

A meeting of the **LICENSING COMMITTEE** will be held in the **COUNCIL CHAMBER, PATHFINDER HOUSE, ST MARY'S STREET, HUNTINGDON** on **WEDNESDAY, 8TH DECEMBER 2004** at **THE CONCLUSION OF THE PRESENTATION BY THE FEDERATION OF SMALL BUSINESSES** and you are requested to attend for the transaction of the following business:-

**Contact
(01480)**

1. ELECTION OF CHAIRMAN

To elect a Chairman of the Committee.

2. APPOINTMENT OF VICE-CHAIRMAN

To appoint a Vice-Chairman of the Panel.

3. LICENSING ACT 2003 STATEMENT OF LICENSING POLICY
(Pages 1 - 70)

To consider a report by the Head of Administration on the outcome of public consultation on the draft Statement of Licensing Policy.

**R Reeves
388003**

4. LICENSING ACT 2003 - CONSULTATION ON DRAFT FEE LEVELS
(Pages 71 - 76)

To consider a report containing proposed responses to consultations by the Government on fee levels for licences issued under the Licensing Act 2003.

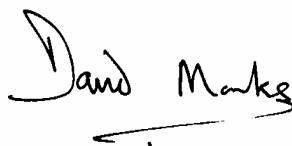
**R Reeves
388003**

5. DATE OF NEXT MEETING

To agree a date for the next meeting of the Committee.

Members are asked to bring their diaries with them to the meeting.

Dated this 30th day of December 2004



Chief Executive

Please contact Mrs H Lack, Democratic Services Officer, Tel No 01480 388006/e-mail: Helen.Lack@huntsdc.gov.uk if you have a general query on any Agenda Item, wish to tender your apologies for absence from the meeting, or would like information on any decision taken by the Group.

Agenda and enclosures can be viewed on the District Council's website – www.huntingdonshire.gov.uk (*under Councils and Democracy*).

If you would like a translation of Agenda/Minutes/Reports or would like a large text version or an audio version please contact the Democratic Services Manager and we will try to accommodate your needs.

Emergency Procedure

In the event of the fire alarm being sounded and on the instruction of the Meeting Administrator, all attendees are requested to vacate the building via the closest emergency exit and to make their way to the base of the flagpole in the car park at the front of Pathfinder House.

**LICENSING COMMITTEE
CABINET
COUNCIL**

**8TH DECEMBER 2004
16TH DECEMBER 2004**

20TH DECEMBER 2004

**LICENSING ACT 2003
STATEMENT OF LICENSING POLICY
(Report by Head of Administration)**

1. INTRODUCTION

- 1.1 The Licensing Act 2003 requires the Council in its role as the licensing authority to adopt a statement of licensing policy with respect to the exercise of its functions under the Act. The statement must be approved by the Council prior to 7th January 2005 and the policy will apply for the subsequent period of three years prior to its further review.
- 1.2 The Council approved a draft statement for consultation at their meeting held on 29th September 2004 with a closing date for comments of 26th November 2004.

2. CONSULTATION

- 2.1 228 copies of the draft statement were issued for consultation to relevant authorities and organisations, together with a questionnaire to assist in the analysis of the results. The draft was also published on the Council's website for comment and attracted a number of articles in the local press.
- 2.2 Forty questionnaires and associated comments were returned, together with ten more detailed replies from the Police and from representative bodies involved in the licensing and entertainment industry.
- 2.3 A summary of the replies from the latter bodies, together with comments on the matters raised is attached at Annex A. An analysis of the questionnaire returns is attached as Annex B. As a result of the comments raised, amendments have been made to the draft statement. A copy of the revised statement of licensing policy is attached as Annex C.
- 2.4 Once adopted, the policy can be amended by the Council at any time during the ensuing three years, prior to its renewal in 2008. However, if the statement is to be amended, consultation will again be required before any change is adopted.

3. CONCLUSION

3.1 The Licensing Committee and Cabinet are invited to consider the responses received to the consultation exercise and the amendments proposed to the statement of licensing policy prior to their formal consideration by the Council at a special meeting to be held on 20th December.

3.2 It is therefore

RECOMMENDED

that the statement of licensing policy attached as Annex C to this report be approved and implemented with effect from 7th January 2005 for a period of three years.

BACKGROUND PAPERS

Draft statement of licensing policy approved by the Council on 29th September 2004.

Responses received to the consultation exercise held in the Licensing Section.

Contact Officer: R Reeves – Tel: 01480 388003

SUMMARY OF WRITTEN REPRESENTATIONS

Cambridgeshire Constabulary

The Divisional Commander considers the draft Licensing Policy to be clear, concise and acknowledges the matters of concern to the Police. Pleased to see reference to promotion of CCTV, door staff, responsible drink promotions, proof of age and membership of pub watch schemes as contributing to reduction of crime and disorder. Requests that late night refreshment outlets demonstrate how they will achieve the licensing objectives.

Comment

It is not felt that any amendment to the draft is required.

Live Music Forum

Wish to see positive stance and encouragement of live music. Suggest a form of words for inclusion in policy to promote live music, dance and theatre.

Comment

Similar wording was included in draft policy.

Royal Society for the Prevention of Cruelty to Animals

Consider that circuses are a form of regulated entertainment as they include music and dance. Recommend that circuses are not permitted on land owned by the Council.

Comment

It will be a question of fact whether a circus provides regulated entertainment and therefore requires licensing. Permission to hold circuses on land owned by the Council is not a matter for the Licensing Committee and the Statement of Licensing Policy.

Campaign for Real Ale – (Huntingdonshire Branch)

Operating schedules should show room divisions, adequate seating and tables and the position of toilets and bars to prevent congestion, over-crowding and faster consumption of alcohol. Support longer opening hours but stress that opening hours are at the discretion of the premises within their licences. Shops and supermarkets should be subject to the same scrutiny in terms of the impact of alcohol supply for consumption on the premises and the presumption in the policy to permit shops to sell alcohol during their normal trading hours should be reviewed. Irresponsible drinks promotions should be avoided. Policies should discourage the rapid turnover of licensees. Temporary events notices should be subject to 20 working days notice prior to the event.

Comment

Draft regulations require plans to show internal walls and bars. Representations made by CAMRA that plans should also show furniture and seating and toilet areas. Shops and supermarkets will be subject to scrutiny by responsible authorities and opening hours can be restricted in appropriate circumstances. The draft policy includes references to irresponsible drinks promotions. No suggestions made by CAMRA as to how the policy can discourage turnover of licensees. Minimum of 10 working days notice for the submission of temporary events notices is specified in the Act.

Campaign for Real Ale

In addition to the above, applicants should be expected to have obtained planning permission and building control approval before submitting applications. The licensing system should act independently of the planning system. The policy should not seek to impose a limit on the number of licensed premises.

Comment

Draft policy complies with guidance issued by the Secretary of State in terms of separation of planning and licensing regimes and that applications for premises licences should normally be from businesses with planning consent. The policy does not include a statement of cumulative effect and applications will be determined on their merits.

Musicians' Union

Pleased to note commitment to live music in draft policy.

Association of Licensed Multiple Retailers

Draft policy is fair, well balanced, clear, concise and easy to follow and understand. Reference to the term Council should be replaced where appropriate by the term licensing authority. Should include reference to licensing objectives as being only matters to be taken into account in determining an application and that any conditions must be necessary to achieve objectives. Welcome recognition of positive objectives of reform. Paragraph 2.6 should include reference to the fact that if no representations are received, the application must be granted in the terms sought with no additional conditions. There is no legal basis for requirement that planning consent is sought first nor that in its absence the licensing authority would refuse an application. The first sentence in paragraph 5.4 should be removed. The policy should make reference to specific exemptions for incidental music. It should be made clear that operating schedules are not required for applicants seeking to convert existing permissions under the transitional arrangements. Whilst a risk assessment is recommended best practice, it is not an absolute requirement and an applicant cannot be obliged to undertake an assessment. Paragraph 7.5 should make it clear that the licensing authority must grant an application in the terms sought in the absence of any relevant representations. The statement of licensing policy does not specifically relate to the transitional arrangements. Committee Members should not hear cases relating to their own ward. It is unnecessary to list certain licensed premises which will give rise to particular concern in respect of children in paragraph 14.2.

Comments

Where appropriate the term Council has been replaced by the term licensing authority. It is not considered necessary to qualify the licensing objectives and the references to conditions. The reference in the policy to planning permission mirrors guidance issued by the Secretary of State. An annex comprising exempted entertainment has been added to the policy. Risk assessments are good practice and not mandatory. The question of Ward Members being involved in hearings that affect their wards will be dealt with in the sub-committee procedure rules. The statutory guidance issued by the Secretary of State requires the statement of policy to highlight areas that will give rise to a particular concern in respect of children.

British Institute of Inn Keeping

The policy should encourage the licensing authority to take a positive view of those who invest in training. The term licensee should not be used in the document as leading to confusion as to whom this applies. In paragraph 3.4, the Act does not permit the licensing authority to make any determination as to the suitability or otherwise of the operating schedule – this is a matter for responsible authorities. The same comment applies to paragraph 7.2. Neither the Act nor the draft regulations make any requirement to show the amount of seating in premises. The Council is commended for the clear and useful explanation of its enforcement and prosecution policy.

Comment

The term licensee has been amended where appropriate. The comments with regard to paragraphs 3.4 and 7.2 are acknowledged and changes made to the policy. The reference to seating mirrors the wording in the statutory guidance issued by the Secretary of State.

British Beer and Pub Association

Welcomes the Council's positive approach to licensing and recognition of cultural and social contribution made by the trade and its importance as a local employer. The wording of paragraph 3.4 is excessive particularly in the case of a conversion of a licence. Similar remarks with regard to Section 7. It should be made clearer that where no representations are received, conditions cannot be imposed that are not volunteered. Although a risk assessment is the best way of deciding the content of an operating schedule, a requirement to carry out a risk assessment goes beyond the provisions of the Act. The licensing authority should have evidence assess references to reputations and known associations for under-aged drinking and drug taking in paragraph 14.2. The Council should be more explicit in supporting the application of proof of age schemes. In Annex C, the Council should refer to itself as responsible authority rather than local authority. Names and addresses of appropriate consultees and responsible authorities should be included in an appropriate Annex to the policy. It should be made clear that mandatory conditions cannot be applied. Whilst supporting the Portman Group Code of Practice, this should not be a licence condition. Annex F comprising the licensing enforcement policy requires updating.

Comment

See above with regard to paragraph 3.4 and Section 7. Paragraph 13.2 makes it clear that conditions cannot be imposed unless they are volunteered or result from representations. Risk assessments are good practice but not mandatory. The reference to under-aged drinking and drug taking mirrors the statutory guidance. The model conditions include reference to proof of age cards but to reinforce this message, this has been added to paragraph 14.4. The definitions in Annex C comply with the legislation. A list of addresses is contained in Annex G. The reference to the Portman Group Code of Practice is contained in the pool of conditions recommended in the statutory guidance. The Council's Enforcement Policy has been amended in Annex F.

Spirit Group Limited

As per British Beer and Pub Association.

Tables of results – Licensing Policy consultation survey

1. Do you think that the licensing policy is sufficient to ensure that the licensing objective will be achieved when the council considers applications?

Prevention of crime & disorder?

		Frequency	Percent
Valid	yes	23	60.5
	no	6	15.8
	don't know	8	21.1
	Total	37	97.4
Missing	System	1	2.6
Total		38	100.0

Public safety?

		Frequency	Percent
Valid	yes	22	57.9
	no	8	21.1
	don't know	7	18.4
	Total	37	97.4
Missing	System	1	2.6
Total		38	100.0

The prevention of public nuisance?

		Frequency	Percent
Valid	yes	21	55.3
	no	12	31.6
	don't know	5	13.2
	Total	38	100.0

The protection of children from harm?

		Frequency	Percent
Valid	yes	26	68.4
	no	5	13.2
	don't know	6	15.8
	Total	37	97.4
Missing	System	1	2.6
Total		38	100.0

If you have answered no, it would be helpful if you could say why

- Whilst all four objectives are admirable, I would question the possibility of any being 100% attainable. A more realistic objective would be to aim for: a reduction of crime and disorder, improved public safety, a reduction in public nuisance and to aim to protect children from harm. However, I realise that the wording is taken from primary legislation so your hands may be tied on this point
- Not enough information and advertising outside the district
- I feel that the policy will not consider cumulative impact well enough
- On behalf of the Hilton Parish Council, we believe the present situation in St Ives in particular (as our nearest Township) is almost out of control; we do not see from the document how this will be substantially improved by the measures stated
- It is not clear that the rate of noise and danger presently experienced would be reduced only that they might leave place later with consequent great inconvenience.
- With the caveat that it will be effective only if applied with rigor and monitored properly
- Lack of information and insufficient experience of new regulations
- The penalties imposed need to be far stricter

- For premises for the consumption of alcohol, there is a need to discourage large single room premises and encourage multi-room premises, room partitions and separated areas and as well as adequate amounts of seating and tables as these are all features that will support achievement of all four of the licensing objectives
- Longer licensing hours will almost certainly result in nuisance over even longer periods during the day
- There is little provision to restrict under-age drinking at temporary events.
- Public nuisance in the small hours will be encouraged.

2. Do you think the policy should do more to promote tourism in Huntingdonshire?

	Frequency	Percent
yes	8	21.1
no	22	57.9
don't know	7	18.4
Total	37	97.4
missing	1	2.6
	38	100.0

If you have answered yes, please indicate what measures you think should be included in the policy

- I think that the policy should actively encourage the opening of additional premises selling food for on or off premise consumption. i.e. that the presumption should always be that a license WILL be granted for such premises provided they comply with all relevant aspects of the licensing requirements
- More information and advertising outside the district
- Arising out of the new regional tourism strategy produced by EEDA/EETB we feel more could be done within the new policy framework to promote top quality premises
- The provision for small restaurants and teashops to hold a licence should be promoted more in the business sense of tourism
- Your policy assumes that music and drink licences will help tourism. The types of tourists needed are daytime tourists. The bulk of licensed restraints for example are closed during the day
- Notice that the tourism in St Neots is, according to the Civic Trust document, not of a kind that requires late opening. (See pg 16 of the Civic Trust report)
- But ensure the Town is cleaned up and all the gum is removed, better toilet facilities and the access gate in St Germain street be removed. Also ensure that the police stop the skateboarding and cycling in public areas. More police presence on the streets
- Make Huntingdon more attractive for tourists. It needs to be seen to be a safe place to shop and the town centre is in drastic need of upgrading. It is fairly dismal with little or no character
- I think many of the points in the policy will encourage promotion that will attract tourist's anyway e.g. public venue licenses for cultural events.
- For an effective alcohol strategy it is essential that there is partnership working, leadership from the top and a joined up approach it will not work without this. Is there an alcohol strategy in Huntingdonshire linked to the new licensing legislation.

3. Do you think that the council should hold regular open meetings, well publicized amongst local communities, at which the public can express whether the licensing objectives are being met?

	Frequency	Percent
yes	34	89.5
no	3	7.9
don't know	1	2.6
Total	38	100.0

If you have answered no, it would be helpful if you could say why

- Those meetings should be at venues throughout the district
- This would be open to exploitation by a minority of people who wish to object to something or other. Inevitably, as is always the way with such things, the majority who ARE happy with the way things are wouldn't be represented
- Yes, but with the option to send written comments
- We feel this is essential
- The majority of the general public would not be interested in the objectives.

4. Do you think that the council is right in requiring an applicant to carry out risk assessments before preparing an operating schedule and addressing the promotion of the licensing objectives, with special regard to the pool of conditions?

	Frequency	Percent
yes	31	81.6
no	2	5.3
don't know	4	10.5
Total	37	97.4
missing	1	2.6
	38	100.0

If you have answered no, it would be helpful if you could say why

- You are in great danger of losing all the voluntary section by imposing mole work onto an outstretched community who do not get paid
- Makes application process complicated and expensive
- Yes, but this needs a caveat. The pub companies and similar organisations with full commercial resources will have few problems here. I am concerned about the voluntary/community sector who do not have equivalent resources. There is mention in the consultation paper of a light touch administration for community activities. This is an area where HDC could offer a lot of help by producing appropriate light touch guidelines to assist the myriad of small community organisations which could otherwise be seriously restricted by their lack of professional resources, not to mention time and cash.

5. Do you think that there is any other advice that the council can give to the organizer of temporary events in addition to that in paragraph 8.2 to reduce the impact the event and concern to others?

	Frequency	Percent
yes	6	15.8
no	23	60.5
don't know	7	18.4
Total	36	94.7
missing	2	5.3
	38	100.0

If yes, please specify

- You are giving existing licence holders the right to create a monopoly of the area.
- In the case of large outdoor events, it should be obligatory for organisers to pay for police presence 24 hours out of 24
- The measures seem to do little to address the binge drinking culture in St Ives and elsewhere

- Para 8.2 does not mention temporary events. However, since the effect, cumulative or otherwise, of a temporary event is by definition temporary it will need consideration in the normal way
- Open-air events create the greater likelihood of annoyance especially given the power of modern day amplification. Such events should be allowed only in very restricted circumstances
- It would be more effective if this information were easily accessible. Many people are unaware of the changes in licensing
- The paragraph is vague about what the 'certain circumstances' are thus potential organisers may not know that there is this exemption and when and if it applies to them
- Will temporary music events have limited hours to prevent disturbance to local residents
- Church premises/halls are used for social events e.g. wedding receptions, birthday parties. Would these be subject to this cumulative impact approach?

6. Do you agree that shops, stores and supermarkets that sell alcohol should be able to sell alcohol in line with their normal trading hours?

	Frequency	Percent
yes	28	73.7
no	8	21.1
don't know	2	5.3
Total	38	100.0

If you have answered no, it would be helpful if you could say why

- The availability of alcohol throughout outlets, which are not able to control consumption, is too wide already. Normal trading hours can mean 24hrs. The amount of under age selling is unlikely to reduce and already constitutes a serious problem
- Should be limited in the same way as licensed premises
- If stores continue to sell alcohol in their normal trading hours, shops in small villages will find it very difficult to deal with the underage children who badger customers to buy alcohol for them. In our village, most of the underage drinkers obtain their alcohol from the local village shop, which is open quite late
- If shops are only open until around 10pm, I think it is ok – but I don't think alcohol should be available 24 hours per day in supermarkets that may have these opening hours
- The term normal trading hours is too imprecise. It would be appropriate to limit trading at the end of the day to 'say' 7pm or such time, as most licensed premises in the vicinity are open for business.

7. Do you think the council is right in not adopting a policy of cumulative impact?

	Frequency	Percent
yes	20	52.6
no	7	18.4
don't know	10	26.3
Total	37	97.4
missing	1	2.6
	38	100.0

If you answered no, please indicate where you think the cumulative impact should be and explain why you think this is necessary

- If you ignore cumulative impact at the first stage. It is always more difficult to correct it once precedents are established

- 8.7 says there is no evidence. There can be no evidence of conditions which do not yet obtain. In St Neots the effect of all town centre premises adopting later open hours would be cumulative and it would be difficult to refuse anyone application. However people do gather outside off-licences (see 8.4) (also see reply 1)
- Cumulative impact is a very difficult area but one that will have to be faced sooner or later. A draft policy should be prepared now in order to establish a sound basis for the future
- More clarification required
- The cumulative impact statement should be included as in paragraph 8.1 onwards across the board
- We will have to wait and see, but I would have thought the town centre problems in St Ives, for instance, might indicate an emerging need for such a policy
- Excessive concentration of pubs/clubs/sex shops would be detrimental
- As long as planning policy covers this. If not then we feel there should be a cumulative impact policy
- In certain residential parts of towns in the Council area, problems of nuisance have been a result of concentrations of premises that would be regulated by the licensing policy, particularly premises for the late night supply of hot food. There should therefore be the option for cumulative impact policies in such predominantly residential areas, for example the East Street/Quadrant area of St Ives
- It is desirable that a policy is in place to allow changes to the existing licensing conditions attached to premises should negative impacts arise subsequent to issue of the licence.

8. Is the council correct to encourage and promote a broad range of entertainment, particularly live music, dancing theatre and traditional history/plays?

	Frequency	Percent
yes	37	97.4
no	1	2.6
Total	38	100.0

If you have answered no, it would be helpful if you could say why

- But with this policy they will make it very difficult for charity organisations to actually do this
- It is wrong to equate live music with theatre and plays. (I feel that this is being done to fudge the issue of discordant and loud music)
- Will the requirements for double-glazing, air conditioning, closed doors still apply? What enforcement will occur – this is particularly applicable to licensed premises in villages where musical events take place
- What complaints procedure will be available to prevent re-occurrence of unacceptable nuisance on public places given a general license for temporary events?

9. Do you think the council is right in not fixing pre-determined closing times by zoning areas or engineering staggered closing hours?

	Frequency	Percent
yes	26	68.4
no	5	13.2
don't know	5	13.2
Total	36	94.7
missing	2	5.3
	38	100.0

If you have answered no, it would be helpful if you could say why

- The council should zone areas
- Closing times should be fixed especially in built up areas where there is housing
- In residential village situations – where homes are close to licensed premises a zoning scheme or a final closing hour would be preferable to residents
- Late night opening hours and hours during which amplified music is permitted should be restricted for premises in predominantly residential areas in order to prevent nuisance. Zones should be defined in certain residential areas with limits on the latest times for amplified music and trading (say 11pm) in order to avoid adverse impacts on the licensing objectives
- Unless pre-determined times are specified, no effective control is available to avoid nuisance outside the premises
- It is to the public good that the licence reflects the need to minimise anti-social behaviour e.g. limiting extended drinking patterns by individuals.

10. Is the council right in not limiting access by children to premises unless it is necessary for the prevention of physical, moral or psychological harm to them?

	Frequency	Percent
yes	31	81.6
no	4	10.5
don't know	2	5.3
Total	37	97.4
missing	1	2.6
	38	100.0

If you have answered no, it would be helpful if you could say why

- The prevention of harm to children cannot be policed once permission has been given. It would place an impossible burden on anyone giving permission for them to a) know whether harm is reoccurring b) whether they are drinking alcohol. Under-age drinking in St Neots is rife as the police know well
- The licensing act is too blunt a tool in that it lumps all children under the age of 16 together. There is a need to consider younger children and whether they should be allowed on premises at any time accompanied or otherwise
- Yes, but! This will need careful monitoring. If allowing children onto premises helps to promote a more responsible culture, then well and good. However, if it introduces children to a hard drinking culture, then they have been put at hazard
- Children should be protected from smoke (Now not waiting for possible new legislation) especially when attending for lengthy periods such as watching live soccer matches
- Different parts of premises should be available for use by children with responsible adults e.g. within restaurant area, but not at the bar. The license should reflect that position.

11. Do you think that there are any other alternatives to those in paragraph 14.4 which can limit the access of children to licensed premises to prevent harm to them?

	Frequency	Percent
yes	5	13.2
no	25	65.8
don't know	6	15.8
Total	36	94.7
Missing	2	5.3
	38	100.0

If you have answered yes, it would be helpful if you say why

- There should be defined responsibilities for accompanying adults and these should be displayed. There should be age banding for young people under 18. The term 'children' is too vague. What 15 year old would admit to being a child?
- Licensed premises should provide alternative entertainment for children which is away from the bar area
- Any premises where smoking is permitted
- There must be physical delineation of the different areas e.g. doors, partitions to avoid children being subject to unacceptable behaviour.

12. Do you think that the policy strikes the right balance between greater freedom and flexibility for licensed premises and their activities with the protection of residents and other business interests?

	Frequency	Percent
yes	15	39.5
no	10	26.3
don't know	11	28.9
Total	36	94.7
missing	2	5.3
	38	100.0

If you have answered yes, it would be helpful if you say why

- I think the policy covers all aspects involved in having a licensed premise and benefits all who can gain from it
- Not enough information and advertising outside the district
- Policy seems in line with the new regional tourism strategy produced by EEDA and EETB (East of England Tourist Board)
- As this is a new enterprise the outlining draft policy is as good as it can be
- It does give licensed premises flexibility, but what flexibility is given to local residents!
- The trouble is that we do not know what will happen. Commercial pressure will very likely make single licences open later than they would wish, to the detriment of their lifestyles. Can Sandy not be protected in the same way?
- Yes as long as the staff and other resources are available to monitor and enforce it
- The policy has appeared to allow longer licensed hours to suit today's lifestyle without the current sudden close shop, yet the needs of local residents that do not necessarily attend are maintained by the controlling, policing and even licensing authorities
- No, we retain some concerns about the protection of residents in a village environment
- Yes in so far as commercial activities are concerned, but I remain concerned about the consideration of how to enable such amateur activities, which are frequently the mainstay of community fundraising activities, without undue cost, limitation or loss of existing flexibility
- Hopefully it strikes the balance of policy. We will only know when it's up and running.
- There should be clearer definitions relating to Town/City premises when compared with village premises
- The Council should have the discretion to impose conditions where appropriate to promote the licensing objectives. Section 13.2 only allows conditions to be imposed if representations have been received. This places an inappropriate burden on residents particularly to scrutinise and respond to applications, and an inappropriate balance in favour of applicants as well as an undue reliance on them to regulate themselves – the need for a fair risk assessment and appropriate conditions in support of the licensing objectives are likely to conflict with their commercial objectives

- The policy has to attempt to be all things for all people. It should be possible (with consultation) to protect residents without restraining business to the extent that activities become impractical
- The policy is biased towards the enhancement of commercial interests, and not towards the protection of residents. The liberation will exacerbate the problems of unacceptable behaviour that exists at present.

13. Do you have any additional comments about the Statement of Licensing Policy?

- I find the provisions in section 8, especially section 8.3 to be potentially damaging to every town centre. Every town centre has its share of problems at the weekends and could potentially be designated an area of cumulative impact. If the presumption then became that the applications for new licenses were rebutted, it would stifle the provision of new facilities for the public, restrict competition and thus at the same time reward the owners of the existing premises that have contributed to the original problem. I therefore particularly welcome the statement in 8.7
- It is very difficult to see from the statement how the policy is going to deal with the present occasional licence, which is the backbone to entertainment in the rural areas of the district. This area needs to be addressed as a matter of urgency. You do even include public halls in Q.1.6
- Although much is sound, I do feel that an overall HDC policy of doing anything to fill premises up and increase revenue will hold sway
- I fear that the result of the new provisions will be more drinking and more noise during the night hours. Increased choice always impacts on others. In particular something needs to be included about open-air events, transport provisions, toilets, increased costs (see page 14 of the civic trust report)
- It is vital that town and parish councils play an active part in the licensing process. We suggest that town councils are consulted in much the same way as they are over planning applications and be given the opportunity to recommend approval or refusal of a licence application
- Well balanced, if it can be policed adequately
- The status of village halls needs to be clarified and also needing clarification is whether the performance of live music on private premises for village parties will need a temporary event licence
- More willing to make a more informed response in 6 months time when the policy has been seen in action
- I believe the policy should be reviewed after the first 6 months and annually thereafter for the first three years in order to 'fix' any unforeseen problems without undue delay.
- I understand the haste with which the consultation document has had to be prepared and the fact that it is primarily aimed at the commercial sector. However, the lack of information about how community groups will be treated is concerning and, as time permits, we would be most appreciative of insight into your thinking in these areas.
- All applications should be clearly advertised where all residents know where to find them in order to register objections to applications
- Does the supply of alcohol (6.1 7.1) mean for sale only?
- Do voluntary organisations holding wine and cheese fund raising events for example have to be licensed?
- Para 10.3 - how will interested parties be notified of applications? – Not all have access to computers (10.6)
- The businesses should be given a certain amount of leeway if the activities attempt to benefit the majority
- This policy is wholly dependent on effective enforcement, regulations and monitoring. Have the necessary resources to do this been made available prior to commencement of the policy? Who will be responsible for carrying out these three duties?
- The licensing policy is well laid out for covering business organisations but not for the small community halls/clubs. It is appreciated that strict rules are required, but these

would deter small community halls/clubs from organising entertainment/functions for the public.

14. Are you?

	Frequency	Percent
rep or member of licensed trade	3	7.9
local business	1	2.6
local community group	13	34.2
resident	8	21.1
other	7	18.4
Total	32	84.2
missing	6	15.8
	38	100.0

15. Are you?

	Frequency	Percent
A resident of Huntingdon, Ramsey, St Neot's or ST Ives	8	21.1
resident elsewhere	5	13.2
live within 1 mile of a town centre	1	2.6
live within 1-5 miles of a town centre	6	15.8
work but do not live in district	3	7.9
Total	23	60.5
missing	15	39.5
	38	100.0

16. The type of premises you regularly use

	Frequency	Percent
public house without entertainment	1	2.6
public house with entertainment	2	5.3
theatre	1	2.6
Total	4	10.5
missing	34	89.5
	38	100.0

17. Gender

	Frequency	Percent
male	18	47.4
female	5	13.2
Total	23	60.5
missing	15	39.5
	38	100.0

18. Age

	Frequency	Percent
18-24	1	2.6
25-29	1	2.6
30-39	4	10.5
45-59	13	34.2
60-74	4	10.5
Total	23	60.5
missing	15	39.5
	38	100.0

19. Do you have a disability?

	Frequency	Percent
yes	1	2.6
no	22	57.9
Total	23	60.5
missing	15	39.5
	38	100.0

20. What is your ethnic group?

	Frequency	Percent
British	21	55.3
Other White	1	2.6
African	1	2.6
Total	23	60.5
missing	15	39.5
	38	100.0

- I fail to see the relevance of this question to this questionnaire

THE LICENSING ACT 2003

STATEMENT OF LICENSING POLICY

7TH JANUARY 2005

Licensing Section, Administration Division,
Huntingdonshire District Council, Pathfinder House, St Mary's Street,
Huntingdon, Cambridgeshire, PE29 3TN
www.huntingdonshire.gov.uk

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PREAMBLE

This Statement of Licensing Policy has been prepared by Huntingdonshire District Council acting as the licensing authority under the Licensing Act 2003 to assist in the implementation and administration of the licensing of the sale and supply of alcohol, certain forms of entertainment and the provision of late night refreshment.

The Statement was approved by the licensing authority on 20th December 2004 and came into operation on 7th January 2005 for a period of three years. It will be kept under review throughout that time by the licensing authority.

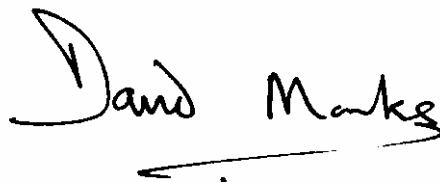
The Act introduces greater flexibility for the entertainment industry, which can have a positive impact upon local communities in Huntingdonshire. This is balanced by tougher controls for the police and the licensing authority and an opportunity for other businesses and residents to raise concerns in the event of those greater freedoms having an adverse effect on our communities.

The licensing authority consulted widely on this Statement and took into account the views submitted in its adoption.

If you wish to make further comments on the statement or wish the contents to be reviewed, please contact the Licensing Section, Huntingdonshire District Council, Pathfinder House, St Mary's Street, Huntingdon, PE29 3TN.



Cllr John Sadler
Chairman
Licensing Committee



David Monks
Chief Executive

HUNTINGDONSHIRE DISTRICT COUNCIL

LICENSING ACT 2003

STATEMENT OF LICENSING POLICY

1. INTRODUCTION

- 1.1 The Licensing Act 2003 has introduced fundamental changes to the law relating to the licensing of the sale and supply of alcohol, the provision of regulated entertainment and the provision of late night refreshment. It brings together six previously separate licensing procedures into a unified system of regulation and has transferred the licensing of the sale and supply of alcohol to local authorities. Huntingdonshire District Council will be the authority responsible for the licensing of such activities within the District of Huntingdonshire and is referred to in this statement as the licensing authority.
- 1.2 The Licensing Act requires the Secretary of State to issue guidance to licensing authorities on the implementation and administration of the legislation and each authority to prepare a statement of licensing policy based upon the legislation and the Secretary of State's guidance. In publishing this statement, the licensing authority has consulted widely with interested parties and has given the views received appropriate weight in determining its policy.
- 1.3 Secondary legislation in the form of statutory instruments has still to be made on the implementation of the legislation and the procedure for the determination of applications. Any changes required as a result of the issue of secondary legislation will be addressed in an amendment to this statement.

2. PRINCIPLES OF THE LEGISLATION

- 2.1 The Act requires all parties involved in the licensing and provision of regulated activities to have regard to four statutory objectives –
- the prevention of crime and disorder
 - public safety
 - the prevention of public nuisance
 - the protection of children from harm
- 2.2 However the modernisation of the legislation extends more widely than the statutory objectives and there are other key aims which are of fundamental significance for all involved in licensed activities. These include –
- the introduction of better and more proportionate regulation to give business greater freedom and flexibility to meet their customers' expectations;
 - greater choice for consumers, including tourists, about where, when and how they spend their leisure time;

- the encouragement of more family friendly premises where younger children can be free to go with the family;
- the further development within communities of our rich culture of live music, dancing and theatre, both in rural and urban areas;
- the regeneration of areas that need the increased investment and employment opportunities that a thriving and safe night-time economy can bring; and
- the necessary protection of local residents, whose lives can be blighted by disturbance and anti-social behaviour associated with the behaviour of some people visiting places of entertainment.

2.3 The Act introduces a lighter touch administration for those businesses and community activities which enhance leisure opportunities and our cultural heritage. Those businesses that meet the licensing criteria without an adverse impact upon the communities in which they are situated can expect no unnecessary interference. However where licence holders fail to meet the licensing objectives, there are opportunities for residents who are adversely affected to bring their concerns to the licensing authority and licence holders and their employees can expect a sharp focus on enforcement.

2.4 This can be best achieved through partnership working between all involved from the Council itself, other regulatory bodies such as the police, fire authority, environmental health and health and safety, the private sector providing leisure opportunities and local residents and community groups. All have an equally vital role to play in promoting the licensing objectives.

2.5 The licensing authority will hold regular open meetings, well publicised amongst local communities, at which the community can express whether it feels that the licensing objectives are being met.

2.6 Licensing is concerned with the regulation of licensable activities on licensed premises, by qualifying clubs and at temporary events within the meaning of the legislation and the conditions to be attached to the required authorisations will focus on those matters which are within the control of individual licensees. They will relate to the direct impact of the activities taking place at the licensed premises on members of the public living or working in the vicinity of the premises. The licensing legislation is not the primary mechanism for the general control of anti-social behaviour and nuisance by individuals who are not in the vicinity of the licensed premises and therefore beyond the direct control of the licence holder and his employees.

2.7 The Act complements and does not duplicate existing legislation. The licensing authority may therefore not impose conditions on a licence which are already dealt with by other current legislation.

3. LICENSING OBJECTIVES

3.1 This statement of licensing policy is concerned with the promotion of the four licensing objectives –

- the prevention of crime and disorder

- public safety
 - the prevention of public nuisance
 - the protection of children from harm.
- 3.2 Each objective has equal weight. In carrying out its licensing functions, the licensing authority will have regard to the licensing objectives, the Guidance issued by the Secretary of State and this statement of licensing policy. So far as is possible, the licensing authority will avoid duplication with other regulatory regimes, for example fire safety and health and safety at work.
- 3.3 Equally, applicants are required to have regard to the licensing objectives, the Secretary of State's Guidance and this statement and to demonstrate in their application and operating schedule how they will achieve those objectives and how they have met the requirements of other relevant regulatory regimes. Other guidance and best practice which is commended by the licensing authority to applicants is listed in Annex A.
- 3.4 An applicant will be required to demonstrate in his/her application and accompanying operating schedule that suitable measures and controls will be implemented and maintained to achieve the licensing objectives relevant to the nature of the premises, the locality in which it is situated and the type of activity to be licensed.

4. STATEMENT OF LICENSING POLICY

- 4.1 This statement will come into effect from 7th January 2005. It will remain in force for a period of three years and will be subject to review at the end of that period with a view to a new statement being adopted with effect from January 2008. During the period in which it is in force, the licensing authority will keep the policy under review and may make such revisions to it as may be considered appropriate. If any revision is made, the licensing authority will publish a statement of the revisions or the revised statement of licensing policy in such a manner as to bring it to the attention of the bodies referred to below and the general public.
- 4.2 In preparing this statement, the licensing authority has consulted Cambridgeshire Constabulary, Cambridgeshire Fire and Rescue Service, such persons as are considered to be representative of holders of existing justices' on and off licences and such other persons considered to be representative of businesses and residents in the District. Comments were welcomed from any interested party and member of the public and were given due weight in the adoption of this policy.
- 4.3 In considering any revision of the policy and in its review after three years, the licensing authority will consult with the above parties and with such persons as are considered to be representative of the holders of premises and personal licences and club registration certificates issued by the licensing authority.

5. CO-ORDINATION WITH OTHER POLICIES

- 5.1 In preparing this statement of licensing policy, the licensing authority has had regard to and consulted with those involved in other relevant strategies and policies in relation to local crime prevention, planning, transportation, economic development, tourism, race equality, and other plans for the management of town centres and the night-time economy. A schedule listing the relevant policies is attached as Annex B.
- 5.2 The licensing authority will ensure the proper co-ordination and integration of such strategies and policies to ensure that they are complementary and mutually supportive. The licensing authority will also monitor the impact of any change in those strategies and policies on this licensing policy and will undertake a revision of this policy if that is considered appropriate.
- 5.3 Arrangements will be made for the licensing authority's Licensing Committee to receive, where appropriate, reports on the needs of the local tourist economy for the District to ensure that these are reflected in the deliberations of the Committee. The Committee will be apprised of the employment situation in the District and the need for new investment and employment where appropriate.
- 5.4 Applications for premises licences for permanent commercial premises should normally be from businesses with planning permission for the property concerned. The licensing regime will thus be separated from the planning and building control regimes to avoid duplication and inefficiency. Licensing applications will not be a re-run of a planning application and similarly the granting by the Licensing Committee of a variation of a licence which involves a material alteration to a building will not relieve an applicant from the need to apply for planning permission or building control permission where this is required. The Licensing Committee will, where appropriate, provide regular reports to the Development Control Panel on the situation regarding licensed premises in the District, including the general impact of alcohol related crime and disorder.
- 5.5 The licensing authority recognises its responsibilities under the Race Relations Act 1976, as amended by the Race Relations (Amendment) Act 2000. The impact of this policy upon race relations in the District will be monitored through the Council's race equality scheme.

6. ACTIVITIES TO BE LICENSED

- 6.1 The following activities are required to be licensed under the Licensing Act 2003 -
- the sale by retail of alcohol,
 - the supply of alcohol by or on behalf of a club to a member of the club,
 - the provision of regulated entertainment, and
 - the provision of late night refreshment.

- 6.2 Regulated entertainment includes facilities to enable people to take part in music and dancing and –
- a performance of a play,
 - an exhibition of a film,
 - an indoor sporting event,
 - a boxing or wrestling entertainment,
 - a performance of live music,
 - any playing of recorded music,
 - a performance of dance, and
 - any similar entertainment to the playing of live or recorded music or dance
- where the entertainment takes place in the presence of an audience.
- 6.3 Certain activities are not regarded as regulated entertainment and are exempt for the purposes of the Act. A list of exempt entertainment is attached at Annex C.
- 6.4 Late night refreshment means the supply of hot food or drink to members of the public between the hours of 11.00 p.m. and 5.00 a.m., whether for consumption on or off the premises. It includes the provision of refreshment from vehicles while they are stationary.
- 6.5 The Act requires a premises licence or a club premises certificate to be obtained where any of the licensable activities are to take place (including the open air). Such licences and certificates are of unlimited duration unless where otherwise stated in the licence or certificate. Where the sale of alcohol is to take place, a personal licence must be obtained which is of ten years duration. Special arrangements are introduced for temporary events which require the service of a temporary events notice upon the licensing authority.
- 6.6 A glossary of relevant terminology is contained at Annex D.

7. APPLICATIONS AND OPERATING SCHEDULES

- 7.1 Any person (including a business or an individual over the age of 18 years) may apply for a premises licence either on a permanent basis or for a time-limited period to carry out licensable activities on the premises (which includes the open air). An application must be accompanied by the required fee, an operating schedule, a plan of the premises in a prescribed form and, if the application involves the supply of alcohol, the written consent of the person who is to be the designated premises supervisor. The fees, forms and plans will be prescribed in secondary legislation. In submitting an application, an applicant must have regard to this statement of licensing policy.

- 7.2 The operating schedule forms a crucial part of the completed application. It should include sufficient information to enable the responsible authorities and any interested party to assess whether the steps to be taken to promote the licensing objectives are satisfactory. For example, it should include a description of the style and character of the business to be conducted on the premises (for example, a supermarket, or a cinema with a number of screens and a bar, or a restaurant, or a public house with a number of bars, a dining area and a garden open to customers). Where alcohol is to be sold for consumption on the premises, the application should show the amount of seating to be provided. Where dancing is to be provided, the operating schedule should describe the type of dancing in broad terms and whether the dancing is to be provided by professional performers or involves members of the public or both. It should also disclose whether the dancing is to include striptease or lap dancing.
- 7.3 An operating schedule must also set out the following details –
- the relevant licensable activities to be undertaken on the premises;
 - the times during which the licensable activities are to take place (including the days of the week, the times of day, whether those times are different on different days, whether different times will apply in different seasons or holiday periods);
 - any other times when the premises are open to the public;
 - where the licence is only required for a limited period, what that period is;
 - where the activities include the supply of alcohol, the name and address of the individual to be specified as the designated premises supervisor;
 - where the activities include the supply of alcohol, whether the alcohol will be supplied for consumption on or off the premises or both; and
 - the steps that the applicant proposes to take to promote the licensing objectives.
- 7.4 An applicant should carry out a risk assessment in preparing an operating schedule to identify what risks are posed to employees, to persons attending the premises and members of the public who live and work in the vicinity of the premises and to demonstrate what action will be taken to alleviate those risks.
- 7.5 An applicant will be required to advertise the application in a format to be prescribed in secondary legislation and the licensing authority will consider any representations received from appropriate bodies and persons described in Section 10 below. If any representations are received from such a body or person, the application will be heard by the licensing authority's Licensing Committee. It is important therefore for an applicant to include in the application as much information as possible to satisfy those bodies and persons to pre-empt any representations that they may otherwise make which would result in a hearing before the Licensing Committee. All parties are expected to work in partnership together to ensure that the licensing objectives are promoted collectively and to minimise the burden on the

licensing authority and applicants. Applicants are encouraged to seek the views of the licensing authority, the police and the fire authority before formally submitting applications. Having completed drafts of their operating schedules, applicants may wish to consult with appropriate bodies to minimise subsequent representations on their part, for example with the police on matters relating to crime and disorder and with the Council's Environmental Health Division on noise nuisance.

8. CUMULATIVE IMPACT

- 8.1 Cumulative impact is the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area, for example the cumulative impact on crime and disorder or public nuisance in a town centre as a result of a large concentration of licensed premises in that part of the District.
- 8.2 If after considering the available evidence and consulting relevant individuals and organisations, the licensing authority is satisfied that it is appropriate and necessary to include an approach to cumulative impact in the statement of licensing policy, a special policy will be included in the statement that the licensing authority will generally refuse new applications for premises licences whenever relevant representations are received about the cumulative impact on the licensing objectives.
- 8.3 The effect of the special policy is to create a rebuttable presumption that applications for new premises licences will normally be refused, if relevant representations to that effect are received, unless it can be demonstrated to the licensing authority's satisfaction that the operation of the premises will not add to the cumulative impact already being experienced. This presumption does not however relieve responsible authorities or interested parties of the need to make relevant representations before the licensing authority can consider giving effect to the special policy on cumulative impact.
- 8.4 A special policy is not absolute and the circumstances of each application will be considered individually by the licensing authority, with licences and certificates that are unlikely to add to the cumulative impact on the licensing objectives being granted. It would also not be justifiable to adopt a special policy on the basis of a concentration of shops, stores or supermarkets selling alcohol for consumption off the premises. A special policy is intended to address the impact of a concentration of licensed premises selling alcohol for consumption on the premises which may give rise to large numbers of people on the streets who have been drinking alcohol in a particular area.
- 8.5 A special policy will not be used as a ground for revoking an existing premises licence or certificate when relevant representations are received about problems with those premises. By its nature, cumulative impact refers to the concentration of many premises in a particular area. Identifying an individual premises in the context of a review would be arbitrary.
- 8.6 The steps to be taken in considering whether to adopt a special policy in the statement of licensing policy will be –
- the identification of concern about crime and disorder or public nuisance;

- consideration as to whether crime and disorder and public nuisance are rising and are caused by the customers of licensed premises, and if so identifying the area from which problems are arising and the boundaries of that area; or that the risk factors are such that the area is reaching a point when a cumulative impact is imminent;
 - consultation with the police, the fire authority, representatives of the holders of premises and personal licences and club premises certificates and of businesses and residents in the area as part of a general consultation required in respect of the whole statement of licensing policy;
 - subject to that consultation, inclusion of a special policy about future premises licences or club registration certificate applications from that area within the terms of the statutory guidance and the statement of licensing policy; and
 - publication of the special policy as part of the statement of licensing policy as required by the Act.
- 8.7 On the evidence available to it, the licensing authority is of the opinion that a special policy on cumulative impact should not be included in this statement of licensing policy.
- 8.8 The absence of a special policy does not prevent any responsible authority or interested party from making representations on a new application for the grant of a licence on the grounds that the premises will give rise to a negative cumulative impact on one or more of the licensing objectives.
- 8.9 Notwithstanding the absence of a special policy on cumulative impact, there are other mechanisms both within and outside the licensing regime that are available to address the minority of consumers who behave badly and unlawfully once they have left licensed premises. These include –
- planning controls;
 - positive measures to create a safe and clean town centre environment in partnership with local businesses, transport operators and other Divisions of the Council;
 - the provision of CCTV surveillance in town centres, the existence of taxi ranks, the provision of public conveniences, street cleaning and litter controls;
 - the power of the Council to designate parts of the District as places where alcohol cannot be consumed publicly;
 - police enforcement of the general law concerning disorder and anti-social behaviour, including the issue of fixed penalty notices;
 - the prosecution of any personal licence holder or member of staff at such premises who is selling alcohol to people who are drunk;
 - the confiscation of alcohol from adults and children in designated areas;

- police powers to close down instantly for up to 24 hours licensed premises or temporary events on the grounds of disorder or likely disorder or noise emanating from the premises causing a nuisance; and
- the power of the police, other responsible authorities or a local resident or business to seek a review of the licence or certificate in question.

8.10 These may be supported by other local initiatives that seek to address the problem.

9. LIVE MUSIC, DANCING AND THEATRE

9.1 In carrying out their licensing function, the licensing authority will take into account the need to encourage and promote a broad range of entertainment, particularly live music, dancing and theatre, including the performance of a wide range of traditional and historic plays for the wider benefit of communities. This will be balanced against a concern to prevent disturbance in neighbourhoods. To ensure a thriving cultural diversity, the licensing authority will consider establishing a policy of seeking premises licences for public spaces within the community themselves. This could include village greens, market squares, parks and other public areas. Performers and entertainers would then not be obliged to obtain a licence or submit a temporary events notice to enable them to give a performance in those areas.

9.2 When applications for premises licences are submitted from one part of the Council, the Licensing Committee and officers with delegated powers will consider such matters from an entirely neutral standpoint.

10. AUTHORISED PERSONS, INTERESTED PARTIES AND RESPONSIBLE AUTHORITIES

10.1 Three key groups have important roles in the context of applications, inspection, enforcement and reviews of premises licenses.

10.2 'Authorised persons' are bodies empowered by the Act to carry out inspection and enforcement roles. These include licensing officers of the Council, fire authority inspectors, inspectors responsible for the enforcement of the Health and Safety at Work legislation (usually officers of the Council) and environmental health officers. The police are not regarded as an authorised person as they have separate powers under the Act to carry out their duties. Other authorised officers may be prescribed in secondary legislation from time to time by the Secretary of State.

10.3 'Interested parties' are the bodies or individuals who are entitled to make representations to the Council on applications for the grant, variation or review of premises licences. Interested parties may themselves also seek a review of a premises licence. This group includes –

- a person living in the vicinity of the premises in question;
- a body representing persons living in the vicinity such as a residents association;

- a person involved in a business in the vicinity of the premises in question; and
 - a body representing persons involved in such businesses such as a chamber of trade or commerce.
- 10.4 Any of these individuals or groups may request a representative to make representations on their behalf. However a councillor who is making representations on behalf of an individual or group who is also a member of the licensing authority's Licensing Committee will declare an interest under the Council's code of conduct for members and will not take part in the decision-making process in respect of that application or licence.
- 10.5 The licensing authority will determine whether or not representations are relevant representations and will interpret whether a person resides or a business takes place in the vicinity of the premises which has been licensed or is the subject of an application.
- 10.6 The licensing authority will provide information on its website and in such other means as are considered appropriate to advise interested parties how they can make representations to it.
- 10.7 'Responsible authorities' include public bodies that must be notified of applications and that are entitled to make representations to the Council in relation to an application for the grant, variation or review of a premises licence. All representations made by responsible authorities are relevant representations if they concern the effect of the premises on the licensing objectives. Responsible authorities include the chief officer of police, the local fire authority, the local enforcement agency for the Health and Safety at Work etc. Act 1974 (which may be the Council or the Health and Safety at Work Executive), the Council in its role as the authority responsible for environmental health and for planning, and any body that represents those who are responsible for or interested in matters relating to the protection of children from harm and is recognised by the Council as being competent to advise it on such matters. In the case of the latter, the body recognised by the Council is Cambridgeshire County Council's Social Services. In relation to a vessel that is licensed for the sale of alcohol, this will also include the Environment Agency and the British Waterways Board.

11. DETERMINATION OF APPLICATIONS

- 11.1 Responsible authorities and interested parties may make representations to the licensing authority about an application for a premises licence and for a review of a licence that has been issued.
- 11.2 If no representations are received or there are no objections from the police to an application for a personal licence or a notice for a temporary event, the process of determining applications will be of an administrative nature and will be dealt with by officers. Where representations are received and unless they are considered to be repetitious, vexatious or frivolous, the Act requires a hearing to be convened of the Licensing Committee or a sub committee of that committee which will determine the application or the review of an existing licence.

- 11.3 In the interests of the efficient administration of the licensing procedure, the licensing authority will delegate decision-making to its Licensing Committee, sub committee(s) and officers in accordance with the Act and secondary legislation as set out in Annex E. However the statement of licensing policy will be approved by the licensing authority and the Licensing Committee will receive regular reports on decisions made by officers so that they can maintain an overview of the general situation with regard to licensing within the District.

12. OPENING HOURS

- 12.1 The aim through the promotion of the licensing objectives should be to reduce the potential for concentrations and achieve a slower dispersal of people from licensed premises through longer opening hours. Arbitrary restrictions that would undermine the principle of flexibility will be avoided by the licensing authority. The licensing authority will not fix predetermined closing times for particular areas through a zoning of the District, nor seek to engineer staggered closing times by setting quotas for particular closing times. Licensees are under no obligation to remain open during the whole of the permitted hours specified in the premises licence, club registration certificate or temporary events notice.
- 12.2 The licensing authority will generally permit shops, stores and supermarkets to sell alcohol in line with their normal trading hours, unless there are exceptional reasons why to do so would hinder the achievement of the licensing objectives. Similarly the licensing authority will not take into account the question of any rights of employees working on licensed premises in terms of the closing hours which are addressed in employment legislation.
- 12.3 Applicants will be required to demonstrate in their operating schedule how the hours that they propose to be open for the sale of alcohol, the provision of regulated entertainment or the supply of late night refreshment will promote the licensing objectives.

13. CONDITIONS

- 13.1 A key concept of the Licensing Act is for conditions to be attached to licences and certificates that are tailored to the individual style and characteristics of the premises and events concerned. Disproportionate and overly burdensome conditions will be avoided by the licensing authority where there is no need for such conditions. Conditions may only be imposed where they are necessary for the promotion of one or more of the licensing objectives and not for other purposes.
- 13.2 Conditions that are necessary for the promotion of the licensing objectives should emerge initially from the risk assessment which should be undertaken by an applicant or club before submitting an application for a licence or certificate. These will be translated into the operating schedule which will be the subject of scrutiny by responsible authorities and interested parties. Where relevant representations are not received as a result of the advertisement of the application, it is the duty of the licensing authority to grant the application for a licence or certificate, subject only to those conditions that are consistent with the operating schedule and any mandatory conditions prescribed in the Act. The licensing authority may not impose any other conditions unless its discretion has been engaged by the making of

relevant representations and it has been satisfied at a hearing of the necessity to impose conditions due to the representations raised.

- 13.3 The only conditions that may be attached to a licence or certificate by the licensing authority are those which are necessary and proportionate for the promotion of the licensing objectives. If other existing legislation places certain statutory responsibilities on an employer or operator of premises, it will not be necessary to duplicate this requirement by imposing the same or similar duties under the premises licence or club premises certificate. Standard conditions will therefore not be imposed by the licensing authority but Annex F contains pools of conditions from which necessary and proportionate conditions may be drawn in particular circumstances.
- 13.4 Applicants for premises licences and for club premises certificates should carry out risk assessments before preparing their operating schedules and addressing in those operating schedules how they will promote the licensing objectives, with special regard to the matters referred to in the pool of conditions attached at Annex F.

14. CHILDREN

- 14.1 Under the Licensing Act, it is an offence to permit children under the age of 16 who are not accompanied by an adult to be present on premises being used exclusively or primarily for the supply of alcohol for consumption on the premises under a premises licence, club premises certificate or under the authority of a temporary events notice. It is also an offence to permit the presence of children under 16 who are not accompanied by an adult between midnight and 5.00 a.m. at similarly licensed premises. This does not automatically permit unaccompanied children under the age of 18 to have free access to licensed premises, even if they are accompanied by an adult. Subject to the Act and any licence or certificate conditions, it will be a matter for the discretion of the person managing the premises as to whether they admit children.
- 14.2 The licensing authority will not therefore seek to limit the access of children to any premises unless it is necessary for the prevention of physical, moral or psychological harm to them. General principles will not be applied in such circumstances and the licensing authority will consider the individual merits of each application. However the following areas will give rise to particular concern in respect of children which will include premises –
- where entertainment or services of an adult or sexual nature are commonly provided;
 - where there have been convictions of members of the current staff at the premises for serving alcohol to minors or with a reputation for underage drinking;
 - with a known association for drug taking or dealing;
 - where there is a strong element of gambling on the premises (but not, for example, the presence of a small number of cash prize gaming machines); and

- where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.
- 14.3 Applicants for a premises licence or club registration certificate should demonstrate in their application and operating schedule how they propose to promote the licensing objectives in respect of the admission of children to the premises.
- 14.4 Alternatives that may be considered for limiting the access of children where that is necessary for the prevention of harm to them include any or a combination of the following factors –
- limitations on the hours when children may be present;
 - limitations on the exclusion of the presence of children under certain ages when particular specified activities are taking place;
 - limitations on the parts of premises to which children might be given access;
 - age limitations (below 18);
 - requirements for accompanying adults;
 - full exclusion of those people under 18 from the premises when any licensable activities are taking place; and
 - production of proof of age cards before any sale of alcohol takes place.
- 14.5 The licensing authority also commends to the operators of licensed premises and clubs The Portman Group Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks which seeks to ensure that drinks are packaged and promoted in a socially responsible manner and only to those who are 18 years of age or older.

15. CHILDREN AND CINEMAS

- 15.1 In the case of premises giving film exhibitions, the licensing authority will expect licensees and clubs to include in their operating schedules arrangements for restricting children from viewing age-restricted films classified by the British Board of Film Censors or in exceptional circumstances by the licensing authority itself.

16. APPEALS

- 16.1 An appeal against the decision of the licensing authority may be made to the magistrates court within a period of 21 days beginning with the day when the appellant was notified by the licensing authority of a decision. An appeal may be made by an applicant if an application for a licence or certificate or for the variation of such a licence or certificate is refused by the licensing authority. An interested person or responsible authority may also submit an appeal if they make relevant representations to the licensing authority and the application or variation upon which they made those representations is approved.

- 16.2 In order to provide applicants, responsible authorities and interested parties with sufficient information to enable them to decide whether they wish to appeal against a decision, the licensing authority will give comprehensive reasons for its decisions and will supply copies of those reasons to those parties who are entitled to appeal against a decision.
- 16.3 In hearing an appeal against a decision of the licensing authority, the magistrates court will have regard to this statement of licensing policy and to the Guidance issued by the Secretary of State but is entitled to depart from the statement or Guidance if it is considered to do so because of the individual circumstances of any case.

17. ENFORCEMENT

- 17.1 Enforcement will be appropriate and proportionate and at the discretion of the licensing authority and the police as the enforcing authorities. A principle of risk assessment and targeting will prevail and inspections will be undertaken when they are considered necessary which will help to concentrate resources on problem areas.
- 17.2 In order to provide for an efficient deployment of resources, the licensing authority will develop with the police a protocol on enforcement issues.
- 17.3 The licensing authority have also signed the local government enforcement concordat and have adopted a code of practice for licensing enforcement which is attached at Annex G.

18. TEMPORARY EVENTS NOTICES

- 18.1 Permission is not required for a temporary event in certain circumstances. However the organiser of an event is required to give notice to the licensing authority and to the police at least ten working days prior to the event being held. Although the licensing authority is unable to attach any terms, limitations or restrictions on the carrying on of licensable activities at such events under a temporary events notice, the organisers should have regard to such other legislative requirements as may apply to such events and the impact of the event upon others that may give rise to concern.
- 18.2 The licensing authority will therefore provide local advice about the following matters to event organisers –
- proper respect for the concerns of local residents;
 - other legislative requirements regarding health and safety, noise pollution or the building of temporary structures;
 - other necessary permissions, for example, with regard to road closures or the use of pyrotechnics or lasers in public places;
 - the impact of any local byelaws; and
 - the need to prevent anti-social behaviour by those attending.

18.3 The police may object to the event taking place for reasons of preventing crime and disorder which may arise because of concerns about the scale, location or timing of the event. If the police issue an objection notice, a hearing must be held by the licensing authority. The police also have powers to close an event for up to 24 hours without notice where the activity is in their opinion disorderly, likely to become disorderly or cause disturbance by excessive noise. To alleviate the possibility of police intervention, event organisers are encouraged not to rely on the minimum notice of 10 days but to contact the licensing authority and the police at the earliest possible opportunity about their proposals.

19. CONTACT POINTS

19.1 The names and addresses of relevant authorities and bodies are given in Annex H.

GUIDANCE AND BEST PRACTICE

Various guidance and best practice has been issued which are relevant to the licensing activities regulated under the Licensing Act 2003. Some has been commended to licensing authorities in the Guidance issued by the Secretary of State.

The licensing authority similarly commends the following documents to those involved in licensable activities and other interested parties –

The Government's Together Campaign and Action Plan "Together: Tackling Anti-Social Behaviour" (www.together.gov.uk)

The Government's Alcohol Harm Reduction Strategy (www.dcms.gov.uk)

"Alcohol and Crime: Taking Stock" by Ann Deehan, Home Office Crime Reduction Research Series No 3 (1999) (www.crimereduction.gov.uk/drugsalcohol8.htm)

The National Pubwatch Good Practice Guide (www.uniquepubs.com/pubwatch)

The Government's Safer Clubbing Guide (www.drugs.gov.uk)

The Anti-Social Behaviour Act 2003

The Event Safety Guide – A guide to health, safety and welfare at music and similar events (HSE 1999) ("The Purple Book") ISBN 0 7176 2453 6

Managing Crowds Safely (HSE 2000) ISBN 0 7176 1834 X
5 Steps to Risk Assessment: Case Studies (HSE 1998) ISBN 7176 15804

The Guide to Safety at Sports Grounds (The Stationery Office 1997) ("The Green Guide") ISBN 0 11 300095 2

Safety Guidance for Street Arts, Carnival, Processions and Large Scale Performances published by the Independent Street Arts Network (www.streetartsnetwork.org/pages/publications)

The Portman Group Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks

The Noise Council Code of Practice on Environmental Noise Control at Concerts

Home Office guidance on the preparation of race impact assessments (www.raceimpact.homeoffice.gov.uk)

HSE Guide The Radiation Safety of lasers used for display purposes [HS/(G)95] and BS EN 60825: Safety of laser products)

British Standards CP 1007 (Maintained Lighting for Cinemas)

**CONNECTIONS BETWEEN THE STATEMENT OF LICENSING POLICY AND
OTHER RELEVANT POLICIES**

The Council has developed either individually or in partnership with other authorities and organisations a range of policies and strategies which impact upon the licensing objectives and this statement of licensing policy. These include –

Huntingdonshire Community Strategy

Huntingdonshire Local Plan 1995

Huntingdonshire Local Plan Alteration 2002

Huntingdonshire Community Safety Strategy 2002-05

Cambridgeshire Local Transport Plan 2004-11

Huntingdonshire Taxi Strategy 2003

County of Culture – Cultural Strategy for Cambridgeshire 2002-05

Huntingdonshire District Council Marketing Strategy for Tourism 2004-07

Huntingdonshire District Council Race Equality Strategy

Copies of the policies and strategies are available on request from the Council or by viewing the Council's website on www.huntsdc.gov.uk .

EXEMPTIONS

The following activities are not regarded as Regulated Entertainment and are therefore exempt for the purposes of the Act:-

Exhibition of a Film

If the sole or main purpose of the entertainment is to demonstrate any product, advertise any goods or services, or provide information, education or instruction.

If the entertainment consists of or forms part of an exhibit put on show for any purposes of a museum or gallery.

Live Music or the Playing of Recorded Music

If the entertainment is incidental to some other activity which is not in itself within the description of Regulated Entertainment or the provision of entertainment facilities.

Television or Radio Receivers

If the entertainment consists of the simultaneous reception and playing of a programme included in a programme service within the meaning of the Broadcasting Act 1990.

Religious Services and Places of Worship etc

If the entertainment is for the purposes of, or for the purposes incidental to, a religious meeting or service or at a place of public religious worship.

Garden Fetes etc

If the entertainment is at a garden fete, function or event of a similar character, unless the fete, function or event is promoted with a view to applying the whole or part of its proceeds for purposes of private gain (as defined in the Lotteries & Amusements Act 1976).

Morris Dancing etc

If the entertainment is a performance of morris dancing or any dancing of a similar nature or a performance of unamplified, live music as an integral part of such a performance, or facilities for enabling persons to take part in such activities.

Vehicles in Motion

If the entertainment is on premises consisting of or forming part of a vehicle and at a time when the vehicle is not permanently or temporarily parked.

Small Venues providing Unamplified, Live Music

Where,

- a premises licence or club premises certificate authorises the supply of alcohol for consumption on the premises and the provision of music entertainment; and
- the premises are used primarily for the consumption of alcohol on the premises; and
- the premises have a capacity of up to 200 persons; and
- the music entertainment comprises unamplified, live music or facilities to enable persons to take part in that music; and
- the entertainment takes place between 8.00 am and midnight;

any condition imposed on the premises licence or certificate which relates to the provision of the music entertainment will not have effect unless it was imposed on the grounds of preventing crime and disorder and/or public safety.

This exemption will not apply if a licence or certificate has been the subject of a review and has been modified by the licensing authority to include a statement disapplying this exemption to the licence or certificate.

GLOSSARY OF TERMINOLOGY

Licensable Activities and Qualifying Club Activities

- **Are defined in the Licensing Act as:**
 - (a) the sale by retail of alcohol;
 - (b) the supply of alcohol by or on behalf of a club to, or to the order of, a member of the club;
 - (c) the provision of regulated entertainment;
 - (d) the provision of late night refreshment.

- **For those purposes the following licensable activities are also qualifying club activities:**
 - (a) the supply of alcohol by or on behalf of a club to, or to the order of, a member of the club for consumption on the premises where the supply takes place;
 - (b) the sale by retail of alcohol by or on behalf of a club to a guest of a member of the club for consumption on the premises where the sale takes place;
 - (c) the provision of regulated entertainment where that provision is by or on behalf of a club for members of the club or members of the club and their guests.

Regulated Entertainment

- **Is defined as:**
 - (a) A performance of a play
 - (b) An exhibition of film
 - (c) An indoor sporting event
 - (d) A boxing or wrestling entertainment
 - (e) A performance of live music
 - (f) Any playing of recorded music
 - (g) A performance of dance
 - (h) Entertainment of a similar description to that falling within paragraph e), f) or g)

where the entertainment takes place in the presence of an audience and is provided for the purpose, or for purposes which include the purpose, of entertaining that audience. Any reference to an audience includes a reference to spectators. This definition is subject to Part 3 of Schedule 1 to the Licensing Act 2003.

Entertainment Facilities

➤ **Are defined as:**

Facilities for enabling persons to take part in entertainment of a description falling within those mentioned above for the purpose, or for purposes which include the purpose, of being entertained. The descriptions of entertainment are making music, dancing, and entertainment of a similar description to that falling within those mentioned above. This definition is subject to Part 3 of Schedule 1 to the Licensing Act 2003.

Interested Party

➤ **Is defined as:**

- (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.

Responsible Authority

➤ **Is defined as:**

- (a) the Chief Officer of Police for any Police area in which the premises are situated;
- (b) the Fire Authority for any area in which the premises are situated;
- (c) the enforcing authority within the meaning given by section 18 of the Health and Safety at Work etc. Act 1974 for any area in which the premises are situated;
- (d) the local planning authority within the meaning given by the Town and Country Planning Act 1990 (c.8) for any area in which the premises are situated;
- (e) the local authority by which statutory functions are exercisable in any area in which the premises are situated in relation to minimising or preventing the risk of pollution of the environment or of harm to human health;
- (f) a body which:

- (i) represents those who, in relation to any such area, are responsible for, or interested in, matters relating to the protection of children from harm, and
 - (ii) is recognised by the licensing authority for that area for the purposes of this section as being competent to advise it on such matters.
- (g) any licensing authority (other than the relevant licensing authority) in whose area part of the premises is situated;
- (h) in relation to a vessel:
- (i) a navigation authority (within the meaning of section 221(1) of the Water Resources Act 1991 (c.57)) having functions in relation to the waters where the vessel is usually moored or berthed or any waters where it is, or is proposed to be, navigated at a time when it is used for licensable activities
 - (ii) the Environment Agency
 - (iii) the British Waterways Board, or
 - (iv) the Secretary of State
 - (v) a person prescribed for the purpose of this subsection.

Temporary Event

➤ **Is defined as:**

The use of premises for one or more of the licensable activities during a period not exceeding 96 hours usually where a premises licence covering the licensable activity is not in place and limited to events involving less than 500 people.

Provision of Late Night Refreshment

➤ **Is defined as:**

The provision of hot food refreshment or hot drink to members of the public, or a section of the public, on or from any premises, whether for consumption on or off the premises between 11.00pm and 5.00am, or;

At any time between those hours when members of the public, or a section of the public, are admitted to any premises, a person supplies, or holds himself willing to supply, hot food or hot drink to any persons, or to persons of a particular description, on or from those premises, whether for consumption on or off the premises.

Hot Food or Hot Drink

➤ **Is defined as:**

Food or drink supplied on or from any premises is “hot” for the purposes of Schedule 2 to the Act if the food or drink, or any part of it:

- (a) before it is supplied, is heated on the premises or elsewhere for the purpose of enabling it to be consumed at a temperature above the ambient air temperature and, at the time of supply, is above that temperature, or
- (b) after it is supplied, may be heated on the premises for the purpose of enabling it to be consumed at a temperature above the ambient air temperature.

DELEGATION OF FUNCTIONS

Matter to be dealt with	Full Committee	Sub Committee	Officers
Application for personal licence		If a police objection	If no objection made
Application for premises licence/club premises certificate		If a relevant representation made	If no relevant representation made
Application for provisional statement		If a relevant representation made	If no relevant representation made
Application to vary premises licence/club premises certificate		If a relevant representation made	If no relevant representation made
Application to vary designated premises supervisor		If a police objection	All other cases
Application for transfer of premises licence		If a police objection	All other cases
Cancellation of interim authority notice		If a police objection	
Application to review premises licence/club premises certificate		All cases	
Agreement that hearing is unnecessary where relevant representations received			All cases, after consultation with Chairman or Vice-Chairman
Decision on whether a complaint is irrelevant frivolous vexatious etc			All cases, after consultation with Chairman or Vice-Chairman
Decision to object when local authority is a consultee and not the relevant authority considering the application		All cases	
Determination of a police objection to a temporary event notice		All cases	
Proceedings for contravention of the provisions of the Act			All cases, after consultation with Chairman or Vice-Chairman

POOL OF LICENSING CONDITIONS

1. Pool of Conditions

Guidance issued by the Secretary of State outlines a number of conditions that may be used to promote the licensing objectives. Whilst this list is not exhaustive it is an indication to applicants of the conditions that may be considered appropriate in individual cases.

It should be noted that the Licensing Act 2003 creates the following offences and conditions do not therefore need to be attached to licences and certificates:

- (a) knowingly to sell or supply or attempt to sell or supply alcohol to a person who is drunk;
- (b) knowingly to allow disorderly conduct on licensed premises;
- (c) for the holder of a premises licence or a designated premises supervisor knowingly to keep or to allow to be kept on licensed premises any goods that have been imported without payment of duty or which have otherwise been unlawfully imported; and
- (d) to allow the presence of children under 16 who are not accompanied by an adult between midnight and 5am at any premises licensed for the sale of alcohol for consumption on the premises, and at any time in premises used exclusively or primarily for the sale and consumption of alcohol.

2. Conditions relating to Crime and Disorder

(a) Door Supervisors

Conditions relating to the provision of door supervisors and security may be valuable in:

- (i) preventing the admission and ensuring the departure from the premises of the drunk and disorderly, without causing further disorder;
- (ii) keeping out excluded individuals (subject to court bans or bans imposed by licence holder);
- (iii) searching and excluding those suspected of carrying illegal drugs or carrying offensive weapons and;
- (iv) maintaining orderly queuing outside venues

Where door supervisors are to be a condition of a licence they are required to be licensed by the Security Industry Authority in line with the Security Industry Act 2000.

(b) Bottle bans

Glass bottles and glasses may be used as weapons inflicting serious harm during incidents of disorder. Conditions may include:

- (i) No bottles containing beverages of any kind, whether open or sealed, shall be given to customers on the premises whether at the bar or by staff service away from the bar
- (ii) No customer carrying open or sealed bottles shall be admitted to the premises at any time that the premises are open to the public.

In appropriate circumstances conditions may exempt bottles containing wine or similar sold for consumption with a table meal by customers who are seated in a separate area set aside from the bar area.

(c) CCTV

The presence of CCTV cameras can be an important means of deterring and detecting crime at and immediately outside licensed premises. Conditions may include:

- (i) The need to have CCTV cameras on the premises
- (ii) The precise positioning of each camera
- (iii) The requirement to maintain cameras in good working order
- (iv) The requirement to retain recordings for an appropriate period.

(d) Other conditions that may be considered relevant to promote the reduction of crime and disorder may include:

- (i) Text/radio pagers connecting premises with the local police
- (ii) Restriction on drinking areas
- (iii) Capacity limits
- (iv) Proof of age cards
- (v) Crime prevention notices
- (vi) Signage at or immediately outside the premises
- (vii) Use of plastic containers and toughened glass
- (viii) Open containers not to be taken from the premises
- (ix) Irresponsible drinks promotions
- (x) An appropriate ratio of tables and chairs to customers based on the capacity of premises used exclusively or primarily for the "vertical" consumption of alcohol (HVDDs).

3. Conditions relating to the protection of children from harm

(a) Age Restrictions – specific

- (i) The hours of day during which age restrictions may or may not apply. For example, the fact that adult entertainment may be present at premises in the evening does not mean that it would be necessary to impose age restrictions for earlier parts of the day.
- (ii) Types of event or activity where consideration for age restrictions may be appropriate include "Happy Hours" or drinks promotion nights or activities of an adult nature.
- (iii) Types of event or activity in respect of which no age restriction may be needed, for example family entertainment or non-alcohol events for young age groups.

(b) Age Restrictions – Cinemas

- (i) In the event that the Council decides to make recommendations on the admission of children to films, the cinema or venue operator must submit any film to the Council that it intends to exhibit 28 days before it is proposed to show it. This will enable the Council time to classify it so that the premises licence holder is able to adhere to any age restrictions then imposed.
- (ii) When films are classified, by either the British Board of Film Censors as specified in the licence or the Council they will be classified in the following way:
 - U – Universal, suitable for audiences aged four years and over
 - PG – Parental Guidance. Some scenes may be unsuitable for young children.
 - 12A – Passed only for viewing by persons aged over 12 years or older or persons younger than 12 years when accompanied by an adult.
 - 15 – Passed only for viewing by persons aged 15 years and over
 - 18 – Passed only for viewing by persons aged 18 years of age and over
- (iii) Conditions may require that immediately before any exhibition at the premises of a film passed by the British Board of Film Classification there shall be exhibited for at least 5 seconds in such a manner as to be easily read by all persons in the auditorium a reproduction of the certificate of the board or, as regards a trailer advertising a film, of the statement approved by the Board indicating the classification of the film.
- (iv) A condition that where the Council has made a recommendation on the restriction of admission of children to a film, notices are required to be displayed both inside and outside the premises to make people aware of the classification attached to any film or trailer.

(c) Conditions relating to children`s access to theatres and performances especially for children.

- (i) Types of event or activity where consideration of age restrictions may include activities of an adult nature.
- (ii) Conditions may require a sufficient number of adult staff on the premises to ensure the well being of children on the premises during any emergency
- (iii) Where performances are presented especially for unaccompanied children in theatres and cinemas, conditions requiring an attendant be stationed in any area occupied by the children, in the vicinity of each exit or subject to a minimum of one attendant per 50 children or part thereof on each level occupied by children.

(d) Children in performances

- (i) Venue – The backstage facilities should be large enough to accommodate safely the number of children taking part in any performance

- (ii) Fire safety – All chaperones and production crew on the show should receive instruction on the fire procedures applicable to the venue prior to the arrival of the children.
- (iii) Special effects – It may be inappropriate to use certain special effects, including smoke, dry ice, rapid pulsating or flashing lights which may trigger adverse reactions especially with regard to children.
- (iv) Care of Children - Children performing at such premises should be kept under adult supervision at all times including transfer from stage to dressing room and anywhere else on the premises.

(e) Proof of Age cards

Conditions may be attached to premises where alcohol is sold requiring the production of proof of age cards before any sale of alcohol takes place.

(f) Drinks Promotions

The Portman Group operates a code of practice on the naming, packaging and promotion of Alcoholic Drinks. The code seeks to ensure that drinks are packaged and promoted in a socially responsible manner and only to those who are 18 years or older. By means of its website and in the trade press it issues bulletins notifying retailers of products that breach this code and asks them not to re-stock or display any such product or point of display material until such time as the code is complied with.

In certain circumstances it may be appropriate to attach conditions requiring premises to comply with the Portman Group Code of Practice.

4. Conditions relating to the prevention of public nuisance.

(a) Consideration may be given to conditions that ensure that:

- (i) Noise or vibration does not emanate from the premises so as to cause a nuisance to nearby properties. This may be achieved by doors and windows at the premises being closed, secondary glazing, entrance lobbies or the use of noise limiters on amplification equipment.
- (ii) Prominent, clear and legible notices are displayed at all exits requesting the public to respect the needs of local residents and to leave the premises and the area quietly.
- (iii) The use of explosives, pyrotechnics and fireworks of a similar nature which could cause disturbance in the surrounding areas are restricted.
- (iv) The placing of refuse - such as bottles- into receptacles outside the premises takes place at times that will minimise the disturbance to nearby properties.
- (v) Noxious smells from the licensed premises are not permitted (subject to existing legislation not providing adequate measures) so as to cause a nuisance to nearby properties and the premises are properly vented.

- (vi) Flashing or particularly bright lights on or outside licensed premises but any such condition must be balanced against the benefits of providing lighting to promote the prevention of crime and disorder.

(b) Hours

The hours during which the premises are permitted to be open to the public or to members and their guests can be restricted by the conditions of a premises licence or club premises certificate for the prevention of public nuisance:

- (i) Conditions may be placed on premises restricting (other than where they are protected by the transitional provisions of the Act) the hours during which premises are permitted to be open to the public or to members and their guests.
- (ii) Restrictions may be necessary on the times when certain licensable activities take place even though the premises may be open to the public at such times
- (iii) Restrictions may be necessary on parts of a premise used for certain licensable activities at certain times.

5. Conditions Relating to Public Safety (including fire safety)

Conditions relating to public safety will be those that are necessary to promote the objective of public safety for individual premises or clubs. They should not duplicate other legal requirements. Equally the attachment of conditions to a premises licence or club premises certificate will not relieve employers of the statutory duty to comply with the requirements of Health and Safety legislation and the requirements under the management of Health and Safety at Work Regulations 1999 and the Fire Precautions (Workplace) Regulations 1997 to undertake risk assessments. Conditions enforcing these arrangements will therefore be unnecessary.

Where existing legislation does not provide adequately for the safety of the public consideration may be given to conditions covering:

a) Disabled people

- (i) Adequate arrangements to enable their safe evacuation in the event of an emergency.
- (ii) Disabled people on the premises are made aware of those arrangements

b) Escape routes

- (i) All exit doors are easily openable without the use of a key, card, or similar means
- (ii) Doors at such exits are regularly checked to ensure that they function satisfactorily and a record of the check kept.
- (iii) Any removable security fastenings are removed whenever the premises are open to the public or occupied by staff
- (iv) All fire doors are maintained effectively self closing and shall not be held open other than by approved devices (for example, electromagnetic releases operated by smoke detectors).

- (v) Fire resisting doors to ducts, service shafts, and cupboards shall be kept locked shut.
- (vi) The edges of treads of steps and stairways are maintained so as to be conspicuous.

c) Safety Checks

- (i) Safety checks are carried out before the admission of the public and details of such checks are kept in a log book.

d) Curtains, Hangings, Decorations and Upholstery

- (i) Hanging, curtains and temporary decorations are maintained in a flame- retardant condition
- (ii) Any upholstered seating meets on a continuous basis the pass criteria for smouldering ignition source 0, flaming ignition source 1, and crib ignition source 5 when tested in accordance with section 5 of BS 5852:1990.
- (iii) Curtains, hangings and temporary decorations are arranged so as not to obstruct exits, fire safety signs, or fire fighting equipment.
- (iv) Temporary decorations are not used without prior notification to the licensing authority and fire authority.

e) Accommodation limits

- (i) Arrangements are made to ensure that any capacity limit imposed under the premises licence or club premises certificate are not exceeded.
- (ii) The licence holder, a club official, manager or designated premises supervisor should be aware of the number of people on the premises and required to inform any authorised person on request.

f) Fire action notices

- (i) Notices detailing the actions to be taken in the event of a fire or other emergencies, including how the fire brigade should be summoned, are prominently displayed and protected from damage and deterioration.
- (ii) In the case of an outbreak of fire the fire brigade must be called at once to any outbreak, however slight and the details recorded in a Fire Log Book – to be kept available for inspection by the licensing authority or an authorised officer.
- (iii) The local Fire Control Centre is notified as soon as possible if the water supply to any fire extinguishing equipment is cut off or restricted.

g) Access for emergency vehicles and first aid.

- (i) Access for emergency vehicles is kept clear and free from obstruction.
- (ii) Adequate and appropriate supply of first aid equipment and materials is available on the premises.

- (iii) At least one suitably trained first-aider shall be on duty when the public are present and if more than one suitably trained first-aider that their respective duties are clearly defined.

h) Lighting

- (i) In the absence of adequate daylight, the lighting in any area accessible to the public, members or guests shall be fully in operation when they are present.
- (ii) Fire safety signs are adequately illuminated.
- (iii) Emergency lighting is not altered.
- (iv) Emergency lighting batteries are fully charged before the admission of the public, guests and members.
- (v) In the event of failure of normal lighting where the emergency lighting has a capacity of one hour, arrangements are in place to ensure that the public, members or guests leave the premises within 20 minutes unless within that time normal lighting has been restored and the battery is being re-charged. If the emergency lighting battery has a capacity of three hours the appropriate period by the end of which the public should have left is one hour.

i) Temporary electrical installations

- (i) Temporary electrical wiring and distribution systems shall comply with the recommendations of applicable British Standards 7671 or 7909.
- (ii) Where they have not been installed by a competent person, temporary electrical wiring and distribution systems are inspected and certified by a competent person before they are put to use.

j) Indoor sports entertainments

- (i) If necessary, an appropriately qualified medical practitioner is present throughout a sports entertainment involving boxing, wrestling, judo, karate or other sports entertainment of a similar nature.
- (ii) Where a ring is being used, it is constructed by a competent person and inspected by a competent authority and any material used to form the skirt around the ring is flame-retardant.
- (iii) At any wrestling or other entertainment of a similar nature members of the public do not occupy any seat within 2.5 metres of the ring.
- (iv) At water sports entertainments, staff adequately trained in rescue and life safety procedures are stationed and remain within the vicinity of the water at all material times.

k) Alterations to premises

- (i) Alterations that make it impossible to comply with an existing condition to premises should be notified to the licensing authority.
- (ii) The holder of the premises licence or club premises certificate should apply for a variation to the existing licence or certificate should any alterations make it impossible to comply with any existing condition.

I) Special effects

- (i) Any special effects including dry ice machines, cryogenic fog, smoke machines, fog generators, pyrotechnics, fireworks, real flame, firearms, motor vehicles, strobe lighting machines, lasers or explosives should be stored so as to minimise any risk to the safety of the audience, the performers and staff.
- (ii) Use of certain special effects may be used subject to prior notification of the licensing authority or inspection by the fire authority

6. Theatres, Cinemas, Concert Halls and Similar Places (Promotion of Public Safety)

In addition to the points made in Section 5 there are particular matters in the context of public safety and fire safety which should be considered in connection with theatres and cinemas. The principle remains that conditions must be necessary and should be established through risk assessment and standardised conditions should be avoided. The points which follow are for consideration and do not represent a mandatory list.

Premises used for closely seated audiences

Attendants

- (a) The number of attendants on each floor in a closely seated auditorium should be as set out on the table below:

Number of members of the audience present on a floor	Minimum number of attendants required to be present on that floor
1-100	One
101-250	Two
251-500	Three
501-750	Four
751-1000	Five
And one additional attendant for each additional 250 persons (or part thereof)	

- (b) Attendants shall not be engaged in any duties that would hinder the prompt discharge of their duties in the event of an emergency or entail their absence from that floor or auditorium where they are on duty.
- (c) Any attendant shall be readily identifiable to the audience (but this need not entail the wearing of a uniform).
- (d) The premises shall not be used for a closely seated audience except in accordance with seating plan(s), a copy of which is available at the premises and shall be shown to any authorised person on request.
- (e) No article shall be attached to the back of any seat which would reduce the clear width of seatways or cause a tripping hazard or obstruction.

- (f) A copy of any certificate relating to the design, construction and loading of any temporary seating shall be kept available at the premises and shall be shown to any authorised person on request.

Standing and sitting in gangways etc.

- (a) Sitting on floors shall not be permitted except where authorised in the premises licence or club premises certificate.
- (b) Waiting or standing shall not be permitted except in areas designated in the premises licence or club premises certificate.
- (c) In no circumstances shall anyone be permitted to –
- (i) sit in any gangway;
 - (ii) stand or sit in front of any exit; or
 - (iii) stand or sit on any staircase including any landings.

Drinks

Except as authorised by the premises licence or club premises certificate, no drinks shall be sold to or be consumed by a closely seated audience except in plastic and paper containers.

Balcony Fronts

Clothing or other objects shall not be placed over balcony rails or upon balcony fronts.

Special Effects

Any special effects or mechanical installation should be arranged and stored so as to minimise any risk to the safety of the audience, the performers and staff.

Special effects include:

- dry ice machines and cryogenic fog;
- smoke machines and fog generators;
- pyrotechnics, including fireworks;
- real flame;
- firearms;
- motor vehicles;
- strobe lighting;
- lasers (see HSE Guide The Radiation Safety of lasers used for display purposes [HS/(G)95] and BS EN 60825: Safety of laser products);
- explosives and highly flammable substances.

In certain circumstances, it may be necessary to require that certain special effects are only used with the prior notification of the licensing authority or (inspection by) fire authority.

Scenery

Any scenery should be maintained flame-retardant.

Safety Curtain

Where a safety curtain is provided, it should be arranged so as to protect the audience from the effects of a fire or smoke on stage for sufficient time to enable the safe evacuation of the auditorium.

Where a stage with a proscenium arch is not equipped with a safety curtain, any curtains provided between the stage and the auditorium should be heavyweight and be made of non-combustible material or inherently or durably treated flame-retardant fabric.

Ceilings

All ceilings in those parts of the premises to which the audience are admitted should be inspected by a suitably qualified person who will decide when a further inspection would be necessary and a certificate concerning the condition of the ceilings forwarded to the licensing authority.

Seating

Where the potential audience exceeds 250 all seats in the auditorium should, except in boxes accommodating not more than 8 persons, be either securely fixed to the floor or battened together in lengths of not fewer than four or more than twelve.

Premises used for film exhibitions

Attendants – premises without a staff alerting system

Where the premises are not equipped with a staff alerting system the number of attendants present should be as set out in the table below:

Number of members of the audience present on the premises	Minimum number of attendants required to be on duty
1-250	Two
And one additional attendant for each additional 250 members of the audience present (or part thereof)	
Where there are more than 150 members of an audience in any auditorium or on any floor	At least one attendant shall be present in any auditorium or on any floor

Attendants – premises with a staff alerting system

- (a) Where premises are equipped with a staff alerting system the number of attendants present should be as set out in the table below:

Number of members of the audience present on the premises	Minimum number of attendants required to be on duty	Minimum number of other staff on the premises who are available to assist in the event of an emergency
1-500	Two	One
501-1000	Three	Two
1001-1500	Four	Four
1501 or more	Five plus one for every 500 (or part thereof) persons over 2000 on the premises	Five plus one for every 500 (or part thereof) persons over 2000 on the premises

- (b) Staff shall not be considered as being available to assist in the event of an emergency if they are:
- (i) the holder of the premises licence or the manager on duty at the premises; or
 - (ii) a member of staff whose normal duties or responsibilities are likely to significantly affect or delay his response in an emergency situation; or
 - (iii) a member of staff whose usual location when on duty is more than 60 metres from the location to which he is required to go on being alerted to an emergency situation.
- (c) Attendants shall as far as reasonably practicable be evenly distributed throughout all parts of the premises to which the public have access and keep under observation all parts of the premises to which the audience have access.
- (d) The staff alerting system shall be maintained in working order.

Minimum Lighting

The level of lighting in the auditorium should be as great as possible consistent with the effective presentation of the film; and the level of illumination maintained in the auditorium during the showing of films would normally be regarded as satisfactory if it complies with the standards specified in BS CP 1007 (Maintained Lighting for Cinemas).

Flammable Films

No flammable films should be allowed on the premises without the prior notification of the licensing authority/fire authority.

HUNTINGDONSHIRE DISTRICT COUNCIL LICENSING ENFORCEMENT POLICY

The Council's licensing enforcement policy which was approved by the Licensing and Protection Panel on 17th September 2002 and subsequently adopted by the Council has been amended, as appropriate, and applied to the enforcement of the Licensing Act 2003 by this annex to the statement of licensing policy.

LICENSING ENFORCEMENT POLICY

1. INTRODUCTION

- 1.1 The purpose of this policy is to express the commitment and intention of Huntingdonshire District Council ("the licensing authority") to the principles of consistent and effective enforcement legislation relating to those licensable activities defined in the Licensing Act 2003 and defined in Appendix 2 attached.
- 1.2 The policy sets out what businesses and others can expect from the Council's licensing officers and commits the licensing authority to good enforcement policies and procedures. It is designed to set out the arrangements by which the principles of the Enforcement Concordat, to which the licensing authority is a signatory, will be incorporated into actions.
- 1.3 Officers who carry out licensing enforcement on behalf of the licensing authority are authorised in accordance with the licensing authority's scheme of delegation. Appropriate means of identification will be carried.

2 GENERAL PRINCIPLES

- 2.1 The licensing authority will ensure the effective implementation of national and local policies, to comply with all legislative requirements and fulfil the statutory duties imposed on the licensing authority.
- 2.2 The licensing authority will protect the public by reacting promptly to complaints about issues that are within the licensing authority's remit and by delivering a balanced programme of inspection, education and enforcement designed to achieve compliance with relevant legislation in an equitable, practical and consistent manner.
- 2.3 The licensing authority recognises that most businesses and individuals want to comply with the law and officers will, therefore, take care to help them meet their legal obligations without unnecessary expense, whilst taking firm action, including prosecution where appropriate against those who flout the law or act irresponsibly. Prosecutions will be taken in line with the prosecution policy set out Appendix 1 to this policy.
- 2.4 The licensing authority recognises the importance of the precedents set by case law and Government guidance and will draw upon them to ensure that effective standards of enforcement are consistently applied
- 2.5 Authorised officers will have regard to this policy when carrying out their assigned duties.

- 2.6 Departures from these policy guidelines will be exceptional and only following agreement with the Head of Administration, or in his absence, the Central Services Manager.
- 2.7 Where there are issues of dual or joint enforcement responsibilities with other enforcement agencies such as the police and fire authority, consultation will, except in emergencies, take place with them prior to any enforcement action being initiated.
- 2.8 The licensing authority will ensure that its officers are competent with respect to the enforcement duties they have been authorised to carry out.

3 PRINCIPLES OF ENFORCEMENT

- 3.1 The enforcement of legislation is guided by the principles of the Enforcement Concordat to which the licensing authority is a signatory. This commits the licensing authority to good enforcement policies and procedures. The principles of the Enforcement Concordat are incorporated into the following:

3.2 Standards

- 3.2.1 The licensing authority is accountable to the local electorate for its actions and omissions. This means that it will have clear policies and standards against which it can be judged.

3.3 Openness

- 3.3.1 The licensing authority will provide information and advice in plain language on the law that it enforces and will disseminate this as widely as possible. It will also be open about how it sets about its work, including any charges that are made for specific activities. Officers will discuss general issues, specific compliance failures or problems with individuals or businesses experiencing difficulties.

3.4 Helpfulness

- 3.4.1 The licensing authority believes that prevention is better than cure and that its role therefore involves actively working with individuals and the business community, especially small and medium-sized enterprises, to advise and assist on compliance. It will provide a courteous and efficient service and the staff will identify themselves by name. Officers will provide a contact point and telephone number for further dealings with the licensing authority and will encourage business to seek advice/information from them. Applications for approval of establishments, licences, registration, etc, will be dealt with efficiently and promptly. The licensing authority will ensure that, wherever practicable, its enforcement services are effectively co-ordinated to minimise any unnecessary overlaps and time delays.

3.5 Complaints about the service

- 3.5.1 The licensing authority has a complaints procedure that is accessible to businesses and the public. The licensing authority will also make available the procedure for a complaint to be made to the Local Government Ombudsman that the licensing authority has acted with maladministration. This is without prejudice to any statutory rights of appeal that are available to businesses or members of the public which will be explained in writing by the licensing authority.

3.6 Proportionality

- 3.6.1 As far as the law allows, the licensing authority will take account of the circumstances of each case and the attitude of the person committing the offence when considering action. Both those whom the law protects and those on whom it places a duty expect that compliance action taken by the licensing authority should be proportionate to the risks posed to the public and to the seriousness of any breach of legislation.
- 3.6.2 In dealing with small businesses, voluntary and community organisations the licensing authority will make a particular effort to assist them in meeting their legal obligation without incurring unnecessary expense.
- 3.6.3 Some legal requirements are specific or mandatory, i.e. there is no room for discretion or individual interpretation. However, others require action in line with the principles of “reasonableness” or “appropriateness” and the regulatory system often includes the concept of proportionality through such principles. Deciding what is reasonable or appropriate to control risks involves the exercise of judgement and, when the law permits, discretion by licensing officers based on sound professional judgement. Where agreement cannot be reached, the final determination of what is reasonable in particular circumstances may ultimately be made by the Courts.
- 3.6.4 Some risks may be so serious that they cannot be permitted irrespective of the economic consequences, whilst at the other extreme, some risks may be so trivial that it may not be worth spending more to reduce them. In general, risk-reducing measures must be weighted against the associated costs, unless the cost of a particular action is excessive compared with the benefit of the risk reduction in terms of its magnitude of probability.

3.7 Consistency

- 3.7.1 Consistency of approach does not mean uniformity; it means taking a similar approach in similar circumstances to achieve similar ends. In dealing with enforcement issues the licensing authority will take a consistent approach in the service tendered, the use of powers, issuing of authorisations, decisions on whether to prosecute and responses to complaints.
- 3.7.2 The licensing authority recognises that in practice consistency is not a simple matter. Officers are faced with many variables such as the severity of the issue, the attitude and competence of the individual/management and the associated previous history of compliance. These factors may vary between individuals/businesses which otherwise appear similar. Decisions on enforcement are matters of sound professional judgement as to when the licensing authority, through its officers, will exercise discretion. It will continue to develop arrangements to promote consistency in the exercise of discretion. These will include effective arrangements for liaison with other enforcing agencies.

3.8 Transparency

- 3.8.1 Transparency means helping proprietors of businesses and the public to understand what is expected of them and what they should expect from the licensing authority. It also means making clear why an officer intends to or has taken a particular course of action. This means distinguishing between compulsory requirements on the one hand and advice and guidance about what is desirable, but not compulsory, on the other.

- 3.8.2 This document sets out the general policy framework within which the licensing authority will operate. Those with whom the licensing authority deals need to know what to expect when an officer visits and what rights of complaint are open to them.
- 3.8.3 In the case of informal enforcement action the officer will advise on the legal requirements, explain why a particular course of action is recommended, and if asked, distinguish legal requirements from best practice advice. Officers will, if asked, confirm any advice in writing.
- 3.8.4 In the case of a refusal of an application for a licence or registration, the reasons for the refusal will be given in writing and the appeals procedure explained.

3.9 Targeting

- 3.9.1 Targeting means making sure that resources are targeted primarily on those whose activities give rise to the most serious problem, or where hazards are least well controlled, and that action is focused on the those who are responsible and who are best placed to control it.
- 3.9.2 The licensing authority will prioritise compliance inspections in accordance with a risk rating system based on a combination of the factors which determine the likely compliance of that business with statutory requirements and the potential risk of non-compliance to the public.
- 3.9.3 The priorities for visits in response to complaints from the public will take into account the nature and severity of the allegations.
- 3.9.4 Where formal enforcement action is necessary, it will be directed against the person by whose act default or sufferance the breach occurred. Where several individuals share responsibility, the licensing authority will take action against those who can be shown to be in breach.

4 METHODS OF ESTABLISHING COMPLIANCE

4.1 Education

- 4.1.1 The licensing authority will make every effort to provide information both to members of the general public and businesses concerning the legislation for which the licensing authority is the enforcing authority.
- 4.1.2 The information will be made available through the licensing authority's website, leaflets, at public buildings, upon request or given at the time of an inspection.
- 4.1.3 Where a requirement for information becomes evident either through problems in a particular area of enforcement or because of requests then specific information will be made available in such a way as to inform those in need.

4.2 Investigations

- 4.2.1 Information on possible offences is often the result of complaints from members of the general public who have witnessed events or whose lives are being adversely affected by the actions or inactions of others.

- 4.2.2 Provided that it will not prejudice their inquiries, Officers will identify themselves at the premises at the time of entry and will show their licensing authority identification.
- 4.2.3 The licensing authority will respond to, and where appropriate, commence investigations into complaints within 3 working days. The response time may vary according to the nature of the allegation and its severity.
- 4.2.4 The person, business or land owner subject to complaint may be informed of the complaint prior to, part way through or at the end of the investigation as may be considered appropriate depending upon such facts as the nature of the complaint, the need for covert surveillance and the risk of intimidation of the complainant.
- 4.2.5 Complainant's details will not be released without either the complainant's permission or following a legal requirement to do so. This will be decided this on a case-by-case basis.
- 4.2.6 The complainant will be kept informed as considered appropriate of progress with the investigation and of the eventual outcome.
- 4.2.7 Where it has been considered appropriate to advise the alleged offender that an investigation is in progress that person will be kept advised of the progress of the investigation. At the end of the investigation, they will be informed of the outcome and whether the licensing authority will take any further action.
- 4.2.8 Where as a result of an investigation action of an informal or formal nature may be taken the alleged offender will be advised as soon as practicable upon completion of the investigation
- 4.3 **Routine inspections**
 - 4.3.1 Under normal circumstances, routine compliance visits will be arranged in advance. Spot check visits may be made without prior warning particularly when information has been obtained suggesting a breach of the law.
 - 4.3.2 The main purpose of a compliance visit to land or premises is to ensure the requirements of the law are being met.
 - 4.3.3 Officers will make the purpose of the inspection clear at the start of the visit with the person in charge at that time. Inspections will normally involve discussions with local management or the person in operational control of the business, activity or land at the time of the visit. At the conclusion of all inspections officers will normally offer to discuss, as may be appropriate, the findings and follow this up in writing.
 - 4.3.4 The licensing authority have a number of leaflets or guidance notes that may assist in the understanding of legal requirements which will normally be provided free of charge. Some written information may be available from other sources and where this is the case the officer will supply details as to where the information can be obtained. Letters can be translated into other languages and interpreters can be used if considered appropriate.
 - 4.3.5 Action of an informal or formal nature may be taken as a result of an inspection and the alleged offender will be advised as soon as practicable upon completion of the investigation

5 ENFORCEMENT OPTIONS

5.1 There are a number of enforcement options available where contraventions of the law have been identified. This part of the policy provides detailed guidance on when each of the options may be considered. The options are:-

- take no action;
- take informal action;
- use formal cautions;
- revoke an authorisation, permit or licence;
- prosecute (can sometimes be taken in addition to serving notices);
- co-ordinate action with other agencies;
- any combination of the above.

5.2 Generally, enforcement will be undertaken in a graduated approach, unless immediate action is required. In the first instance, a discussion of requirements will take place with the operator or licensee or other person by whose act default or sufferance the breach occurred.

5.3 No Action

5.3.1 Where an inspection, observation or investigation reveals that, on the basis of evidence, there is a breach of legislation then no further action will be taken if after taking into account all relevant circumstances enforcement would be disproportionate or otherwise inappropriate. Confirmation of the results of the investigation will be given to any complainant and to the person or business complained of if they had previously been made aware of the investigation.

5.4 Informal Action

5.4.1 Informal action may consist of any of the following:

- advice
- verbal warnings
- warning letter requesting action and setting out the consequences of failure to comply with legal requirements.

5.4.2 Officers will use informal procedures as long as they believe such actions will secure compliance with the requirements of legislation within a timescale judged reasonable depending upon the relevant facts.

5.4.3 Offences of a less serious nature may be dealt with in a number of appropriate ways including advice, verbal warning, observations, follow up letter, a re-visit or any combination of these. Persistent failures will result in more formal enforcement action.

5.4.4 Where an officer offers verbal advice following an inspection, then if requested it will be confirmed in writing.

5.4.5 While the action taken by the officer will depend on the circumstances of any particular case, for guidance purposes only, the licensing authority considers that informal action is likely to be appropriate in the following circumstances:

- a) The offence is not serious enough to warrant formal action e.g. an offence which can be immediately remedied and poses no risk;
 - b) From the past history, it can reasonably be expected that informal action will achieve compliance; or
 - c) There is reason to be confident that the breach will be dealt with promptly without the need for formal action.
- 5.4.6 Informal letters sent following inspections will distinguish legal requirements from advice, give a time period for compliance and state the offences being committed. They will also give the details of who to contact if there are any queries, or issues the recipient wishes to discuss.
- 5.4.7 If significant contraventions of legal requirements are found, then rather than taking immediate formal action the officer may arrange for a further visit to be carried out to determine compliance. The time period between the original inspection and any revisit will be proportionate to the risks identified. Such informal action will not necessarily preclude formal action.

5.5 Formal action

- 5.5.1 When considering formal enforcement, account will be taken of:-
- the extent of non-compliance
 - the risk(s) posed
 - failure to hold or apply for a licence or certificate;
 - failure to apply for a variation of a licence or certificate;
 - failure to apply for the transfer of a licence or certificate;
 - failure to submit an appropriate notice;
 - failure to comply with an informal approach to remedy breaches of legislation;
 - cumulative breaches of legislation
 - any act of obstruction
- 5.5.2 Formal action can include any of the following actions that are considered appropriate under the circumstances:-
- revocation of a licence or certificate,
 - a formal caution,
 - prosecution for the offence,
 - obtaining an injunction.
- 5.5.3 **Licences and certificates**, where these are revoked, the reason for the action and the appeal mechanisms will be set out in writing to the offender at the time the action is taken.
- 5.5.4 **A formal caution** may be considered as an alternative to a prosecution when the following conditions are fulfilled. Refusal will result in the matter being re-considered for prosecution taking account of a person's unwillingness to accept a formal caution.

- There must be evidence of the suspected offender's guilt sufficient to give a realistic prospect of conviction if a prosecution were to be taken as an alternative; and
- the suspected offender must admit the offence; and
- the suspected offender must understand the significance of a formal caution, give an informed consent to being cautioned and will be advised to seek legal advice prior to agreeing to receive a formal caution.

The purpose of a caution is to:

- deal quickly and simply with less serious offences;
- divert less serious offences away from the Courts;
- reduce the chances of repeat offences.

A Formal Caution may only be administered by the Head of Administration or the Central Services Manager

5.5.5 **Injunctions** may be sought when the normal criminal process has proved or is likely to prove to be unlikely to remedy the problem that is occurring or likely to occur. It will be used only in exceptional circumstances.

5.5.6 **Prosecution.** Every case will be judged on its merits and in accordance with the prosecution policy set out in Appendix 1 to this policy.

6 AUTHORISATIONS OF PROSECUTIONS

6.1 Through its Scheme of Delegation, the licensing authority has delegated authority to prosecute to designated officers after consultation with the Chairman, or in his absence, the Vice-Chairman of the Licensing Committee.

6.2 In consultation with his/her supervising officer and, where appropriate, the licensing authority's legal adviser, the investigating officer(s) will gather appropriate evidence and prepare the case on behalf of the licensing authority. Where, having considered all the evidence, it is considered that a prosecution may be warranted, a written report will be prepared for consideration and authorisation. Following written authorisation to proceed, the licensing authority's legal service will instigate the prosecution. Regard will be had to the requirements of Police and Criminal Evidence Act 1984(PACE) and the Criminal Procedure and Investigation Act 1996 (CPIA).

7. POWERS OF AUTHORISED OFFICERS

7.1 Authorised officers of the licensing authority have a variety of powers available to them for the purpose of discharging the functions of the licensing authority. These include, in appropriate cases as permitted by the Licensing Act 2003, the power of entry to relevant premises at any reasonable time (or at any time if it appears that there is serious problem).

7.2. If it is believed that entry may be refused, or entry by force may be necessary a warrant to enter will be sought from a Justice of the Peace. Refusal of entry, as permitted by the law, is obstruction and will lead to prosecution in all but exceptional circumstances.

HUNTINGDONSHIRE DISTRICT COUNCIL

PROSECUTION POLICY

In keeping with its preventative role, the licensing authority will use a variety of means to ensure that the law, which it is required to enforce, is complied with within the Huntingdonshire District. These means will include education, advice, guidance, warning letters, cautions and prosecution.

The licensing authority will use discretion in deciding whether to initiate a prosecution and recognises that the decision to prosecute is significant and could have far reaching consequences on the offender. Before deciding to recommend a prosecution, they will take account the criteria set out below.

The power to make a decision to prosecute is generally set out in the licensing authority's scheme of delegation. It is delegated to the Head of Administration (or in his absence the Central Services Manager) after consultation with the Chairman and Vice-Chairman of the Licensing Committee.

In determining whether or not to institute legal proceedings the public interest will be of paramount consideration. The following matters will be taken into account in addition to any other matter that may be considered relevant in any particular case.

The licensing authority will determine whether the evidence available is sufficiently reliable, admissible and substantial to provide a realistic prospect of conviction, having regard to the evidential and public interest tests set down in the Code for Crown Prosecutors and any other prosecution code or government guidance for the time being relevant to the case under consideration. Such consideration will include:-

- the general record and attitude of the offender;
- the attitude and reliability of any witnesses;
- the gravity of the offence (including where the alleged offence involves a flagrant breach of the law such that public safety is put at risk);
- the failure by offenders to comply with lawful written directions of Officers provided the offenders have been given reasonable opportunity to comply with those directions;
- whether it is desirable to deter others from similar failures to comply with the law;
- whether it is more appropriate after consideration of all the circumstances and on being satisfied of a person's guilt and the offender accepting that guilt to offer a formal caution in accordance with guidance laid down in Home Office Circular 18/1994 as may be amended from time to time.

This prosecution policy also relates to the prosecution of individuals and individual managers or directors where the licensing authority consider that a conviction is warranted and it can be shown that the offence was committed with their consent or connivance or to have been attributable to neglect on their part.

Having decided to prosecute, the policy of the licensing authority is to proceed without any unnecessary delay. Once the prosecution has been determined by a court of law, the licensing authority will contact all its witnesses to inform them of the outcome.

LICENSING ACT 2003

1. The sale by retail of alcohol.
2. The supply of alcohol by or on behalf of a club to, or to the order or, a member of the club.
3. The provision of regulated entertainment.
4. The provision of late night refreshment.
5. Machines used for gaming in premises with a premises licence.

CONTACT POINTS

Further information on application forms, operating schedules, the statement of licensing policy and advice as to whether or not activities need to be licensed can be obtained from –

The Licensing Section,
Huntingdonshire District Council,
Pathfinder House
St Mary's Street
Huntingdon
Cambs
PE29 3TN

Telephone – 01480 388010/388209

Fax. – 01480 388099

E-mail – Greg.Peck@huntsdc.gov.uk

John.Frampton@huntsdc.gov.uk

Charlotte.Taylor@huntsdc.gov.uk

This information is available on the licensing authority's website at www.huntingdonshire.gov.uk.

Completed applications and temporary events notices should be sent to –

Licensing Section
Huntingdonshire District Council
Pathfinder House
St Mary's Street
Huntingdon
Cambs
PE29 3TN

The Secretary of State will prescribe by regulations that an applicant must give notice of his application to each responsible authority and such other persons as may be prescribed within the prescribed period. In advance of the regulations, the bodies to which notice is to be given are anticipated to be –

The Chief Constable of Police
Cambridgeshire Constabulary
Hinchingsbrooke Park
Huntingdon
PE29 6NP

Chief Fire Officer
Cambridgeshire Fire and Rescue Service
Hinchingsbrooke Cottage
Brampton Road
Huntingdon
PE29 2NA

The Head of Environmental Health Services
Huntingdonshire District Council
Pathfinder House
St Mary's Street
Huntingdon
Cams
PE29 3TN

Director General
The Health and Safety Executive
Rose Cottage
2 Southwark Bridge
London
SE1 9HS

The Head of Planning Services
Huntingdonshire District Council
Pathfinder House
St Mary's Street
Huntingdon
Cams
PE29 3TN

The Director of Social Services
Cambridgeshire County Council
Shire Hall
Cambridge
CB3 0AP

The Environment Agency
Kingfisher House
Goldhay Way
Orton Goldhay
Peterborough
PE2 5ZR

The British Waterways Board
Willow Grange (HQ)
Church Road
Watford
Herts
WD17 4QA

Or

Ground Floor (SE)
Witan Gate House
500-600 Witan Gate
Milton Keynes
MK9 1BW

Those organisers serving a temporary events notice upon the licensing authority are also required to serve a copy on the Chief Officer of Police as above.

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**LICENSING ACT 2003
CONSULTATION ON DRAFT FEE LEVELS
(Report by Head of Administration)**

1. INTRODUCTION

1.1 The Department for Culture, Media and Sport has finally published a consultation paper on fee levels to be established by regulation under the Licensing Act 2003. The closing date for the receipt of comments is 23rd December 2003. After the DCMS has considered the responses, the fees need to be brought into effect by order in time for the first appointed day for the receipt of applications of 7th February 2005. The timescales are extremely restricted, bearing in mind that the Act was passed in July 2003.

2. PROPOSED FEE LEVELS

2.1 The DCMS has assessed the volume of applications currently being dealt with under the existing licensing regimes to be replaced by the new Act and, based upon past evidence and recent surveys, made assumptions about the number of objections that will be received and hearings and appeals generated. The Government has previously announced that fees will be set at a level that will achieve full recovery of administrative, inspection and enforcement costs falling on licensing authorities, including those costs of non-licensing staff that directly result from the Council's other roles as a responsible authority under the Act (environmental health, plan, crime and disorder, and health and safety). They are not intended however to cover costs that would otherwise be incurred by officers in carrying out their other functions, such as statutory nuisances.

2.2 The DCMS has made an assessment of the time required by a licensing authority to undertake each of its individual licensing functions, e.g. 15 minutes to supply a copy of a licence and three hours preparatory time before an appeal to the courts. Fees have been based upon an average administration charge of £28 per hour, enforcement costs of £45 per hour and professional costs of £60 per hour. Using these estimates, fees have been proposed for premises licences and club premises certificates based upon non-domestic rateable values and for personal licences and other charges upon a time allocation basis.

2.3 For premises, the proposed fees are in 5 bands as follows:-

Non-domestic rateable value

Band	A	B	C	D	E
Non-domestic rateable value	£ 0 - £4,300	£ 4,301 - £33,000	£33,001 - £87,000	£ 87,001 - £125,000	£125,001 and over

Application fee

A	B	C	D	E
£80	£150	£250	£350	£500

Annual charge

A	B	C	D	E
£40	£125	£175	£200	£225

- 2.4 In respect of personal licences, the proposed fee is £37 and for temporary events notices £21. The remaining charges relate to change of address, change of designated premises supervisor etc.

3. PROPOSED COMMENTS

- 3.1 While an attempt has been made by the DCMS to establish fee levels from an evidential basis, this reflects previous licensing activities which may not be wholly relevant under the new Act. The general view of the Local Government Association and LACORS is that the DCMS has underestimated the volume of work involved and that the fee levels are too low. An annex is attached with suggested comments on some of the questions raised in the consultation paper.

4. CONCLUSION

- 4.1 Although it remains difficult to predict with any accuracy the amount of time that will be necessary to successfully implement and administer the changes introduced by the Act, it is clear that some of the timescales have been significantly underestimated and fee levels may be insufficient to meet all of the Council's costs. Moreover some fees, for example in the case of personal licences, reflect very poorly with fees set by Government agencies such as the Security Industry Authority and Criminal Records Bureau in similar circumstances.
- 4.2 The Committee are therefore

RECOMMENDED

to endorse the comments suggested in the attached annex for submission to the DCMS.

BACKGROUND PAPERS

Consultation document issued by the DCMS.

Contact Officer - **Mr R Reeves, Head of Administration**
☎ 01480 388003

LICENSING ACT 2003 CONSULTATION ON FEE LEVELS

CHAPTER 3 – COSTING ASSUMPTIONS

The DCMS estimates of licensing authority expenditure are based upon evidence nationally that only 100 applications for justices on-licences and 250 for off-licences are refused annually and revocations only apply to 350 justices licences at the triennial review and 270 public entertainment licences annually. Based upon that evidence and recent surveys, the DCMS has estimated that about 65% of applications during the transitional period will involve a request for a licence variation and only 5% of those will attract objections, leading to a hearing.

Comment

Experience locally suggests that objections arise on almost each occasion that residents are consulted on licence extensions. The DCMS predictions grossly underestimate the number of objections that are likely to arise in the case of applications for extended hours of opening. A more accurate assessment based upon local experience is that 50% of the applications for variations will lead to hearings.

The DCMS estimates that there will be up to 1500 reviews of premises licences and club registration certificates nationally each year (1% of the total and averaging 3 - 4 on average in each local authority area). They also predict that there will be applications for licence variations from no more than 15% of licensed premises in the first year after the second appointed day and 5% per annum thereafter, of which no more than 5% will generate objections and hearings.

Comment

Once the public are aware through the local media that they can trigger a review of premises licences if they experience anti-social behaviour and nuisance from licensed premises, they are likely to request the Council to review licences that have been granted. This is especially true now that hearings will be before sub committees of the licensing authority as opposed to the courts. A more accurate prediction of reviews will be 5 – 10% per annum.

The number of licence variations will be dependent upon the ability of licensees to predict their future requirements. Irrespective of whether an applicant applies for extended hours at the time of conversion or by way of a later licence variation, this is likely to generate objections and hearings in 50% of all applications.

CHAPTER 4 – CALCULATING COSTS

The draft regulations are extremely precise as to the amount of time that will be taken by licensing authorities to carry out their licensing functions, for example an average of 40 minutes in the case of applications for a personal

licence. Based upon an average administration charge of £28 per hour, the cost to a licensing authority of processing an application for a personal licence is estimated by the DCMS to be £27. A further £10 is added to the suggested personal licence fee to cover the development of a central register (£5) and the costs of recording the surrender of a licence, change of name etc. over the ensuing 10 years (£5).

Comment

The estimate of time to process an application for a personal licence is grossly underestimated. This will involve advice to applicants, issue of application forms, checking of completed forms, verifying authenticity of counter-signatories of true likeness, verifying applicants' licensing qualification or existing licence during transitional period, verifying information for application for CRB basic disclosure check; checking returned CRB disclosure, verifying authenticity of disclosure of relevant and foreign offences and non suspension of previous licence, ensuring that notice has been served on the Police and reconciling Police reply, determining the application, producing and issuing the licence, entering the details on the licensing register. In the ensuing ten years prior to renewal, additional expenditure will be incurred in communications, liaison with licensees, enforcement, prosecutions, maintenance of records and the register etc. It is inconceivable that this can be achieved in an average of 40 minutes per applicant over a period of ten years.

The suggested fee of £37 for a 10 year licence period reflects extremely poorly with the fee for a standard CRB disclosure of £28 or £190 for a Security Industry Authority licence which lasts 3 years. The comparison between the fees for a personal licence and an SIA licence is even more marked when viewed over a 10 year period where the charge is to the licensee is £37 and £530 respectively.

With regard to premises licences and club premises certificates, the DCMS proposes that enforcement should be highly focused and targeted on the basis of local risk assessment and local intelligence, involving less than 3% of premises in any year. This is reflected in the annual charges payable to licensing authorities.

Comment

The DCMS makes no provision for liaison with designated premises supervisors and personal licence holders to promote and maintain high standards in licensed premises and ignores the value of preventative work with licensees to avoid potential future problems. If authorities adopt a reactive only approach, this is more likely to lead to problems developing locally which will then be more difficult to resolve. The DCMS should provide for a greater level of communication with licensees in calculating the level of the annual charge.

The DCMS estimate that the average cost of processing a temporary events notice will be 45 minutes which will generate a fee of £21. They envisage that there will be 50,000 notices annually after the second appointed day but that only 1% will give rise to Police objections and of those only half will generate a hearing. Minimal enforcement is envisaged.

Comment

Bearing in mind the scale of temporary events (up to 500 people for a period up to 72 hours), these are likely to generate considerable problems in terms of Police objection and enforcement. The potential impact of TENS suggests that, on average, the volume of time involved in dealing with an application will be considerably in excess of the 45 minutes proposed by the DCMS.

CHAPTER 7 – ALLOCATING FEE RATES TO INDIVIDUAL PREMISES

The DCMS proposes the use of rateable values as the most equitable and fairest method of determining fees for individual premises, bearing in mind that it is an indicator of business size and local overheads and takes into account location and regular reviews.

Comment

There is no objection to the use of rateable values but the introduction of new RVs in April 2005 will potentially mean that those who apply between the first appointed date and the end of March may pay a lower fee than those who apply after the beginning of April. Bearing in mind the potential problems for licensing authorities in coping with the influx of applications in the transitional period, all applications during that period should be based on the new RVs post 1st April.

The DCMS propose that no fees should be payable in respect of village and church halls and schools, with the costs of licensing being met by central Government. All other premises, including land which is not subject to a rateable value will be charged at the lowest band of £80 with an annual charge of £40. In the case of exceptionally large events which might involve temporary structures requiring expert inspection, the DCMS propose an additional fee of £5,000 commencing at an attendance of 6,000 people and rising to £50,000 for an attendance of over 75,000 people. Where the premises are to be licensed on a permanent basis rather than a time-limited period, the DCMS propose that the annual charge be half the cost of the additional fee.

Comment

There is no indication as to how licensing authorities will be reimbursed the cost of licensing those premises for which fees cannot be charged. The fees for the licensing of land do not reflect the costs involved. The proposals will give rise to fees for the licensing of land of £21 for a temporary events notice for up to 499 people, £80 for a premises licence for between 499 people and 5,999 people and £5,080 for 6,000 to 9,999 people. The costs to the licensing authority will be the same for a large open air event, regardless of whether the proposed attendance is 3,000 people or 6,000 people. The additional fees for large events should begin at 1,000 people and could then be graduated for each additional thousand attendance until the figure of £5,000 for an event involving 6,000 people is reached. It is difficult to envisage how a large event in the open air can be licensed on a permanent basis with the changes that will inevitably take place between events in terms of their nature and duration.

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