



# **Statement of Licensing Policy Pembrokeshire County Council**

**January 2016**

## **Licensing Act 2003**

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**This policy can also be made available in Welsh or large print on request to the Licensing Team.**

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Geographical area of Cumulative Impact Policy in Tenby and Haverfordwest

# **1. Introduction**

- 1.1 The Licensing Act 2003 (the Act) requires the Council, in fulfilling its role as the Licensing Authority, to publish a “Licensing Policy” that sets out the policies the Council will generally apply to promote the licensing objectives when making decisions on applications made under the Act. This is that Statement of Policy prepared in accordance with the provisions of the Act and the latest version of Home Office Guidance issued under section 182 of the Act. The Council approved this Licensing Policy on 30<sup>th</sup> November 2015, which comes into force on 7<sup>th</sup> January 2016.
- 1.2 Pembrokeshire County Council (“the Council”) is the Licensing Authority under the Licensing Act 2003 and is responsible for granting premises licences, club premises certificates, and personal licences in respect of the sale and/or supply of alcohol and the provision of regulated entertainment and late night refreshment. Throughout the document, the Council will be referred to as the Licensing Authority, where appropriate to prevent confusion between this role and the other functions carried out by the Council.
- 1.3 This Policy sets out how applications for licences, which are required by the Licensing Act 2003, will be considered by the Licensing Authority.
- 1.4 In developing this Licensing Policy, the advice of bodies such as the Local Government Association (LGA), the [Welsh] Local Government Association ([W] LGA) and various trade associations have been taken into account wherever possible. Other Corporate policies adopted by the Council have also been taken into account, and these will be referred to throughout this document as appropriate.
- 1.5 The Equality Act 2010 introduced measures to tackle discrimination encountered by disabled people in certain areas including employment, and access to goods, facilities and services. The applicant shall have regard to this legislation. However, the Licensing Authority will not use licensing to pursue such issues, other than where supported by legislation and accepted good practice.
- 1.6 The Council has a legal obligation to comply with all legislation that promotes equality. Licensing of persons and premises under the Act will actively promote equality of service and enforcement to all members of the community.
- 1.7 The Human Rights Act 1998 incorporates the European Convention on Human Rights and makes it unlawful for a local authority to act in a way that is

incompatible with such a right. The Licensing Authority will have regard to the Human Rights Act when considering any licensing issues, and particularly in respect of the way in which applications are considered and enforcement activities are carried out.

- 1.8 Each application will be considered on its individual merits, and also in light of this Policy, the Act and the Home Office Guidance issued by the Secretary of State under this Act.
- 1.9 The Licensing Authority acknowledges that it may need to depart from this Policy and from the guidance issued under the Act in individual and exceptional circumstances, and where the case merits such a decision in the interests of the promotion of the licensing objectives. Any such decision will be taken in consultation with the appropriate legal advisers for the Licensing Authority, and the reasons for any such departure will be fully recorded.
- 1.10 The Licensing Policy will not seek to regulate matters which are provided for in any other legislation and will seek to complement such regimes e.g. planning, health and safety, employment rights, fire safety, etc.
- 1.11 The Licensing Authority wishes to encourage licensees to provide a wide range of entertainment activities in Pembrokeshire throughout their opening hours and to promote live music, dance, theatre, etc. for the wider cultural benefit of the community.
- 1.12 This Licensing Authority will update and publish a new Licensing Policy whenever necessary but in any case within **five years** of the date of this Policy, and will fully consult with Responsible Authorities, partners, licence holders, trade associations, business and residents groups as appropriate at that time. Any representations received will be considered at that time. However where updates are required due to changes in national legislation, statutory guidance or contact details, the Council reserves the right to amend this Policy without consultation where it is necessary to ensure the Policy reflects national legislation or statutory guidance. Any revisions made will be published.
- 1.13 This policy revision will take into account the following matters:
  - The amendments to the Act made by:
    - ❖ The Police Reform and Social Responsibility Act 2011
    - ❖ The Live Music Act 2012
    - ❖ The Deregulation Act 2015
    - ❖ Statutory instruments laid
    - ❖ Revised Guidance issued under S182 of the Licensing Act 2003

## **2. Profile of the County**

### **The County of Pembrokeshire**

The County of Pembrokeshire has a population of approximately 123,300 (2013 figures) and is predominantly rural in character. The six main towns of Fishguard, Haverfordwest, Milford Haven, Tenby, Pembroke and Pembroke Dock are surrounded by numerous villages, each with their own individual character.

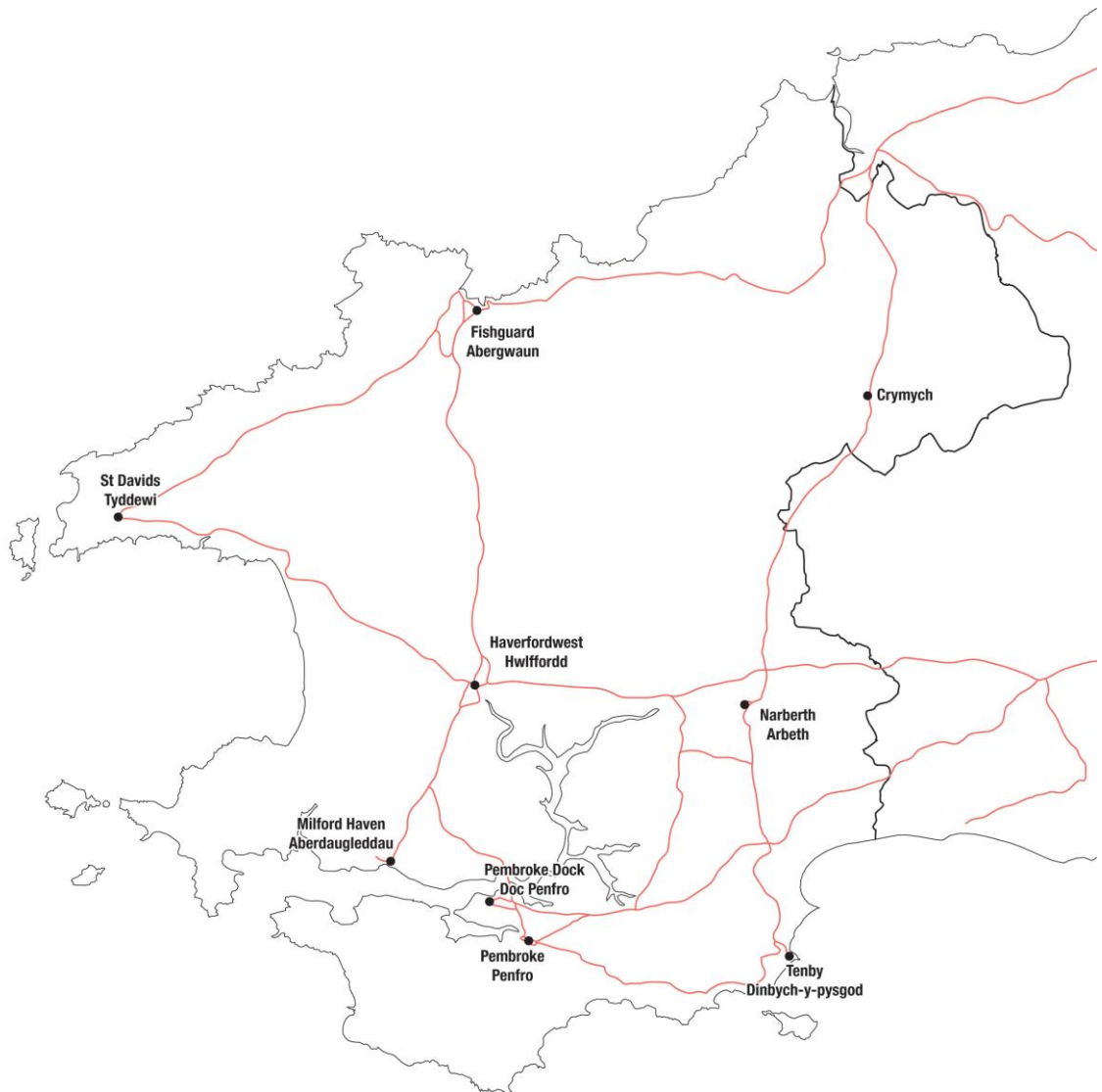
There are approximately 900 identified premises in the County holding a variety of licences and certificates providing Regulated Entertainment and/or the retail sale of alcohol under the Licensing Act 2003. There are several private clubs, a few cinemas and several premises which have late night hours. Other local venues such as village, community and school halls also provide many of the locations for cultural activities. The events portfolio in the County has significantly developed over the last few years, with several open air festivals and high profile outdoor sporting events. The Council seeks to attract local,, regional, national and international events to the County, recognising the cultural, community and economic benefits that these events offer.

There are many public houses in the County outside of the main towns, many of these in the small, rural villages which provide the focal point for community life. In other cases this focal point may be provided by small stores and shops that sell alcohol. The main late night refreshment premises are located in the main towns.

Because of the rural nature of the County, premises and events licensed under the Act provide an essential contribution to the local economy, through tourism and cultural development. Employment in Pembrokeshire stood at 44,200 in 2013, a 2.8% increase since 2009. This is a more rapid increase than in Wales (0.6%) or Great Britain (1.6%). Pembrokeshire has significant concentrations of employment in: accommodation and food service; arts, entertainment and recreation; construction; and extractive industries.

The tourist industry has a significant effect on the population at certain times of the year. 6,900 employees (3,800 more than average) are employed in tourism, with significant numbers working in accommodation and campsites, tourist attractions, restaurants and cafes, clubs, pubs and bars.

**Figure 1: Pembrokeshire County Council area**



### **3. Licensing Committee**

- 3.1 The Council will appoint a Licensing Committee in accordance with its Constitution.
- 3.2 The Licensing Committee has established Sub-Committees (panels), consisting of three Members of the Committee, to consider applications where representations have been received from Responsible Authorities and/or any other persons.

- 3.3 The Licensing Committee and Sub-Committees will also sit to determine applications not associated with the Act, such as taxi and private hire vehicle licensing.
- 3.4 In the interests of good governance, where a Councillor who is a Member of the Licensing Committee or a Licensing Sub-Committee has a direct or indirect pecuniary or personal interest in any matter before them, he or she will be disqualified from any involvement in the decision-making process affecting the premises. A Councillor will not sit on a Sub-Committee to consider an application within his or her 'Ward'.
- 3.5 The Licensing Sub-Committee will refer to the Licensing Committee any matter it is unable to deal with because less than three members are able to consider the matter before the Sub-Committee.
- 3.6 The Licensing Committee shall refer to the 'Licensing Authority' [the Council] any matter it is unable to deal with because less than the quorum of Members is able to consider the matter before the Committee.
- 3.7 Every determination of a licensing decision by the Licensing Committee or a Licensing Sub-Committee shall be accompanied with reasons for the decision. A summary of the decision is notified to the parties to the hearing, within a target time of fifteen working days, but this will endeavour to be done as soon as practicable after the hearing date, to be displayed on the Council's website.
- 3.8 The Council's Licensing Officers will deal with all licence applications where either no relevant representation has been received, or where representations have been received and it is agreed by the parties that a hearing is not necessary.
- 3.9 A periodic report will be made to Licensing Committee on the exercise of delegated powers.
- 3.10 The Council will ensure that Members and relevant officers are appropriately trained to carry out their duties under the Act.
- 3.11 Matters in respect of the Act are to be dealt with as specified in the Council's scheme of delegation under its Constitution (See Section 31).



## **4. Fundamental principles**

- 4.1 Licensing is about the control of licensed premises, qualifying clubs and temporary events within the terms of the Act, and conditions may be attached to licences, certificates and permissions that will cover matters which are within the control of individual licensees.
- 4.2 When considering these conditions, the Licensing Authority will primarily focus on the direct impact of the activities taking place at licensed premises on members of the public living, working or engaged in normal activity in the area concerned.
- 4.3 In this respect, the Licensing Authority recognises that, apart from the licensing function, there are a number of other mechanisms available for addressing issues that can occur away from the licensed premises, including:
- planning control;
  - positive measures to create a safe and clean town centre environment in partnership with local businesses, transport operators and other Directorates of the local authority;
  - the provision of CCTV surveillance in town centres, taxi ranks, provision of public conveniences open late at night, street cleaning and litter patrols;
  - powers of local authorities to designate parts of the local authority area as places where alcohol may not be consumed publicly;
  - the confiscation of alcohol from adults and children in designated areas;
  - Police enforcement of the general law concerning disorder and anti-social behaviour, including the issuing of fixed penalty notices;
  - prosecution for the offence of selling alcohol to a person who is drunk (or allowing such a sale);
  - Police powers to close down instantly for up to 24 hours (extendable to 48 hours) any licensed premises in respect of which a TEN has effect on grounds of disorder, the likelihood of disorder, or noise emanating from the premises causing a nuisance; and
  - the power of the Police, other responsible authorities or other persons to seek a review of a licence or certificate.
  - raising a contribution to policing the late night economy through the Late Night Levy.
  - Early Morning Alcohol Restriction Orders.

## **5. Zoning and licensing hours**

- 5.1 The Licensing Authority, through the exercise of its licensing functions, shall not seek to restrict the trading hours of any particular premises unless it is considered appropriate to promote one or more of the licensing objectives. Each application will be considered individually on its own merits.
- 5.2 In the absence of any specific reasons linked to the licensing objectives, the Licensing Authority will not seek to restrict licensed retail outlets' ability to sell alcohol for consumption off the premises throughout their general trading hours. A possible example of an occasion when a limitation could be considered would be following Police representations that a shop was known to be a focal point for crime and disorder.
- 5.3 The Licensing Authority recognises that providing consumers with greater choice and flexibility is an important consideration and that in some circumstances flexible licensing hours for the sale of alcohol, late night refreshment and regulated entertainment can help to ensure that the concentrations of customers leaving premises simultaneously are avoided, which in turn can reduce the friction at late night fast food outlets, taxi ranks and other sources of transport which can lead to crime, disorder and disturbance.
- 5.4 The Licensing Authority also acknowledges that licensing hours should not inhibit the development of thriving and safe evening and night-time local economies which are important for investment and employment locally and attractive to domestic and international tourists.
- 5.5 The Licensing Authority will, however, where its discretion is engaged, always carefully balance the considerations in 5.3 and 5.4 above against its duty to promote the licensing objectives and protect the rights of residents and businesses.
- 5.6 The Licensing Authority also notes the Government's guidance that there is no general presumption in favour of lengthening licensing hours and that the four licensing objectives should be paramount considerations at all times. Where there are relevant representations against an application and the Licensing Committee believes that granting the licensing hours proposed would undermine the licensing objectives then it may reject the application or grant it with appropriate conditions and/or different hours from those requested.
- 5.7 Irrespective of the hours of operation granted for a premises under any licence

under the Act, the premises operators should ensure that they comply with any limitation on hours imposed under any other relevant legislation in force - for example Planning law, Sunday Trading Act 1994 or Christmas Day (Trading) Act 2004.

- 5.8 The power to make an Early Morning Restriction Order (EMRO) can be considered by the Council alongside any Cumulative Impact Policy. Details regarding these powers can be found in sections 33 and 34 of this Policy.
- 5.9 Whilst the Licensing Authority accepts that flexible licensing hours may reduce crime, disorder and anti-social behaviour by allowing for a more gradual dispersal of customers, experience shows that, in the town centre areas, the majority of new applicants request opening hours to match competitors. Whilst this is not encouraged the Licensing Authority understands the reasons for applicants doing this.
- 5.10 Applicants are encouraged to include in their operating schedules not only the standard hours during which they wish to carry on licensable activities, but also special occasions such as bank holidays when they may wish to trade for an additional hour or two. Catering for these types of occasion will reduce the need to make variation applications.
- 5.11 There is no automatic special provision for New Year's Eve. If applicants wish to take advantage of longer trading hours over this period, this should be included in the operating schedule.

## **6. Commercial demand**

- 6.1 The commercial demand for additional premises licences (as distinct from cumulative impact) will not be a matter for the Licensing Authority, such matters being a specific consideration for the local planning authority taking into account the demands of the licensed trade and market demands.

## **7. Alcohol Harm**

- 7.1 In June 2007 "Safe, Sensible, Social – The Next Steps in the National Alcohol Strategy" was published. This strategy covered England but was prepared in discussion with the Welsh Government and reflects the common themes within Welsh policies aimed at tackling the harm caused by alcohol misuse.
- 7.2 "Working Together to Reduce Harm – The Substance Misuses Strategy for

Wales 2008-2018 (Welsh Government 2008)” is the Welsh Assembly Government’s 10 year strategy for tackling the harms associated with the misuse of alcohol, drugs and other substances.

7.3 Three of the indicators of population health and used to monitor alcohol misuse trends are;

- Percentage of individuals ‘drinking’ over recommended levels on the heaviest drinking day in the past week
- Percentage of individuals ‘heavy drinking’ (binge – males over 8 units, females over 6 units) on the heaviest drinking day in the past week
- Percentage of individuals ‘very heavy drinking’ (heavy binge – males over 12 units, females over 9 units) on the heaviest drinking day in the past week

The most recent data for the County of Pembrokeshire (Welsh Health Survey, 2014) indicates that;

- 36% of adults in Pembrokeshire report ‘drinking’ above recommended guidelines, lower than the Welsh (41%) and Hywel Dda University Health Board (39%) average rates
- 20% of adults in Pembrokeshire report ‘heavy drinking’ (binge), slightly lower than the Welsh average (Welsh Health Survey 2014).

NB. These figures are self-reported and likely to be under reported as typically all national survey consumption rates vary from alcohol sale figures.

7.4 Harms from alcohol misuse are numerous and impact on individuals, families, communities and organisations. Harms can be immediate, such as crime, violence and anti-social behaviour, to long term, which include family breakdown, hospital admission and ultimately death. Every week in Wales there are 29 deaths; around 1 in 20 of all deaths, as a result of alcohol (Public Health Wales 2014).

7.5 Licensing is the mechanism by which the availability of alcohol is regulated in the UK. This policy can play a key role in reducing the harms from alcohol misuse experienced by its population (individuals and families), communities and organisations.

7.6 In 2010, the Government outlined plans to overhaul the current licensing regime, in order to give more power to local authorities and Police, to help them deal with alcohol-related crime and disorder, while also promoting responsible drinking. A consultation document entitled “Rebalancing the Licensing Act - a consultation on empowering individuals, families and local

communities to shape and determine local licensing” was published and resulted in additional legislation to assist regulators to control the sale and supply of alcohol and the public to make representations about licensed premises.

- 7.7 Mandatory conditions have been placed on all Premises Licenses and Club Premises Certificates at their commencement, designed to reduce the instances of unacceptable drinking promotions and other activities that have been classed as irresponsible. The Licensing Authority will closely monitor premises to ensure these conditions are followed by licence holders.

## **8. Drugs**

- 8.1 The Licensing Authority recognises that drug misuse is not something that is relevant to all licensed premises, however it is committed to the reduction and eradication where possible of drugs from licensed premises as part of its role in promoting the crime and disorder licensing objective. The Licensing Authority expects all licence holders to actively support this aim in the way that they plan, manage and operate premises.
- 8.2 If relevant representations are received to an application for grant or variation of a licence special conditions may be imposed to support the prevention of the illegal supply or use of controlled drugs. Advice on conditions will be sought from the police or any other relevant organisation involved in the control of controlled drugs or the support and/or treatment of drug users.
- 8.3 In premises where drug misuse is problematic and where any Responsible Authority or other person applies for a review of the licence, the Licensing Authority will consider this as being very serious and will give appropriate consideration to the full range of options available, including suspension and revocation of the licence in accordance with the statutory guidance issued by the Secretary of State. The Licensing Authority recognises that each case is individual and will be decided on its own facts and specific merits
- 8.4 A recent trend has been the use and availability of New Psychoactive Substances (NPS), so called ‘legal highs’. The Authority recognises that legislation is sometimes slow to change to deal with such substances and that both the Police and local authorities have powers under other legislation to tackle premises supplying such substances that could be considered as legal highs. The Licensing Authority expects licence holders and qualifying clubs to actively discourage and prevent the use or supply of such substances in licensed premises. The Council will consider any issue with NPS in line with

current legislation and government policy.

## **9. Licensing Objectives**

9.1 The Licensing Authority has a duty under the Act to carry out its functions with a view to promoting the licensing objectives. The licensing objectives (of which each one is of equal importance) are:

- **The prevention of crime and disorder;**
- **Public safety;**
- **The prevention of public nuisance;**
- **The protection of children from harm.**

9.2 It is recognised that the licensing function is not the primary method of securing the delivery of these objectives. The Licensing Authority will therefore continue to work in partnership with its neighbouring authorities, the Police, local businesses, licensees and local people towards the promotion of the objectives.

## **10. Prevention of crime and disorder**

10.1 Licensed premises, especially those offering late night/early morning entertainment, alcohol and refreshment for large numbers of people, can be a source of crime and disorder problems.

10.2 The Licensing Authority will expect operating schedules (see section 28) to satisfactorily address these issues from the design of the premises through to the day-to-day operation of the business.

10.3 Applicants are recommended to seek advice from the Licensing Authority's licensing officers and the Police, as well as taking into account, as appropriate, local planning and transport policies, tourism, cultural and crime prevention strategies when preparing their plans and operating schedules.

10.4 In addition to the requirements for the Licensing Authority to promote the licensing objectives, it also has a duty under section 17 of the Crime and Disorder Act 1998 to exercise its various functions with due regard to the likely effect of the exercise on those functions on, and the need to do all it reasonably can to prevent, crime and disorder in the County of Pembrokeshire.

## **11. Prevention of public nuisance**

- 11.1 Licensed premises can have significant potential to impact adversely on persons in the vicinity and further afield through public nuisances that arise from their operation.
- 11.2 Subject to case law the Licensing Authority interprets 'public nuisance' in its widest sense, and takes it to include such issues as noise, light, odour, litter and anti-social behaviour, where these matters impact on those living, working or otherwise engaged in normal activity in the vicinity of a licensed premises.
- 11.3 Applicants will be encouraged to demonstrate in their operating schedules that suitable and sufficient measures have been identified and will be implemented and maintained to prevent public nuisance.
- 11.4 The Licensing Authority recommends that licensees apply a high standard of control to minimise the potential for any public nuisance that may arise from their operation of the premises, particularly where:
- they are situated in a residential or noise sensitive area; or
  - extended opening hours are proposed.
- 11.5 The Licensing Authority recognises that beyond the immediate vicinity of the premises the control that a licence-holder can exert over its patrons diminishes and individuals who engage in anti-social behaviour are accountable in their own right. The licensing regime is not a mechanism for the general control of nuisance and anti-social behaviour by individuals once they are beyond the direct control of the individual, club or business holding the licence, certificate or permission concerned.
- 11.6 When addressing the issue of prevention of public nuisance in their operating schedules, applicants are encouraged to identify steps to show that those factors that impact on the prevention of public nuisance objective have been considered (see Appendix A).

## **12. Public safety**

- 12.1 The Licensing Authority will expect operating schedules to satisfactorily address issues concerning public safety, and applicants are advised to seek advice from various organisations, such as the health and safety enforcement agencies, Mid and West Wales Fire and Rescue Service etc., before preparing

their plans and schedules, particularly where regulated entertainment is to be provided.

- 12.2 The Licensing Authority will encourage applicants to conduct a risk assessment of the premises and/or activity. The Authority recommends that specialists, e.g. a qualified safety officer, should be consulted to assist with the assessment.

### **13. Protection of children from harm**

- 13.1 Nothing in this statement of policy shall limit or require access of children to premises unless there is an overriding requirement of necessity to prevent harm to children. Areas that will give rise to particular concern are highlighted elsewhere in this policy. The individual merits of each application should be considered in each case.
- 13.2 With the exception of the restrictions specified in Section 145, the Act does not prohibit children from having free access to any licensed premises. However, the Licensing Authority recognises that limitations may have to be considered where it appears necessary to protect children from harm.
- 13.3 The Licensing Authority will not impose any condition that specifically requires access for children to be provided at any premises. Where no restriction or limitation is imposed the issue of access will remain a matter for the discretion of the individual premises or club.
- 13.4 The Act details a number of offences designed to protect children in licensed premises and the Licensing Authority will work closely with the Police to ensure the appropriate enforcement of the law, especially relating to the sale and supply of alcohol to children.
- 13.5 The Director for Children and Schools for the Council will be consulted on issues relating to protecting children from harm.
- 13.6 Evidence demonstrates that young people are more vulnerable than adults to the adverse effects of alcohol due to a range of physical and psycho-social factors. As such, initiatives to prevent the sale and supply of alcohol to children are supported.



## **14. Rights of representations**

- 14.1 The Licensing Authority will expect applicants to address the licensing objectives in their operating schedules having regard to the type of premises, the licensable activities to be provided, the operational procedures, the nature of the location and the needs of the local community, in order that those with a right to make representations or objections are able to fully assess the factors that may affect them.
- 14.2 Relevant representations may be made by a Responsible Authority, other persons or organisations representing them, but they should state whether they are making a representation on their own behalf or on behalf of another person.
- 14.3 Amendments to the Act have inserted the term ‘other person’ to replace ‘interested party’ as someone who can make representations. It also removed the vicinity test for residents and the specific term “councillor”. This opens up the range of persons who may make representations and includes for example the following:-
- Residents living near the premises
  - Persons with an interest in the premises or locality
  - Local councillors
  - Businesses with an interest in the premises or locality
  - Organisations with an interest in the locality, premises or licensable activities

The Council will have to decide if the representation is relevant and/or reasonable, and in making that assessment will assess the person or organisation making the representation and their relationship to the premises and/or vicinity.

- 14.4 Relevant representations will be taken as those that relate to the fundamental principles of the Act, and any organisation or individual wishing to object to any application will therefore need to state whether they are doing so on one or more of licensing objectives of:
- The prevention of crime and disorder;
  - Public safety;
  - The prevention of public nuisance;
  - The protection of children from harm.

- 14.5 Unreasonable, frivolous and vexatious representations will be disregarded. Representations that have been made and considered elsewhere, for example as an objection to a planning application, may also be disregarded where consideration of such representations would be duplication.

## **15. Responsible authorities**

- 15.1 The Act as amended specifies which are the responsible authorities that may make representations on applications or apply for the review of a premises licence or club premises certificate, and they are:

- The Chief Officer of Police
- The Fire Authority
- The enforcing authority for Health and Safety at Work
- The local planning authority
- The local authority responsible for minimising or preventing the risk of pollution of the environment or of harm to human health
- The local weights and measures authority
- The Director of Social Services and the body representing matters relating to the protection of children from harm, currently the Local Safeguarding Children Board
- In relation to a vessel, a navigation authority, the Environment Agency, or the British Waterways Board
- The Local Health Board (Hywel Dda University Health Board)
- The Licensing Authority (The Council)

## **16. Other persons**

- 16.1 Changes to the Act by virtue of the Police Reform and Social Responsibility Act 2011 have now removed the test of “vicinity” from the 2003 Act and as a consequence, the categories of “interested party” no longer exist.
- 16.2 Therefore, any person is able to make representations in relation to certain types of applications as an “other person”. However; all representations must relate to the licensing objectives and may not be frivolous or vexatious.

## 17. Integrating strategies

17.1 There are a range of strategic influences and statutory controls which affect the licensing system in terms of policy formulation, administration and enforcement activities. When carrying out its functions the Council has duties, responsibilities and considerations under other legislation and strategies, for example:

- a) Crime and Disorder Act 1998 (in particular obligations under section 17 relating to the prevention of crime and disorder);
- b) The European Convention on Human Rights, given effect by the Human Rights Act 1998;
- c) Criminal Justice and Police Act 2001;
- d) Violent Crime Reduction Act 2006;
- e) Policing and Crime Act 2009;
- f) Police Reform and Social Responsibility Act 2011
- g) Anti-Social Behaviour, Crime and Policing Act 2014 (in particular the Public Space Prevention Order to control the consumption of alcohol in a public place outside licensed premises);
- h) Equality Act 2010;
- i) Anti-Social Behaviour Act 2003 (in particular powers available under sections 40 and 41 relating to the closure of premises on the grounds of public nuisance caused by noise);
- j) Environmental Protection Act 1990 (as amended);
- k) Noise Act 1996;
- l) Health Act 2006;
- m) Health and Safety at Work etc. Act 1974;
- n) Clean Neighbourhoods and Environment Act 2005 (including powers for the Local Authority to issued fixed penalty notices to licensed premises emitting noise that exceeds the permitted level between 11pm and 7am);
- o) Sunday Trading Act 1994
- p) Christmas Day (Trading) Act 2004
- q) Safety at Sports Grounds Act 1975
- r) Public Health Act 2006
- s) Any National Alcohol Strategy
- t) The Council's published procedure for dealing with petitions and its obligations under the Local Democracy, Economic Development and Construction Act 2009;
- u) The Council's published policy on Safeguarding Children
- v) Equality and diversity obligations; and
- w) European Union Services Directive.

- 17.2 The Authority recognises the integration and co-ordination of policies, strategies and initiatives involving local crime prevention, planning, tourism, equality schemes, cultural strategies and town centres and night time economy arrangements. The premises operators are normally responsible for compliance with any other statutory requirements which may apply, for example the Regulatory Reform (Fire Safety) Order 2005.
- 17.3 The Licensing Authority will as far as possible seek to avoid duplication with other regulatory regimes when dealing with the licensing function. If other existing law already places certain statutory responsibilities on an employer or operator of premises, it cannot be appropriate or proportionate to impose the same or similar duties on the premises licence holder or club. Once the discretion of the Licensing Authority is engaged, it is only where additional and supplementary measures are appropriate to promote the licensing objectives that appropriate and proportionate conditions will be attached to a licence.
- 17.4 Other Local Authority and Government policies, strategies, responsibilities, and guidance documents may also refer to the licensing function, and the Licensing Authority may liaise with the relevant authorities or its directorates with regard to these. Whilst some of these may not be directly related to the promotion of the four licensing objectives, they can indirectly impact upon them.
- 17.5 For example, the Licensing Authority will liaise closely with the local Neighbourhood Policing Teams and evaluate data provided by the local health board to identify trends to ensure that the Local Authority can develop effective strategies that take full account of local crime and disorder issues.
- 17.6 It is the Local Authority's intention that it will, through its Licensing Committee, monitor how these matters, as set out above, impact on the Authority's licensing and other functions, in order that it may seek to co-ordinate and integrate its licensing function with other relevant strategies.
- 17.7 The Local Authority may, in appropriate circumstances, consider seeking from the Licensing Authority premises licences in its own name for its own public spaces within the community. This may assist with the promotion of broader cultural activities and entertainments.
- 17.8 In respect of cultural strategies the Licensing Authority will, for example through consultation with local Leisure and Cultural Services officers, consider whether the provision of live music and cultural activities and entertainments are being deterred by local licensing requirements. Where there is any indication that this is the case, the Licensing Authority may consider

investigating how the situation might be reversed, and may if necessary in the light of such investigations consider a revision to the Statement of Licensing Policy.

### **Relationship with Planning Process**

- 17.10 Applications for premises licences for permanent commercial premises should normally be from businesses with planning consent for the property concerned. However, applications for licences may be made before any relevant planning permission has been sought or granted by the Local Planning Authority.
- 17.11 It is strongly recommended that prospective licence applicants contact the Local Planning Authority in advance of making a licence application in order to check, or seek advice on, any planning consents or any conditions relevant to the use of the premises. It clearly makes operational sense to ensure that planning and licensing are compatible.
- 17.12 The Licensing Authority wishes to emphasise that the granting by the Licensing Committee of any variation of a licence which involves a material alteration to a building would not relieve the applicant of the need to apply for planning permission or building control consent where appropriate.
- 17.13 The Local Authority will aim to properly separate planning, building control and licensing regimes in order to avoid duplication and inefficiency. The Licensing and Planning regimes involve consideration of different (albeit related) matters.
- 17.14 The Licensing Authority will avoid treating licensing applications as a re-run of planning applications, and will not normally:
- Cut across decisions taken by the Local Planning Authority or following appeal decisions taken by that Authority; or
  - impose licensing conditions where the same or similar conditions have been imposed on a planning consent.
- 17.15 The Licensing Authority is not bound by decisions made by the Local Planning Authority and vice versa.
- 17.16 Where, as a condition of planning permission, a terminal hour has been set for the use of premises for commercial purposes that is different to the licensing hours, the licensee must observe the earlier closing time in order to avoid any breach of their planning permission - for which they may be liable to prosecution under planning law (and vice versa where the licensing hours finish earlier than the planning permission).

## **18. European Services Directive**

- 18.1 The EU Services Directive was introduced to develop a single market for services by breaking down barriers to cross border trade within the EU and making it easier for service providers within scope to set up a business or offer their services to other EU countries. The Directive requires that all notices and authorisations in the scope area are able to be completed electronically and via a “single point of contact”, which in the UK is the Electronic Application Facility, part of the [www.gov.uk](http://www.gov.uk) website.
- 18.2 Although only regulated entertainment is a “service” as defined under the Directive, the Government has extended the electronic application process to all regulated activities under the Act and to all authorisations and notices with the exception of applications for personal licences, reviews of licences and representations in respect of licence applications. Further information on the application process is provided in the Guidance issued under S182 of the Act by the Home Office. It should be noted that the Guidance is regularly updated and therefore references to the above paragraphs may change throughout the life of this policy. Applicants are advised to contact the Home Office for the latest version of the Guidance before submitting any application.

## **19. Personal licence**

- 19.1 The Council recognises it has very little discretion in the granting of a personal licence. In general, provided an applicant is over 18 years of age, has an approved qualification and does not have relevant criminal convictions, the application must be granted.
- 19.2 If an applicant has a relevant conviction the Police can oppose the application. When an objection is lodged a hearing must be held. Applicants with unspent criminal convictions for relevant offences as set out in the Regulations made under the Act are encouraged to first discuss their application with the Council’s Licensing Officer and/or the Police.
- 19.3 At a hearing in respect of an objection to the granting of a personal licence, or the revocation of an existing licence, the Council will consider carefully whether the grant of, or continuation of, the licence will be in the interests of the crime prevention objective. It will consider the seriousness and relevance of any conviction(s), the period that has elapsed since the offence(s) was/were committed and any mitigating circumstances. The Council will only grant the application if it is satisfied that doing so will promote this objective.

- 19.4 Prevention of crime is both an objective of the Act and a responsibility of the Council under the Crime and Disorder Act 1998. A person holding a personal licence should be a person who is not only properly qualified but a person who will assist in the prevention of crime. Granting a licence to a person with a relevant criminal record could undermine rather than promote the crime prevention objective.

## **20. Premises licence**

- 20.1 A premises licence is granted in respect of any premises, other than a private members' club or similar type premises, authorised for one or more licensable activities, such as the supply of alcohol, late night refreshment or regulated entertainment.
- 20.2 There are some exemptions for the requirement of a licence and they include the exhibition of films for educational or promotional reasons, films shown as part of an exhibition, and amplified live and recorded music to audiences of less than 500 people between the hours of 8.00 am and 11.00 pm. Applicants are advised to contact the Licensing Authority for further guidance on other exemptions.
- 20.3 Where alcohol is supplied, a Designated Premises Supervisor, who must be the holder of a personal licence, must be nominated to authorise the sale of alcohol at the premises.
- 20.4 Premises licences are issued to individuals over the age of 18 years who carry on, or propose to carry on, a business which involves the use of the premises for the activities mentioned above. In addition, charities, health service bodies, educational institutions and persons of other prescribed descriptions may apply for a premises licence.
- 20.5 A licence may be issued subject to conditions which must be complied with at all times whilst the premises are being used for licensable activities during the times specified in the licence. Failure to comply with the terms and conditions of a licence or if licensable activities are carried out without a premises licence may result in a fine, which is unlimited, or a term of imprisonment of up to 6 months, or both.
- 20.6 Fees for licences are based on the rateable value of a premises and although licences are usually issued for an indefinite period, an annual fee is payable.

## **21. Club premises certificate**

- 21.1 A qualifying club, industrial and provident society, friendly society or miners' welfare institute that satisfies the criteria specified in part 4 of the Act may provide licensable activities for its members and guests of a member that are authorised by a club premises certificate (CPC).
- 21.2 A CPC only authorises the use of a premises for the benefit of its members and their guests and cannot be used to provide licensable activities to non-members. If the premises are to be used to provide licensable activities for non-members an additional authorisation will be required. This may be a Premises Licence or a Temporary Event Notice (TEN).
- 21.3 A premises operating under the authorisation of a CPC enjoy special privileges. If a club premises operate under the authorisation of a Premises Licence or TEN the privileges do not apply. The privileges include restricted rights of entry, and no requirement for a qualified person to authorise supply of alcohol. Other considerations would be different taxation rules, about which advice should be sought from HMRC.

## **22. Temporary event notices**

- 22.1 Temporary Event Notices (TENs) can be used to allow licensable activities to be carried out on a one-off or occasional basis. They are the most appropriate type of authorisation for small-scale, one-off events, such as community, school and charity fundraising events, at which it is intended to:
- sell or supply alcohol;
  - provide regulated entertainment; or
  - sell hot food/drink between 11 pm and 5 am.
- 22.2 Statutory consultees will be notified of all TENs in order that they may give proper advice. Applicants should be aware that these consultees, and a number of other enforcement bodies, may be under a duty to ensure that the event in question meets certain statutory standards. In extreme cases, this could lead to an event being restricted or even prevented from taking place, and it is therefore very important that applicants contact these relevant bodies as soon as possible in order to discuss their plans and establish what standards they will need to meet.
- 22.3 The Licensing Authority recommends that anyone wishing to submit a TEN, particularly where this involves the provision of regulated entertainment, gives



as much notice to the Authority as possible, to ensure that proper advice can be given and any anticipated issues resolved in a planned and timely manner. A period of at least 10 weeks is recommended for this process, and a longer consultation period should be considered for larger events. Whilst TENs can legally be submitted 10 working days, or in the case of a late TEN 5 working days prior to the event taking place, a period of 10 weeks is recommended for larger events.

- 22.4 The Licensing Authority may notify the Council's Event Safety Advisory Group of any TEN involving the provision of regulated entertainment. This Panel brings together the various enforcement bodies that may be responsible for enforcement in respect of an event, along with any applicants and other organisers, and allows agreement to be reached regarding the way that the event will be organised etc. It is recommended that all applicants submitting a TEN go through the Events Panel when drawing up their TEN, and the Events Panel will be of particular assistance to charities, community and voluntary groups, and other event organisers, who may not have access to legal advice or technical knowledge.

## **23. Sale and supply of alcohol**

- 23.1 Licensed premises authorised under the Act for the sale and/or supply of alcohol must consider their responsibilities with regard to who they supply with alcoholic drinks, in particular:
- The sale to persons under the age of 18 years
  - The sale to persons who are delivering to persons under the age of 18 years
  - The sale to persons who are drunk
- 23.2 The Council recommends that any licensed premises authorised to sell or supply alcohol have a policy that sets out how the sale or supply is controlled and must include staff training requirements. Records should be kept of all training provided and any incidents e.g. a refusal to sell and reasons.

## **24. Regulated entertainment**

- 24.1 The types of regulated entertainment that are required to be licensed under the Act are listed below:
- a) film exhibitions
  - b) performance of a play
  - c) indoor sporting events

- d) a boxing or wrestling entertainment
- e) a contest, exhibition or display which combines boxing or wrestling with one or more martial arts (“combined fighting sports”)
- f) live music performances
- g) playing of recorded music
- h) dance performances
- i) entertainment of a similar description to a performance of live music, any playing of recorded music or a performance of dance.

24.2 Exceptions within the Act include those changes made by the Live Music Act 2012, The Licensing Act 2003 (Description of Entertainment) (Amendment) Order 2013, The Legislative Reform (Entertainment Licensing) Order 2014 and the Deregulation Act 2015 which remove the licensing requirements for the following:

1. Film exhibitions for the purposes of advertisement, information, education etc.
2. Film exhibitions that form part of an exhibit put on show for any purposes of a museum or art gallery
3. Music whether live or recorded, which is incidental to other activities which do not require a licence
4. Live and Recorded music as follows:
  - i. amplified live and recorded music between 8am and 11pm before audiences of no more than 500 people on premises authorised to sell alcohol for consumption on the premises;
  - ii. amplified live music between 8am and 11pm before audiences of no more than 500 people in workplaces not otherwise licensed under the Act (or licensed only for the provision of late night refreshment); and
  - iii. Unamplified live music between 8am and 11pm in all venues
5. Use of television or radio receivers for the simultaneous reception and playing of a programme
6. Any entertainment or entertainment facilities at a place of public religious worship
7. Entertainment at garden fetes or similar functions unless there is an element of private gain
8. Morris dancing or any dancing of a similar nature or a performance of unamplified
9. Live music as a part of such a performance
10. Entertainment on road vehicles in motion
11. Performance of a play in front of an audience of 500 persons or less between 8:00 and 23:00
12. Performance of dance in front of an audience of 500 persons or less (unless it is relevant entertainment within the meaning of Schedule 3

- para 2A Local Government (Miscellaneous Provisions) Act 1982 - i.e. certain forms of sexual entertainment); between 8:00 and 23:00
13. Indoor sporting events in front of an audience of 1,000 persons or less between 8:00 and 23:00
  14. Live and recorded music at non-residential local authority premises, hospitals, schools, church halls, village halls, community halls or other similar community premises in front of an audience of 500 persons or less between 8:00 and 23:00
  15. Greco-Roman wrestling, or freestyle wrestling in front of an audience of 1000 persons or less between 8:00 and 23:00
  16. Any entertainment in travelling circuses (excluding films and a boxing or wrestling entertainment).

## **25. Live music, dancing and theatre**

- 25.1 Generally, live music, dancing and theatre type entertainment requires a licence. However, certain exemptions apply to some of these entertainments at specific times of day. For example, unamplified live music at any venue between 8.00 am and 11.00 pm does not require a licence, neither does the provision of a play to audiences of less than 500 people between the hours of 8.00 am and 11.00 pm.
- 25.2 There are many other exemptions in respect of regulated entertainment and applicants are advised to seek their own legal advice or contact the Licensing Team before submitting an application for a licence.

## **26. Administration**

The Council's Licensing Team administers all aspects of the Act, including applications, representations and requests for assistance and advice. The Council's website has detailed information on all of the services it offers for licensees, applicants, complainants and all other enquiries. Application information and forms can be downloaded from our website. The Licensing Team can be contacted by any of the following means:-

Licensing Team  
Pembrokeshire County Council  
Public Protection Division  
County Hall  
Haverfordwest  
Pembrokeshire

SA61 1TP  
Tel: 01437 764551  
Email: [licensing@pembrokeshire.gov.uk](mailto:licensing@pembrokeshire.gov.uk)  
Website: [www.pembrokeshire.gov.uk](http://www.pembrokeshire.gov.uk)

## **27. Application procedures**

- 27.1 All application requirements and procedures are specified in the Act and in Regulations made under the Act. Applications and notices are administered by the Council's Licensing Team.
- 27.2 The Council's website contains full information and guidance on all applications. The Licensing Team may be contacted for advice and guidance with an application, including pre-application advice. The Council cannot assist to complete an application form; if assistance is needed applicants should contact a professional advisor, e.g. a solicitor or consultant.

## **28. Operating schedule**

- 28.1 All new and variation applications should incorporate an 'operating schedule' which outlines how the premises will be operated. This should include details of how the applicant will promote the four licensing objectives and reduce any potential negative impact from the operation of the business on the local community, depending on the type of premises, the location and profile of customers. The proposals contained in the operating schedule will form the main body of the conditions to be applied to the licence, together with any applicable mandatory conditions, any conditions agreed with responsible authorities during the application process and any conditions imposed by a Licensing Sub-Committee where representations have been made.
- 28.2 In completing an operating schedule, applicants are expected to have regard to this Statement of Licensing Policy and to demonstrate suitable knowledge of their local area when describing the steps that they propose to take in order to promote the Licensing Objectives.
- 28.3 The Licensing Authority will provide general advice on the drafting of operating schedules and applicants are strongly recommended to discuss their operating schedules with the Licensing Authority and other responsible authorities prior to submitting them.
- 28.4 The complexity and detail required in the operating schedule will depend upon

the nature and use of the premises concerned. For premises such as a public house where regulated entertainment is not provided, only a relatively simple document may be required. However for an operating schedule accompanying an application for a major entertainment venue or event, it will be expected that issues such as public safety and the prevention of crime and disorder will be addressed in detail.

28.5 The operating schedule must be set out on the prescribed form and include a statement of the following:-

- Full details of the licensable activities to be carried on at and the intended use of the premises;
- The times during which the licensable activities will take place;
- Any other times when the premises are to be open to the public;
- Where the licence is only required for a limited period, that period;
- Where the licensable activities include the supply of alcohol, the name and address of the individual to be specified as the designated premises supervisor;
- Whether alcohol will be supplied for consumption on or off the premises or both;
- The steps which the applicant proposes to promote the Licensing Objectives.

28.6 For some premises, it is possible that no measures will be appropriate to promote one or more of the licensing objectives, for example, because they are adequately covered by other existing legislation. It is however important that all operating schedules should be:

- precise and enforceable
- unambiguous
- not a duplication of other statutory provisions
- clear in what they intend to achieve, and
- appropriate, proportionate and justifiable.

28.7 To assist applicants the Authority has provided a code of good practice for licensed premises, which can be found in Appendix A of this Policy. It should be noted that the Code does not form any part of this Policy and the guidance and examples of control measures are simply given to assist applicants in preparing operating schedules and in the on-going running of licensed premises. The Code is not exhaustive and is not to be regarded in any way as containing standard conditions or mandatory requirements.

## **29. Conditions**

- 29.1 The Act, as amended, imposes a number of mandatory conditions on licences. The Council has the power to impose additional conditions if it is considered that they are appropriate for the promotion of the licensing objectives.
- 29.2 Conditions attached to licences or certificates will be tailored to the individual style and characteristics of the particular premises, activities and/or events provided at the premises. The Policy does not provide for any standard, general or blanket conditions, and will not impose disproportionate and burdensome requirements.
- 29.3 Applicants may offer conditions in the operating schedule as part of their application; the Council may remove or reword any of these conditions if they are considered to be unclear, ambiguous or unenforceable, with the agreement of the applicant. This will ensure that all parties fully understand their responsibilities to promote the licensing objectives.
- 29.4 The Council recognises that it can only impose conditions where relevant representations are received and it is considered appropriate for the promotion of the licensing objectives. Where a responsible authority gives evidence that it is appropriate to impose specific conditions the request will be considered by the Council which may suggest the wording of the condition to ensure that it is clear, relevant and enforceable.
- 29.5 When attaching conditions, the Council will also be aware of the need to avoid measures that might deter live music, dancing or theatre by imposing conditions of a substantial nature not in proportion to the risks.

## **30. Applications where representations are received**

- 30.1 When an application is made for the grant, variation or review of a premises licence or club premises certificate, representations about the application can be made by responsible authorities or other persons. However the Licensing Authority will usually give greater weight to representations that are made by people who can demonstrate that they would be directly affected by the carrying on of licensable activities at the premises concerned.
- 30.2 Representations must be made to the Licensing Authority within the statutory period of 28 days beginning on the day after the relevant application is received by the Licensing Authority. Representations must be made in writing.

- 30.3 Representations can be made either in support of an application or to express objections to an application being granted. However the Licensing Authority can only accept relevant representations. A representation is relevant if it relates to the likely effect of the grant of the licence on the promotion of at least one of the licensing objectives.
- 30.4 An example of a representation that would not be relevant would be a representation from a local business person about the commercial damage that competition from a new licensed premises would do to their own business. On the other hand, a representation by a business person that nuisance caused by new premises would deter customers from entering the local area, and that the steps proposed by the applicant to prevent that nuisance were inadequate, would be a relevant representation.
- 30.5 In other words, representations should relate to the impact of licensable activities carried on from premises on the licensing objectives.
- 30.6 For representations in relation to variations to be relevant, they should be confined to the subject matter of the variation.
- 30.7 Whilst the Licensing Authority expects representations to be evidence based, there is no requirement for a responsible authority or other person to produce a recorded history of problems at premises to support their representations, and it is recognised that in fact this would not be possible for new premises.
- 30.8 Responsible authorities are a group of public bodies that must be fully notified of applications and that are entitled to make representations to the Licensing Authority in relation to the application for the grant, variation or review of a premises licence or club premises certificate. A full list of contact details for the responsible authorities is provided on the Licensing Authority's website and in Section 43.
- 30.9 Whilst all responsible authorities may make representations regarding applications for licences and club premises certificates and full variation applications, it is the responsibility of each responsible authority to determine when they have appropriate grounds to do so.
- 30.10 The Licensing Authority recognises that every responsible authority can make representations relating to any of the four licensing objectives. However the Licensing Authority would normally expect representations about the promotion of individual licensing objectives to come from the most relevant responsible authority with expertise in that particular area. For example the Licensing

Authority would expect representations about the prevention of crime and disorder to come primarily from the Police, and representations about the prevention of public nuisance to come primarily from environmental health.

- 30.11 The Licensing Authority recognises that the Police should be its main source of advice on matters relating to the promotion of the prevention of crime and disorder licensing objective, but also may be able to make relevant representations with regards to the other licensing objectives if they have evidence to support such representations.
- 30.12 The Licensing Authority will accept all reasonable and proportionate representations made by the Police unless it has evidence that do so would not be appropriate for the promotion of the licensing objectives. However the Licensing Authority will still expect any Police representations to be evidence based and able to withstand scrutiny at a hearing.
- 30.13 The Licensing Authority recognises Pembrokeshire County Council Child Protection Services as being the body that is competent to advise it on the licensing objective of the protection of children from harm.
- 30.14 The Licensing Authority recognises that, although public health is not a licensing objective, health bodies may hold information which other responsible authorities do not, but which would assist the Licensing Authority in exercising its functions.
- 30.15 For example, drunkenness can lead to accidents and injuries from violence, resulting in attendances at emergency departments and the use of ambulance services. Some of these incidents will be reported to the Police, but many will not. Such information might be relevant to the public safety objective and in some cases the crime and disorder objective.
- 30.16 As a result of the Police Reform and Social Responsibility Act 2011, the Licensing Authority is also now a responsible authority and can therefore make representations if it deems it appropriate to do so.
- 30.17 However the Licensing Authority will not normally act as a responsible authority on behalf of other parties (for example, local residents, local councillors or community groups) although there are occasions where the Authority may decide to do so.
- 30.18 Such parties can make relevant representations to the Licensing Authority in their own right, and the Licensing Authority expects them to make representations themselves where they are reasonably able to do so.



- 30.19 The Licensing Authority also expects that other responsible authorities should intervene where the basis for the intervention falls within the remit of that other responsible authority. Each responsible authority has equal standing under the Act and may act independently without waiting for representations from any other responsible authority.
- 30.20 In cases where the Licensing Authority is also acting as responsible authority in relation to the same process, the Licensing Authority will ensure a separation of responsibilities within the Authority to ensure procedural fairness and eliminate conflicts of interest. This will be achieved by allocating the different responsibilities to different licensing officers or other officers within the Local Authority to ensure a proper separation of responsibilities.
- 30.21 Relevant representations about applications can also be made by any other person, regardless of their geographical position in relation to the relevant premises. However, the Licensing Authority will usually give greater weight to representations that are made by people who can demonstrate that they would be directly affected by the carrying on of licensable activities at the premises concerned.
- 30.22 The Licensing Authority will also reject as invalid any representations from other persons that are deemed to be frivolous or vexatious or if none of the licensing objectives are addressed. A representation might be considered to be vexatious if it appears to be intended to cause aggravation or annoyance, whether to a competitor or other person, without reasonable cause. Frivolous representations are essentially categorised by a lack of seriousness. Frivolous representations would concern issues which, at most, are minor and in relation to which no remedial steps would be warranted or proportionate.
- 30.23 Decisions as to the validity of representations will normally be made by officers of the Licensing Authority. In borderline cases, the benefit of the doubt about any aspect of a representation will be given to the person making that representation. The subsequent hearing would then provide an opportunity for the person or body making the representation to amplify and clarify it.
- 30.24 Any person who is aggrieved by a rejection of their representations on either of these grounds may lodge a complaint through the Authority's corporate complaints procedure. A person may also challenge such a decision by way of judicial review.
- 30.25 Where a notice of a hearing is given to an applicant, the Licensing Authority is required to provide the applicant with copies of the relevant representations

that have been made.

- 30.26 The Licensing Authority will normally provide copies of the relevant representations to the applicant in full and without redaction. However in exceptional circumstances, where a person satisfies the Licensing Authority that they have genuine reasons to fear intimidation or violence if their personal details, such as name and address, are divulged to the applicant, the copies of the representations may be redacted accordingly.
- 30.27 In such circumstances the Licensing Authority will still provide some details to the applicant (such as street name or general location within a street), so that the applicant can fully prepare their response to any particular representation.
- 30.28 Alternatively persons may wish to contact the relevant responsible authority or their local councillor with details of how they consider that the licensing objectives are being undermined so that the responsible authority can make representations on their behalf if appropriate and justified.
- 30.29 Further guidance on making representations is provided on the Licensing Authority's website.

## **31. Exercise and delegation of functions**

- 31.1 The Licensing Act 2003 requires local authorities to act as the Licensing Authority and to set up a Licensing Committee to be responsible for all matters relating to the Licensing Act 2003. The Licensing Committee further delegate to Licensing Sub-Committees (Panels), or by one or more officers acting under delegated authority.
- 31.2 It is considered that many of the functions will be largely administrative in nature with no perceived areas of contention. In the interests of efficiency and cost effectiveness these will, for the most part, be carried out by officers.
- 31.3 The Schedule below sets out the presumed delegation of functions and decisions. Notwithstanding this presumption of delegation, the Council reserves the right to refer any matter to the Licensing Committee or Sub-Committee.

**Schedule of delegation of licensing functions and decisions**

<b>Matter to be dealt with</b>	<b>Licensing Committee</b>	<b>Licensing Sub-Committee (panels)</b>	<b>Officers</b>
Application for Personal Licence		If a police objection	If no objection made
Application for a Personal Licence with unspent convictions		All cases	
Application for Premises Licence/Club Premises Certificate		If a relevant representation made and not withdrawn	If no relevant representation made or representation withdrawn
Application for Provisional Statement		If a relevant representation made and not withdrawn	If no relevant representation made or representation withdrawn
Application to vary Premises Licence/Club Premises Certificate		If a relevant representation made and not withdrawn	If no relevant representation made or representation withdrawn
Application to vary Designated Premises Supervisor		If a police objection	All other cases
Application for a minor variation			All cases
Application to vary a licence on a community premises to include alternative licence condition		If police objection	All other cases
Request to be removed as Designated Premises Supervisor			All cases

Application for transfer of Premises Licence		If a police objection	All other cases
Application for interim authorities		If a police objection	All other cases
Application to review Premises Licence/Club Premises Certificate		All cases	
Decision on whether a complaint is irrelevant frivolous vexatious etc.			All cases
Determination of a police or environmental health objection to a Temporary Event Notice		In all cases if not withdrawn.	
Suspension of licences following non-payment of annual fees			All Cases

## 32. Reviews of licences

32.1 The Council can only review a licence where it is alleged by a responsible authority or other person that the licensing objectives are being breached. Responsible authorities will aim to give licence holders early warning of any concerns identified at the premises. Only responsible authorities or other persons (e.g. local residents, local organisations and councillors) can apply for the review of a licence; and determine its outcome at a hearing where an evidential basis for allegations made will be submitted. It views particularly seriously applications for the review of any premises licence which involves the:

- use of licensed premises for the sale and distribution of controlled drugs and the laundering of the proceeds of drugs crimes;
- use of licensed premises for the sale and distribution of illegal firearms;
- evasion of copyright in respect of pirated films and music;
- underage purchase and consumption of alcohol;

- use of licensed premises for prostitution or the sale of unlawful pornography;
- use of licensed premises for unlawful gaming;
- use of licensed premises as a base for organised criminal activity;
- use of licensed premises for the organisation of racist, homophobic or sexual abuse or attacks;
- use of licensed premises for the sale of smuggled tobacco or goods;
- use of licensed premises for the storage or sale of stolen goods;
- the Police being frequently called to attend to incidents of disorder;
- prolonged and/or repeated instances of public nuisance;
- serious risk to public safety have been identified and the management is unable or unwilling to correct;
- serious risk to children.

- 32.2 The Licensing Sub-Committee will consider all evidence provided at the hearing and apply appropriate weight to that evidence when making its decision.
- 32.3 The Licensing Sub-Committee will consider all of the sanctions available to it provided for in the Act and guidance, including taking no action if appropriate.
- 32.4 In cases where a licensing objective is seriously undermined, the revocation of the licence, even in the first instance, will be seriously considered where appropriate to ensure the licensing objectives are promoted.

### **33. Cumulative impact policy**

- 33.1 Cumulative impact is defined in the guidance as “the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area. The cumulative impact of licensed premises in the promotion of the licensing objectives is a proper matter for a licensing authority to consider in developing its licensing policy statement”.
- 33.2 The cumulative impact of the number, type and density of premises in particular areas, such as town centres, may lead to them becoming saturated with premises of a certain type making them a focal point for large groups of people together leading to severe or chronic problems of public nuisance and anti-social behaviour. The Licensing Authority may consider the adoption of a **cumulative impact policy** of refusing new premises authorisations within a defined area or areas if it is satisfied that it is appropriate and necessary to include an approach to cumulative impact in its Licensing Policy Statement. It

will take the decision only after it is satisfied that there is evidence to support such a decision.

- 33.3 The effect of adopting a cumulative impact policy of this kind is to create a rebuttable presumption that, if relevant representations to that effect are received, applications for new premises authorisations or club premises certificates or material variations will normally be refused, unless it can be demonstrated that the operation of the premises involved will not add to the cumulative impact already being experienced. What constitutes a material variation will depend upon the policy in place and the reasons for the area being designated as suitable for adoption of a special policy.
- 33.4 Applicants would need to address the cumulative impact policy issues in their operating schedules in order to rebut such a presumption. Any cumulative impact policy will stress that the presumption does not relieve responsible authorities or interested parties of the need to make a relevant representation before the Local Authority may lawfully consider giving effect to its cumulative impact policy.
- 33.5 The Licensing Authority recognises that many different kinds and styles of premises sell alcohol, serve food and provide entertainment. It recognises that some applications in cumulative impact areas will be unlikely to add significantly to the problems arising from saturation. Where it can lawfully make decisions on applications in cumulative impact areas, it will have full regard to the impact different premises may have on the local community.
- 33.6 The Licensing Authority must grant any application in a cumulative impact policy area subject only to conditions that are consistent with the operating schedule submitted by the applicant if it receives no relevant representation.
- 33.7 The Licensing Authority will review cumulative impact policies regularly to assess whether they are needed any longer or need expanding.
- 33.8 The absence of a special saturation/cumulative impact policy does not prevent any responsible authority or other persons making evidence based relevant representations on a new application for the grant of an authorisation on the grounds that the premises will give rise to a negative cumulative impact on one or more of the licensing objectives.
- 33.9 Having had regard to the guidance referred to above, consulted upon the issue, taken into account the views of respondents and considered the evidence the

Council has previously adopted a cumulative impact policy in respect of the areas centred on Tudor Square, Tenby and Castle Square, Haverfordwest.

33.10 Reasons for the Policy

Dyfed-Powys Police produced evidence to support their request that both Haverfordwest and Tenby Town Centres be designated a cumulative impact area. It remains at saturation point which has a significant concentration of alcohol-led late night venues, and witnesses a high number of assaults and other related crime and disorder including public nuisance and risk to public safety. The policy will apply to further applications for the grant of new licences or significant variations of existing licences in respect of premises that primarily sell alcohol for consumption on the premises, other late night uses, restaurants and take away outlets. The main focus of the policy is likely to be on alcohol-led establishments and premises that keep customers in the area at times when the promotion of the licensing objectives is most challenging; for example late night refreshment from “fast food” outlets.

33.11 The adoption of such policies should not be understood to be an absolute bar to new authorisations being issued or granting significant variations to existing licences. Applicants are entitled to seek any of the permissions available to them in the Act and the Council does not in this policy intend to prevent applicants from exercising their statutory rights. Each application will be considered on its own merits, within the constraints of the legislation and having due regard to the relevant guidance and policy.

33.12 These cumulative impact policies are intended to be strictly applied. Applications which would seek to be allowed as an exception to a special cumulative impact policy will generally be favourably considered if they are judged to encourage a greater variety of types of entertainment than currently exists in these areas; in particular, the Licensing Authority welcomes those proposals which can be viewed as more family friendly and which offer a wider range of entertainment than that which is currently available because it is considered that such proposals will not add to the stress in the area and undermine the licensing objectives.

33.13 However, matters such as;

- the premises will not add people to the area;
- longer hours will create slower dispersal;

- history of good management;
- premises are well run;
- premises application is small in nature;
- alcohol is not sold;
- clientele are a cut above the usual;

will not be considered exceptional circumstances, as the issue is crime and disorder/public nuisance in the area as a whole rather than that associated with individual premises and the promotion of the licensing objectives.

33.14 Existing licensees who wish to materially alter and/or extend the premises to which the authorisation relates are required to seek a new authorisation. This is because the Act prohibits the use of a variation application to substantially alter the premises to which the authorisation relates. Where the only change is to the physical extent or material layout of the premises themselves (i.e. in the absence of additional features such as change in style of operation, capacity etc) it is highly unlikely this would trigger the special policy, but of course this policy cannot restrict the right of any responsible authority or other person to make relevant representations in that regard and if such are forthcoming they will be diligently considered. Where other change is envisaged then the presumption may arise. Applicants in such circumstances are entitled to seek a provisional statement.

33.15 The geographical areas for the cumulative impact policy in Tenby and Haverfordwest are attached as Appendix B.

## **34. Early morning restriction orders**

34.1 Whilst the Act introduced a single integrated scheme for licensing premises used for the sale or supply of alcohol, regulated entertainment and late night refreshment, one of its primary purposes has been to tackle problems associated with misuse of alcohol.

34.2 It has now been recognised by government, through statutory guidance, that longer hours were not necessarily an answer to all problems. As a result licensing authorities have been given greater discretion in their approach to the management of licensed premises in their areas. On 31st October 2012 amendments to the Police Reform and Social Responsibility Act 2011 were



implemented, which allows licensing authorities to adopt new measures for the management of their night-time economies.

- 34.3 One of these measures is an Early Morning Restriction Order (EMRO), which allows local authorities to look at restricting the sale of alcohol at a specified time between the hours of midnight and 6:00am.
- 34.4 EMROs are intended to deal with alcohol-related crime & disorder, anti-social behaviour, and serious public nuisance, which is not directly attributable to licensed premises. Authorities are encouraged to look at the relationship between any existing cumulative impact area, if one is in place, and a proposed EMRO area.
- 34.5 An EMRO restricts the time within which alcohol can be supplied. Alcohol supply can be prohibited between 0000-0600 and applies to Premises Licences, Club Premises Certificates and Temporary Event Notices. There are no exceptions save for those premises which authorise supply of alcohol to residents with overnight accommodation via minibars and room service.
- 34.6 An EMRO can apply to a specific area or even a single street – it does not need to be County-wide. It can apply to specific days of the week, can specify different times for different days of the week, and can apply to limited periods of the year or for an unlimited period. It cannot apply on New Year's Eve/New Year's Day.
- 34.7 EMROs do not affect authorised hours for regulated entertainment or late night refreshment.
- 34.8 The adoption of an EMRO is subject to a process involving the collection and analysis of relevant evidence and a consultation exercise with the public and holders of licences and/or club premises certificates. The decision to make an EMRO for an area has to be by a resolution of the Council.
- 34.9 EMROS must be periodically reviewed to ensure they remain appropriate to promote the licensing objectives and can be varied or revoked via the same process as adoption.
- 34.10 Alcohol supply during the time when an EMRO is in force is treated as a Section 136 offence under the Act (unauthorised licensable activity).
- 34.11 The Council currently does not have an EMRO, although if considered necessary there will be a full consultation before the provision is adopted.

## **35. Hearings**

- 35.1 Applications for licences and certificates will be determined following consultation with relevant responsible authorities. Where no representations are received, they will be issued administratively by the Licensing Team. However, contentious applications must be referred to the Council's Licensing Sub-Committee for determination, unless it is agreed by all parties that a hearing is not necessary.
- 35.2 The period of notice of a hearing that must be given to all relevant parties, and the information which may be disclosed, varies depending on the type of application, subject to regulations. A Licensing Sub-Committee of three Elected Members will determine a contentious application and will either grant a licence, grant a licence with amendments or refuse an application. Any party can appeal against the Council's decision to a Magistrates' Court.
- 35.3 At any time during the period of a licence, any responsible authority or other person can ask for the review of a licence or certificate. All review applications will be determined by the Licensing Sub-Committee.

## **36. Appeals**

- 36.1 Entitlements to appeal for parties aggrieved by decisions of the Council are set out in Schedule 5 of the Act. Other than in the case of personal licences, an appeal has to be made to the local Magistrates' Court. In the case of personal licences, the appeal must be made to the Magistrates' Court for the area in which the Licensing Authority which has considered the application (or any part of it) is situated.
- 36.2 An appeal has to be instigated by giving notice of the appeal by the appellant to:

The Clerk to the Justices  
Haverfordwest Magistrates' Court  
Hawthorn Rise  
Haverfordwest  
Pembrokeshire  
SA61 2AZ

within a period of 21 days beginning with the day on which the appellant was notified by the Council of the decision appealed against.

36.3 On determining an appeal, the Court may:

- dismiss the appeal
- substitute any other decision which could have been made by the Council or
- remit the case to the Council to dispose of it in accordance with the direction of the Court.

The Court may make such order as to costs as it thinks fit.

36.4 Where appropriate, the Licensing Authority will provide applicants and objectors etc. with information concerning their rights of appeal.

### **37. Implementing the determination of the Magistrates' Court**

37.1 As soon as the determination of the Magistrates' Court is made known, the Council will not delay its implementation and necessary action will be taken forthwith unless ordered by a higher court to suspend such action [for example, as a result of an on-going Judicial Review]. The Act provides for no further appeal against the determination of the Magistrates' Court.

### **38. Enforcement**

38.1 The Licensing Authority has established a joint enforcement Memorandum of Understanding with Dyfed Powys Police. This will provide for the targeting of agreed problem and high-risk premises, but with a lighter touch being applied to low-risk premises, which are shown to be well run.

38.2 The Licensing Authority intends that enforcement visits will be made to licensed premises as appropriate, to ensure that any conditions imposed as part of the licence are being complied with. These visits may be either proactive planned inspections based on the risk presented by the premises, history of non-compliance etc., or reactive visits as a result of complaints.

38.3 In general, action will only be taken in accordance with agreed enforcement principles and in line with the Council's own enforcement policy. To this end the key principles of consistency, transparency and proportionality will be maintained.

## **39. Fees Generally**

- 39.1 All fees are currently set by statute and the Council is obliged to charge the fees as detailed in the Fees Regulations.
- 39.2 The Police Reform and Social Responsibility Act 2011 has provisions to give Councils the ability to set fees locally. However, at this time the relevant sections are not yet in force. When in force, Councils will calculate fees to recover the costs of the service and then consult on their implementation before asking the Licensing Committee to approve any changes.

## **40. Annual Fees for Premises Licences and Club Premises Certificates**

- 40.1 The Act and Regulations made under the Act set out requirements for annual fees and require that the fee is paid on the due date which is every year on the anniversary of the original grant of the licence. The fee is currently set by Regulations, however amendments made by the Police Reform and Social Responsibility Act 2011 will when commenced give the Council the ability to set fees locally to recover costs associated with the administration and compliance of the Act.

## **41. Licence suspension for non-payment of annual fee**

- 41.1 Amendments made to the Act by the Police Reform and Social Responsibility Act 2011 give Councils the power to suspend premises licences and club premises certificates where the annual fee required by regulations is not paid.
- 41.2 The Council will suspend any licence or certificate where the required fee is not paid by the 'due date', which is annually on the anniversary of the date that the licence was first granted. The Council will follow the procedure set out below.
- 41.3 Upon notification/discovery that an annual fee is not paid, the Council will give notice to the licence/certificate holder, in writing, of the following;
- that the licence/certificate will be suspended 14 days from the date of the notice;
  - that the suspension will not become effective if the fee is paid prior to the suspension date;
  - if an administration error is claimed, the suspension date may be 21

days from the due date; or the date of suspension on the 14 day notice, whichever is later;

- A copy of the notice will also be served on the designated premise supervisor/premises manager if they are not the premises licence holder.

41.4 If the fee is not paid by the date specified on the notice the licence/certificate will be deemed suspended. The licence/certificate holder and DPS/Manager will be immediately notified of the suspension becoming effective, and informed that the premises may no longer offer any licensable activities until such time as the fee is paid and the suspension lifted. When the full payment is made the Council will immediately lift the suspension, and confirm this in writing.

41.5 Where a licence/certificate is suspended and licensable activities are provided the Council will consider prosecuting the provider for offences under section 136 of the Act.

## **42. Late night levies**

42.1 A Late Night Levy (LNL) is an optional power, introduced by the Police Reform and Social Responsibility Act which allows Licensing Authorities (LAs) to raise a contribution towards the costs of policing the night time economy (NTE) by charging a levy to holders of premises licences and club premises certificates authorised to sell alcohol. A LNL must apply across the whole borough and also applies to all on- and off-licences. TENs are not included.

42.2 A LNL would require that a levy be paid by those persons who are authorised to sell alcohol between the period specified in the LNL (the 'late night supply period') regardless of whether they are actually open during that period. This can be no earlier than 0000hrs and no later than 0600hrs, and must be the same period every day.

42.3 At least 70% of the LNL must be paid to the Police and Crime Commissioner. There are no restrictions on what the Police portion can be used for. The Local Authority portion can be used to tackle alcohol-related crime and disorder and to support management of the NTE in line with the: reduction of crime and disorder; promotion of public safety; prevention of public nuisance; and street cleansing.

42.4 The implementation of a LNL is subject to public consultation and, if it is to be introduced, must be adopted at a meeting of the Council.

- 42.5 The Licensing Authority may deduct the costs of preparing, publicising and administering the levy (subject to regulations) before paying the Police proportion; however an estimate of these costs must be published on the website.
- 42.6 Licensing Authorities should consider the potential financial risk (eg lower than expected revenue – the Police portion must be paid regardless of whether the levy has been collected in full) prior to implementation.
- 42.7 Holders of authorisations affected by the levy may make a free variation application such that they may avoid being affected by the levy. The Licensing Authority should allow at least 2 months for such applications to be made.
- 42.8 The levy will apply indefinitely however it must be reviewed at regular intervals and may cease at the end of a levy year.
- 42.9 The Council has not currently adopted a levy, although if considered necessary there will be full consultation before the provision is adopted.

### **43. Further information**

Further information about the Act and the Council's Licensing Policy can be obtained from:

The Licensing Team  
Pembrokeshire County Council  
County Hall  
Haverfordwest  
Pembrokeshire  
SA61 1TP

Tel: 01437 764551

Fax: 01437 775260

E-mail: [licensing@pembrokeshire.gov.uk](mailto:licensing@pembrokeshire.gov.uk)

Website: [www.pembrokeshire.gov.uk](http://www.pembrokeshire.gov.uk)

## **Responsible Authorities**

The Chief Officer of Police  
Dyfed Powys Police  
Divisional Police Headquarters  
Merlins Hill  
Haverfordwest  
Pembrokeshire  
SA61 1PT

Licensing Team  
Public Protection Division  
Pembrokeshire County Council  
County Hall  
Haverfordwest  
Pembrokeshire  
SA61 1TP

The County Commander  
Mid and West Wales Fire and Rescue  
Service  
Divisional Headquarters  
Merlins Hill  
Haverfordwest  
Pembrokeshire  
SA61 1PG

The Child Protection Co-ordinator  
Social Care and Housing  
Directorate  
Pembrokeshire County Council  
Town Hall  
Milford Haven  
Pembrokeshire.  
SA73 3JW

### **The relevant planning Authority; either**

Development Management Officer  
Pembrokeshire Coast National Park  
Authority  
Llanion Park  
Pembroke Dock  
Pembrokeshire  
SA72 6DY

### **or**

Head of Planning  
Pembrokeshire County Council  
County Hall  
Haverfordwest  
Pembrokeshire  
SA61 1TP

Trading Standards Manager  
Public Protection Division  
Pembrokeshire County Council  
County Hall  
Haverfordwest  
Pembrokeshire  
SA61 1TP.

Pollution Control Manager  
Public Protection Division  
Pembrokeshire County Council  
County Hall  
Haverfordwest  
Pembrokeshire  
SA61 1TP

Applicants wishing to use boats  
for licensable activities must also send  
copies of the application to;  
Maritime and Coastguard Agency  
Gorsewood Drive  
Hakin  
Milford Haven  
Pembrokeshire  
SA73 3HB

Chief Executive  
Hywel Dda University Health  
Board  
Corporate Offices  
Ystwyth Building  
St David's Park  
Carmarthen  
SA31 3BB

**The relevant Health and Safety  
Authority; either**

Food, Safety and Port Health Manager  
Public Protection Division  
Pembrokeshire County Council  
County Hall  
Haverfordwest  
Pembrokeshire  
SA61 1TP

**or**

For HSE enforced and council  
owned premises only:  
Health & Safety Director of Wales  
Government Buildings  
Phase 1, Ty Glas  
Llanishen  
Cardiff  
CF14 5SH



## **Appendix A -**

# **Code of Good Practice for Licensed Premises**

### **Introduction**

The Licensing Act 2003 (the Act) focuses on the promotion of four statutory licensing objectives which must be addressed when licensing functions are undertaken. The four licensing objectives are:

- **The prevention of crime and disorder**
- **Public safety**
- **The prevention of public nuisance**
- **The protection of children from harm**

### **Aim of the code**

The aim of this code is to provide applicants and licensees with guidance on good practice for the promotion of the four licensing objectives which are paramount considerations at all times. The code is consistent with the Home Office guidance issued under section 182 of the Act and with the Councils statement of licensing policy. It outlines what the licensing authority and its responsible authority partners expect in practical terms from applicants when completing their operating schedules and from licensees when operating their premises under the terms of a premises licence. Applicants and licensees are expected to make a proactive commitment to preventing problems from occurring at licensed premises through the adoption of this code.

### **Risks associated with licensed premises**

Risks associated with licensed premises can vary dependent on the premises type and characteristics, the design, layout and general environment, the location, the policies in place and the events being held there.

This code identifies many of the possible risks associated with the sale of alcohol and the provision of entertainment or late night refreshment and sets out good practice measures to mitigate those risks. It provides a key mechanism for the promotion of the licensing objectives, for well-run premises and a responsible approach to the provision of alcohol, entertainment and late night refreshment.

It is recognised that not every risk will be relevant to every premises and it is unlikely that any one premises will need to address all of the measures. Indeed some premises may only need to introduce one or two measures or in many cases the premises already have in place a number of good practices so as to promote the Licensing Objectives.

The code cannot anticipate every possible risk, problem or circumstance that may arise from licensed premises. Neither does the code restrict an applicant or licence holder from promoting the licensing objectives through alternative means.

## **How will the code be used?**

### **Applicants and licensees**

A proactive and preventative approach is a key aspect of good management at licensed premises. The licensing authority therefore expects applicants to have regard to this code when completing their operating schedule. The Licensing authority expects licensees to have regard to this code when considering additional operational measures.

### **The licensing authority and responsible authorities**

The code is not a statutory document but it will be taken into consideration and used by the licensing authority and responsible authorities as follows: when offering advice to applicants either at the design and planning stage ordering pre-application discussions;

- when responding to licence applications where the licensing objectives have not been adequately addressed in the operating schedule;
- as a first point of dealing with licensed premises encountering problems, to raise standards to promote the licensing objectives in those premises and avoid further problems; and
- for the review of licences where there is evidence that licensees have not promoted the licensing objectives.

### **Dealing with problem premises**

Problems or concerns with licensed premises will be identified and flagged up at an early stage and advice will be offered to licensees with a view to improving standards at their premises and to prevent or minimise subsequent problems.

Where problems have been identified, the licensing authority and responsible authorities will agree appropriate measures from the code with the licence holder to be implemented at the premises this sometimes called an “Action plan”. The aim of the code is to avoid the need for enforcement action such as prosecution or review but it will not replace enforcement action where it is necessary.

## **General – all four licensing objectives**

This section provides guidance on good practice for the general promotion of all four licensing objectives at licensed premises. It is intended to help those applying for new licences or variations to existing licences in completing their operating schedules. It is also designed to guide licensees on the general promotion of the licensing objectives after a licence has been granted.

Licensees and their staff have responsibility for the effective and safe management of their premises and the promotion of the four licensing objectives. Training is the key to giving licence holders, premises managers and staff the knowledge and skills to deal with and manage risks associated with licensed premises. Training should be provided to all staff and should be about both preventing and managing problems occurring at premises. Training should be regularly updated.

<b>Risk</b>	<b>Good Practice measure</b>
Lack of knowledge or understanding of the Licensing Act 2003	<p><b>Well trained staff</b> will contribute to well-run premises and a responsible approach to the sale of alcohol, provision of entertainment and late night refreshment.</p> <p>Formal qualifications for your staff, either to Personal Licence level or to another appropriate standard recognised by bodies such as the British Institute of Innkeepers (BII) would be preferential.</p> <p>All staff should be advised of licensing law in writing before they are allowed to serve alcohol.</p> <p>Training should also be provided on premises specific policies relevant to the operation of the business.</p> <p>Staff should be briefed on the Licensing conditions attached to a premises licence and fully understand the terms of the licence.</p> <p>A record should be kept of the date and name of person trained or advised and be made available for inspection by</p>

	the police or licensing authority.
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## Prevention of crime and disorder

This section provides guidance on good practice for the prevention of crime and disorder from licensed premises. It is intended to help those applying for new licences or variations to existing licences in completing their operating schedules. It is also designed to guide licensees on the prevention and management of crime and disorder from their premises after a licence has been granted.

The main causes of crime and disorder in licensed premises arise from inadequate security provisions, poor design and layout, the type of event being promoted, overcrowding and customers being drunk or under the influence of drugs. This can result in theft, conflict, violence and anti-social behaviour. It is therefore recommended that applicants and licensees take a proactive approach to preventing and managing crime and disorder from their premises.

All applications for new licences and variations should address the steps proposed to prevent crime and disorder and this is best achieved through a premises risk assessment. Alcohol can be a significant contributory factor to levels of crime and disorder in an area. Good management and good practice along with adequate physical controls can make an important difference to the level of alcohol related crime at premises. Such measures should be reflected in the operating schedule.

For new premises or the refurbishment of existing premises, preventative measures should be factored in during the planning and design stage. Consideration should be given to the design and layout of the premises to minimise the potential for crime and disorder. Useful information can be found in documents such as 'Secured by Design'.

Licence holders should have clear documented policies and procedures in place which identify all crime and disorder risks associated with their premises and the measures implemented to prevent, manage and respond to those risks.

<b>Risk</b>	<b>Good practice measure</b>
<b>Security in and around the premises</b>	<p>Emergency exits should be alarmed when the premises are open to the public so that staffs are immediately notified of unauthorised opening or tampering.</p> <p><b>CCTV</b> should be installed inside and outside the premises. The cameras should cover all internal areas accessible to the public and areas immediately outside the premises. The date and time</p>

<p><b>Crime including</b></p>	<p>settings on the system must be correct. The recordings should be in real time and on hard drive with the availability to copy disks for other agencies such as the police. Recordings should be kept for a minimum period of 28 days. Staff should be trained in the maintenance and operation of such systems with a record kept of the date and name of person trained. Records should be made available for inspection by the police or licensing authority. A trained member of staff should be on duty to operate the system whenever the premises are open.</p> <p><b>External lighting</b> provides an obvious means of crime deterrence. Care should be taken so that lighting does not impact on neighbours.</p> <p><b>Door staff and/or stewards</b> should be employed at the venue to supervise admissions and customers inside the venue.</p> <p>Any person performing the role of a door supervisor must be licensed with the Security Industry Authority (SIA) and SIA badges must be clearly displayed whilst working</p> <p>Door staff should be easily identifiable by wearing a uniform, high visibility jackets or arm bands.</p> <p>Door staff should sign into a register detailing their full SIA licence number, their name, contact details and the time and date their duty commenced and concluded.</p> <p>Stewards and other staff at the premises should also be easily identifiable. Stewards must not be used for supervision of the door.</p> <p><b>Daily staff briefing and debriefing</b> will enable licensees to improve working practices in their premises.</p> <p>Briefings can be informal but any problems identified and remedial action taken should be recorded with records kept in the main office.</p> <p><b>Proper management of the door</b> will depend on the size and</p>
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**conflict, violence or aggression in and around the premises**

type of venue. The number of door supervisors should be determined by a risk assessment taking into account the size of venue and the type of crowd the entertainment is likely to attract, but at the very least on a ratio of 1 door supervisor per 100 customers.

Consideration should be given to a sufficient provision of male and female door supervisors, but at least one female door supervisor should be used.

**Door admissions policy** including any age restrictions, expected dress standards or the screening of hand bags should be widely publicised on any promotional material or website and clearly displayed at the entrance to the premises.

**Ejecting or refusing entry to persons** from the premises if they do not meet your admissions standards or they are known to be violent or aggressive. In such cases, an entry should be made in an incident or log book.

**Policy to manage capacity** should be adopted to prevent overcrowding and patrons possibly becoming aggressive through accidental jostling.

Consideration should be given to deliberately running below capacity to afford a comfort factor to your patrons and avoid conflict, violence or aggression within the premises.

**Alternatives to glass drinking vessels** should be considered to prevent glassware being used as an assault weapon, particularly during promoted events or sporting events.

Where alternatives are not used, there should be a robust glass collection policy in place. This should include regular collection of glassware by staff and prevention of glassware being removed from the premises.

**Staff training** in conflict management should be provided to give them the knowledge and confidence to deal with difficult situations and reduce crime and disorder at the premises. Training should also cover dealing with, logging and reporting incidents if they occur.

<p><b>Drugs and weapons being brought into the premises</b></p>	<p>Records should be kept of the date and name of person trained. Records should be made available for inspection by the police or licensing authority.</p> <p><b>Sharing of information</b> with others in the industry. Regular meetings, the use of local radio networks or membership of a local pub/club watch scheme will enable information to be passed on about trouble makers and common problems in the area.</p> <p><b>A zero tolerance policy</b> to the use of drugs and carrying of weapons in the premises should be adopted with a clear “no search no entry” message.</p> <p>Posters can be displayed throughout the premises to remind customers of zero tolerance policy especially in the toilet areas of the premises.</p> <p><b>Effective search policies</b> will minimise the opportunity for drugs and weapons to be brought into licensed premises and lead to drug and weapon seizure if attempts are made.</p> <p>Search policies should be formulated in consultation with Dyfed Powys Police; currently the police have formulated such a policy.</p> <p>Searches should always be carried out in public areas and covered by CCTV.</p> <p>All staff must be trained on search policies with a record kept of the date and name of person trained. Records should be made available for inspection by the police or licensing authority.</p> <p><b>Calling the police</b> if customers are suspected of being in possession of drugs or weapons. All staff must be made aware of this requirement.</p> <p><b>Seizing, retaining and documenting</b> any drugs or weapons found with a clear audit trail and a process for surrendering them to the Police. Currently Dyfed Powys Police has a written procedure)</p>
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<b>customers</b>	<p>recommended by the British Beer and Pub Association (BBPA) and The Portman Group. This is in addition to adherence with the mandatory licensing condition regarding irresponsible promotions.</p> <p><b>Staff training</b> on the effects of alcohol and how to spot early signs of customers becoming drunk should be provided to give them the knowledge and confidence to deal with drunken patrons.</p> <p>Staff should be aware of their responsibilities under the Licensing Act 2003 and be able to recognise appropriate 'cut off' points for serving drunken customers, so as to reduce the likelihood of fights or aggressive behaviour.</p> <p><b>Duty of care policy</b> regarding persons suffering adversely from the effects of drink should be in place at the premises. The policy should clearly express that every effort will be made by staff to prevent patrons from deteriorating to an uncontrolled intoxicated extent. All staff must be briefed on the policy.</p> <p><b>Drink-aware posters</b> can be displayed in the premises to remind customers of the unit content in alcoholic drinks and the safe alcohol consumption limits.</p>
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## Public Safety

This section provides guidance on good practice for the promotion of public safety at licensed premises. It is intended to help those applying for new licences or variations to existing licences in completing their operating schedules. It is also designed to guide licensees on the promotion and management of public safety at their premises after a licence has been granted.

The carrying on of licensable activities in particular the provision of alcohol and some types of entertainment can increase risks to the safety of the public (including performers) attending licensed premises. It is therefore recommended that applicants and licensees take a proactive approach to protecting and managing public safety at their premises.

All applications for new licences and variations should address the steps proposed to promote public safety and this is best achieved through a premises risk assessment.

For new premises or the refurbishment of existing premises, preventative measures should be factored in during the planning and design stage. Consideration should be given to the design and layout of the premises to achieve the highest possible standard of safety.

Licence holders should have clear documented policies and procedures in place which identify all public safety risks associated with their premises and measures implemented to prevent, manage and respond to those risks.

Risk	Good practice measure
<p><b>General safety of Staff and customers.</b></p>	<p><b>Full risk assessment</b> taking into account public safety should be carried out at the premises to identify potential hazards posed to staff or customers and setting out precautions to manage the hazards.</p> <p>Templates can be found on the Health and Safety Executive website and on the Communities and Local Government website. A risk assessment should be regularly reviewed at least every 12 months. All staff should be made aware of the risk assessment and precautionary measures therein. A copy of the risk assessment should be kept at the premises and made available for inspection.</p> <p><b>Recognised qualification in first aid</b> should be held by at least one member of staff who should be on duty at all times the premises licence is in use.</p> <p><b>First aid room</b> or quiet room should be made available to anyone requiring medical attention.</p> <p><b>Temperature levels</b> and humidity in venues should be controlled for the comfort and safety of customers. An environment that is too hot or too cold can make customers irritable. In larger venue where people are dancing air condition can be used to ensure people overheat.</p>
<p><b>Overcrowding</b></p>	<p><b>A policy to manage the capacity</b> should be adopted to prevent overcrowding and localised overcrowding.</p> <p>(b) The use of electronic clocking systems, clickers, ticket sales or head counts may be appropriate.</p> <p>(c) Consideration should be given to deliberately running below capacity to afford a comfort factor to your patrons.</p>

<p><b>Accumulation and disposal of glasses/drinking vessels</b></p>	<p><b>A glass collection policy</b> should include provisions for regular collection of glassware by staff and the prevention of glassware from being taken into external areas. Glassware should not be allowed to accumulate or cause obstruction.</p> <p>Perimeter checks should be made outside the premises for any glasses or bottles. All staff must be made aware of the glass collection policy and their responsibility for the task.</p> <p><b>Spillages and broken glass</b> should be cleaned up immediately to prevent floors from becoming slippery and unsafe.</p> <p><b>The use of plastic or polycarbonate glasses</b> are recommended where there is provision of dancing.</p>
<p><b>Drug use or drink Spiking.</b></p>	<p><b>A zero tolerance policy</b> to the use of drugs in the premises should be adopted.</p> <p>Posters can be displayed throughout the premises to remind customers of the zero tolerance policy.</p> <p><b>Refusing entry</b> to anyone who appears to be showing signs of drug use and contacting the emergency services in appropriate circumstances. In such cases, an entry should be made in an incident log book.</p> <p><b>A duty of care policy</b> regarding persons suffering adversely from the effects of drugs should be in place at the premises. The policy should include drug awareness training for all staff so that they can recognise the effects of controlled drugs and provide medical attention where necessary. All staff must be briefed on the policy. A record should be kept of the date and name of person trained.</p> <p><b>Prevent the possibility of drink spiking</b> by offering various anti drink spiking products to customers.</p> <p>If a customer suspects that their drink has been spiked, you should report it to the police immediately. A process for this should be clearly set out in your duty of care policy.</p>
<p><b>Safety of customers when leaving the</b></p>	<p><b>‘Chill out’ area</b> should be provided. This should be cooler and quieter than rest of venue.</p>

premises	<p><b>First Aid Room</b> may also be made available.</p> <p><b>A ‘chill out’ or wind down period at the end of an evening</b> can allow a slow dispersal from the premises allowing door staff to gain a handle on problem individuals, preventing arguing over taxis or congregation at takeaways and clashes with groups from other venues. Provision of food and non-alcoholic drinks during a chill out period can be effective in allowing customers to sober up before leaving the premises.</p> <p><b>Increased lighting</b> inside the premises should be considered towards the end of an evening to affect the alertness of customers before they leave the premises.</p> <p><b>Increased external lighting</b> particularly in car parks under the direct control of the licence holder will provide added safety for customers as they leave the premises.</p> <p>Care should be taken so that lighting does not impact on neighbours, particularly in and close to established residential areas.</p>
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## Prevention of public nuisance

This section provides guidance on good practice for the prevention and management of public nuisance from licensed premises. It is intended to help those applying for new licences or variations to existing licences in completing their operating schedules. It is also designed to guide licensees on the prevention and management of noise and other public nuisance issues from their premises after a licence has been granted.

Excessive noise and nuisance from licensed premises is a major concern for persons living or working in the area. It is therefore recommended that applicants and licensees take a proactive approach to preventing and managing public nuisance from their premises.

All applications for new licences and variations should address the steps proposed to prevent public nuisance. Where entertainment or other potentially noisy activity is planned, a noise assessment should be carried out. For some premises, the assessment will need to be carried out by a suitably qualified consultant.

For new premises or the refurbishment of existing premises, preventative measures should be factored in during the planning and design stage. Consideration should be given to the structure and layout of the premises and equipment both internally and externally, to ensure that the premises are fit for purpose. Sound attenuation measures can include wall linings, acoustic curtains and acoustic treatment to mechanical ventilation or air conditioning systems. Consideration should also be given to historical noise problems at the premises with measures put in place to prevent them from recurring.

Licence holders should have clear documented policies and procedures in place which identify all public nuisance risks associated with their premises and measures implemented to prevent, manage and respond to those risks. Licence holders should also engage with local residents and businesses on a regular basis to ensure that they are being good neighbours and dealing with problems as they arise.

Risk	Good Practice measure
<b>Entertainment and Patrons noise.</b>	<p><b>A noise management policy</b> should be in place that sets out sound attenuation measures to prevent or control music, singing and speech noise breakout from the premises.</p> <p>The policy should be based on the findings of an acoustic consultant's assessment.</p> <p>All staff should be trained on the content of the policy to ensure a commitment to good noise management. A record should be kept of the date and name of person trained and made available for inspection by the licensing authority or environmental health responsible authority.</p> <p>DJs, event promoters or other entertainment providers should be made aware of the policy in advance of any performance.</p> <p><b>Windows and doors should be kept closed</b> whilst the premises licence is in use to prevent noise breakout. Ventilation should be provided by mechanical means. Windows should be sound insulated. Emergency exits should be sealed acoustic doors. A lobbied area should be provided at the entrance and exit to the premises. Doors should be fitted with self-closing devices.</p> <p><b>Sound limiting device</b> should be installed, set and sealed at a level approved by an acoustic consultant. The sound limiting device should be used at all times that relevant regulated entertainment is taking place, including all externally promoted</p>

	<p>events. Only the premises licence holder or a nominated deputy and the designated premises supervisor should have access to the sound limiting device.</p> <p><b>Locate entertainment facilities</b> such as DJ booth, stage and loud speakers away from doors and windows. Rubber speaker mounts can be used to minimise structure borne noise.</p> <p><b>Methods for monitoring noise</b> should be included in a noise policy. Methods could range from simple perimeter checks and listening tests by the licence holder/staff to a detailed measurement taken by a qualified consultant using sound measuring equipment.</p> <p>Noise monitoring should actively be carried out on a regular basis and in particular when a new form of entertainment is introduced at the premises, when alterations are made to the premises or when a complaint is made directly to the venue.</p> <p><b>A log book</b> should be kept of any noise monitoring carried, the findings and any remedial action taken. The log should indicate whether it was routine noise monitoring or the result of a complaint.</p> <p>The log book should be made available for inspection by the licensing authority or environmental health responsible authority.</p> <p><b>A contact telephone number</b> should be made available to local residents and businesses which they can use to report noise disturbances to a responsible person at the venue as and when they occur. The phone line should be available at all times the licence is in use.</p> <p><b>Reduce the potential for excessive queue lines</b> with a well-managed and efficient door policy.</p> <p>Long queues should be avoided and any queues should be directed away from residential properties.</p> <p>Queues should be actively managed by door staff, especially later in the evening, to keep noise to a minimum. Rowdy behaviour from people queuing to get in should not be tolerated. Door staff should refuse entry to anyone behaving in an anti-social way.</p>
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<p><b>Noise in external areas such as beer gardens or smoking areas.</b></p>	<p>Restrict admittance or re-admittance to the premises.</p> <p><b>Customer dispersal policy</b> can minimise noise disturbance to local residents from customers leaving the premises. A policy should clearly set out measures to avoid a mass exit at the end of the evening.</p> <p>A gradual change in music style and reduction in volume, for example quiet or mellow music towards the end of an evening and increasing lighting levels can help to reduce the potential for rowdy behaviour.</p> <p>Sufficient staff should be available at the end of the evening to manage a controlled shut down of the premises and maintain good order as customers leave.</p> <p><b>Display prominent notices</b> close to the exit doors, requesting patrons to leave the premises and quickly and quietly.</p> <p>Display notices in car parks reminding patrons that they are in a residential area and to leave quickly and quietly and not to slam doors, rev engines, sound horns or play loud music.</p> <p>Make announcements at the end of an evening, requesting patrons to leave the premises and area quickly and quietly.</p> <p><b>Provide a free taxi phone service and an internal waiting area</b> for customers to prevent noise disturbance to neighbours.</p> <p>Steps should be taken to ensure that any taxi operators used and all their drivers are aware that they should arrive and depart as quietly as possible and should not sound their horns or leave engines idling unnecessarily.</p> <p><b>Display prominent signs</b> in external areas such as beer gardens and forecourts asking customers to keep noise to a minimum.</p> <p><b>Restrict the use of external areas</b> after 11pm if premises are in a residential area.</p> <p><b>Door supervisors or staff</b> should regularly monitor and manage external areas to ensure that customers are not causing a disturbance to local residents.</p>
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The carrying on of licensable activities in particular the provision of alcohol and some types of entertainment can increase risks of harm to children attending licensed premises. It is therefore recommended that applicants and licensees take a proactive approach to protecting and managing the well-being of children at their premises.

All applications for new licences and variations should address the steps proposed to protect children from harm and this is best achieved through a premises risk assessment.

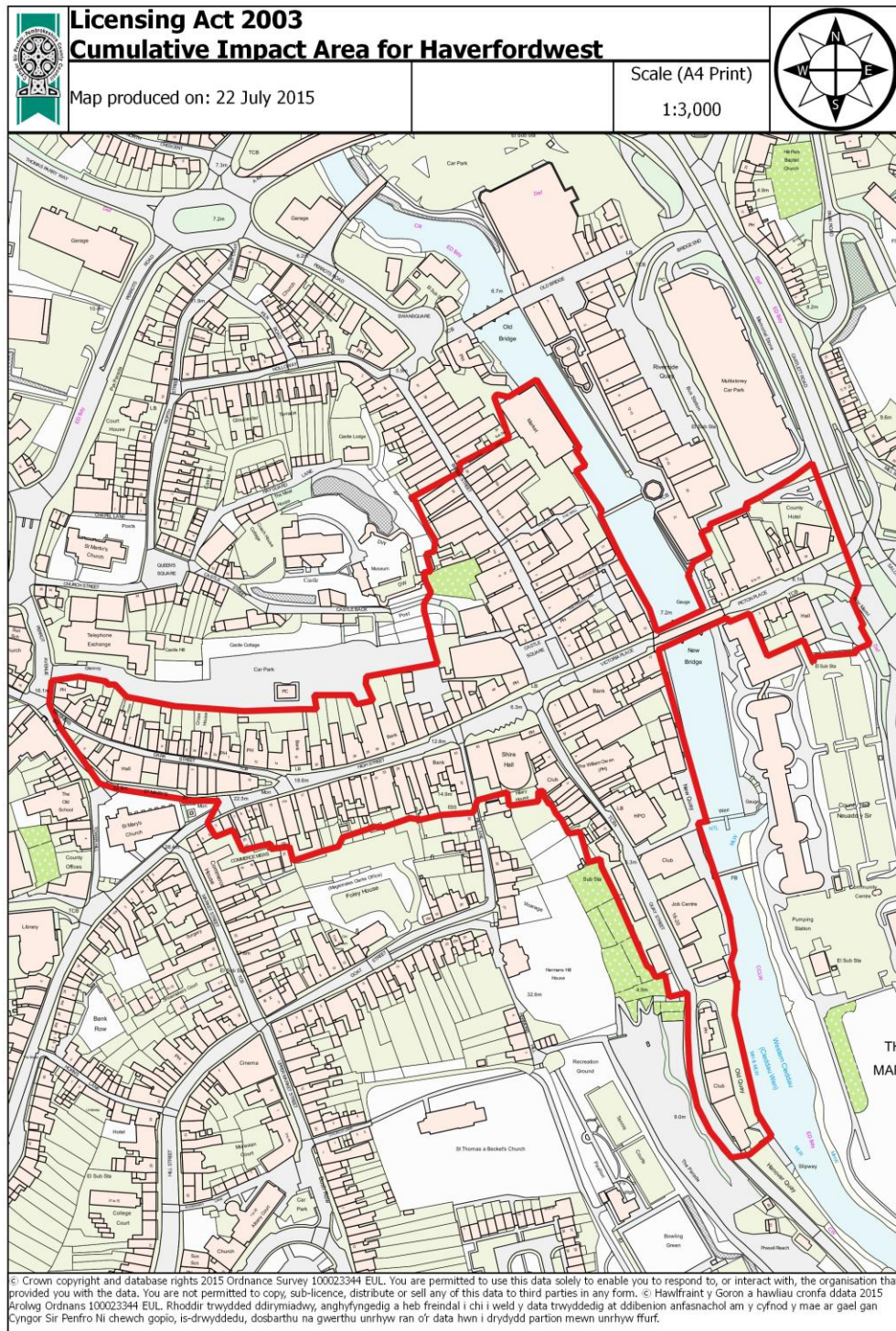
Licence holders should have clear documented policies and procedures in place which identify all age restricted risks at their premises and measures implemented to prevent, manage and respond to those risks.

Risk	Good Practice measure
<b>Children accessing licensed premises</b>	<p><b>A documented policy</b> setting out measures to protect children from harm should be in place at the premises. The policy should consider all activities associated with the premises including the sale of alcohol and the provision of regulated entertainment and when children should be allowed on or restricted from the premises. All staff including door staff and bar staff should be trained on the policy.</p> <p><b>Restrict access to children</b> depending on the nature of the business and / or circumstances. The admission of children can be restricted up until a specified time in the evening.</p> <p>The admittance of children can only be permitted if they are accompanied by an adult.</p>
<b>Underage sales of alcohol</b>	<p><b>Operate a strict ‘No ID – No Sale’ policy. ‘Challenge 21’ scheme</b> serves as a reminder to staff of the need to be vigilant in preventing underage sales and to customers that it is against the law for anyone under 18 to purchase alcohol.</p> <p>‘Challenge 25’ scheme gives staff additional support and encouragement to ask for ID from any person appearing to be under 25 years of age to prove that they are over 18.</p> <p>Only accept photographic driving licences, passports or PASS (Proof of Age Standards Scheme) cards approved as means of ID.</p> <p>Use till prompts to remind staff to ask for proof of age.</p>

<p><b>Access to age restricted films.</b></p>	<p>Prominently advertise the scheme in your premises so that customers are aware, in particular, display proof of age signs at the point of sale.</p> <p><b>Display posters at the premises</b> stating that it is an offence to purchase alcohol on behalf of an underage person (proxy sales).</p> <p><b>Keep a refusals book</b> (or refusal button on EPOS –Electronic Point of Sale) on the premises and ensure it is completed whenever a sale is refused to a person who cannot prove they are over the age of 18.</p> <p>The book should contain the date and time of the incident, a description of the customer, the name of the staff member who refused the sale, and the reason the sale was refused.</p> <p>The book should be made available to Police and authorised Council officers on request.</p> <p>The book should be reviewed on a regular basis to see if any patterns emerge.</p> <p><b>Staff training</b> in the age related sections of the Licensing Act 2003 should be provided to all door, bar and till staff. This includes the ability to competently check customers' identification where necessary.</p> <p>A record should be kept of the date and name of person trained.</p> <p><b>Adequate provisions for restricting children</b> from viewing age restricted films should be in place at the premises. Staff should be trained to check ages at point of sale and prior to entry to a screening room to ensure that admission of children to films is in accordance with the recommendations of the British Board of Film Classifications (BBFC).</p>
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## Appendix B -

### Geographical Area of Cumulative Impact Policy in Haverfordwest, Pembrokeshire





## Geographical Area of Cumulative Impact Policy in Tenby, Pembrokeshire

