activity is not a

licensable activity if it takes place aboard vessels engaged on an international journey.

- 32.11 The authority will not be concerned with the safety of the vessel for carriage of passengers, or issues concerning the safe navigation of the vessel. These are matters dealt with under other legislation.

Policy PP 5: Vessels – safety

The authority expects the normal safety measures for a vessel to be supplemented as appropriate to suit the scale, nature and timing of any licensable activities that occur. In considering such matters, the authority may consult with the Environment Agency or any other authority with responsibility for the safety of vessels.

Policy PP 6: Vessels – noise

Noise or other public nuisance, resulting from licensable activities on board a vessel, must not be caused to persons living near to a vessel's berth or along the route of its navigation. Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions on noise control to premises licenses for vessels. Furthermore, in response to a representation, the authority may require that specialist supervision in the form of SIA registered door staff or safety attendants is arranged in connection with any regulated entertainment which takes place on board.

G Vehicles and moveable structures

- 32.12 Alcohol may not be sold on a moving vehicle, but there may be a requirement for sale of alcohol and possibly other licensable activities to take place from a stationary vehicle or structure, for example one that is sited temporarily at an event.
- 32.13 Where a premises licence is required for the vehicle or structure, this will relate solely to the place where the vehicle is sited and the licensable activities are to take place. Premises licences for vehicles and moveable structure are therefore required wherever they are sited, when licensable activities take place and this may well mean applications to more than one licensing authority.

Policy PP 7: Vehicles and moveable structures

The authority expects the operator of any vehicle or moveable structure to ensure that it is located in an area that is appropriate for the proposed licensable activities.

It may not be appropriate to site any such vehicle or structure near to other licensed premises, or in an area subject to an "alcohol consumption in designated public places order" or where it may cause other problems such as noise, noxious smells or litter problems if operating between 23.00 and 05.00.

Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.

32.14 The operator of a vehicle trading in a 'consent street' will continue to require a street trading consent in addition to any premises licence and the conditions attached to the street trading consent will continue to apply. Such conditions will normally be equally relevant to vehicles trading in areas where street trading consents are not required.

Policy PP 8: Late night refreshment vehicles – outside consent streets

The authority will seek to apply the conditions that apply to vehicles under street trading consents to the premises licences for vehicles or structures that provide late night refreshment in areas that are not consent streets.

No Premises Licence is valid for a vehicle within an area prohibited to street trading.

H Late night refreshment

32.14 The 2003 Act requires that premises selling hot food or drink for consumption by members of the public on or off the premises, between the hours of 23.00 and 05.00 must have a premises licence.

32.15 Such premises include those dedicated to providing this service, restaurants (not only those that offer take-away facilities) and mobile vans trading during these hours.

32.16 Premises engaged in the late night provision of hot food and drink are covered by the 2003 Act to enable appropriate controls to be introduced to reduce the incidence of disorder, disturbance and public nuisance that can arise if these venues become the focus for gatherings of people that have come from other venues and may have been consuming alcohol.

32.17 Management of late night refreshment venues needs to be undertaken effectively to assist in preventing crime, disorder, anti-social behaviour and public nuisance.

Policy PP 9: Late night refreshment

The authority will look carefully at the scope of operation intended for late night refreshment premises. The authority particularly expects applicants to address issues such as: -

- (a) hours of operation, to prevent public nuisance to any nearby residents, or problems of noxious smells and anti social behaviour;
- (b) supervision of queues and the management of large numbers of clientele descending on the premises at certain times - this could include door supervision to control surges of customers where this may occur;

- (c) layout of the premises to cope with patrons e.g. position of counters, entrances and exits;
- (d) litter control and environmental activities, such as litter picking, provision of litter bins, street sweeping/washing;
- (e) CCTV; and
- (f) public safety, including the type of power supply to be used where the application is for a trading vehicle.
- (g) noise arising from the operation of the premises from both plant and clientele.

The authority expects premises licensed for late night refreshment to have regard to the “voluntary code of practice for the fast food industry (DEFRA Oct 2003). <http://www.defra.gov.uk/environment/quality/local/litter/documents/fastfoodcop.pdf>

Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.

Policy PP 10: Take-away food outlets – presumption of no alcohol sales

The authority will have a presumption against the sale of alcohol from premises where the primary activity during the hours 23.00 to 05.00 is the provision of take-away food, unless it can be clearly shown that there will be no contribution to crime or disorder.

I Supply of alcohol for consumption off the premises

32.18 It is not the authority’s policy generally to seek to restrict the sale of alcohol for consumption off the premises. However, where premises are relatively isolated, with minimal levels of staffing, this can lead to problems of anti-social behaviour or disorder in the vicinity of the premises. Pressure can also be applied to staff to sell alcohol to persons who are under age.

32.19 The following policy is intended to ensure that alcohol is sold only to those who are entitled to purchase it and that premises have proper checks in place to ensure that the restrictions are enforced, so that minors do not obtain access to alcohol which can lead to the creation of public nuisance or disorder.

Policy PP 11: Supply of alcohol (“off-sales”)

For applications that include the sale of alcohol for consumption off the premises, the authority will expect operating schedules to address how sales of alcohol will be confined to those entitled to purchase it and how the procedures will be consistently applied. The role of the designated premises supervisor will be pivotal in this respect. The operating schedule should cover such practical

issues as: -

- (a) the display of prominent warning notices about the supply of alcohol to minors;
- (b) offences which adults can commit by buying alcohol for minors; and
- (c) requirements for production of satisfactory proof of age.

The authority expects that staff involved in the sale of alcohol will have had appropriate training in order to put the operating schedule into effect.

Times during which alcohol may be sold will be restricted if it appears to the authority, as a result of representations, that this would promote the licensing objectives of preventing public nuisance, crime and disorder.

The authority will maintain close working relationships with both the police and trading standards officers who will conduct 'test purchasing' of alcohol under the 2003 act in order to detect and prevent sales of alcohol to minors and to pursue prosecutions where appropriate.

J Safe drinking-vessels

32.20 The authority seeks to remove the risk of injury that could result from the use of particular types of drinks containers at particular venues, or in association with particular licensable activities.

32.21 The risk of injury can arise not only from the deliberate misuse of glass containers and bottles during disturbances, but also from accidental breakage in crowded or dark venues and from broken glass in parks, water features and swimming pools.

32.22 Where appropriate, such as where there are concerns about crime and disorder or public safety in response to representations, or an operating schedule, the authority will require all drinks to be supplied in containers that are safer than traditional glasses or bottles (e.g. polycarbonate or similar paper, plastic or toughened glass).

32.23 Paper or plastic containers will often be appropriate, lidded if necessary. However, in some circumstances it can be appropriate to prevent the use of full plastic bottles as weapons or missiles by confiscating the bottle-tops.

Policy PP 12: Safe drinking-vessels

In appropriate circumstances, the authority will require safe drinking-vessels (polycarbonate or similar) to be used wherever a material risk of injury might arise. Examples might include premises where drinking vessels have been utilised in assaults in the past.

This policy applies not only to drinking vessels and containers for alcohol, but

also to containers for soft drinks and water, including any brought to the premises by customers.

K Other potential weapons

Policy PP 13: Other potential weapons

In appropriate circumstances the authority may expect premises not to provide loose items that could be used as weapons, or unfixed furniture.

L Large Scale and/or outdoor events

32.24 The authority in partnership with other responsible authorities in Oxfordshire has produced an event safety guide for large scale and outdoor events, which organisers will be recommended to adopt. Notwithstanding this, the authority will encourage organisers of such events to approach licensing officers at the earliest opportunity to discuss the arrangements for the licensed activities involved. This may include the production of an event management plan. It would normally be expected that reference would be made in the operating schedule to the event management plan. The authority will offer advice and assistance to organisers about the preparation of this.

32.25 In producing operating schedules and event management plans for such events, the organisers should have regard to the following documents:

- (a) The Event Safety Guide – A Guide to Health, Safety and Welfare at Music and similar events (HSE 1999) (The Purple Book) ISBN 9780717624539;
- (b) Managing Crowds Safely (HSE 2000) ISBN 9780717618347;
- (c) 5 Steps to Risk Assessment: Case Studies (HSE 1998) ISBN INDG163W/EREV2;
- (d) The Guide to Safety at Sports Grounds 5th Edition (HMSO, 2008) (The Green Guide) ISBN 9780117020740;
- (e) Safety Guidance for Street Arts, Carnival Procession and Large Scale Performances (2009) published by the Independent Street Arts Network, obtainable through <http://www.streetartsnetwork.org.uk/cn/publications/index.php>
- (f) Safer Nightlife.³³

32.26 However, in consulting these texts, some of which were prepared prior to the coming into force of the Licensing Act 2003, those creating operating schedules or club operating schedules, licensing authorities and responsible authorities should again note that under no circumstances should any conditions be regarded as standard for all premises.

32.27 Any individual preparing an operating schedule or club operating schedule should volunteer any measure, such as those described in Section 8 of this policy document and in the authority's adopted pool of conditions, as a step he or she intends to take. Such measures will become conditions of the licence/certificate, and as such, any breach of these conditions could give rise to prosecution.

Policy PP 14: Large scale and outdoor events

The authority expects the organiser of large scale or outdoor event, except those that may be covered by temporary event notice to identify an adequate management team at an early stage and to designate a lead person to liaise with the authority. Large outdoor events are events with an occupant capacity over 499 people.

The authority also expects a representative of the organisers of a larger scale or open-air event to attend co-ordination meetings with responsible authorities and the Safety Advisory Group.

Where necessary, following comments from interested parties or responsible authorities, the authority may apply conditions to prevent public nuisance.

M Sex-related entertainment

32.28 The authority is not able to control the content of adult entertainment involving activities such as striptease or lap-dancing through the Licensing Act 2003. However the authority is in the process of adopting the provisions of Section 27 of the Policing and Crime Act 2009, which will allow it to regulate lap dancing clubs and similar venues under Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982. It will be the responsibility of applicants to ensure they comply with the requirements of the Policing and Crime Act 2009.

32.29 The authority does not have any power to limit the scope of such activities permitted by a licence under the Licensing Act 2003, unless it receives relevant representations about the associated application. This applies whether or not the application relates to premises in the vicinity of schools, youth clubs, other premises where significant numbers of children attend or places of worship.

32.30 Where an application includes proposals for sex-related entertainment the authority will seek to ensure: -

(a) that the entertainment does not require authorisation under the provisions of Schedule 3 Local Government (Miscellaneous Provisions) Act 1982, or

(b) that management of such activities will promote the licensing objective of protection of children from harm and that those activities are conducted in such a manner as to prevent disturbance, crime and disorder.

Policy PP 15: Sex-related entertainment

In response to relevant representations, the licensing authority will consider whether the grant of a licence to include activities with a sex-related content would be inappropriate having regard to: -

- (a) the character of the relevant locality and the use of premises in the vicinity;
- (b) the layout and character of the premises; and
- (c) any form of advertising or promotion in connection with the premises.

In response to relevant representations, the authority will apply conditions that are tailored to any sex-related entertainment that is permitted.

N Community centres and village halls

32.31 The authority encourages all community centres and village halls to apply for premises licences to cover all expected activities, as the managers of these venues are likely to find too restrictive the permitted annual number of temporary event notices.

32.32 If alcohol is to be supplied, the management committee may appoint a personal licence holder as the designated premises supervisor who does not need to be a member of the management committee of the centre or hall. Alternatively the management committee may apply for the “alternative licence condition” to be applied to any licence that every supply of alcohol must be made or authorised by the management committee.

O Public spaces and council-controlled premises

32.33 In places for which the council holds a premises licence, entertainers will be able to give a performance, without the need to serve temporary event notices or to apply for individual premises licences.

32.34 This approach will make it more possible for cultural diversity to thrive and will be a far simpler process for many types of entertainment that use numerous venues each year, such as circuses and street artists. However, entertainers will need to obtain the permission of the council (as premises licence holder) and comply with any conditions that might be imposed.

32.35 This approach may reduce the administrative burden on the authority and ensure that licensable activities are encouraged in locations that the authority considers appropriate and where the promotion of the licensing objectives has been previously considered and any potential noise nuisance can be properly managed.

Policy PP 16: Public spaces and council-controlled premises

The licensing authority encourages the council and Oxfordshire County Council to seek premises licences for the purpose of particular types of public entertainment at premises under its control, such as community halls, parks and public open spaces.

33. Designated Premises Supervisors

- 33.1 In order for alcohol to be sold under a premises licence, the licence must name a designated premises supervisor who holds a personal licence unless the premises is a community centre or village hall and has applied for the “alternative licence condition” as set out in elsewhere in this document. Even though the police may not object to the grant of a personal licence to a particular person, they may object to that person being named as the designated premises supervisor for particular premises on grounds that the crime prevention objective is likely to be undermined. The authority will normally concur with any objection by the Police, unless there are substantial reasons for not doing so.
- 33.2 In premises where alcohol is not sold, there still may be a need for swift engagement with a responsible person and the authority therefore strongly recommends that a person is identified at all premises where licensable activities are taking place.
- 33.3 Although the designated premises supervisor has a key role in the management of premises, the 2003 Act does not require the designated premises supervisor to be there.
- 33.4 In the event of any problems, authorised persons will need recourse to the designated premises supervisor who is in a pivotal position within licensed premises. So, the designated premises supervisor must be managerially able to mobilise resources at the premises as necessary to assist the promotion of the licensing objectives. In order to comply with the conditions of the licence, this must include the ability to manage the systems described in the applicant’s operating schedule.
- 33.5 On occasions where the designated premises supervisor is not available, then a nominated competent person must be available to oversee the day to day running and control of the premises and to liaise with enforcement agencies, especially when enforcement visits are undertaken.
- 33.6 The authority strongly recommends that contact telephone numbers are made available to the authority and police for both routine matters and emergencies.

Policy DPS 1: Designated premises supervisors – availability

The authority expects the designated premises supervisor to be readily contactable to manage activities at the premises. The authority also expects the person in charge when the designated premises supervisor is absent, to be both readily available and identifiable.

A Liaison

- 33.7 The authority may expect designated premises supervisors to meet both the licensing authority and the police before taking up their appointment, in order to ensure that the licensing objectives are understood and can be implemented by those directly responsible for the operation of the premises.

Policy DPS 2: Designated premises supervisors – police liaison

The authority may require the designated premises supervisor of premises that are licensed for both the sale of alcohol and provision of regulated entertainment, to meet jointly with the licensing authority and police before taking up their duties.

34. Temporary Event Notices

- 34.1 Under the 2003 Act, temporary event notices enable licensable activities to take place outside the scope of a premises licence. These can be given for events that last no more than 96 hours and have less than 500 people present at any one time. There are annual restrictions on how many notices one person may give and on the number of times the same premises can be used.
- 34.2 By their nature, temporary events may not be as well resourced as activities organised under a premises licence, so are potentially disruptive and can cause problems for residents and owners of property nearby. However, the legislative framework for temporary events envisages a light touch by the authority and the police. Although the police can object to a temporary event notice and can require changes to the proposals, no specific approval is required provided the premises user meets the requirements of the 2003 Act.
- 34.3 A minimum of 10 working days must be given (not including the day on which the application is received and not including the day of the event itself), but there is nothing to prevent simultaneous separate notifications of multiple events, provided the first event is at least 10 working days away. For practical purposes event organisers are encouraged to give as much notice as possible and to contact police licensing officers about their proposals at an early opportunity.

Policy TEN 1: Temporary event notices

To be valid, temporary event notices must be served on the licensing authority, with a copy to the police authority.

35. Provisional statements; new or substantially altered premises

- 35.1 Where premises are to be newly constructed, extended or substantially altered, an applicant who has an interest in the premises can apply for a "provisional statement". This is in addition to any planning and building-control consents that may be required.
- 35.2 A provisional statement gives the applicant some assurance about the grant of a future application for a premises licence. This may be useful if the applicant has insufficient information to be able to complete the operating schedule that is necessary for a premises licence application or, if alcohol sales are proposed, is unable to name the proposed designated premises supervisor. An applicant with adequate information could apply, instead, for a premises licence at a suitable stage in design and construction.

Policy PR 1: Provisional statements; new or substantially altered premises

The authority will consider issuing a provisional statement for new premises.

Policy PR2 : Changes to provisional statements

Where there are any changes to the proposals before a substantive licence is granted, these must be dealt with by way of an application for variation unless they are specifically intended to address a relevant representation.

Once the licensing authority has issued a provisional statement, it will exclude representations made about the subsequent application for a premises licence if, without reasonable excuse, substantially similar representations could have been made about the application for the provisional statement. However, the authority recognises that genuine and material changes may arise in the intervening period and the authority reserves the right to entertain representations that reflect changed circumstances.
--

A provisional statement may not be sought for a vessel, a vehicle or a moveable structure.
--

Operating schedules

36. General

- 36.1 The operating schedule is a key document and, if prepared comprehensively, will form the basis on which premises can be licensed without the need for additional extensive conditions.

- 36.2 The authority expects an operating schedule to indicate the steps that the applicant proposes to promote the licensing objectives and the nature of the licensable activities that are proposed.
- 36.3 It is particularly important that the operating schedules for appropriate premises should be precise and clear about measures that the management proposes to take to meet the licensing objectives, to save the need for conditions to be imposed as a result of representations. Applicants should identify any issues that are relevant to the premises or surrounding locality and specify the steps, if any, that they propose to take to promote these objectives or to prevent a negative impact and a risk assessment approach to this strongly recommended.
- 36.4 The authority recommends that applicants and licensees take a proactive stance in responding to representations or dealing with complaints. Where there might be a clear benefit, the use of facilitation, for example representative from head office or an independent facilitator, is also commended.

37. Safety

- 37.1 Safety within premises to which the public are admitted is of fundamental concern and is therefore one of the licensing objectives. All these policies are designed to ensure that the objective is promoted as appropriate to the premises.
- 37.2 There are two aspects to safety to take into account, one being the form of construction of the premises, the other being the way in which the patrons are managed once in the premises.
- 37.3 The authority will expect the premises to be constructed to the appropriate standards for the uses to which it is to be put. The authority encourages applicants to have addressed the requirements of health and safety at work and fire safety legislation. Where appropriate, applied standards set out in any technical guidance for construction of buildings for a particular purpose should also be met.

Policy OS 1: Operating schedule – safety
<p>Those preparing operating schedules and responsible authorities should consider: -</p> <p>(a) Model National and Standard Conditions for Places of Public Entertainment and Associated Guidance (2001) ISBN 1904031110 (Entertainment Technology Press - ABTT Publications);</p> <p>(b) Welfare at Music and Similar Events (HSE 1999) (The Purple Book) ISBN 9780717624539;</p> <p>(c) Managing Crowds Safely (HSE 2000) ISBN 9780717618347;</p> <p>(d) 5 Steps to Risk Assessment: Case Studies (HSE 1998) ISBN</p>

INDG163W/EREV2;

- (e) Guide to Fire Precautions in Existing Places of Entertainment and Like Premises (Yellow Guide) 6th Impression (2000) HMSO ISBN 9780113409075;
- (f) advice from the Fire Officer/Building Control.

Policy OS 2: Operating schedule – Premises management and maintenance

The authority will require operating schedules to detail how premises will be properly managed and maintained at all times.

Applicants may wish to include a statement in any operating schedule that the management structures will be such as those that may reasonably be agreed with the licensing authority from time to time and deal with the variety of activities taking place on the licensed premises on different days, at different times and in different parts of the premises at the same time.

Policy OS 3: Operating schedule – log book

The authority may require that the managers of appropriate premises to maintain a log of activities for the premises that records the details of the manager and staff and the times that they are on duty, with details of incidents such as where people have been refused admission or have been ejected from the premises.

Policy OS 4: Operating schedule – structural safety

Part of the building structure may involve, either on a temporary or permanent basis, structures or other special features that contribute to the entertainment or facilities for enjoyment of the premises. The authority may require proof that, equipment or facilities have been installed or constructed to approved standards, for example by the production of necessary certificates.

Policy OS 5: Operating schedule – occupancy limits

The authority expects the operating schedule for each of the following types of premises to state the occupancy limits:-

- (a) cinemas;
- (b) theatres;
- (c) any premises where regulated entertainment is to be provided;
- (d) any other premises, on the advice of a responsible authority where there

are particular reasons to do so.

The authority expects the operating schedule to state the occupancy limits of each floor of such premises and, where appropriate, separate areas on each floor, or under different operating conditions.

Policy OS 6: Operating schedule – risk assessments

The authority will expect to see from the operating schedule that all premises have been subject to a risk assessment. For guidance to applicants: it is likely that the fire service may request the following: -

- (a) The date of the last fire risk assessment carried out together details of any significant findings.
- (b) Details of any proposed changes or improvements to deal with any significant findings together with timescale for implementation and name(s) of person(s) responsible for ensuring these works are carried out.
- (c) Details of the occupancy numbers for persons permitted to resort to each defined area of the premises and type of use, together with details of management procedures to ensure these limits are not exceeded.
- (d) A copy of the emergency fire action plan for the premises.
- (e) A single line scaled plan or architects plan of the premises (preferably 1:100) and including a map if necessary – e.g. outdoor events. The drawings to show the layout, areas to be licensed, fire safety provisions including fire alarm, emergency lighting, and fire fighting equipment along with details of all fire resisting walls and doors, and escape routes from the premises to a place of ultimate safety together with any significant features.
- (f) Details of any special effects as referred to elsewhere in this document including information about any control measures or management procedures to be adopted in respect to these matters.
- (g) Any supporting evidence necessary to confirm appropriate maintenance of fire safety provisions and systems, and evidence of effective management of fire safety in the premises.

Policy OS 7: Operating schedule – premises access and egress by persons with disabilities

The authority encourages reasonable facilities and access being provided for people with disabilities. Details of the disabled access statement should be forwarded to enable the fire authority to comment upon the extent to which the evacuation plans for such persons is considered to be suitable and sufficient in the particular circumstances of the premises.

--

Policy OS 8: Operating schedule – fire precautions

The authority expects the operating schedule to indicate that the premises fully comply with the requirements of the Regulatory Reform (Fire Safety) Order 2005.

Policy OS 9: Smoke free premises

The authority will require the applicant to detail how they will avoid causing nuisance or excessive litter as a result of customers smoking outside enclosed premises.

Policy OS 10: Operating schedule – first aid requirements

For appropriate premises, the authority expects to see a risk assessment that identifies the measures that will be taken to deal with the first aid requirements. This will apply to premises such as those where regulated entertainment is provided for large numbers of persons or for prolonged periods. Designated first aid areas may be expected at appropriate premises.

The authority expects that anyone designated as a first-aider should be trained to an appropriate standard.

Policy OS 11: Operating schedule – Free drinking water

A mandatory condition requires that free tap water is available on request where it is reasonably available.

38. CCTV

- 38.1 The authority seeks to further the licensing objective of prevention of crime and disorder through greater use of CCTV in licensed premises, as appropriate to the scale and type of licensable activities proposed. CCTV is in wide use in public areas and has been successful in bearing down on crime and disorder. CCTV has also been in use in nightclubs to complement the CCTV system in public areas and to record information for use in dealing with incidents in clubs.

Policy OS 12: Operating schedule – CCTV

For appropriate premises, the authority may require the use of CCTV equipment to capture images of appropriate quality, location and frequency. The authority expects applicants for licences for such premises to demonstrate in their operating schedules that the installation and operational procedures for the equipment at the premises comply with Thames Valley Police's "Standard

39. Drug control

- 39.1 The authority seeks to minimise the availability of drugs in furtherance of the public safety and crime and disorder objective. The authority therefore expects venues to have a comprehensive management approach to eliminating drug use and possession.
- 39.2 There are many indications that an increasing number of people are taking illegal drugs and are using a wider range than ever before. This is particularly true of what are often referred to as ‘recreational drugs’. Their use, sometimes in places where entertainment is taking place, has led to fatalities.
- 39.3 The authority will actively seek ways in which it can assist in promotional initiatives to highlight the hazards of drug and alcohol abuse.
- 39.4 For those venues where drug misuse is an identified risk, measures need to be taken to combat supply, use and the effects of any use. There is advice available about how to control and mitigate the effect of drug-taking, which is relevant for entertainment venues in general and venues which provide intensive dancing, such as ‘nightclubs’, in particular.

Policy OS 13: Operating schedule – drugs

The authority expects licensees, of venues where there is a risk of drug-taking, to take all appropriate steps to prevent drugs from being brought onto the premises and from being traded within the premises, in addition to implementing measures to prevent tragedies as a result of any drug misuse.

The authority expects licensees of premises that hold prolonged dance events, whether regularly, intermittently or as single events, to produce a drug policy statement. That statement may incorporate the guidance and recommendations in the “Safer Nightlife” booklet as referred to in footer 61.

The authority expects the operating schedule to refer how the whole management structure of the venue is trained and organised to follow the measures agreed for the venue to minimise use of drugs.

Premises that hold prolonged dance events are likely to be required to have SIA registered door staff on duty, so the drugs policy statement for the premises should be explicit about how the door staff will participate in systems to minimise drug use. In particular, the authority expects such policies to include clear statements of the procedures for searching customers as a condition of entry.

In appropriate cases the authority will consider attaching, to the premises licence, conditions that are based upon recommendations detailed in approved guidance on drugs.

40. Door supervisors

- 40.1 The authority supports the pro-active use of trained and registered door staff as part of the operational management of some types of premises, because this can reduce the risk of crime, disorder and anti-social behaviour occurring.
- 40.2 A premises licence that provides for the presence of door supervisors will include a mandatory condition⁶⁶ that such door supervisors must be either registered by the Security Industry Authority (SIA) or part of the SIA Approved Contractor Scheme (ACS).
- 40.3 The ACS is the mechanism by which the SIA implements the requirements of the Security Industry Act 2001 as it applied to companies. The purpose of the ACS is to “raise performance standards and to assist the private security industry in developing new opportunities”. It aims to achieve this by putting in place a system of inspection for providers of security services. Certification bodies, like SSAIB, will undertake the inspection activities on behalf of the SIA to ensure that companies who achieve the required standard can be registered as approved.

Policy OS 14: Operating schedule – door supervisors

The authority may require premises holding regulated entertainment that continues beyond midnight to employ door supervisors in furtherance of the licensing objectives, unless it is shown to be unnecessary.

In addition to the SIA requirements for registration, the authority will require door supervisors to comply with the requirements of the “Thames Valley Door Safe” code of conduct whilst they are on duty.

Where appropriate, the authority may attach conditions to premises licences about the minimum numbers of male and female door supervisors on duty and their roles, which will reflect the layout of the premises, the location, the type of entertainment or function provided and the periods when regulated entertainment normally takes place.

Where representations have been made, the authority may require premises to use door supervisors for particular types of regulated entertainment, which have a significant potential to might provoke disorder or where there are special promotional events in which the sale of alcohol is significant.

At premises that have regular entertainment or where special events are taking place, other attendants who do not engage in security activities, may be required to supervise areas within the premises.

The authority expects door supervisors and other staff undertaking security or supervisory duties to be readily identifiable by members of the public and where

⁶⁶ (2003 Act: S 21) (Guidance: 7.70 – 7.72)

appropriate to wear high visibility clothing.

41. Pub-watch or Nightsafe schemes

- 41.1 Pub-watch/nightsafe schemes are a pro-active means of promoting the licensing objectives. They support the exchange of information and collective agreement on persons being excluded from premises because of anti-social or disruptive behaviour.
- 41.2 Responsible managers of appropriate licensed premises will wish to actively participate in such schemes, several of which are in operation in the Authority's area.

Policy OS 15: Operating schedule – 'pub-watch' or other Schemes

The authority may require that all premises licensed to sell alcohol will participate in a 'pub-watch' scheme or similar approved scheme, where there is one in place and to become part of any alert system(s) that such schemes may implement to alert members about potential troublemakers.

42. Drinks promotions

- 42.1 The authority has concerns about the potential for crime and disorder and public nuisance that might arise from sale of alcohol for consumption on the premises through discounts or special sales promotions. A new mandatory condition now requires premises licence holders and club premises certificate holders to be able to demonstrate that they have taken all reasonable steps to ensure that staff do not carry out, arrange or participate in, any irresponsible promotions. Applicants will need to demonstrate how they intend to achieve this in their operating schedules. The authority does not wish to deny consumers the opportunity to participate in responsible promotions, but may restrict activities in response to relevant representations. Such representations would be expected to demonstrate the likelihood that there would be a negative impact on one or more of the licensing objectives, for example because such sales are inadequately supervised; the discounts encourage excessive consumption by individuals; or the period of the promotion is too long.
- 42.2 Policy OS 16 enables the authority to consider circumstances where drinks promotions are a regular feature for particular premises and to enable the police and the authority to consider whether these promotions breach the mandatory condition and/or whether adequate controls are in place to limit or prevent disorder that may result.

Policy OS 16: Operating schedule – discounting and sales promotions

The authority will expect any discounted drinks and sales promotions to be properly managed and take into account the "Good Practice Guide on Point of Sale Promotions" issued by the British Beer and Pub Association.

The authority supports measures to promote sensible drinking including a commitment not to participate in drink promotions / happy hours etc, which encourage binge drinking. Premises licences are likely to be subject to review where they have led to any of the licensing objectives being undermined. Licence holders should not only consider the price of the alcohol sold on the premises but also in the manner in which it is promoted.

The authority expects applicants to include in any operating schedules the proposals for discounting or sales promotions of alcohol and to provide the authority with written procedures detailing how such promotions will be managed in order to further the licensing objectives, giving particular attention to any increased supervision that may be required on such occasions.

43. Public nuisance

- 43.1 The authority has concerns about the potential for public nuisance that might arise from the use of outside areas. The authority does not wish to deny consumers or premises the opportunity to use such areas, but in response to relevant representations, conditions may be applied restricting the use of outside areas in order to promote the licensing objectives.
- 43.2 Fly posting and littering, as a direct result of promoting a licensed premises or event, can lead to failure to promote the public nuisance objective. The authority would expect measure to be taken to prevent such occurrences.

Policy OS 17: Operating schedule – public nuisance noise

In considering applications, the responsible authority would encourage evidence that the likelihood of public nuisance has been considered and appropriate control measures implemented for the premises. The use of premises and particularly outside areas can potentially cause public nuisance particularly during quieter periods of the day when background noise has diminished. It is anticipated that the responsible authority may on occasions request that the operating schedule address measures for preventing public nuisance such noise control measures or restricting the use of certain areas of the premises e.g. garden area.

Other legislation and controls

44. Other legislation

- 44.1 The Secretary of State's guidance proposes that policy statements should provide information on other relevant legislation and controls that apply to licensed premises. This is because the regulatory framework of the 2003 Act will not control all matters that are likely to arouse concern in connection with the operation of licensed premises, including the behaviour of persons away from the immediate vicinity of licensed premises.
- 44.2 Other legislation relevant to licensed premises is as follows: -

Planning

Planning controls are covered above in paragraph 10 and Policy GN8.

Anti Social Behaviour Act 2003

Section 40 of the Anti Social Behaviour Act 2003 allows the council's chief executive to make a closure order against a premise, if he reasonably believes that a public nuisance is being caused by noise coming from the premises and it is necessary to close the premises to prevent it. This applies to premises where there is a premises licence or a temporary event notice.

Regulatory Reform (Fire Safety) Order 2005

This order reforms the law relating to fire safety in non-domestic premises. It replaces fire certification under the Fire Precautions Act 1971 with a general duty to ensure, so far as is reasonably practicable, the safety of employees, a general duty, in relation to non employees to take such fire precautions as may reasonably be required in the circumstances to ensure that premises are safe and a duty to carry out a risk assessment. The order imposes a number of specific duties in relation to the fire precautions to be taken.

Smoke Free Premises as defined under the Health Act 2006.

Smoke Free Premises came into effect on 1st July 2007 under the Health Act 2006. The legislation is aimed at ensuring a healthy environment, so everyone can socialise, relax, travel, shop and work free from second-hand smoke. Applicants for premises licences and club premises certificates need to be mindful of the potential for nuisance as outlined elsewhere in this document.

Equality Act 2010

The Equality Act 2010 brings together and in some circumstances extends the previous equality law to cover the following 'protected characteristics' – age, disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage and civil partnership and pregnancy and maternity.

The Act includes a public sector equality duty which requires public bodies (including local authorities) to take a proactive approach in complying with legal requirements not to discriminate, harass or victimise. Public bodies must also consider the need, in some circumstances, to treat those who are affected by disadvantage more favourably in order to create equal opportunities for them and foster good relations across all the protected characteristics.

The licensing authority will deliver its functions in accordance with the Equality Act. In response to representations, it may also apply conditions where necessary to promote equality of access and opportunity for people with one or more of the protected characteristics. These conditions will need to coincide with licensing objectives.

Amusement with prizes ('AWP') machines alcohol licensed premises gaming machine permits

The grant of gaming machine permits is granted under the Gambling Act 2005 by the Authority. Premises licensed to sell alcohol for consumption on the premises can automatically have two gaming machines, of categories C and /or D. The holder of the premises licence authorising the sale of alcohol will simply notify the council and pay the prescribed fee. If a premises wishes to have more than two machines, then the holder of the premises licence will need to apply for a permit.

The Council will accept applications for permits for AWP machines in licensable premises only from holders, or prospective holders, of a premises licences and club premises certificates which include permission to supply alcohol.

Local Government (Miscellaneous Provisions Act) Act 1982

Amongst other matters this addresses the issue of prohibited streets and consent streets in relation to street trading.

45. Other Controls

45.1 The authority recognises that other controls and initiatives are available in promoting the licensing objectives and will support these wherever possible. Such controls and initiative include: -

- Police enforcement of legislation concerning disorder and anti-social behaviour.
- Powers of local authorities to designate parts of their area as places where the public consumption of alcohol may be controlled.
- Prosecution of any Personal Licence holder or member of staff at premises, who is selling alcohol to a person who is drunk.
- Test-purchasing to check on sale of alcohol to under -18s.
- Litter legislation.
- Confiscation of alcohol from anyone in designated public areas and from persons under 18 in any public place.
- Positive measures to create safe and clean town centre environment in partnership with transport operators, local businesses, the licensed trade etc.
- Anti drink-driving campaigns.
- Campaigns against domestic violence.
- Initiatives to curb binge drinking.

Reviews and Enforcement Issues for Premises

46. Reviews

- 46.1 Under the 2003 Act it is possible for the licensing authority to review a premises licence at any time, if it receives representations from one or more of the organisations defined as responsible authorities or interested parties. The licensing authority may not initiate a review without having received representations. Reviews may only arise in connection with a failure or failures in the premises connected to the licensing objectives.
- 46.2 Successful promotion of the licensing objectives relies on a partnership approach between the licensing authority, licence holders, interested parties and responsible authorities. Reviews should not therefore be used as a commonplace way of securing adherence to licence conditions or of redressing perceived failures in management of licensed premises.
- 46.3 Reviews in connection with crime, could lead to revocation of the licence - even in the first instance.

Policy RE 1: Reviews (1)

Generally, unless the authority regards the issue as serious, a review will only be conducted where there has been a failure to address matters previously raised.

Policy RE 2: Reviews (2)

Where a request for a review is made, the licensing authority will expect the person making the representation to declare the nature of their interest and provide specific evidence to demonstrate why a review is necessary.

Policy RE 3: Reviews (3)

The authority will not review licences simply because representations may have failed on previous occasions or under other legislation.

Policy RE 4: Reviews (4)

If a request for a review is received from an interested party or responsible authority, the licensing authority will decide whether a reasonable interval has elapsed since a previous review, if any, has taken place. It will generally not expect to hold a review into a licence on Representations from an interested person more than annually, unless there has been a significant change in the use of the premises or there are exceptional circumstances.

47. Enforcement

- 47.1 The 2003 Act does not require inspections to take place, save at the discretion of those charged with this role. The Authority believes that enforcement should be achieved through joined-up working by the different enforcement agencies and will seek to promote this wherever possible.
- 47.2 The council will adopt the enforcement principles of risk assessment and targeting, taking into account factors such as: -
- **the nature of the licensed activities;**
 - **the extent to which the licensing objectives are met; and**
 - **the confidence in the management of the premises.**
- 47.3 This approach will ensure that enforcement is effectively concentrated on problem premises whilst monitoring the situation in other premises, and provide for efficient deployment of the council's staff and police officers.
- 47.4 The council will also undertake pre-event inspections in appropriate situations.

Policy EN 1: Enforcement

The council will establish and maintain protocols with all the Responsible Authorities and authorised persons on enforcement issues.

The council will seek to ensure that these protocols concentrate on targeting of mutually agreed problems and high-risk premises, while providing a lighter touch in respect of low-risk premises that are well run.

- 47.5 The following sets out how the inspection regime will work: -

Type of Premises	Frequency of planned inspections
High risk (e.g. night-clubs/pubs with regulated entertainment, open after midnight, cinemas, theatres, indoor sports entertainments, large outdoor events)	According to risk rating
Medium risk (e.g. pubs, pubs with regulated entertainment not open after midnight, registered members' clubs, 'off-licences' not part of a shop, late night refreshment premises)	According to risk rating
(e.g. off-licences that are part of a shop) restaurants, village/community halls	According to risk rating
Temporary event notices (which last for a maximum of 96 hours)	Prior to event starting

Type of Premises	Frequency of planned inspections
Outdoor concerts/events involving regulated entertainment and/or sale of alcohol	Prior to event starting

- 47.6 There may be occasions when additional inspections will be required, for example following premises alterations, complaints made by interested parties or requests by responsible authorities.
- 47.7 This inspection routine recognises that premises licences, unless issued for a specific period of time, have no end date once they have been granted.
- 47.8 The authority has signed the Central and Local Government Concordat on Good Enforcement. Further details of the way in which the authority will approach enforcement issues are available from the council.

Appendices

Appendix 1 – Persons consulted in preparation of this policy statement

The following persons were consulted in the preparation of this statement of licensing policy:

- a) The Chief Officer of Police;
- b) The Fire Authority;
- c) The Health and Social Care Department of Oxfordshire County Council, which the Authority considers to be the competent and Responsible Authority for the purpose of advising on issues of protecting children from harm;
- d) Persons representing holders of existing licences within the area;
- e) Persons representing clubs registered within the area;
- f) Persons representing businesses within the area;
- g) Persons representing residents within the area;
- h) The Ambulance Service;
- i) The Trading Standards Department of the County Council;

Appendix 2 –The authority’s area and licensable activities

South Oxfordshire

South Oxfordshire is situated between Oxford and Reading, with significant areas within the North Wessex Downs and Chiltern Hills. Its picturesque setting acts as an attraction for tourism.

The main centres of population are Didcot, Henley-on-Thames, Thame and Wallingford. In total, the population numbers around 130,000 with approximately two-thirds of these living in the rural areas. The population has risen dramatically over the last few years, especially due to the development of housing at Didcot and is projected to be at around 131,000 by the end of the life of this policy.

Each of the main centres of population has a town council, with 83 parish councils/meetings covering the other areas.

The employment situation within the district is good with an above average proportion of the population who are economically active.

There is a low rate of crime which is mostly centred in particular geographic areas. It is centred mainly on anti social behaviour often caused by alcohol misuse. In addition alcohol related accident and emergency admissions are rising and tackling these issues is a priority for the council.

Within the district, there is a mix of licensable premises, including theatres, cinemas, community halls, village and town centre pubs and a small number of premises that operate until up to 3am.

Trading is permitted on most streets, except those that are designated as “A-roads”. Within Henley, Wallingford and Wheatley, certain roads have been designated as prohibited and details of these can be obtained from the council’s health and housing service.

Several large events occur in and immediately adjacent to the district, notably the Henley Regatta and Reading Festival.

The council believes in promoting cultural events and has adopted initiatives such as a dance development plan and has been involved in the rural touring scheme which brings theatrical and other performances to local communities.

Internet access within South Oxfordshire is at one of the highest levels nationally although there are some gaps in broadband availability. The Council is keen to promote electronic access to information and services, whilst realising that there should be customer choice.

Vale of White Horse

The Vale of White Horse is an area of approximately 224 square miles located in the upper Thames Valley taking its name from the famous monument carved on the crest of White Horse Hill. The area is bounded to the north and east by the River Thames and to the south by the Berkshire Downs.

Around 50% of the population live in the three historic market towns Abingdon, Wantage and Faringdon plus North Hinksey and the expanded village of Grove and the population is projected to rise to around 120,000 by the end of the life of this policy. Each of the main centres of population has a town council, with 69 parish councils/meetings covering the other areas.

The employment situation within the district is good with an above average proportion of people who are economically active.

There is a low rate of crime which is mostly centred in particular geographic areas. The council is committed to reducing irresponsible drinking and behaviour particularly underage drinking and the unacceptable behaviour associated with it.

Within the district, there is a mix of licensable premises, including, community halls, village and town centre pubs and a small number of premises that operate until 3am.

Trading is permitted within the district, however certain roads have been designated as prohibited and consent streets and details of these can be obtained from the council's licensing team.

The council believes in promoting cultural events and a number of large events occur within the district.

Appendix 3 – Other council policies and programmes

The council recognises that its licensing functions should integrate with other council policies, procedures and initiatives. This part of the policy explains what other relevant policies exist in each of the councils and how they will interact with the licensing function.

A3.1 The Corporate Plan

South Oxfordshire

- A3.1.1 The council has adopted a corporate plan which sets out its strategic objectives to 2012.
- A3.1.2 The council is therefore keen to promote licensable activities which contribute to the strategic objectives.
- A3.1.3 The council's strategic intent is to work in partnership to maintain and improve the quality of life in South Oxfordshire. The licensing authority recognises that it is vitally important to work not only with other regulatory bodies, but also the licensed trade, public, voluntary and religious sectors of the community.
- A3.1.4 Eight strategic objectives have been agreed, all of which relate directly to the work of the licensing authority: -
- managing our business effectively
 - strengthening local communities
 - helping people feel safe and secure
 - delivering homes for all
 - improving opportunities, activities and support for young people
 - supporting economic growth
 - protecting our environment
 - transforming Didcot
- A3.1.5 The Licensing Authority will have regard to these strategic objectives, within the remit of the statutory Licensing Objectives, whenever a decision is made in relation to a licensing matter.

Vale of White Horse

- A3.1.6 The Council has adopted a Corporate Plan which sets out the Strategic Objectives to 2012.

- A3.1.7 The Council is therefore keen to promote licensable activities which contribute to these Strategic Objectives.
- A3.1.8 The Council's strategic intent is to work in partnership to maintain and improve the quality of life in The Vale of White Horse. The Licensing Authority recognises that it is vitally important to work not only with other regulatory bodies, but also the licensed trade, public, voluntary and religious sectors of the community.
- A3.1.9 Six Strategic Objectives have been agreed, all of which relate directly to the work of the Licensing Authority;
- Managing our business effectively
 - Helping to maintain a safe Vale
 - Meeting people's need for housing
 - Keeping the Vale a clean place to live
 - Supporting a vibrant local economy
 - Rising to the challenge of climate change
- A3.1.10 The licensing authority will have regard to these strategic objectives, within the remit of the statutory licensing objectives, whenever a decision is made in relation to a licensing matter.

A3.2 The Local Plan

South Oxfordshire

- A3.2.1 There is considerable potential for matters of licensing and planning to overlap, but it is important to recognise that the two systems are different and serve different purposes.
- A3.2.2 In general, where there is a matter of principle as to whether a premise should or should not be established in a particular location, this will be considered under the planning regime. Where the issue is more to do with the way that the premises are run or there is no need for a planning application, then this will be considered by the Licensing Authority, as far as the issue relates to one or more of the licensing objectives.
- A3.2.3 Frequently, there can be changes to premises that do not warrant a fresh planning application but can never the less have a significant impact on the licensing objectives. The licensing authority will therefore proactively use the review process, upon receipt of valid representations, to ascertain if further or different conditions are required.

- A3.2.4 The Local Plan favour locations close to services and facilities which are well served by public transport. In dealing with new applications for licences, the licensing authority will only address these matters where they have not previously been considered by the planning authority as part of a planning application or where the matter has significantly changed.
- A3.2.5 The planning authority reserves the right to impose conditions on the hours of trading or other matters where it is considered necessary in order to approve the principle of a premises operating. The licensing authority will consider planning conditions as a relevant representation from the planning authority and will normally only grant licences with hours of operation within those that have already been established in the planning permission. Where the planning authority has not imposed any restriction on the hours of trading or on any other matter, it should be assumed that they have intended any such limitation to be imposed by the licensing authority rather than having taken the view that no restrictions are required.
- A3.2.6 Policy EP1 and EP2 of the Local Plan refer to the matter of pollution from premises and require that effective mitigation be put in place in order to ensure that there would be no adverse effect on the health and amenity of the occupiers of properties in the vicinity. The Licensing and Planning Authorities will deal with matters within its remit when considering whether mitigation is required and if so, to what extent.
- A3.2.7 The Local Plan recognises that there are practical and financial limits to what can be achieved through the imposition of conditions and will therefore apply the principles of “Best Available Techniques Not Entailing Excessive Cost” (BATNEEC). Where it is considered that there is likely to be an undesirable impact from the granting of a licence and the cost of a condition would be excessive or the proposed technology for a mitigation measure is not proven, then a licence would normally be refused unless it is of a temporary nature.
- A3.2.8 Under Policy D1 of the Local Plan, weight is given to applications that demonstrate principles of good design. The licensing authority will also recognise the factors listed under D1 that contribute to the objective of the prevention of crime and disorder. In concert with Planning Policy D6, encouragement will be given to applications which show designs that reduce the opportunity for crime and promote suitable means of improving the security of premises.
- A3.2.9 The council does not consider that there is any need to limit the number of hotels, other serviced accommodation, public houses and restaurants within the district and applications for planning permission or licences would be granted if there is compatibility with the licensing objectives and the factors listed within Planning Policy TSM3 and TSM4. The council is keen to promote the area for tourism and will encourage applications for facilities that show a long-term commitment to promoting tourism as a main objective.
- A3.2.10 Didcot town centre has been identified in the Local Plan as an area where there is a need for the vitalisation of the night-time economy. The Licensing

Authority will therefore deal favourably with applications that form part of the planned development of the town centre.

Vale of White Horse

A3.2.11 There is considerable potential for matters of licensing and planning to overlap, but it is important to recognise that the two systems are different and serve different purposes.

A3.2.12 In general, where there is a matter of principle as to whether a premise should or should not be established in a particular location, this will be considered under the planning regime. Where the issue is more to do with the way that the premises are run or there is no need for a planning application, then this will be considered by the licensing authority, as far as the issue relates to one or more of the licensing objectives.

A3.2.13 Frequently, there can be changes to premises which do not warrant a fresh planning application but can never the less have a significant impact on the licensing objectives. The licensing authority will therefore proactively use the review process, upon receipt of valid representations, to ascertain if further or different conditions are required.

A3.2.14 The Local Plan and emerging Core Strategy favour locations close to services and facilities which are well served by public transport. In dealing with new applications for licences, the licensing authority will only address these matters where they have not previously been considered by the planning authority as part of a planning application or where the matter has significantly changed.

A3.2.15 The planning authority reserves the right to impose conditions on the hours of trading or other matters where it is considered necessary in order to approve the principle of a premises operating. The licensing authority will consider planning conditions as a relevant representation from the planning authority and will normally only grant licences with hours of operation within those that have already been established in the planning permission. Where the planning authorities have not imposed any restriction on the hours of trading or on any other matter, it should be assumed that they have intended any such limitation to be imposed by the licensing authority rather than having taken the view that no restrictions are required.

A3.2.16 Policy DC9 and DC10 of the Local Plan refer to the matter of pollution from premises and require that effective mitigation be put in place in order to ensure that there would be no adverse effect on the health and amenity of the occupiers of properties in the vicinity. The licensing and planning authorities will deal with matters within its remit when considering whether mitigation is required and if so, to what extent.

A3.2.17 Under Policy DC1 of the Local Plan, weight is given to applications which demonstrate principles of good design. The licensing authority will also recognise the factors listed under DC1 which contribute to the objective of the

prevention of crime and disorder. In concert with Planning Policy DC1, encouragement will be given to applications which show designs that reduce the opportunity for crime and promote suitable means of improving the security of premises.

A3.2.18 Applications for planning permission or licences would be granted if there is compatibility with the Licensing Objectives and the factors listed within Planning Policy T1 and T2. The council is keen to promote the area for tourism and will encourage applications for such facilities which show a long-term commitment to promoting tourism as a main objective.

A3.3 Sustainable Community Strategy

South Oxfordshire

- A3.3.1 “Our place, our future”, South Oxfordshire’s Sustainable Community Strategy 2009 – 2026 sets out a vision for the needs and aspirations of the community and focuses on those services that will most improve people’s health, social and economic well-being.
- A3.3.2 The strategy was produced through the South Oxfordshire Partnership, which is a group incorporating many organisations from the public, private, voluntary, community and faith sectors.
- A3.3.3 The main themes of the strategy are in relation to promoting a thriving economy, enhancing the environment and supporting thriving communities. All of these are directly relevant to the council’s responsibilities as the licensing authority.
- A3.3.4 The partnership has set a vision that seeks to achieve a sustainable balance of business growth, new jobs and environmental protection through out the district whilst looking to reduce crime and antisocial behaviour particularly that associated with or caused by drug and alcohol problems.

Vale of White Horse

- A3.3.5 The sustainable community strategy explains the needs of the community and focuses on those services that will most improve people’s economic, social and environmental well-being.
- A3.3.6 The strategy was produced thorough the Vale Partnership which is a group incorporating many organisations from the public, private, voluntary, community and faith sectors.
- A3.3.7 The main themes of the strategy are in relation to safe towns and villages, promoting a thriving economy and improving health, providing education, promoting rural transport, quality environment, and the provision of housing. The first three of these are directly relevant to the council’s responsibilities as the licensing authority but there are also strong links with the others.

Safe towns & villages

- A3.3.8 The strategy looks to create safe towns and villages by reducing crime and increasing detection rates, tackling anti-social behaviour and reducing road traffic accidents.
- A3.3.9 The consumption of alcohol on the street has been recognised as causing disturbance and anti-social behaviour. Where complaints are received in relation to such issues, the authority will work closely with the community safety partnership and community safety officers in considering whether it is appropriate to introduce alcohol controlled areas in conjunction with other

licensing controls. Where an alcohol control area is to be considered, this will only be undertaken once the Licensing Acts Committee have also considered whether there is a contribution from licensed premises in the area.

A3.3.10 The council recognises that many road accidents are in at least part attributable to alcohol consumption and will therefore actively support initiatives to help combat drink-driving. Establishments that sell alcohol are encouraged to participate in reducing the instances of alcohol-related accidents through partnership working with the Authority, the County Council, Vale of White Horse Partnership and the Police.

A3.4 Community Safety Strategy

South Oxfordshire

A3.4.1 Reducing drug and alcohol problems is one of the aims set out in “Safer South Oxfordshire” The Community Safety Strategy 2008 – 2011. The strategy sets out a number of objectives in relation to alcohol, including research to identify sources of alcohol and drugs, enhancing current education, support and advice provision to young people and their families and enhancing enforcement action.

A3.4.2 In addition to the concerns over alcohol, drug abuse also features in the strategy as a matter which requires attention. The authority is keen to promote initiatives which will stifle the availability of drugs and prevent drug-related crime. Applicants for premises licences where there is a possibility of drug taking or supply are encouraged to work closely with the Authority in achieving the objectives set out in the community safety strategy.

A3.4.3 The Council will actively consider the need for Designated Public Place Orders (DPPO) where these can be demonstrated as a proportionate response to the problems being experienced in specific areas. The use of Section 27 notices by the police is also encouraged. In situations where such areas are created, the authority will expect premises involved in the sale of alcohol within these areas to assist with measures such as placing signs at exits advising of the existence of the DPPO.

Vale of White Horse

A3.4.4 Reducing Drugs and Alcohol Misuse is one of the aims set out in the Community Safety Partnership Plan 2008 – 2011. The plan sets out a number of objectives in relation to alcohol, such as developing a robust and consistent programme of education and support for young people, parents and guardians and continuing to support the successful nightsafe scheme. The strategy also aims to target “at risk” groups in specific geographical areas to reduce demand and harm.

A3.4.5 In addition to the concerns over alcohol, drug abuse also features in the plan as a matter which requires attention. The authority is keen to promote

initiatives which will stifle the availability of drugs and prevent drug-related crime. Applicants for premises licences where there is a possibility of drug taking or supply are encouraged to work closely with the authority in achieving the objectives set out in the Community Safety Plan 2008 - 2011.

A3.46 The council has designated an area in Abingdon under the Designated Public Place Order provisions (DPPO) and this designation together with the use of Section 27 notices by the police has had a positive impact in reducing alcohol related disorder. In situations where such areas are created, the authority will expect premises involved in the sale of alcohol within these areas to assist by measures such as placing signs at exits advising of the existence of the DPPO.

A3.5. Sustainability

A3.5.1 Both councils have adopted corporate priorities to reduce energy use and carbon emissions and have each prepared a Carbon Management Plan.

A3.5.2 In order to reduce emissions, the Carbon Management Plans aim to: -

Reduce energy use in buildings, through

- installation of energy efficient technologies
- behaviour change
- improved monitoring and targeting
- water conservation

Reduce energy use in vehicles, through

- use of more efficient vehicles
- efficient driving
- route management
- alternative fuels

By demonstrating good practice we aim to lead by example and encourage others to take action too.

A3.5.3 The licensing authority recognises that whilst it has adopted the licensing objectives, in considering applications for licences or representations for the review of a licence, some weight should also be given to the aims of energy reduction. We therefore recommend that applicants and licence holders have regard to these aims when dealing with the licensing authority.

A3.5.4 Where the carbon management plan accords with one or more of the licensing objectives, the council will seek opportunities to promote the reduction of energy use and emissions, such as through events where local produce is sold.

A3.6. Equality and diversity programmes

A3.6.1. Both councils are committed to providing services and employment opportunities that meet the needs of all their residents, employees and councillors. Each council has a corporate priority to reflect this:

- 'Optimise access to our services' (Vale of White Horse District Council)
- 'Provide equality of access to our services' (South Oxfordshire District Council)

A3.6.2. They have developed equality objectives and action plans to realise this commitment and meet legal duties to eliminate unlawful discrimination, advance equality of opportunity and foster good community relations.

A3.6.3. The licensing authority will have due regard to these objectives when exercising its functions and expects applicants and licence holders to do the same when dealing with the licensing authority.

Appendix 4 – BBFC Film classification

Films would normally be classified by the British Board of Film Classification or the local authority in the following way:

- U Universal – suitable for all
- PG Parental Guidance. Some scenes may be unsuitable for young children.
- 12A (PG12) Passed only for viewing by persons aged 12 years or older or younger persons accompanied by an adult.
- 12 Passed only for viewing by persons aged 12 years or older.
- 15 Passed only for viewing by persons aged 15 years and over.
- 18 Passed only for viewing by persons aged 18 years and over.

In some cases, the PG rating may carry a recommended viewing age – e.g. PG8 would only be suitable for children over the age of 8, if accompanied by an adult.

Appendix 5 – Mandatory conditions

The following mandatory conditions were introduced by Section 19 Licensing Act 2003

1. No supply of alcohol may be made under the premises licence;
 - (a) at a time when there is no designated premises supervisor in respect of the premises licence, or
 - (b) at a time when the designated premises supervisor does not hold a personal licence or his personal licence is suspended.
- a. Every supply of alcohol under the premises licence must be made or authorised by a person who holds a personal licence.

The following mandatory condition was introduced by Section 20 Licensing Act 2003

3. Where a programme includes a film in the 12A, 15 or 18 category no person appearing to be under the age of 12 (and unaccompanied in that case), 15 or 18 as appropriate shall be admitted to any part of the programme; and the licence holder shall display in a conspicuous position a notice in the following terms –

PERSONS UNDER THE AGE OF [INSERT APPROPRIATE AGE] CANNOT BE ADMITTED TO ANY PART OF THE PROGRAMME.

Where films of different categories form part of the same programme, the notice shall refer to the oldest age restriction.

This condition does not apply to members of staff under the relevant age while on duty provided that the prior written consent of the person's parents or legal guardian has first been obtained.

The following Mandatory Condition was introduced by Section 21 Licensing Act 2003

4. Where door supervisors are required when the premises is open for any licensable activity, they should all be individually registered with the Security Industry Authority.

The following Mandatory Conditions were introduced by Section 32 and Schedule 4 Policing and Crime Act 2009

1. The responsible person shall take all reasonable steps to ensure that staff on relevant premises do not carry out, arrange or participate in any irresponsible promotions in relation to the premises.
2. The responsible person shall ensure that no alcohol is dispensed directly by one person into the mouth of another (other than where that other person is unable to drink without assistance by reason of a disability).
3. The responsible person shall ensure that free tap water is provided on request to customers where it is reasonably available.
4. The premises licence holder or club premises certificate holder shall ensure that an age verification policy applies to the premises in relation to the sale or supply of alcohol.
5. The responsible person shall ensure that—
 - (a) where any of the following alcoholic drinks is sold or supplied for consumption on the premises (other than alcoholic drinks sold or supplied having been made up in advance ready for sale or supply in a securely closed container) it is available to customers in the following measures—
 - (i) beer or cider: ½ pint;
 - (ii) gin, rum, vodka or whisky: 25 ml or 35 ml; and
 - (iii) still wine in a glass: 125 ml; and
 - (b) customers are made aware of the availability of these measures.

NOTE: The information in this appendix is correct as at the date that this policy was adopted by the council and came into effect. After this date subsequent legislation may amend, add to or delete any or all of these mandatory conditions. It is the applicants responsibility to ensure that they are aware of the MANDATORY CONDITIONS THAT ARE IN EFFECT AT THE DATE OF THEIR APPLICATION AND THAT MAY IMPACT UPON their application.

Appendix 6 – Delegation of functions under the 2003 Act

Matter to be dealt with	Full Committee	Sub-Committee ('Panel')	Authorised Officers
Application for Personal Licence		Police objection (See Note 1)	All other cases
Application for Personal Licence with unspent convictions		All cases	
Application for Premises Licence/Club Premises Certificate		Valid Representation (See Note 2)	All other cases
Application for provisional statement		Valid Representation (See Note 2)	All other cases
Application to vary Premises Licence/Club Premises Certificate		Valid Representation (See Note 2)	All other cases
Application to vary Designated Premises Supervisor		Police objection (See Note 1)	All other cases
Request to be removed as Designated Premises Supervisor			All cases
Application for transfer of Premises Licence		Police objection (See Note 1)	All other cases
Applications for interim authorities		Police objection (See Note 1)	All other cases
Application to review Premises Licence/Club Premises Certificate		All cases	
Decision on whether a complaint is irrelevant, frivolous, vexatious, repetitious etc.			All cases
Decision to object when local authority is a consultee and not the relevant authority considering the application		All cases	
Determination of a Police Representation to a Temporary Event Notice.		All cases	

Note 1 - "Police objection" = If a police objection has been made and not withdrawn.

Note 2 – "Valid representation" = if a representation has been determined by a delegated officer as a relevant representation from an interested party or a representation has been made by a responsible authority and at least one of those representations is not withdrawn (with the agreement of all parties that a hearing is not necessary).

NOTE: The information in this Appendix is correct as at the date that this Policy was adopted by the Council and came into effect and is based on the Amended Guidance issued under Section 182 of the Licensing Act 2010 and published in March 2010. After this date subsequent legislation or Guidance may amend, add to or delete any or all of requirements of the Licensing Act, its associated legislation and Guidance. It is the applicants responsibility to ensure that they are aware of all of the legal requirements and Guidance that are in effect at the date of their application and that may impact upon their application.

Appendix 7 – Proof of age documents

The licensing authority also expects designated premises supervisors/personal licence holders to ensure that unless it is permitted to do so, serving of alcohol to those under 18 shall not be permitted and that there will therefore be in place in the operating schedule a management protocol to check the age of persons seeking to be served with alcohol.

Similar proof of age should be required as appropriate in other circumstances.

Such checking may be carried out by requiring production of:

- (i) a valid passport;
- (ii) a photo card driving licence issued by a country in the European Union;
- (iii) an official identity card issued by HM Forces or by a country in the European Union bearing a photograph and the date of birth of the bearer.

Appendix 8 - Summary of the Licensing Act 2003

The **Licensing Act 2003**, which received Royal Assent on 11th July 2003, repealed most of the previous legislation about liquor, public entertainment, theatres, cinemas, late night refreshment houses and night cafes and brings these into a single unified regime. The 2003 Act also introduces tougher powers for the police, the courts and licensing authorities. The intention is to provide greater freedom and flexibility for the hospitality and leisure industry, with an emphasis on greater consumer choice.

The relevant council became the licensing authority for its area and administers the licensing regime. To assist applicants in making their applications for licences the authority must on and then publish a statement of licensing policy that will promote the following four licensing objectives:

- the prevention of crime and disorder;
- the prevention of public nuisance;
- public safety;
- the protection of children from harm.

The Council will promote these objectives by attaching conditions to licences. These conditions will be based upon the details that applicants provide in their operating schedules and may be mandatory, or will result from the determination of an application by a Licensing Committee.

Under the 2003 Act, any of the following “**licensable activities**” will require a licence: -

- the retail sale of alcohol and wholesale of alcohol to members of the public;
- the supply of alcohol to members of registered clubs and their guests;
- the supply of hot food or drink between the hours of 11pm and 5am, for consumption on or off the premises (this will include mobile food vans);
- the provision of “**regulated entertainment**” to the public, or to club members or their guests, with a view to making profit. This includes:
 - (a) the performance of a play;
 - (b) an exhibition of a film;
 - (c) an indoor sporting event;
 - (d) a boxing or wrestling entertainment;
 - (e) a performance of live music, any playing of recorded music;
 - (f) a performance of dance; and
 - (g) the provision of facilities for:
 - (i) making music; and
 - (ii) dancing.

One of the key elements of the 2003 Act is the removal of standard licensing hours. Premises are able to apply for a licence to sell alcohol or provide regulated entertainment at any time (subject to the licensing objectives not being compromised).

Authorisations under the 2003 Act fall into four types:-

Premises Licence -	For premises, including sites in the open air, where licensable activities are proposed.
Personal Licence -	This authorises an individual to sell alcohol under a Premises Licence.
Club Premises Certificate -	Like a Premises Licence , but with rules to suit club premises.
Temporary Event Notice -	Which enables an individual to hold a limited number of events of limited scope and duration that include licensable activities?

Each of these is explained in more detail below:

Premises licence

- A **premises licence** will be required for premises, including sites in the open air, where any licensable activities are proposed.
- If alcohol is to be sold, then the premises must have a **designated premises supervisor** responsible for all sales of alcohol made on the premises. This person must be the holder of a personal licence and their name will be endorsed on the premises licence.
- Applications to licence new premises, or to amend licences, must be advertised for a period of 21 days outside the premises. Representations from “authorised persons” (i.e. Police, fire or environmental health officers) or “Interested Parties” (i.e. local residents, residents’ associations, local businesses and trade associations) can then lead to the council’s Licensing Acts Committee holding a hearing to decide a licence application.
- A premises licence will last in perpetuity. However, the Licensing Acts Committee can review it at any stage, upon request by an authorised person or interested party because of a matter arising at the premises in connection with any of the four licensing objectives. Conditions can be imposed that promote the licensing objectives, for example requiring noise control measures to control public nuisance.
- Amendments to the Licensing Act 2003 now allow for **community premises (church and village halls)** to apply for the disapplication of the Mandatory Condition concerning the supply of alcohol to be authorised by a personal licence holder and the application of the “**alternative licence condition**” requiring that every supply of alcohol under the premises licence is made or authorised by the management committee.

Personal licence

- A **personal licence** will be needed by anyone who wants to allow the retail sale of alcohol as part of his or her business.
- **Personal licences** will be valid for 10 years, unless surrendered, revoked or suspended and holders will be authorised to sell alcohol anywhere in the country at premises that have a valid premises licence.
- Unless eligible to apply as the holder of a valid Justices' Licence, a Personal Licence holder must have an accredited qualification.

Club premises certificate

- A **club premises certificate** will be required by club premises for the supply of alcohol to members and their guests or for the provision of regulated entertainment. This will replace the original club registration certificates for social and other types of clubs and will be similar to a premises licence. No **personal licence** holder is required for alcohol to be supplied to members and their guests.

Temporary event notice

- A **temporary event notice (TEN)** replaced the previous "occasional permissions or licences" systems for one-off events (for example school activities, charitable and community events).
- **TENs** can be used for temporary events (which each last up to 96 hours and are at least 24 hours apart) with less than 500 attendees, where "licensable activities" are planned to take place and a suitable premises licence is not held.
- No permission is required from the licensing authority for these events. However, applicants must give at least 10 working days notice to the police and to the licensing authority. If the police object on the grounds of preventing crime and disorder then the Licensing Acts Committee must hold a hearing to assess the objection. Otherwise the licensing authority will acknowledge the notice and the event may be held.
- In any calendar year the number of **TENs** is restricted to 12 for one location, subject to a cumulative maximum of 15 days. (However, a New Year's Eve event will count as two **TENs**, as it will fall into two calendar years.)
- In any calendar year, a person (over 18) can hold up to 5 **TENs**, whereas a **personal licence** holder can hold up to 50. (The same "2 for 1" rule applies to New Year's Eve. **TENs** submitted by close associates and family members effectively reduce a person's annual total.)

Premises licence or club premises certificate will be granted with conditions that copy the terms of the existing permissions for the premises.

Every application for a **premises licence** or a **club premises certificate** will need to include a **plan of the premises** and an **operating schedule**

The **operating schedule** should include the prescribed information, such as a description of the steps the applicant proposes to take to promote the **licensing objectives** and, if alcohol is to be sold, details of the **designated premises supervisor** (who must be a **personal licence** holder). It will also have to include details such as a description of the proposed relevant licensable activities; details of any risks associated with the location, size, opening hours, controls on capacity, soundproofing, door supervisors etc and must state what controls are proposed.

The 2003 Act when it was introduced removed standard permitted licensing hours for alcohol sales and allowed for flexible opening and at that time many licensees sought to extend the hours for selling alcohol or providing regulated entertainment by applying for a **variation**.

Any application for a **new premises licence or variation of an existing licence** should be advertised. The **variation** must be advertised for 21 days outside the premises and in a local newspaper circulating in the area, in order to give interested parties the opportunity to make representations (objections). Copies of the application must also be sent to all **responsible authorities** including the Police.

An application will be granted automatically if there are no representations. However, if an application attracts representations from **responsible authorities** (or relevant representations from **interested parties**) then the Council's Licensing Acts Committee must decide the application.

Applicants wishing to carry out minor variations to their premises licence or club premises certificate may apply for a **minor variation** for which there is a simplified process. This process is only available for variations that "**will not impact adversely on any of the four licensing objectives**". Variations that fail this test will have to be made through the normal variation procedure.

(**Responsible authorities** include the police, fire authority, the local enforcement agency for Health & Safety, the council's environmental health and planning services and the local body responsible for matters relating to the protection of children from harm.)

(**Interested parties** include a person involved in business (or living) in the vicinity of the premises in question, a body representing persons involved in such businesses and a body representing persons living in that vicinity. The 2003 Act does not define the meaning of "vicinity"- this will depend upon interpretation by the courts). The Policing and Crime Act 2009 extended the definition of interested parties to include a member of the licensing authority.

NOTE: The information in this Appendix is correct as at the date that this Policy was adopted by the council and came into effect. After this date subsequent legislation may amend, add to or delete any or all of requirements of the Licensing Act and its

associated legislation. It is the applicants responsibility to ensure that they are aware of all of the legal requirements that are in effect at the date of their application and that may impact upon their application.

This “Summary of the Licensing Act 2003” is for use as a general guide only.

Further information on the Licensing Act 2003 (including copies of the Act, explanatory notes and the latest draft of the Guidance) is available from the Government's Department for Culture, Media and Sport Website at http://www.culture.gov.uk/what_we_do/alcohol_and_entertainment/default.aspx