



## Notice of meeting of

### **Gambling & Licensing Acts Committee**

**To:** Councillors Merrett (Chair), Alexander, Ayre, Horton, Hyman, Looker, Moore, Orrell, Pierce, Reid, Runciman, Taylor, B Watson and Wiseman (Vice-Chair)

**Date:** Friday, 3 September 2010

**Time:** 2.00 pm

**Venue:** The Guildhall

## **A G E N D A**

### **1. Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

### **2. Minutes** (Pages 3 - 6)

To approve and sign the minutes of the meeting held on 18 June 2010.

### **3. Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Thursday 2nd September 2010.**

- 4. Licensing Act 2003 - Update.** (Pages 7 - 14)  
This report seeks to provide Members with an update on the current local position on the impact of the Licensing Act 2003, up to the 31<sup>st</sup> March 2010.
- 5. Licensing Act 2003 - Rebalancing the Licensing Act.** (Pages 15 - 50)  
This report advises Members of recent consultation from the Home Office entitled "Rebalancing the Licensing Act". It seeks Members approval regarding the Councils response to the consultation.
- 6. Any other business which the Chair considers urgent under the Local Government Act 1972**

Democracy Officer:

Name: Laura Bootland

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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting Laura Bootland

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

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City of York Council

Committee Minutes

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MEETING	GAMBLING & LICENSING ACTS COMMITTEE
DATE	18 JUNE 2010
PRESENT	COUNCILLORS MERRETT (CHAIR), HORTON, LOOKER, MOORE, ORRELL, PIERCE, TAYLOR AND B WATSON
APOLOGIES	COUNCILLORS ALEXANDER, AYRE, HYMAN, REID, RUNCIMAN AND WISEMAN

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**PART A - MATTERS CONSIDERED UNDER DELEGATED POWERS.****1. DECLARATIONS OF INTEREST**

Councillor Taylor declared a personal non-prejudicial interest as his place of work is within the proposed CIZ.

Councillor Pierce declared a personal non-prejudicial interest as he is acquainted with respondent 005 as detailed on page 35 of the agenda.

Councillor Merrett declared a personal non prejudicial interest as he the Ward Councillor for respondent 009 as detailed on page 39 of the agenda.

**2. MINUTES**

RESOLVED: That the minutes of the meeting held on 58 February 2010 be approved and signed by the Chair as a correct record.

**3. PUBLIC PARTICIPATION**

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

**4. LICENSING ACT 2003 - MINOR VARIATIONS.**

Members considered a report which advised them on the number and type of applications received for Minor Variations to Premises Licences and Club Premise Certificates following the Legislative Reform order that came into force in July 2009 which enables licensing authorities to receive and determine minor variations.

Officers outlined the report and had attached a list of the applications received at Annex 1. They advised that applicants are now being proactive and are calling the licensing department to check first whether something can be dealt with as a minor variation. The Council's Environmental

Protection Unit are also discussing applications with Licence holders to agree additional licence conditions to go alongside variations where necessary.

Members noted the report and approved the officer recommendation.

RESOLVED: That Members approved Option 2 and instructed Officers to provide an annual update, which will be included in the annual report to Members on the Licensing Act 2003.<sup>1</sup>

REASON: To keep Members informed of the effect of their Licensing Policy.

Action Required

1. Licensing Officers to add annual report on Minor Variations to Work Plan.

JL

**PART B - MATTERS REFERRED TO COUNCIL.**

**5. REVIEW OF CUMULATIVE IMPACT ZONE.**

Members considered a report which sought approval to change the boundary of the Cumulative Impact Zone (CIZ). The proposed changes are as a result of consultation on a report received from North Yorkshire Police detailing changing patterns of crime and disorder in the City Centre.

The Council's Statement of Licensing Policy 2008-2011 includes a policy on cumulative impact for part of the city centre. The effect of the special policy is to create a rebuttable presumption that applications for new premises or material variations would normally be refused if relevant representation are received. Full details can be found at Section 6 of the Council's Licensing Policy. The boundary of the CIZ zone was approved at Council in April 2005, based on the patterns of crime and disorder at that time.

North Yorkshire Police submitted a report to the Council in January 2010 requesting that the boundaries of the zone be amended to reflect current patterns of crime and disorder in the City. This report was brought before Members in February 2010. Members determined that an extended boundary should be considered for inclusion in the CIZ subject to consultation and evidence base. A second report dated 25 March 2010 was then submitted by North Yorkshire Police detailing the extended area and this report was put forward for consultation, with the agreement of Members.

Consultation on the revised zone took place between March and May 2010 by direct mailing. A list of consultees was attached at Annex 2 of the Officers report.

Following an update from Licensing Officers and North Yorkshire Police, Members queried why Blossom Street had been excluded from the CIZ as they were aware of crime and disorder problems in the area and suggested that the street should remain included. North Yorkshire Police advised that incidents in Blossom Street had accounted for 4% of the total crime for the CIZ in 2009. Members commented that they felt there was a fair number of incidents in the area to warrant its inclusion in the CIZ.

**RECOMMENDED:** That Council resolves to approve the proposals submitted by North Yorkshire Police, with an amendment to retain Blossom Street within the CIZ as a result of the consultation responses as additional evidence from residents in the area.

**REASON:** To assist with the effective implementation of the Licensing Act 2003 in the city and contribute to the reduction of alcohol related crime and disorder in the city centre.

Councillor Merrett, Chair

[The meeting started at 2.00 pm and finished at 3.05 pm].

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## **Gambling and Licensing Acts Committee**

**3 September 2010**

Report of the Director of Communities and Neighbourhoods

### **Licensing Act 2003 Update**

#### **Summary**

1. This report seeks to provide members with an update on the current local position on the impact of the of the Licensing Act 2003, up to the 31 March 2010.

#### **Background**

2. There are currently 866 premise licences and 59 club premise certificates in force within the authority area. A breakdown by type is shown at annex 1. During the year 2009/10 26 new premise licence grant applications were received and 42 variation applications. 15 of the grant and variation applications were determined by licensing sub committee hearings. 1 premise licence has also been reviewed, members determined to modify licence conditions.
3. This authority also licences 1773 personal licence holders. Personal licences are granted for a period of 10 years, unless surrendered or revoked. Within the year 2009/10 192 new personal licences were granted. During this period 379 temporary event notices have been received. A break down of all applications received by the Licensing Section is shown at annex 2.
4. During the year 2009/10 licensing officers have undertaken 250 licenced premises visits, 96 of these were multi agency enforcement visits. At these visit officers offer help, support and advice as well as enforcing licensing legislation. Officers general report minor issues, for example the premise licence summaries not been displayed, premises not operating refusals books and smoking signage incorrectly displayed. Any issues are always brought to the operators attention as the time of the visit and followed by a written report. During evening enforcement work officers have requested that 1 premise closed voluntarily as the designated premise supervisors was no longer in place.
5. The authority area has 21 designated public places orders (alcohol exclusion zones). The local authority may make an order where it is satisfied that nuisance or annoyance to member of the public, or disorder has been associated with the consumption of alcohol in that place. An order makes it an offence for any person to drink alcohol in that place after being requested by a police officer not to do so. The police also have powers of confiscation. Within 2009/10 a new zone was introduced within the Clarence Gardens area.

6. The licensing section holds bi-monthly licensing enforcement meetings, these are attended by representatives of Planning, Environmental Protection Unit, Trading Standards, North Yorkshire Police and North Yorkshire Fire & Rescue Service. These meetings enable officers to share information, discuss current issues, give updates on the process of applications and update officers on changes in legislation. The meetings enable officers to target resources at problem areas and premises.
7. Within 2009/10 the councils income from the Licensing Act was £219349. However, including responsible authorities costs, it cost the council £255556 to administer and enforce the legislation.

### **Consultation**

8. Responsible authorities were consulted with regards to this report. The following comments have been received.

#### Trading Standards

9. City of York Council Trading Standards have now received training and have the powers to issue police PND's (Penalty Notice for Disorder). When undertaking test purchase exercises test purchasers now use covert cameras in shops rather than have officers in close proximity. This is to make the situation more life like. During 2009/10 35 test purchases were carried out in off licensed premises. 1 made an illegal sale, the seller received a formal caution.

#### Environmental Protection Unit (EPU)

10. During 2009/10 EPU received 176 complaints relating to 38 licensed premises, this is an increase of 8.6% on the previous year. 90 of these complaints were received by the out of hours noise patrol. 11 noise abatement notices were served on 7 different premises. EPU applied for a review of a premise licence for Ziggy's Nightclub following a number of noise complaints and serving a noise abatement notice, the review hearing took place on 18 January 2010, Members determined to modify conditions on the licence.

#### North Yorkshire Police

11. During the summer of 2009 North Yorkshire Police carried out a campaign within the city centre, the Altn8 campaign. The campaign involved extra police officers providing high visibility policing within the city centre on Friday and Saturday evenings. It also involved other agencies, such as North Yorkshire Fire & Rescue Service, Safer York Partnership and the health service. High profile information units were placed in a number of city centre locations during the course of the evenings providing free water, flip flops, condoms, etc and offered advice and information. During the course of the campaign police saw a reduction in alcohol related crime and disorder. The Police have reported that there has been a 24% reduction in crime on the previous year, an 11% reduction within the city walls.

12. In September 2009 a voluntary organisations “Street Angels” started to operate on Friday and Saturday evenings. They operate a high visibility patrol of the city centre between 22:00 – 02:00 hours. Offering assistant were required, they supplied water, flip flops, etc and assist in making sure people get home safely.

### **Options**

13. Option 1 – That Members note the content of this report
14. Option 2 – That Members note the content of this report and request that officers report back on an annual basis.

### **Analysis**

15. No issues have been raised in respect of public safety or the protection of children from harm.
16. North Yorkshire Police submitted a report to the council in January 2010 requesting that the boundaries for the cumulative impact zone be amended to reflect changing patterns of crime and disorder in the city centre. Members determined on the 5 February 2010 that an extended boundary should be considered for inclusion in the CIZ subject to consultation and an evidence base. A second report was submitted by the police in March 2010 including the extended boundary, the Chair in consultation with other Members determined that this report should go out for formal consultation. The report went out for formal consultation in March 2010.

### **Corporate Strategy**

17. The Licensing Act 2003 has 4 objectives the prevention of crime and disorder, public safety, prevention of public nuisance and the protection of children from harm.
18. The promotion of the licensing objectives will support the Council’s strategy to make York a safer city with low crime rates and high opinions of the city’s safety record.

### **Implications**

19. **Financial:** None

**Human Resources (HR):** None

**Equalities:** None

**Legal :** None

**Crime and Disorder:** None

**Information Technology (IT):** None

**Property:** None

**Other:** None

### **Risk Management**

20. There is no risk to the council with respect to this report.

### **Recommendations**

21. Members are asked to approve option 2 and instruct officers to provide an annual update on the Licensing Act 2003.

22. Reason – To keep Members informed of the effect of their Licensing Policy.

**Author:**  
**Lesley Cooke**  
**Senior Licensing Officer**

**Chief Officer Responsible for the report:**  
**Andy Hudson**  
**Assistant Director of Neighbourhoods and**  
**Community Safety**

**Communities and**  
**Neighbourhoods**

Report Approved  Date 19 August 2010

Tel No: 01904 551526

**Specialist Implications Officer Legal**  
**Sandra Branigan**  
Tel No. 01904 551040

**Wards Affected: All**



**For further information please contact the author of the report.**

### **Annexes:**

Annex 1 – Breakdown of licensed premises

Annex 2 – Breakdown on type and number of licensing application received

Premise type and number of premises licensed

Café & Restaurants	-	152
Clubs (golf, football, ruby, gyms, snooker, etc)	-	21
Education Establishments	-	67
Function/Conference Venues	-	16
Hotels / B&B	-	70
Night Clubs	-	4
Off Licences	-	154
Other (museums, bingo halls, boats, elderly peoples homes)	-	51
Public Houses / Bars	-	211
Private Clubs	-	59
Takeaways	-	75
Theatre / Cinemas	-	8
Village/Commity/Church Halls	-	37

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**2009/10**

<i>Premise Licences</i>	
Grants	26
Variations	42
Application determined by a hearing	15
Application successfully mediated	30
Minor variation	4
Transfer	69
DPS variations	202
Notifications of interest	7
Change of name/address licence holder	42
Change of address DPS	12
Reviews	1
<i>Personal Licences</i>	
Grants	191
Change of name/address	72
Replacement licenses	6
TENs	379

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## **Gambling and Licensing Acts Committee**

**3 September 2010**

Report of the Director of Communities & Neighbourhoods

### **Licensing Act 2003**

### **Rebalancing the Licensing Act**

#### **Summary**

1. This report advises members of recent consultation from the Home Office entitled "Rebalancing the Licensing Act". It seeks members approval regarding the councils response to the consultation.

#### **Background**

2. The Licensing Act 2003 (the Act) has be in operation since November 2005. During this operation period there has been some revisions however the new Government are proposing new measures to rebalance the Act to empower individuals, families and local communities to shape and determine local licensing. The consultation document is attached at Annex 1.
3. The Government is prosing the following measures: -
  - (a) Give licensing authorities the power to refuse licence applications or call for a licence review without requiring relevant representations from a responsible authority.
  - (b) Remove the need for licensing authorities to demonstrate their decisions on licences 'are necessary' for (rather than of benefit to) the promotion of the licensing objectives.
  - (c) Reduce the evidential burden of proof required by licensing authorities in making decisions on licence applications and licence reviews.
  - (d) Increase the weight licensing authorities will have to give to relevant representations and objection notices from the police.
  - (e) Simplify Cumulative Impact Policies to allow licensing authorities to have more control over outlet density.
  - (f) Increase the opportunities for local residents or their representative groups to be involved in licensing decisions, without regard to their immediate proximity to premises.

- (g) Enable more involvement from local health bodies in licensing decisions by designating health bodies as a responsible authority and seeking views on making health a licensing objective.
- (h) Amend the process of appeal to avoid the costly practice of rehearing licensing decisions.
- (i) Enable licensing authorities to have flexibility in restricting or extending opening hours to reflect community concerns or preferences.
- (j) Repeal the unpopular power to establish Alcohol Disorder Zones and allow licensing authorities to use a simple adjustment to the existing fee system to pay for any additional policing needed during late-night opening.
- (k) Substantial overhaul of the system of Temporary Event Notices to give the police more time to object, enable all responsible authorities to object, increase the notification period and reduce the number that can be applied for by personal licence holders.
- (l) Introduce tough sentences for persistent underage sales.
- (m) Trigger automatic licence reviews following persistent underage sales.
- (n) Ban the sale of alcohol below cost price.
- (o) Enable local authorities to increase licensing fees so that they are based on full cost recovery.
- (p) Consult on the impact of the Mandatory Licensing Conditions Order and whether the current conditions should be removed.

## **Consultation**

19. The Home Office has consulted a wide range of persons and organisations, as indicated in page 7 of the consultation document. The council has only taken a limited local consultation on this document. Due to restricted timescales it has been circulated to the councils Environmental Protection and Trading Standard Units. North Yorkshire Police are responding as a force to the document.

## **Options**

20. The questions in the consultation document are listed in Chapter 11 of the Home Office consultation document. Officers responses are attached at Annex 2. It is recognised that Members may have some different views on the legislation operating as a decision making body.
21. Option 1 - Agree with the officers responses as attached at Annex 2.
22. Option 2 - Amend officers responses.

## **Analysis**

23. Officers views are set out in the proposed response to the Home Office at Annex 2. As the legislation has been in force since November 2005 in light of experience of dealing with the legislation, Officers believe a review of the legislation and guidance is necessary.

## **Corporate Strategy**

24. The Licensing Act 2003 has 4 objectives the prevention of crime and disorder, public safety, prevention of public nuisance and the protection of children from harm.
25. The promotion of the licensing objectives will support the Council's strategy to make York a safer city with low crime rates and high opinions of the city's safety record.

## **Implications**

26. **Financial:** None

**Human Resources (HR):** None

**Equalities:** None

**Legal :** None

**Crime and Disorder:** None

**Information Technology (IT):** None

**Property:** None

**Other:** None

## **Risk Management**

27. There is no risk to the council in submitting this response.

## **Recommendations**

28. Members are asked to approve option 1 and instruct officer to submit the response to the Home Office.

**Author:**  
**Lesley Cooke**  
**Senior Licensing Officer**

**Chief Officer Responsible for the report:**  
**Andy Hudson**  
**Assistant Director of Neighbourhoods and**  
**Community Safety**

**Neighbourhoods and**  
**Community Safety**

Report Approved



Date 19 August 2010

Tel No: 01904 551526

**Specialist Implications Officer Legal - Martin Blythe**

Tel No. 01904 551044

**Wards Affected: All**



**For further information please contact the author of the report.**

**Annexes:**

Annex 1 – Rebalancing the Licensing Act – a consultation on empowering individuals, families and local communities to shape and determine local licensing.

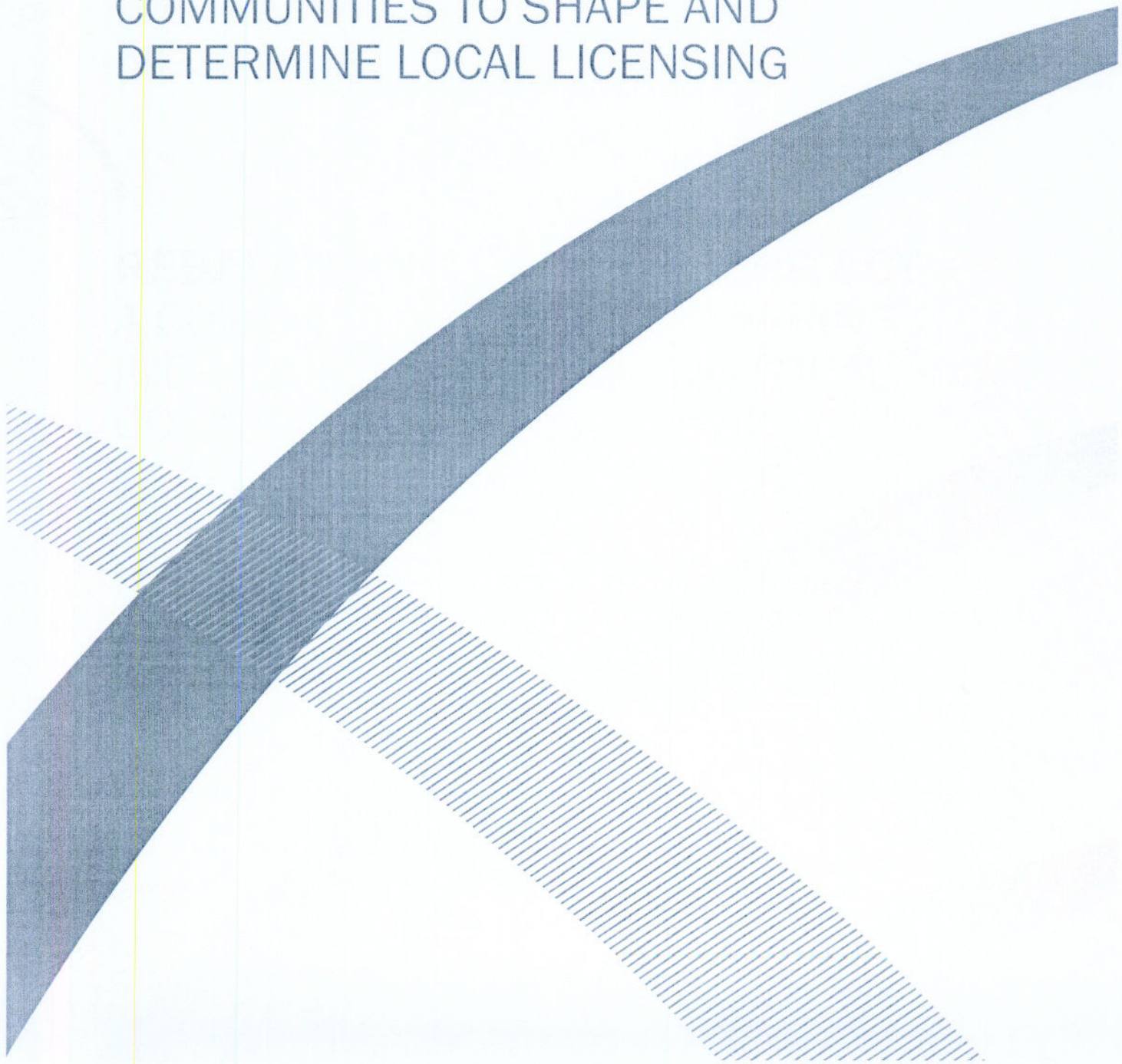
Annex 2 – List of questions and officers responses.

*Amex 1.*



Home Office

**REBALANCING THE LICENSING ACT**  
A CONSULTATION ON EMPOWERING  
INDIVIDUALS, FAMILIES AND LOCAL  
COMMUNITIES TO SHAPE AND  
DETERMINE LOCAL LICENSING



## MINISTERIAL FOREWORD



For too long town centres up and down the country have been blighted by crime and disorder driven by irresponsible binge drinking. Local communities have not had a strong enough voice in determining which pubs and clubs should be open

in their area and for how long they should trade. Local authorities have had their hands tied by an overly bureaucratic licensing regime meaning they have not been able to adequately respond to local concerns.

The majority of licensed premises are well run businesses, which provide a valuable service to their local communities and the Government recognises the important role which pubs can play as part of the fabric of neighbourhoods and villages. Whilst tackling alcohol-related crime is a priority for the Government, it will not be addressed at the expense of these responsible businesses. Instead, the Government's approach is to provide greater flexibility for communities to deal with the small minority of irresponsible premises that do not contribute to the well-being of local areas.

The Government believes that the Licensing Act is due an overhaul and that through this, the power to make licensing decisions needs to be rebalanced in favour of local communities. The presumption to approve all new licence applications that is embedded within the Licensing Act must be removed. And in its place a new licensing regime needs to be established with local authorities and the police better able to respond to local residents' concerns. If local communities don't want nightclubs open until six in the morning then the local authority should be able to respond flexibly to this concern. Similarly, if the local community does want a vibrant late-night economy, with premises open into the early hours, then the local authority should have the flexibility to charge a fee to pay for any additional policing this generates. Local tax payers shouldn't simply be left to pick up this cost.

Whilst the Government is determined to remove the bureaucracy behind licensing and to put local communities in the lead, it still has a role in setting the framework for responsible trading. For example, the Government is determined that irresponsible businesses which continue to flout the law by selling alcohol to children should no longer be able to trade. This will send a clear signal about individual behaviour and responsibility, and about what is and what isn't acceptable to the public. The Government is also concerned by those businesses that sell alcohol at a loss in order to gain wider trade. As evidenced by the Competition Commission's Groceries Market Inquiry in 2006-2008, all too often alcohol is sold at a price which simply doesn't reflect its cost. This sort of practice is irresponsible as it can lead to binge drinking and subsequent crime and disorder. The Government therefore intends to ban the sale of alcohol below cost price.

With the changes proposed in this consultation the Government believes the net result will be a fundamental shift in the licensing regime in this country, with more emphasis on local accountability and less emphasis on central interference. We welcome your views on these proposals, and on how they will support local decision making, local accountability, and vibrant local night-time economies.

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# 1. EXECUTIVE SUMMARY

1.01 Alcohol plays an important part in the cultural life of this country, employing large numbers in production, retail and the hospitality industry. The industry as a whole contributes around £8.5bn to the Exchequer through excise duty alone, and over 200,000 premises have a licence to sell alcohol. Central to this is a system of alcohol licensing that is effective in regulating sales and reflective of local demands. This document sets out the Government's proposals for overhauling the current licensing regime to give more power to local authorities and the police to respond to local concerns about their night-time economy, whilst promoting responsible business. The Government will be consulting separately on the Coalition's proposals to deregulate live music and similar performances.

1.02 Since the introduction of the Licensing Act there has been growing concern that the original vision of a vibrant "café culture" has failed to materialise. The Government intends to introduce more flexibility into the current licensing regime to allow local authorities and the police, to clamp down on alcohol-related crime and disorder hot spots within local night-time economies. To rebalance the licensing regime the Government is proposing the following measures:

- a. Give licensing authorities the power to refuse licence applications or call for a licence review without requiring relevant representations from a responsible authority.
- b. Remove the need for licensing authorities to demonstrate their decisions on licences 'are necessary' for (rather than of benefit to) the promotion of the licensing objectives.
- c. Reduce the evidential burden of proof required by licensing authorities in making decisions on licence applications and licence reviews.
- d. Increase the weight licensing authorities will have to give to relevant representations and objection notices from the police.
- e. Simplify Cumulative Impact Policies to allow licensing authorities to have more control over outlet density.
- f. Increase the opportunities for local residents or their representative groups to be involved in licensing decisions, without regard to their immediate proximity to premises.
- g. Enable more involvement of local health bodies in licensing decisions by designating health bodies as a responsible authority and seeking views on making health a licensing objective.
- h. Amend the process of appeal to avoid the costly practice of rehearing licensing decisions.
- i. Enable licensing authorities to have flexibility in restricting or extending opening hours to reflect community concerns or preferences.
- j. Repeal the unpopular power to establish Alcohol Disorder Zones and allow licensing authorities to use a simple adjustment to the existing fee system to pay for any additional policing needed during late-night opening.
- k. Substantial overhaul of the system of Temporary Event Notices to give the police more time to object, enable all responsible authorities to object, increase the notification period and reduce the number that can be applied for by personal licence holders.
- l. Introduce tougher sentences for persistent underage sales.
- m. Trigger automatic licence reviews following persistent underage sales.
- n. Ban the sale of alcohol below cost price.
- o. Enable local authorities to increase licensing fees so that they are based on full cost recovery.
- p. Enable licensing authorities to revoke licences due to non-payment of fees.
- q. Consult on the impact of the Mandatory Licensing Conditions Order and whether the current conditions should be removed.



## 2. BACKGROUND

2.01 The police are fighting a constant and expensive battle against alcohol fuelled crime and anti-social behaviour. The last 5 years have introduced a new drinking culture in our towns and cities. The promised "café-culture" from 24 hour licences has not materialised, instead in 2009/10 almost one million violent crimes were alcohol-related and 47% of all violent crime was fuelled by alcohol. A fifth of all violent incidents took place in or around a pub or club, and almost two-thirds at night or in the evening. There are 6.6 million alcohol-related attendances at hospital accident and emergency (A&E) per year at a cost of £645 million. In addition, 1.2 million ambulance call outs each year costing £372 million are alcohol-related. The total costs of alcohol-related crime and disorder to the taxpayer are estimated to be between £8bn and £13bn.

2.02 The majority of people drink responsibly, but not enough has been done to enable local communities to take action against those that don't. It is vital that local communities – the public and their elected representatives – have the powers they need to tackle alcohol-related crime and anti-social behaviour whilst promoting local business and ensuring that those that drink responsibly are not unduly penalised. This challenge has to be achieved within the toughest economic climate for both the public sector and business that has been seen for decades.

2.03 In the past few years, legislation through the Licensing Act 2003, Violent Crime Reduction Act 2006 and Policing and Crime Act 2009 has been introduced to try and tackle the harms that arise from the misuse of alcohol. This legislation has not achieved the previous Government's objectives and has simultaneously introduced unnecessary additional burdens and bureaucracy in the system.

### COALITION AGREEMENT

2.04 In the Coalition Agreement, the Government set out a clear programme of reform around alcohol licensing to tackle the crime and anti-social behaviour that is too often associated with binge drinking in the night-time economy. In particular, the Government set out the following five commitments which are covered in this consultation.

- We will overhaul the Licensing Act to give local authorities and the police much stronger powers to remove licences from, or refuse to grant licences to, any premises that are causing problems.
- We will allow councils and the police to shut down permanently any shop or bar found to be persistently selling alcohol to children.
- We will double the maximum fine for underage alcohol sales to £20,000.
- We will permit local councils to charge more for late-night licences to pay for additional policing.
- We will ban the sale of alcohol below cost price.

2.05 A sixth commitment to "review alcohol taxation and pricing to ensure it tackles binge drinking without unfairly penalising responsible drinkers, pubs and important local industries" is being taken forward separately by the Home Office and HM Treasury.

### SHIFTING THE BALANCE OF RESPONSIBILITY FOR ALCOHOL RELATED CRIME AND DISORDER

2.06 All too often high streets are filled on a Friday and Saturday night with revellers who are not encouraged to take responsibility for their own actions. They drink to excess and expect the taxpayer to meet the cost of their overindulgence. The Government wants a fundamental shift in responsibilities. Central Government will no longer be the primary driver for reducing and addressing the problems of alcohol-related crime and anti-social behaviour. Local authorities and local communities will have a greater say in what happens in their local area and individuals will become increasingly responsible for their own actions. The Government is committed to challenging the assumption that the only way to change people's behaviour is through adding to rules and regulations. In future, solutions to address alcohol-related problems will be found locally, and by encouraging individuals to take responsibility for their own actions.

### STRIKING THE RIGHT BALANCE – PROMOTING BUSINESS AND CRIME PREVENTION

2.07 The government is committed to striking an appropriate balance between supporting business and driving down alcohol-related crime and disorder. Encouraging innovation and supporting economic growth is vital during these challenging economic times. However, the two aims are not mutually exclusive as safer areas are more likely to be vibrant, attracting a greater range of people. There are numerous instances of local businesses working with the police and others to reduce alcohol-related harm whilst promoting their interests. Examples of this working in practice include the Retail of Alcohol Standards Group's Community Alcohol Partnerships which were successfully piloted in St Neots; Business Improvement Districts (BIDs); and the national Best Bar None (BBN) awards scheme.

2.08 BIDs are a public-private partnership in which businesses within a defined area pay a supplementary levy on their business rates, in

order to fund changes that will improve their trading environment and directly benefit their business. For many, this is achieved by implementing crime reduction initiatives that make the public feel safer and more inclined to visit. An excellent example of this initiative is Birmingham's Broad Street BID which covers the entertainment heart of the city. Amongst other things, the BID has developed town centre wardens, taxi marshalls and enhanced cleaning to tackle litter. During the BID's first year, police statistics showed a 60% reduction in general crime and a 28% reduction in violent crime (although it is not possible to conclude how much of the reduction was directly due to the BID).

2.09 The BBN award scheme was set up to acknowledge responsible and well run licensed premises. It provides an excellent way for the police to work with the licensed retail sector to raise standards and reduce crime. However, an additional benefit is that the high profile national awards ceremony attracts positive publicity for both the venue and the area. An excellent example of this is the Doncaster BBN scheme. An evaluation of the Doncaster scheme, carried out by the national BBN team, concluded that the scheme contributed to notable reductions in alcohol-related crime in Doncaster town centre, although the exact percentage amount could not be determined, because it was one of several evening economy measures that took place during this time. The evaluation noted that large reductions in violent offences were being recorded in the majority of BBN premises, and a number of additional benefits to licensed premises as a result of BBN accreditation were also noted.

2.10 Where these types of local schemes emerge the Government will encourage and support them, not interfere with them. Alongside this support, the role of Government is to ensure that the regulatory framework for alcohol reflects the needs of local communities, and empowers local agencies to act on their behalf. This is the focus of this consultation.

## 3. ABOUT THIS CONSULTATION

3.01 This consultation seeks views on proposals to deliver the Government's commitments on alcohol outlined in the Coalition Agreement. We are keen to hear from everyone who will be affected by the changes, including members of the public who are consumers of alcohol, those who are affected by alcohol-related crime, those that run or work in pubs, clubs, supermarkets and shops, criminal justice agencies, licensing authorities, and trade associations representing those who produce and sell alcohol. As the key commitments outlined have been published in the Coalition Agreement, this consultation primarily seeks views on the implications of implementing the proposals rather than inviting views on the commitments themselves.

3.02 This consultation runs for 6 weeks from 28 July to the 8 September and covers England and Wales, where these proposals apply. The Government has already consulted a number of key partners prior to publishing this consultation, which has included holding 8 meetings with over 55 stakeholders from the on and off trade, alcohol producers, police and local authorities, health and voluntary sectors.

3.03 Information on how to respond to this consultation can be found on the Home Office website at <http://www.homeoffice.gov.uk/about-us/consultations/>. Responses can be submitted online through the Home Office website or by post by sending responses to:

Home Office - Alcohol Strategy Unit,  
4<sup>th</sup> Floor Fry Building,  
2 Marsham Street,  
London,  
SW1P 4DF

You should contact the Home Office Alcohol Strategy Unit by email at [Alcohol.consultation@homeoffice.gsi.gov.uk](mailto:Alcohol.consultation@homeoffice.gsi.gov.uk) if you require a copy of this consultation paper in any other format, e.g. Braille, Large Font, or Audio.'

### DEVOLVED ADMINISTRATIONS

3.04 As most of these new measures will be introduced through the Police Reform and Social Responsibility Bill and include amendments to the Licensing Act 2003, they will only apply to England and Wales. We are yet to decide on how the ban on below cost sales of alcohol will be implemented. Were this ban to be implemented through the Mandatory Code of Practice for Alcohol Retailers or the Licensing Act 2003, it would only apply to alcohol sold in England and Wales. However, there is the possibility that the ban could be implemented across the whole of the United Kingdom if a more appropriate means of introduction is identified.

### IMPACT ASSESSMENT

3.05 The impact assessment which accompanies this consultation sets out further details of the estimated benefits and costs, including financial costs. Where costs have been estimated, these should be viewed as indicative only.

## 4. LICENSING LEGISLATION

4.01. The Licensing Act 2003 became law on 24 November 2005, and regulates licensable activities and qualifying club activities. These activities include:

- The sale by retail of alcohol;
- The supply of alcohol by or on behalf of a club to, or to the order of, a member of the club; and
- The sale by retail of alcohol by or on behalf of a club to a guest of a member of the club for consumption on the premises where the sale takes place.

4.02. Licensable activities also include the provision of regulated entertainment and late night refreshment (Schedules 1 and 2). An authorisation is required in respect of any licensable activity; authorisation can comprise a premises licence, club premises certificate or temporary event notice and there can be one or more authorisations for the same premises. The processes and procedures governing each form of authorisation are contained in Part 3 (premises licences), Part 4 (club premises certificates) and Part 5 (permitted temporary activities) of the Act.

4.03. The Act introduced a single licence scheme for licensing premises and gave licensing authorities (in the form of a committee of not less than ten nor more than 15 members of the local authority which has responsibility for both personal licences to sell alcohol and premises licences) four licensing objectives, to ensure that licensable activities are carried out in the public interest.

4.04. A licensing authority can be a district or county council, London borough or one of the other bodies listed in section 3(1) of the Act, and its area is defined by reference to that of the corresponding local authority. The licensing authority must carry out its functions under the Act (licensing functions) with a view to:

- promoting the licensing objectives; and
- having regard to the statement of its licensing policy and licensing guidance issued by the Secretary of State.

4.05. The four licensing objectives are:

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

4.06. The Act enabled flexible opening hours for premises, consideration of the impact of opening hours on local residents and businesses, and gave local residents and businesses the right to make representations about applications. These representations must be based on the fact that one or more of the licensing objectives is being undermined.

4.07. A "responsible authority" (Police, Fire, Health & Safety, Planning, Environmental Health, Child Protection or Trading Standards) or an "interested party" (a person living or involved in business in the vicinity of the premises or a representative body of either) may make representations against an application or apply for a review of a licensed premises providing these objections pertain to the licensing objectives as listed above. A 28 day period is allowed for other responsible authorities or interested parties to also make representations. A hearing is held and those who expressed concerns are given the opportunity to present the issues in front of the licensing committee members. As a result of the hearing for either a licence application or review, the committee will make a decision; this may include refusing or revoking a licence or placing additional conditions on the licence.

## 5. GIVING MORE LOCAL POWERS TO REFUSE AND REVOKE LICENCES

5.01. Under the provisions in the 2003 Licensing Act there is a fundamental presumption in favour of granting an application for a licence to sell alcohol, which makes it difficult for local authorities to turn down applications. The Government wants to overhaul the licensing system to empower local councils and the police to clamp down on binge drinking hotspots and irresponsible retailers.

5.02. The Government proposes to change the balance of the Licensing Act to make licensing authorities more pro-active and empowered to take decisions. Currently under the Licensing Act a licensing authority can only refuse or remove a licence, or impose conditions on the licence upon review, if it can be proved that this 'is necessary' for the promotion of the licensing objectives and if a relevant representation has been made by a responsible authority. Refusals on this basis are rare partly because the licensing authority is not a responsible authority under the Act.

5.03. To make existing powers stronger and more responsive to local needs, it is proposed that relevant licensing authorities are made responsible authorities under the Licensing Act (or given equivalent powers). This would empower them to refuse, remove or review licences themselves without first having had to have received a representation from one of the other responsible authorities. This will also benefit the Cumulative Impact Policies (see next chapter) because licensing authorities will be able to refuse an application without representation.

**Consultation Question 1: What do you think the impact would be of making relevant licensing authorities responsible authorities?**

5.04. In making determinations on new and existing licences, licensing authorities are currently required under the Licensing Act to demonstrate that these actions are 'necessary' for the promotion of the licensing objectives in their local area. This places a significant evidential burden on the licensing authority. The Government is considering amending the

Act to reduce the burden on licensing authorities from the requirement to prove that their actions are 'necessary', to empowering them to consider more widely what actions are most appropriate to promote the licensing objectives in their area. All decisions will remain within the framework of promoting the licensing objectives and not any area the licensing authority stipulates. The Government is also exploring possible changes to the licence application process, to shift the onus onto applicants to consider and demonstrate to the licensing authority in their application, how granting their licence application will impact on the local area, and how they will mitigate any potential negative impacts.

**Consultation Question 2: What impact do you think reducing the burden of proof on licensing authorities will have?**

**Consultation Question 3: Do you have any suggestions about how the licence application process could be amended to ensure that applicants consider the impact of their licence application on the local area?**

5.05. When determining an application for a premises licence, an application for a licence review or the granting of a personal licence, the licensing authority must have regard to relevant representations or objection notices (in the case of personal licence applications) from the chief officer of police. We propose to strengthen the weight that licensing authorities must give to police representations (including those voiced by the police at a hearing) and objection notices by amending the legislation to require licensing authorities to accept all representations and notices and adopt all recommendations from the police, unless there is clear evidence that these are not relevant.

**Consultation Question 4: What would the effect be of requiring licensing authorities to accept all representations, notices and recommendations from the police unless there is clear evidence that these are not relevant?**

## INVOLVING THE COMMUNITY AND THEIR REPRESENTATIVES

5.06. Licensing authorities currently have to produce and publish a statement of licensing policy for each three year period, which they then have to have regard to when making a determination on a licence application. In producing this statement, the Licensing Act states that the authority must consult the chief police officer for the area, the fire authority and such persons as the authority considers representative of holders of premises licences, club premises certificates, personal licences and local residents and businesses. In reality, some licensing authorities do not consult widely and practitioners have stated that as a result, licensing statements can be too narrowly defined and not representative of the views and needs of the local community.

5.07. To overcome this, the statutory guidance will be revised to encourage licensing authorities to consult more widely when determining their licensing policy statement, without prescribing from the Centre the parties they must consult with. To support licensing authorities in doing this, simple templates for self-assessment (e.g. Those used successfully for the Purple Flag scheme) will be provided within the guidance.

5.08. The Licensing Act 2003 allows local residents to raise concerns regarding new licence applications or existing licensed premises. Local residents are classified as interested parties within the Act, and as such are able to make relevant representations to licensing authorities about the impact of licensed premises on the promotion of the licensing objectives in their area. Relevant representations are considered in the determination of new licence applications and may lead to reviews of existing licences. To reduce any uncertainty amongst residents as to whether or not they are in the vicinity of a premises – and therefore whether they are an interested party – the legislation will be amended to remove the requirement to show vicinity. This means that any person, body or business will be able to make a relevant representation on any premises, regardless of their geographic proximity.

5.09. Currently each local authority is required to have a petition scheme outlining how residents can submit petitions and how the local authority will respond.

**Consultation Question 5: How can licensing authorities encourage greater community and local resident involvement?**

**Consultation Question 6: What would be the effect of removing the requirement for interested parties to show vicinity when making relevant representations?**

## PUBLIC HEALTH

5.10. The determination of licensing decisions gives little consideration to the views of local health bodies, such as Primary Care Trusts (or their equivalents), as they are not included as responsible authorities within the Licensing Act. This means that they are unable to make representations to the local licensing authorities regarding concerns about the impact of new licensed premises on NHS resources. Designating health bodies as a responsible authority under the Act would enable them to make representations about the impact of new or existing licensed premises on the local NHS (primarily A&E departments and ambulance services) or more generally the safety of the public within the night-time economy. The expectation is that such representations would be based on analysis of the types of data already used to identify problematic premises and local violence hot-spots (e.g. alcohol-related A&E attendances or emergency response statistics), which will reinforce the Coalition Agreement commitment to roll-out A&E data sharing.

**Consultation Question 7: Are there any unintended consequences of designating health bodies as a responsible authority?**

5.11. Preventing harm to the health of the public is not currently a licensing objective. The Government would welcome views on making the prevention of health harm a material consideration for licensing authorities, either as a fifth licensing objective or as a discretionary power available to the authority where there is a particular local problem. This could allow licensing authorities to take account of local density of premises and hours of sale, and links to local alcohol-related illness and deaths. For example, this could mean restrictions on additional alcohol licences or additional hours of sale, whether within a defined area or within the local authority. Or it could mean encouraging or requiring premises to display sensible drinking messages or to promote low or non-alcoholic drinks.

5.12. This could mark a significant change in approach from the current Act and could have significant implications for businesses that incur additional costs or burden resulting from these decisions, and for their customers. The Government seeks views on how local areas might use this power, the implications for the public, businesses and local services, and whether this approach would be fair, targeted and proportionate.

**Consultation Question 8: What are the implications in including the prevention of health harm as a licensing objective?**

5.13. The Government considers that there is a case to be made for including additional bodies as interested parties under the Licensing Act. While all individuals resident in the vicinity are entitled to make representations about licence applications or existing licensed premises, the Government considers the scope of interested parties should be increased to cover bodies such as school governors, housing associations and registered social landlords which may wish to make representations as a collective, rather than as individual citizens.

**Consultation Question 9: What would be the effect of making community groups interested parties under the Licensing Act, and which groups should be included?**

**OVERHAULING THE APPEALS PROCESS FOR LICENCE APPLICATION DETERMINATIONS**

5.14. The Licensing Act and accompanying guidance sets out the process by which an applicant can appeal against a licence determination. If the licensing authority rejects a new licence application, or an application to vary or transfer a premises licence, the applicant can lodge an appeal against the decision within 21 days of being notified of the determination. An applicant can also appeal against other licensing determinations including personal licence applications, Temporary Event Notices and closure orders. The appeal must be made to the magistrates' court for the petty sessions area. An appeal can be lodged if:

- the licensing authority has rejected the application or imposed conditions outside those specified in the operating schedule accompanying the application or imposed additional conditions necessary for the promotion of the licensing objectives; or,
- the licensing authority rejects an application or takes action to remove a licensable activity from the licence or refuses to specify an individual as a designated premises supervisor.

5.15. Section 181 and Schedule 5 of the Licensing Act 2003 provide for a right of appeal to the magistrates' court against the decisions of licensing authorities. The applicant can appeal a licensing determination on the above grounds. Under the Act, parties who have made relevant representations in regard to a licence application also have a right of appeal against the determination of the licensing authority if they believe that the licence should not have been granted, or that different or additional conditions should have been imposed. These grounds therefore give scope for appeals to be lodged for a number of reasons and increase the burden on both courts and licensing authorities to conduct the appeal.

5.16. If an appeal is lodged against a licence determination, currently the magistrates' court has a number of options when determining an appeal. They can dismiss the appeal, substitute for the decision any other decision the licensing authority could have made, or remit the case to the licensing authority to hear (and dispose of in accordance with the direction of the court).

5.17. If the magistrates' court hears the appeal, case law, which predates the Licensing Act 2003, indicates that the appeal is by way of rehearing (*Sagnata Investments Ltd v Norwich Corpn* [1971]). In doing so, the court will have to have regard to the licensing authorities' statement of licensing policy and guidance issued under section 182 of the Licensing Act. The appeals process therefore often takes the power away from the licensing authority to make the final decision on the application.

5.18. The Government is considering options to tighten the appeals process and ensure that fewer appeals are heard in court and that, where possible, the power for determining licensing decisions remains with the licensing authority throughout, while retaining appropriate procedural safeguards. Therefore we propose that remitting the case back to the licensing authority to hear should become the default position although the court will need to retain the power to dismiss the appeal or re-hear it if seen to be necessary. Any proposals taken forward will include safeguards to ensure that Article 6 ECHR rights to a fair trial are not compromised.

**Consultation Question 10: What would be the effect of making the default position for the magistrates' court to remit the appeal back to the licensing authority to hear?**

#### APPEALS BY APPLICANTS ON LICENCE REVIEWS

5.19. Reviews of a premises licence can be applied for by either responsible authorities or interested parties under the Licensing Act. Following the hearing, the licensing authority can take a number of actions including, modifying the licence conditions, removing the designated premises supervisor and

suspending the licence for a period of up to 3 months. However the decisions taken by the licensing authority at the review hearing do not take effect until any appeal is disposed of.

There is evidence to suggest that some decisions are appealed against purely to ensure that the premises is able to trade during a profitable period (e.g. Christmas), and that the appeal may often be withdrawn once this period had passed. The Government considers that the sanctions imposed by a licensing authority should come into force when the holder of the premises licence receives the determination of the decision from the licensing authority, and that the sanctions should remain unless and until an appeal to the magistrates' court is successful.

**Consultation Question 11: What would be the effect of amending the legislation so that the decision of the licensing authority applies as soon as the premises licence holder receives the determination.**



## 6. DEALING WITH THE PROBLEMS OF LATE NIGHT DRINKING

6.01. The Government wants to make sure that all local authorities have the power to address the pressures caused by extensive late night drinking, and the 24 hour licensing culture. The introduction of the Licensing Act has not given local residents any more say in how late their licensed premises can stay open, so more local flexibility is needed in determining closing times and setting the fees to reflect the costs of policing the late night economy.

6.02. The latest figures show that at 31 March 2009 there were 7,178 premises holding licences to retail alcohol for up to 24 hours. Of these, 845 were pubs, bars and nightclubs able to sell alcohol for consumption on the premises for up to 24 hours. The number of premises open to sell alcohol after midnight or between 3am and 6am is not precisely known. Excluding hotels, many of these premises do not actually sell alcohol during these hours, but merely have the authorisation to do so.

### EARLY MORNING RESTRICTION ORDERS

6.03. The Crime and Security Act 2010 has an uncommenced power to allow licensing authorities to make Early Morning Restriction Orders (EMROs) which restrict the sale of alcohol between 3am and 6am by any outlet with a premises licence or club premises certificate, if it is considered necessary by the licensing authority for the promotion of the licensing objectives. The aim of EMROs is to provide licensing authorities with an additional tool to use to promote the licensing objectives in their local area, by restricting alcohol sales between certain times. The Government intends to commence this power with a significant amendment to allow local councils to decide between which hours (e.g. from midnight to 6am) they would like to prevent premises from opening, according to what they believe to be most appropriate for their local area. This differs from the current situation which limits local councils to issuing the order only between the hours of 3am and 6am. The change would ensure that licensing authorities are given the freedom to respond to the needs of their local community in determining when premises can sell alcohol.

6.04. The relevant legislation will also be amended so that an EMRO could be created if it was felt to be "beneficial" for the promotion of the licensing objectives rather than if it is felt to be "necessary" as is currently the case, in order to bring it in line with the proposed changes to the Licensing Act in the previous chapter.

**Consultation Question 12: What is the likely impact of extending the flexibility of Early Morning Restriction Orders to reflect the needs of the local areas?**

### ALCOHOL DISORDER ZONES

6.05. Alcohol Disorder Zones (ADZs) were introduced via the Violent Crime Reduction Act 2006. They permit local authorities (with the consent of the police) to designate areas where there are problems with alcohol-related nuisance, crime and disorder as ADZs. In theory ADZs allowed councils to charge a levy on problem premises.

6.06. However, since the regulations for ADZs came into force in June 2008 no local authorities have chosen to establish one in their area. We have received feedback on ADZs from local authorities that indicates that this is due to the lengthy and costly process involved in setting up an ADZ, along with the negative impact creating an ADZ might have on an area's image.

6.07. Local authorities have shown by not setting up any ADZs that they do not feel this policy is a suitable tool for tackling alcohol-related crime. Accordingly, the Government intends to repeal the legislation enabling ADZs. The policy intention behind ADZs will be met more effectively through the new late night levy, which is covered later in this consultation.

**Consultation Question 13: Do you have any concerns about repealing Alcohol Disorder Zones?**

## CUMULATIVE IMPACT POLICIES

6.08. Cumulative Impact Policies were introduced as a tool for licensing authorities to limit the growth of licensed premises in a problem area. They are a potentially useful tool for licensing authorities to limit the number of licensed premises, but can be used only when they have received relevant representations from a responsible authority on the potential cumulative impact. They are often considered to be bureaucratic for licensing authorities (particularly smaller ones) as the link to the licensing objectives means there is a high evidential burden on responsible authorities before one can be introduced. As of March 2009 there were only 129 Cumulative Impact Policies in place in England and Wales, and when in place they do not necessarily make it easier to refuse licence applications as relevant representations are still required in order for an application to be refused.

6.09. The Government proposes to simplify Cumulative Impact Policies and make them more responsive to local needs. It intends to remove the evidential requirement in order to reduce the burden on licensing authorities and encourage greater use of them. This will give greater weight to the views of local people as the licensing authority will not be constrained by the requirement to provide detailed additional evidence where such evidence is unavailable.

**Consultation Question 14: What are the consequences of removing the evidential requirement for Cumulative Impact Policies?**

## LATE NIGHT LEVY

6.10. The Government intends to legislate to enable licensing authorities to charge a late night levy to help pay for the cost of policing the local night-time economy, where this is deemed necessary.

6.11. It is intended that the levy would be introduced as an additional charge for licensed premises that local authorities have the discretion to introduce. This would apply to premises that have a licence to open beyond a specified time (e.g. all premises that open after midnight on any day of the week).

6.12. It may be possible to use the late night levy either as a means of recovering additional costs related to late night policing (in which case it would be determined by the additional cost of policing in the area it is applied, and the number of premises the cost is divided between). It may also be possible to allow the local authority some discretion over the amount that is charged for the levy.

**Consultation Question 15: Do you agree that the late night levy should be limited to recovery of these additional costs? Do you think that the local authority should be given some discretion on how much they can charge under the levy?**

6.13. It may be possible to charge different amounts for premises with reductions given to premises that are involved in schemes which reduce additional costs and which are deemed to be "best practice" (for example Best Bar None).

**Consultation Question 16: Do you think it would be advantageous to offer such reductions for the late night levy?**

6.14. As well as policing, it would be possible to give local authorities the discretion to use the late night levy to fund the additional costs of other services related to the consequence of alcohol on the night time economy such as taxi-marshalling or street cleaning.

**Consultation Question 17: Do you agree that the additional costs of these services should be funded by the late night levy?**

## AMENDING THE STATUTORY GUIDANCE TO MAKE IT CLEAR THAT MEASURES TO LIMIT OPENING HOURS CAN BE CONSIDERED

6.15. The Licensing Act 2003 introduced 24 hour alcohol licences, with the intention of allowing premises to adopt flexible opening hours. The objective was that consideration would be given to the impact of opening hours on local residents and businesses, and as part of this process, the Act gave local residents and businesses the right to make representations to the licensing authority to raise their concerns about new licence applications and the impact of existing licensed

premises on the local area. These representations must be based on the requirement that one or more of the licensing objectives is being undermined.

6.16. The aim behind introducing flexible opening hours was that through an extension of opening hours, concentrations of people leaving licensed premises at a set time should be reduced, with people dispersing more gradually from licensed premises at their different closing times. To this effect, in the guidance issued alongside the Licensing Act 2003, local areas were actively discouraged from implementing measures that could reduce this flexibility such as fixed closing times, staggered closing times and zoning; where fixed closing hours are set within a designated area. Many practitioners have reported that this advice is confusing and contrary to what local areas would like to do.

6.17. The Government intends to amend the guidance to make it clear to local areas that they can make decisions about the most appropriate licensing strategy for their area. Licensing authorities will be encouraged to consider using measures including fixed closing times, staggered closing times and zoning where they are appropriate for the promotion of the licensing objectives in their area. This change acknowledges the fact that different licensing approaches may be best for different areas and will empower licensing authorities to implement a licensing strategy that is best placed to meet the needs of their local area, based on their local knowledge.

**Consultation Question 18: Do you believe that giving more autonomy to local authorities regarding closing times would be advantageous to cutting alcohol-related crime?**

## 7. TEMPORARY EVENT NOTICES

7.01. A Temporary Event Notice (TEN) is a notification to the licensing authority that an individual intends to conduct licensable activities on a temporary basis for a period not exceeding 96 hours. There are several other statutory requirements which relate to a TEN, which restrict the number of persons allowed onto the premises, and the number of TENs that can be applied for in a year.

7.02. The TEN must be submitted to the licensing authority and the police at least ten working days in advance of the planned event. Only the police can object to a TEN, and only on crime prevention grounds. The police have 48 hours after the receipt of the TEN to object, and (unless the premises user agrees to modify the TEN) the licensing authority must hold a hearing to consider any objection that has been received. If the licensing authority decides that the objection is valid, it must issue a counter notice to the applicant at least 24 hours before the beginning of the event to prevent it going ahead.

7.03. The Government has recently amended the Licensing Act by Legislative Reform Order (LRO) on 19 July 2010 to extend the police objection period from 48 hours to two working days. The new arrangements, which come into force in October this year, will ensure that the police always have two full days to object to a TEN, even when it is submitted at the weekend or over a Bank Holiday. Restrictions on the use of LROs meant that it was not possible to use this mechanism to make more wide-ranging changes.

7.04. However the Government now has the opportunity to make a number of further simple changes to TENs in order to improve their effectiveness and ensure that events held using TENs are properly regulated. The proposed changes are: giving discretion to licensing authorities to apply existing licensing conditions for the period of a TEN when the applicant is already a licensed premises; extending the period of time that the police have to object (from two to five working days); and extending the right to object to other responsible authorities under the Act, including the right to object under the three other licensing objectives.

7.05. The Government also proposes to give the licensing authority the power to prescribe the exact address to where the TEN should be sent, as there is evidence to suggest that the service of the TEN to 'the relevant chief officer of police' results in delays in the proper person within the police receiving the details of the TEN. The licensing authority would be able to require that the papers be sent to a specific address for each of the responsible authorities under the Act, ensuring that TENs can be dealt with more efficiently.

7.06. The Government intends to amend the TENs structure to increase the period of notice that has to be given to a licensing authority in advance of the event. Currently this is 10 working days, but it is the Government's view that this should be increased to take account of the fact that extending the time that the police have to object to a TEN will impact upon the licensing authority's ability to schedule a hearing in advance of the event to consider any objections. The Government proposes that the legislation be amended so that TENs applied for where an existing premises licence is in operation would have to give a longer period of notice than applications for a TEN where there is no current premises licence. This could mean for example, that premises such as a pub or an off-licence would have to provide notice (for example) one month in advance, whereas a village fete or community event would be required to provide notice (for example) 15 working days in advance of the event.

7.07. The Government also proposes to restrict the number of TENs that a personal licence holder could apply for to 12 in one year. This would correspond with the number of TENs permitted at the same venue. The Government further intends to address the issue of the number of TENs that may be applied for in a single vicinity. Currently, it is possible for a field (for example) to have an unlimited number of TEN applications, with each TEN permitting up to 499 persons at each one. The Government proposes to amend the legislation to ensure that only one TEN would be able to be applied for in events such as this.

Consultation Question 19: What would be the consequences of amending the legislation relating to TENs so that:

- a. All the responsible authorities can object to a TEN on all of the licensing objectives?
- b. The police (and other responsible authorities) have five working days to object to a TEN?
- c. The notification period for a TEN is increased, and is longer for those venues already holding a premises licence?
- d. Licensing authorities have the discretion to apply existing licence conditions to a TEN?

Consultation Question 20: What would be the consequences of

- a. Reducing the number of TENs that can be applied for by a personal licence holder to 12 per year?
- b. Restricting the number of TENs that could be applied for in the same vicinity (e.g. a field)?

## 8. PROTECTING CHILDREN FROM THE HARM OF ALCOHOL

8.01. The quantity of alcohol consumed by children who drink alcohol has increased significantly in the past decade. The 2008 Smoking Drinking and Drug Use Survey found that the average weekly intake for pupils aged 11-15 who had drunk alcohol in the week before they were surveyed was 14.6 units, this figure has more than doubled since 1990. Beer accounted for half of pupils' weekly intake (7.6 units), followed by alcopops (2.8 units), spirits (2.1 units) and wine (1.8 units).

8.02. Children's drinking is putting increasing pressure on the police and the health services. High levels of alcohol consumption are associated with a range of health harms and high risk behaviours, including unprotected sex and offending. 12,718 children in England aged 11-17 were admitted to hospital in 2008/09 with an alcohol-related condition (3,554 aged 11-15 and 9,164 aged 16-17). The UK has one of the highest rates in the EU of admission to hospital or A&E due to alcohol use by 15-16 year olds.

8.03. Frequency of drinking is associated with offending in children and young people. The 2004 Offending, Crime and Justice Survey found those who drank alcohol once a week or more committed a disproportionate volume of crime, accounting for 37% of all offences reported by 10- to 17-year-olds but only 14% of respondents.

8.04. Despite the growing problem of children's alcohol misuse and the increasing impact on public services, not enough has been done at the local level to limit the availability of alcohol to children. The current powers do not go far enough to prevent selling alcohol to children. Although pupils' access to alcohol is typically by being given it by friends or parents, about half of pupils who have ever drunk also say that they do buy alcohol, despite being well below the age when they can legally do so.

8.05. The Government wants to take tougher action to penalise those premises found to be persistently selling alcohol to children. Currently, if a licence holder pleads not guilty to persistent underage selling and is prosecuted, then they face a fine of up to £10,000 and up to 3 months suspension of their alcohol licence. In

2008 there were 9 prosecutions with 4 fines issued. The average fine issued is £1,713. However, as an alternative to prosecution the police can give the licence holder the option to voluntarily accept a 48 hour closure notice which discharges criminal liability. The 48 hour suspension of alcohol sales was given 54 times in 2008/09. In addition, the police can ask the licensing authority to review the licence although it is not clear how many reviews have been conducted following a licence holder having been found persistently selling alcohol to children.

8.06. In the Coalition Agreement, the Government set out a commitment to double the fine for persistent under-age selling from £10,000 to £20,000. Alongside this, the Government is proposing to extend the period of voluntary closure that can be given by the police as an alternative to prosecution to bring this in line with the increased fine. Currently police can give a closure notice of up to 48 hours, but the Government is considering amending this closure period to set a minimum period of voluntary closure that can be given by the police of 168 hours (7 days) and is inviting feedback on this proposal and a suitable upper-limit for the voluntary closure period. The intention behind setting a minimum and upper limit for the period of voluntary closure is to give police the flexibility to decide upon an appropriate period of voluntary closure as an alternative to prosecution based on the type of premises being sanctioned. This could include consideration of the size of the premises and the type of business. This gives police the power to ensure that the sanction given is a proportionate penalty for the premises found to have committed the offence. Additional guidance will be issued to encourage police to use this sanction flexibly.

**Consultation Question 21: Do you think 168 hours (7 days) is a suitable minimum for the period of voluntary closure that can be flexibly applied by police for persistent underage selling?**

**Consultation Question 22: What do you think would be an appropriate upper limit for the period of voluntary closure that can be flexibly applied by police for persistent underage selling?**

8.07. The Coalition Agreement also set out a commitment to allow councils and the police to shut down permanently any shop or bar found to be persistently selling alcohol to children. Although licensing authorities already have the power to review a licence if a licence holder is found to be persistently selling alcohol to children, it is not clear in how many cases this review takes place. The Government is proposing amending the legislation to ensure that all premises found to be persistently selling alcohol to children will have their licence reviewed, regardless of whether they have opted for voluntary closure or prosecution. At the review process the licensing authority has the power to impose a 3 month licence suspension, impose further conditions on the licence or to revoke the licence. Ensuring that licence reviews are automatic in these circumstances gives licensing authorities the power to consider each case and if seen to be necessary, the power to make a decision to revoke the licence.

**Consultation Question 23: What do you think the impact will be of making licence reviews automatic for those found to be persistently selling alcohol to children?**

## 9. BANNING BELOW-COST SALES

9.01. There has been a growing concern over the last few years about how cheaply some alcoholic drinks are being sold. We are also aware of the public's unease and their perception of heavily discounted alcohol being a key contributory factor to unacceptable levels of alcohol-related crime and disorder – in many cases as a result of “pre-loading” in preparation for a night out.

9.02. According to the British Crime Survey, over a quarter of local residents perceive drunk and rowdy behaviour to be a problem in their area. There is a belief that most of the alcohol which contributes to this drunk and rowdy behaviour is irresponsibly priced and sold, allowing irresponsible drinkers to be able to get drunk cheaply. Examples of deals such as bottles of cider containing more than the weekly recommended unit guidelines but costing less than the price of a pint of beer in an average pub, continue to contribute to calls for action by Government. Victims of crime and anti-social behaviour, as well as senior figures from the enforcement and health sectors that have first hand experience of tackling the harms caused by excessive and irresponsible consumption, have long called on the Government to take firm action to tackle cheap sales of alcohol.

9.03. We are committed to ensuring that local people are able to enjoy all parts of their community without feeling intimidated by those who have drunk too much alcohol and to reducing the burden on frontline services of dealing with drunken behaviour. As set out in the Coalition Agreement, the government is carrying out a review of alcohol pricing and taxation and associated with this a ban on the sale of alcohol below cost. This consultation will inform the review. For more information go to: [http://www.hm-treasury.gov.uk/alcohol\\_taxation.htm](http://www.hm-treasury.gov.uk/alcohol_taxation.htm)

### LEGISLATIVE OPTIONS FOR BANNING BELOW-COST SALES

9.04. The definition of ‘cost’ has implications for the policy, powers required, enforcement and different incentives. The ‘cost’ of an alcoholic product differs between retail businesses as they negotiate their own prices with suppliers, have different internal cost structures and may

base overall profitability on a basket of goods. This can make it difficult for a retailer to prove, or an enforcement authority to check, whether a product has been sold ‘below cost’.

9.05. There are a number of ways in which such a ban might work, and Government must find an approach which is compatible with EU trade and competition laws and realistic to enforce. Most EU countries which have tried similar policies have banned selling below ‘net invoice price’ where the reference price is broadly the unit price on the invoice.

9.06. One option would be to specifically define an ‘average cost’. This might be easier to enforce than determining the true cost of each product, but could be a barrier to trade. An alternative option might be to introduce a mandatory licence condition by amendment to the Mandatory Code of Practice (Mandatory Licensing Conditions) Order 2010 through secondary legislation. Under these circumstances, it would be a breach of the licence condition to sell alcohol below what it cost the premises. This would have the advantage of not having to define what the cost is. Where responsible authorities or interested parties were concerned about the prices being offered in local premises this could trigger a licence review.

**Consultation Question 24: For the purpose of this consultation we are interested in expert views on the following.**

- a. **Simple and effective ways to define the ‘cost’ of alcohol**
- b. **Effective ways to enforce a ban on below cost selling and their costs**
- c. **The feasibility of using the Mandatory Code of Practice to set a licence condition that no sale can be below cost, without defining cost.**



## 10. REDUCING BURDEN AND BUREAUCRACY OF LICENSING AND COVERING ITS COST

### INCREASES IN LICENCE FEES

10.01. Licence fees have not been increased since their introduction and therefore some sort of increase is long overdue. This would be hugely welcomed by local authorities who have long argued that their enforcement costs exceed their fee income. The government commissioned Elton Report in 2006 concluded that there was a £43m shortfall for the three year period 2004/05 to 2006/07 and recommended an increase of 7% for the three year period 2007/08 to 2009/10. This has never happened and the Government therefore proposes to enable local authorities to increase the licence fees so that they are based on full cost recovery.

10.02. The Government also acknowledges that adopting a tougher licensing regime as outlined in these proposals may lead to an increase in the number of licence reviews conducted, and a subsequent risk of increased burden on local licensing authorities. Any additional burdens on licensing authorities should also be reflected in the level of licensing fees.

**Consultation Question 25: Would you be in favour of increasing licence fees based on full cost recovery, and what impact would this have?**

### AUTOMATIC REVOCATION OF LICENCE FOR NON-PAYMENT OF FEES.

10.03. The automatic revocation of licences for non-payment of fees is a simple change that could save local authorities many thousands of pounds currently spent in recovering unpaid annual fees through councils' own recovery sections and bailiffs. A precedent can be found for it in the Gambling Act. The Government proposes to amend the legislation so that a premises licence is automatically revoked if the premises has failed to pay the annual fees.

**Consultation Question 26: Are you in favour of automatically revoking the premises licence if the annual fees have not been paid?**

### DEREGULATION

10.04. In April 2010, the previous administration enacted a Mandatory Code of Practice (Mandatory Licensing Conditions) Order 2010 for Alcohol Retailers, which was intended to be introduced in two stages. The first stage, which took place in April 2010, imposed conditions on licensed premises to:

- (a) Ban irresponsible promotions in the on-trade
- (b) Ban dispensing alcohol directly into the mouths of customers
- (c) Ensure that free tap water was available in all licensed premises in the on-trade

10.05. The legislation for the Mandatory Code contained two further conditions for licensed premises. These will be introduced on 1 October 2010. These conditions were delayed to give business more time to prepare and will mandate all licensed premises to:

- (d) Ensure they have an age verification policy in place
- (e) Ensure they are able to offer smaller servings of beer, wine and spirits.

10.06. As the regulations have been enacted, it is not possible to prevent d) and e) coming into force in October. However, the Government believes strongly that regulation should only be used as a last resort, and that alternatives to regulation should be used wherever possible. We want to take the opportunity of this consultation to give people the chance to comment on the necessity, cost, and impact of the provisions outlined in the mandatory code.

**Consultation Question 27: Have the first set of mandatory conditions that came into force in April 2010 had a positive impact on preventing alcohol related crime?**

**Consultation Question 28: Would you support the repeal of any or all of the mandatory conditions (conditions (a) – (e) above)?**

10.07. The Government is also interested in further de-regulating the Licensing Act in order to reduce the administrative burden both on business and licensing authorities. For example the application forms for both a premises licence and a TEN could be reduced, and the requirement on the licensing authority to determine and publish a statement of licensing policy every three years could be removed.

**Consultation Question 29: Would you support measures to de-regulate the Licensing Act, and what sections of the Act in your view could be removed or simplified?**

## 11. RESPONSES TO CONSULTATION

11.01. A list of the consultation questions included in this document is below.

- Consultation Question 1: What do you think the impact would be of making relevant licensing authorities responsible authorities?
- Consultation Question 2: What impact do you think reducing the burden of proof on licensing authorities will have?
- Consultation Question 3: Do you have any suggestions about how the licence application process could be amended to ensure that applicants consider the impact of their licence application on the local area?
- Consultation Question 4: What would the effect be of requiring licensing authorities to accept all representations, notices and recommendations from the police unless there is clear evidence that these are not relevant?
- Consultation Question 5: How can licensing authorities encourage greater community and local resident involvement?
- Consultation Question 6: What would be the effect of removing the requirement for interested parties to show vicinity when making relevant representations?
- Consultation Question 7: Are there any unintended consequences of designating health bodies as a responsible authority?
- Consultation Question 8: What are the implications in including the prevention of health harm as a licensing objective?
- Consultation Question 9: What would be the effect of making community groups interested parties under the Licensing Act, and which groups should be included?
- Consultation Question 10: What would be the effect of making the default position for the magistrates' court to remit the appeal back to the licensing authority to hear?
- Consultation Question 11: What would be the effect of amending the legislation so that the decision of the licensing authority applies as soon as the premises licence holder receives the determination.
- Consultation Question 12: What is the likely impact of extending the flexibility of Early Morning Restriction Orders to reflect the needs of the local areas?
- Consultation Question 13: Do you have any concerns about repealing Alcohol Disorder Zones?
- Consultation Question 14: What are the consequences of removing the evidential requirement for Cumulative Impact Policies?
- Consultation Question 15: Do you agree that the late night levy should be limited to recovery of these additional costs? Do you think that the local authority should be given some discretion on how much they can charge under the levy?
- Consultation Question 16: Do you think it would be advantageous to offer such reductions for the late night levy?
- Consultation Question 17: Do you agree that the additional costs of these services should be funded by the late night levy?
- Consultation Question 18: Do you believe that giving more autonomy to local authorities regarding closing times would be advantageous to cutting alcohol-related crime?
- Consultation Question 19: What would be the consequences of amending the legislation relating to TENs so that:
  - a. All the responsible authorities can object to a TEN on all of the licensing objectives?
  - b. The police (and other responsible authorities) have five working days to object to a TEN?
  - c. The notification period for a TEN is increased, and is longer for those venues already holding a premises licence?
  - d. Licensing authorities have the discretion to apply existing licence conditions to a TEN?

- Consultation Question 20: What would be the consequences of:
    - a. Reducing the number of TENs that can be applied for by a personal licence holder to 12 per year?
    - b. Restricting the number of TENs that could be applied for in the same vicinity (e.g. a field)?
  - Consultation Question 21: Do you think 168 hours (7 days) is a suitable minimum for the period of voluntary closure that can be flexibly applied by police for persistent underage selling?
  - Consultation Question 22: What do you think would be an appropriate upper limit for the period of voluntary closure that can be flexibly applied by police for persistent underage selling?
  - Consultation Question 23: What do you think the impact will be of making licence reviews automatic for those found to be persistently selling alcohol to children?
  - Consultation Question 24: For the purpose of this consultation we are interested in expert views on the following.
    - a. Simple and effective ways to define the 'cost' of alcohol
    - b. Effective ways to enforce a ban on below cost selling and their costs
    - c. The feasibility of using the Mandatory Code of Practice to set a licence condition that no sale can be below cost, without defining cost.
  - Consultation Question 25: Would you be in favour of increasing licence fees based on full cost recovery, and what impact would this have?
  - Consultation Question 26: Are you in favour of automatically revoking the premises licence if the annual fees have not been paid?
  - Consultation Question 27: Have the first set of mandatory conditions that came into force in April 2010 had a positive impact on preventing alcohol-related crime?
  - Consultation Question 28: Would you support the repeal of any or all of the mandatory conditions?
  - Consultation Question 29: Would you support measures to de-regulate the Licensing Act, and what sections of the Act in your view could be removed or simplified?
- 11.02. The information you send us may be passed to colleagues within the Home Office, the Government or related agencies.
- 11.03. Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes. These are primarily the Freedom of Information Act 2000, the Data Protection Act (DPA) 1998 and the Environmental Information Regulations 2004.
- 11.04. If you want other information that you provide to be treated as confidential, please be aware that, under the Freedom of Information Act, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.
- 11.05. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.
- 11.06. The Department will process your personal data in accordance with the DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

## ANNEX A

### CONSULTATION CRITERIA

The Consultation follows the Government's Code of Practice on Consultation – the criteria for which are set out below:

*Criterion 1 – When to consult – Formal consultation should take place at a stage when there is scope to influence the policy outcome.*

*Criterion 2 – Duration of consultation exercises – Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.*

*Criterion 3 – Clarity of scope and impact – Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals.*

*Criterion 4 – Accessibility of consultation exercises – Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.*

*Criterion 5 – The burden of consultation – Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees' buy-in to the process is to be obtained.*

*Criterion 6 – Responsiveness of consultation exercises – Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation.*

*Criterion 7 – Capacity to consult – Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.*

The full Code of Practice on Consultation is available at: <http://www.berr.gov.uk/whatwedo/bre/consultation-guidance/page44420.html>

### CONSULTATION CO-ORDINATOR

If you have a complaint or comment about the Home Office's approach to consultation, you should contact the Home Office Consultation Co-ordinator, Nigel Lawrence. Please DO NOT send your response to this consultation to Nigel Lawrence. The Co-ordinator works to promote best practice standards set by the Government's Code of Practice, advises policy teams on how to conduct consultations and investigates complaints made against the Home Office. He does not process your response to this consultation.

The Co-ordinator can be emailed at: [Nigel.Lawrence@homeoffice.gsi.gov.uk](mailto:Nigel.Lawrence@homeoffice.gsi.gov.uk) or alternatively write to him at:

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**ISBN: 978-1-84987-245-4**

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## **Rebalancing the Licensing Act**

### **Question 1: What do you think the impact would be of making relevant licensing authorities responsible authorities?**

This would have a positive impact, licensing authorities would have more power and be able to take all 4 licensing objectives into consideration, making sure that more robust and enforceable licensing conditions are placed on licenses. As licensing authorities undertake a lot of enforcement work and deal with complaints, it is justifiable that they should be able to review licenced premise that are not operating in accordance with the licensing objectives.

### **Question 2: What impact do you think reducing the burden of proof on licensing authorities will have?**

Members will be able to refuse or place conditions on licences if they believe the granting of a premise licence will have an impact on the licensing objectives. This may enable members to address more easily the understandable concerns of residents.

### **Question 3: Do you have any suggestions about how the licence application process could be amended to ensure that applicants consider the impact of their licence application on the local area?**

With respect to the application form experience has shown that applicants do not fully understand the importance of completing Section P (operating schedule), therefore further guidance should be included. This guidance should state that information included in Section P will form part of the premise licence.

It should be a legal requirement that the blue display notice must clearly stipulate what has been applied for within the application, for example licensing activities applied for, days and times. It should be a legal requirement that licensing authorities approve the content of blue notices.

### **Question 4: What would the effect be of requiring licensing authorities to accept all representations, notices and recommendations from the police unless there is clear evidence that these are not relevant?**

This matter is not a concern within the City of York Council as members always take the polices issues/concerns/evidence into consideration.

### **Question 5: How can licensing authorities encourage greater community and local resident involvement?**

The City of York Council currently consults widely on the Statement of Licensing Policy. However we are restricted by the content of the Statutory Guidance and model policies produced by LACORS. Licensing Authorities should have greater discretion to reflect the local situation.

### **Question 6: What would be the effect of removing the requirement for interested parties to show vicinity when making relevant representations?**

More representations would be received against application from interested parties who would not be affected by the licensed premise (frivolous & vexatious), and therefore more licensing hearings would be required. The question of vicinity does cause conflict when officers do not agree that a representor lives within the vicinity.

**Questions 7: Are there any unintended consequences of designating health bodies as a responsible authority?**

Licensing authorities currently try to liaise with their local PCT's and ambulance service regarding statistics on alcohol related A&E admissions, however they do not record this information and do not have the resources to do so.

We are unsure whether health bodies have the resources to deal with licence applications. Who would be the responsible authority?

**Question 8: What are the implications in including the prevention of health harm as a licensing objectives?**

There would be difficulties in burden of proof that one premise has caused 'health harm'. Who would enforce? What are the implications on premises that are already licensed?

**Question 9: What would be the effect of making community groups interested parties under the Licensing Act, and which groups should be included?**

Within the City of York Council we class community groups as been interested parties (within the definition in Section 13(3) of the Act) if they are within the vicinity of a licensed premise and believe they will be affected by said premise. Our concerns would be with regards to the vicinity as this would be equally valid for groups.

This could lead to increased number of representations and therefore more hearings.

**Question 10: What would be the effect of making the default position for the magistrates' court to remit the appeal back to the licensing authority to hear?**

Since the introduction of the Licensing Act the City of York Council has only had 5 appeals to magistrates.

Appellant could perceive that the licensing authority will make the same decision, by appealing to magistrates a different body hears and determines the applications. There is also the issue of licensing authorities determining applications submitted by their own authority.

**Question 11: What would be the effect of amending the legislation so that the decision of the licensing authority applies as soon as the premises licence holder receives the determination?**

This would give licensing authorities more power. It will be clear to all parties (especially interested parties) which licence and conditions are currently in force. However legislation should be in place to protect licensing authorities from any claims for loss of business.

**Question 12: What is the likely impact of extending the flexibility of Early Morning Restriction Orders to reflect the needs of the local area?**



This provides additional powers to licensing authorities if issues arise. It also needs to be extended to cover late night refreshment house as they cause issues within residential areas.

**Question 13: Do you have any concerns about repealing Alcohol Disorder Zones?**

No.

**Question 14: What are the consequences of removing the evidential requirement for Cumulative Impact Policies?**

Within City of York Council we have had no problems with providing evidence to support a CIZ, however it has proved difficult to establish a logical boundaries, for example streets are included within the zone that do not have any licensed premise.

The provision to include a CIZ within the statement of licensing policy is only provided in statutory guidance not within the Act, if it was included in legislation its us would be strengthened.

**Question 15: Do you agree that the late night levy should be limited to recovery of these additional costs? Do you think that the local authority should be given some discretion on how much they can charge under the levy?**

Any levy should be set by central government, this will make it easier for licence holders to understand. Guidance will be required on mechanisms to assess policing costs..

**Question 16: Do you think it would be advantageous to offer such reductions for the late night levy?**

This would be difficult for licensing authorities to administer/enforce.

**Question 17: Do you agree that the additional costs of these services should be funded by the late night levy?**

Late night activities do have an impact on the city and funding is required to provide services such as taxi marshals, keeping toilets open, street cleaning. Licensing authorities should decide how the levy is spent within their area as they will be aware of the issues. It will also be for licensing authorities to monitor that these services are provided.

**Question 18: Do you believe that giving more autonomy to local authorities regarding closing times would be advantageous to cutting alcohol-related crime?**

A greater flexibility and discretion for meeting local needs will be better. Now that premise operate later into the evening / early hours there has been increases in noise nuisance.

**Question 19: What would be the consequences of amending the legislation relating to TENs to that:**

a) All the responsible authorities can object to a TEN on all of the licensing objectives?

This could prevent impact on the local community. However, could create more objections and therefore more hearings will take place. The City of York Council currently circulates a copy of the TENs register to a number of responsible authorities for information purposes. Within York we deal with approximately 370 per year.

**b) The police (and other responsible authorities) have five working days to object to a TEN?**

This would give the police more time to consider TEN's. However, this would only work if the timescale for dealing with applications is also increased for licensing authorities.

**c) The notification period for a TEN is increased, and is longer for those venues already holding a premises licence?**

Increasing the notification period would assist licensing authorities, especially if the objection timeframe is increased.

**d) Licensing authorities have the discretion to apply existing licence conditions to a TEN?**

This would be helpful, and will make sure the licensing objectives are upheld.

**Question 20: What would be the consequences of:**

**a) Reducing the number of TENs that can be applied for by a personal licence holder to 12 per year?**

None. However this is impossible to track nationally.

**b) Restricting the number of TENs that could be applied for in the same vicinity (eg a field)?**

None. As applicants do not have to submit a plan(s) as part of the application Licensing Authorities are unable to correctly monitor this currently for outside areas.

**Question 21: Do you think 168 hours (7days) is a suitable minimum for the period of voluntary closure that can be flexibly applied by police for persistent underage selling?**

Yes, as time will be needed to implement any requirements requested by the police.

**Question 22: What do you think would be an appropriate upper limit for the period of voluntary closure that can be flexibly applied by the police for persistent underage selling?**

28 days, this will give the police time to submit a review application. Anything longer than this time could affect the traders business.

**Question 23: What do you think the impact will be of making licence reviews automatic for those found to be persistently selling alcohol to children?**

It will give licensing authorities more powers to deal with poor operators. It will also give clarity to licence holders that their licence will be reviewed.

**Question 24: For the purpose of this consultation we are interested in expert view on the following.**

Issues relating to cost are not a matter that licensing authorities have any experience in and therefore we cannot comment.

The City of York Council does have issues with pre loading due to the availability of cheap alcohol in supermarkets.

**a. Simple and effective ways to define the 'cost' of alcohol**

**b. Effective ways to enforce a ban on below cost selling and their costs**

**c. The feasibility of using the Mandatory Code of Practice to set a licence condition that no sale can be below cost, without defining cost.**

**Question 25: Would you be in favour of increasing licence fees based on full cost recovery, and what impact would this have?**

Based on figures for 2009/10 the City of York Council total income from the Licensing Act was £219349, the total expenditure including responsible authorities was £255556, a difference of £36207. Fees should be based on full cost recovery.

**Question 26: Are you in favour of automatically revoking the premises licence if the annual fees have not been paid?**

Yes, this has been an issue for this authority with licence holders not paying or selling premises and not making sure that licences are transferred.

**Question 27: Have the first set of mandatory conditions that come into force in April 2010 had a positive impact on preventing alcohol related crime?**

Yes and no. We have received a number of phone calls from operators checking if their drinks promotions are ok, and asking who is a customer with regards to providing drinking water.

**Question 28: Would you support the repeal of any or all of the mandatory conditions (conditions (a) – (e) above)?**

Condition (a) and should be reworded to make it easier for operators to understand and therefore adhere to.

Condition (b) is not required as it can be address by rewording condition (a) accordingly

Condition (c) has caused the most confusion, operators have no issues with giving free drinking water to customers, however the condition does not define a customer (can someone just go into a pub and expect to be served free drinking water all night, or does a customer have to buy a drink and then request a free drinking water).

**Question 29: Would you support measures to de-regulate the Licensing Act, and what sections of the Act in your view could be removed or simplified?**

The application forms should be simplified making it easier for applicants to complete and easier for responsible authorities and interested parties to read and understand.

The legislation relating to club premise certificates should be simplified or removed, making clubs apply for premise licences. There are currently issues with clubs operating outside the legal requirements of the legislation regarding membership.

The system should be simplified for small and community premises that only provide regulated entertainment.

Licensing Policies should not have to be fully reviewed every 3 years, just as and when the licensing authority requires.