

**Statement of Principles**  
**Licensing Act 2003**  
**DRAFT**

2024 to 2029

## **Equalities Statement**

Bolsover District Council is committed to equalities as an employer and when delivering the services it provides to all sections of the community.

The Council believes that no person should be treated unfairly and is committed to eliminating all forms of discrimination, advancing equality, and fostering good relations between all groups in society.

### **Access for All statement**

You can request this document or information in another format such as large print or **language** or contact us by:

- **Phone:** [01246 242424](tel:01246242424)
- **Email:** [enquiries@bolsover.gov.uk](mailto:enquiries@bolsover.gov.uk)
- **BSL Video Call:** A three-way video call with us and a BSL interpreter. It is free to call Bolsover District Council with Sign Solutions, you just need WiFi or mobile data to make the video call, or call into one of our Contact Centres.
- Call with [Relay UK](#) - a free phone service provided by BT for anyone who has difficulty hearing or speaking. It's a way to have a real-time conversation with us by text.
- **Visiting** one of our [offices](#) at Clowne, Bolsover, Shirebrook and South Normanton

## CONTROL SHEET FOR Statement of Principles: Licensing Act 2003

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## Contents

1. INTRODUCTION.....	5
2. LICENSING OBJECTIVES AND LICENSABLE ACTIVITIES .....	6
3. HOW THIS STATEMENT OF POLICY WORKS.....	8
4. STRATEGIC LINKS AND OTHER REGULATORY REGIMES.....	8
5. DELIVERING LICENSING SERVICES .....	9
6. APPLICATIONS, NOTIFICATIONS AND THEIR CONSIDERATION .....	9
6.5 Right to work in the UK. ....	10
6.6 Representations.....	10
6.7 Panel/Committee Hearings .....	11
7. LICENSING POLICIES .....	12
Policy 1 – Preparation and Consideration of Applications .....	12
Policy 2 - Responsible Management Practices.....	14
Crime and Disorder .....	15
Public Safety .....	15
Counter Terrorism.....	16
Protection of Children from Harm.....	16
Prevention of Public Nuisance .....	17
Adult Entertainment.....	18
Alcohol Delivery Services.....	19
Licence Suspensions.....	20
Reviews .....	20
Policy 3 – Cumulative Impact Objections.....	20
Cumulative Impact Assessments .....	21
Early Morning Restriction Orders (EMROs) .....	21
Personal Licences .....	22
Policy 4 – Considering Objections for Personal Licences.....	22
Temporary Event Notices .....	23
8. CHILDREN.....	24
Policy 5 – Children in Licensed Premises.....	24
9. EQUALITY AND DIVERSITY .....	25
10. GENERAL ENFORCEMENT STATEMENT.....	25
11. MONITORING AND REVIEW OF THIS STATEMENT OF POLICY .....	25
12. DELEGATIONS.....	25
13. CONTACTS .....	26
Appendix 1 .....	27
Appendix 2 .....	28
Appendix 3 .....	29

## 1. INTRODUCTION

1.1 Bolsover District Council is a Licensing Authority for the purpose of the Licensing Act 2003. Section 5 of the Act requires all licensing authorities to Prepare and publish a Statement of Licensing Policy that they propose to apply in exercising their functions under the Act during the five-year period to which the policy applies. The Statement of Licensing Policy can be reviewed and revised by the Authority at any time.

1.2 Bolsover District is located in Derbyshire and covers an area of 417 square kilometres. We have a population of around 81,305 and approximately half live in the district's four towns of Bolsover, Clowne, Shirebrook and South Normanton and the rest of the district is predominantly rural and made up of small villages and hamlets.

A map showing the administrative boundaries of the district is at Appendix 1.

1.3 The District Council welcomes the diversity of leisure and entertainment opportunities available in the Bolsover district and recognises that to maintain success the licensed leisure and entertainment industry has an important role to play. The Council also recognises the problems that can be caused if licensed activities are not properly managed, and premises poorly run.

1.4 This Policy Statement seeks to establish sensible controls and appropriate guidance to encourage and further the efforts that are being made by the Council and its partners together with the licensed trade to help the Authority deal with issues that arise from licensable activities.

This will be achieved by: -

- Establishing and building upon best practice within the industry.
- Recognising and facilitating the role of partners and stakeholders.
- Encouraging self-regulation by licensees and managers.
- Providing a clear basis for the determination of licence applications; and
- Supporting related policies and strategies of the District Council.
- An inspection and enforcement regime targeted at premises that present a high risk.

1.5 The Authority is committed to working with its licensing partners and stakeholders in delivering the licensing function. This Policy Statement therefore seeks to provide information on the general approach that the Authority will take in carrying out its licensing functions.

1.6 In preparing and publishing this Policy Statement due regard has been given to the guidance issued by the Secretary of State under section 182 of the Act, and to good practice advice issued by approved government advisory bodies. In particular the Authority has consulted those persons and bodies as required by the guidance and given proper weight to their views. A full list of the persons consulted is at Appendix 2. Partnership working between licensing authorities

in Derbyshire has enhanced the production of this Policy Statement and will help ensure consistency in terms of both policy and enforcement where licensing boundaries meet.

- 1.7 This Policy Statement should not be regarded or interpreted as indicating that any requirement of law may be overridden; each application will be considered and treated on its own merits. No restrictive controls will be introduced or imposed unless they are felt to be necessary and appropriate.
- 1.8 There are certain matters which the Authority is prevented from taking into account or from dealing with in a specified way. For example, the Authority is not entitled to take the issue of the “need” for further licensed premises into account when determining licence applications. On the other hand, the cumulative impact of licensed premises on the promotion of the Licensing Objectives is a matter that can be properly considered by the Authority. Cumulative impact and related matters are dealt with in section 7 of this Policy Statement.
- 1.9 Nothing in this Statement of Policy prevents any one person or body applying for a variety of current permissions under the Act. Nor does it override the right of any Responsible Authority, any person or business to make representations or seek a review of a licence or certificate where provision has been made for them to do so in the Act.
- 1.10 The Policy will remain in effect from 22 May 2024 until 21 May 2029. During this period, this Licensing Authority will keep the Policy under review and make any changes as it thinks appropriate following consultation with the above persons.

## **2. LICENSING OBJECTIVES AND LICENSABLE ACTIVITIES**

- 2.1 In exercising their functions under the Licensing Act 2003, licensing authorities must have regard to the licensing objectives as set out in section 4 of the Act. The licensing objectives are:
  - (a) the prevention of crime and disorder.
  - (b) public safety.
  - (c) the prevention of public nuisance; and
  - (d) the protection of children from harm.

Each has equal importance.

- 2.2 In carrying out its licensing functions, the Licensing Authority must also have regard to the licensing objectives, its Policy Statement and any statutory guidance under the Act and is bound by The Human Rights Act 1998. The Council must also fulfil its obligations under section 17 of the Crime and Disorder Act 1998 to do all that it reasonably can to prevent crime and disorder in Bolsover.
- 2.3 Equality Act 2010 places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination, harassment, and

victimization; to advance equality of opportunity; and to foster good relations, between persons with different protected characteristics.

- 2.4 Guidance on the Licensing Objectives is available on the Government's website at: <https://www.gov.uk/guidance/alcohol-licensing>
- 2.5 Licensing law is not the primary mechanism for the general control of antisocial behaviour by individuals once they are beyond the direct control of the individual club, or business holding the licence, certificate or permission concerned. Licensing is about the management of licensed premises and activities within the terms of the Act and conditions attached to various authorisations will be focused on matters which are within the control of the individual licence holder and others.
- 2.6 The Act only covers certain "licensable activities" namely: -
- (a) the sale by retail of alcohol
  - (b) the supply of alcohol by or on behalf of a club to a member
  - (c) the provision of "regulated entertainment" and
  - (d) the provision of late night refreshment
- 2.7 The definition of what constitutes "regulated entertainment" is complex and has been subject to Government deregulation. Whilst "regulated entertainment" potentially covers live or recorded music, dancing, plays, films, and certain types of sporting activity the Act itself provides various exemptions and restrictions on the types of activities which are subject to Licensing. In addition, other legislation such as the Live Music Act 2012, the Legislative Reform (Entertainment Licensing) Order 2014 and the Deregulation Act 2015 ("2015 Act") has de-regulated numerous activities. Further guidance can be found with the Home Office Revised Guidance issued under section 182 of the Licensing Act 2003 at <https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003>
- 2.8 Where an activity is licensable the promotion of the Licensing Objectives is the paramount consideration for the Authority. In the absence of valid representations from responsible authorities, other persons or businesses, all applications must be granted subject only to any prescribed mandatory conditions and such other conditions which are consistent with the operating schedule provided by the applicant. Where valid representations are received and maintained the application will normally be determined at a hearing before the Licensing Committee or one of its Panels. The Committee or Panel will then assess whether the application would result in the licensing objectives being undermined to such an extent that the application should be refused or, whether it would be possible to grant the licence subject to such conditions as are felt appropriate by the Authority.
- 2.9 Conditions will be tailored to the size, style, characteristics, and activities taking place at the premises concerned. Conditions will be focused on matters that are within the control of individual licensees and others granted relevant permissions. Accordingly, these matters will centre on the premises and places being used for licensable activities and the vicinity of those premises and places. Whether or not incidents can be regarded as being "in the vicinity" of

licensed premises or places, is ultimately a matter of fact to be decided by the courts in cases of dispute. In addressing such matters consideration will primarily focus on the direct impact of the activities taking place at the licensed premises on members of the public living, working or engaged in normal activity in the area concerned.

- 2.10 The imposition of standardised conditions is prohibited as being disproportionate and burdensome. It should be noted, however, that the Authority is permitted to establish pools of conditions from which appropriate and proportionate conditions may be drawn. Further details regarding such conditions can be obtained from the Licensing Team.

### 3. HOW THIS STATEMENT OF POLICY WORKS

- 3.1 The purpose of the Statement of Policy is to:

- provide a clear basis for determining licence applications.
- provide a clear framework for licensing strategies, including the effect known as 'cumulative impact.'
- support wider strategies and policies of the Council.

- 3.2 The text of this Statement of Policy in **bold type** indicates the Policies with *the reason* for each policy shown immediately after *in bold italics*.

- 3.3 This Policy sets out the Authority's expectations in relation to certain matters. Whilst applicants are not obliged to meet these expectations in their Operating Schedules, they may find that responsible authorities, other persons, and businesses are more likely to raise representations if they do not. This can lead to a delay with the application having to be considered by a Committee/Panel which may then either refuse the application or impose conditions if the application is not found to sufficiently promote the licensing objectives and meet this, Policy. On appeal the Court is also obliged to have regard to the terms and requirements of this Policy and can only depart from it if it has good reason.

- 3.4 In this Statement of Policy any reference made to the imposition of conditions refers to conditions imposed in accordance with the requirements of the Act outlined in paragraph 2.9 - 2.11 above. As a general rule the authority will seek to avoid attached conditions that duplicate existing legal requirements and obligations imposed by other regimes unless such obligations and requirements fail to adequately address the specific circumstances of the case.

### 4. STRATEGIC LINKS AND OTHER REGULATORY REGIMES

- 4.1 There are a range of strategic influences and statutory controls which affect the Licensing system in terms of policy formulation, administration, and enforcement activities. Examples of these strategies can be found in the Section 182 guidance. The Authority will seek to have an active involvement in the development and review of these by ensuring an appropriate exchange of dialogue between the Licensing Authority and other relevant regimes. Such involvement may result in the imposition of conditions and formulation of policies supporting the relevant strategies where appropriate.



- 4.2 The granting of a licence, certificate or provisional statement will not override any requirement of the planning system or vice-versa. The licensing system will provide for the detailed control of operational matters, which are unlikely to be addressed through planning processes. However, there will be overlapping issues of interest e.g., disturbance, which will remain material considerations for planning purposes as well as being relevant in terms of the licensing objectives. Applicants should also ensure that they have due regard to any planning restrictions on the use of premises when applying for licence/certification to avoid any possible enforcement action. Equally any planning approval for a premises does not imply that approval will be giving under the Licensing regime.
- 4.3 The Council has a local plan in place which sets out the vision and strategy for planning and economic development in the district. Where it is reasonable and necessary for the promotion of the licensing objectives, the Council will aim to harmonise decisions where overlapping issues of interest have been identified.
- 4.4 The Licensing Authority will work in partnership with neighbouring authorities, the Police, other agencies, local liaison groups, businesses, and individuals towards the promotion of licensing objectives. The Licensing Authority is involved in a number of collaborative working groups such as Pub Watch, Derbyshire Licensing Group and Community Alcohol Partnership which aim to tackle localised issues.

## **5. DELIVERING LICENSING SERVICES**

- 5.1 The Authority will make available guidance and such resources as required by law to enable engagement with the licensing process. Such guidance and resources may be accessed through the Bolsover District Council web site (<https://www.bolsover.gov.uk/licensing>), or by contacting the Licensing Authority direct.
- 5.2 The Licensing Authority will maintain an impartial role in service delivery and cannot act in favour of one party over another. The Licensing Authority may, in certain circumstances, act as a Responsible Authority. However, this will only be done in exceptional circumstances and the Licensing Authority will not normally take over the role of other Responsible Authorities or Interested Parties.
- 5.3 Responsible Authorities are public bodies which must be fully notified of licence applications and are entitled to:
- Make representations.
  - Request reviews
  - Make representations with regards to cumulative impacts

Details of Responsible Authorities can be found on the Council's website.

## **6. APPLICATIONS, NOTIFICATIONS AND THEIR CONSIDERATION**

- 6.1 The procedure and documentation required for the various applications and notices is prescribed by the Act and Regulations. Further advice on these processes is available on the Council's web site. This section of the policy gives

basic guidance on how those applications and notifications will be considered. Failure to comply with the statutory requirements may result in the application or notice being invalid.

- 6.2 To ensure the application is completed fully, applicants must consider the contents of this policy statement, the government guidance issued under section 182 of the Licensing Act 2003 and relevant guidance published by the licensing authority. Applicants are encouraged to seek advice from the licensing authority and responsible authorities before submitting an application. Failure to comply with the statutory requirements may result in an application or notice being rejected or returned as invalid.
- 6.3 The process of applying for new premises licences and full variations of current premises licences are dealt with in the same way and involve serving the application on all responsible authorities and advertising the application in the prescribed way. If objections are received the matter will be heard by the Licensing Committee of the Council. The fee for such applications depends on the size of the premises.
- 6.4 The process of a minor variation to current premises licences are dealt with differently. Minor variations can be applied for to vary times of activities but not to increase the hours when alcohol can be sold. The process can also be used when making minor structural alterations to the premises and to add or remove conditions from the licence. These minor variations should not have a material effect on the way in which the premises are operated and there is one set fee. The granting of a minor variation is determined at officer level after consultation with those responsible authorities affected. If the application is refused the applicant can resort to the full variation process.

## **6.5 Right to work in the UK.**

- 6.5.1 Under changes made to the Licensing Act 2003 by the Immigration Act 2016, the Licensing Authority is required to undertake checks to ensure that applicants have the right to work in the UK. This is to assist in the prevention of illegal working in licensed premises.
- 6.5.2 These new provisions apply to, applications for the grant of a premises licence, to transfer a premises licence and for the grant of a personal licence. Individuals who apply for these types of licence must provide evidence of their right to work in the UK.
- 6.5.3 Further information on what evidence is required to prove applicants have the right to work in the UK can be found at <https://www.gov.uk/prove-right-to-work>.
- 6.5.4 Where a premises licence holder or a personal licence holder ceases to be entitled to work in the UK the licence will lapse. Where a licence holder has extended their right to work in the UK, documentary evidence must be provided to the Authority to ensure the continuation of the licence.

## **6.6 Representations**

- 6.6.1 Guidance on making a representation is available from the Home Office - [Revised guidance issued under section 182 of Licensing Act 2003 - GOV.UK \(www.gov.uk\)](https://www.gov.uk) and a preferred form is available on the Council's Licensing Act Policy web page for individuals or groups to make their representations.
- 6.6.2 For a representation to be relevant it should relate to the likely effect of the grant of the application on one or more of the licensing objectives. Representations received outside the statutory period for making such representations will be invalid and will not be taken into consideration when the application is determined. The Licensing Authority also has the power to reject a representation made by someone other than a Responsible Authority if it finds it to be vexatious or frivolous. An example could be where a representation was made solely on the basis that the application would provide competition to an existing trader or where no link was made to any of the licensing objectives.
- 6.6.3 Where a representation proceeds to a hearing the Hearings Regulations allow for further information to be put forward in support of that representation. However, that material must only relate to the initial representation and must not add new grounds of objection. It is therefore vitally important that as much detail and evidence as possible is included at the time the representation is made. Representations made without supporting detail and evidence may be viewed as frivolous or vexatious and disregarded.
- 6.6.4 Where representations are received the characteristics of an area and the impact that the premises may have upon that area will be a fundamental consideration in determining whether a licence should be granted and if so, what conditions should be attached to it. Conditions will be focused on matters that are within the control of individual licensees and others in possession of relevant authorisations. These matters will centre on the premises being used for licensable activities and the vicinity of those premises. What amounts to the vicinity will be a question of fact to be determined in the light of the individual circumstances of the case. Consideration will primarily be given to the direct impact of the licensed activity on those who live, work or are engaged in business or other activities in the area concerned. However, note the representation need not have come from someone who lives, works, or is engaged in business in that area.

## 6.7 **Panel/Committee Hearings**

- 6.7.1 The Act creates a presumption that applications will be granted unless a valid representation is raised. An application will then be determined by the Licensing Committee/Panel unless the issue that led to the representation can be negotiated to an agreed conclusion between the parties.
- 6.7.2 The Authority considers the effective and responsible management of the premises, the instruction, training and supervision of staff and the adoption of best practice in the leisure industry, which may include participation in such schemes as Best Bar None, Purple Flag or Business Improvement Districts (BIDs), to be amongst the most important control measures for the achievement of all of the Licensing Objectives.

## 7. LICENSING POLICIES

### **Policy 1 – Preparation and Consideration of Applications**

When preparing or considering applications, applicants, responsible authorities, other persons, businesses and the Licensing Authority shall, where appropriate, take into account the following matters in assessing both the potential for the Licensing Objectives to be undermined and the appropriateness of any conditions which may be offered or imposed on any resulting licence, certificate or permission:

- (i) The nature of the area within which the premises are situated.
- (ii) The precise nature, type, and frequency of the proposed activities.
- (iii) Any measures proposed by the applicant in the Operating Schedule.
- (iv) The nature (principally in terms of the age and orderliness) and number of any customers likely to attend the licensed premises.
- (v) Means of access to and exit from the premises.
- (vi) Transport provision in the area and the likely means of public or private transport that will be used by customers either arriving or leaving the premises.
- (vii) Parking provision in the area.
- (viii) The potential cumulative impact (see below).
- (ix) Other means and resources available to mitigate any impact.
- (x) Such other matters as may be relevant to the application.

***REASON: To ensure that all relevant matters are taken into consideration during the application process.***

- 7.1 When considering the nature of the area within which the premises are situated the Licensing Authority expects all relevant parties to demonstrate that they have considered all relevant local issues, including, but not limited to:
- i) Locality of nearby sensitive premises (i.e., schools, domestic property)
  - ii) Levels of local crime in the area, including:
    - a. Alcohol related crime
    - b. Drug related crime
    - c. Violence against women and girls
    - d. Modern slavery
    - e. Violent crime
    - f. Knife crime
    - g. Hate crime.
  - iii) Levels of anti-social behaviour.
  - iv) Local health statistics.
  - v) Underage drinking.
  - vi) Counterfeit goods.
  - vii) Environmental restrictions; and
  - viii) Planning restrictions.
- 7.2 It is recommended that applicants conduct a risk assessment in an aim to identify local issues which could undermine the licensing objectives. Conducting a risk assessment which focuses on the licensing objectives will

help applicants to formulate robust conditions and management practices in line with Policy 2 below.

- 7.3 Levels of noise from licensed premises, which may be acceptable at certain times of day, may not be acceptable later in the evening or at night when ambient noise levels are much lower. The main impact of customers arriving, queuing, and leaving should be confined to principal pedestrian routes as far as possible. The impact of noise arising from patrons that are temporarily outside the premises (e.g., smoking), must be recognised and mitigated against.
- 7.4 Applicants should carefully consider the hours that they will wish to operate for each licensable activity and when to close their premises for the entry of customers and to require them to leave. They should consider each licensable activity separately and carefully and reflect this in their operating Schedule. Shops, stores, and supermarkets will normally be permitted to sell alcohol and or late night refreshment anytime when they are open for shopping unless there are good reasons related to the promotion of the licensing objectives for restricting these hours. Where a premises such as a shop is open for business outside of their licensable hour's consideration should be given to what steps will be taken to prevent the unauthorised sale of alcohol.
- 7.5 Applicants should consider the benefits of stopping serving alcohol before other licensable activities stop and a suitable time before the premises close and customers must leave. In noise sensitive areas operators should consider ceasing the playing of dance music and switching to quieter, slower tempo music with a less pronounced beat for a period prior to the closure of the premises.
- 7.6 Applicants should also consider making arrangements with local transport operators to provide information to customers to ensure they can access public transport and leave the vicinity of the premises quickly by the most appropriate route.
- 7.7 The Authority is mindful of the responsibilities that licence holders have for preventing anti-social behaviour on and within the vicinity of their premises. The Authority must, however, also bear in mind its statutory duty under the Crime and Disorder Act 1998 to do all it can to prevent crime and disorder in the district. Where appropriate conditions will be imposed which reflect local Crime Prevention strategies.
- 7.8 The Licensing Authority will expect licensees to take all reasonable steps to prevent the entry of drugs into premises under their control, to take appropriate steps to prevent drugs changing hands within the premises, to take practical measures to prevent tragedies as a result of drug misuse by way of management and design of the premises and work collaboratively with the Police to deal with any such issues.
- 7.9 Licensing Law is not the primary mechanism for the general control of the anti-social behaviour of patrons once they have left the vicinity of the licensed premises rather it is part of a holistic approach to the management of the District.

7.10 Where appropriate the Authority will seek to identify mechanisms that are available for addressing the potential impact of anti-social behaviour arising both in respect of the management and operation of licensed premises themselves and that arising once patrons leave the licensed premises. Regard will be given to the section 182 Guidance in this respect and the following may be employed to address such behaviour and the potential for cumulative impact:

- planning controls.
- Positive measures to create a safe and clean town centre environment in partnership with local businesses, transport operators and other departments of the local authority.
- The provision of CCTV surveillance in town centres, taxi ranks, provision of public conveniences open late at night, street cleaning and litter patrols.
- Powers of local authorities to designate parts of the local authority area as places where alcohol may not be consumed publicly.
- the confiscation of alcohol from adults and children in designated areas.
- Police enforcement of the general law concerning disorder and anti-social behaviour, including the issuing of fixed penalty notices.
- Prosecution for the offence of selling alcohol to a person who is drunk (or allowing such a sale).
- police powers to close down instantly for up to 24 hours (extendable to 48 hours) any licensed premises in respect of which a TEN has effect on grounds of disorder, the likelihood of disorder, or noise emanating from the premises causing a nuisance.
- The power of the police, other responsible authorities, or other persons to seek a review of a licence or certificate; and
- Early Morning Alcohol Restriction Orders (EMROs)
- Any other local initiatives that similarly address these problems.

## **Policy 2 - Responsible Management Practices**

**The Authority expects to see evidence of the effective and responsible management of the licensed premises, such as examples of instruction, training and supervision of staff and the adoption of best practice used in the leisure industry, being specifically addressed within the Operating Schedule.**

***REASON: To ensure the promotion of the licensing objectives.***

7.11 It is recommended that applicants conduct a risk assessment in an aim to identify issues which could undermine the licensing objectives. Risks identified should subsequently be addressed in the operating schedule.

7.12 Applicants are expected to have carried out the relevant assessments under other legislation (e.g., fire precautions, health and safety at work, etc.) prior to submitting their applications. These assessments should be used to identify particular issues which may need to be addressed in the operating schedule in order to ensure that the objectives will not be undermined. Suggested methods of addressing Policy 2 may be outlined in more detail in any guidance issued

by the Responsible Authorities but could include the matters listed below where appropriate.

## **Crime and Disorder**

7.13 Examples of recommended management practice to minimise Crime and Disorder:

- Metal detection and search facilities.
- Procedures for risk assessing promotions and events such as “happy hours” and plans for minimising such risk.
- Measures to prevent the use or supply of illegal drugs.
- Employment of Security Industry Authority (SIA) door supervisors and other appropriately trained staff.
- Participation in an appropriate Pub Watch Scheme or other such scheme aimed at achieving a safe, secure, and social drinking environment e.g., bar tariffs (for all bar price lists to carry a guide of how many units of alcohol each individual drink contains) and recommendations that all licensees, managers, or supervisors attend regular Pub Watch meetings or send a representative if they cannot attend.
- The licensee providing a taxi call point, waiting and concierge service for taxi marshalling at the licensed premises.
- Use of measures aimed at ensuring patrons are more relaxed and quieter when leaving the licensed premises e.g., playing quieter music and promoting non-alcoholic drinks towards the end of the event, ensuring good lighting outside the premises, staggering the closing time with regard to nearby licensed premises, etc.
- Having clear policies and procedures in place for the recording and reporting of incidents and crimes.
- Having clear policies and procedures in place for the prevention, detection and reporting of sexual harassment, misconduct, and violence against women and girls.
- Having clear policies and procedures in place for the prevention, detection and reporting of spiking.
- Provide staff training on drug awareness.
- Use of glass alternatives
- Introduction of bottle bans
- Provision of seating for customers
- Restriction of open containers being removed from the premises.
- Employment of SIA door supervisors.
- Having clear admission policies for entry to the premises. i.e., bag searches, last admission, ID verification
- Installation and maintenance of a CCTV system (both inside and outside of the premises) together with a policy and procedure for its use and handling data.
- Written authorisation of staff for alcohol sales.

## **Public Safety**

7.14 Examples of recommended management practice to ensure public safety:

- The preparation and application of appropriate risk assessments.

- Adequate provision of staff
- The setting and monitoring of occupancy levels for the premises.
- Reasonable access and egress.
- Reasonable facilities, access, and egress for people with disabilities.
- Ensuring the premises is adequately lit.
- Having glassware policies.
- Appropriate waste disposal
- Appropriate internal and external communication facilities.
- Appropriate access for emergency services
- Provision of staff training in the detection and prevention of excessive alcohol consumption and addiction, to include remote sales.

## **Counter Terrorism**

- 7.15 Premises are expected to take all necessary steps to ensure a robust counter terrorism plan is in place and all staff are suitably trained to respond appropriately to terrorist incidents.
- 7.16 The Authority expects premises, as a minimum, to:
- Have a terrorism risk assessment in place.
  - Ensure all staff complete the Action Counters Terrorism (ACT) e-learning training available at <https://www.protectuk.police.uk/> within the last 12 months.
  - Ensure all staff are aware of the current terrorist threat level.
  - Ensure all staff are trained to respond appropriately to a terrorist incident.
  - Ensure robust procedures are in place to record and report suspicious activity.
  - Ensuring appropriate security staff are employed.

## **Protection of Children from Harm**

- 7.17 Examples of recommended management practice for the protection of children:
- Exclusion from all or part of the premises in certain circumstances.
  - Implementation of a robust age verification policy, to be consistent with any current national age verification policy.
  - Provision of age verification training for members of staff.
  - Provision of safeguarding training for members of staff.
  - Having a designated safeguarding lead.
  - Having clear policies and procedures in place for recording any refusal of alcohol sales.
  - Having an EPOS (electronic point of sale) system installed at the premises, configured to prompt the operator to check proof of age when an alcoholic product is scanned.
  - Making appropriate checks on members of staff who are to have unsupervised access to children.
  - Conducting additional risk assessments for events where an increase in the number of children is expected.
  - Having clear policies and procedures in place for keeping children safe from harm, including recording, and reporting any safeguarding concerns. Links to this information can be found on the Council's web pages.



## **Prevention of Public Nuisance**

7.18 Premises shall implement appropriate measures to prevent and limit nuisance which may occur from light, noise, vibration, odour, dust, smoke, fumes, pests, drainage, and waste.

7.19 Examples of recommended management practice for the prevention of public nuisance:

- Keeping doors and windows closed where performances of regulated entertainment take place.
- Sound limiting devices, or insulation to contain sound and vibration so as to address noise break out not only from music but also, for example, from air handling equipment, generators or patrons.
- With popular premises that attract queues ensuring that the direction of any queue is away from residential accommodation.
- Proper and adequate SIA door supervision.
- Controlling the use of external areas to prevent nuisance.
- Erecting prominent notices at the exits to premises asking customers to leave quietly and not to slam car doors and repeating such requests verbally.
- Reducing the volume of music towards the end of the evening and where appropriate playing quieter, more soothing music as the evening winds down.
- Provision of adequate parking and traffic management
- Arrangements with licensed taxis or private hire vehicles to take patrons from the premises.
- In appropriate cases SIA door supervisors or a manager patrolling nearby streets to assess for themselves whether there is a problem and how best to deal with it.
- Banning people who regularly leave in a noisy fashion and liaising with other premises on such bans.
- Where the premises have a membership scheme, including provisions in the conditions of membership concerning conduct and noise when leaving the premises.
- Adequate provisions for dealing with litter/refuse arising from the operation of premises.
- Appropriate times for and methods of dealing with bottle delivery, disposal, and collection.
- The licensee providing a help line or contact number for concerned residents.

7.20 In some cases it may be helpful for applicants and/or their advisors to discuss their draft Operating Schedule with representatives of Responsible Authorities, before it is formally submitted. This will help ensure it properly addresses all relevant issues that might give rise to concern.

A document containing a pool of potential conditions can be found on the Council's website in order to assist with the type of wording which is required on an application. Any condition attached to a licence or certificate should be:

- clear
- enforceable

- evidenced
- proportionate
- relevant
- expressed in plain language capable of being understood by those expected to comply with them.

7.21 As a general rule, the Licensing Authority will seek to avoid attaching conditions that duplicate existing legal requirements and obligations imposed by other regimes unless such obligations and requirements fail to adequately address the specific circumstances of the case.

### **Adult Entertainment**

7.22 The potential for the provision of adult entertainment to impact on the licensing objectives is recognised in the prescribed application form and all applicants are required by the prescribed application form to indicate in their operating schedules whether they intend to provide any such entertainment which may give rise to concerns in respect of children.

7.23 The Policing and Crime Act 2009 potentially provides an additional licensing requirement for operators who provide “sexual entertainment venues” to licence them as sex establishments under the Local Government (Miscellaneous Provisions) Act 1982. These are essentially premises which provide live entertainment or performances to a live audience which either involve nudity (such as lap or pole dancing establishments) or which are for the purpose of sexually stimulating a member of the audience. The licensing provisions are adoptive and do not necessarily apply in every Licensing Authority’s district. Bolsover District Council has not adopted those provisions.

7.24 Where a business wishes to operate as a sexual entertainment venue it may still need to be licensed under the Licensing Act for the sale of alcohol and the provision of regulated entertainment. The provision of sexual entertainment will however be regulated solely under the terms of any sex establishment licence which may be granted under the 1982 Act. The Licensing Act licence will then continue to regulate the other licensable activities.

7.25 Certain forms of adult entertainment are excluded from requiring sex establishment licences under the Local Government (Miscellaneous Provisions) Act 1982, and these will still be regulated under the terms of the Licensing Act 2003.

7.26 The provision of adult entertainment on premises may mean that access by children will not be permitted during periods when such entertainment is taking place. Where such entertainment is to be provided under the terms of the premises licence or club premises certificate the Authority expects applicants to include arrangements for restricting children from viewing any adult entertainment in their Operating Schedule. The Authority expects licensees to ensure that any age restrictions for shows or entertainment of an adult or sexual nature are properly complied with. In addition, it may be appropriate to impose age restrictions for persons working in the premises, and applicants are advised to also consider the wider crime and disorder issues which can be associated

with such forms of entertainment such as issues relating to drugs and prostitution.

- 7.27 Responsible authorities are likely to continue to consider all applications involving adult entertainment very carefully with regard to the promotion of the licensing objectives within the vicinity in which the premises are located.
- 7.28 Where a premises is to offer adult entertainment, the Council expects applicants to demonstrate effective and responsible management in relation to that entertainment.
- 7.29 Examples of recommended management practice in relation to adult entertainment include:
- Having a code of conduct for performers and customers
  - Having suitable controls in place for the exclusion of children
  - Employment of SIA door supervisors
  - Having clear policies and procedures in place for the prevention, detection and reporting of incidents, including sexual harassment, misconduct, and violence against women and girls.
  - Having a designated area for adult entertainment away from the view of the public.
  - Discreet advertising
  - Making suitable employment checks to ensure performers are employed on a voluntary basis free of coercion.

### **Alcohol Delivery Services**

- 7.30 An applicant seeking a licence that will enable them to provide alcohol as part of an alcohol delivery service should include in their operating schedule the procedures that they intend to operate to ensure that:
- That the person they are selling alcohol to is over the age of 18
  - That alcohol is only delivered to a person over the age of 18.
  - There is a clear document trail of the order process from order, despatch from the licensed premises and delivery to the customer is maintained (with times and signatures) and available for inspection by an authorised officer.
  - A refusals log will be maintained for deliveries and available for inspection on request.
  - The time that alcohol is sold on the website/over the phone and the time the alcohol is delivered is within the hours stated on the licence for the sale of alcohol.
  - Alcohol shall only be delivered to a residential or business address and may not be delivered to a public place.
  - Any delivery driver or third party courier will be required to have appropriate age verification training, and in particular they will be required to have undergone training in refusal of supply where age verification is not provided, or the recipient is clearly intoxicated.
  - Operators to have systems in place to ensure alcohol is not delivered to problematic house parties or to people who appear drunk, and, in such instances, alcohol should be refused, and that refusal recorded.

## **Licence Suspensions**

- 7.31 The Licensing Act 2003 requires Licensing Authorities to suspend a premises licence or club premises certificate if the annual fee is not paid when it is due unless an administrative error or dispute has been notified to the Licensing Authority. In such cases there will be a grace period of 21 days to allow the matter to be resolved. If the matter is not resolved within the grace period, the licence must be suspended.
- 7.32 Where such a suspension takes place the Licensing Authority must give a minimum of two working days' notice (starting the day after the authority gives notice) and may inform the police and other responsible authorities of the suspension. All licensable activities must cease when the suspension takes effect. The suspension will only cease on payment of the outstanding fee irrespective of any transfer or hearing which may take place.

## **Reviews**

- 7.33 At any stage following the grant of a premises licence or club premises certificate a Responsible Authority, any person or business, may ask for a review. Evidence will however be required to show that a specific concern exists relating to one or more of the licensing objectives. Where a review Hearing is held the Licensing Authority has a variety of options it may take ranging from taking no action at all, to varying conditions or suspending or revoking the licence. The Guidance reminds the Authority that the powers of review are to be used in the interests of the wider community and not that of the individual licence/certificate holder. Whilst the financial circumstances of the licence/certificate holder will be a consideration for the Licensing Authority the promotion of the licensing objectives will be the Authority's primary concern. In some circumstances e.g., the use of premises for the purchase and consumption of alcohol by minors, revocation may be considered an appropriate course of action even in the first instance.
- 7.34 The Licensing Authority encourage and support a proactive approach by licensees to tackling the problem of illegal drugs and unidentified substances in licensed premises. There is a strong link between illegal recreational drugs and the night time economy. Should the licence holder fail to take appropriate steps to mitigate a drug problem then the premises licence could be taken for review. Where reviews arise and the Licensing Authority determines that the crime prevention objective is being undermined through the premises being used to further crime then revocation of the licence will be seriously considered.

## **Policy 3 – Cumulative Impact Objections**

**In cases where Responsible Authorities, other persons or businesses seek to establish that an application should be refused on the grounds that it would result in or further contribute to a cumulative impact in an area not designated as a saturation zone, which would undermine one or more of the Licensing Objectives the Local Authority expects that they shall:**

- (i) Identify the boundaries of the area from which it is alleged problems are arising.
- (ii) Identify the Licensing Objective(s) which it is alleged will be undermined.
- (iii) Identify the type of licensable activity alleged to be causing the problem (e.g., sale of alcohol, late night refreshment etc)
- (iv) Provide full details and evidence to show the manner and extent to which it is alleged that the Licensing Objective(s) are being, or are at risk of being, undermined in the area.
- (v) Provide evidence to show that the undermining of the objective(s) is caused by the patrons of licensed premises in the area.

***REASON: To ensure that objections are neither frivolous nor vexatious and that there is an evidential basis for the Committee to reach a decision.***

### **Cumulative Impact Assessments**

- 7.35 In some areas concentrations of licensed premises may exist where the combined effect of all the premises, causes problems for a wider area and undermines, or potentially undermines, the Licensing Objectives.
- 7.36 This potential impact on the promotion of the Licensing Objectives by a significant number of licensed premises concentrated in one area is called “cumulative impact”. This should not be confused with the issue of “need” which relates to the commercial demand for licensed premises and cannot be taken into account when determining licensing applications.
- 7.37 Where a cumulative impact is evidenced the Authority can publish a Cumulative Impact Assessment to help limit the number or types of licence applications granted in areas suffering from cumulative impact from licensed premises.
- 7.38 Having considered the evidence available the council is satisfied that there are no areas within the district presently suffering from cumulative impact. However, should the Authority propose to publish such an assessment during the lifetime of this Policy, a full consultation will be undertaken, and the details will be published on the Councils website.
- 7.39 Responsible authorities and interested parties may still make representations on specific applications concerning cumulative impact even though those applications are not for premises in an area covered by a cumulative impact policy. In such circumstances the application may be refused (though there will be no presumption that this will be the case), and the Authority may then choose to review this Statement of Policy and consult as to whether the area should be designated an area to which a cumulative impact Policy should apply.

### **Early Morning Restriction Orders (EMROs)**

- 7.40 The legislation gives licensing authorities discretion to restrict sales of alcohol by introducing an EMRO to restrict the sale or supply of alcohol to tackle high levels of alcohol related crime and disorder, nuisance and anti-social behaviour. The order may be applied to the whole or part of the licensing authority area

and if relevant on specific days and at specific times. The licensing authority must be satisfied that such an order would be appropriate to promote the licensing objectives.

- 7.41 The only exemptions relating to EMROs are New Years Eve and the provision of alcohol to residents in premises with overnight accommodation by means of mini bars and room service.
- 7.42 The decision to implement an EMRO should be evidence based and may include consideration of the potential burden imposed as well as the potential benefits.
- 7.43 The Council currently has no EMROs in place. However, should the Authority propose to introduce such an order during the lifetime of this Policy, a full consultation will be undertaken, and the details will be published on the Councils website.

### **Personal Licences**

- 7.44 Under changes made to the Licensing Act 2003 by the Immigration Act 2016, the Licensing Authority is required to undertake checks to ensure that personal licence applicants have the right to work in the UK. This is to assist in the prevention of illegal working in licensed premises. Further information regarding applicants right to work in the UK can be found at paragraph 6.5.
- 7.45 Where an applicant for a Personal Licence has certain types of conviction (for relevant or foreign offences as defined by the act) or, has been required to pay an immigration penalty the Authority is required to notify the police, and, in the case of immigration offences and penalties, the Secretary of State.

In these cases, a licence will still be granted unless an objection is received within the prescribed period.

- 7.46 Where a licence holder is convicted of certain types of offences (for relevant or foreign offences as defined by the act) or, has been required to pay an immigration penalty the Authority is required to notify the police, and, in the case of immigration offences and penalties, the Secretary of State.

### **Policy 4 – Considering Objections for Personal Licences**

**When considering an objection notice or immigration objection notice the authority will take the following matters into consideration:**

- (i) The circumstances in which the offences were committed or the penalty imposed;**
- (ii) The period that has elapsed since the offence(s) were committed or the penalty imposed;**
- (iii) Whether the offences/penalty reveal a pattern of offending or were a one-off occurrence; and**
- (iv) Any mitigating circumstances.**

In consideration of an objection notice the Authority will reject the application/ revoke the licence if it considers it appropriate to do so for the promotion of the crime prevention objective and/or the prevention of illegal working in licensed premises.

***REASON: Prevention of crime is both an objective of the Licensing Act 2003 and an important responsibility of the Authority under the Crime and Disorder Act 1998. Granting a licence to a person with relevant convictions will in many cases undermine rather than promote the crime prevention objective.***

- 7.47 The Policing and Crime Act 2017 gives Licensing Authorities a discretionary power to revoke or suspend personal licences, with effect from 6 April 2017.

When a Licensing Authority has granted a personal licence and becomes aware that the licence holder has been convicted of a relevant offence or foreign offence or been required to pay an immigration penalty, a licensing authority may revoke the licence or suspend it for a period of up to six months.

Only magistrates' courts can order the forfeiture or suspension of a personal licence for convictions received prior to 6 April 2017. The process which must be undertaken by the licensing authority to suspend or revoke a personal licence is set out at section 132A of the 2003 Act and is contained within the Home Office Guidance.

### **Temporary Event Notices**

- 7.48 There are two types of types of Temporary Event Notice,
- a standard TEN (given at least ten working days before the event)
  - a late TEN (given at least five working days before the event)
- 7.49 A standard TEN must be served no later than ten working days before the event to which it relates and this does not include the day it is given or the day of the event, and a late TEN is served not before nine and not less than five working days before the event to which it relates.
- 7.50 Where a Temporary Event Notice is served on the Authority with less than five working days' notice, the Council has no alternative but to reject the notice and does not have the power to permit the licensable activities. Undertaking the licensable activities without approval from the Council will be an offence under the Act.
- 7.51 Whilst the Council recognises that a Temporary Event Notice may be served at least ten clear working days prior to the commencement of a Permitted Temporary Activity (the event), the current Guidance issued under the Act encourages a locally established preferred period of notice. There is a case for not serving such Notices too early as this could make it difficult for a sensible assessment to be made of the implications of such an event on the Crime and Disorder and Prevention of Public Nuisance objectives. The Council considers that a reasonable period of notice for the service of a Temporary Event Notice is 28 days.

- 7.52 Persons serving Temporary Event Notices must also serve a copy notice on the police and the responsible authority for Environmental Health functions i.e., the Councils Environmental Health section.
- 7.53 Further information regarding Temporary Event Notice's and event management is available on the Council's web pages.

## **8. CHILDREN**

- 8.1 Where there are concerns over the potential for harm to children from licensable activities the Authority recognises the following bodies as competent to advise on matters relating to the protection of children from harm:

- The Derbyshire Safeguarding Children Board.
- Trading Standards

Applications should therefore be copied to these bodies in their capacity as responsible authorities.

- 8.2 Examples which may give rise to concerns in respect of children include those:
- Where there have been convictions for serving alcohol to minors.
  - Where there is a reputation for underage drinking
  - Where there is a known association for drug taking or dealing.
  - Where there is a strong element of gambling on the premises.
  - Where entertainment of an adult or sexual nature is provided.
- 8.3 Where premises are used for film exhibitions, the Authority will impose the mandatory condition restricting access only to persons who meet the required age limit in line with any certificate granted by the British Board of Film Classification or the Authority itself.
- 8.4 The Authority expects applicants to include any arrangements for restricting under-age children from viewing age-restricted films in their Operating Schedule. The Authority expects that licensees will ensure that any age restrictions for cinema exhibitions are properly complied with.

### **Policy 5 – Children in Licensed Premises**

**Where representations have raised concerns in respect of individual premises and it is felt that access for children should be restricted in a bid to mitigate the risk of physical, moral, or psychological harm to children, the Authority will consider imposing conditions which may include the following:**

- (i) Limitations on the hours when children may be present.**
- (ii) Age limitations for persons under 18.**
- (iii) Limitations or exclusion when certain activities are taking place.**
- (iv) Full exclusion of persons under 18 when certain licensable activities are taking place.**
- (v) Limitations of access to certain parts of the premises for persons under 18.**



(vi) **A requirement for adults to be present.**

***REASON: To protect children from harm.***

## **9. EQUALITY AND DIVERSITY**

- 9.1 Delivery of the licensing regime will be in accordance with the Corporate Equality and Inclusion Policy. The use of an Impact Needs Assessment process will inform service delivery and will be subject to on-going monitoring and customer/stakeholder consultation during the life of this Policy. Relevant matters that come to light as a result of monitoring and consultation may result in changes to service delivery and where necessary may result in changes to the Council's licensing policy.
- 9.2 Bolsover District Council is committed to implementing and upholding equality and diversity in everything it does. The Council strives to be an effective service provider, community leader and corporate body, and in doing so, recognises the importance of meeting the needs of the diverse mix of communities represented amongst its residents, service users and workforce. In meeting those needs the Council will develop and harness a safe and sustainable community inclusive to all.
- 9.3 To affirm its commitment and to ensure continuous improvement, the Council is working to the guidance and criteria of the Equality Framework for Local Government.
- 9.4 Advice and guidance will be made available in English which is the most common language of customers and stakeholders. On request the Council will signpost customers to providers of guidance and information relating to translation services.

## **10. GENERAL ENFORCEMENT STATEMENT**

- 10.1 All decisions, determinations, inspections, and enforcement action taken by the Authority will have regard to the relevant provisions of the Licensing Act 2003, national guidance, relevant codes of practice and the enforcement policies of the Council which are produced to the principles of the Enforcement Concordat and the Regulator's Compliance Code
- 10.2 The Authority has established and maintains enforcement protocols with the local police and other relevant enforcement agencies.

## **11. MONITORING AND REVIEW OF THIS STATEMENT OF POLICY**

- 11.1 This Statement of Policy will be reviewed within legislative timescales and as and when appropriate. In preparing the succeeding Statement of Policy regard will be had to data and information collated over the operating period of the current policy together with trends and the outcome of related initiatives from both local sources and nationally issued data and guidance.

## **12. DELEGATIONS**

- 12.1 The Council recognises many of the decisions and functions under the Act are purely administrative in nature. In the interests of speed, efficiency, and cost-effectiveness the Council will implement the suggested delegation of functions as outlined in the guidance where possible and in accordance with the Council's Scheme of Delegation as set out in the Constitution. A copy of the Council's current table of delegations is at Appendix 3.

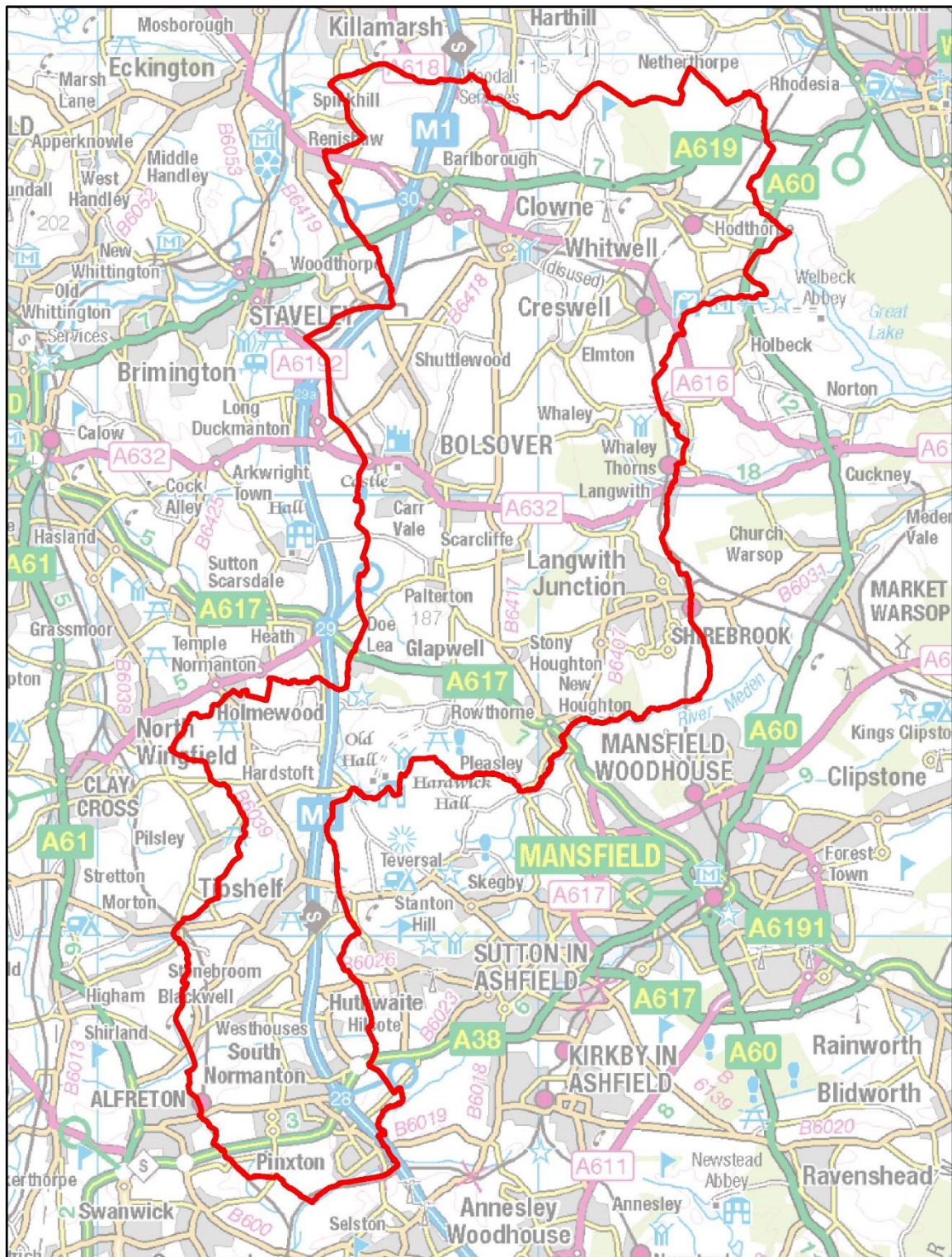
### **13. CONTACTS**

The Council's Environmental Health Service is joint with North East Derbyshire District Council.

The points of contact for any licensing issues or enquiries are; Licensing Section, Joint Environmental Health Service NEDDC and Bolsover District Council, District Council Offices, 2013 Mill Lane, Wingerworth, Chesterfield, S42 6NG or telephone 01246 217873, or email [licensing@ne-derbyshire.gov.uk](mailto:licensing@ne-derbyshire.gov.uk). A copy of this Statement of Licensing Policy is available at [www.bolsover.gov.uk](http://www.bolsover.gov.uk)\*\*\*.

Appendix 1 - A map showing the administrative boundaries of the district

**Bolsover District Council**



## **Appendix 2 – List of persons consulted in the preparation of this Policy.**

In the preparation of this Policy the following individuals and organisations were consulted:

- Bolsover District Council - Community Safety
- Bolsover District Council – Elected Members
- Bolsover District Council - Environmental Health
- Bolsover District Council - Planning
- Bolsover Parish Councils
- British Beer and Pub Association
- British Institute of Innkeeping
- Campaign for Real Ale (CAMRA)
- Community Alcohol Partnership
- Derbyshire Constabulary
- Derbyshire County Council - Adult and Children's Services
- Derbyshire County Council - Director of Public Health
- Derbyshire County Council - Elected Members for Bolsover
- Derbyshire County Council - Emergency Planning
- Derbyshire County Council - Trading Standards
- Derbyshire Fire and Rescue Service
- D2N2 Local Enterprise Partnership
- East Midlands Chamber
- Federation of Licensed Victuallers Associations (FLVA)
- Home Office
- Licence Holders
- Mark Fletcher MP
- Neighbouring Licensing Authorities
- Police and Crime Commissioner for Derbyshire

### Appendix 3 – Delegations

Matter Being Determined	Officers	Licensing and Gambling Acts Sub-Committee	Licensing and Gambling Acts Committee
Personal Licence	If no objections received	If objection received from Police	
Personal Licence (with unspent convictions)		All cases	
Personal Licence (where convicted of any relevant offence or foreign offence, or required to pay an immigration penalty)		All cases	
Premises Licence/ Club Premises Certificate	If no objections received	If relevant objection received from Responsible Authority or member of the public	
Provisional Statement	If no objections received	If relevant objection received from Responsible Authority or member of the public	
Full Variation of Premises Licence or Club Premises Certificate	If no objections received	If relevant objection received from Responsible Authority or member of the public	
Minor Variation of Premises Licence or Club Premises Certificate	If no objections received	If relevant objection received from Responsible Authority	
Decision whether to consult other Responsible Authorities on minor variation application	All cases		
Variation of Designated Premises Supervisor	If no objections received	If relevant objection received from Responsible Authority	
Request to be removed as Designated Premises Supervisor	All cases		
Transfer of Premises Licence	If no objections received	If relevant objection received from Responsible Authority	
Interim Authority	If no objections received	If relevant objection received from Responsible Authority	

Review of Premises Licence/ Club Premises Certificate		All cases	
Decision whether a representation or review application is not relevant, frivolous, vexatious, etc.	All cases		
Decision to object when local authority is a consultee and not the relevant authority considering the application		All cases	
Temporary Event Notice	If no objections received	If objection received from Police and/or Environmental Health	
Variation of Premises Licence at community premises to include the alternative licence condition	If no objections received	If relevant objection received from Responsible Authority	
Licensing Act 2003 Policy Changes and Recommendations to Full Council			All cases