

5 August 2020

## LICENSING ACT 2003 SUB-COMMITTEE 1

A meeting of the **Licensing Act 2003 Sub-Committee 1** will be held on **Thursday, 13th August, 2020 at 10.00 am**. This will be a virtual meeting and you can attend the meeting via the following link <https://m.youtube.com/user/TeignbridgeDC/videos>

PHIL SHEARS  
Managing Director

### Membership:

Councillors Nutley, Bradford and Kerswell

**Please Note:** The meeting will be live streamed with the exception where there are confidential or exempt items, which may need to be considered in the absence of the media and public.

## AGENDA

1. **Apologies for absence**
2. **Appointment of Chairman**
3. **Minutes** (Pages 3 - 6)  
To approve and sign the minutes of the meeting held on 14 October 2019.
4. **Declarations of Interest**
5. **Application for a Premises Licence Variation - Fingle Glen Golf Hotel, Tedburn St Mary** (Pages 7 - 40)
6. **Local Government (Access to Information) Act 1985 - Exclusion of Press and Public**  
It is considered that the Committee would be unlikely to exclude the press and

public during consideration of the items on this agenda, but if it should wish to do so, the following resolution should be passed:-

**RECOMMENDED** that, under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting of the particular item(s) on the grounds that it involve(s) the likely disclosure of exempt information as defined in the relevant paragraphs of Part 1 of Schedule 12A of the Act.

If you would like this information in another format, please telephone 01626 361101 or e-mail [info@teignbridge.gov.uk](mailto:info@teignbridge.gov.uk)

**LICENSING ACT 2003 SUB-COMMITTEE 1****14 OCTOBER 2019**Present:

Councillors D Cox (Chairman), Kerswell and Russell

Officers in Attendance:

Paul Woodhead, Solicitor & Deputy Monitoring Officer

Debbie Rosenveldt, Licensing Assistant

Trish Corns, Democratic Services Officer

**1. MINUTES**

The Minutes of the meeting held on 16 August 2019 were approved as a correct record and signed by the Chairman.

**2. DECLARATIONS OF INTEREST**

None.

**3. APPLICATION FOR A NEW PREMISE LICENCE, WATCOMBE WONDERERS FOOTBALL CLUB, LONG LANE, HACCOMBE****3.1 Introductions**

The Chairman introduced the Members of the Sub Committee, Legal Adviser, Licensing Officer, Democratic Services Officer and explained their respective roles.

The Chairman advised that the Sub Committee would take into account the merits of the application against the four licensing objectives: the prevention of crime and disorder, public safety, prevention of public nuisance and the protection of children from harm, in addition to the Home Office Guidance and the Council's Licensing Policy.

**3.2 Procedure to be Followed**

The Legal Adviser referred to the procedure to be followed for the Hearing and those present wishing to make verbal submissions. There had been no requests from any other party to speak at the hearing. The procedure was as previously circulated to all interested parties with the Notice of Hearing. All parties had been sent an agenda.

### **3.3 The Council's Licensing Manager's Report**

The application is for a new premises licence for the provision of the retail sale of alcohol Monday to Sunday at the Café, Watcombe Wanderers Football Club, Long Lane, Haccombe. The hours sought are set out in the report circulated with the agenda.

The Council has received 3 letters of objection, objecting to the application on the grounds of Public Safety and Public Nuisance. In particular the objectors raised concerns regarding alcohol related antisocial behaviour, increased risk of crime, increased litter, noise nuisance late at night and increased light pollution near a quiet residential area.

One representation of support has also been received.

Devon and Cornwall Police Constabulary has agreed an additional condition with the applicant - *With the exception of cans and plastics bottles, all alcohol sold shall be decanted into plastic paper or polycarbonate containers.*

### **3.4 Address by the Applicant**

The applicant advised that in the immediate future alcoholic drinks for sale would be limited to beer and cider, and addition to soft drinks. The long term goal was to refurbish the premises which was currently two shipping containers that were owned by the Council. The aim was to bring in income to maintain the 11.5 acres of football pitches, and improve the premises for members. The hours have been sought as detailed to cover all eventualities and matches because the match dates were not set that far in advance. One or two matches were played each week in addition to training and coaching for the adult and youths teams.

In response to questions, we heard from the applicant who advised that: all staff and volunteers had the necessary qualifications and training to work with the youth teams; and the club maintained the lane which was un-adopted and damaged by severe weather conditions. The club had resurfaced the road with some 50 tons of shingle.

### **3.5 Decision**

"We have carefully considered all the written material, and also all the oral submissions today from the Applicant.

The Council's Licensing Policy states that terminal hours will normally be approved when the applicant can show that the proposal would not adversely affect the licensing objectives, unless after hearing relevant representations, the Council believes it appropriate, reasonable and proportionate to restrict the hours required. We do not consider that it is appropriate, reasonable and proportionate to restrict the hours, because we have not seen any evidence which would support doing so.

The concerns raised in written submissions from objectors were considered, but it was concluded that these were not material considerations in relation to the current application. We are satisfied that the applicant is experienced and responsible, and we are satisfied, on the balance of probability, that the application will not cause an unreasonable nuisance to local residents.

In the circumstances we grant this application as detailed in the report, with the added condition agreed between the Police and the applicant as detailed above.”

CLLR D COX  
Chairman

This page is intentionally left blank

TEIGNBRIDGE DISTRICT COUNCIL

**LICENSING ACT 2003 SUB-COMMITTEE 1**

**CHAIRMAN:** Cllr David Cox

**DATE:** 19 August 2020  
**REPORT OF:** Licensing Manager  
**SUBJECT:** **Application for a Premises Licence Variation – Fingle Glen Golf Hotel, Tedburn St Mary, EX6 6AF**

**PART I**

**RECOMMENDATION**

**That the Licensing Act 2003 Sub-Committee is requested to consider this application.**

**PART I**

**1. THE APPLICATION**

**Applicant:** **Fingle Glen Golf Hotel**

**Premises:** **Tedburn St Mary, Exeter EX6 6AF**

The application is for a Premises Licence variation to be granted under the Licensing Act 2003 is to allow the changes to hours of regulated entertainment – live music, recorded music and performance of dance, supply of alcohol and inclusion of the provision of late night refreshment. Attached is a copy of the location plan and plan of premises (Appendix A).

The operating schedule shows:-

Hours Premises Open to the Public:

|                     |                    |
|---------------------|--------------------|
| Monday to Thursday  | 0700hrs to 2330hrs |
| Friday and Saturday | 0700hrs to 0200hrs |
| Sunday              | 0700hrs to 2330hrs |

Relevant licensable activities:

- Supply of alcohol.
- Provision of regulated entertainment: live music, recorded music and performance of dance.
- Provision of late night refreshment.

## TEIGNBRIDGE DISTRICT COUNCIL

### Hours of licensable activities:

|   |                     |                    |
|---|---------------------|--------------------|
| Performance of Live Music (Indoors)     | Sunday to Thursday  | 1200hrs to 2300hrs |
|   | Friday and Saturday | 1200hrs to 2400hrs |
| Playing of Recorded Music (Indoors)     | Sunday to Thursday  | 0700hrs to 2300hrs |
|   | Friday and Saturday | 0700hrs to 0130hrs |
| Performance of Dance (Indoors)          | Sunday to Thursday  | 0700hrs to 2300hrs |
|   | Friday and Saturday | 0700hrs to 0100hrs |
| Supply of Alcohol (on/off the premises) | Sunday to Thursday  | 0800hrs to 2300hrs |
|   | Friday and Saturday | 0800hrs to 0130hrs |
| Late Night Refreshment                  | Friday and Saturday | 2300hrs to 0200hrs |

### Seasonal variation:

Christmas Day 1100hrs to 1700hrs

Designated premises supervisor: Sarah House

Supply of alcohol is for consumption on and off the premises, this has not changed from current licence.

### Steps to promote licensing objectives:

- General  
As always we will be assuring all guests follow all rules and make sure we follow all the guidelines
- The prevention of crime and disorder  
Again all rules following and making sure all guests are safe and not causing any harm or disruption to others.
- Public safety  
Any one on our premises made to feel safe.
- The prevention of public nuisance  
All guests leaving are reminded to be quiet but as most are staying on site we manage them leaving and make sure don't wake other guests.
- The protection of children from harm  
No children are allowed at the bar and are supervised at all times with a parent if in the function room.

### **Mediated Amendments – Police**

On any day the premises are permitted to sell alcohol beyond midnight, the DPS must risk assess the requirement for employing SIA registered Door Supervisors based on the type of function taking place. Should it be felt that Door Supervisors are required there will be a minimum of 2 on duty, commencing duty at 9pm.

Removal of 1-40 old Public Entertainment Licence conditions.



## TEIGNBRIDGE DISTRICT COUNCIL

### 2. RELEVANT REPRESENTATIONS

#### Responsible authorities:

Police – no objection as conditions agreed.

Environmental Health Officer – objection.

Fire Officer – no representation received.

Planning Officer – no representation received

Food and Safety - no representation received.

Child Protection Agency - no representation received.

Weights & Measures – no representation received.

Health Authority - no representation received.

#### Interested parties:

Nine representations received on the grounds of Public Nuisance.

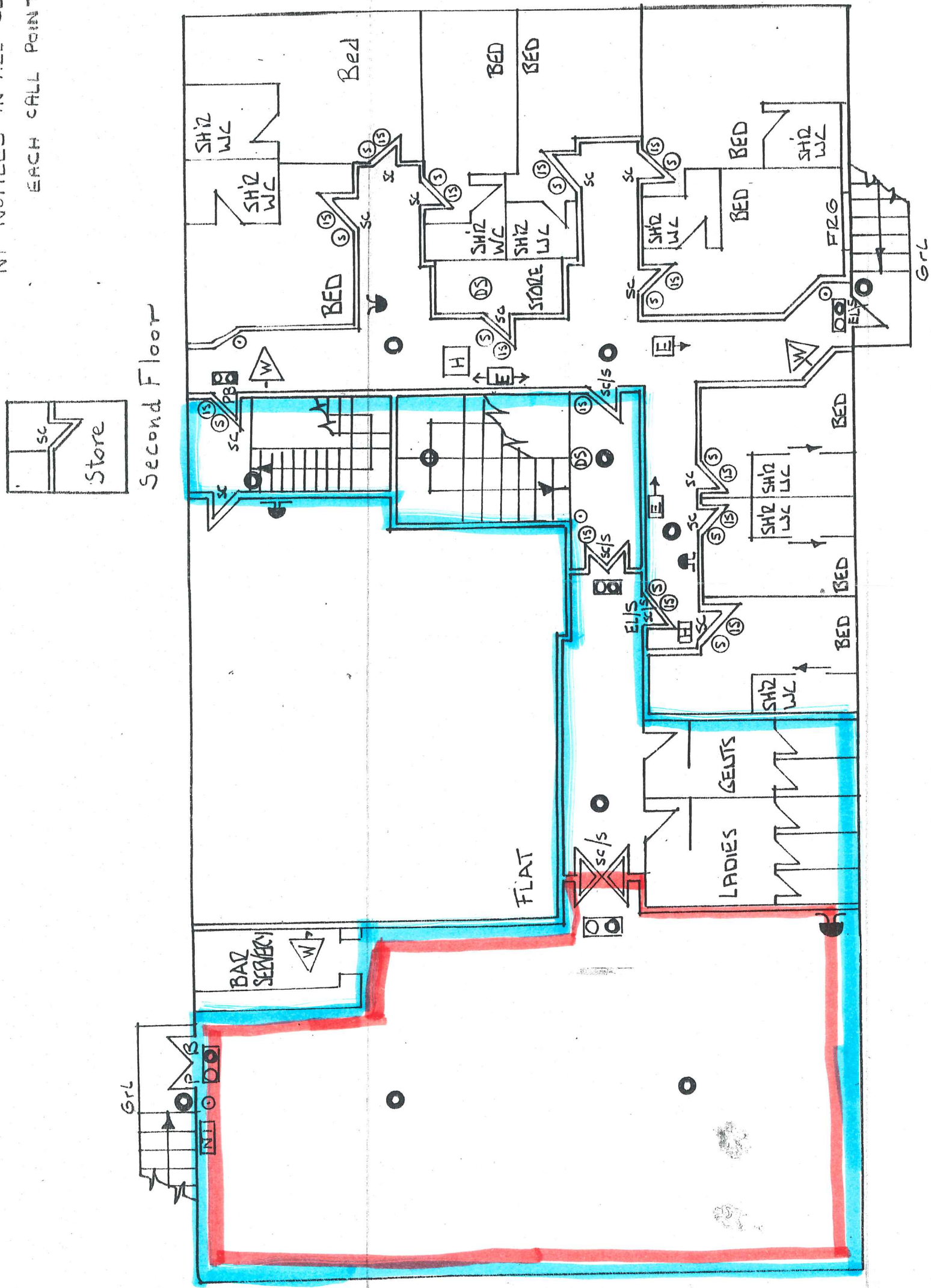
Note: Relevant extracts from D.C.M.S. Guidance and the Council's own Licensing Policy are attached at the end of the report to assist members consider these representations.

**Andrea Furness**  
**Licensing Manager**

|  |   |
|--|---|
| <b>Wards affected</b>                              | <i>Kenn Valley</i>  |
| <b>Contact for any more information</b>            | <i>Debbie Rosenveldt</i>  |
| <b>Background Papers (For Part I reports only)</b> | <i>Licensing Act 2003<br/>Section 182 Guidance for Police and Licensing<br/>Authorities and<br/>Statement of Licensing Policy</i> |
| <b>Key Decision</b>                                | <i>No</i>   |
| <b>In Forward Plan</b>                             | <i>No</i>   |
| <b>Community Impact Assessment attached:</b>       | <i>No</i>   |
| <b>Appendices attached:</b>                        | <i>Appendix A – location plan and plan of premises</i>  |

This page is intentionally left blank

NI NOTICES IN ALL BEDROOMS AND ADJACENT EACH CALL POINT



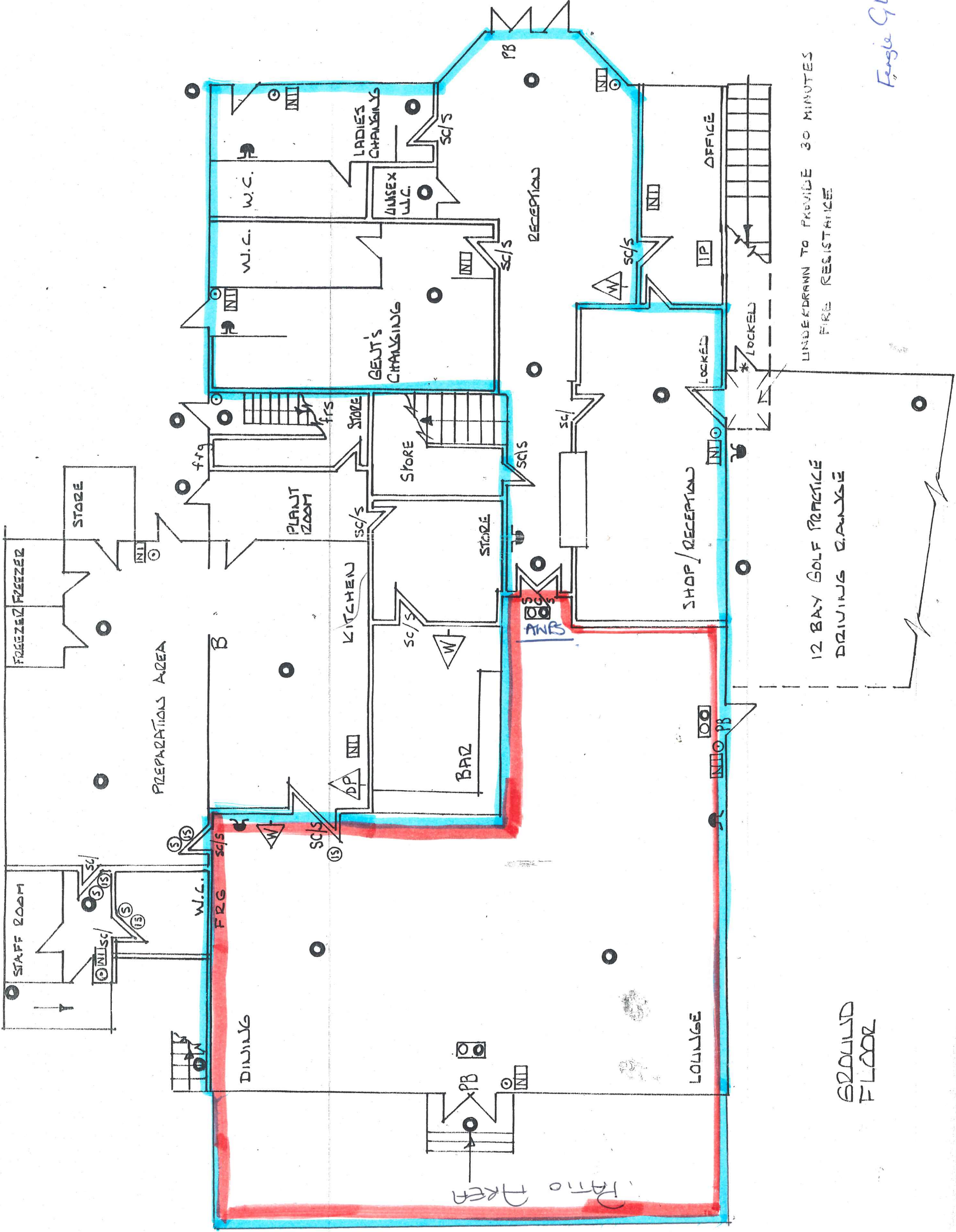
FIRST FLOOR

Fingle Glen ②

|          |         |             |
|----------|---------|-------------|
| DATE     | 8.3.95  | PLAN 2 OF 2 |
| DRAWN BY | FEC/HSR | FILE REF.   |
|          |         | 29521-1     |

This page is intentionally left blank





UNDERDRAIN TO PROVIDE 30 MINUTES  
FIRE RESISTANCE

*Fingle Glen*

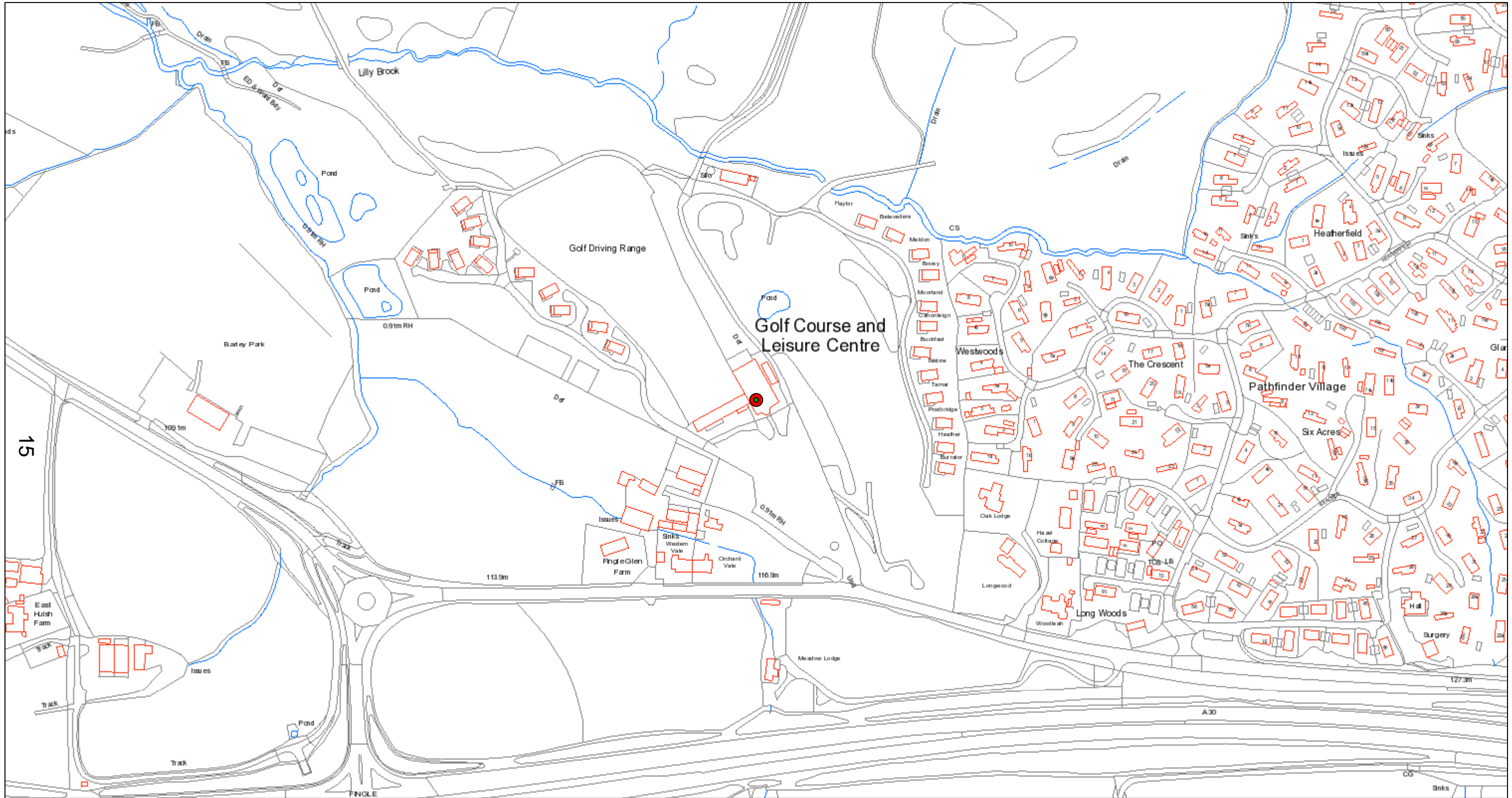
FINGLE GLEN GOLF AND LEISURE COMPLEX, TEDBURN ST. MARY, DEVON.

DEVON FIRE AND RESCUE SERVICE  
FIRE SAFETY DEPARTMENT

|          |         |           |         |
|----------|---------|-----------|---------|
| PLAN     | 1       | OF        | 2       |
| DATE     | 8.3.95  | FILE REF. |         |
| DRAWN BY | FEC/HSR |           | 29521-1 |

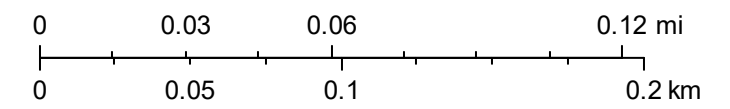
This page is intentionally left blank

# Fingle Glen, Tedburn St Mary



July 28, 2020

1:2,500



This page is intentionally left blank



[REDACTED]  
Pathfinder Village  
Exeter, EX6 6BX tel: [REDACTED]  
[REDACTED]

Licensing Section  
Teignbridge District Council  
Forde House  
Newton Abbot, Devon  
5<sup>th</sup> July 2020

Ref: Fingle Glen Golf Club.

1. Application to extend sale of alcohol hours Mon – Thurs 8.00am – 11pm  
Fri & Sat 7.00am – 01.30am. Sun 8.00am – 11pm
2. Application to extend hours of playing of recorded music.  
Mon-Thurs & Sun 7.00am – 11pm Fri & Sat 7.00am 1.30am
3. Application to extend hours of live music performances.  
Mon-Thurs & Sun 12pm – 11pm Fri & Sat 12pm - Midnight
4. Application to extend hours of dancing.  
Mon-Thurs & Sun 7.00am – 11pm Fri & Sat 7.00am – 1.0am

Dear Sir/Madam

We would like to lodge our objections to the proposed applications as shown above.

Bearing in mind that they will be erecting a further 25 Chalets on what was the 1<sup>st</sup> Fairway we will certainly get a large increase of noise as we are only 6 metres away from an existing chalet and get noise from occupants and cars already. The proposed alteration of alcohol hours starting from as early as 7am and ending at 1.30am is quite frankly ridiculous and can only lead to more boisterous noise and unruly behaviour. The 1.30am finish of alcohol hours on Fri & Sat we feel is too late as it would increase the time to around 2.00am for customers and cars to leave the premises. The sale of alcohol outside of the existing premises (not consumption) we do not agree with. The noise of vehicles and customers leaving the car park and premises will be greatly increased on what we have now.

We have no objection to recorded music being played as long as it confined to inside the existing club premises, but feel that a 7.00am start is much too early.

Performances of live music we feel should be controlled by a decibel controller that switches off the amplification of artists if it goes over a certain level. As a musician of over 50yrs gigging myself, I have come across this method of control many times and it is very effective. Again live bands should be confined to inside the premises and outside doors kept closed. We have no objection to the hours proposed but again feel that 12 midday is too early a start unless it is a special occasion.

Performance of Dancing we have objection to the proposed 7.00 am start. It is simply ridiculous. 12 midday would seem much more sensible.

In conclusion we would like to say that we have lived on Pathfinder since 1998 and have seen the Fingle Glen Golf Club alter many times. When we first came, our boundary hedge was less than 3ft high and we had wonderful views across the golf course with no chalets whatsoever. Successive owners have gradually over the years been given planning permission for Chalets and other alterations. We now have a 10ft boundary hedge (which is not maintained on a regular basis by the golf club) and we have a 6ft panel fence on our side to hold back the hedge and stop any intruders as we are just 6metres from a chalet with a outside hot tub + 11 others backing on to Westwoods. Now with a further 25 chalets to come with extra roads and parking, and possibly more applications, we can see that the ongoing development is leading towards a holiday entertainment park such as in the Dawlish Warren area etc

In our rural area, an area of natural outstanding countryside, this will be situated between 2 long established Residential Park home sites for the elderly. Pathfinder and Woodlands Park. When we came here we were assured that the Golf Club would NOT be granted change of use! But over the years it seems that is exactly what is happening!..

Yours sincerely



[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 06 July 2020 10:23  
**To:** Ext Mail: Licensing  
**Subject:** FW: Fingle Glen Variation

**From:** [REDACTED]  
**Sent:** 06 July 2020 10:21  
**To:** [REDACTED]  
**Subject:** RE: Fingle Glen Variation

Morning,

Not happy with the variation. This as this allows for every Friday and Saturday night to close at half 1. They could potentially disrupt neighbours in the vicinity. There is a history of noise complaints from residents neighbouring the golf club. I recommend that this variation isn't permitted so as not to disrupt the residents and could give rise to an increase in statutory noise nuisance complaints.

If they want to open later due a wedding/function they will need to apply for a tens application for the events/weddings they have.

Regards,

[REDACTED]

**From:** Ext Mail: Environmental Control  
**Sent:** 06 July 2020 09:43  
**To:** [REDACTED]  
**Subject:** FW: Fingle Glen Variation

Please reply direct to licensing.

Regards

[REDACTED]  
**Technical Support Officer**  
**Environmental Control**  
**Environment, Health and Wellbeing**  
**Teignbridge District Council**  
**Forde House**  
**Brunel Road**  
**Newton Abbot**  
**Devon TQ12 4XX**  
**Tel: 01626 215135**  
**DX 121075 Newton Abbot 5**

[REDACTED]  
[REDACTED]  
[www.teignbridge.gov.uk](http://www.teignbridge.gov.uk)

Licensing Section  
Teignbridge District Council

West Woods  
Pathfinder Village  
Exeter  
EX6 6BX



6-7, 20

Re: FINGLE GLEN GOLF CLUB.

Dear Sir,

As a resident adjacent to the Golf Club, I wish to record my objection to the proposed extension hours for the sale of alcohol, and its correlation with music & noise from cars until, in many instances, 1-30 am!

The present late hours of, often 11 pm, cause a nuisance, with loud music and cars revving, afterwards.

The residents of Pathfinder Village are mainly in the later years of their lives, and do not want this increased disturbance in their lives.

Yours Faithfully,

TEIGNBRIDGE  
DISTRICT COUNCIL  
08 JUL 2020  
CUSTOMER &  
INFORMATION

[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 11 July 2020 10:29  
**To:** Ext Mail: Licensing  
**Subject:** Fingle Glen Golf Club

[REDACTED]  
West Woods  
Pathfinder Village  
Exeter  
EX6 6BX

Dear Sirs,

Re: Fingle Glen Golf Hotel

We are writing to object to some aspects of the above Licensing Application for the following reasons:

We object to the sale of alcohol off the premises from 7am on Friday and Saturday and 8am other days off the week as it is too early and until 1.30am on a Friday and Saturday is too late. There are already two local convenience stores that sell Alcohol so we do not understand why Fingle Glen Gold Hotel needs to as well. We also think that the sale of alcohol off the premises will lead to increased partying in the chalets that back onto Pathfinder Village (which is a semi-retirement park) and the homes that are located on the main road either side of the Fingle Glen Golf Hotel entrance.. Permission was granted last year for more chalets to be built. Increased levels of partying will impact the nearby residents that back onto Fingle Glen Golf Club.

We do not object to the sale on the premises of alcohol until 1.30am on a Friday and Saturday.

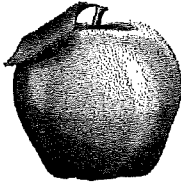
We do not object dancing, playing of recorded music, live music as long as this is performed only within the existing Clubhouse/Hotel.

We do object to the provision of late night refreshments, this will extend the time that vehicles and people will be leaving the premises on a gravel drive which is very noisy.

Yours faithfully

[REDACTED]

Sent from [Mail](#) for Windows 10



# Tedburn St Mary Parish Council

A working parish

Clerk to Tedburn St Mary Parish Council

[REDACTED]  
Tedburn St Mary  
Exeter  
EX6 6ER

[REDACTED]  
[REDACTED]  
12<sup>th</sup> July 2020

Dear Sir/ Madam,

**RE; APPLICATION FOR EXTENSION OF ALCOHOL SALES AT FINGLE GLEN,  
TEDBURN ST MARY, EXETER**

At the meeting of the Tedburn St Mary Parish Council held remotely on 29<sup>th</sup> June 2020, the Parish Council learned of an application for the extension of alcohol sales at Fingle Glen, Tedburn St Mary, Exeter. Following a lengthy discussion, the parish council agreed to write this letter of objection against the application for the following reasons:-

The extended hours lengthen the times when noisy activity impacts on the residents of Woodlands, Pathfinder Village and the residents on the main road either side of Fingle Glen.

The extended hours mean that cars leaving the site do so at a considerably later time.

The same goes for the noise of cars late at night on the gravel drive and guests returning to their chalets.

Kind regards

Yours faithfully,

[REDACTED]  
Clerk to Tedburn St Mary Parish Council

Licensed Premises Variation of Licence  
Teignbridge District Council  
Forde House  
Brunel Road  
Newton Abbot  
TQ12 4X X

TEIGNBRIDGE  
DISTRICT COUNCIL

13 JUL 2020

CUSTOMER &  
INFORMATION  
SERVICES

**From:**  
**Sent:**  
**To:**  
**Subject:**

[REDACTED]  
14 July 2020 21:24  
Ext Mail: Licensing  
The Variation of a Premises Licence for Fingle Glen Golf Hotel Ltd.

I wish to forward the following regarding the above application as a home owner whose garden backs directly onto the Golf Club grounds..I do not object to the increase of hours providing there will be thoughtful monitoring and control of the consequences of the subsequent social gatherings' dispersal whether they be to the on site accomodation or off the Club grounds. The final request for Friday and Saturday late food provision worries me---- three hours per night finishing at 2 am ? And will it stop exactly at that hour? The numbers also concern me twenty four lodges plus the Club at present and a further twenty five lodges to be considered. The Club must take it's responsibilities seriously and provide a manned telephone contact number 24/7 and manpower to cope with any excess disturbance. Otherwise I will have no hesitation in contacting the police at whatever time and for however many times it takes to have an outside agency deal with situations that could arise as a consequence of this application. Thank you [REDACTED] West Woods Pathfinder Village. EX66BP

[REDACTED]  
Todburn - St. Mary  
14.7.20 ETG 6AF

Dear Sirs,

Re licensing application  
Fingle Glen Craft Club.

We write to register our opposition to parts of the proposed above planning application. The proposed extension from 12 p.m. to 1.30 a.m. is totally unacceptable. This is an area almost exclusively occupied by retirees and old age pensioners. The increased traffic and club noise will be extremely detrimental to the health and enjoyment of our twilight groups.

Yours faithfully,

[REDACTED]

[REDACTED]

TEIGNBRIDGE  
DISTRICT COUNCIL  
15 JUL 2020  
COUNCIL  
15 JUL 2020



[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 15 July 2020 08:33  
**To:** Ext Mail: Licensing  
**Subject:** Fingle Glen Golf Club - extension of hours for sale of alcohol

My only concern is that an extension of hours will lead to more noise from revellers outside of the restaurant and clubhouse and from visitors staying in the lodges that border our property in Pathfinder Village.

We already have to put up with raucous behaviour from the visitors staying in the lodges, either outside the lodges or in the hot tubs, which during the day we can put up with, but when it extends well into the night, sometimes until 3 am, that IS NOT acceptable. As our bedroom is less than 70 feet from one of the lodges, we can't get away from the noise!!

If all noise etc is kept within the bounds of the buildings I have no objections, this can't of course be guaranteed by the management of Fingle Glen. One last thought: if the residents of Pathfinder could have a contact number for the Warden at Fingle Glen who could be contacted 24/7 to sort out any problems, AT THE TIME, we would all be a lot happier.

[REDACTED]  
Westwoods  
Pathfinder Village

15 July 2020

**From:**  
**Sent:**  
**To:**  
**Subject:**

[REDACTED]  
15 July 2020 13:56  
Ext Mail: Licensing  
Fingle Glen Golf Hotel application for variation of Premises Licence

Playing of recorded music 7am until 1.30 am Friday and Saturday - if music is going to be outside - objection on the grounds of noise pollution to neighbours.

Performance of live music as above - objection on the grounds of noise pollution whether played inside or out, live music already extremely loud.

Performance of dance - who will be dancing at 7am??.again if outside - noise pollution.

Provision of late-night refreshment - this will lead to staff and guest leaving very late, will guests be allowed to consume food outside - leading to more noise pollution.

In the current COVID 19 climate, should any responsible council be extending any licences for any premises for any reason? Social distancing cannot be maintained, any application should be delayed and reconsidered as COVID 19 is monitored and re-assessed. 2nd outbreak is already expected before end of year if current directions are not maintained.

Yours truly

[REDACTED]  
Pathfinder resident.



Virus-free. [www.avast.com](http://www.avast.com)

WESTWOOD  
PATHFINDER VILLAGE  
EXETER EX6 6BX.  
20 JULY 2020.

LICENSING SECTION,  
T.D.C. FORD HOUSE.

Dear Sir / Madam,

I am writing in response to information I have received re "Fingle Glen extension of sale of alcohol"

I am of the opinion that the sale of alcohol at 7 am may lead to problems not only for the neighbourhood, but also for families on site at Fingle Glen.

My second concern is the "playing of music and performance of dancing" at 7 am, is this creeping towards festival style entertainment by stealth, i.e. outdoors and loud?

I have seen what copious amounts of holiday alcohol can do, often of no benefit to anyone.

I live on the boundary with the chalets so am quite close to any excess of exuberance.

Yours Sincerely

A thick black horizontal bar redacting the signature.

## National Guidance

### National guidance regarding premises is as follows:-

- 14.9 All statements of policy should begin by stating the four licensing objectives, which the licensing policy should promote. In determining its policy, a licensing authority must have regard to this Guidance and give appropriate weight to the views of consultees.*
- 14.10 While statements of policy may set out a general approach to making licensing decisions, they must not ignore or be inconsistent with provisions in the 2003 Act. For example, a statement of policy must not undermine the right of any person to apply under the terms of the 2003 Act for a variety of permissions and to have any such application considered on its individual merits.*
- 14.11 Similarly, no statement of policy should override the right of any person to make representations on an application or to seek a review of a licence or certificate where provision has been made for them to do so in the 2003 Act.*
- 14.12 Statements of policies should make clear that:*
- licensing is about regulating licensable activities on licensed premises, by qualifying clubs and at temporary events within the terms of the 2003 Act; and*
  - conditions attached to various authorisations will be focused on matters which are within the control of individual licensees and others with relevant authorisations, i.e. the premises and its vicinity.*
- 14.13 A statement of policy should also make clear that licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from the licensed premises and, therefore, beyond the direct control of the individual, club or business holding the licence, certificate or authorisation concerned. Nonetheless, it is a key aspect of such control and licensing law will always be part of a holistic approach to the management of the evening and night-time economy in town and city centres.*
- 14.29 As noted above, there should be an evidential basis for the decision to publish a CIA. Local Community Safety Partnerships and responsible authorities, such as the police and the environmental health authority, may hold relevant information which would inform licensing authorities when establishing the evidence base for publishing a CIA. Evidence of cumulative impact on the promotion of the licensing objectives needs to relate to the relevant problems identified in the specific area to be covered by the CIA. Information which licensing authorities may be able to draw on includes:*
- Local crime and disorder statistics, including statistics on specific types of crime and crime hotspots;*
  - Statistics on local anti-social behaviour offences;*
  - Health-related statistics such as alcohol-related emergency attendances and hospital admissions;*
  - Environmental health complaints, particularly in relation to litter and noise;*
  - Complaints recorded by the local authority, which may include complaints raised by local residents or residents' associations;*
  - Residents' questionnaires;*
  - Evidence from local and parish councillors; and*

- Evidence obtained through local consultation.

14.30 The licensing authority may consider this evidence, alongside its own evidence of the impact of licensable activities within its area, and consider in particular the times at which licensable activities are carried on. Information which may inform consideration of these issues includes:

- Trends in licence applications, particularly trends in applications by types of premises and terminal hours;
- Changes in terminal hours of premises;
- Premises capacities at different times of night and the expected concentrations of drinkers who will be expected to be leaving premises at different times.

14.33 After considering the available evidence and consulting those individuals and organisations listed in section 5(3) of the 2003 Act and any others, a licensing authority may be satisfied that it is appropriate to publish a CIA. The CIA should also be considered alongside local planning policy and other factors which may assist in mitigating the cumulative impact of licensed premises, as set out in paragraph 14.46.

14.40 In publishing a CIA a licensing authority is setting down a strong statement of intent about its approach to considering applications for the grant or variation of premises licences or club premises certificates in the area described. Having published a CIA a licensing authority must have regard to the assessment when determining or revising its statement of licensing policy. It is therefore expected that, in respect of each relevant application in the area concerned, the licensing authority will be considering whether it is appropriate to make a representation to its committee as a responsible authority in its own right. The CIA does not, however, change the fundamental way that licensing decisions are made. It is therefore open to the licensing authority to grant an application where it considers it is appropriate and where the applicant can demonstrate in the operating schedule that they would not be adding to the cumulative impact. Applications in areas covered by a CIA should therefore give consideration to potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives. Where relevant representations are received and a licensing authority decides to grant an application it will need to provide the applicant, the chief officer of police and all parties who made relevant representations with reasons for granting the application and this should include any reasons for departing from their own policy.

14.41 The CIA must also stress that it does not relieve responsible authorities (or any other persons) of the need to make relevant representations where they consider it appropriate to do so for the promotion of the licensing objectives. Anyone making a representation may base it on the evidence published in the CIA, or the fact that a CIA has been published. It remains incumbent on all responsible authorities and other persons to ensure that their representations can withstand the scrutiny to which they would be subject at a hearing. As with all licensing applications under the 2003 Act, if there are no representations, the licensing authority must grant the application in terms that are consistent with the operating schedule submitted.

14.44 A CIA should never be absolute. Statements of licensing policy should always allow for the circumstances of each application to be considered properly and for applications that are unlikely to add to the cumulative impact on the licensing objectives to be granted. After receiving relevant representations in relation to a new application for or a variation of a licence or certificate, the licensing authority must consider whether it would be justified in departing from its CIA in the light of the individual circumstances of the case. The impact can be expected to be different for premises with different styles and characteristics. For example, while a large nightclub or high capacity public house might add to problems of cumulative impact, a small restaurant or a theatre may not. If the licensing authority decides that an application should be refused, it will still need to show that the grant of the application would undermine the promotion of one or more of the

*licensing objectives and that appropriate conditions would be ineffective in preventing the problems involved.*

14.46 *CIAs must not impose quotas based on either the number of premises or the capacity of those premises. This is because quotas that indirectly have the effect of predetermining the outcome of any application would have no regard to the individual characteristics of the premises concerned.'*

APPENDIX

### **National guidance regarding licensing hours is as follows:-**

*'13.44 With regard to licensing hours, the Government acknowledges that different licensing approaches may be appropriate for the promotion of the licensing objectives in different areas. The 2003 Act gives the licensing authority power to make decisions regarding licensed opening hours as part of the implementation of its licensing policy statement and licensing authorities are best placed to make such decisions based on their local knowledge and in consultation with other responsible authorities. However, licensing authorities must always consider each application and must not impose predetermined licensed opening hours, without giving individual consideration to the merits of each application.'*

*13.45 Statements of licensing policy should set out the licensing authority's approach regarding licensed opening hours and the strategy it considers appropriate for the promotion of the licensing objectives in its area. The statement of licensing policy should emphasise the consideration which will be given to the individual merits of an application. The Government recognises that licensed premises make an important contribution to our local communities, and has given councils a range of tools to effectively manage the different pressures that licensed premises can bring. In determining appropriate strategies around licensed opening hours, licensing authorities cannot seek to restrict the activities of licensed premises where it is not appropriate for the promotion of the licensing objectives to do so.'*

### **National guidance regarding non-duplication of other regimes is as follows:-**

*'13.14 Statements of licensing policy should reflect the general principles regarding licence conditions set out in Chapter 1 of this guidance.'*

*13.57 The statement of licensing policy should indicate that planning permission, building control approval and licensing regimes will be properly separated to avoid duplication and inefficiency. The planning and licensing regimes involve consideration of different (albeit related) matters. Licensing committees are not bound by decisions made by a planning committee, and vice versa.'*

*13.58 There are circumstances when as a condition of planning permission, a terminal hour has been set for the use of premises for commercial purposes. Where these hours are different to the licensing hours, the applicant must observe the earlier closing time. Premises operating in breach of their planning permission would be liable to prosecution under planning law. Proper integration should be assured by licensing committees, where appropriate, providing regular reports to the planning committee.'*

### **National guidance regarding standardised conditions:-**

*'10.10 The 2003 Act requires that licensing conditions should be tailored to the size, type, location and characteristics and activities taking place at the premises concerned. Conditions should be determined on a case-by-case basis and standardised conditions which ignore these individual aspects should be avoided. For example, conditions should not be used to implement a general policy in a given area such as the use of CCTV, polycarbonate drinking vessels or identity scanners where they would not be appropriate to the specific premises. Licensing authorities and other responsible authorities should be alive to the indirect costs that can arise because of conditions. These could be a deterrent to holding events that are valuable to the community or for the funding of good and important causes. Licensing authorities should therefore ensure that any conditions they impose are only those which are appropriate for the promotion of the licensing objectives'*



## Licensing Policy Considerations

It is considered that the following have a bearing upon the application:

- 3.1 The Council, as the Authority, has a duty under Section 4 of the Act to carry out its licensing functions with a view to promoting the four licensing objectives. Each objective is of equal importance and there are no other licensing objectives. The licensing objectives are:
- the prevention of crime and disorder
  - public safety
  - the prevention of public nuisance and
  - the protection of children from harm
- 3.2 These objectives are the only matters to be taken into account in determining applications and any conditions attached must be necessary to achieve the licensing objectives. If there are no relevant representations then an application must be granted and will be subject only to the mandatory conditions and the applicant's operating schedule.
- 4.1.2 The licensing function is only one means of delivering the licensing objectives and should not be seen as a panacea for solving all alcohol and entertainment-related problems within the community. The Authority recognises that as well as the licensing function there are a number of other mechanisms for addressing alcohol-related crime and disorder such as:
- planning controls
  - Community Alcohol Partnerships
  - installation and/or expansion of CCTV systems in problem areas
  - powers to designate parts of the District as places where alcohol may not be consumed
  - publicly (Designated Public Places Orders)
  - S.27 and s.30 Dispersal Orders (Anti-Social Behaviour Act 2003)
  - police powers to close some premises for up to 24 hours in extreme cases of disorder
  - or excessive noise (Licensing Act, ss.160 & 161)
  - the power of Responsible Authorities and other persons to apply for a review of the
  - licence (see 9.2)

The Authority will therefore continue to work in partnership with other licensing authorities, the Responsible Authorities, other agencies such as South Devon and Dartmoor Community Safety Partnership and with local businesses and residents in a co-ordinated approach to tackling alcohol-related crime and anti-social behaviour.

- 4.1.3 In discharging its licensing function, the Authority will comply with relevant legislation Section 17 Crime and Disorder Act 1998, The European Convention on Human Rights,

which is applied by the Human Rights Act 1998 and The Race Relations Act 1976, as amended by the Race Relations (Amendment) Act 2000.

The licensing authority will also have regard to other legislation, strategies, policies and guidance in its decision making.

- 4.1.4 The central purpose of the licensing function is to promote the licensing objectives through the effective regulation of licensed premises, qualifying clubs and temporary events. The Authority is keen to foster a safe and vibrant leisure economy and will work with applicants and licence holders to encourage and sustain well managed premises which make a positive contribution to the community. The Authority will expect applicants and licence holders to demonstrate that they have given thought to and have in place adequate measures to ensure that the operation of their premises will not have an adverse effect on the quality of life of persons living and/or working in the vicinity of the premises.

*Home Office guidance 13.57 and 13.58 (S182 March 2015) makes it clear that licensing committees are not bound by decisions made by planning committees and vice-versa. The Guidance also states that, where, as a condition of a planning permission, a terminal hour has been set for use of the premises for commercial purposes and this is different to the licensing hours, the applicant must observe the earlier closing times.*

- 4.3.3 The Authority recognises that it is a fundamental principle of the Act that the licensing function should not duplicate other statutory regulation. In particular, the Authority recognises that licensing applications should not be seen as a repeat of the planning application process and that there is no legal basis to refuse a licence application because it does not have planning permission. Applicants are recommended, however, to ensure that appropriate planning permissions are obtained before an application for a premises licence or club premises certificate is made. (See Section 7 – Licence Conditions – for further advice).

*Home Office guidance 13.57 and 13.58 (S182 March 2015) makes it clear that licensing committees are not bound by decisions made by planning committees and vice-versa. The Guidance also states that, where, as a condition of a planning permission, a terminal hour has been set for use of the premises for commercial purposes and this is different to the licensing hours, the applicant must observe the earlier closing times.*

- 5.3.1 When determining a licence application, the overriding principle adopted by this Authority will be that each application will be determined on its merits. The Authority will have regard to any guidance issued by the Home Office, this Statement of Licensing Policy and any measures it deems necessary to promote the licensing objectives. The Authority may depart from the guidelines in this Policy if it has justifiable and compelling reasons to do so. The Authority will give reasons for any such departure from policy.

- 5.3.2 The Authority will expect applicants to demonstrate in their applications active steps for the promotion of the licensing objectives. When determining an application, a key consideration for the Authority will be the adequacy of measures proposed in the Operating Schedule to promote the licensing objectives having regard to the type of premises, the licensable activities to be provided, the nature of the location and the needs of the local community.

- 5.3.3 The Authority will also have regard to wider considerations affecting the residential population, businesses and the amenity of an area. These include alcohol-related violence and disorder, anti-social behaviour, littering, fouling, noise and the capacity of

the infrastructure and police resources to cope with the movement of large numbers of people, particularly late at night and in the early morning.

- 5.3.4 Since the introduction of the Act, the Authority's experience is that the vast majority of complaints about licensed premises are caused by public nuisance, in particular excessive noise from live and recorded music and disturbance caused by customers congregating outside licensed premises. The Authority will expect applicants to have particular regard to these issues and to include in their Operating Schedules adequate and effective steps to control noise and disturbance from their premises. Existing licence holders will also be expected to demonstrate – through the effective management of their premises – that they are taking appropriate and reasonable steps within their control to minimise disorder, anti-social behaviour and public nuisance.

*Public nuisance is not defined in the Licensing Act 2003 and retains its broad common law meaning. It should be noted that public nuisance can include low-level nuisance affecting a few people living locally as well as major disturbance affecting the whole community. It may also include the reduction of the living and working amenity and environment of persons and businesses in the vicinity of licensed premises. (Home Office Guidance 2.15 (S182 March 2015))*

- 5.3.5 When deciding whether to grant a licence, the Authority may take account of any non-compliance with other statutory requirements brought to its attention, if these undermine the licensing objectives. This is because any non-compliance with other statutory requirements may demonstrate that the premises are unsuitable for the activities proposed, or that the management of the premises is not sufficiently competent to protect the public from harm or nuisance.

- 5.3.6 When determining an application, the Authority will consider all relevant evidence, both oral and written, provided by parties to a hearing. Evidence which is irrelevant may be disregarded. The Authority encourages applicants and persons making representations to attend hearings so that they can give evidence. Where an individual fails to attend the hearing, the Authority will consider their application or representation but may attach less weight to it.

- 5.3.7 It should be noted that, when determining an application, the Authority is making a judgement about risk. A key purpose of the licensing function is not to respond to crime and disorder, nuisance or public harm once it has happened but to make an informed assessment of the risk of such things occurring if a licence is granted and to take such steps as it considers appropriate to prevent or minimise such risks.

- 5.3.3 The Authority will also have regard to wider considerations affecting the residential population, businesses and the amenity of an area. These include alcohol-related violence and disorder, anti-social behaviour, littering, fouling, noise and the capacity of the infrastructure and police resources to cope with the movement of large numbers of people, particularly late at night and in the early morning.

- 3.5.1 Public nuisance can include low level nuisance affecting a few people living locally, as well as a major disturbance affecting the wider community. Nuisance is generally attributable to noise (from loud music or from rowdy customers), vibration, light pollution, noxious smells and litter. Applicants will be required to demonstrate that they have adequate measures in place in their applications to prevent nuisance and disturbance.

- 3.5.2 Noise from people entering and leaving licensed premises, particularly late at night or in the early hours of the morning, can be a significant problem. Customers under the

influence of alcohol are often less inhibited about their behaviour and may be unaware of the noise they are creating. As background noise levels are lower at night, any noise is more intrusive for residents trying to sleep.

- 3.5.3 The Authority will require applicants to take appropriate and proportionate measures for the prevention of public nuisance. Such measures may include those listed in the Authority's guidance for applicants can be viewed at [www.teignbridge.gov.uk/licensingact2003](http://www.teignbridge.gov.uk/licensingact2003).
- 6.1 In general, the Authority will deal with the issue of licensing hours on the individual merits of each application. However, when issuing a licence with hours beyond midnight higher standards of control and supervision will be expected in order to promote the licensing objectives - especially for premises situated in or near residential areas.
- 6.2 The Act does not provide for standard closing times. Licensed premises will generally be permitted to sell alcohol during the hours they intend to open provided they can demonstrate to the satisfaction of the Authority that the premises will be operated in a manner consistent with the licensing objectives, Home Office guidance (S182) and this Policy. However, there is no presumption that applications for extended hours will take precedence over the human rights of local residents and businesses.
- 6.3 The licensed hours will normally be approved where the applicant can show that the proposal would not adversely affect the licensing objectives. The Authority may, however, set an earlier terminal hour where it considers this is appropriate to the nature of the activities and the amenity of the area or is necessary to achieve one or more of the licensing objectives.
- Home Office Guidance 10.14 (S182 March 2015) states that the licensing objectives should be the Authority's paramount consideration at all times when determining applications. If the Licensing Committee or a sub-committee believes that granting longer hours would undermine the licensing objectives, it may reject the application or grant it with appropriate conditions and/or different hours from those requested.*
- 6.4 The Authority recognises that fixed and artificially early closing times in certain areas can lead to peaks of disorder and disturbance on the streets when large numbers of people tend to leave licensed premises at the same time. Flexible licensing hours in relation to the sale of alcohol may therefore be considered as a potential means of reducing friction at late night food outlets, taxi ranks and other 'flashpoints' in areas where there have already been incidents of disorder and disturbance.
- 6.5 In considering licence applications, the Authority will consider the adequacy of measures proposed to deal with the potential for crime, disorder and/or nuisance having regard to all the circumstances of the case. The Authority strongly encourages the adoption of best practice. This includes the expectation, as an item of best practice that CCTV will be provided in those premises that wish to trade in the sale of alcohol beyond midnight for the purpose of preventing crime and disorder and public safety. Applicants should carry out a risk assessment with regard to CCTV and are expected to include CCTV in their operating schedule. Where they elect not to do so, they are strongly advised to provide information explaining that omission. For example, that the risk assessment has shown CCTV to be unnecessary.
- 7.1 Conditions attached to a premises licence or club premises certificate are a key element of the regulatory framework established by the Act. There are three types of condition:

- mandatory conditions set out in the Act,
- conditions consistent with the operating schedule, and
- conditions imposed by the Authority.

*The Licensing Authority may only impose conditions on a premises licence or club premises certificate where it has received a relevant representation about an application. The application will then be determined at a hearing by a Licensing Sub-Committee. If no relevant representation is received, the application must be granted on the terms applied for subject only to the mandatory conditions and conditions consistent with the Operating Schedule.*

- 7.2 Conditions are crucial in setting the parameters within which premises can lawfully operate. Any contravention of a condition on a premises licence or club premises certificate is a criminal offence so it is essential that conditions are worded clearly, precisely and unambiguously. In addition, conditions must:
- be appropriate, reasonable and proportionate
  - be enforceable
  - not duplicate other statutory requirements
  - be relevant to the particular type, location and character of the premises concerned
  - not be standardised
  - not replicate offences set out in the Act or in other legislation
  - be written in a prescriptive format
- 7.3 The Authority encourages applicants to seek technical advice from the appropriate Responsible Authorities when preparing their Operating Schedules as this will enable any problems to be resolved at an early stage and will reduce the likelihood of representations.
- 7.4 Experience has shown that many of the conditions volunteered by applicants are poorly worded, unclear or ambiguous and therefore unenforceable. As an aid to applicants, the Authority has prepared a menu of suggested measures to promote the licensing objectives which applicants are encouraged to consider when preparing their operating schedules. These measures are not prescriptive but will help to ensure that licence conditions are expressed clearly and consistently and enable enforcement to be carried out equitably. The measures can be viewed at [www.teignbridge.gov.uk/licensingact2003](http://www.teignbridge.gov.uk/licensingact2003). The Authority, in consultation with the applicant, may amend the wording of proposed conditions where this is unclear, ambiguous or unenforceable.
- Home Office guidance 10.5 (S182 March 2015) states that it is not acceptable for licensing authorities to simply replicate the wording from an applicant's operating schedule. A condition should be interpreted in accordance with the applicant's intention.*
- 7.5 The Authority will pay particular attention to the effect – potential or actual - of licensable activities on those living, working or otherwise engaged in the area concerned and, where relevant representations are received, may attach conditions if it considers it appropriate for the promotion of the licensing objectives.
- 7.6 Conditions attached by the Authority to Premises Licences and Club premises certificates will relate to matters falling within the control of individual licensees. It is recognised that the licensing function cannot be a mechanism for the control of disorderly behaviour by individuals once they are beyond the direct control of the licence holder. However, the Authority and Responsible Authorities may take action where it can be established that there is a clear linkage between disorderly behaviour and a specific premises.

- 7.7 The Authority will not impose inappropriate or over-burdensome conditions on licences. The Authority may, however, impose conditions where existing legislation does not provide adequate controls and additional measures are considered to be appropriate for the promotion of the licensing objectives.
- 7.8 Although it is not a legal requirement, the Authority recommends as good practice - in respect of premises licensed to sell or supply alcohol for consumption on the premises – that a Personal Licence holder is on the premises at all times to make or authorise such sales or supplies. The Authority is keen to encourage the presence of properly trained staff on licensed premises. Applicants may wish to consider including this as a condition of licence, where appropriate, as a measure to promote the licensing objectives. Where this is not possible (because the premises is too small or because staffing levels do not permit) or when the Premises Supervisor/Personal Licence holder will be absent for a significant length of time, a responsible person should be authorised to oversee the sale of alcohol in the place of the Premises Supervisor/Personal Licence holder. The Authority will expect the authorisation to be made in writing, kept securely on the premises and made available for inspection by an authorised person if requested. Copies of the authorisation should be sent to the Authority and the police.
- NB. 'Authorisation' does not mean direct supervision. The government recommends that Personal Licence holders give specific written authorisations to individuals they are authorising to sell or supply alcohol and that such individuals are clearly identified (Home Office Guidance 10.30 - 10.37 (S182 March 2015))*
- 8.1 The cumulative impact of licensed premises on the promotion of the licensing objectives is a matter which the Authority can take into account. This should not, however, be equated with 'need' which relates to the commercial demand for a particular type of premises. The issue of 'need' is a matter for planning consideration or for the market to decide and does not form part of this licensing policy statement.
- 8.2 If the Authority receives relevant representations suggesting that the cumulative impact of new licences is leading to an area becoming saturated with premises of a particular type and thereby creating problems of disorder and nuisance over and above the impact from the individual premises themselves, the Authority may consider the issue of cumulative impact when determining an application. The onus is on any person, or organisation, making such representations to prove the assertion that the grant of the licence would cause the cumulative impact claimed.
- 8.3 The Authority does not propose to operate a quota system of any kind, which would have the effect of pre-determining any application; nor does it seek to impose general limitations on trading hours in particular areas. The Authority recognises that pubs, clubs, restaurants, hotels, theatres, concert halls and cinemas have contrasting characteristics and styles of operation. Proper regard will be given to those differences and the impact they are likely to have on the promotion of the licensing objectives
- 11.1 The Authority recognises that drug use is not something that is relevant to all licensed premises. However, where relevant representations are received, the Authority may need to impose special conditions for certain types of venues in order to reduce the sale and consumption of drugs and to create a safer environment for customers using the premises. The conditions to be imposed in such cases will be taken from the Government Department pool of conditions which take into account the report "Safer Clubbing" published by the Home Office. The sale or use of new psychoactive substances (NPS) (so called Legal Highs) the Authority will consider any issue with NPS in line with current legislation and government policy. Where the Authority deems such

conditions to be appropriate for the promotion of the licensing objectives, it will seek advice from the local Drugs Action Team and the Police.

- 12.1 Whenever any persons are employed at licensed premises to carry out any security activity, all such persons must be licensed by the Security Industry Authority. The Authority recognises that certain premises, because of the nature of their operation, their capacity, their licensed hours and the licensable activities provided, may require stricter supervision for the purpose of reducing crime and disorder and public nuisance. In such cases, where relevant representations are received, the Authority may impose a condition that licensed door supervisors must be employed at the premises either at all times or at such times as certain licensable activities are being carried out.
- 12.2 The Authority recognises that Door Supervisors have an important function in terms of supervising customers not only inside premises but also outside. Door Supervisors will therefore be expected to take a pro-active role in managing the behaviour of customers outside premises in order to minimise any disturbance and nuisance to nearby residents. Licence holders should ensure in particular that, at closing times, they have sufficient Door Supervisors to effectively control 'surges' of customers leaving premises.
- 12.3 Whenever security operatives are employed at licensed premises to carry out any security function such operatives must be licensed by the Security Industry Authority (SIA). Competent and professional door supervisors are key to public safety at licensed premises and the provision of door supervisors is an action point for the leisure industry to consider in the Home Office Alcohol Strategy.

It is a mandatory condition of a Premises Licence that where the licence requires personnel to carry out security activity (e.g. screening of customers, dealing with conflict management, crowd control) such personnel are licensed by the Security Industry Authority. (Licensing Act 2003, s.21).

This page is intentionally left blank