



Local Government Act 1972

I Hereby Give You Notice that an **Ordinary Meeting** of the **Durham County Council** will be held in the **Council Chamber, County Hall, Durham** on **Wednesday 23 October 2024** at **10.00 a.m.** to transact the following business:-

1. To confirm the minutes of the meeting held on 25 September 2024 (Pages 5 - 14)
2. To receive any declarations of interest from Members
3. Chair's Announcements
4. Leader's Report
5. Questions from the Public
6. Petitions
7. Report from the Cabinet (Pages 15 - 24)
8. Report of the Audit Committee for the Period September 2023 to August 2024 - Report of Corporate Director of Resources (Pages 25 - 62)
9. Review of the Council's Statement of Licensing Policy - Report of Corporate Director of Neighbourhoods and Climate Change (Pages 63 - 200)
10. Motions on Notice

Councillor C Martin to Move

Council strongly believes that the two-child limit to benefit payments, introduced by the Government in 2017, is a cruel

and harmful policy that should be scrapped. Research from the University of York has shown its introduction has had no positive impacts on employment and earnings. Instead it has dragged thousands of local families into poverty.

Council notes with concern the stance of the Government who are committed to keeping the cap – going as far as suspending the whip from MPs who rebel against this position.

Council resolves to:

Call upon the Portfolio Holder for Equalities and Inclusion to write to the Chancellor of the Exchequer and the Prime Minister indicating Durham County Council's strong belief that the two child limit to benefit payments should be scrapped.

Further request the Portfolio Holder to write to all MPs covering the Durham County Council area, asking them to commit their public support to the campaign to end the cruel two child limit to benefit payments.

Councillor J Miller to Move

The former Bluebell Primary School site in Trimdon Grange has been empty for some time, becoming a blight on our community, and a hotspot of ASB and other crime, including arson. This has resulted in damage to a Council building which would cost around £1 million to repair, with current ongoing costs of paying for 24/7 security.

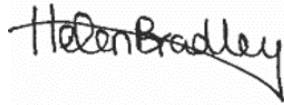
This is because the Council does not have an empty buildings strategy.

Therefore, this Council calls on the relevant Portfolio Holder to establish a cross-party working group to create an Empty Buildings Strategy, to prevent issues, such as this in Trimdon, happening across our county.

11. Questions from Members

And pursuant to the provisions of the above-named act, I Hereby Summon You to attend the said meeting

Dated this 15th day of October 2024

A handwritten signature in black ink that reads "Helen Bradley". The signature is written in a cursive style with a long, sweeping underline that extends under the word "Bradley".

Helen Bradley
Director of Legal and Democratic Services

To: All Members of the County Council

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Durham County Council

At an **Ordinary Meeting** of the County Council held in the **Council Chamber, County Hall, Durham** on **Wednesday 25 September 2024** at **10.00 a.m.**

Present:

Councillor J Nicholson in the Chair

Councillors E Adam, R Adcock-Forster, V Anderson, V Andrews, J Atkinson, A Batey, A Bell, R Bell, C Bihari, J Blakey, D Boyes, D Brown, L Brown, J Cairns, J Charlton, J Clark, I Cochrane, J Cosslett, B Coult, R Crute, M Currah, S Deinali, T Duffy, K Earley, J Elmer, K Fantarrow, C Fletcher, D Freeman, J Griffiths, O Gunn, D Hall, C Hampson, A Hanson, K Hawley, P Heaviside, L A Holmes, C Hood, A Hopgood, L Hovvels, D Howarth, J Howey, C Hunt, G Hutchinson, M Johnson, N Jones, B Kellett, C Lines, L Maddison, R Manchester, E Mavin, L Mavin, B McAloon, M McGaun, D McKenna, I McLean, J Miller, P Molloy, D Nicholls, D Oliver, R Ormerod, E Peeke, R Potts, P Pringle, J Purvis, J Quinn, S Quinn, A Reed, G Richardson, K Robson, K Rooney, J Rowlandson, A Savory, E Scott, P Sexton, A Shield, J Shuttleworth, A Simpson, T Smith, M Stead, W Stelling, A Sterling, D Stoker, T Stubbs, D Sutton-Lloyd, P Taylor, F Tinsley, S Townsend, C Varty, E Waldock, M Walton, A Watson, J Watson, M Wilkes, M Wilson and S Wilson

Apologies for absence were received from Councillors P Atkinson, C Bell, G Binney, J Chaplow, L Fenwick, S Henig, J Higgins, C Kay, C Martin, S McDonnell, S McMahan, S Robinson, M Simmons, A Surtees and D Wood

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The Chair formally reported the deaths of former Councillors Ronald Dodd and Peter Harker.

Ronald Dodd represented the Tanfield Ward on Derwentside District Council from 1973-1989. He was also an Honorary Alderman.

Peter Harker was a former Councillor on Wear Valley District Council. He served two separate terms of office, representing the St Helens Auckland Ward from 1995 to 1999; and the West Auckland Ward from 2003-2007.

Members stood for a moments silence out of respect to Ronald and Peter.

1 Minutes

The minutes of the meeting held on 17 July 2024 were Moved by the Leader and Seconded by the Deputy Leader, and confirmed by the Council as a correct record and signed by the Chair.

2 Declarations of interest

There were no declarations of interest in relation to any items of business on the agenda.

3 Chair's Announcements

The Chair reminded all Members of their obligations under the Code of Conduct and asked that all Members address each other in the correct manner during meetings and show respect at all times.

The Chair had attended Castleside Primary School to view the premiere of a short film based on Consett Steelworks. The film was made in collaboration with Digital Voice as part of a Heritage Lottery Fund project which invited stories from people who remembered the works. Children across the school then worked to learn new digital skills as well as learn about their own heritage. The film would be played at the conclusion of meeting.

The Chair announced that in her previous year in office charitable donations raised for charities was £5,252.28 and had been shared between the two chosen charities for 2023/24 - The Durham Association of Boys and Girls Clubs and The Alzheimer's Society. She thanked everyone who had contributed to all the civic events held throughout the year.

4 Leader's Report

The Council noted a report from Councillor A Hopgood, Leader of the Council as follows:

Councillor Hopgood said that September had got off to a flying start with the 20th anniversary of NETPark. From a bold vision, developed and delivered in partnership, NETPark had established itself as one of the UK's leading science, engineering and technology parks. It was currently home to more than 40 pioneering companies employing more than 700 people. These companies were developing cutting-edge products that helped people to live healthier lives, keep people safe, generate sustainable energy and much more. The £100 million Phase 3 extension was underway, and we were delighted when the leading tech firm Filtronic signed up as its first tenant earlier this month.

Councillor Hopgood said that September also meant the start of the new academic year, and this year we had been proud to pilot a scheme that automatically enrolled eligible families to receive free school meals. Everyone understood the importance for children to receive a nutritious and satisfying lunch, and thanks to this scheme, nearly 2,500 children would get a free school meal in County Durham in 2024/25. This would save each family an average of £400 a year on food costs. The Leader placed on record her thanks to Councillor A Shield and the teams involved in the pilot of this important initiative.

5 Questions from the Public

There were no questions from the public.

6 Petitions

There were no petitions.

7 Report from the Cabinet

The Council noted a report from the Cabinet which provided information on issues considered at its meeting held on 10 July 2024 (for copy see file of Minutes).

8 Local Council Tax Reduction Scheme 2025/26

The Council considered a report of the Corporate Director of Resources which sought approval for the continuation of the current Local Council Tax Reduction Scheme (LCTRS) for a further year into 2025/26, which would continue the protection afforded to all claimants in line with what their entitlement would have been under the former Council Tax Benefit system (for copy see file of Minutes)

The proposals were considered by Cabinet at their meeting on 18 September 2024 and it was resolved to recommend to Council the continuation of the scheme into 2025/26.

In Moving the report Councillor R Bell, Deputy Leader and Portfolio Holder for Finance informed Council that Durham County Council remained the only council in the north east to have a scheme that continued to provide support equal to that which was available under the old Council Tax Benefit scheme. He added that the decision came at a cost in terms of lost council tax revenues in terms of working age households at a total cost of £67 million, with 38% of the 53,800 cases being pensioners who must remain protected. Support of £25 million was given to pensioners and support to working age claimants was £42 million.

Councillor Bell added that a review of the position in a years' time would be required should no further funding from the new government be forthcoming, as the deficit would be £20 million in 2025/26, and a deficit of £60 million over the MTFP period. The Council would also need to reflect on the administrative burden regarding universal credit. Unless further funding was received from government this would need to be closely monitored and could be the last year this could be offered.

In Seconding the report Councillor A Shield, Portfolio Holder for Equality and Inclusion thanked Councillor Bell and the officers who had supported vulnerable people during this last year. He was pleased to note that new claims were being processed within 15 days and changes in circumstances within 16 days which was well within the target. Councillor Shield said that the Council should be proud that the scheme had been retained but the increasing financial pressures continued need to make savings meant that the scheme would need to be closely monitored going forward.

Councillor M Wilkes commented on the difficult financial circumstances being experienced but that it was important to protect the most vulnerable and still provide quality services. He urged the government to provide further funding for the scheme to continue.

Resolved:

That the recommendations in the report be approved.

9 Review of the Council's Statement of Licensing Policy

This item was deferred.

10 Zero-Tolerance to Abuse Policy

The Council considered a report of the Director of Legal and Democratic Services which presented a proposed Zero-Tolerance Approach to Abuse Policy (for copy see file of Minutes).

In Moving the report Councillor K Rooney said that the Council already had excellent arrangements in place to deal with abuse and intimidation towards Councillors effectively. The Standards Committee were pleased to note that the Council met four out of the five guiding principles set out in the Local Government Association's report "Debate not Hate: Ending abuse in public life for Councillors." Members would recall that the Council's arrangements, in particular the Social Media Toolkit, arrangements with the police and risk assessments in the event of incidents were highlighted by the LGA as best practice. The adoption of the Zero-Tolerance Approach to Abuse Policy would ensure that the Council's arrangements fully reflected the LGA's

recommended best practice. The Policy had been drafted so that it was consistent with the Council's existing policies and procedures such as the Member and Employee Codes of Conduct, the Corporate Complaints Policy and arrangements for dealing with habitual and vexatious complainants. The Policy set clear expectations of the standards of behaviour that were expected from interactions between members, officers and members of the public. It was unfortunate that the abuse and intimidation faced by Members and Officers continued to rise but the Standards Committee remained committed in ensuring the Council's arrangements for dealing with such incidents remained up to date and reflective of best practice. Councillor Rooney thanked the Monitoring Officer, her team and all of the Officers involved in preparing the policy as well as providing support to Councillors who experienced abuse and intimidation.

Councillor R Bell said that the Council already had arrangements in place for dealing with allegations of misconduct against Officers and Members, vexatious and habitual complainants and potentially violent persons. However, there was currently no document which set out the Council's zero-tolerance approach to abuse. This policy sought to address that gap and having signed up to the Debate not Hate statement in January 2023, it was important that the Council maintained its commitment to promote respectful debate and interactions between Members, Officers and the public and duly Seconded the report.

Resolved:

That the recommendations in the report be approved.

11 Overview and Scrutiny Annual Report 2023/24

The Council noted the Overview and Scrutiny Annual Report 2023/24 (for copy see file of Minutes).

Councillor R Crute, Chair of the Corporate Overview and Scrutiny Management Board presented the annual report set out some of the work undertaken in the past year.

Councillor Crute said that as Chair and alongside the Vice-Chair, Cllr Chris Lines they continued to implement the scrutiny process in accordance with the four principles of effective scrutiny:

- To provide a constructive critical friend challenge
- To amplify the voices and concerns of the public
- To be led by independent minded people who take responsibility for their role
- To drive improvement in public services

The annual report reflected these four principles which underpinned all the work we did. Councillor Crute gave some examples of the work covered.

The Corporate Overview and Scrutiny Management Board scrutinised the Cabinet's MTFP proposals and the Board's comments were included in the final budget report to Council. This was a significant role and responsibility for the Board.

Adults, Wellbeing and Health OSC, chaired by Councillor V Andrews, had engaged with NHS Colleagues in monitoring improvement actions as part of the CQC's Inspection process and had been involved in the preparation and oversight of the Council's Adult Social Care Assurance assessment framework by the CQC.

Children and Young People OSC, chaired by Councillor A Reed, had examined the demands placed upon Children's Social Care and the increased demand for mental health and wellbeing support for Children and Young People which had been evident since the COVID 19 Pandemic.

Economy and Enterprise OSC, chaired by Councillor B Moist had continued its oversight of the Inclusive Economic Strategy Delivery plan and demonstrated its policy formulation role in contributing to both the County Durham Housing Strategy and Homeless and Rough Sleeping Strategy.

Environment and Sustainable Communities OSC, chaired by Councillor B Coult had continued to examine the Council's performance in delivery key actions to address the Ecological Emergency declaration and the Climate Emergency Response Plan, the latest update of which was presented to Cabinet in September.

Safer and Stronger Communities OSC, chaired by Councillor P Heaviside had provided comment on the Safe Durham Partnership Plan Priorities refresh and County Durham and Darlington Fire and Rescue Service's Community Risk Management Plan.

Councillor Crute went on to highlight the increasing work undertaken by the Council's Scrutiny representatives at a regional level in respect of Health services and also Combined Authority scrutiny. Members would be aware that in May 2024 a new regional Mayor Kim McGuinness was elected and a North East Combined Authority Cabinet and OSC appointed. Councillor Crute was keen to ensure that the Council had oversight of the role and functions of the NECA as a high priority moving forward.

Councillor Crute gave his thanks to the members of the overview and scrutiny committees, the chairs and vice-chairs, co-optees, and Council

officers and partners for their continued hard work and support throughout the year and asked members to accept the report.

Councillor C Lines, Vice Chair of the Corporate Overview and Scrutiny Management Board echoed Councillor Crute's comments and praised the complex and varied work programmes. He thanked the scrutiny officers, other officers and external organisations for their support and commended the members and co-opted members for the standards of discussion during the meetings, and commented that chairs and vice-chairs had worked well together regardless of their political party.

12 County Durham Youth Justice Service, Youth Justice Plan 2024 - 2025

The Council considered a report that presented the Youth Justice Plan 2024/25 and highlighted some achievements and issues during 2023/24, along with areas for improvement which the service would focus on during the next year (for copy see file of Minutes).

Councillor C Hood, Cabinet Portfolio Holder for Adults and Health Services welcomed the update and thanked the dedicated staff and volunteers. He was pleased to see that the plans for the year ahead contained improvements that we all wanted to see and was confident that these plans would produce positive outcomes. He supported the recommendations in the report.

Councillor S Deinali thanked the staff involved and the support they give the children involved. She said that the plan was very thorough and demonstrated how the service would address the challenges. Whilst visiting the team Councillor Deinali said she was amazed at the level of work carried out and the commitment from staff to support all children and how this was having a significant impact on those children. She added that some of these children who had offended were victims of crime themselves and that was an important point to take onboard. She went on to say that the service was starved of funding and required a review of the funding to achieve the best outcomes for our children and young people.

Resolved:

That the recommendations in the report be approved.

13 Request for Dispensation Under Section 85(1) of the Local Government Act 1972

The Council considered a report of the Director of Legal and Democratic Services asking for approval of a dispensation for Councillor G Binney who

was currently unable to attend any Council meetings due to ill-health (for copy see file of Minutes).

Moved by Councillor S Deinali, and **Seconded** by Councillor L Hovvels.

Resolved:

That the recommendations in the report be approved.

14 **Motions on Notice**

The Chair informed Council that there was one Motion for consideration, as Councillor Crute had withdrawn his Motion.

Moved by Councillor M Wilkes and **Seconded** by Councillor C Hood

Council notes and is deeply concerned by the Government's decision to end universal Winter Fuel Payment. Across County Durham, 89,275 pensioners will be financially worse off due to this change.

Council is concerned that around 37% of those eligible do not take up Pension Credit, which will now be required for entitlement to Winter Fuel Payment. This could potentially push thousands of County Durham pensioners into fuel poverty. Furthermore, many pensioners not entitled to pension credit but on low and middle incomes will also be affected.

Council resolves to:

- Request that the relevant portfolio holders write to the Chancellor of the Exchequer and County Durham's MPs, calling for the policy on linking Winter Fuel Payment to Pension Credit receipt, removing 89,275 County Durham pensioners from eligibility to be immediately scrapped.
- Request all Group Leaders within Durham County Council sign this letter to indicate their support.
- Urgently commence a significant awareness campaign to maximise uptake of Pension Credit.

An Amendment was **Moved** by Councillor F Tinsley, **Seconded** by Councillor R Crute, as follows:

Council notes and is deeply concerned by the ~~Government's decision to end universal Winter Fuel Payment.~~ impact of ending universal Winter Fuel Payment. Across County Durham, 89,275 pensioners will be financially worse off due to this change.

Council is concerned that around 37% of those eligible do not take up Pension Credit, which will now be required for entitlement to Winter Fuel

Payment. This could potentially push thousands of County Durham pensioners into fuel poverty. Furthermore, many pensioners not entitled to pension credit but on low and middle incomes will also be affected.

Council resolves to:

- ~~-Request that the relevant portfolio holders write to the Chancellor of the Exchequer and County Durham's MPs, calling for the policy on linking Winter Fuel Payment to Pension Credit receipt, removing 89,275 County Durham pensioners from eligibility to be immediately scrapped.~~
- ~~-Request all Group Leaders within Durham County Council sign this letter to indicate their support.~~
- ~~-Urgently commence a significant awareness campaign to maximise uptake of Pension Credit.~~
- Request Cabinet to immediately set up and fund a unit specifically to organise and run a Pension Credit awareness campaign in conjunction with relevant voluntary organisations in County Durham.

Councillors J Quinn, R Ormerod, A Shield spoke against the amendment.

Councillors L Hovvells, E Adam, O Gunn spoke for the amendment.

Councillor M Wilkes requested for a named vote which was supported.

For the Amendment

Councillors E Adam, R Adcock-Forster, V Anderson, V Andrews, J Atkinson, A Batey C Bihari, R Crute, S Deinali, K Earley, C Fletcher, J Griffiths, O Gunn, D Hall, C Hampson, A Hanson, L Hovvells, M Johnson, R Manchester, D McKenna, J Miller, D Nicholls, P Pringle, J Purvis, S Quinn, T Smith, P Taylor, F Tinsley, S Townsend, C Varty, E Waldock, J Watson, M Wilson, S Wilson.

Against the Amendment

Councillors A Bell, R Bell, J Blakey, D Brown, L Brown, J Cairns, J Charlton, I Cochrane, J Cosslett, B Coult, M Currah, T Duffy, J Elmer, K Fantarrow , D Freeman, K Hawley, P Heaviside, L Holmes, C Hood, A Hopgood, D Howarth, J Howey, C Hunt, G Hutchinson, N Jones, C Lines, E Mavin, L Mavin, B McAloon, M McGaun, P Molloy, J Nicholson, D Oliver, R Ormerod, E Peeke, R Potts, J Quinn, A Reed, G Richardson, K Robson, K Rooney, J Rowlandson, A Savory, E Scott, P Sexton, A Shield, J Shuttleworth, A Simpson, M Stead, W Stelling, A Sterling, D Stoker, T Stubbs, D Sutton-Lloyd, M Walton, A Watson and M Wilkes.

Abstentions to the Amendment

Councillors D Boyes, B Kellett, L Maddison and I McLean.

The Amendment was lost.

The Council then voted for the Original Substantive Motion as follows:

For the Original Substantive Motion

Councillors A Bell, R Bell, J Blakey, D Brown, L Brown, J Cairns, J Charlton, I Cochrane, J Cosslett, B Coult, M Currah, T Duffy, J Elmer, K Fantarrow , D Freeman, A Hanson, K Hawley, P Heaviside, L Holmes, C Hood, A Hopgood, D Howarth, J Howey, C Hunt, G Hutchinson, N Jones, C Lines, L Maddison, E Mavin, L Mavin, B McAloon, M McGaun, P Molloy, J Nicholson, D Oliver, R Ormerod, E Peeke, R Potts, J Quinn, A Reed, G Richardson, K Robson, K Rooney, J Rowlandson, A Savory, E Scott, P Sexton, A Shield, J Shuttleworth, A Simpson, M Stead, W Stelling, A Sterling, D Stoker, T Stubbs, D Sutton-Lloyd, M Walton, A Watson and M Wilkes.

Against the Original Substantive Motion

Councillors V Anderson, D Boyes, C Hampson, B Kellett, D McKenna, I McLean, T Smith and C Varty.

Abstentions

Councillors E Adam, R Adcock-Forster, V Andrews, J Atkinson, A Batey, C Bihari, R Crute, S Deinali, K Earley, C Fletcher, J Griffiths, O Gunn, D Hall, L Hovvels, M Johnson, R Manchester, J Miller, D Nicholls, P Pringle, J Purvis, S Quinn, P Taylor, F Tinsley, S Townsend, E Waldock, J Watson, M Wilson and S Wilson.

The Substantive Motion was **Carried**.

15 Questions from Members

There were no questions from Members.

Electoral division(s) affected:

All

Purpose of the Report

To provide information to the Council on issues considered by the Cabinet at its meeting held on 18 September 2024 to enable Members to ask related questions by no later than midday 3 working days before the day of the meeting.

Contents

Item 1 - Medium Term Financial Plan(15), 2025/26 – 2028/29 and Review of the Local Council Tax Reduction Scheme and Council Tax Discretionary Discounts and Premiums Policy Key Decision: CORP/R/2024/001

Item 2 - Simpler Recycling: Introduction of Food Waste Collections and other waste collection changes across County Durham Key Decision No. NCC/2024/003

Item 3 - Leisure Transformation Programme Key Decision (REG/2024/003)

Item 4 - Forecast of Revenue and Capital Outturn 2024/25 – Period to 30 June 2024 and Update on Progress towards achieving MTFP (14) savings

Item 5 - Health and Wellbeing Board Annual Report 2023/2024

Item 6 - Adult Social Care Update

Item 7 – Review of Removal of Temporary Free After 2pm Parking concession

Item 8 - Public Space Protection Order (PSPO) to control instances of Anti Social Behaviour in Durham City

1. Medium Term Financial Plan(15), 2025/26 – 2028/29 and Review of the Local Council Tax Reduction Scheme and Council Tax Discretionary Discounts and Premiums Policy Key Decision: CORP/R/2024/001

We considered a report of the Corporate Director of Resources which provided an update on the development of the 2025/26 budget and the Medium Term Financial Plan (MTFP(15)) covering the period 2025/26 to 2028/29. The report also outlined the consultation to be undertaken over the coming months.

The report also considered a review of the Local Council Tax Reduction Scheme for 2025/26. Durham County Council were now the only local authority in the North East to retain entitlement levels for Council Tax support within the Local Council Tax Reduction Scheme (LCTRS) in line with that which applied under the national Council Tax Benefit regime prior to 2013/14, although two other authorities (Northumberland CC and Stockton BC) now also provide up to 100% LCTRS reduction, having reviewed their schemes in recent years and increased the level of support they provide.

This policy has protected vulnerable residents at a time when welfare reform changes and, in recent years, the pressure on household incomes from cost of living increases, have had a significant adverse impact.

The report recommended that the current LCTRS policy be retained and remain unaltered for a further year into 2025/26.

Decision

We noted:

- the updated MTFP forecasts and the requirement to identify additional savings of £64.130 million for the period 2025/26 to 2028/29 attached at Appendix 2 of the report;
- noted that at this stage it is forecast that additional savings of £21.720 million are required to balance the 2025/26 budget (£4.931 million more than the level of additional savings that were forecast as being required in 2025/26 as part of the MTFP (14) planning process);
- noted the previously agreed MTFP(14) savings proposals agreed as part of the 2024/25 budget and MTFP(14) at Council in February 2024 and attached at Appendix 3 of the report; and

We agreed the high level MTFP(15) and 2025/26 budget setting timetable and the approach outlined for consultation on the 2025/26 budget and MTFP(15) proposals.

We agreed the proposals to continue to build equalities considerations into decision making; and agreed that Cabinet recommend to Full Council that the Local Council Tax Reduction Scheme should remain unchanged for 2025/26.

2. Simpler Recycling: Introduction of Food Waste Collections and other waste collection changes across County Durham Key Decision No. NCC/2024/003

We considered a report of the Corporate Director of Neighbourhoods and Climate Change that outlined the new statutory requirements for local authority waste management functions arising from the Environment Act 2021 and associated regulations, collectively termed Simpler Recycling reforms. The report also asked us to consider and select from options, a favoured method for weekly separate collection of household food waste which is required to be in place by 31 March 2026 and for some larger trade waste businesses by 31 March 2025, with separate collections for smaller businesses being in line with the household weekly collection changes.

The changes to the current recycling service would be the largest change in a decade. The introduction of the co-mingling of glass into the main (blue lidded) recycling bin, will help limit the number of receptacles for residents, improve operational efficiency and improve health and safety for the Refuse and Recycling collection workforce. The proposals allow for the separate collection of batteries, currently a fire hazard when transported as part of residual waste loads.

Decision

We agreed:

- the procurement of vehicles, caddies and treatment necessary to implement a separate food waste collection service to large businesses by 31st March 2025, noting the costs of this will be fully recovered from the charges levied to those businesses who access this new service;
- progression with procurement processes necessary for separate weekly food waste collections to households and small businesses by March 2026, including the dedicated stillage vehicles, caddies and waste treatment; and
- the proposed changes to the recycling service around the co-mingling of glass into the blue wheeled bin to coincide with the introduction of the separate weekly food waste collections.

We noted:

- the opportunity is to be taken in providing for the collection of small household lithium-ion batteries and used vapes in a recycling compartment on the food waste vehicles;
- the variety of waste management changes for the Council arising out of the Environment Act 2021 and Simpler Recycling reforms;
- noted the shortfall in capital funding for the separate weekly food waste collections to households and that the Council has made representation on this;
- noted the uncertainty around New Burdens funding to cover transitional and ongoing revenue costs to offset the additional operational costs and that the Council has made representation on this; and
- noted that further reports will be provided once statutory guidance is published which will help shape such matters as exclusions (based on practicality of collections) as well as frequency or duration of garden waste collections. These reports will detail what is known or forecast regarding revenue costs, and sufficiency of grant support for those changes, which will inform MTFP forecasts, which is currently earmarked £1.6 million annually as a provisional figure.

Item 3 - Leisure Transformation Programme Key Decision (REG/2024/003)

We considered a report of the Corporate Director of Regeneration, Economy and Growth that provided a summary of the leisure transformation programme, and an update on current and planned works and completed project delivery to date.

The report outlined the challenging financial environment facing the council in its overall operation, the delivery and operation of leisure facilities and the overall costs of the programme. Within that context it outlined the proposed approach to the facilities that had not yet commenced in the programme.

Decision

We noted the update on the committed projects to transform leisure centres and the updated Leisure Transformation Budget of £62.820 million. This represented a significant commitment to the health and wellbeing of County Durham residents.

We noted the revenue pressures within the council's leisure centres and the work being undertaken to address this.

We agreed to ringfence the £10 million capital budget provision as part of MTFP (14) to safeguard the current buildings at Seaham and Chester-le-Street Leisure Centres.

We also agreed that other than essential capitalised maintenance, no work would be undertaken under the current leisure transformation programme at Freemans Quay, Meadowfield and Shildon leisure centres at this time, due to budget constraints.

We noted the outcome of consultation and stakeholder inputs for Riverside Sports complex and the resulting pause in transformation plans for the site while alternative project options are explored. We also noted the outcome of Chelmsford City Council v HMRC that results in VAT on leisure services now falling outside of the scope of the partial exemption calculation.

4. Forecast of Revenue and Capital Outturn 2024/25 – Period to 30 June 2024 and Update on Progress towards achieving MTFP (14) savings

We considered a report of the Corporate Director of Resources that provided:

- a) the forecast revenue and capital outturn for 2024/25, based on the position to 30 June 2024;
- b) an update on the dedicated schools grants and forecast schools' outturn as at 31 March 2025, based upon the position to 30 June 2024;
- c) the forecast for the council tax and business rates collection fund outturn at 31 March 2025, based on the position to 30 June 2024; and
- d) details of the updated forecast use of and contributions to earmarked, cash limit and general reserves in 2024/25 and the estimated balances that will be held at 31 March 2025.

The report also provided an update on progress towards achieving MTFP (14) savings in 2024/25.

Decision

We noted the council's overall forecast financial position for 2024/25 and the continuing significant inflationary and demand led cost pressures, particularly in Children's Social Care and in temporary accommodation budgets.

We agreed the proposed 'sums outside the cash limit' and transfers to and from general contingencies as set out in the report. We also agreed the revenue and capital budget adjustments outlined in the report.

We also noted:

- a. performance against the various prudential indicators agreed by Council in February 2024;
- b. the forecast use of earmarked reserves in year;
- c. the forecast 2024/25 net cash limit overspend of £5.798 million including the CYPS overspend of £7.609 million (£1.811 million underspend excluding CYPS) and the forecast cash limit reserves of £10.887 million;
- d. the forecast General Fund overspend of £4.135 million resulting in a forecast overall net council overspend in 2024/25 of £2.324 million (£4.135 million less a £1.811 million services cash-limit underspend);
- e. the forecast General Reserve position at 31 March 2025 (c£27.926 million) and the requirement to utilise £0.317 million of MTFP reserve to replenish the General Reserves in line with the council's policy of ensuring this reserve is 5% of the net revenue budget (i.e. a minimum requirement of £28.243 million);
- f. the net unavoidable demand-led and inflationary pressures which are forecast to be managed from the General Reserve;
- g. the Dedicated Schools Grant and Schools forecast outturn position;
- h. the position on the Collection Funds in respect of Council Tax and Business Rates; and
- i. the amount of savings delivered to 30 June 2024 against the 2024/25 targets and the total savings that will have been delivered since 2011.

5. Health and Wellbeing Board Annual Report 2023/2024

We considered a joint report of the Interim Corporate Director of Adult and Health Services and Director of Public Health that presented the Health and Wellbeing Board (HWB) Annual Report 2023/24 for endorsement.

Decision

We noted the work that has taken place in 2023/24 by the Health and Wellbeing Board and endorsed the Health and Wellbeing Board Annual Report 2023/24.

6. Adult Social Care Update

We considered the report of the Interim Corporate Director of Adult and Health Services that provided an update on developments in Adult Social Care; including the Care Quality Commission (CQC) assessment of Adult Social Care in County Durham, a new service delivery model for Adult Mental Health Services, Unpaid Carers Service in relation to hospital discharge, and the Breakthrough Service.

The report also provided an update on developments in relation to health and social care integration, particularly the advances made through the County Durham Care Partnership (CDCP) on the Transfer of Care Hub (ToCH), the Therapies Project and extended work on the Children and Young People's Integrated Services.

Decision

We:

- (a) noted the outcome of the CQC Assessment report which, with a service improvement action plan, will be presented to Cabinet on 16 October 2024;
- (b) noted progress on the developments across Adult Social Care;
- (c) noted the continued commitment of partners to further health and care integration through the County Durham Care Partnership (CDCP);
- (d) noted the impact of the Statutory Guidance (March 2024) on the likelihood of the previously preferred option of a Joint Committee to deliver significantly better outcomes for the residents of County Durham;
- (e) agreed that the Council should continue to promote and participate in health and care integration through the CDCP but the option of a Joint committee should not be pursued in the current circumstances;

- (f) noted that if there are changes to Statutory Guidance or ICB proposed delegations to place based arrangements further reports will be made to Cabinet;
- (g) noted the developments in relation to health and social care integration to improve outcomes for the people of County Durham;
- (h) noted the extension of the integration programme to include Children and Young People's Service;
- (i) receive future updates on Adult Social Care and progress on health and social care integration.

7. Review of Removal of Temporary Free After 2pm Parking concession

We considered a report of the Corporate Director of Regeneration, Economy and Growth that asked us to review the removal of the 'free after 2pm' concession in council owned car parks as agreed by County Council meeting held on 24 January 2024 and to consider the impacts of the removal of the concession.

Decision

We noted the outcome of the review of the decision to end Free Parking After 2pm concession and endorsed the decision taken by Cabinet in October 2023 that parking charges after 2pm be reintroduced with effect from 1 January 2024, which was reconsidered based on the evidence available for the following areas:

- a) Original cabinet decision on 17th March 2020;
- b) Governments removal of all COVID measures from 24th Feb 2022;
- c) Free after 2pm period extended beyond original agreement;
- d) Principles relating to parking management;
- e) Road Traffic Regulation Act 1984, Section 55;
- f) Our Parking Strategy;
- g) Declared Climate Emergency;
- h) Air Quality Management Area;
- i) Complaints received;
- j) Footfall data;
- k) Car park and Park and Ride usage data;
- l) Neighbouring authorities; and the
- m) Medium Term Financial Plan

8. Public Space Protection Order (PSPO) to control instances of Anti Social Behaviour in Durham City

We Cabinet considered a report of the Corporate Director of Neighbourhoods and Climate Change that provided the outcome of the consultation exercise carried out in relation to a potentially new Public Space Protection Order (PSPO) for begging, urinating, and defecating in public and the use of psychoactive substances in Durham City.

Decision

We considered that sufficient evidence is available to warrant a PSPO for begging, urinating, and defecating in public and the use of psychoactive substances in Durham City.

We agreed to introduce a PSPO to control the activities listed in the report; and that the fixed penalty amount is set at the maximum of £100.

Background Papers

Cabinet Agenda and Reports

[Cabinet – 18 September 2024](#)

Councillor A Hopgood
Leader of the Council
15 October 2024

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County Council

23 October 2024

**Report of the Audit Committee for the
Period September 2023 to August 2024**



**Report of Paul Darby, Corporate Director of Resources and Audit
Committee**

Councillor Alex Watson, Chair of the Audit Committee

Councillor Louise Fenwick, Vice Chair of the Audit Committee

Electoral division(s) affected:

None

Purpose of the Report

- 1 To inform Council of the work of the Audit Committee during the period September 2023 to August 2024 and how the Audit Committee continues to oversee good governance across the Council.
- 2 The report provides information on the outcome of the self-assessment evaluation of the effectiveness of the Audit Committee, carried out in February 2024 in accordance with CIPFA's Audit Committees: Practical Guidance for Local Authorities and Police 2022. The report also highlights the increase in the Audit Committee Co-opted membership from two to three members with effect from 1 May 2024.

Executive summary

- 3 The Audit Committee has made a significant and continuing contribution to the Council's governance, internal control and risk frameworks during the last twelve-month period by:
 - a) Striving to help support the Council deliver its objectives and priorities by being both a proactive and reactive body, encouraging the early reporting of risk and control issues to ensure that appropriate and timely action is taken to address them;
 - b) Continuing to raise the profile of the Internal Audit, Corporate Fraud and Risk Management Service through regular reports being considered by the Audit Committee;

- c) Independent questioning and contributing to the development and oversight of the internal audit plan;
 - d) Seeking assurance on the effectiveness of corporate risk management arrangements;
 - e) Improving the accountability of service managers to respond to outstanding internal audit reports and the implementation of agreed internal audit recommendations, thereby helping to drive improvements in controls to manage risk effectively;
 - f) Continuing to provide regular challenge and demanding accountability on the effectiveness of the implementation and operation of key systems both financial and non-financial;
 - g) Challenging the level of internal audit resource and their work to ensure that the service is effective and delivers a reliable assurance opinion on the Council's control framework;
 - h) Challenging how the Council responds to the risk of fraud and receiving information on the levels of detected fraud and the Council's continuing response;
 - i) Championing the work of the Corporate Fraud Team;
 - j) Receiving and commenting on the work of the external auditor, Mazars; and
 - k) Challenging how the Annual Governance Statement has been prepared, reviewing the assurance framework that is in place and that the Council's governance arrangements are effective.
- 4 Appendix 2 to this report sets out details of the meetings held over the last twelve months and provides an oversight of the matters considered by the Audit Committee in discharging its duties in line with the Council's Constitution.
- 5 Appendix 3 to this report details the outcome of the self-evaluation of the effectiveness of the Audit Committee, which took place on 13 February 2024, in accordance with the requirements prescribed by CIPFA in their document Audit Committees: Practical Guidance for Local Authorities and Police 2022.
- 6 One of the outcomes of the evaluation resulted in amendments being made to the Terms of Reference for the Audit Committee which was presented to Audit Committee for consideration on 20 May 2024 and which was incorporated into the Part 3A of council's revised Constitution which was subsequently reviewed and approved by Full Council on 22

May 2024. A copy of the revised Audit Committee Terms of Reference is attached as Appendix 4

- 7 The self-assessment evaluation also identified improvements required to Audit Committee Members training and development needs, resulting in Audit Committee Members being provided with training on 31 July 2024. A copy of the training plan is attached as Appendix 5.
- 8 On 20 May 2024 Audit Committee were also provided with an update on the recruitment of co-opted Independent Members to the Audit Committee and on 22 May 2024, Council approval was granted to increase the Audit Committee Co-opted Audit membership from two to three members for a three-year period with effect from 1 May 2024.

Recommendation(s)

- 9 Council is recommended to :
 - (a) Note the report and the work undertaken by the Audit Committee during the period September 2023 to August 2024.

Background

- 10 Good corporate governance requires independent and effective assurance processes, underpinned by robust risk management arrangements, to be in place to ensure effective financial management and reporting in order to achieve the Council's corporate and service objectives. It is the responsibility of the Audit Committee to oversee that these arrangements are in place and operating effectively.

Review of the Audit Committee Terms of Reference and Self-Assessment of Effectiveness

- 11 The role, membership and terms of reference of the Audit Committee are set out within the Constitution, which is reviewed on an annual basis and approved by Council.
- 12 In February 2024 the Audit Committee evaluated their effectiveness in accordance with the requirements prescribed by CIPFA in their document Audit Committees: Practical Guidance for Local Authorities and Police 2022.
- 13 Although no significant gaps were identified as a result of the self-assessment and evaluation of effectiveness, several areas for improvement were identified. The completed self-assessment is at attached at Appendix 3.
- 14 One area of improvement areas identified was that the Audit Committee Terms of Reference required updating and on 20 May 2024 Audit Committee Members were presented with the amended Terms of Reference for the Audit Committee, which was incorporated into the Part 3A of council's revised Constitution and subsequently approved by Full Council on 22 May 2024. A copy of the revised Audit Committee Terms of Reference is attached as Appendix 4.
- 15 As part of the process, each individual Audit Committee member was provided with a self -assessment of their core knowledge and skills to complete to ensure the Committee is as effective as possible and to identify any future training needs. As several areas of improvement were identified, a training plan for Audit Committee Members for the Municipal Year 2024/25 was compiled.
- 16 At the Audit Committee meeting on 20 May 2024 Members received a presentation that provided an oversight of the council's treasury management arrangements and activities, and it was highlighted that online treasury management training would be provided to Members in relation to their new scrutiny roles which required completing by 20 June 2024 in advance of the June 2024 Council meeting taking place.

- 17 Audit Committee members were also provided with additional training on 31 July 2024 and a copy of the training plan is attached at Appendix 5.

Audit Committee Membership

- 18 The membership of the Committee is currently comprised of the following members:

Chairman: Cllr Alex Watson

Vice Chairman: Cllr Louise Fenwick

Members: Cllr Philip Heaviside
Cllr Andrew Jackson
Cllr Bill Kellett
Cllr Richard Ormerod
Cllr Tracie Smith
Cllr Angela Hanson
Cllr Douglas Oliver

Co-opted Members: Mr Clive Robinson
Mr Ian Rudd
Mr Francis Barnish

- 19 CIPFA's Position Statement: Audit Committee's in Local Authorities and Police 2022 recommends that the audit committees of local authorities should include at least two co-opted members to provide appropriate technical expertise.
- 20 The council meets this requirement and has had two Independent Co-opted Members appointed to its Audit Committee since February 2008.
- 21 On 18 October 2023, Council considered a report, which set out the recruitment process for the appointment of Independent Co-opted Members to be undertaken in 2024 to secure co-opted members from 1 May 2024 onwards.
- 22 Recruitment commenced in January 2024 and five applications were received and the Panel (consisting of the Chair and Vice Chair of the Audit

Committee supported by the Chief Internal Auditor and Corporate Fraud Manager) decided to shortlist all five candidates. Interviews took place on 20 and 26 March 2024.

- 23 The Panel recommend Clive Robinson and Ian Rudd for reappointment, and to also recommend that a third Co-opted Independent member be appointed, Francis Barnish thus increasing the Co-opted Audit Committee membership from two to three members. All three candidates demonstrated that they met the criteria for the role and had a good understanding and an enthusiasm to support the Audit Committee.
- 24 On 20 May 2024 Audit Committee were provided with an update on the recruitment of co-opted Independent Members to the Audit Committee and on 22 May 2024, Council approval was granted to increase the Audit Committee Co-opted Audit membership from two to three members for a three-year period from 1 May 2024.

Summary of Audit Committee Meetings Over the Last 12 Months

- 25 A summary of Committee business considered at the meetings that have been held during the last twelve months is provided at Appendix 2.
- 26 The matters considered by the Audit Committee demonstrate that the Committee continues to make a significant and continuing contribution to the Council's governance, internal control and risk frameworks during the last twelve-month period, fulfilling the following objectives:
- a) Striving to help support the Council deliver its objectives and priorities by being both a proactive and reactive body, encouraging the early reporting of risk and control issues to ensure that appropriate and timely action is taken to address them;
 - b) Continuing to raise the profile of the Internal Audit, Corporate Fraud and Risk Management Service through regular reports being considered by the Audit Committee;
 - c) Independent questioning and contributing to the development and oversight of the internal audit plan;
 - d) Seeking assurance on the effectiveness of corporate risk management arrangements;
 - e) Improving the accountability of service managers to respond to outstanding internal audit reports and the implementation of agreed internal audit recommendations, thereby helping to drive improvements in controls to manage risk effectively;

- f) Continuing to provide regular challenge and demanding accountability on the effectiveness of the implementation and operation of key systems both financial and non-financial;
- g) Challenging the level of internal audit resource and their work to ensure that the service is effective and delivers a reliable assurance opinion on the Council's control framework;
- h) Challenging how the Council responds to the risk of fraud and receiving information on the levels of detected fraud and the Council's continuing response;
- i) Championing the work of the Corporate Fraud Team;
- j) Receiving and commenting on the work of the external auditor, Mazars; and
- k) Challenging how the Annual Governance Statement has been prepared, reviewing the assurance framework that is in place and that the Council's governance arrangements are effective.

Contact: Tracy Henderson

Tel: 03000 269668

Appendix 1: Implications

Legal Implications

There are no specific legal implications associated with this report. The Audit Committee contributes to the effective corporate and financial governance of the Council and provides relevant and appropriate challenge and oversight where necessary. Consideration of this report allows Full Council to have oversight of the work of the Audit Committee and assurance that the Audit Committee continues to oversee good governance across the Council.

Finance

There are no specific financial implications associated with this report. The Audit Committee has clear terms of reference and directly effects and assists in improving value for money obtained, the probity and propriety of financial administration, and / or the management of operational and strategic risks.

Consultation

Audit Committee (30/09/24) and the Corporate Director of Resources were consulted on the contents of this report.

Equality and Diversity / Public Sector Equality Duty

None.

Climate Change

None.

Human Rights

None.

Crime and Disorder

None.

Staffing

None.

Accommodation

None.

Risk

The Audit Committee provides an independent review of the Council's risk management framework and comments on its effectiveness.

Procurement

None.

Appendix 2: Summary of Meetings of the Audit Committee

30 September 2023

The Committee considered:

- (i) A report of the Corporate Director of Regeneration, Economy and Growth which provided the annual report on health, safety and wellbeing (HSW) performance for 2022/23.
- (ii) A report of the Corporate Director of Regeneration, Economy and Growth which provided an update on health, safety and wellbeing performance during Quarter 1 of 2023/24.
- (iii) A report of the Corporate Director of Resources which highlighted the strategic risks facing the Council and gave an insight into the work carried out by the Corporate Risk Management Group during January 23 to May 2023. Members were informed of new risks, those that had been removed and the status of all current key strategic and other risks.
- (iv) A report of the Corporate Director of Resources which provided the Audit Committee with a summary of the key changes and implications of implementing accounting standard IFRS16 Leases.
- (v) A report of the Corporate Director of Resources which presented the final outturn for the General Fund and the Collection Fund 2022/23.
- (vi) A report from the Corporate Director of Resources which provided the Treasury Management Outturn for 2022/23.
- (vii) A verbal update provided by the External Auditor, Mazars on the progress made to date on the review of the council's accounts for 2022/23 and their plan to complete the external audit by the end of October 23 with a view to report back to Committee in November 23.
- (viii) A report of the Audit Committee Chair to inform Council of the work of the Audit Committee during the period September 2022 to August 2023 and how the Committee continues to provide good governance across the Council (this report being subsequently considered by Council in October 2023).
- (ix) A report from the Corporate Director of Resources setting out proposals for the completion of CIPFA's Audit Committee Arrangement: Self-Assessment of Good Practice document which allowed the Audit Committee to review their effectiveness.

- (x) A report of the Corporate Director of Resources which informed members of work carried out by Internal Audit during April to June 2023 as part of the 2022/23 Internal Audit Plan.
- (xi) A verbal update provided by the Corporate Director of Resources on the CIPFA Financial Management Peer Review which supports good practice in financial management and assists local authorities in demonstrating their financial sustainability.

28November2023

The Committee considered:

- (i) A report of the External Auditor, Mazars presenting the Audit Strategy Memorandum for the year ending 31 March 2023 relating to Durham County Council.
- (ii) A report of the External Auditor, Mazars presenting the Audit completion and Annual reports for the Council 2022/23 to the Committee which included the overall messages from the audit work that they had completed and provided an unqualified opinion on the accounts and the councils value for money arrangements.
- (iii) A report of the External Auditor, Mazars presenting the Audit Strategy Memorandum for the year ending 31 March 2023 relating to Durham County Council Pension Fund.
- (iv) A report of the External Auditor, Mazars presenting the Audit completion and Annual reports for the Pension Fund 2022/23 to the Committee which included the overall messages from the audit work that they had completed and provided an unqualified opinion on the accounts.
- (v) A report of the Corporate Director of Resources that sought approval of the final Annual Governance Statement to be published as per of the Council's audited Statement of Accounts 2022/23.
- (vi) A report of the Corporate Director of Resources which presented the Statement of Accounts for the year ended 31 March 2023 for approval.
- (vii) A report of the Corporate Director of Resources providing an update on the progress being made in relation to the actions arising from the Council's Annual Governance Statement for the year April 2022 to March 2023.

- (viii) A report of the Corporate Director of Regeneration, Economy and Growth which provided an update on health, safety and wellbeing performance during Quarter 2 of 2023/24.
- (ix) A report of the Corporate Director of Resources which highlighted the strategic risks facing the Council and that gave an insight into the work carried out by the Corporate Risk Management Group during June 23 to September 2023. Members were informed of new risks, those that had been removed and the status of all current key strategic and other risks.
- (x) A report of the Corporate Director of Resources informing the Committee of the updated Code of Corporate Governance to consider and agree prior to being presented to Council in January 2024.
- (xi) A report of the Corporate Director of Resources detailing to members the Counter Fraud work completed during the period April to September 2023 in order to protect the public purse.
- (xii) A report of the Corporate Director of Resources which informed members of the work carried out by Internal Audit during the period July to September 2023 and the assurance on the internal control environment.

28February2024

The Committee considered:

- (i) A presentation from the Head of Children's Social Care that provided an overview of the councils Looked after Childrens Sufficiency Strategy.
- (ii) A presentation from the Head of Pensions that provided an overview of the pension fund valuation and a general update.
- (iii) A report of the Corporate Director of Regeneration, Economy and Growth which provided an update on health, safety and wellbeing performance during Quarter 3 of 2023/24.
- (iv) A report of the Corporate Director of Resources which presented Changes to the Code of Practice for Local Authority Accounting in the UK (CIPFA Code) that needed to be reflected in the 2023/24 Statement of Accounts.
- (v) A report of the Corporate Director of Resources which presented the Accounting Policies that the Council intended to have in place to prepare the 2023/24 financial statements.

- (vi) A report of the Corporate Director of Resources that provided a summary of the proposals for addressing the Local Audit Backlog in England which had recently been published for consultation.
- (vii) A report of the Corporate Director of Resources which detailed the timetable for the preparation of the Council's Final Accounts process for 2023/24, including the key milestones for the completion of the financial statements.
- (viii) A report of the Corporate Director of Resources that gave an update on the outcome of the CIPFA Finance Review, carried out during September and October 2023.
- (ix) A report of the Corporate Director of Resources informing the Committee of the key dates for the review of the Council's corporate governance arrangements which informs the Annual Governance Statement within the Statement of Accounts for the year ending 31 March 2024.
- (x) A report of the Corporate Director of Resources which highlighted the strategic risks facing the Council and that gave an insight into the work carried out by the Corporate Risk Management Group during October to December 2023. Members were informed of new risks, those that had been removed and the status of all current key strategic and other risks.
- (xi) A report of the Corporate Director of Resources which contained a revised version of the Risk Management Policy and Strategy for consideration and approval.
- (xii) A report of the Corporate Director of Resources which informed members of the work carried out by Internal Audit during the period October to December 2023 and the assurance on the internal control environment provided.
- (xiii) A report of the Corporate Director of Resources presenting the emergent Internal Audit Plan for the year 2024/25 for Members comments and input. The report detailed the proposed direction and process for the development of the emergent Internal Audit Plan which would be discussed with Senior Management and brought back for the Committee's formal approval in May 2024.

24May2024

The Committee considered:

- (i) A presentation from the Head of Environment that provided an overview of the Climate Emergency Response Plan that had been requested by

members to understand the Council's aspirations in lowering their carbon omissions and the risks and issues associated with that commitment of the councils.

- (ii) A report of the Corporate Director of Regeneration, Economy and Growth which provided an update on health, safety and wellbeing performance during Quarter 4 of 2023/24.
- (iii) A report of the Corporate Director of Resources providing an update on the progress being made in relation to the actions arising from the Council's Annual Governance Statement for the year April 2022 to March 2023.
- (iv) A report of the External Auditor, Mazars presenting the Audit Strategy Memorandum for the year ending 31 March 2024 relating to Durham County Council.
- (v) A report of the External Auditor, Mazars presenting the Audit Strategy Memorandum for the year ending 31 March 2024 relating to Durham County Council Pension Fund.
- (vi) A report of the Corporate Director of Resources which informed members of the work carried out by Internal Audit during the period January to March 2024 and the assurance on the internal control environment provided.
- (vii) A report of the Chief Internal Auditor and Corporate Fraud Manager which set out the Internal Audit Strategy, Charter and Internal Audit plan for 2024/25. Progress on delivering the plan will be regularly monitored by the Committee.
- (viii) A report of the Corporate Director of Resources that provided members with an update on the recruitment of co-opted Independent Members to the Audit Committee and to make recommendations to Council for the appointment to these roles for a three-year period from 1 May 2024.
- (ix) A report the Chief Internal Auditor and Corporate Fraud Manager that presented findings of the evaluation of the self-effectiveness of the Audit Committee that was carried out during the Audit Committee Workshop session on 13 February 2024, as prescribed by CIPFA in their document Audit Committees: Practical Guidance for Local Authorities and Police 2022. The report included the amended Terms of Reference for the Audit Committee which would be presented to Full Council for formal review and approval in May 2024.

- (x) A presentation from the Principal Accountant - Commercial Capital and Treasury that provided an update on Treasury Management that managed the council's borrowing, investments and cash flows. It highlighted the training that would be delivered to Members in relation to their new scrutiny role.

30June2024

The Committee considered:

- (i) A report of the Chief Internal Auditor and Corporate Fraud Manager which presented the Committee with a review of the effectiveness of Internal Audit and assurance that it complies with Public Sector Internal Audit Standards (PSIAS).
- (ii) A report of the Chief Internal Auditor and Corporate Fraud Manager which presented the Annual Internal Audit Report that provided an overall 'moderate' opinion on the adequacy and effectiveness of the Council's control environment for 2023/24 and the reasons for coming to that conclusion.
- (iii) A report of the Chief Internal Auditor and Corporate Fraud Manager detailing to Members, the Counter Fraud work completed over the period April 2023 to March 2024 to protect the public purse.
- (iv) A report of the Corporate Director of Resources that provided Audit Committee with information on the Treasury Management outturn position for 2023/24.
- (v) A report of the Corporate Director of Resources assessing whether the Council could be considered to be a 'going concern' organisation and if the Council's accounts can be compiled on that basis. The assessment concluded that the Council has a history of stable finance and ready access to financial resources in the future. It was also felt there are no significant financial, operating or other risks that would jeopardise the Council's continuing operation and that the accounts could be prepared on this basis.
- (vi) A report of the Audit Chair that provided a response on behalf of the Audit Committee, to a letter from the external auditors, relating to compliance with International Auditing Standards. This was a requirement of the final accounts process.
- (vii) A report of the Corporate Director of Resources that sought approval of the draft Annual Governance Statement to be published as part of the Council's draft un-audited Statement of Accounts 2023/24.

(viii) A report of the Corporate Director of Resources which presented the draft un-audited Statement of Accounts for the year ended 31 March 2024, which were published on 31 May 2024 in line with the statutory deadlines.

Audit Committee Arrangements: Self-Assessment of Good Practice carried out on 13th February 2024

(Extract from CIPFA, Audit Committees: Practical Guidance for Local Authorities and Police, published October 2022)

CIPFA outlines that the checklist below provides a high-level review that incorporates the key principles set out in CIPFA's Position Statement on Audit Committees in Local Authorities, and broader practical guidance referred to above. Within the practical guidance CIPFA specifically states:

“Where an audit committee has a high degree of performance against the good practice principles, it is an indicator that the committee is soundly based and has in place a knowledgeable membership. These are the essential factors in developing an effective audit committee. A regular self-assessment should be used to support the planning of the audit committee work programme and training plans. It will also inform the annual report.”

Good Practice Question		Does not comply	Partly Complies and extent of improvement needed			Fully Complies	Comment
		Major improvement	Significant improvement	Moderate improvement	Minor improvement	No further improvement	
Weighting of Answers		0	1	2	3	5	
Audit Committee Purpose and Governance							
1	Does the authority have a dedicated audit committee that is not combined with other functions (e.g., standards, ethics, scrutiny)?					5	Dedicated Audit Committee established as a full, politically balanced committee of Council which operates under the terms of reference set out in DCC Constitution (Section 3A-10 to 3A-11 on pages 62 and 63) and is not combined with other functions.
2	Does the Audit Committee report directly to the governing body (peacandchiefconstable / full council / fireauthorityete)					5	Audit Committee reports directly to Full Council (in a local authority the full council is the body charged with governance). An annual report from Audit Committee for the period September 2022 to August 2023 was provided to Full Council in October 2023.

3	<p>Has the audit committee maintained its advisory role by not taking on any decision-making powers?</p>				5	<p>The third para on p23 of 2022 CIPFA guidance makes specific reference to approval of financial statements specifying “Currently, some authorities have delegated decisions such as the approval of the financial statements to the audit committee. This takes the audit committee beyond its advisory role.”</p> <p>In 2010, Full Council delegated Audit Committee with the responsibility for the review and approval of the following under the terms of reference set out in DCC Constitution ; <u>Approval of Final Accounts</u> - (Section 3A-10 on pages 62) “Audit Committee approves the Council’s Final Accounts” (Section 3A-11 on pages 63 item Q) approve the annual statement of accounts;</p> <p><u>Approval of Annual Governance Statement</u> - (Section 3A-11 on pages 62 item N) “approval and adoption of the Council’s Annual Governance Statement”</p> <p><u>Approval of Risk Management Policy and Strategy</u> Although there is currently no reference relating to the approval of the council’s risk management arrangements with the TOR Section for Audit Committee within the Constitution, reference is made to Audit Committee approval of the council’s Risk Management policy statement and strategy within Section AF-14 on page 230 of the Constitution)</p> <p>To summarise, Audit Committee has delegated authority for the approval of the annual statement of accounts, the Annual Governance Statement and Risk Management policy statement and strategy and this is reference within the Constitution as required.</p>
4	<p>Do the terms of reference clearly set out the purpose of the committee in accordance with CIPFAs 2022 Position Statement?</p>				3	<p>The current terms of reference for Audit Committee does not reflect the specific 2022 CIPFA guidance wording.</p>

							Key Consideration 1 - The Terms of Reference is being revised and updated in accordance with the CIPFA 2022 Position Statement and guidance in preparation for the 2024 annual review of Constitution.
5	Do all those charged with governance and in leadership roles have a good understanding of the role and purpose of the committee?				3		An e-form knowledge self-assessment completed for this review identified that the understanding of the role and remit of Audit Committee is variable across the Committee Membership. Therefore, a training plan has been compiled, which includes the provision to help improve the understanding of the role and purpose of the Audit Committee.
6	Does the audit committee escalate issues and concerns promptly to those in governance and leadership roles?					5	This is often demonstrated during Audit Committee meetings e.g. during 2023 meetings, questions posed by Audit Committee Members resulted in two presentations being delivered by Officers at the Audit Committee meeting which took place on 29 th February 2024. This has proved worthwhile and there was positive feedback from Audit Committee Members.
7	Does the governing body hold the audit committee to account for its performance at least annually?					5	Audit Committee reports annually to Full Council on the work carried out by the Committee.
8	Does the audit committee publish an annual report in accordance with the 2022 guidance, including:						(last annual report was presented to AC on 29 th Sept 23 before being presented to Full Council on 18 th October 2023 by the Audit Committee Chair)
	<ul style="list-style-type: none"> Compliance with the CIPFA position statement 2022 					5	The next Audit Committee Annual Report for 2023/24 will include a summary of this latest
	<ul style="list-style-type: none"> Results of the annual evaluation, development work undertaken and planned improvements 					5	review of effectiveness, which is against the latest 2022 CIPFA position statement guidance.
	<ul style="list-style-type: none"> How has it fulfilled its terms of reference and the key issues escalated in the year? 					5	As per Key consideration 1 – Review wording in next revision of Constitution in relation to 4 above.
Core	Do the committee's terms of reference explicitly address all the core areas identified in CIPFA's position statement as follows:						

Governance arrangements					5	Adequately set out in DCC Constitution
Risk management arrangements					5	Adequately set out in DCC Constitution
Internal control arrangements, including <ul style="list-style-type: none"> Financial management Value for money Ethics and standards Counter fraud and corruption 				3		<p><u>FinancialManagement</u> is included within the Committee's financial reporting arrangements on the accounts, but the FM Code is not set out in explicit terms within the committee's terms of reference. However, Finance do separately take a report to Committee on the FM Code Key consideration.</p> <p>1a - As per Key consideration 1 – Consider amended wording in the ToR to encompass principles of the FM Code, but not make it explicit in case the Code changes.</p> <p><u>ValueforMoney</u> It is current practice for the Audit Committee to approve the final accounts (Page 230 of the Constitution), which contains an annual VFM opinion</p> <p>Page 10 of the CIPFA guidance states “When the AGS is prepared, the adequacy and effectiveness of arrangements to secure value for money (VfM) should be included, as per CIPFA guidance”</p> <p>“When the external auditor raises concerns about VfM, the audit committee should ensure there is a robust action plan to address the issues raised. A significant VfM failing is likely to lead to a formal recommendation or report in the public interest. In addition to the work of the auditor, the audit committee should consider what other assurances are available in relation to identified VfM risks and highlight areas for improvement”</p> <p>1b - As per Key consideration 1 – Consider amended wording in the ToR to ensure that the roles and responsibilities of the Audit Committee in relation to Value for Money is clearly defined.</p> <p><u>Ethicsandstandards</u></p>

						<p>Page 282 of the Constitution details the Code of Conduct for DCC Members</p> <p><u>CounterFraudandCorruption</u> Page 10 of the CIPFA guidance states “The audit committee should include counter fraud and corruption within its agenda. This should not be limited to an update to the committee on a significant case of fraud or corruption. The audit committee’s responsibility to have oversight of arrangements means that they should be able to judge whether the authority’s arrangements are fit for purpose</p> <p>The audit committee should have oversight of the authority’s counter fraud strategy, assessing whether it meets recommended practice and governance standards and complies with legislation”</p> <p>DCC’s Constitution -The Audit Committee will review and endorse the Council’s Counter Fraud and Corruption Strategy and will seek assurance on its effectiveness and that of other fraud related policies and procedures (page 234)</p> <p>Counter Fraud and Corruption Strategy reported to AC 30th Sept 2022. Internal Audit and Corporate Fraud Report to the Chief Officers and the Audit Committee on the use of resources to counter fraud and corruption and of any investigatory work undertaken. (page 235)</p> <p>Bi annual PPP reporting. Annual PPP reporting 22/23 on 30th June 23 and 23/24 first quarter reported to AC on 27th Nov 23</p>
Page 45	Annual governance statement				5	<p>It is the responsibility of the Audit Committee to approve the Annual Governance Statement and to seek the necessary assurance that the Council’s corporate governance arrangements including risk management and internal control are effective (Page 232 of the Constitution).</p>

	Financial reporting				3	<p>The Audit Committee approves the final accounts (Page 230 of the Constitution). In and a suite of other financial reports are presented to AC for review e.g. Treasury Management, final outturn for the General Fund and the Collection Fund, review of accounting policies approval of the annual statement of accounts, Changes to the Code of Practice for Local Authority Accounting in the UK (CIPFA Code) as reported to Council annually.</p> <p>1c - As per Key consideration 1– Consider amended wording in the ToR to ensure that the roles and responsibilities of the Audit Committee in relation to Treasury Management activities is clearly defined.</p>
	Assurance framework				5	AC is an advisory committee to both the Council and the Executive on audit and governance issues in order to provide independent and effective assurance over the adequacy of the Council's financial management and reporting, risk management framework, and other processes required to achieve the council's corporate and service objectives (as referenced within Page 221 of DCC's Constitution).
	Internal Audit				5	<p>P62 of the Constitution which refers to the Head of Internal Audit's annual report and opinion, and a summary of Internal Audit activity (actual and proposed) and the level of assurance it can give over the Council's corporate governance arrangements;</p> <ul style="list-style-type: none"> -consider summaries of Internal Audit reports on a quarterly basis; -consider reports dealing with the performance of the Internal Audit service; - consider a report from Internal Audit on agreed audit recommendations not implemented within a reasonable timescale;
	External Audit				5	The Audit Committee currently approves the final accounts (Page 230 of the Constitution)
10	Over the last year, has adequate consideration been given to all core areas?				5	Yes

11	Over the last year, has the committee only considered agenda items that align with its core functions, as set out in the 2022 guidance?					5	At DCC, Audit Committee also review Health, Safety and Wellbeing Performance reports
12	Has the committee met privately with the external auditors and head of internal audit in the last year?					3	This practice is not currently in place. Key Consideration 2 – Consideration should be given for arrangements to be made for Audit Committee to meet privately with the external auditors and head of internal audit.
Audit Committee Membership							
13	Has the committee been established in accordance with the 2022 guidance as follows?						
	• Separation from executive					5	Yes
	• A size that is not unwieldy and avoids use of substitutes					5	The current composition of AC is 9 Elected Members and 2 Independent Members.
	• Inclusion of lay/co-opted independent members in accordance with legislation or CIPFA's recommendation					5	There are currently 2 Independent Members
14	Have all committee members been appointed or selected to ensure a committee membership that is knowledgeable and skilled?					5	DCC Voting members - Each political group is allocated a certain number of seats on the Audit Committee in line with its political proportionality on the County Council. Group Leaders are then informed of the number of seats they are entitled to on each Committee and it is for them to let us know who they are nominating to those seats and that skills and knowledge is considering as part of this decision making. Independent Members - These are recruitment through an external recruitment exercise, which includes a personal specification setting out the skills, knowledge and experience required. All applicants meeting the essential criteria are interviewed as part of the standard recruitment process.

15	<p>Has an evaluation of knowledge, skills and the training needs of the chair and committee members been carried out within the last two years?</p>			3	<p>There is a program of Member Induction following each election and training for Audit Committee members is mandatory.</p> <p>The last mandatory training for Audit Committee Members was hosted by Stephen Carter on 24 June 2021 following 2021 elections.</p> <p>If any Members are appointed subsequent to this who have not received the training then a bespoke training is provided to that Member, arranged through Democratic Services and the appropriate officer within the Internal Audit Service.</p> <p>An e-form knowledge self assessment was completed by Members during this review and a training plan has been compiled to further enhance Members skills and knowledge.</p>
16	<p>Have regular training and support arrangements been put in place covering the areas set out in the 2022 guidance?</p>			2	<p>The CIPFA Position Statement specifies “While expertise in the areas within the remit of the committee is very helpful, the attitude of committee members and willingness to have appropriate training are of equal importance”.</p> <p><u>Mandatory Training Provision</u> Although there is mandatory training established for all voting Audit Committee Members, not all Members have participated in the training and development opportunities which are available.</p> <p>Key Consideration 3 – All voting Audit Committee Members are reminded of the training and development opportunities available via the Members portal and Members are encouraged to participate in the training offer provided.</p> <p>In addition, although the HIA provides Internal Audit training and support to new AC Members on appointment, this review identified one elected Member who had not been informed of the Audit Committee training offer available and as such,</p>

							<p>had not participated in the training required prior to attending Audit Committee meetings.</p> <p>Key Consideration 4 – Member training should be arranged as required.</p> <p><u>Personal Development Review (PDR)</u> All voting Audit Committee Members are offered an annual PDR but this is not a mandatory requirement.</p> <p>Key Consideration 5 – All voting Audit Committee Members are reminded that PDR's are available and Members are encouraged to participate in the PDR process.</p>
17	Across the committee membership, is there a satisfactory level of knowledge, as set out in the 2022 guidance?				3		<p>The response rate for the knowledge self-assessment carried out by Members was 73% (8 out of 11 assessments were submitted).</p> <p>Although the 10 questions posed showed that collectively Members consider there to already be a satisfactory level of knowledge, a number of areas were identified which Members considered to require improvement.</p> <p>Therefore, a training plan has been compiled, to further enhance the skills and knowledge of Audit Committee.</p>
18	Is adequate secretariat and administrative support provided to the committee?					5	Experienced and comprehensive committee support is being provided.
19	Does the committee have good working relations with key people and organisations, including external audit, internal audit and the CFO?				3		<p>Committee has good working relationships with key people, including internal audit, the CFO and External Auditor.</p> <p>As per Key consideration 2 – in relation to point 12 above.</p>
Engagement and Outputs							
20	Has the committee obtained positive feedback on its performance from those interacting with the committee or relying on its work?					5	An Annual Report from Audit Committee, including a summary of work completed during the municipal calendar year, was presented to Council on 18 th October 2023. This provided Council with the opportunity to offer feedback on the work and

							<p>performance of the Audit Committee. It was noted in the minutes that Councillor Watson considered the effectiveness of the Audit Committee to be excellent and Council was requested to note the report.</p> <p>Councillor R Bell, Deputy Leader and Portfolio Holder for Finance thanked Councillor Watson for his report and paid tribute to the work of our Audit Committee over the last year. Councillor Bell also thanked thank the officers who furnished the Committee with the many detailed reports it considered which allowed it to provide robust overview and assurance of the Council's corporate and financial governance arrangements, and risk management and internal control frameworks.</p>
21	Are meetings well chaired, ensuring key agenda items are addressed with a focus on improvement?					5	Alex Watson is an experienced Chair, having previously been Council Leader and has extensive experience of audit and local government.
22	Are meetings effective with a good level of discussion and engagement from all the members?					5	Meetings are quorate and exhibit some levels of engagement, for example requesting risk and finance updates resulting in the delivery of additional items at subsequent meetings.
23	Has the committee maintained a non-political approach to discussions throughout?					5	Yes
24	Does the committee engage with a wide range of leaders and managers, including discussion of audit findings, risks and action plans with the responsible officers?					5	<p>Yes, as necessary and required. The Chair and Vice Chair attend AC pre meetings with Section 151 and the Chief Internal Auditor and Corporate Fraud Manager which provides the opportunity for such discussions to take place.</p> <p>Risk discussions during meetings have resulted in updates being provided and presentations being delivered by key officers at subsequent Audit Committee meetings and key officer and action owners have been called into Audit Committee to provide updates on the progress made in implementing audit findings</p>
25	Does the committee make recommendations for the improvement of governance, risk and control arrangements?					5	This has not been required as yet, but the option is available if needed.

26	Do audit committee recommendations have traction with those in leadership roles?					5	Yes, the Director of Resources (S151 officer) and CMT regularly review and engage in discussions on the implementation of audit recommendations.
27	Has the committee evaluated whether and how it is adding value to the organisation?					5	Yes, through completion of the Annual Report from the Audit Committee to Full Council.
28	Does the committee have an action plan to improve any areas of weakness?					5	Through this assessment and reporting through the next Annual Report to Full Council
29	Has this assessment been undertaken collaboratively with the audit committee members?				3		This assessment has been subject to input from Audit Committee members meeting with the Chair, Chief Internal Auditor and the Finance Manager to discuss the roles, skill sets and responsibilities set out in the CIPFA 2022 Guidance. Can improve the outcome of the assessment further via participation from all members.
	Subtotal Score	0	0	2	27	150	
	Total Score (max score is 200 – 40 questions multiplied by 5)	179					



DURHAM COUNTY COUNCIL – AUDIT COMMITTEE

TERMS OF REFERENCE

1. Governance

- 1.1 The Audit Committee is an advisory committee to both the Council and the Executive. The Committee's purpose is to provide an independent and high-level focus on the adequacy of governance, risk and control arrangements. Its role in ensuring there is sufficient assurance over the governance, risk and control gives greater confidence to Cabinet and Full Council that the arrangements are effective.
- 1.2 The Committee has oversight of both internal and external audit, together with the financial and governance reports, helping to ensure there are adequate arrangements in place for both internal challenge and public accountability.
- 1.3 The Chair of the Audit Committee reports on the work undertaken by the Committee to Full Council.
- 1.4 To help maintain its independence, the Audit Committee has the right to meet privately with the External Auditor and the Chief Internal Auditor and Corporate Fraud Manager as considered necessary.
- 1.5 The Audit Committee can request employees, elected members, partners, contractors and the public to attend meetings in order to seek information and explanations as is considered necessary to fulfil its role.
- 1.6 The Committee has access to other committees, e.g. Overview and Scrutiny, from which it can gain assurance on the adequacy and effectiveness of the Council's governance arrangements

2. Composition and Meetings

- 2.1 The membership of the Audit Committee shall comprise of nine Members of the Council and three co-opted non-voting members.
- 2.2 A quorum of three elected members (including the Chair or Vice Chair) is required for decisions of the Committee to be ratified.

- 2.3 The Chair of the Audit Committee will be independent of the Executive and will not be the Chair of a Scrutiny Committee or the Standards Committee.
- 2.4 The Audit Committee will meet at least four times a year. Meetings will be open to the public, but they may be excluded where information of an exempt or confidential nature is being discussed.

3. Terms of Reference

Governance, Risk and Control

- 3.1. To review the Council's corporate governance arrangements against the good governance framework, including the ethical framework and consider the local code of corporate governance.
- 3.2 To monitor the effective development and operation of risk management in the Council.
- 3.3 To monitor progress in addressing risk-related issues reported to the Committee.
- 3.4 To consider reports on the effectiveness of internal controls and monitor the implementation of agreed actions.
- 3.5 To consider reports on the effectiveness of financial management arrangements, including compliance with CIPFA's Financial Management Code.
- 3.6 To consider the Council's arrangements to secure value for money and review assurances and assessments on the effectiveness of these arrangements.
- 3.7 To review the assessment of fraud risks and potential harm to the Council from fraud and corruption
- 3.8 To monitor the counter fraud strategy, actions and resources.
- 3.9 To review the governance and assurance arrangements for significant partnerships or collaborations.

Financial and Governance Reporting

Governance Reporting

- 3.10 To review and approve the Annual Governance Statement (AGS) prior to approval and consider whether it properly reflects the risk environment and supporting assurances, including the head of internal audit's annual opinion.
- 3.11 To consider whether the annual elevation for the AGS fairly concludes that governance arrangements are fit for purpose, supporting the achievement of the authority's objectives

Financial Reporting

- 3.12 To monitor the arrangements and preparations for financial reporting to ensure that statutory requirements and professional standards can be met.
- 3.13 To approve the annual statement of accounts. Specifically, to consider whether appropriate accounting policies have been followed and whether there are concerns arising from the financial statements or from the audit that need to be brought to the attention of the Council.
- 3.14 To consider the external auditor's report to those charged with governance on issues arising from the audit of the accounts.
- 3.15 To provide independent and effective assurance over the adequacy of the Council's financial management and reporting, treasury management strategy, risk management framework, and other processes required to achieve the Council's corporate and service objectives.

Arrangements for audit and assurance

- 3.16 To consider the council's framework of assurance and ensure that it adequately addresses the risks and priorities of the Council.

External Audit

- 3.17 To support the independence of external audit through consideration of the external auditor's annual assessment of its independence and review of any issues raised by PSAA or the authority's auditor panel as appropriate.
- 3.18 To consider the external auditor's annual letter, relevant reports and the report to those charged with governance.

- 3.19 To consider specific reports as agreed with the external auditor.
- 3.20 To comment on the scope and depth of external audit work and to ensure that it gives value for money.
- 3.21 To consider additional commissions of work from external audit.
- 3.22 To advise and recommend on the effectiveness of relationships between external and internal audit and other inspection agencies or relevant bodies.
- 3.23 To provide free and unfettered access to the Audit Committee Chair for the auditors, including the opportunity for a private meeting with the Committee.

Internal Audit

- 3.24 To approve the internal audit charter.
- 3.25 To review proposals made in relation to the appointment of external providers of internal audit services and to make recommendations.
- 3.26 To approve the risk-based internal audit plan, including internal audit's resource requirements, the approach to using other sources of assurance and any work required to place reliance upon those other sources.
- 3.27 To approve significant interim changes to the risk-based internal audit plan and resource requirements.
- 3.28 To make appropriate enquiries of both management and the head of internal audit to determine if there are any inappropriate scope or resource limitations.
- 3.29 To consider any impairments to the independence or objectivity of the Head of Internal Audit arising from additional role or responsibilities outside of internal auditing and to approve and periodically review safeguards to limit such impairments.
- 3.30 To consider reports from the Head of Internal Audit on internal audit's performance during the year, including the performance of external providers of internal audit services. These will include:
 - updates on the work of internal audit, including key findings, issues of concern and action in hand as a result of internal audit work.

- regular reports on the results of the Quality Assurance and Improvement Programme (QUAIP).
 - reports on instances where the internal audit function does not conform to the Public Sector Internal Audit Standards (PSIAs) and Local Government Application Note (LGAN), considering whether the non-conformance is significant enough that it must be included in the AGS.
- 3.31 To consider the Head of Internal Audit's annual report, including:
- the statement of the level of conformance with the PSIAs and LGAN and the results of the QAIP that support the statement (these will indicate the reliability of the conclusions of internal audit).
 - the opinion on the overall adequacy and effectiveness of the Council's framework of governance, risk management and control, together with the summary of the work supporting the opinion (these will assist the committee in reviewing the AGS).
- 3.32 To consider summaries of specific internal audit reports as requested.
- 3.33 To receive reports outlining the action taken where the Head of Internal Audit has concluded that management has accepted a level of risk that may be unacceptable to the authority or there are concerns about progress with the implementation of agreed actions.
- 3.34 To contribute to the QAIP and in particular to the external quality assessment of internal audit that takes place at least once every five years.
- 3.35 To consider a report on the effectiveness of internal audit to support the AGS where required to do so by the accounts and audit regulations.
- 3.36 To provide free and unfettered access to the Audit Committee Chair for the Head of Internal Audit, including the opportunity for a private meeting with the Committee.

Accountability arrangements

- 3.37 To report to those charged with governance on the Committee's findings, conclusions and recommendations concerning the adequacy and effectiveness of their governance, risk management and internal control frameworks, financial reporting arrangements and internal and external audit functions.
- 3.38 To report to full council on a regular basis on the Committee's performance in relation to the terms of reference and the effectiveness of the Committee in meeting its purpose.

- 3.39 To publish an annual report on the work of the Committee, including a conclusion on the compliance with the CIPFA Position Statement.

Counter Fraud and Corruption

- 3.40 To review and approve the Counter Fraud Strategy and considering whether it meets recommended practices alongside approving the Council's Sanctions Policy.
- 3.42 To review and approve the Council's Confidential Reporting Code (Whistleblowing).
- 3.43 Championing good counter fraud and anti-corruption practice to the wider organisation.
- 3.44 Reviewing the fraud risk profile and estimate of fraud losses or potential harm to the organisation and the local community.
- 3.45 Reviewing the Counter Fraud Plan of activity and resource, seeking assurance that it is in line with the strategy and fraud risk profile.
- 3.46 To review and approve the Council's Anti Money Laundering Policy.
- 3.47 Monitoring the performance of the Corporate Fraud Team.
- 3.48 Overseeing any major areas of fraud identified and monitoring action plans to address control weaknesses.

Audit Committee Training Plan for the Municipal Year 2024/25

Area of Training Identified	Training Scope to include	Training to be delivered by
Audit Committee Purpose and Governance		
The Audit Committee's role and its place within the Governance structure of the organisation	<p>The Audit Committee's place within DCC's governance structure</p> <p>The Terms of Reference for Audit Committee, including the Committees' role and responsibilities</p> <p>Code of Conduct for AC Members</p>	<p>Tracy Henderson, Chief Internal Auditor and Corporate Fraud Manager</p> <p>In person training session provided on 31 July 2024</p>
Core Functions		
Governance	<p>The seven principles as outlined in Delivering Good Governance in Local Government Framework (CIPFA/Solace, 2016)</p> <p>How the principles of governance are implemented locally as set out in the local code of governance</p> <p>The requirements of the Annual Governance Statement (AGS)</p>	<p>Faith Huntington, Risk, Insurance and Governance Manager John Blowes – Risk and Governance Officer</p> <p>In person training session provided on 31 July 2024</p>
Risk Management	The principles of risk management, including how it supports good governance and decision making and the role of the Audit Committee.	<p>Faith Huntington, Risk, Insurance and Governance Manager John Blowes – Risk and Governance Officer</p> <p>In person training session provided on 31 July 2024</p>

Area of Training Identified	Training Scope to include	Training to be delivered by
	<p>Overview of the Council's risk management policy and strategy</p> <p>Overview of the organisation's risk management methodology and the current risk maturity for DCC.</p>	
Internal Audit	<p>Overview of the requirements of the PSIAS/LGAN and how these apply to DCC.</p> <p>The arrangements in place for audit</p> <p>audit service within the council planning and the delivery of the internal i.e. – the structure of the Internal Audit Service and its client base</p> <p>Overview of the Internal Audit Strategy and Audit Charter</p> <p>Arrangements in place for ensuring that the IAS is compliant with the PSIAS/LGAN i.e., annual review?</p> <p>Arrangements for the EQA of internal audit including: -how frequent assessments take place, who and what is involved in the assessment, how the results of the assessment are reported</p> <p>IA progress reporting</p>	<p>Tracy Henderson, Chief Internal Auditor and Corporate Fraud Manager</p> <p>Nicola Cooke – Internal Audit Manager</p> <p>In person training session provided on 31 July 2024</p>

Area of Training Identified	Training Scope to include	Training to be delivered by
	Annual Audit reporting including the provision of the annual assurance opinion.	
Financial Management	<p>How the organisation meets the requirements of the role of the CFO as required by The Role of the Chief Finance Office in Local Government (CIPFA 2016)</p> <p>An overview of how good financial management is set out in the CIPFA Financial Management Code, and the level of compliance required.</p> <p>Treasury Management – including the role of AC in the Effective Scrutiny of Treasury Management assessment tool, including Regulatory requirements, treasury risks, and the council's treasury management strategy</p>	<p>Joanne McMahon – Finance Manager In person training session provided on 31 July 2024</p> <p>Online training provided in June 2024</p>
External Audit	<p>Arrangements in place for the appointment of the external auditors and quality management undertaken by the provider.</p> <p>-Overview of the key reports and assurances that the external audit provides.</p>	<p>Mark Outterside, Mazars In person training session provided on 31 July 2024</p>
Counter Fraud and Corruption	<p>Overview of the principal Fraud Risks posed to DCC.</p> <p>The principles of good fraud risk management practice in accordance with the Code of Practice on Managing the Risk of Fraud and Corruption (CIPFA 2014)</p>	<p>Paul Gibbon, Corporate Fraud Manager In person training session provided on 31 July 2024</p>

Area of Training Identified	Training Scope to include	Training to be delivered by
	Overview of fraud risk management and the council's arrangements for tackling fraud Whistleblowing arrangements in place within DCC.	

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County Council

23 October 2024

**Review of the Council's Statement of
Licensing Policy**



**Report of Corporate Management Team
Alan Patrickson, Corporate Director of Neighbourhoods and
Climate Change**

**Councillor John Shuttleworth Cabinet Portfolio Member for Rural
Communities and Highways**

Electoral division(s) affected:

Countywide

Purpose of the Report

- 1 To present the revised Statement of Licensing Policy to council and to seek its adoption.

Executive Summary

- 2 The Licensing Act 2003 requires local authorities to publish a Statement of Licensing Policy every five years and as the current policy was published in October 2019, a new policy will be required no later than 24th October 2024.
- 3 A public consultation exercise has been carried out to gain views on whether the current policy should be re-adopted for another five years. A number of responses were received and, where considered appropriate, these have been incorporated into the new draft policy which is attached as Appendix 2.
- 4 There are no significant changes proposed in the new policy other than minor amendments and the provision of additional guidance as outlined in paragraph 21 within this report.
- 5 The proposed draft policy was taken to the Statutory Licensing Committee for consideration on 15 July 2024 and was endorsed for recommendation to Council. Final approval and adoption of a Statement of Licensing Policy is a non-executive function.

- 6 As part of the policy consultation, some organisations in the City of Durham called for DCC to introduce a late-night levy (LNL) and consider the introduction of a cumulative impact policy (CIP).
- 7 The Statutory Licensing Committee determined that consideration of both the LNL and the CIP should take place at a later date and should not form part of the proposed draft.
- 8 This approach has also been supported by the Police & Crime Commissioner's Office which is a statutory consultee for issues relating to both the Levy and Cumulative Impact Policies.
- 9 Carrying out further work and assessment in relation to the LNL and CIP does not present any conflict with the current review of the statement of licensing policy and can be undertaken and considered at a later date. As such this, does not prevent the Council from adopting the revised licensing policy presented in Appendix 2. Should sufficient evidence be obtained that supports the adoption of a CIP and/or a LNL, this could be considered and potentially incorporated into the main policy at a later date.
- 10 As a licensing authority it is imperative that the Council fulfils its duties under the Licensing Act 2003 by considering and adopting the revised policy before the statutory deadline of 24th October 2024.

Recommendation(s)

- 11 County Council is recommended to:
 - (a) agree and adopt the revised Statement of Licensing Policy as contained in Appendix 2.

Background

- 12 The Licensing Act 2003 requires that licensing authorities prepare and publish a Statement of Licensing Policy at least every five years. Durham County Council adopted its current policy in October 2019. A replacement policy must be published no later than Thursday 24 October 2024.
- 13 The Statement of Licensing Policy fulfils two principal purposes; firstly, it provides advice to businesses and the public on the Council's overall position concerning the Licensing Act 2003. Secondly, it provides a decision-making framework for the Council via its Statutory Licensing Committee to exercise its functions under the Act. As such the policy must balance the legitimate needs of businesses and demand for leisure and cultural activities alongside the need to protect those adversely affected by activities.
- 14 Failure to achieve the correct balance could lead to a policy being either overly prescriptive and open to challenge or alternatively ineffective in the protection of residents through a failure to promote the licensing objectives effectively.
- 15 The policy seeks to promote the following four statutory licensing objectives:
 - (a) the prevention of crime and disorder
 - (b) public safety
 - (c) the prevention of public nuisance; and
 - (d) the protection of children from harm.

Statutory Consultation

- 16 A 12-week public consultation exercise, undertaken with the assistance of the Consultation Officers Group (COG), has been carried out to gain views on whether the current policy should be re-adopted for another five years. In addition to direct communications on the subject, the review was also advertised and publicised on the Council website.
- 17 A discussion seminar with Members on Licensing Policy development took place in April, to which all members of the Licensing Committee were invited, and officers also met with various representatives of the responsible authorities and Durham City Parish Councillors during the consultation period.
- 18 The consultation ran between Monday 12 February and ended on Friday 3 May 2024. In addition to the named statutory consultees, many other individuals, agencies, and organisations considered to be affected

by the policy were identified and their comments invited. The list of consultees that were communicated with directly in connection with this policy review are shown in Appendix 3.

- 19 In total the Council received 66 responses. Seven responses were received directly by DCC Licensing Services, and 59 respondents completed an on-line Snap Chat questionnaire.
- 20 To create the revised policy, all recorded responses were considered and the merits of each were judged against the legislation and statutory guidance. Issues that were included are detailed in paragraph 21 below.

Main proposed changes to current policy

- 21 Most respondents were supportive of the current framework hours contained within the policy and no alternative proposals on this subject were received. No respondents provided any alternative suggestions and therefore it is proposed that the current recommendations about terminal hours for licensed premises are maintained.
- 22 The following matters have been included in the revised draft policy:
 - (i) Changes to layout, format, syntax – to improve the look and structure of the policy for clarity and readability purposes
 - (ii) Addition of a version history table
 - (iii) Expanded content table and guide
 - (iv) Guidance on the application and operation of the policy in practice detailing the types and use of licensing conditions that may be attached to licences to control the use of premises where licensable activities take place, thereby safeguarding and promoting the licensing objectives. New information concerning street drinkers and preventing thefts from licensed premises is included in chapter 5 '*How the council promotes the licensing objectives*'.
 - (v) More useful information about the practical application of licensing, looking at the methods and standards of operating licensed premises that may be used to promote the objectives and to encourage excellent standards of management by licence and certificate holders. New information and guidance about the prevention and reporting incidents of sexual harassment, misconduct and gender-based violence at licensed premises and drink and needle spiking is presented in chapter 6. '*Standards of management and operating practice*'.
 - (vi) Guidance on the use of '*bodycams*' by door staff has been added.
 - (vii) Greater focus on each of the licensing objectives in turn, detailing with the use of examples how applicants and licence holders may

- practically demonstrate their understanding of and commitment to the promotion of the objectives at their premises.
- (viii) Clearer descriptions and explanations of what the council expects, recommends, requires, considers, and encourages and why.
 - (ix) Updated information concerning responsible authorities contact details.
 - (x) Updated background information and data on public health matters associated with alcohol consumption in the County.
 - (xi) Greater clarity in connection with planning and development control issues and the links between planning and licensing regimes.
 - (xii) New links to other important and relevant strategies and policies that may be of help/interest and contain further details of schemes available in Durham which applicants and licensees can participate in to assist in carrying out the objectives.

Late Night Levy and Cumulative Impact

- 23 In addition to the above, during the consultation exercise some organisations in the City of Durham called for DCC to introduce a late-night levy (LNL) and to carry out a cumulative impact assessment (CIA), with a view to the introduction of a cumulative impact policy (CIP).
- 24 LNL's are a discretionary tool that licensing authorities can adopt which requires licensees in specified areas to pay a surcharge to the council, in addition to their licence fee, which can be used to cover additional expenses associated with the night time economy. CIPs are a discretionary tool that licensing authorities can adopt to make it more difficult (but not impossible) for new licences to be granted in specified areas.

Main Implications

- 25 When considering whether a LNL or CIP should be adopted, the council must gather sufficient robust evidence to justify the measures as legal challenges from the licensing trade would be highly likely.
- 26 This will require significant assistance from a number of agencies (particularly the Police) and council departments and will take too long to fit within the October deadline for adoption of a new policy.
- 27 The Statutory Licensing Committee determined that consideration of these should take place at a later date and should not form part of the proposed draft. This approach was also supported by the Police &

Crime Commissioner's Office which is a statutory consultee for issues relating to both the Levy and Cumulative Impact Policies. This decision was taken on the basis that consideration of a Cumulative Impact Policy had taken place around five years ago, at significant expense, and which had found there was no evidential base that would defend a legal challenge if such a scheme was introduced.

- 28 Furthermore, as there is still development taking place within the city, it was agreed that carrying out further work in connection with a LNL and a CIA could be undertaken at a later date to establish any evidential needs and requirements for the possible introduction of such measures and inclusion within the revised licensing policy.
- 29 Should sufficient evidence be obtained that supports the adoption of a CIP and/or a LNL, this could be considered and potentially incorporated into the main policy at a later date.

Conclusion

- 30 The current licensing policy requires revision and re-adoption by the 24 October 2024. The current policy has been consulted on in accordance with statutory requirements and all the responses received have been considered.
- 31 Relevant information, suggestions and recommendations have been used together with information from other sources to draft a revised licensing policy as shown in Appendix 2.
- 32 Carrying out further work and assessment in relation to the LNL and CIP can be undertaken at a later date and does not prevent the Council from adopting the revised licensing policy.
- 33 As a licensing authority, it is imperative that the Council in fulfilling its duties under the Licensing Act 2003 has considered and adopted the revised policy before the statutory deadline of 24 October 2024.

Background papers

- Durham County Council's Statement of Licensing Policy
[Licensing Act 2003 Statement of Licensing Policy 2019 to 2024 \(durham.gov.uk\)](https://www.durham.gov.uk/legislation/2019-2024/2019-2024-statement-of-licensing-policy)
- Licensing Act 2003
[Licensing Act 2003 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2003/30)
- Revised Guidance issued under Section 182 of the Licensing Act

https://assets.publishing.service.gov.uk/media/65a8f578ed27ca000d27b1f9/Revised_guidance_issued_under_section_182_of_the_Licensing_Act_2003_-_December_2023.pdf

Other useful documents

- None

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Appendix 1: Implications

Legal Implications

Failure to adopt a revised statement of licensing policy by 24 October 2024 would mean that DCC has not complied with the requirements of the Licensing Act 2003 in connection with the revision, adoption, and publication of licensing policies. Under such circumstances, licensing activities subject to the provisions of Act performed by the Council in the absence of such a policy may be unlawful or subject to legal challenge. This report and associated appendices have been considered by Legal and Democratic Services.

Finance

The costs of consultation and publication of the revised policy will be met from existing budgets.

Consultation

The consultation was undertaken following COG processes and procedures and was carried out in accordance with statutory guidance over a 12-week period.

Equality and Diversity / Public Sector Equality Duty

An Equality Impacts Assessment screening has demonstrated that the policy / revisions to the policy have no impact on people with protected characteristics.

Climate Change

There are no climate change implications.

Human Rights

There are no known human rights implications.

Crime and Disorder

The Council's licensing policy forms a central part of the control and regulation of the evening and night-time economies. As such, it can be viewed as having a pivotal role in the prevention of alcohol related crime and disorder. The effective control of licensed premises via appropriate conditions or restrictions on licences can significantly reduce the potential for alcohol related issues or mitigate their effects. This coupled with monitoring and enforcement and the appropriate use of the review process can significantly contribute towards crime reduction and an increase in public reassurance.

Staffing

There are no staffing implications.

Accommodation

There are no accommodation implications.

Risk

Failure to follow the statutory process could result in challenge and reputational damage. Following adoption, the policy may be subject to judicial review and legal challenge.

Procurement

There are no procurement implications.

Appendix 2: Draft Statement of Licensing Policy

Attached as separate document

Appendix 3: List of consultees

Attached as separate document.

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Licensing Act 2003

Statement of Licensing Policy

2024 to 2029

(i) Forward

This statement of licensing policy has two main purposes. Firstly, it provides a decision-making framework for the council to use when responding to licence applications. Secondly, it advises businesses and the public on the authority's position concerning the Licensing Act 2003, including details of how the licensing objectives should be promoted in County Durham.

This policy guides applicants on how to apply for a licence in accordance with the council's expectations. Importantly, it will help applicants and others to identify important factors that should be considered when drawing up an application for licensed premises that will operate in County Durham, an area that is diverse and contains many different types of premises and localities.

Statements of licensing policies promote the four licensing objectives: Prevention of Crime and Disorder, Public Safety, Prevention of Public Nuisance, and Protection of Children from Harm. Our licensing policy aims to balance the legitimate needs of businesses and public demand for leisure and cultural activities alongside the need to mitigate against potential adverse effects.

Durham County Council considers that achieving good practice in connection with the licensing objectives involves focusing on these objectives whilst at the same time considering the issues specific to different areas of local authority and different types of licensed premises. In this way the policy aims to positively influence the level of focus required on each objective in each area.

The council's minimum expectations of what is expected from applicants and licence holders is stated within this policy. It offers suggestions, recommendations for what applicants should consider including in their application to ensure that the objectives are carried out and many examples of good practice are provided for consideration. The policy also contains details of schemes available in Durham which applicants can participate in to assist in carrying out the objectives.

The council expects all applicants and licence holders to use their initiative to assess whether the licensable activities and premises' location means that they will face any specific issues and whether this will influence the level of focus they may need to place on any of the objectives.

This is five-year policy, scheduled for revision in 2029. However, in producing this Statement of Licensing Policy, the council is aware that Central Government may amend certain aspects of the Licensing Act 2003, associated regulations, and other related legislation. We will keep this policy under review and should changes to this legislation take place, we may need to revise and amend this policy prior to 2029.

This Licensing Policy is a key tool in ensuring the different circumstances and situations within our neighbourhoods and towns are thought through when considering licence applications, by all parties. To date the council has made attempts to establish appropriate measures consistent with achieving this goal

without the need for any Special Policies in respect of any specific areas of the county.

Important note: possible future changes to licensing policy - During the consultation phase leading up to the revised statement of policy there were calls for a special policy from some respondents for a Cumulative Impact Policy (CIP) for Durham City. *There were also calls for a Late-Night Levy (LNL) for the City of Durham area.* To find out whether a CIP and a LNL is necessary the council will carry out a Cumulative Impact Assessment (CIA) and investigate the efficacy of an LNL. As a result, this revised policy statement was reported to Council in time for adoption by the end of October however, alongside this process a CIA is being undertaken. *It was not possible to complete the CIA in time to inform the revised policy by October 2024.*

If the result of the LNL investigation and the CIA is that a LNL and a CIP is needed for Durham City, we will then modify this revised version of the policy and take it back to the Council to incorporate a CIP and a LNL.

The council makes it clear in this policy that cumulative impact, in the absence of a specific 'special' policy, can still be raised in relevant representations and could form the basis for legitimate questions by members of the licensing sub-committee. i.e. the absence of a special policy does not prevent the issue of cumulative impact being properly raised, considered and acted upon in the interests of promoting the licensing objectives.

Durham County Council aims to promote Durham County as a safe, healthy, crime-free environment in which responsible, law-abiding licensees provide great facilities for the enjoyment of all County's residents and visitors and where children are always protected from harm.

Future revisions or amendments that we make to this policy will be advertised and published on the council's website. Readers of the policy are advised to check on the council's website to ensure they have the latest information.

[Redacted]					
07.05.24	Draft 1.0	First draft	CR	CR	
16.07.24	Draft 2.0	Second	CR	Legal/OC	
				SMT/CMT	
				GLRC	
				FC	

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DURHAM COUNTY COUNCIL – STATEMENT OF LICENSING POLICY

1.0 Introduction

1.1 The legislation - The Licensing Act 2003 referred to in this policy as the 2003 Act, its explanatory notes and any statutory instruments made under it may be viewed online at www.legislation.gov.uk. The statutory instruments include regulations setting out the content and format of application forms and notices. The Home Office has responsibility for the 2003 Act. The Department for Culture, Media and Sport (DCMS) is responsible for regulated entertainment, for which there is provision in Schedule 1 to the 2003 Act.

The Act created a system of licensing and regulation for several licensable activities in this country. The Act gives local authorities responsibilities for licensing premises for the sale and provision of alcohol, regulated forms of entertainment and late-night refreshment.

1.2 The council's role - Our most important role is to actively work to protect those who live and work in the County and who visit our area. As part of this role, the council licenses certain types of business and commercial premises where activities take place that may impact on both individuals and the community. The licensing of alcohol, entertainment and late-night refreshment under the Licensing Act 2003 (the Act) fall within this role.

Durham County Council aims to build a county where people are proud to live and work. We have produced this policy statement, as required by the Act, having had regard to the statutory guidance, the licensing objectives and to the views of those that we have consulted. This is a living document and will undoubtedly evolve, change and be subject to future revision.

We intend that this document should provide information and guidance on the general approach that we will take to licensing premises and activities under the Act in the county. It is intended that this Statement of policy not only reflects but aims to support our strategic purposes as set out in the Council Plan.

1.3 Licensing objectives and aims - The legislation provides a clear focus on the promotion of four statutory objectives which must be addressed when licensing functions are undertaken. The licensing objectives are:

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

Each objective is of equal importance. There are no other statutory licensing objectives, so that the promotion of the four objectives is always a paramount consideration.

However, the legislation also supports several other key aims and purposes. These are vitally important and should be principal aims for everyone involved in licensing work. They include:

- protecting the public and residents from crime, anti-social behaviour and noise nuisance caused by irresponsible licensed premises
- giving the police and licensing authorities the powers needed to effectively manage and police the night-time economy and act against those premises that are causing problems
- recognising the important role which licensed premises play in our local communities by supporting responsible premises
- providing a regulatory framework for alcohol which reflects the needs of local communities
- encouraging greater community involvement in licensing decisions and giving residents the opportunity to have their say regarding licensing decisions that may affect them.

1.4 The County of Durham – the county is in the heart of the Northeast of England. From its western boundary high in the Pennine Hills, to the limestone cliffs of its North Sea coastline, County Durham features a rich diversity in lifestyle and culture including a historic University, a World Heritage Site, Beamish and Bowes Museums, Durham City, Lumley and Lambton Castles, designated areas of Outstanding Natural Beauty, and historic villages and market towns. Approximately 4 million visitors are attracted to the County each year.

County Durham has 522,100 people, with approximately 60% of the population classed as living in rural areas. It varies in character with sparsely populated rural areas in the Uplands and Durham Dales, to the larger villages located within the former coalfield communities in the center and east. The ethnic minority population of the area accounts for 1.4% of the total population (2011 census). Durham University has 16,355 students and the area attracts over 4 million visitors per year. For further health and deprivation, crime and community safety information about the local area visit: <https://www.durhaminsight.info/>

The City of Durham is a university city, and the area attracts over 4 million visitors per year. Durham University has around 21,500 students, of which around 20,800 are full time. Durham City is home to about 60,000 people with approximately 18,400 students forming part of this (figures correct for 23/24 academic year). A further 700 students reside outside the DH1 postcode area (which typifies city addresses), but still within County Durham. Durham City is the main location of the university and contains all the colleges along with most of the academic departments. The Durham City estate is spread across several different sites. The university and the student population of Durham are rooted within the local communities. The University works with a range of partners and stakeholders to actively contribute to the economy, culture, society and reputation of Durham's city and region; and with regional schools to raise aspirations and extend educational opportunities to all. The University is also committed to managing its student intake regarding the capacity of the city.

2.0 How the council implements licensing policy.

This statement has been prepared pursuant to Section 5 of the Licensing Act 2003 (the Act) by Durham County Council in its capacity as the Licensing Authority. The Licensing Authority is referred to as 'the council' throughout this policy.

2.1 The purpose of the licensing policy is to promote the four licensing objectives and to set out the general approach that will be adopted by the council when exercising licensing functions under the Licensing Act 2003 to:

- Reinforce and to remind elected members of the Council's Licensing Committee, and any Sub-Committee, of the boundaries and powers of the local authority and to provide them with parameters within which they should make their decisions. The Committee for example will be able to test an application or an existing licence against information and criteria set out in the policy and deal with it appropriately.
- Inform applicants of the Licensing Authority's expectations and the parameters within which the Authority will make decisions and therefore, how their premises are likely to be able to operate. If any relevant matters included in this policy are not addressed by applicants, it is more likely that the council will receive representations. This may then lead to a hearing where consideration of these matters by councilors would take place.

The council expects applicants and licencees to properly assess whether their premises' location and any licensable activities are likely to create any problems, dangers, difficulties and disturbances to any people at or near their premises. In this way, applicants should properly understand and appreciate the degree of focus needed to uphold and promote the licensing objectives. This assessment should identify necessary remedial steps and controls required at the premises in connection with the carrying on of any licensable activities.

In connection with existing authorisations issued by the licensing authority, a lack of compliance with policy matters may also lead to applications for reviews, especially in cases where any one of the licensing objectives may be undermined.

- To inform residents and businesses of the parameters within which the council will make decisions and how their needs will be considered. The licensing function is however only one means of securing the delivery of the active promotion of the licensing objectives and should not therefore be considered a panacea for solving all problems within local communities. The licensing process can only seek to control measures within the control of a licence holder or potential licence holder.

- Support decisions made by the Licensing Authority when these decisions are challenged in a Court of Law.

2.2 Adoption of the licensing policy - The Policy has been written in accordance with the provisions of the Act and the guidance issued by the Secretary of State for the Department of Culture, Media and Sport (DCMS). It was adopted by Council on 23rd October 2019 and it replaces the previous statement of Licensing Policy adopted by Durham County Council on 29th October 2014.

In adopting this Licensing Policy, the council recognises that residents need to live and work in a safe and healthy environment. The council also recognises how important it is that licensed premises are safe and well run and we understand how they can add to both the local economy and vibrancy of the county. The council's aim is to facilitate well managed premises and we will encourage and support all licence holders to display sensitivity to the impact of their premises on residents.

2.3 Support for cultural diversity through licensing – The council wishes to encourage the provision of a wide range of entertainment activities within County Durham and to support live music, dance, theatre, circus and street arts etc. for the wider cultural benefit of the community. We encourage a diverse range of responsibly run premises in the county. We expect all licensed premises to be operated responsibly and all licensees to actively support and promote the licensing objectives.

2.4 Licensable activities and necessary authorisations - The types of authorisation considered by this Policy are as follows:

- **Personal licence** - The licensing of individuals for the retail sale of alcohol
- **Premises licence** - The licensing of premises for the retail sale of alcohol, the provision of regulated entertainment or late-night refreshment
- **Club premises certificate** - The supply of alcohol or the provision of regulated entertainment at certain clubs
- **Temporary event notice** - The permitting of certain licensable activities on a temporary basis

To allow premises to provide any of the above activities, the operator must obtain the necessary authorisation from Durham County Council in its role as licensing authority. The authorisation needed may be in the form of a premises licence, a club premises certificate or a temporary event notice.

2.5 Integration of licensing with other legislation - Many other pieces of legislation impact directly or indirectly on the licensing regime. The Licensing Authority will have regard to the following matters when it discharges its responsibilities under the Licensing Act 2003 and in relation to the promotion of the four licensing objectives. The Licensing Authority

will continue to work in partnership both internally and with other agencies to ensure that the licensing objectives are actively promoted.

In formulating this Policy, the Licensing Authority has had regard to the provisions of the following legislation:

- **The Crime and Disorder Act 1998** - requires local authorities and other bodies to consider crime and disorder reduction. Section 17 of the Act states that it shall be the duty of each authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that is reasonably can to prevent, crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment).
- **The Anti-social Behaviour, Crime and Policing Act 2014** - This Act gives a wide range of powers to local authorities and the police to tackle incidents of crime, disorder and nuisance that may be impacting on residents. The Act introduced public spaces protection orders which allows the local authority to designate areas in the borough where anti-social behaviour such as street drinking will be prohibited. The council may designate areas where street drinking is prohibited. The Act also gives powers to the local authority and police to close licensed premises where nuisance and anti-social behaviour is taking place or likely to take place.
- **Immigration Act 2016** - Section 36 and Schedule 4 of the Immigration Act 2016 amended the Licensing Act 2003 and made Home Office Immigration Enforcement a Responsible Authority concerned with the licensing objective of prevention of crime and disorder. They will exercise their power both in respect of being a consultee on new licence applications and having right of entry to licensed premises with a view to seeing whether an offence under any of the Immigration Acts is being committed on a licensed premise. This will primarily involve the detection and prevention of illegal working on premises that have an alcohol licence or a late-night refreshment licence. The offence of employing people at a licensed premise who have no right to work in the UK is also now listed in the Secretary of State's guidance which covers criminal activity deemed to be particularly serious and where a licensing authority should consider revoking a premises licence even in the first instance.
- **Human Rights Act 1998** - The council has a duty, under the European Convention on Human Rights, to protect both the rights of a resident to privacy and family life (Article 8) and the rights of a licence holder to operate their business without undue interference (Article 1 of the First Protocol).
- **Equality Act 2010** - The Act places a legal obligation on public authorities to have regard to the need to eliminate unlawful discrimination, to advance equality of opportunity and to foster good relations between persons who share a protected characteristic and those who do not. Protected characteristics include age, disability, race, religion and sexual orientation.

- **Race Relations Act 1976, as amended by the Race Relations (Amendment) Act 2000** - places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination and to promote equality of opportunity and good relations between persons of different racial groups. Where applicable the Licensing Authority, in determining applications, will have regard to this legislation to avoid any possible indirect discriminatory impact on ethnic groups.

Licensing Services work almost exclusively with, through and for people. It is passionate about promoting a just society that gives everyone an equal chance to learn, work and live free from discrimination and prejudice. As a service within a Local Authority, Licensing Services will act to ensure all aspects of service delivery addresses equality and diversity issues.

- The European Convention on Human Rights
- The Crime and Security Act 2010
- Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982
- The Clean Neighbourhoods and Environment Act 2005
- The Violent Crime Reduction Act 2006
- The Police & Crime Act 2009
- The Health Act 2006
- Police Reform and Social Responsibility Act 2011
- The Live Music Act 2012

There are also other pieces of legislation that the council will consider that may impact on licensed premises, activities and licensed operators. The council will consider the following legislation when it decides to discharge its responsibilities under the Licensing Act. This list is not exhaustive:

- Environmental Protection Act 1990 which deals with noise and nuisance
- Regulatory Reform Order 2005 which deals with fire safety
- Highways Act 1980 which deals with pavement café licences
- Health and Safety at Work Act 1974 and food hygiene regulations
- Planning legislation (see S2.7)

2.6 Integration of licensing policy with other strategies, policies and plans

This statement of licensing policy aims to provide clear indications of how the council will secure the proper integration of its licensing policy with local crime prevention, planning, transport, tourism, equality schemes, cultural strategies and any other plans introduced for the management of town centres and the night-time economy.

Many of these other strategies are not directly related to the promotion of the licensing objectives, but, indirectly, impact upon them. Co-ordination and integration of such policies, strategies and initiatives are therefore important. The council agrees that such co-ordination and integration is crucial to achieve the council's aims for a safe and vibrant economy.

This Licensing Policy aims to work with and alongside other, shared Council priorities and plans.

Alcohol is a contributory factor of violent crime, domestic abuse, sexual violence, anti-social behavior and has links to criminal and sexual exploitation. The main health consequences of alcohol misuse are liver disease, cancers (liver, oral, oesophageal, gastric, colon, breast), hypertension, stroke, acute intoxication and injuries.

Up-to-date statistical information for alcohol related harm can be found on Durham Insight <https://www.durhaminsight.info/alcohol-related-harm/> Durham Insight is a publicly accessible website storing a range of shared intelligence and population data for County Durham. It provides users with an easy way to access data and information for insights about their local area.

Key objectives within the County Durham “Alcohol Harm Reduction Strategy 2015 – 2020 Plan on a Page” are:

- Prevention and early intervention
- Providing specialist interventions to promote recovery
- Protecting children and vulnerable adults at risk
- Strengthening leadership, management and governance

In County Durham the numbers of increasing risk and high-risk drinkers are above the national average and this contributes to increasing pressure on our emergency services, our hospitals and support services such as the County Durham Drug and Alcohol Recovery Service. The Licensing Authority recognises the impact alcohol can have upon population-level health.

In addition, we know health inequalities due to alcohol harm in County Durham are significant. Levels of alcohol harm are greater in County Durham than the England average. For all six key indicators highlighted in the 2018 Local Alcohol Profile County Durham is statistically significantly higher than England. Four out of the six indicators are ranked in the worst 30% of all local authorities nationally.

The council recognises this dis-proportionate impact of alcohol harm and will continue to promote and support responsible licensees and premises. We will encourage licensing objectives that reflect health considerations in this policy and which contribute to reducing health inequalities and poor outcomes for the people of County Durham.

A list of relevant council strategies, policies and plans, together with links to other pertinent departments and local organisations, is provided in the Appendix X. Applicants, especially those who are not already established in, or familiar with, County Durham may find this section particularly useful.

2.7 Licensing and planning integration - The planning authority of Durham County Council is a responsible authority under the Licensing Act 2003. It can

make representations on applications or call for reviews of existing licences based upon any of the four licensing objectives.

The planning authority have policies that impact on the county's night time economy. The council recognises that licensing applications should not be a rerun of the planning application process. The planning authority is directed at development of land and the use of premises upon it. The licensing authority is directed at the licensable activities and responsible management of said premises upon that land.

Whilst there is a clear distinction and separation between the licensing authority and planning authority in terms of their remit, there are times when there are overlapping considerations. To secure proper integration across the council's range of policies, the licensing authority will expect applicants to demonstrate that their proposed use of a premises is lawful in planning terms, including complying with any existing conditions and timings that may be imposed upon a planning consent when submitting any application under the Licensing Act.

Where the planning authority has granted planning consent to a specific time, the licensing authority would expect any applicants under the Licensing Act to not exceed that time within any application.

Where the planning authority has granted a planning consent that contains conditions which, if not complied with, may undermine the promotion of the licensing objectives (such as a restriction in the opening hours based on potential public nuisance issues), the licensing authority would expect applicants to demonstrate how they will mitigate those issues within any application. Failure to do so could lead to representations being made against an application.

When licensing applications are determined by officers of the Licensing Authority or by the Licensing Sub-Committee, conditions may be imposed upon a licence to ensure consistency between the licensing objectives and any measures already determined by the planning authority that could impact the licensing objectives.

2.8 Avoidance of duplication - There are many stakeholders in the leisure industry, covering a wide range of disciplines. Many are involved, directly or indirectly, in the promotion of the Licensing Objectives, particularly those relating to the prevention of crime and disorder and public nuisance.

Many of their strategies deal in part with the licensing function and the Licensing Authority will, wherever appropriate, participate in multi-disciplinary working groups to ensure proper integration of local crime prevention, public health, planning, transport, tourism and cultural strategies and to obtain information on the effects of this Policy on local regulated entertainment.

The Licensing Authority recognises the need to avoid as far as possible duplication with other regulatory regimes. Whilst having regard to the planning

regime, the council recognises that there should be a clear separation of the planning and licensing regimes.

The granting of a licence under the Licensing Act does not relieve the applicant of the need to apply for Planning Permission or Building Regulation approval where appropriate. Nor does the grant qualify as, or remove the need for, any form of consent or release, for example, from covenants imposed in the title to the property whether such were imposed by the Local Authority. Appendix X provides a list of other relevant strategies which applicants may wish to consider in addition to the council's licensing policy. Appendix VIII also provides information on planning and development control matters together with the links to licensing policy and practice.

There are other council strategies and policies that affect the leisure industry, night time economy etc. that fall outside the regulatory licensing regime. For example, the council recognises that we all have a role in reducing waste and whilst plastic products are an important part of everyday life, there is a growing realisation of the inherent wastefulness of those items that are designed to be used only once and then thrown away. The council has adopted a County Durham pledge to further reduce waste which may be adopted by a wide variety of partner organisations from across the public, private and community sector.

The government intends to introduce a ban, with exemptions, on the supply of plastic drinking straws to the end user in England by April 2020. There will be exemptions designed to cater for medical / accessibility needs: the supply of single use plastic straws to the end user will be permitted in registered pharmacies (in store and online) and in catering establishments (including health, educational and care settings).

In commercial catering establishments, such as pubs and restaurants, there will be a ban on actively offering plastic straws to customers. It will be a requirement for plastic straws to be kept behind the counter and be available to customers on demand only.

A ban on beverage carton straws will come into force in line with the Single Use Plastics Directive implementation timetable; this is to allow the industry time to develop and introduce alternatives.

Takeaway boxes and cups made from expanded polystyrene are proposed to be banned as the Government targets rarely recycled plastic that ends up in incinerators and landfill sites.

The council would encourage the licensed trade to sign up to this pledge and take steps to reduce single use plastics. To find out more information about Rubbish & Recycling in County Durham go to <http://www.durham.gov.uk/recycling>

2.9 Licensing policy development, consultation and review – Before determining its policy, the council must consult the persons listed in section 5(3) of the 2003 Act. These are:

- the chief officer of police for the area
- the fire and rescue authority for the area
- each local authority's Director of Public Health in England (DPH)¹⁴ or Local Health Board in Wales for an area any part of which is in the licensing authority's area
- persons/bodies representative of local premises licence holders
- persons/bodies representative of local club premises certificate holders
- persons/bodies representative of local personal licence holders; and
- persons/bodies representative of businesses and residents in its area

The Section 82 guidance states: "*Licensing authorities should note that the terms of the 2003 Act do not prevent them consulting other bodies or persons.*" In developing and determining this statement of licensing policy, several organisations, authorities, bodies and groups were consulted including all of those listed in the statutory guidance.

The council is required to prepare and publish its statement of licensing policy at least every 5 years. For the purposes of that review it will always undertake consultation with residents, businesses and licence holders. In addition to this requirement, the policy will be kept under continuous review and where revisions (legal, technical or strategic) which support the licensing objectives are required, an appropriate level of consultation will be undertaken. See also *Important note: possible future changes to licensing policy* in the 'Forward' to this policy.

2.10 Departures from the Policy - This Licensing Policy sets out the vision the licensing authority has for the regulation of licensed premises throughout Durham County and outlines the standards expected to ensure the promotion of the licensing objectives in the county. The council may depart from the licensing policy if it considers doing so would benefit the promotion of the licensing objectives. Under such circumstances, reasons will be given for any such departure from the general policy in this statement.

In relation to applications for licences, certificates, variations etc. while the contents of any associated operating schedules are matters for the applicant, where objections (referred to as representations) to an operating schedule are received that relate to a departure from the policy, at the licensing sub-committee hearing, the applicant submitting the contested application will be expected to provide full and good reasoning for the appropriateness of such a departure. Under these circumstances, unless compelling reasons are provided the committee will not deviate from, or make any exceptions to, the policy.

Departure from this Guidance could give rise to an appeal or judicial review, and the reasons given will then be a key consideration for the courts when considering the lawfulness and merits of any decision taken.

Important note: The council will not 'step-outside' the policy unless there are good and justifiable reasons for doing so.

2.11 Administration and the delegation of functions - Applicants are advised to contact DCC Licensing Services before preparing and submitting their applications for licences and other authorisations should they be unfamiliar with the application process. Any application not properly made will be returned to the applicant and the timescales contained in the Act will not begin until a properly-made application is received.

Nothing in this policy will prevent the council from making applications in its own name for the grant of licences. The council will, before any such licence is granted, be subject to the same considerations and application of the same scrutiny as any other applicant.

All relevant representations, either opposing or supporting an application, will be considered during the decision-making process. Guidance relating to the submission of representations will be made available on the council's website. Any subsequent licensing hearings will be conducted in accordance with the council's procedure for licensing hearings which is also available on the council website.

The council will be involved in a wide range of licensing decisions and functions and has established a Licensing Committee to administer them. Decisions and functions will therefore be taken or carried out by the Licensing Committee, Licensing Sub-Committees or officers of the council in accordance with an approved scheme of delegation. The form of delegations is without prejudice to officers referring an application to a Sub-Committee, or a Sub-Committee to Full Committee, if considered appropriate in the circumstances of any case or where required by law.

Participation on the Licensing Committee by elected council members will be in accordance with the council's Code of Conduct for Elected Members.

The Committee and Sub-Committees will determine each case before it on its merits. Blanket or standard conditions (other than mandatory conditions) will not be imposed under the Act. Conditions will not be attached to licences unless they have been either volunteered by the applicant or are determined, by the council, as appropriate following a licensing hearing. Although the council is required to have regard to the Department for Culture, Media and Sport (DCMS) guidance it may, if it considers it appropriate, deviate from the guidance where there are good reasons which can be justified.

2.12 Members of the Council (DCC Councillors) – The council recognises that County Councillors play an important role in the local community. If specifically asked to do so, Councillors may make representations in writing and speak at the hearing on behalf of any other person such as a local resident or business. They can also make representations if they have concerns about premises. They may also apply for a review of a licence or certificate.

Where a resident or business seeks the assistance of a County Councillor, it is advantageous if they can provide evidence that a premise is causing a problem or is likely to do so. It is also helpful for any resident or business making a

representation in respect of an application to send a copy of their representation to the relevant County Councillor.

County Councillors may attend hearings of licensing sub-committees considering applications and speak on behalf of residents and businesses, but only if:

- they have made a personal representation
- they have made a representation on behalf of residents or business as 'community advocates'
- they have been nominated by a person making a relevant representation who cannot attend the hearing or prefers to be represented at the hearing

2.13 The Decision-Making Process - Where no relevant representations are received, providing the application has been correctly made and advertised (as required by the Act), the council must grant the application in line with the proposed operating schedule. The only conditions that can be imposed are the mandatory conditions and those conditions that are consistent with the operating schedule. Anonymous representations will not be accepted by the Licensing Authority.

Apart from the mandatory conditions, there is no discretion under The Act to impose any other condition in cases where no relevant representations are received.

Where relevant representations are made the application must be determined by either the full Licensing Committee or one of its duly authorised sub-committees. In County Durham, it is usually a sub-committee that determines such applications and this determination will usually take place at a hearing.

The sub-committee in such cases has full discretion to take such steps as it considers appropriate to promote the licensing objectives. These steps may include modifying the conditions that are in line with those proposed in the operating schedule and/or rejecting the application in part, and/or excluding a licensable activity; or wholly rejecting the application.

In exercising its discretion, the licensing sub-committee must have regard (amongst other things) to this licensing policy. Therefore, in drawing up their operating schedule, applicants are strongly advised to read and take note of the content of this policy.

If all parties state in writing that they consider a hearing can be dispensed with, then the licensing authority has a discretion to dispense with a hearing. In deciding whether or not to dispense with a hearing the licensing authority is exercising a licensing function. As such it is required to have regard to any relevant guidance, as well as to this policy, and it must act with a view to promoting the licensing objectives.

2.14 Making representations – The responsible authorities and any other person may make representations in connection with applications for licences,

certificates, full variations and reviews of premises. Whilst any of these persons may act, they may also request that a representative makes the representation to the council on their behalf. A representative may include a legal representative, a friend, a Member of Parliament, or a local ward or parish councilor who can all act in such a capacity.

Copies of all representations will be forwarded to the applicant. Anonymous representations will not be accepted by the council. Only under exceptional circumstances will the council not disclose ANY personal details. This means that names, as a minimum, will be made public and in some instances the street name. References to the house number, telephone numbers and email addresses will be removed.

Those making a representation should be aware that they will be invited to attend in person to a hearing should the licence application have to be determined by the Council's Licensing Sub-Committee. The representations will also be included in the papers presented to the committee and therefore will pass into the public domain. It is therefore possible that details of representations may be picked up by journalists.

2.15 Conditions attached to authorisations - All applications for new authorisations or for variations of existing ones should be supported by an operating schedule. The schedule should specify (among other things) the steps the applicant proposes to promote each licensing objective.

Again, where nowhere no relevant representations are received, providing the application has been correctly made and advertised (as required by the Act), the council must grant the application in line with the proposed operating schedule. The only conditions that can be imposed are the mandatory conditions and those conditions that are consistent with the operating schedule.

Apart from the mandatory conditions there is no discretion under The Act to impose any other condition in cases where no relevant representations are received.

Any conditions attached to licences following relevant representations will focus on matters within the control of the premises licence holder or club management committees. They will be used to ensure the premises are safe and do not create a nuisance. They will address matters which have a direct impact on those living, working or engaged in normal activities in the vicinity.

Conditions will not be used as a means of attempting to attach responsibility to premises licence holders or club management committees for matters outside their reasonable control, such as anti- social behaviour once away from the premises or a non-licensable activity, unless information to the contrary is available to the licensing authority.

Conditions on premises licences and club certificates are determined by:

- The measures put forward on the operating schedule
- Mandatory conditions within the Act
- Measures decided at a hearing by the Licensing Sub-Committee

The Licensing Authority acknowledges that the application of conditions in line with operating schedules may be subjective and that the content of operating schedules can be open to interpretation. Consequently, the council will often apply a standard interpretation in respect of more commonly offered conditions. A set of specimen conditions will be developed which can be used in the production of licences where, applicants offer conditions to be included in their licence. For example, around CCTV, noise control and age verification schemes.

2.16 Reviews - The Licensing Act provides a mechanism for reviewing premises licences and Club Premises Certificates where problems associated with premises undermine the licensing objectives following grant or variation. The procedure for reviewing premises licences and club premises certificates represents a key protection for the community where there is evidence to show that a specific concern exists relating to one or more of the licensing objectives.

The proceedings set out in the Act for reviewing premises licences and club premises certificates represent a key protection for the community. Unless an application is withdrawn, deemed to be frivolous, vexatious or repetitious or does not relate to the licensing objectives, the council will hold a hearing and take any necessary steps to promote the licensing objectives.

If a request for a review of the premises licence is made, they are required to notify the holder of the premises licence or club premises certificate and the “responsible authorities”, by sending them a copy of the request, together with any accompanying documents, on the same day as the request is given to the council. The council will advertise the review to enable others (responsible authorities or other persons) to comment on it. Responsible authorities have the option, if they wish, to comment on any application for a review.

A licensing authority must act on requests for review unless they consider the request to be irrelevant, repetitive, frivolous or vexatious. Frivolous representations would concern minor issues which the licensing authority could not reasonably be required to take any action to remedy. Representations may be considered vexatious if they appear to be intended to cause aggravation or annoyance without reasonable cause.

The council will advertise the fact that a request for review of the licence has been received and allow a period of 28 days for other persons to make representations to it (such representations can be for or against the activities at the premises in question).

After the period for making representations has expired, the licensing authority will hold a hearing to consider the request unless the request for review or the application has been withdrawn. The request will in most cases be considered by the licensing sub-committee who will hear representations from all parties involved. If you make a representation, the council will invite you to attend the

hearing. You will also be given the opportunity to address the licensing sub-committee in support of the request for review.

You must give the authority at least 5 working days' notice (prior to the start of the hearing, advising:

- If you will attend the hearing in person
- Whether you will be represented by someone else (e.g. MP/lawyer / residents' association representative / friend)
- If you think that a hearing is unnecessary (if, for example, the parties have come to an agreement before the formal hearing), or
- You may also request permission for another person to attend the hearing, and must advise the licensing authority how that person may be able to assist the authority in relation to the request for review

Important note: *All parties submitting any written documents they wish to rely on at a hearing, should provide them to DCC Licensing Services within five working days of the hearing.*

Once the sub-committee has listened to and considered all views and evidence, it will decide what (if any) action is appropriate to promote the licensing objectives. Actions can include:

- No Action
- Modifying the conditions of the licence (change, add or remove conditions – including operating hours)
- Excluding a licensable activity from the licence,
- Removing the designated premises supervisor
- Suspend the licence for a period (not exceeding 3 months), and
- Revoke the licence

Important note: *The council will not expect a premises licence to be reviewed more than once within any 12-month period on similar grounds, except in exceptional circumstances or where it arises following a Closure Order. Where a Magistrates Court makes a Closure Order under section 80 of the Anti-Social Behaviour, Crime and Policing Act 2014, the relevant licensing authority under section 167 licensing act 2003 must review the premises licence.*

2.17 Film classifications - In general, other than in the context of film classification for film exhibitions, the council shall not use powers under the 2003 Act to seek to impose conditions which censor the content of any form of regulated entertainment. This is not a proper function of licensing law and cannot be properly related to the licensing objectives. The content of regulated entertainment is a matter which is addressed by existing laws governing indecency and obscenity. Where the concern is about protecting children, their access should be restricted where appropriate. But no other limitation should normally be imposed.

The 2003 Act provides that where a premises licence or club premises certificate authorises the exhibition of a film, it must include a condition requiring the admission of children to films to be restricted in accordance with

recommendations given either by a body designated under section 4 of the Video Recordings Act 1984 specified in the licence (currently only the British Board of Film Classification (BBFC)) or by the council itself. The effect of paragraph 5 of Schedule 1 to the 2003 Act is to exempt adverts from the definition of regulated entertainment, but not exempt them from the definition of exhibition of a film. Since the above mandatory condition applies to 'any film', it is therefore applicable to the exhibition of adverts.

In accordance with the guidance issued under section 182 of the Licensing Act 2003, the council shall concern itself primarily with the protection of children from harm when classifying films. It will not use its powers to censor films save where there is clear cause to believe this is required to promote the licensing objectives.

The council considers the classification system used by the BBFC to be understood and accepted nationally. We will, therefore, use this system as a reference point for determining its recommendation(s) on the restriction of access of children to the film(s). However, it should be noted that the council is not obliged to follow these guidelines.

Requests for certification by the licensing authority should be made at least 28 days in advance of the proposed screening date and submitted to the Licensing Unit. Requests should include:

- A DVD copy of the film
- Details of any existing classification issued by an existing classification body, whether within or outside the UK
- A synopsis identifying the material within the film considered by the exhibitor to be likely to have a bearing on the age limit for the audience for exhibition of the film
- Such recommendation as may have been made by the film-maker upon age limit for the intended audience for exhibition of the film
- Proposal of age restriction by the applicant.

3.0 General principles, practices and licensing processes

3.1 The application process - All licensing applications for new premises licences or club premises certificates, or variations of existing licences or certificates must be served on the licensing authority. Applications can be served electronically or via hardcopy. All applications must be accompanied by a plan of the premises which shows the licensable area, an immigration document demonstrating that the licence holder has the right to live and work in the UK and the correct fee. Failure to provide the correct documentation or fee will result in the application being returned to the applicant as invalid.

Any applicant that proposes to serve an application in hardcopy must ensure that the application is served on all the responsible authorities stated in the Licensing Act 2003. Contact details for the responsible authorities are provided in Appendix IV to this policy.

Where applications for the grant or full variation of a premises licence are for a boat, a copy of the application must be served on the Navigation authority; the Environment Agency; The Canal and River Trust and the Secretary of State.

3.2 Advertising and publication of applications - There is a public consultation period lasting for 28-days beginning on the first day after the application was received by the licensing authority. During this period, the application must be advertised by the applicant and any person or responsible authority may make written representations in respect of the application.

It is the responsibility of the applicant to ensure that any application for the grant or full variation of a licence advertises the application in accordance with the relevant Licensing regulations. A blue notice should be placed on, at or near the premises to advertise the application for 28-days starting with the day after the application is served. A newspaper advert doing the same must be placed in a newspaper circulating in the County of Durham within 10 working days. Failure to do either of these things, or to put inaccurate information in them, will invalidate an application.

The Licensing Authority will publish any valid applications on the council's website for the same period of 28-days starting with the day after the application being received. See link for the Licensing Applications page on our website. <http://www.durham.gov.uk/article/2136/Licensing-Act-2003-applications>

Every licensing authority must provide facilities for making the information, contained in the entries in its public register, available for inspection by any person during office hours and without payment.

On request we will also supply any person with a copy of the information contained in any entry in its register.

All licensing applications for new premises licences and club premises certificates, variations of existing licences and certificates are made available to all county councillors, and to parish councillors and local MPs on request.

3.3 Consultation on applications - During the 28-day consultation period, the authorities can judge whether it undermines the promotion of the licensing objectives. The application will be made available to any person, upon request. As per Section 18 (6) of the Licensing Act 2003, consideration will be given as to the likely effect of granting any licence on the promotion of the licensing objectives. The council will expect all applicants to have considered the Secretary of State's Guidance, local strategies and initiatives, this policy and any other known local issues before submitting their application and that these matters are addressed within the operating schedule of the application.

The application will consist of an operating schedule, which details the licensable activities applied for as well as specifying during which times and on which days they would be conducted. In the operating schedule, the applicant also sets out any steps they propose to take to address the four licensing objectives, and these can be converted into conditions on any licence granted.

Whilst many applications will be resolved without the need for a committee hearing, any matters or representations that are not resolved will trigger a hearing before the properly constituted Licensing Sub-Committee for determination by elected members (County Councillors sitting as members of the Statutory Licensing Sub-Committee).

3.4 Minor Variation Applications – there is a simplified process to make minor variations to licences. These kinds of variations will be ones that are considered to have no adverse impact on the promotion of the four licensing objectives. These applications will be considered by duly authorised officers of the Licensing Authority.

Minor Variations can be used to:

- a) make minor changes to the structure or layout of a premises
- b) make small adjustments to the licensing hours
- c) remove out of date, irrelevant or unenforceable conditions
- d) add or remove licensable activities (not the sale of alcohol)
- e) add conditions that may have been agreed with a responsible authority

Minor Variations cannot be used to:

- a) extend the period for which the licence or certificate has effect
- b) specify within a premises licence, a new DPS
- c) add the sale or supply of alcohol as a licensable activity
- d) authorise an extension to hours alcohol is sold
- e) vary substantially the layout, activities or conditions of a licence
- f) authorise an individual to supply alcohol at a community premises

Under the Minor Variation application process, the applicant only needs to send the application to the council's licensing section. The applicant must also display a white notice on, at or near the premises which advertises the proposed changes for a period of ten working days beginning with the day after the application was

received by the authority. There is no requirement to advertise this application in the newspaper.

The council, upon receipt of a valid application, will determine the application in relation to its impact on the four licensing objectives and consult any Responsible Authority it wishes. The authority may reject the application if it believes the licensing objectives will be undermined by granting it. The authority can reject the application even if it receives no representations against it. If the authority fails to decide within five working days, after the ten working day consultation period, then the application will be deemed refused and the fee shall be returned to the applicant.

This policy does not seek to undermine the rights of any person to apply under the Act for a variety of permissions, or to have their application considered on its individual merits. Nor does the policy override the rights of any person making representations on any application or seeking a review of a licence where they are permitted to do so under the Act. The Licensing Authority will only depart from the policy if the individual circumstances of any case merit such a decision in the interests of the promotion of the licensing objectives – see 2.10.

- 3.5 Granting licences: uncontested licence applications** - As stated above, all licence applications will be considered on their own merits in the context of the four licensing objectives.

Important note: Under the provisions of the Act, if an application for a premises licence or club premises certificate has been lawfully made and there has been no objection (known as a ‘relevant representation’) from any person or responsible authority, then the licensing authority must grant the application, subject only to conditions that are consistent with the operating schedule and relevant mandatory conditions.

- 3.6 Consideration of contested applications** - Where a relevant representation is received in respect of an application, it will be determined at a hearing by a Sub-Committee of three members from the council’s licensing sub-committee

- 3.7 Relevant representations** - For the views of any party to be considered in respect of an application, they must qualify as ‘relevant’, which means representations:

- a) That are made by any person or responsible authority
- b) That are made in writing to the licensing authority
- c) That are received by the licensing authority no later than 28 days after the date the application was made (ten working days for a minor variation)
- d) Must relate to the likely effect of the granting of the application upon one or more of the licensing objectives
- e) Must not (in the case of any person who is not a responsible authority) be considered by the licensing authority as frivolous or vexatious

The grounds for any representation will be stronger if they have an evidential basis and link to the applicant's premises. Any conditions or restrictions should only be proposed that address identified risks to the licensing objectives.

All persons, including responsible authorities, are encouraged to take into consideration all relevant sections of the policy, the relevant factors and the various standards set out at Sections 5.0, 6.0 and 7.0 when they are assessing applications and deciding whether to make a representation on an application.

Further information on making a representation can be found in Appendix IV.

3.8 Mediated applications - In many cases, through discussion, all parties may reach a compromise to resolve the concerns that originally led to the objection being made. For example, reducing the hours for proposed activities, adding extra conditions, or removing proposed activities entirely may address any concerns an objector had. In such circumstances, the applicant may request the licensing authority grant the application subject to any conditions agreed between the parties.

At a hearing all applications will be considered on their own merit. Following such a hearing, the Licensing Sub-Committee can:

- a) Grant the application as applied for; or
- b) Grant the application with restricted licensable activities/hours than those applied for and/or impose additional conditions, where considered appropriate for the promotion of the licensing objectives;
or
- c) Refuse the application

3.9 Appeals - There is a right of appeal to the Magistrates' Court against the decision of the Licensing Sub-Committee by any party to the original hearing. If an applicant is aggrieved by a decision of the Licensing Authority, an appeal may be lodged with the Magistrates Court for the area. The council will be the respondent to such an appeal.

3.10 Review of a premises licence or club premises certificate - At any stage during the life of an authorisation, any premises that has a premises licence or club premises certificate may have that licence reviewed by any of the named responsible authorities or by a person defined in the Act as 'any other person' e.g. residents, councilors, MPs etc. At any time following the grant of a licence or Club Premises Certificate, any person or responsible authority may apply for a review of it.

The Police may also submit a summary review if there is a premises associated with serious crime and disorder. When the council instigates a review, it will ensure that there is a clear separation of functions between the officer acting as the licensing authority and the officer acting as a responsible authority.

Applications for review must relate to one or more of the licensing objectives and must not (where the review is submitted by any person who is not a responsible authority) be considered as frivolous, vexatious or repetitious by the licensing authority. Where an application for a review is frivolous vexatious or repetitious,

or where an application for a review is considered not relevant to the licensing objectives, the council will reject it.

The council expects responsible authorities and other parties to give early notice to licence holders of any concerns about issues identified at premises and of the need for improvement. It is expected that requests for a review of any licence will be sought only if such notice has failed to resolve the matter or problem. It is always worth considering other options before requesting a review of a licence, including:

- Talking to those who manage the premises to let them know about the problem and give them the opportunity to address the issues;
- Asking DCC Licensing Services to talk to those who manage the premises on your behalf; or
- Talking to the relevant “responsible authority” e.g. environmental health in relation to noise nuisance, or the police in relation to crime and disorder, about the problem.

A review application is also subject to a similar consultation period to that of a new licence or variation, during which relevant representations may be submitted. The Act provides strict guidelines, timescales and procedures for review applications and hearings and the council will deal with every review application in accordance with these rules. Further details on review applications can be found in Appendix IV of this policy.

At a review, the council may take the following steps (if any) where such steps are considered appropriate for the promotion of the licensing objectives:

- a) Modify the conditions of the licence
- b) Exclude a licensable activity from the scope of the licence
- c) Remove the designated premises supervisor
- d) Suspend the licence for a period not exceeding three months
- e) Revoke the licence.

In cases where there is evidence that the crime prevention objective is being undermined, revocation of the licence will be seriously considered by the authority, even in the first instance.

There is a right of appeal to the Magistrates’ Court against the decision of the licensing sub-committee, and if an appeal is lodged by the licence-holder, the original decision of the licensing authority will not take effect until the appeal is determined or withdrawn. There is an exception to this in the case of a summary review brought only by the police.

3.11 The designated premises supervisor (DPS) - This person must hold a personal licence and be in general day-to-day control of the premises. No alcohol may be sold or supplied from a licensed premise unless it is sold by a personal licence holder or a personal licence has authorised others to sell alcohol in their absence. This is mandatory.

In 2009, the Government empowered licensing authorities, on the application of a management committee of a community premises, not to apply the normal mandatory conditions in relation to the sale of alcohol. Instead the council can impose a condition rendering the management committee responsible for the supervision and authorisation of all alcohol sales made pursuant to the licence.

Any application for a change of the DPS must be made to the council either electronically, via gov.uk, or in hardcopy. Any hardcopy applications must also be served on the Police. An application form completed by the premises licence holder, a consent form signed by the prospective DPS, the premises licence and the appropriate fee must be submitted.

Where an objection is received by the council from the Police in respect of the proposed DPS, the council is required to hold a hearing before the Licensing Sub-Committee within the timescales set out in the Act and accompanying regulations.

3.12 Transfer of premises licence - where a licence holder wishes to transfer their premises licence to another person or body, then an application shall be made to the council to do so. An application form completed by the proposed new owner, a consent form giving permission for the transfer from the previous owner, the premises licence and the appropriate fee must be submitted either electronically or in hardcopy. All hardcopy applications must also be served on the Police.

If the authority receives a representation in relation to any proposed transfer, then it must hold a hearing in the required timescales.

A club premises certificate cannot be transferred and will cease to exist if it does not meet the criteria laid out in the Licensing Act 2003.

3.13 Lapse of a licence - A licence will lapse if the licence holder dies, becomes incapacitated, becomes insolvent or has their company dissolved. Under these circumstances, no licensable activity may take place at the premises unless a transfer application is received within 28 days.

A licence will also lapse if the holder of the licence no longer has the right to work in the UK. Should this happen, then a new licence will have to be applied for from someone who does have the right to work in the UK.

3.14 Personal licence applications - under the Act, the council will automatically grant applications for personal licences so long as they meet the application criteria outlined in the Act. If an applicant has been convicted of a relevant offence or has been subjected to an immigration penalty that may undermine the prevention of crime and disorder licensing objective, the Police or Home Office Immigration may make representations against the grant of the application. Where relevant representations are received, the council will hold a hearing in accordance with the regulations and timescales outlined in the Act. The licensing sub-committee will then decide on the application considering the relevant representations received.

When a personal licence holder moves address they must notify the authority that issued their licence. Failure to do so is an offence under the Licensing Act 2003. When a Personal Licence holder is convicted of a relevant offence or has paid an

immigration penalty, they must notify the authority who issued their personal licence so that their licence can be endorsed to that effect. Failure to do this is also an offence under the Licensing Act 2003.

Where a Personal Licence holder is convicted of a relevant offence or has paid an immigration penalty, then the licensing authority may look to suspend the personal licence for a period of up to six months or revoke it. This is as per Section 132A of the Licensing Act 2003. If the Licensing Authority decided to take this action, then it will allow the licence holder to make representations which will be considered at a hearing before the licensing sub-committee.

3.15 Temporary Event Notices – The system of permitted temporary activities is intended as a light touch process, and as such, the carrying on of licensable activities does not have to be authorised by the licensing authority on an application. Instead, a person wishing to hold an event at which such activities are proposed to be carried on (the “premises user”) gives notice to the licensing authority of the event (a “temporary event notice” or “TEN”). The Licensing Act 2003 enables certain organised events for less than 500 people to take place following notification to the Licensing Authority, the Police and Environmental Health

An event organiser who wishes to arrange a one-off event or extend the hours for licensable activities at a premises, may notify the council of the proposed event. The application (or notice) needs to be submitted to the Licensing Authority with the appropriate fee. The application must be submitted electronically via the gov.uk portal or via hardcopy. If submitted via hardcopy then it must also be sent to the Police and the council’s Environmental Health section for consideration.

A temporary event notice must be submitted to the authority at least ten clear working days before any event. This does not include the day of the application, the date the application is submitted, weekends or bank holidays. Failure to adhere to these timescales may invalidate the application.

An applicant who also holds a Personal Licence may apply to hold 50 events per year. An applicant who does not hold a Personal licence may only apply for 5 events.

Each Temporary Event may last for up to 168 hours and an individual premises may hold up to 15 events totaling 21 days. There must be a gap of 24 hours between the end of one temporary event and the start of another one.

If the Police or the Environmental Health team, make a representation regarding a temporary event notice then the Licensing Authority will arrange a hearing before the licensing sub-committee in the required timescales.

Applicants are encouraged to submit temporary event notices as far in advance as possible to allow issues to be worked out and for any required hearing to be held in good time before any proposed event. Although the statutory legal minimum time required for the notification of a temporary event to the Licensing Authority, Police and Environmental Health is 10 working days, or 5 working days for a late temporary event, it is essential that proper consideration of the proposed event is given.

Statutory guidance allows the Licensing Authority to publicise its preferred timescale for notification. Applicants are encouraged to submit notifications at least 4 weeks but not more than 12 weeks before an event where an existing premises licence is in operation. For applications where there is not a current premises licence, for example community events, 15 working days in advance of the event would be encouraged to allow for proper consideration of the event.

The Licensing Authority will encourage bona fide community events. Applications for TENS at existing licensed premises will not be encouraged where the proposal is simply to extend the existing hours of operation.

3.16 Late Temporary Event Notices - late notices can be given no later than five working days before an event but no earlier than nine working days before an event. If there is an objection to the proposed event from either the Police or the council's Environmental Health team then the authority will issue a counter notice. This means that the event will not be permitted to go ahead.

The number of late notices that can be given in any one calendar year is limited to ten for personal licence holders and two for non-personal licence holders. Late notices count toward the total for the number of events per year held at a single premise and for the number of events per year applied for by the applicant.

3.17 Provisional statements - Where premises are being or are about to be constructed, extended or otherwise altered to be used for one or more licensable activities, investors may be unwilling to commit funds unless they have some assurance that a premises licence covering the desired licensable activities would be granted for the premises when the building work is completed.

Any person falling within section 16 of the 2003 Act can apply for a premises licence before new premises are constructed, extended or changed. This would be possible where clear plans of the proposed structure exist, and the applicant is able to complete an operating schedule including details of:

- the activities to take place there
- the time at which such activities will take place
- the proposed hours of opening
- where the applicant wishes the licence to have effect for a limited period, that period
- the steps to be taken to promote the licensing objectives; and
- where the sale of alcohol is involved, whether supplies are proposed to be for consumption on or off the premises (or both) and the name of the designated premises supervisor the applicant wishes to specify

In such cases, the council will include in the licence the date upon which it would come into effect. A provisional statement will normally only be required when the information above is not available. Someone aged 18 or over, who has an interest in the premises may apply for a "provisional statement". This will not be time limited, but the longer the delay before an application for a premises licence is made, the more likely it is that there will be material changes and that the council will accept representations. "Person" in this context includes a business.

If the council's discretion is engaged, the council will decide whether, if the premises were constructed or altered in the way proposed in the schedule of works and if a premises licence was sought for those premises, it would consider it appropriate for the promotion of the licensing objectives to:

- rule out any of the licensable activities applied for
- refuse to specify the person nominated as premises supervisor; or
- reject the application

It will then issue the applicant with a provisional statement setting out the details of that decision together with its reasons.

For applications for a premises licence in respect of premises (or part of the premises or premises which are substantially the same) for which a provisional statement has been made, representations by responsible authorities and other persons will be excluded in certain circumstances. These are where:

- the application for a licence is in the same form as the licence described in the provisional statement
- the work in the schedule of works has been satisfactorily completed
- given the information provided in the application for a provisional statement, the responsible authority or other person could have made the same, or substantially the same, representations about the application then but failed to do so without reasonable excuse; and
- there has been no material change in the circumstances relating either to the premises or to the area in the proximity of those premises since the provisional statement was made

Important note: Any decision of the council on an application for a provisional statement will not relieve an applicant of the need to apply for planning permission, building control approval of the building work, or in some cases both planning permission and building control.

3.18 Live Music and other de-regulated entertainment - The Legislative Reform (Entertainment Licensing) Order 2014 came into force on 6 April 2015 with the effect that the following forms of entertainment are no longer licensable:

- Performances of plays between 8am and 11pm, provided that the audience does not exceed 500
 - Performances of dance between 8am and 11pm, provided that the audience does not exceed 500
 - 'Not-for-profit' film exhibitions held in community premises between 8am and 11pm, provided that the audience does not exceed 500 and the organiser (a) gets consent to the screening from a person who is responsible for the premises, and (b) ensures that each such screening abides by age classification ratings
 - Indoor sporting events between 8am and 11pm, if those present do not exceed 1,000
 - Any contest, exhibition or display of Greco-Roman wrestling or freestyle wrestling between 8am and 11pm, provided that the audience does not exceed 1,000
 - Performances of unamplified live music between 8am and 11pm, on any premises
- Also, performances of amplified live music between 8am and 11pm:

- On premises authorised to sell alcohol for consumption on those premises, provided that the audience does not exceed 500
 - In a workplace that is not licensed to sell alcohol on those premises, provided that the audience does not exceed 500
 - In a church hall, village hall, community hall, or other similar community premises that is not licensed by a premises licence to sell alcohol, provided that (a) the audience does not exceed 500, and (b) the organiser gets consent for the performance from a person who is responsible for the premises
 - At the non-residential premises of (i) a local authority, or (ii) a school, or (iii) a hospital, provided that (a) the audience does not exceed 500, and (b) the organiser gets consent for the performance on the relevant premises from: (i) the local authority concerned, or (ii) the school or (iii) the health care provider for the hospital.
- Also, playing of recorded music between 8am and 11pm:
- On premises authorised to sell alcohol for consumption on those premises, provided that the audience does not exceed 500
 - In a church hall, village hall, community hall, or other similar community premises, that is not licensed by a premises licence to sell alcohol, provided that (a) the audience does not exceed 500, and (b) the organiser gets consent for the performance from a person who is responsible for the premises
 - At the non-residential premises of (i) a local authority, or (ii) a school, or (iii) a hospital, provided that (a) the audience does not exceed 500, and (b) the organiser gets consent for the performance on the relevant premises from (i) the local authority concerned, or (ii) the school proprietor or (iii) the health care provider for the hospital
- Also, any entertainment taking place on the premises of the local authority between 8am and 11pm, with no limit on audience size, where the entertainment is provided by or on behalf of the local authority.
- Also, any entertainment taking place on the hospital premises of the health care provider between 8am and 11pm, with no limit on audience size, where the entertainment is provided by or on behalf of the health care provider.
- Also, any entertainment taking place on the premises of the school between 8am and 11pm, with no limit on audience size, where the entertainment is provided by or on behalf of the school proprietor.
- Also, any entertainment (excluding films and boxing or wrestling entertainment) taking place at a travelling circus between 8am and 11pm, with no limit on audience size, provided that (a) it takes place within a moveable structure that accommodates the audience, and (b) the travelling circus has not been located on the same site for more than 28 consecutive days.

3.19 Reinstatement of conditions relating to live music upon review - the licensing authority may reinstate or impose conditions about live music following a review of a premises licence or Club Premises Certificate (relating to premises

authorised to supply alcohol for consumption on the premises) where it can be demonstrated that live music has undermined the promotion of the licensing objectives and such action is appropriate.

3.20 The need for licensed premises - The council shall not consider 'need' or commercial demand when exercising any licensing function.

3.21 The cumulative impact of concentrations of licensed premises – The council recognises that the cumulative effect of the number, type and density of licensed premises (premises selling alcohol for consumption on or off the premises and premises licensed for the provision of late-night refreshment) in a given area may cause serious problems of nuisance and disorder outside or some distance from licensed premises.

'Cumulative impact assessments' were introduced in the 2003 Act by the Policing and Crime Act 2017, with effect from 6 April 2018. Cumulative impact is the potential impact, on the promotion of the licensing objectives, of several licensed premises concentrated in one area.

In some areas where the number, type or density of licensed premises, such as those selling alcohol or providing late night refreshment, is high or exceptional, serious problems of nuisance and disorder may arise outside or some distance from those premises. Such problems generally occur due to a large numbers of drinkers being concentrated in an area, for example when leaving premises at peak times or when queuing at fast food outlets or for public transport.

Queuing may lead to conflict, disorder and anti-social behaviour. Moreover, large concentrations of people may also attract criminal activities such as drug dealing, pick pocketing and street robbery. Local services such as public transport, public lavatory provision and street cleaning may not be able to meet the demand, posed by such concentrations of drinkers, leading to issues such as street fouling, littering, traffic and public nuisance caused by concentrations of people who cannot be effectively dispersed quickly.

Variable licensing hours may facilitate a more gradual dispersal of customers from premises. However, in some cases, the impact on surrounding areas of the behaviour of the customers of all premises taken together will be greater than the impact of customers of individual premises. These conditions are more likely to arise in town and city centres but may also arise in other urban centres.

The cumulative impact of premises on the promotion of the licensing objectives of a concentration of licensed premises by number, type or density in an area is therefore a matter that the council will consider. Where there is good evidence that crime and disorder or public nuisance are happening and are caused by customers of licensed premises located in such an area, consideration will be given to adopting a special policy to help address such issues.

Such a special policy will be implemented if the authority is satisfied that there is enough evidence to support such a decision, and that it is proportionate and the most effective measure to address the problems identified.

Types of evidence the licensing authority will take into consideration when considering whether to implement such a special policy include:

- Local crime and disorder statistics, including statistics on specific types of crime and crime hotspots
- Statistics on local antisocial behaviour offences
- Health-related statistics such as alcohol-related emergency attendances and admissions
- Environmental health complaints, particularly in relation to litter and noise complaints recorded by the local authority, which may include complaints by residents or residents' associations
- Residents' questionnaires
- Evidence from local councillors
- Evidence obtained through local consultation

The licensing authority will consider:

- The number, type and density of licensed premises and the hours and activities they are licensed for
- Trends in licence applications, particularly trends in applications by types of premises and terminal hours
- Changes in the 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
- Residential density
- The number of consumers attracted to the area and the availability of public transport

3.22 Other mechanisms for control cumulative impact - Once away from the licensed premises, a minority of consumers will behave badly. There are other mechanisms, both within and outside the licensing regime, that are available for addressing such issues. The council recognises there are several existing measures available that are relevant to tackling unlawful and antisocial behaviour associated with licensed premises, including:

- Planning controls
- Positive measures to create a safe and clean city centre, district or neighbourhood centre environment in partnership with local businesses, transport operators and other departments of the local authority
- The provision of CCTV surveillance, taxi ranks, provision of public conveniences open late at night, street cleaning and litter patrols
- Powers of local authorities to designate areas 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 antisocial 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 instantly for up to 24 hours (extendable to 48 hours) any licensed premises or temporary event on grounds of disorder, in the likelihood of disorder, or noise emanating from the premises causing a nuisance

- The power of the police, other responsible authorities or any person to seek a review of the licence or certificate in question
- Raising a contribution to policing the late-night economy through the Late-Night Levy
- Early Morning Restriction Orders
- Other local initiatives that similarly address these problems

Should a special policy on cumulative impact be warranted at any time, it will not impose quotas on either the number of premises or the capacity of those premises nor will it restrict the consideration of any application on its individual merits.

Important note: The absence of a special policy on cumulative impact does not prevent any responsible authority or interested party making representations on a new application for the grant or variation of a licence, claiming the premises will give rise to a negative or adverse cumulative impact on one or more of the Licensing Objectives.

3.23 Late Night Levy - The Late-Night Levy (the levy) is a power conferred on licensing authorities by the Police Reform and Social Responsibility Act 2011, which enables licensing authorities to charge a levy to persons who are licensed to sell alcohol late at night in the authority's area, as a means of raising a contribution towards the costs of policing the late-night economy.

The levy will be payable by the holders of any premises licence or Club Premises Certificate, in relation to premises in the authority's area, which authorise the sale or supply of alcohol on any days during a period (the 'late-night supply period') beginning at or after midnight and ending at or before 6am.

The decision to introduce, vary or end the requirement for the levy must be made by the full council. The authority will consider the appropriateness of the levy as well as its design, prior to any decision to consult on its implementation.

When considering whether to introduce a levy, any financial risk (for example, lower than expected revenue) rests at a local level and so will be fully considered prior to implementation. Currently, there is no Late-Night Levy in County Durham *however, following calls for a LNL, an assessment is currently being undertaken to determine the efficacy of such a measure.*

3.24 Early Morning Restriction Orders (EMROs) - Introduced by the Police Reform and Social Responsibility Act 2011, Early Morning Restriction Orders (EMROs) enable an authority to prohibit the sale of alcohol for a specified time between the hours of 12 midnight and 6am in the whole or part of its area if it deems it appropriate for the promotion of the licensing objectives.

EMROs are designed to address recurring problems, such as high levels of alcohol-related crime and disorder in specific areas at specific times, serious public nuisance, and other instances of alcohol-related antisocial behaviour not directly attributable to specific premises. There currently are no Early Morning Restriction Orders in County Durham.

3.25 Impacts within the vicinity of licensed premises - While the licensing authority will seek to ensure the promotion of the four licensing objectives by licensed premises in County Durham, it is acknowledged that conditions can only be imposed that seek to manage the behaviour of customers that fall within the control of the licensee.

Important note: Licensing law is not the primary mechanism for the general control of nuisance and antisocial 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. Nevertheless, 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.

4.0 How the council applies licensing policy

4.1 Our aim - Durham County Council want to promote the county as a safe and healthy environment where responsible law-abiding operators are encouraged and supported to provide great facilities for the entertainment and enjoyment of residents and visitors. We wish to encourage an 'inclusive' daytime, evening and night-time economy throughout the county to ensure people of all ages can participate in and enjoy a range of activities through a diverse array of licensed premises, not simply focused on the consumption of alcohol.

To realise our aim the council will encourage:

- licensed premises that will facilitate and strengthen the diversity of entertainment and attract a wider range of participants
- live music, especially original material, which will provide a range of live performances and styles of music, provided that such entertainment does not undermine the licensing objectives
- national cultural institutions, global sports events and cultural festivals
- non-drink-led premises, including restaurants, cafes, theatres and cinemas

4.2 Licensing conditions - Every application will be treated in accordance with the Act, the Section 182 Guidance and this Licensing Policy. The applicant is expected to consider all relevant sections of the Policy and the potential impact upon the licensing objectives relevant to them. The Licensing Policy is applicable to all premises providing any licensable activity and it is important that all premises have regard to it. All applications for a new premises licence or variations need to be supported by an operating schedule. The schedule must specify (amongst other things) the steps the applicant proposes to take to promote each of the licensing objectives.

The operating schedule within an application should contain an assessment, from the proposed licence holder, of what they believe are appropriate and proportionate measures to enable them to carry out their proposed licensable activities. This assessment should be arrived at by taking cognisance of this policy and the Secretary of State's guidance, which outlines the matters that an applicant should consider, such as issues in the locality and why their proposed measures are suitable for their proposed operation.

There are three types of condition that may be attached to a licence or certificate:

- Proposed
- Imposed
- Mandatory

Conditions include any limitations or restrictions attached to a licence or certificate and essentially are the steps or actions that the holder of the premises licence or

the club premises certificate will be required to take, or refrain from taking, in relation to the carrying on of licensable activities at the premises in question. Failure to comply with any condition attached to a licence or certificate is a criminal offence, which on conviction is punishable by an unlimited fine or up to six months' imprisonment.

4.3 Proposed conditions - the conditions that are appropriate for the promotion of the licensing objectives should emerge initially from the risk assessment, carried out by a prospective licence or certificate holder, which they should carry out before making their application. This would be translated into the steps recorded in the operating schedule, which must also set out the proposed hours during which licensable activities will be conducted and any other hours during which the premises will be open to the public.

If an application receives no representations from Responsible Authorities or any other persons, then the licensing authority must grant that licence. The licence would therefore be granted with conditions that are contained within the operating schedule. **The council does not have the power to impose conditions on a premises licence or club premises certificate unless it is in receipt of a relevant representation and considers that conditions are appropriate and proportionate to promote the four licensing objectives.**

If a responsible authority or other person lodges a relevant representation against an application, then a hearing before a licensing Sub-Committee will normally follow. In exercising its discretion, the licensing Sub-Committee will have regard (amongst other things) to this policy. Applicants are expected to carefully take this licensing policy into account when preparing their operating schedule.

If an operating schedule complies with the policy it is generally less likely that a responsible authority or other person will object to it, or that any objection will succeed. Therefore, compliance with the Policy is likely to assist the applicant to avoid the delay and expense of a contested licensing hearing, and the risk of a refusal or the addition of unwanted licence conditions.

An opposed application that complies with the Policy will not necessarily be granted and an opposed application that does not comply with it will not necessarily be refused. Where there have been relevant representations, the licensing authority will always consider the merits of the case. Modifications of the operating schedule and the extent of any such modifications will only occur when deemed appropriate for the promotion of the licensing objectives. We will not apply blanket or standard conditions and will always give proper regard to the merits of each individual case.

Important note: This policy contains several references to the council's expectations of applicants and applications. The policy is only engaged where the licensing authority has a discretion following the receipt of objections. In such cases, the licensing authority will not apply the policy rigidly. We will always have regard to the merits of the case with a view to promoting the licensing objectives.

The council will seek to apply this policy when exercising its various licensing functions.

4.4 Imposed conditions - The licensing authority may not impose any conditions unless its discretion has been exercised following receipt of relevant representations and it is satisfied because of a hearing (unless all parties agree a hearing is not necessary) that it is appropriate to impose conditions to promote one or more of the four licensing objectives.

Conditions imposed upon a premises licence or club premises certificate will be tailored to that type of premises and the style of operation. Consideration will be given to the character and nature of the locality of the premises, problems and sensitivities in the locality, the matters set out in the Guidance and any policy, initiative or other matter the licensing authority wishes to consider for promoting the four licensing objectives.

The council will avoid attaching conditions which duplicate other legislation. However, some crossover may occur if the council believes that additional measures to control licensable activity are required to promote the four licensing objectives.

The council may produce model conditions to provide a consistent approach for all parties by specifying appropriate conditions that could be included on any licence or certificate granted. Once produced, these may prove useful to applicants for designing the operating schedule, for other parties, in seeking to address concerns associated with the application and by the council when imposing conditions considered appropriate for the promotion of the licensing objectives.

Any model conditions produced will not be intended to be an exhaustive list and they will not restrict the ability of any party to suggest, or the committee to impose, any condition they consider appropriate for the promotion of the licensing objectives, provided they are in accordance with the following principles:

Licence conditions will be:

- appropriate for the promotion of the licensing objectives
- precise and enforceable
- unambiguous and clear in what they intend to achieve
- tailored to the individual type, location and characteristics of the premises and events concerned
- proportionate, justifiable and capable of being met

Licence conditions will not:

- be standardised
- replicate offences set out in the Licensing Act 2003 or other legislation
- duplicate other statutory requirements or other duties or responsibilities placed on the employer by other legislation

- seek to manage the behaviour of customers once they are beyond the direct management of the licence holder and their staff, but may impact on the behaviour of customers in the immediate vicinity of the premises or as they enter or leave
- require the admission of children to any premises

Where, following relevant representations and a hearing, the council is not satisfied that the imposition of conditions is appropriate and sufficient for the promotion of the licensing objectives, the authority can restrict licensable activities and/or hours. The council may also refuse to specify the person nominated as designated premises supervisor. Where all the above steps are not considered appropriate and not enough to promote the licensing objectives, our policy is to refuse the application

4.5 Mandatory conditions – certain specified conditions that are imposed on all premises licences and club premises certificates. These are mandatory conditions and will apply to all licences and certificates that authorise the sale or supply of alcohol. These conditions will apply even if they are not contained on the physical copy of any licence.

5.0 How the council promotes the licensing objectives

Licensing law is only one means of securing the delivery of the licensing objectives and should not therefore be a means of solving all problems within the community or nighttime economy. However, it is a key means of control and is viewed by the council as an integral part of a holistic approach to the management of the evening and nighttime economy.

5.1 Working in partnership - The council will work in partnership with, amongst others, neighbouring local authorities, the Police, local businesses and people in pursuit of the promotion of the licensing objectives. The council is keen to promote partnership-working between agencies and the licensed trade.

A range of initiatives can be delivered aimed at ensuring the promotion of the licensing objectives throughout County Durham including:

- Multi-agency enforcement, including proactive monitoring and inspections of licensed premises as well as test purchase ('mystery shopper') operations
- Joint-agency action planning with problem premises
- Joint consideration of licence applications to ensure a consistent and holistic approach that is agreed between all agencies
- Introduction of voluntary trade schemes such as 'Reduce the Strength'
- Conducting training in responsible alcohol service, safeguarding and awareness of child sexual exploitation
- Attendance and participation in local community meetings and workshops.

5.2 Communication with residents and businesses - Durham County Council considers it extremely important that licensed premises behave as good neighbours within their community. Licensees are encouraged to consult with local residents, businesses and local councillors prior to submitting an application for a new licence or variation of an existing licence to ensure the promotion of the licensing objectives and ensure that any issues that may arise in respect of the proposed operation of the premises can be addressed at the earliest possible stage.

Licence holders and DPS's are expected to communicate to address and resolve relevant problems. This could include giving contact telephone numbers to residents, so they can report any issues to the premises for them to address. It is expected that contacts at the premises would be persons in a position of responsibility who are contactable whenever the premises are open to the public so that any issues can be addressed without delay. Licensees could also arrange regular meetings with neighbours to ensure good relations.

5.3 Pubwatch and similar trade forums - such schemes, are where members may regularly exchange information about incidents, known troublemakers, and crime prevention advice through official data protection agreements. The operation of collective banning policies and the enforcement of exclusion orders are also seen to be essential parts of crime prevention in an area or neighbourhood.

Active participation in such schemes demonstrates good practice by the licensed trade and the licensing authority encourages licensees to take part in existing schemes or seek to establish new ones where none currently exist. In turn, we will provide as much support as possible. For further details of any of the schemes operating in County Durham, or if you have an interest in developing a brand-new scheme, contact the council's Licensing Services section.

NOTE: *Several schemes exist which applicants and licence holders are encouraged to engage in, including e.g.*

- *Using Sentrysis, a system is being introduced into many licensed premises providing a direct reporting system to Durham Constabulary*
- *Promoting 'Ask for Angela' in licensed premises.*

5.4 Best Bar None - Best Bar None strives to make our city a safe and vibrant place to go at night. Best Bar None is a National Award Scheme supported by the Home Office. It is aimed at promoting responsible management and operation of alcohol-licensed premises.

Best Bar None was launched in Durham City in 2008. Since its launch, businesses have reported increases in sales and footfall, as well as significant decreases in violent crime in the city centre. Evaluation of the scheme in 2018 showed some licensees reporting more than 25% increase in turnover, and a 15% increase in footfall (in comparison with 2008), and a yearly decrease in violence.

Our objectives of running the Best Bar None scheme in Durham City are to:

- a) Reduce the risk of alcohol-related harm, disorder and crime
- b) Establish a standard of good practice in licensed bars, pubs, nightclubs and restaurants
- c) Identify and reward responsible managers and share good practice with others
- d) Ensure that accredited premises manage their venue with the management standards that must be in place, to be legally operating, to meet the objectives of the 2003 Licensing Act
- e) Improve knowledge and skills of enforcement and regulation agencies (for example, the police and fire services, licensing, environmental health, trading standards), licensees and bar staff to help them responsibly manage licensed premises, and understand how this can reduce alcohol-related crime and disorder
- f) minimise the harmful effects of binge drinking
- g) improve profitability of premises and the attractiveness of our city centre
- h) Raise public awareness of the benefits of choosing to visit a well-run licensed premise
- i) Work positively and in partnership with our licensees and the police
- j) Improve the attractiveness and appeal of socialising in Durham City

5.5 Locality considerations - licensed premises and activities can play an important role in ensuring the vitality and prosperity of the county in terms of economic

growth, additional employment opportunities and improved physical environments. However, if not managed carefully, negative impacts can arise. Applicants and licensees are expected to obtain enough information to enable them to demonstrate that they understand:

- The layout of the local area and physical environment, including crime and disorder hotspots, proximity to residential premises, and proximity to areas where children may congregate
- Any risk posed to the local area by the applicant's proposed licensable activities
- Any local initiatives (for example, local crime-reduction initiatives or voluntary schemes, including any local taxi control schemes, street pastors, pubwatch etc.) that may help to mitigate potential risks

Public sources of information that may be of use in understanding the local risks include:

- The Crime Mapping websites
- Our website
- Local councillors
- Responsible authorities
- For further health and deprivation, crime and community safety information about the local area, visit: <https://www.durhaminsight.info/>

All applicants are expected to consider the individual characteristics of the premises and locality when preparing their operating schedule, particularly when considering appropriate activities, hours and operating standards for the premises. It is expected that these would be assessed against the likely impact on the promotion of the licensing objectives by their premises. Applicants are encouraged to identify relevant factors through risk assessment of the local area for their premises before making the application.

Applicants are expected to address any local factors relevant to their premises. The matters identified are not exhaustive and, where its discretion is engaged, the licensing authority will have regard to any relevant matters raised in any representation that may fall outside those factors. Some of these can be controlled by licensed premises, whilst others are clearly external, e.g. pre-loading by customers, and have an impact on the premises' operation of the licensing objectives. Relevant factors include:

- Physical design of the premises
- Activities at the premises
- Style of operation particularly related to the likelihood of alcohol consumption
- Characteristics of likely patrons e.g. age, gender, potential for pre-loading etc.
- Staffing of the local public realm, including policing, wardens
- Public CCTV coverage
- Pedestrian and vehicular pathways likely to be used by customers when leaving the premises late at night

5.6 Areas with evidence of existing problems - Where its discretion is engaged, and a hearing takes place, the council will consider such risk factors when assessing the relevance of operating measures appropriate to promote the licensing objectives. The council will consider the general character of the surrounding area, including crime and antisocial behaviour (ASB) levels, litter problems, issues regarding underage or proxy sales, and noise complaints. Page 117

Where there are demonstrable problems linked to the operation of licensed premises in the area and the evidence demonstrates problems with licensed premises in the area, the licensing authority will (in exercising its discretion) take this into consideration when deciding what, if any, steps are appropriate and proportionate in the individual case.

5.7 Street drinkers

Consumption of alcohol by street drinkers or people who are drunk can cause anti-social behaviour, disorder and be a nuisance to visitors, businesses, and residents. Licence holders can play an important part in minimising this by restricting street drinkers' access to alcohol such as:

- *Avoiding stocking low-cost high strength alcohol such as white ciders and high strength lagers*
- *Restricting the sale of strong beer and cider above 5.5% ABV*
- *Preventing the sale of single cans or bottles of beer and cider*
- *Ensuring all staff are aware of their responsibilities under the Licensing Act 2003 not to serve alcohol to a person who is drunk*
- *Not offering irresponsible drinks promotions as outlined in the section above*
- *Keeping and using a refusals registers or refusals button on the electronic point of sale and ensuring this is completed each time a sale is refused to a person who is drunk. The log should show the date, time, description of customer, name of staff member who refused the sale and the reason it was refused. This should be made available to the Police or authorised Council officers on request and should be regularly reviewed to identify trends and patterns*
- *Taking part in community safety initiatives with Durham Constabulary and sharing intelligence*
- *Ensuring that the premises operates in conjunction with any Public Space Protection Order*

5.8 Preventing thefts from licensed premises

Preventing theft from the premises High value alcohol and alcohol which is close to entrances can be a target for theft. This can be prevented by:

- *Ensuring that storage areas and cellars are locked and secured when the premises are open to the public*
- *Shops selling alcohol ensuring that alcohol is not displayed within the first few meters of the door to prevent 'grab and run' thefts*
- *More expensive alcohol or other items attractive to thieves being security tagged*
- *Installing lockable shutters which can be closed at the end of the licensed hours will also prevent illegal sales of alcohol. Possessions can also be a target for thieves particularly if customers are relaxed and enjoying a night out. Measures such as:*
- *Regular property patrols and highlighting potential risks to customers*
- *Having well managed cloakrooms and toilets*
- *Having well-lit premises*
- *Installing bag hooks at tables and bars*
- *Installing mirrors to aid supervision*

NOTE: *Memory sticks supply [Licensed premises must maintain a supply of self-seal bags. Bags will not be provided by Durham Constabulary]*

5.9 Proximity to residential areas, businesses and sensitive users – When dealing with applications and issuing licences, the council (when their discretion is engaged) is more likely to impose stricter conditions on premises operating in residential areas. This is for the promotion of the prevention of public nuisance licensing objective and will apply to all premises.

Proper consideration should be given to the proximity of licensed premises not only to residents and businesses, but also in relation to other sensitive premises, to ensure they are in a position that does not adversely affect their ability to ensure the promotion of the licensing objectives. Where premises are close to local residential properties, and where its discretion is engaged, the authority will consider measures proposed in the application, in relation to preventing nuisance, such as:

- Prevention of noise or vibration escaping from the premises due to volume of music or plant and machinery noise
- Prevention of noise disturbance from people entering and leaving the premises (e.g. queue management, dispersal policy)
- Prevention of disturbance by people outside the premises (e.g. smoking areas)
- Litter from the premises (This issue is considered particularly relevant in respect of late-night takeaways and smoking-related litter outside licensed premises)
- Disturbance caused by deliveries associated with licensable activities, including waste collection

In general, any licensees wishing to open their premises past 11pm (2300hrs) in a residential area will need to demonstrate clearly, in their operating schedule, that public nuisance will not result from later operation. As part of the operating schedule, applicants should read the Secretary of State's Guidance, this policy and any other relevant documents to ensure that robust measures are included in any application.

Premises providing regulated entertainment may be subject to additional conditions to ensure that residents are not disturbed. This may include the use of sound limiters, keeping doors and windows closed and restricting the hours that music is played. Premises with outdoor areas, such as beer gardens and smoking areas, may also be subject to further restrictions regarding their operation and use.

Premises applying for early morning daytime hours to sell alcohol will be given particular consideration in relation to their proximity to schools, play areas, nurseries, children's centres and other youth amenities to protect children from harm. This may include other groups (such as persons who are alcohol-dependent) who could become more vulnerable or present a greater risk of crime, disorder and public safety issues as a result of excessive alcohol consumption or who may be drawn to particular premises if they are licensed to sell alcohol at earlier times.

5.10 Licensing hours – In 2003 the Government expressed a view that “more flexible opening will help address the issue of large numbers of patrons leaving at the same fixed time and as such will reduce disorder and disturbance whilst helping promote business and cultural development”. The Government also wishes to ensure that licensing hours should not inhibit the development of thriving and safe

evening and night-time local economies which are important for investment and local employment and attractive to domestic and international tourists.

The council acknowledges these principles but believes that full consideration should be given to the risk of disturbance to residents and possibly to businesses when licensable activities continue late at night and into the early hours of the morning. Whilst the Act removed set permitted hours for on-sales and leaves applicants to decide what is appropriate to include in the operating schedule, the council recognises the impact licensing hours have in an area.

Important note: The council will make appropriate decisions on licensing hours for the locality of each premises.

As part of their operating schedule submitted with any application, the applicant is expected to consider the statutory guidance, this policy and any other available data relevant to their prospective locality and the potential impact their operation may have on that area.

Where it is appropriate and proportionate to do so, the council may seek to reduce the hours for licensable activities to promote an orderly and gradual dispersal from a certain area or certain premises.

All applicants and existing licence holders are expected to achieve and to adhere to any relevant planning permissions, including hours of operation. Applicants are encouraged to secure any necessary planning permissions before applying for any licence. Where the planning authority has set a terminal hour on a premises' planning permission, the licensing authority may only grant a licence to that hour should that be appropriate for the promotion of the licensing objectives. Efforts will be made to ensure consistency and integration between licensing and planning policy as detailed in Point 2.7 of this policy.

The hours granted to premises refer to the hours during which licensable activities may take place. In the absence of reasonable and extenuating circumstances, the council would normally expect the premises to close within a reasonable time after the terminal hour for licensable activities.

Important note: Policy recommended 'framework' hours (see Appendix II) are intended to guide applicants when preparing their operating schedules. These are the council's general recommendations. It must be emphasised that where no relevant representations are received, an application must be granted in accordance with the hours included in the application.

There will be a general presumption that licensed premises in residential and mixed residential/commercial areas will have a greater potential to undermine the public nuisance licensing objective. For this reason, applicants and existing licence holders may expect greater scrutiny of applications and operations in connection with their licensed premises and associated activities.

When its discretion is enabled, the council will consider the possibility of disturbance to businesses and residents late at night and in the early hours of the morning, and the detrimental effects that any such disturbance may give rise to. These are important matters to be considered when addressing the hours during which licensable activities may be undertaken.

The council has considered the Secretary of State's Guidance in determining this policy. The specified framework hours on any given day is not (and should not be regarded as) the 'usual' or 'normal' terminal hour for licensable activities in the County. Instead, the 'framework hours' serve to identify those types of premises where the council will pay particular regard to local factors and the likely effect on the local neighbourhood of carrying out the proposed licensable activities (sale/supply of alcohol and the provision of late-night refreshment).

In considering appropriate times for policy framework hours, the council has had regard to concerns expressed by residents, the licensed trade and the responsible authorities including Durham Constabulary. The council acknowledges that in addition to location and other factors, risks differ depending on whether premises are licensed to sell alcohol for consumption on or off the premises and for premises licensed only for regulated entertainment or late-night refreshment.

The council expects that, where applications to provide licensable activities outside these framework hours are made, applicants will volunteer particularly robust conditions in their operating schedules in respect of all the licensing objectives. In preparing the operating schedule, applicants who wish to provide licensable activities outside the Framework Hours should have regard to:

- The location of the premises and the character of the area in which they are situated
- The proposed hours during which licensable activities will take place and the proposed hours during which customers will be permitted to remain on the premises
- The adequacy of their proposed measures to promote the licensing objectives
- In the case of a premises having been previously licensed, any relevant issues relating to the previous licence
- Whether customers have access to public transport when leaving the premises at night-time and in the early hours of the morning
- The proximity of the premises to other licensed premises in the immediate and local area and the hours of operation of those other premises
- Policies and proposals for the timely and orderly dispersal of customers

The council also expects applicants to provide particularly robust conditions in their operating schedules to promote the prevention of public nuisance in cases where outside areas (such as beer gardens, patios and marquees) will be used by customers after 21.00 hours any night of the week.

Important note:

- **There must be no presumption that an application made for timings within the framework hours will be automatically granted**
- **Where relevant representation are made, each case will be considered on its merits**

The following should be considered when deciding on the hours applied for:

- Applicants should limit their applications to the hours they genuinely intend and reasonably expect to operate
- When completing the Operating Schedule, applicants should consider all the Licensing Objectives. (Representations are more likely to result from

- inadequately considered Operating Schedules)
- Where relevant representations are made, the Licensing Committee shall determine whether the proposed measures in the Operating Schedule address the issues underpinning the framework hours policy. As each application will be determined on its own merits, the individual circumstances will vary between each application
 - Although this policy applies to all licensable activities, the Licensing Authority will have regard to the proposed use of the premises when considering whether and how this policy should apply in any given case

The following types of premises, where licensable activities are authorised, are not considered to make a significant contribution to the problems of late-night crime and disorder and anti-social behaviour and, as such, these premises will generally have greater freedom to operate outside framework hours:

- Theatres
- Cinemas
- Hotels
- Large supermarkets

5.11 Takeaway premises and late-night refreshment - there are often concerns about noise, nuisance, crime and disorder and anti-social behaviour in respect of premises open late and providing hot food and drink. Applicants and licensees of

late-night refreshment premises wishing to open past 23.00 will need to demonstrate that there are suitable steps in place to mitigate any undermining of the licensing objectives from their operation.

When the council's discretion is engaged, if suitable practices are not put in place and it is the belief of the council that crime and disorder and/or a public nuisance is likely to occur due to the late operation of late-night refreshment premises, then the council will look at reducing the hours and/or (subject to any relevant representations being received) removing late night refreshment from a licence.

Important note: When representations have been received and a hearing takes place, the council will refuse to grant a licence either at all or outside framework hours to any premises if it believes adequate controls cannot be applied and it will undermine the promotion of the licensing objectives.

5.12 Garages, service stations and petrol stations - Under section 176 of the Licensing Act 2003, no premises licence, club premises certificate or temporary event notice has effect to authorise the sale by retail or supply of alcohol on or from excluded premises. "Excluded premises" means a motorway or trunk road service area or premises used primarily as a garage or which form part of premises which are primarily so used.

The council will require information from the applicant regarding the primary use of the premises prior to the hearing. Trading figures can be used to determine the issue of primary use. If a premises licence is granted, the premises licence holder must ensure that alcohol is not sold or supplied at any time when the premises are used primarily as a garage.

5.13 Adult and sex related entertainment activities – The Licensing Act makes no specific provision with respect to certain activities such as "lap", "table" and "pole" dancing. These, and similar forms of sexual entertainment, are not themselves designated as licensable activities under the Act.

Because such entertainment is expressly excluded from the definition of regulated entertainment found in the Licensing Act 2003, premises for which a sexual entertainment venue licence is held do not require a premises licence, club premises certificate or temporary events notice to provide adult or sexual entertainment. However, if the premises also carry on other licensable activities (e.g. the sale of alcohol or the provision of regulated entertainment that is not sexual entertainment), they will require a premises licence, club premises certificate or temporary events notice under the Licensing Act for those other activities.

The Policing & Crime Act 2009 brought certain premises offering entertainment of a sexual nature under the controls of the Local Government (Miscellaneous Provisions) Act 1982. Sexual entertainment, held on an infrequent basis, can fall outside this legislation and such infrequent entertainment will be considered under the Licensing Act 2003.

When representations are received, the council will have regard to the following

additional matters in respect of applications to provide adult entertainment, including entertainment of a sexual nature, e.g. nudity, striptease and lap dancing. The council will also consider the location of the premises in relation to their proximity to the following sensitive uses:

- Housing and residential accommodation
- Schools, play areas, nurseries, children's centres and other educational establishments
- Family shopping and leisure areas
- Places of worship
- hospitals
- Historic buildings and tourist attractions
- Other places where entertainment of a similar type is operated
- Other places where significant numbers of children are likely to attend or congregate

The council will impose conditions designed to ensure that children are not admitted to and cannot witness these activities, and to control crime and disorder problems. The supports the licensing objective of protecting children by preventing them being exposed to unsuitable material or acts, and for the protection of performers from risk of assault.

5.14 Alcohol deliveries – Particular risks exist in connection with delivery services for alcohol. The council expects applicants and licencees to take measures to properly identify, assess and control such risks. Measures to promote the protection of children licensing objective must be clear and robust.

The council expects operators to implement age-verification procedures at both the point of sale and delivery stages, with a Challenge 25 policy implemented at the point of delivery. The receipt of orders that contain alcohol must be by an adult. Retailers should ensure that delivery staff have been given appropriate training in procedures relating to requesting and identifying proof of age and implement these procedures as standard.

Applicants seeking a licence that would enable them to provide alcohol as part of an alcohol delivery service should include in their operating schedule the procedures they intend to operate to ensure that:

- *The person they are selling alcohol to is over 18.*
- *That alcohol is only delivered to a person over 18.*
- *That a clear document trail of the order process from order to delivery is maintained (with times and signatures) and available for inspection by an authorised officer*
- *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.*

Operators are expected to use their discretion to ensure that deliveries are refused in situations associated with alcohol-related nuisance or disorder and to ensure that alcohol is not given to persons who appear drunk.

Any promotional material, including the name of the business and website, should be consistent with the responsible sale of alcohol. Additionally, any website URL or telephone number, to be used for orders, is expected to be given to the council. Where the authority's discretion is engaged following relevant representations, conditions restricting the operation of alcohol delivery services may be imposed by the authority where appropriate for the promotion of the licensing objectives.

6.0 Standards of management and operating practice

This policy seeks to promote not only the licensing objectives but also excellent standards of premises management, covering the arrival of customers all the way through to their departure. Within all licensed premises, whether alcohol is to be sold or not, the council will expect proper management arrangements in place which will ensure that there is an appropriate number of responsible, trained/instructed persons at the premises to ensure the proper management of the premises and of the activities taking place, as well as adherence to all statutory duties and the terms and conditions of the authorisation.

- 6.1 The designated premises supervisor (DPS)** - The application for a premises licence must identify a designated premises supervisor (DPS) who must also hold a personal licence. It is important that the DPS is an accountable, responsible person present when alcohol is being sold or supplied to ensure, for example, that alcohol is not sold to persons who have had too much to drink, or to those under the age of 18 years.

Most premises, where alcohol is sold under a premises licence, must have a designated premise supervisor (DPS). The DPS will be named in the premises licence, a summary of which must be displayed on the premises. A DPS must be a personal licence holder. Every sale of alcohol must be made or authorised by a person who holds a personal licence (or must be made or authorised by the management committee in the case of community premises).

The Licensing Act 2003 does not require a DPS, or any other personal licence holder, to always be present on the premises when alcohol is sold. However, DPS and the premises licence holder always remain responsible for the premises. The premises licence holder will be expected to ensure that the DPS has experience commensurate with the size, capacity, nature and style of the premises and licensable activities to be provided.

The DPS is the person who has day-to-day responsibility for the running of the business associated with the retail sale of alcohol. All businesses and organisations selling or supplying alcohol, except members' clubs and certain community premises must have a designated premises supervisor. Whoever holds this role must be named in the operating schedule, which you will need to complete as part of the application process, when you apply for a premises licence.

The person chosen to be the DPS will act as primary contact for the council and the Police. They must understand the social and local issues and potential problems associated with the sale of alcohol and have a good understanding of the business itself.

If the police or authorised council officers have any questions or concerns about the business, they will expect to be able to reach the DPS. Each business may have only one supervisor selected for this role, but the same person may act as the DPS at more than one business.

The Licensing Act requires the DPS and personal licence holders to take responsibility for the sale and supply of alcohol. This is because of the impact alcohol has on the wider community, on crime and disorder and antisocial behaviour. Because of these issues, selling alcohol carries greater responsibility than licensing regulated entertainment and late-night sales of food and non-alcoholic drinks.

The council will expect the DPS to have been given the day-to-day responsibility for running the premises and as such it is expected that normally the DPS would be present at the licensed premises most of the time. To put it another way, the council will be concerned if the DPS is regularly absent from the premises and if difficulties are encountered when trying to contact a DPS. Such concerns will be magnified should there be any licensing related problems associated with the premises.

6.2 Self-assessment - the council recognises that individual premises will all need to assess their own management needs to establish operational best practice. Therefore, what would be good practice at one premises may be unnecessary or overly burdensome in others. The examples of good practice provided in this policy are indicative of different measures that applicants, including licence holders, managers, club committees and club secretaries, DPS's and personal licence holders, may wish to consider.

The examples are not exhaustive and are aimed at assisting people to identify and improve management standards at licensed premises. Higher expectations are held by the council in relation to how applicants will plan to mitigate risks posed by premises in sensitive locations such as residential areas.

6.3 Proper management of licensed premises – In promoting the licensing objectives and excellent standards of premises management, the council expects applicants and licensees to have the correct organisation and arrangements in place covering the arrival of customers, on-site activities, occupancy and use all the way through to their exit and departure.

Within all licensed premises, whether or not alcohol is to be sold, the council expects there to be proper management arrangements in place which will ensure that there will always be an appropriate number of responsible, trained and suitably-instructed persons at the premises necessary to ensure the proper management and operation of the premises and that the activities taking place are in full adherence to all statutory duties and the terms and conditions of the authorisation.

6.4 Promoters – Events held on licensed premises may be organised and promoted by persons other than the premises licence holder. Licence holders, DPSs and personal licence holders remain responsible for activities taking place on premises when promotions take place. Action will be taken against licence holders and all other persons responsible for the management and operation of the premises if required whether the event in question has been “promoted” and run by another person or not. In addition, the council will expect premises licence holders to have in place written agreements to ensure that when hiring out venues

to promoters, the responsibility for the management of the premises is clear. The promoter and its employees or agents shall comply in all respects with all conditions, requirements and regulations of the local council, police and fire authority and have regard to this policy and relevant good practice for licensed premises and activities.

6.5 Irresponsible drinks promotions, sales and pricing - There is a relationship between the pricing of alcoholic beverages, the consumption of alcoholic drinks and resultant issues associated with crime and disorder. When alcoholic drinks are offered and sold at low prices e.g. at or below cost prices from both 'on' and 'off'-trade premises, alcohol consumption can increase leading to adverse effects on all four licensing objectives. Cheap and readily available alcohol can contribute significantly to antisocial behaviour, drunkenness, disorder and other criminal behaviours that can blight areas, damage communities and place people at risk of harm.

Central Government has a major role to play in dealing with alcohol pricing and its availability nationwide. At a local level, the council through this policy sets out its own role and responsibilities in relation to influencing and where appropriate, controlling the sale, promotion and availability of alcohol.

The council's aim is to support and encourage responsibility in the sale, supply and consumption of alcohol within the county. We will not seek to impose generalist or blanket conditions across all licences however, where evidence exists that the licensing objectives are being compromised or are likely to be adversely affected in an area, consideration may be given to the imposition of appropriate licensing controls on specific premises e.g. alcoholic drinks promotions and other sales techniques to deal with localised problems. For example, controls could include evidenced-based and tailored restrictions for specific premises on the sale of high-strength alcoholic drinks, requirements relating to the minimum cost of beverages etc, invariably as part of several control measures designed to deal effectively with any specific and identifiable problems.

*There is strong evidence that setting a minimum unit price will have an impact on reducing alcohol consumption. The council would therefore like to encourage all licensed premises to apply a minimum unit price of **65p** to all alcoholic products sold under their premises licence. Where the premises are found to be selling alcohol below this price and there are problems associated with the premises that are negatively impacting on the licensing objectives, a responsible authority may bring review proceedings. Following the review, the Licensing Sub-Committee may decide to impose a condition in relation to the pricing of alcohol to uphold the licensing objectives.*

We also remind licence holders (and all relevant personnel working at licensed premises) of the mandatory conditions relating to drinks promotions. These conditions prevent drinking games and the provision of unlimited or unspecified quantities of alcohol for free or for a fixed or discounted price.

The council will continue to focus on recognised means of public protection, including education, health promotion, information, enforcement, treatment and

prevention in local partnerships, which have a proven track-record of tackling alcohol related harm, and which may be achieved by working in partnership with the trade.

The Government has established 'cost' as the amount of 'duty plus VAT', defined as the level of alcohol duty ('duty') for a product plus value added tax ('VAT') payable on the duty element of the product price. In February 2019 they produced Guidance on banning the sale of alcohol below the cost of duty plus VAT aimed at suppliers of alcohol and enforcement authorities in England and Wales

This guidance provides a single point of reference for suppliers of alcohol and local authorities in England and Wales for banning the sale of alcohol below the cost of duty plus VAT. The document also provides comprehensive information regarding implementation of the relevant legislation, methods of calculating the amount of duty plus VAT (referred to in legislation as "the permitted price") and effective enforcement of the ban. The legislation came into force on 28 May 2014.

The ban prevents businesses from selling alcohol at heavily discounted prices and aims to reduce excessive alcohol consumption and its associated impact on alcohol-related crime and health harms. The ban is a new licensing condition of the Mandatory Code of Practice. The Mandatory Code of Practice applies to all licensed premises, including those with club premises certificates, in England and Wales. More information including how to calculate the permitted price of duty plus VAT plus worked examples is provided in Appendix IV.

6.6 Preventing and reporting incidents of sexual harassment, misconduct and gender-based violence

'Resident and visitor safety, especially the safety of those using the night-time economy, is an important factor that the Council, applicants, and licence holders must take into consideration. Violence against women and girls is an unacceptable, preventable issue which blights the lives of millions. Crimes of violence against women and girls are many and varied. They include rape and other sexual offences, stalking, domestic abuse, 'honour-based' abuse (including female genital mutilation and forced marriage and 'honour' killings), 'revenge porn' and 'upskirting', as well as many others. While different types of violence against women and girls have their own distinct causes and impacts on victims and survivors, what these crimes share is that they disproportionately affect women and girls.

These crimes are deeply harmful, not only because of the profound effect they can have on victims, survivors and their loved ones, but also because of the impact they can have on wider society, impacting on the freedom and equality we all should value and enjoy. These impacts can include day-to-day decision-making, but also extend to the social and economic costs to the economy, society, and taxpayer. We know that the devastating impact of these crimes can include the loss of life, the destruction of homes, futures, and lives. Everyone in modern Britain should have the freedom to succeed and everyone deserves the right to public safety and protection under the law. This is as true for women and girls as it is for anyone else.'

Policy paper Tackling violence against women and girls' strategy Updated 18 November 2021 Home Office guidance.

Definition of Sexual Harassment - The definition of sexual harassment was created with a range of experts on the subject. The defining characteristics are that it is unwanted, persistent, and of a sexual nature.

List of unacceptable behaviours are:

1. Unwelcome sexual gestures or innuendos
2. Groping, pinching, or smacking someone's body.
3. Exposing yourself to someone
4. Entering the toilet that does not best accommodate your gender.
5. Derogatory comments based on someone's age, gender, race, orientation, or ability.

Examples of unacceptable behaviour include (but are not limited to):

- Unwelcome comments with a sexual overtone
- Unwelcome and/or irrelevant questions about your personal life (including sex, romance, and sexual orientation)
- Someone exposing their sexual organs to you without consent
- Someone groping, pinching, or touching your body without consent

Procedures and policies for how to handle perpetrators of sexual harassment should be included in the operating schedule/conditions. These will of course differ from premises to premises but ensure that they reflect a zero-tolerance attitude towards harassment and discrimination.

Licence holders should ensure that there are clear guidelines on how to handle complaints made by targets of sexual harassment, a positive response involves believing them, responding sympathetically, and taking the incident seriously. Negative responses are characterised by not believing them or suggesting that the incident was their fault.

Guidelines and procedures should establish consequences for perpetrators of sexual harassment that reflect zero tolerance of those behaviours. These can range from removal from the premises to a ban from the premises for an extended period.

Example of a model policy for licensed premises to adopt.

- This premises shall enforce a strict Zero Tolerance policy to sexual harassment and discrimination
- The policy shall enforce zero tolerance to the following behaviours e.g.:
 - Unwelcome sexual gestures or innuendos
 - Groping, pinching, or smacking someone's body Exposing yourself to someone
 - Entering the toilet that does not best accommodate your gender
 - Derogatory comments based on someone's age, gender, race, orientation, or ability
 - This policy is for all patrons and staff at this premises.

Training

- *Management will ensure that all staff are trained and briefed adequately on the policy*
- *All casual staff shall receive a briefing on the policy and its operations during staff training*
- *Security shall be briefed and trained on the policy.*

Reporting an incident

- *When a customer needs to report an incident, they may do so by speaking to any member of security or staff.*
- *The staff or security who received the report shall pass it on to a manager or supervisor*
- *When a staff member needs to report an incident, they will pass it on to a manager or supervisor*
- *Reports of victims will be taken seriously, as well as the reports of others observing the incident (staff or other visitors) depending on the context of the situation.*
- *Reports will be dealt with in a manner that reflects zero tolerance of sexual harassment.*

Dealing with a report / enforcement

- *All perpetrators will be removed from the main space of the premises for discussion*
- *The manager or supervisor will, in consultation with others, decide if the perpetrator has violated the zero-tolerance policy*
- *If the policy has been violated, the perpetrator will be dealt with in a manner that correlates with zero tolerance of harassment.*
 - *This should at minimum involve the perpetrator's presence no longer being allowed in the premises on the day of the offense*
 - *Visitors who break the policy on more than one occasion shall be dealt with in a more severe manner, including longer-term bans from the premises.*

6.7 Drink and needle spiking

Drink spiking is when someone puts drugs or alcohol into a person's drink without their knowledge or consent. It can include putting alcohol into a non-alcoholic drink, adding extra alcohol to an alcoholic drink or slipping prescription or illegal drugs (such as tranquillisers, amphetamines or GHB—also called liquid ecstasy) into an alcoholic or non-alcoholic drink. It can be difficult to tell whether a drink has been spiked, as substances used for spiking usually have no taste, odour, or colour.

Needle spiking (sometimes referred to as injection spiking) is where someone surreptitiously injects, with a hypodermic needle, (or other form of administration e.g. combi-pen) a victim with a substance.

Spiking is a crime - Spiking of any kind, whether it be by adding to a person's drink or an injection is an offence under section 24 of the offences against the person act 1861 (administer poison or other

noxious substance with the intent to injure, aggrieve or annoy a person)

Statistics from the Metropolitan Police suggest 60% of reported cases were from women and 40% from men, with about 60% of cases taking place in licensed venues. Although reports of spiking are increasing, the crime is believed to be underreported and is difficult to prove, with Met Police statistics suggesting only 6% of spiking reports resulted in an arrest in 2023. (Source: Jessica Ure & Liz Jackson BBC London)

Charity Stamp Out Spiking estimates 97% of people do not report spiking incidents to the police. Spiking can lead to secondary offences being committed - most commonly sexual offences when the victim is female, and theft when the victim is male.

Recommended actions for licensed premises – *The Council understands that many licensed premises work incredibly hard to ensure that their customers can enjoy a night out safely and deter perpetrators. Nevertheless, we also consider that more could and should be done to prevent and report spiking incidents. We recommend that licence holders consider the production of a drugs (including Spiking) protocol or policy for their premises, which may include for example:*

- *Education provided to staff to spot the signs of both potential vulnerable victims and those who are potentially suffering the effects of spiking*
- *Refusing entry to anyone who is showing signs of drug use and contacting the emergency services when appropriate*
- *Ensuring that staff are trained in drug awareness, so they know how to recognise the effects of drug use and know when medical attention is required*
- *Provide staff with awareness of forensic handling of evidence (securing any glasses and drinks used by potential victims and/or suspects) and securing other evidence, such as CCTV*
- *Consideration of offering anti drink spiking products to customers*
- *Reporting suspected or actual spiking incidents to the police immediately*
- *Regularly check CCTV to ensure it is in good working order and reliable.*
- *Promote campaigns - particularly #Spikeaware through visual, well placed posters and other literature within their premises with a clear zero tolerance approach*
- *Consider purchasing preventative tools, to highlight commitment to prevent incidents of drink spiking. For example – bottle top protectors, purchase and application of screening kits can be used to test drinks for key substances*
- *Review policies to ensure a safeguarding approach is taken in respect of all incidents related to spiking and embed a culture of “believe, reassure and request assistance” for those making reports*
- *Ensure people in the premises know how and where to report suspected spiking and unwanted sexual harassment*
- *Consider having a “safe zone” where potential vulnerable victims can be looked after by staff until alternative help or transport home can be provided*
- *Reporting of incidents to the police and working with local licensing teams to further help support reducing spiking risks. Supporting and protecting the*

victim It is important to remember the victim is a potential crime scene. Whilst the victim's safety and security must be the primary consideration, thought should always be given to potential available evidence.

Key points to consider include:

- a) *injuries or puncture wounds as these areas may hold evidential forensic opportunities. Where possible avoid contact with these areas of the victim's body and consider if the area can be protected by the victim's clothing, prevent the victim washing or cleaning these areas if possible.*
- b) *Consensual contact areas – as above, if the likely perpetrator has been in contact with victim prior to the spiking, prevent washing or cleaning of these areas. (These are likely to be areas of exposed skin such as the face neck or hands.)*
- c) *Drink – if the victim is still in possession of their drink, keep it secure. Consider placing it in an unused, clean container (e.g. a sealable sandwich bag). Place the bag containing the glass in a secure location and prevent it from spilling. Where possible, wear latex gloves and handle the glass by the least obvious areas (e.g. the very bottom of the glass), this will assist in preventing contamination or loss of evidence.*
- d) *Where possible ask the victim to provide a urine specimen in a suitable sample pot.*
- e) *Do not ask the victim questions about the perpetrator. If a member of staff believes they can identify the perpetrator, make sure they tell the police at the time. Wherever possible, one member of staff should deal with the victim to ensure continuity of evidence and reassurance for the victim. Perpetrator The perpetrator / Suspect Remember, every contact leaves a trace, therefore the perpetrator may have forensic evidence from the victim on their person and may still be in possession of articles used to spike the victim. If you believe you know who the perpetrator is and they are still in the premises/area, do not confront them, but make sure the police are aware when you call.*
- f) *If you can identify the perpetrator; Consider securing any glass/bottle they may have used. (Only do this if the glass/bottle is no longer in the possession of the potential perpetrator.) As with the victim's glass, secure this in an unused, clean bag (a sealable sandwich bag is ideal). Do not mix the victim's and suspects glasses, place them in separate bags. A different person should deal with each glass and they should not come into contact with each other during the process.*
- g) *Secure CCTV of the perpetrator entering/leaving the premises and any footage of the perpetrator and victim together within the premises.*
- h) *Consider how the perpetrator has paid for entry or drinks. Is this via a credit/debit card? If so, can you identify times of payments made.*
- i) *National resources: Guidance issued by the Secretary of State under section 182 of the Licensing Act 2003. Durham County Council*

Council's Statement of Licensing Policy British Beer & Pub Association, Drugs & Pubs: A guide to keeping a drug free pub

Even in the absence of a specific protocol or policy on spiking, all licensed premises should ensure all reports of spiking are acted upon and that all incidents of alleged spiking are recorded and reported to the police. It is important and helpful for the prevention and detection of spiking incidents if personnel at licensed premises can:

- Obtain full details of the affected person reporting the incident, including a description of what they are wearing as officers will want to track them on CCTV*
- Provide as detailed a description of the suspected perpetrator as possible, if known, including clothing*
- Provide an approximate time of the incident and the location within the premises where they believe it occurred*
- Secure the drinking vessel(s) that is suspected as containing the 'drug' so this can be tested at a later time*
- Seize any drinking vessel that the suspect may have been using*
- Ensure the health and safety of the customer, which could be by calling emergency services, ensuring they are with trusted friends who will look after them, offering assistance if needed, and providing a safe space for the customer*
- Ensure appropriate training is provided to relevant members of staff*
- Review searching procedures and amend as necessary, as well as reviewing how often toilets are inspected, where victims of spiking may be found*
- Premises should also review the functionality of any CCTV and ensure it is not obscured*
- Consider providing information (such as posters) regarding drink spiking in the premises*
- Consider if it would be useful to provide anti-spiking bottle stoppers and protective drink covers. It may also be helpful to see if drug testing kits have been made available in your area by the police or council*

The Council also recommends that licence holders and authorised clubs take into consideration the home office report understanding and tackling spiking – published 19th December 2023 link below.

<https://www.bing.com/ck/a?!&&p=7dc82b328b8fbbdcJmItdHM9MTcxNDUyMTYwMCZpZ3VpZD0yMDM0YjUzMy04OTRiLTlyZWItMGYzZC1hNGMwODgxMzYzMTgmaW5zaWQ9NTlyOQ&pfn=3&ver=2&hsh=3&fclid=2034b533-894b-62eb-0f3d-a4c088136318&psq=home+office+national+strategy+on+spiking&u=a1aHR0cHM6Ly93d3cuZ292LnVrL2dvdmVybm1lbnQvcHVibGljYXRpb25zL3VuZG Vyc3RhbmRpbmctYW5kLXRhY2tsaW5nLXNwaWtpbmcvcmVwb3J0LXVuzGVyc3RhbmRpbmctYW5kLXRhY2tsaW5nLXNwaWtpbmctYWNjZXNzaWJsZQ&ntb=1>

The Council will consider placing additional conditions on licences to safeguard patrons against spiking, noting that conditions placed on

licences need to be both proportionate and enforceable. We will also use our powers to impose conditions or revoke premises licenses, where venues do not take sufficient measures to protect and provide support to customers in spiking incidents.

6.8 Alcohol health awareness – Local research from BALANCE – the North East Alcohol Office – shows public awareness of the health harms caused by alcohol is generally low. Significant numbers of people in County Durham continue to drink at risky levels. There is clearly an information deficit when it comes to the Chief Medical Officers' low risk drinking guidelines.

Responsible licensees can contribute to increasing the health intelligence of the population by promoting the Chief Medical Officer (CMO) guidance. The council would see the following steps taken by responsible licensees as a positive contribution to improving alcohol health awareness and reducing potential alcohol health harm:

- Chief Medical Officer (CMO) guidance on alcohol related health is displayed in at least one prominent point per floor, in the premises. (14 Units per week (for both men and women) taken over several days)
- Unit information (and calorie data if available) is displayed on any drink's menu available.
- Ensuring free (tap) water is available and the offer is visible to customers.

6.9 Design and layout of premises - **The council expects** all applicants to consider and address any potentially adverse effects on the licensing objectives related to the design and layout of their premises. We encourage consideration, particularly at the design stage, to best-practice advice such as the 'Licensed Property: Security by Design'(BBPA) or that found at www.securedbydesign.com (ACPO).

Applicants should clearly set out the relevant steps which they propose to take to promote the licensing objectives in the operating schedule including matters of design and layout. It will be for the applicant to determine exactly what steps should be taken in every case and what will be appropriate will depend on the size, characteristics and nature of the individual premises concerned. For example, what might be appropriate for large chain stores such as supermarkets might not be appropriate for smaller individual shop units.

Taking into consideration these matters, **the council encourages** applicants to identify and detail appropriate steps relating to layout and operational matters in the operating schedule. These may include the following:

- **Security measures and CCTV** – An applicant should identify relevant security measures, supervision by staff, and/or CCTV that will be in place to promote the licensing objectives.
- **Display Areas** – An applicant should identify the specified areas where alcohol will be displayed. Plans should be attached to the Operating Schedule identifying such areas. If the specified display

areas are to be moved or altered significantly from time to time, the operating schedule should also specify the nature of any such changes. The Licensing Authority recommends that displays of alcoholic drinks should not normally be located at the entrance/exit points of the premises; in aisles which interfere with customer flow or at or near check-outs.

6.10 GDPR and the use of CCTV - If you use CCTV in and around your premises you will need to comply with the General Data Protection Regulations. CCTV cameras capture images that allow you to identify individuals, which means that these images fall within the GDPR's definition of personal data. You need to make sure you have appropriate signage in place to inform people that CCTV is in operation and why you are using it.

This isn't a new requirement and you should already be providing this information under the Data Protection Act 1998. However, the GDPR is more prescriptive and you should make sure that people are provided with all the privacy information required under the GDPR, possibly on your website or elsewhere on the premises. A guide to data protection and advice on the information you need to provide in privacy notices, including CCTV signage as well as important information concerning the control of data, can be found in the Information Commissioners website at <https://ico.org.uk/>

6.11 Arrival to departure – the council encourages a systematic and logical approach to the identification of problems, dangers and hazards along with the realistic estimation of likelihoods of adverse occurrences and the estimation of risk. Understanding the type and location of premises, its use and the nature and characteristics of customers will help to identify areas needing control and appropriate means of safeguarding people. In this manner the promotion of the objectives will be revealed.

Here are some brief examples of measures that may be considered to control and minimise risks:

- **On Arrival at premises** the following example of controls may be appropriate: The implementation of practices such as queue management techniques, using appropriate barriers, trained door supervisors, the use of metal detectors and search wands, search policies for drug and weapon detection and confiscation, Challenge 25/PASS card schemes, last time of entry policies etc.
- **At the Premises:** designing out crime risk through assessment, notifying the police of promoted events, maintaining staff training records, internal patrols to ensure safe capacities to reduce noise leakage. The introduction of anti-spiking measures, designated driver schemes, the creation and maintenance of incident logs and refusal registers. The use of polycarbonates rather than glass for use both inside and outside the premises.
- **Outside the premises:** Through effective management of external areas such as beer gardens, forecourts, marquees and smoking areas. The use of CCTV and door supervisors and regular glass collection and disposal.

- **Leaving the premises:** By means of a clear dispersal policy including neighbour courtesy and, get home safely posters, winding down periods, access to taxi services, door supervision. Maintenance of a robust dispersal policy.

Licensed premises in residential areas, or within any area subject to cumulative impact, are also expected to outline measures such as a suitable wind-down time where licensable activities will come to a gradual conclusion before closing time, to allow for a gradual and orderly dispersal from the premises and area. It is expected that all staff will be aware of any dispersal policy and wind-down times to ensure that customers actively leave the premises and area within permitted hours and with the minimum of disturbance to residents.

The council expects licence holders and designated premises supervisors and operators of nightclubs, dance venues and similar premises, to operate a wind-down time at least thirty minutes before closing time. During this time, the pace, volume and type of music played should be slowed down and reduced to background levels. The sale of alcohol should also cease, and staff should be available to assist in the gradual dispersal of patrons from the premises and the immediate area. It is expected that door supervisors should also assist with the gradual dispersal of patrons from the premises (and the area) and direct people to public transport if appropriate.

- **Promotion and support of other initiatives:** Such as, Purple Flag, Cardiff model (for violence prevention), Best Bar None, Pub Watch, Street

Pastors, Community Wardens, Taxi Marshals, Refuges and Safe Transport corridors.

- **Safeguarding is everybody's responsibility.** There is a responsibility on us all to report on concerns that we are made aware of. These might also be concerns that occur immediately outside of, as well as within, a premises. Report to Police intelligence – This can be ANYTHING from car details, locations, names, even 'rumour' information. Ring Police 101 or Crimestoppers 0800 555 111. If you are concerned about a child call First Contact on 03000 267979.

7.0 Promoting the four licensing objectives

7.1 The Prevention of Crime and Disorder - Licensed premises, especially those offering late night / early morning entertainment, alcohol and refreshment can, if not properly managed, become a source of public nuisance, generating crime and disorder problems. **The council expects** all licensed premises to be properly managed at all times to prevent this from happening and will focus attention on standards of management practice at licensed premises when carrying out its administrative and enforcement functions.

The council encourages, and will look positively on, the provision by licensees of comprehensive and documented staff training. Documented staff training conducted in respect of:

- Preventing underage sales
- Minimising drunkenness
- Managing and resolving conflict
- Emergency procedures
- Compliance with the licence conditions
- Relevant obligations and offences under the Licensing Act, particularly those associated with the sale of alcohol
- Identification and refusal of underage sales
- Use of accredited training courses and recognised industry qualifications (e.g. BII)

The council expects every holder of a premises licence, club premises certificate or temporary event notice to be responsible for minimising the impact of crime, disorder and anti-social behaviour by their patrons both on and within the immediate vicinity of their premises, including for example on the pavement, in a beer garden, a marquee, in a smoking shelter etc.

The **council expects** all applicants to demonstrate, in their operating schedules, that suitable and sufficient measures, ranging from the design and layout of the premises through to the daily operation of the business, have been identified and will be implemented and maintained with the intention of preventing crime and disorder.

The council recommends that procedures to deal with drunken customers, violence and anti-social behaviour, in and outside premises, and the provision of closed-circuit television in certain premises should be considered by applicants, licencees and event organisers when addressing this issue.

The council encourages personal licence holders to actively participate in established “Pubwatch” schemes, where issues relating to crime and disorder can be addressed. **The council encourages** involvement in the “Best Bar None” initiative which enables premises to demonstrate good safe operating procedures. Such schemes have been very successful in reducing the negative impact of alcohol across a range of circumstances.

The council recognises and promotes effective and responsible management of all licensed and authorised premises through competent, efficient and regular instruction, recorded training, supervision of staff and the adoption of good practice, such as 'Challenge 25'. These are amongst the most important control measures for the achievement of all Licensing Objectives.

The council will take a positive view of anyone who invests in appropriate training, and nationally accredited qualifications tailored to the licensing sector. Training records should be kept available for inspection by relevant enforcement agencies as a matter of good practice.

It is important that qualified and competent people are present who can discuss any problems or matters of concern arising from the licensable activities at or near to the premises with officers from DCC Licensing Services and Police.

The council also considers it to be good practice if the DPS or premises licence holder is present in the licensed area of the premises:

- Between 22:00 hours and closing time, when the premises is one that regularly opens after midnight for both regulated entertainment and the sale or supply of alcohol for consumption on the premises
- At all times when the premises are a "vertical drinking establishment" where little or no seating is provided
- At times where there is a substantial increase in customers i.e. for televised major sporting events etc.

Maximum occupancy: When its discretion is invoked, the council will only impose a maximum number of people that can attend premises or an event where there is a clear and justifiable need in respect of that premises or event. Any such decision will be based on the nature and style of the operation.

The council will consider information provided by the applicant and any other body (the Council's Building Control Section, Environmental Health Section and the Durham and Darlington Fire and Rescue Service) before setting a maximum number. Applicants will be expected to detail the arrangements that would be put in place e.g. provision of door staff to ensure that the permitted number of people attending the premises or event will not be exceeded.

Security: Whenever security operatives/door supervisors are employed at licensed premises to carry out security functions they must be licensed by the Security Industry Authority (SIA). If a licensee directly employs security operatives, they will need to be licensed by the SIA as a supervisor/manager. The numbers of licensed door supervisors, both male and female, required at any premises will be dependent upon the nature of the activities licensed and the characteristics and capacity of the establishment as well as the hours of trading.

Toughened/Safety Glass: Licensed venues that provide the sale or supply of alcohol for consumption on the premises should consider the introduction of

toughened/safety glass. This policy expectation applies especially to any premises associated with a higher risk for potential crime and disorder. This will be particularly relevant for high-volume vertical drinking establishments and those premises open beyond midnight in areas where there is a high concentration of venues.

The council and several of its partners have signed a collective new pledge as part of an ongoing campaign to eradicate single use plastics. The agreement commits all signatories to significantly reduce, and work towards ultimately removing, the use of unnecessary single use plastics from their operations. If alternatives to normal glass are used, the use of suitable alternatives, including non-single use plastics, is encouraged.

Drugs/Knives/Weapons: The council will expect licensees to take all reasonable steps to prevent the presence of drugs on licensed premises and to take appropriate steps to prevent drugs changing hands or consumed within the premises to prevent tragedies and harm because of drug misuse.

The council will expect licensees to be familiar with the Home Office Drug Strategy booklet entitled Safer Clubbing (ISBN 1840827807) or other subsequent editions. The council also expects that licence holders will also take steps to prevent the presence of knives and other weapons on their premises and that a log be kept of all drug, knife and weapon incidents. Licence holders should also consider arranging training for their staff on drugs, knives and weapons and to have policies for dealing with the possession of drugs, knives and weapons and the supply of drugs.

In addition to the information provided above, **Table 1 in Appendix VI** provides recommendations, suggestions and examples for how to prevent the specific crime/disorder outlined. This table is not exhaustive, and every applicant must consider the specific situation, location and circumstances associated with their premises, activities, clientele and workforce when identifying hazards, assessing risks and identifying controls.

7.2 Public Safety - The Act covers a wide range of premises that require licensing. Each of these types of premises presents a mixture of risks, with many common to most premises, and others unique to specific operations. It is essential that applicants acknowledge these risks and that premises are constructed or adapted and operated to safeguard occupants and people in the immediate vicinity who may be affected by the premises and activities taking place therein.

Applicants are advised to seek advice on such matters from the council's occupational health and safety team, Health and Safety Executive, Durham Constabulary and the Durham and Darlington Fire and Rescue Service. They should incorporate any recommendations from these responsible authorities in their Operating Schedule before submitting their applications. Matters for consideration include:

- First Aid
- Public security

- Event control
- Polycarbonate Glass
- Fire Safety
- Electrical safety
- Building safety
- Transport
- Drink driving issues
- Occupancy levels

In addition to the information provided above, **Table 2 in Appendix VI** provides recommendations, suggestions and examples of how to prevent the specific dangers outlined. This table is not exhaustive, and every applicant must consider the specific situation, location and circumstances associated with their premises, activities, clientele and workforce when identifying hazards, assessing risks and identifying controls.

7.3 Prevention of Public Nuisance - Licensed premises, especially those operating late at night and in the early hours of the morning, can cause a range of nuisances impacting on people living, working or sleeping near the premises.

The concerns relate, amongst other things, to litter, light pollution, noxious odours and noise nuisance resulting from music, human voices, ventilation equipment and vehicles. The **council will expect** applicants to demonstrate that suitable and sufficient measures have been identified, and will be implemented and maintained, with the intention of preventing public nuisance relevant to the individual style, location and characteristics of the premises and events.

If an external structure or area is to be used by customers, whether for consumption of alcohol or for smoking, the **applicant will be expected** to offer measures designed to minimise its impact on residents in respect of both public nuisance and crime and disorder. These measures may include a restriction on hours that areas / structures will be used or appropriate signage requesting customers to consider residents and monitoring of such areas by staff.

The placement of tables and chairs outside of licensed premises may give rise to public nuisance including noise and litter. When tables and chairs are situated on the public highway, relevant authorisations will often be required from the Highways Authority. Enquiries concerning such consents should be made to the Council's Highway's Section (see Appendix III). In predominantly commercial areas, such as shopping centres, the use of tables and chairs outside may be allowed however, the **council will normally expect** them to be removed before the premises close, and any resulting litter/debris cleared away.

Applicants should consider reducing potential noise nuisance by, for example (this list is not exhaustive):

- Assessment of likely noise levels in the premise
- Assessment of noise levels if outdoor drinking is allowed
- The sound insulation the building would provide (e.g. double glazing, double doors / lobbies to entrances, windows used for ventilation)
- The distance and direction to the nearest noise-sensitive premises.
- Likely noise sources outside of the premises (e.g. emptying bottle bins,

- taxis, unruly customers leaving the premises)
- Dispersal of patrons – where necessary the council will expect a dispersal policy for patrons at the end of the evening. The policy will specify such issues as alterations to the style and volume of music played, public address announcements and use of appropriate signage at exits
 - Ways to limit noise / disorder from patrons leaving the premises

The extent to which the above matters will need to be addressed will be dependent on the nature of the area where the premises are situated, the type of premises concerned, the licensable activities to be provided, operational procedures and the needs of the local community.

Applicants are advised to seek advice from Durham County Council's Environmental Health team and incorporate any recommendations in their operating schedule before submitting their applications.

Takeaways and fast-food outlets - The council expects takeaways and late-night refreshment premises to take reasonable steps in clearing litter from outside their premises and along the pavement in either direction as necessary, whilst the premises are open and at the end of the working day. These premises should maintain clean, dirt or grease free frontages. Such premises should also display notices advising customers of the location of bins and patrons should be encouraged to use the bins made available.

Important note: The council considers that it will be inappropriate to grant a premises licence permitting the sale of alcohol at premises which are principally used for selling hot food for consumption off the premises ("takeaway" premises).

Takeaway premises are often open late at night and in the early hours of the morning. They can be associated with disorder as people under the influence of alcohol may congregate outside takeaways after leaving or in some cases having been ejected from late-night licensed premises.

Takeaways operate within the night time economy but without the same framework around them, e.g. pubwatch, use of security staff etc. In addition, alcohol sold from takeaways could readily be consumed in public spaces and may not be subject to the same controls associated with other types of licensed premises.

From a health perspective, obesity levels are rising nationally and locally; without action the health of the population will continue to suffer. Responsible licensees can support the 'Working toward a healthy weight in County Durham' goals and the council would see the following steps as a contribution to reducing health harms and health inequalities:

- Menu to display recommended daily calorie limits for adults. For women, the recommended limit is 2,000 calories a day for men it is 2,500.
- Consider portion sizes across the menu. For example, offer a choice of smaller portions and/or offer child-sized portions of adult meals.
- Actively promote healthier options, for example by increasing the offer of vegetables, salads and fruit, or by making salad/vegetables the default offer to accompany a main course.

In addition to the information provided above, **Table 3 in Appendix IV** provides recommendations, suggestions and examples of how to prevent the specific nuisance type outlined. This table is not exhaustive, and every applicant must consider the specific situation, location and circumstances associated with their premises, activities, clientele and workforce when identifying hazards, assessing risks and identifying controls.

7.4 Protection of Children from Harm - the protection of children from harm includes the protection of children from moral, psychological and physical harm. This includes not only protecting children from the harms associated directly with alcohol consumption but also wider harms such as exposure to strong language and sexual expletives (for example, in the context of exposure to certain films or adult entertainment). The Secretary of State's Guidance to the Licensing Act 2003 also makes clear that the authority must also consider the need to protect children from sexual exploitation when undertaking licensing functions.

While the Act does not prohibit children from having free access to any licensed premises, the council recognises that limitations may have to be considered where it appears necessary to protect children from physical, moral or psychological harm and the effects of alcohol on parenting. Applicants must be clear in their operating schedules about the activities and times at which the events would take place to help determine when it is not appropriate for children to enter the premises.

Consideration should also be given to the proximity of premises to schools and youth clubs so that applicants take appropriate steps to ensure that advertising relating to their premises or relating to events at their premises, is not displayed at a time when children are likely to be near the premises.

The council will expect applicants, when preparing an operating schedule or club operating schedule, to set out the steps to be taken to protect children from harm when on the premises. **The council will also expect** any licence holder who wishes to hold events for children to provide it, and the Police, with a detailed risk assessment of that event including how the event will be managed, staffing levels for the event and how any child will be prevented from being exposed to any harm.

The council will give considerable weight to representations about child protection matters particularly from the Local Safeguarding Children's Board who act as the responsible authority under the Act for matters relating to child protection. In addition to the responsible authority whose functions relate directly

to child protection, the Director of Public Health may also have access to relevant evidence to inform such representations.

These representations may include, amongst other things, the use of health data about the harms that alcohol can cause to underage drinkers. Where a responsible authority, or other person, presents evidence to the council, linking specific premises with harms to children (such as ambulance data or emergency department attendances by persons under 18 years old with alcohol-related illnesses or injuries), this evidence will be considered. The council will also consider what action is appropriate to ensure this licensing objective is effectively enforced.

In relation to applications for the grant of a licence in areas where evidence is presented, on high levels of alcohol-related harms in persons aged under 18, the council will also consider what conditions may be appropriate to ensure that this objective is promoted effectively.

The council will judge the merits of each separate application before deciding whether to impose conditions limiting the access of children to individual premises where it is necessary to prevent physical, moral or psychological harm.

The council will expect all licence holders or premises, that wish to allow children on to their premises, to ensure that access is restricted where appropriate. This could include ensuring that all children are accompanied and that they do not have access to, or sight of, alcohol. **The council will consider** the following when dealing with a licence application where children may have limited access:

- Limitations on the hours when children may be present.
- Limitations or exclusion when certain activities are taking place.
- Requirements for an accompanying adult to be present.
- Full exclusion of people under 18 from the premises when certain licensable activities are taking place (e.g. entertainment of a sexual nature).
- Limitations on the parts of premises to which children might be given access.
- Any other limitations appropriate to the application and according with the four licensing objectives.

The council recommends that retailers of alcohol ensure that their staff are properly trained in all aspects of responsible retailing, including the sale of alcohol and age restricted sales. The Council fully endorses and promotes knowledge of and adherence to Challenge 25 within the retail business sector.

Further advice and information on age-restricted sales and training can be found by contacting Durham County Council's Trading Standards service at trading.standards@durham.gov.uk

The council will work closely with the Police and the Council's Trading Standards service to ensure the appropriate enforcement of the law, especially relating to

the sale and supply of alcohol to children. We know alcohol is harmful to the health of children and young people whose minds and bodies are still developing.

Alcohol must not be served to persons under the age of 18, except in limited circumstances allowed by the law, and then only after verifying a person's proof of age e.g. 16 and 17-year-olds may drink beer, wine or cider with a table meal in relevant premises, where accompanied by an adult aged 18 years or over. The currently accepted verifications for proof of age are a passport, a photo card driving licence or a proof of age scheme such as Challenge 25.

The council is aware of a young person's vulnerability to alcohol and events, which are aimed at children under the age of 18 years on licensed premises, will not be supported by the council unless the applicant can demonstrate that all safeguards for children have been addressed (such as the removal of alcohol advertising).

The council, Durham Constabulary Harm Reduction Unit and the Local Safeguarding Children Board have produced a "good practice guide" for an event catering for under-18's and mixed events of under and over 18's. This guide is highly recommended by the council and should be adhered to by licence holders and event organisers. The guide is reproduced in Appendix I.

Recorded staff training programs, the use of a refusals register, in-store signage and limited access to alcoholic drink can all reduce the likelihood of illegal sales and proxy sales and are encouraged by the council.

Access to Cinemas: The 2003 Act requires that any premises showing films must ensure that children are not able to view age restricted films (as classified by the British Board of Film Classification). **The council will expect** any licence holder or applicant who intends to show films to outline suitably robust measures on how they will protect children from exposure to this potential harm. The authority may impose suitable conditions if it believes it is required for the promotion of the four licensing objectives.

The Act provides that it is mandatory for Licensing Authorities to include a condition in all premises licences and club certificates authorising the exhibition of film, for the admission of children to the exhibition of any film to be restricted in accordance with the recommendations given to films either by the British Board of Film Classification or by the council itself.

Should the council need to adopt its own system of film classification the information regarding such classifications will be published on the council's website.

Children and Public Entertainment: Many children go to see and/or take part in entertainment arranged especially for them. For example, children's film shows and dance or drama school productions, and additional arrangements may be required to safeguard them while at the premises. Where many children are likely to be present on any licensed premises, for example a children's pantomime, disco/rave or similar event, the authority expects all children to be supervised by an appropriate number of adults and to ensure that the venues put measures in place to prevent any child being exposed to harm.

Where entertainment requiring a licence is specifically presented for children, the council will normally expect the presence of at least one member of staff from the Licensed premises for every 50 children present to ensure their safety and protection from harm and to control their access and egress from the premises. The council will require those caring for or supervising children to have undergone an appropriate criminal record check with the Disclosure and Barring Service.

Venue operators may also apply their own admissions policy to their premises. If a venue has carried out a risk assessment that deems it appropriate to exclude children or young persons from their premises, then that is a matter for them.

The council will expect all venue operators to risk assess their venues accordingly against the nature of the licensable activities they intend to carry out. This could include, for example, allowing accompanied children into a premise up until a certain time and then excluding them for the rest of the time the premises are open.

Regarding this licensing objective, the council considers Durham County Council Safeguarding Children Board to be the competent authority for matters relating to the protection of children from harm. A protocol exists between Durham Local Safeguarding Children Board and Durham Constabulary. All safeguarding concerns identified because of premises, personal applications and all variations to licences are covered by this protocol.

Applicants are advised to seek advice from the Local Safeguarding Children Board and incorporate any recommendations in their Operating Schedule before submitting their applications.

The council strongly recommends that events, involving persons under the age of 18 years and persons over 18 years, do not take place unless there are sufficient and robust control measures in place. Experience has shown that mixed age events are extremely difficult to control and manage and they have led to persons under the age of 18 being exposed to alcohol and entertainment late into the night.

It is the council's view that mixed age events should not take place within the late-night economy, particularly at venues that are alcohol and entertainment-led and which are operating late at night. It is the council's view that these mixed aged events can have an adverse impact on a young persons wellbeing as well exposing them to unacceptable levels of harms associated with the night time economy.

In addition to the information above, **Table 4 in Appendix VI** provides recommendations, suggestions and examples of how to protect children from each of the dangers outlined. This table is not exhaustive, and every applicant must consider the specific situation, location and circumstances associated with their premises, activities, cliental and workforce when identifying hazards, assessing risks and identifying controls.

8.0 Licensing of largescale public events

Specific risks are associated with largescale public events, such as concerts and festivals. The council has expectations concerning how such events are expected to be managed. This policy does not define what constitutes large scale public events. Advice may be sought from DCC Licensing Services and from the Safety Advisory Group. If you wish to hold an event in a public space, in County Durham, it is strongly recommended that you contact them in the first instance.

8.1 The Safety Advisory Group (SAG) – The SAG is made up of members from Durham County Council, the police, the fire and rescue service and the ambulance service. SAG's role is to promote and encourage high standards of public safety and wellbeing at events held in County Durham.

If you notify the council of your proposed event, the SAG will provide relevant guidance and feedback. For larger events (more than 500 people), please contact the SAG with your event details at least six months before the event takes place. For smaller events (less than 500 people), this should be at least three months before the event takes place.

In considering applications for such events, the council will have regard to any track record of the event organiser as well as the comprehensiveness of the event arrangements. Licensees are expected to have high regard to the management standards including the following matters (this list is not exhaustive):

- Setting up a management group for the event comprising relevant agencies, including but not limited to all responsible authorities
- Overall event safety control
- Production details
- Medical and first aid provision
- Site management and the structural integrity of all temporary structures
- Crowd management, stewarding, security and queuing control
- Fire safety and control
- Configuration and control of sound systems
- Management of any on-site and off-site car parking
- Management of concessions and franchises
- Provision and maintenance of water supplies
- Welfare and provision of information
- Provision and maintenance of sanitary facilities
- Reception, collection and removal of litter and other waste
- Liaison with residents and businesses

8.2 Events on council land - If your event is to be held on council land you must contact DCC Asset Management and they will assist you in gaining permission. A minimum of six weeks' notice is required to arrange a licence to occupy land and a fee will be charged to cover some of the cost in producing this. The application can only be processed following Health and Safety approval.

8.3 National Counter Terrorism Security Office guidance - As part of organising your event it's important to consider security. To help event/ security managers, the National Counter Terrorism Security Office have issued guidance on increasing the protection of crowded places from a terrorist attack:

Gov.uk: national counter terrorism security office

Gov.uk: crowded places guidance

Gov.uk: travel industry training staff to deal with terrorist incidents

9.0 Community Premises

Persons in control of premises, such as church or chapel halls, village or parish halls, community halls and buildings of a similar nature, may find the permitted annual number of Temporary Event Notices too restrictive. They should consider whether applying for a Premises Licence would be more beneficial. If premises such as this do make an application for a Premises Licence they may, at the same time, make an application for the disapplication of the mandatory condition relating to Designated Premises Supervisors.

The Legislative Reform (Supervision of Alcohol Sales in Church and Village Halls & c.) Order 2009 created an exemption for the requirement of a Designated Premises Supervisor for community premises, who may make an application to the Licensing Authority to apply the alternative mandatory condition to their licence.

The alternative mandatory condition is that every supply of alcohol under the Premises Licence must be made, or authorised by, a Management Committee.

Where there is doubt as to whether premises are a community premises, the Licensing Authority will consider each case on its merits, with primary consideration being given as to how the premises are predominantly used.

The fact that a school or private hall is made available for hire by the community would not in itself be enough to qualify the premises as “community premises”. Though this may be provision of a service to the community, the Licensing Authority will consider whether halls, used largely for private hire by individuals or private entities, are genuinely by their nature “community premises”. The statutory test is directed at the nature of the premises themselves, as reflected in their predominant use and not only at the usefulness of the premises for members of the community for private purposes.

The Licensing Authority expects the management committee to be a formally constituted, transparent and accountable body. The committee should provide enough oversight of the premises to minimise any risk to the licensing objectives. This could include management committees, executive committees and boards of trustees. The application form requires the applicants to provide the names of the management committee’s key officers e.g. the Chair, Secretary, Treasurer.

10.0 Fees

The Act requires the council to suspend a premises licence or club premises certificate if the holder fails to pay the annual licence fee in accordance with the invoice. Where the licence or certificate holder fails to pay the annual fee, when due, the council will notify the licence or certificate holder in writing specifying the date on which the suspension takes effect. This date will be 7 days after the day the Licensing Authority has given the licence or certificate holder such notice.

A premises licence or certificate that has been suspended does not have effect to authorise licensable activities. If licensable activities take place at premises where the licence or certificate has been suspended, an offence will have taken place. However, it can, for example, be subject to a hearing or, in the case of a premises licence, an application for transfer. The licence will nevertheless only be reinstated when the outstanding fee has been paid. In the case of a licence or certificate, where more than one payment year has been missed, payment of the outstanding fee in relation to each year will be required to reinstate the licence.

The council will work with Durham Constabulary and appropriate enforcement action will be taken where premises continue trading whilst suspended.

Where the licence or certificate holder has paid the annual fee, the council will lift the suspension and inform Durham Constabulary accordingly.

11.0 Enforcement and monitoring

The council will employ officers and authorise them to carry out functions under the Licensing Act 2003 and will use the full range of enforcement actions, including the use of statutory powers if necessary. Where there is evidence to suggest that the licensing objectives are being undermined, enforcement action will be taken in accordance with the departmental enforcement policy.

This policy has been prepared having regard to Section 21 of the Legislative and Regulatory Reform Act 2006 and to the Gov.uk: Regulators' Code produced by the Better Regulation Delivery Office (BRDO). It sets out the key principles under which officers will seek to achieve compliance with the legislation enforced by these services. In carrying out their duty's officers will adhere to the principles of good enforcement set out in this document and in the Gov.uk: Regulators' Code. We will work to ensure compliance with the law by:

- Targeting and focusing resources and regulatory activities during the service planning process;
- Helping and encouraging businesses and individuals to understand their responsibilities by providing the necessary advice and guidance to allow them to comply with the law; and
- Responding proportionately and fairly to breaches of the law

Generally, a more informal approach will be used in less serious cases and partnership working is promoted to prevent problems arising.

If the formal enforcement action being considered is a prosecution we will also consider several additional factors in line with the Code for Crown Prosecutors and any other nationally recognised guidance

Although outside the immediate scope and remit of this policy, further information relating to the work of the Council and our partners which seeks to reduce the harm caused to communities by tackling alcohol related crime and disorder can be found in the County Durham Harm Reduction Strategy: <http://www.durham.gov.uk/article/3119/County-Durham-Alcohol-Harm-Reduction-Strategy-2015-2020>

And the Safe Durham Partnership oversees the strategic delivery of the 'Altogether Safer' theme as part of the County Durham Partnership. It is also the local Community Safety Partnership (CSP) for County Durham as prescribed in the Crime and Disorder Act 1998 and subsequent legislation: <http://www.countydurhampartnership.co.uk/article/8553/About-Us>

Once licensed, it is essential that premises are managed, maintained and operated to ensure the continued promotion of the licensing objectives and compliance with the Act. To ensure that licensable activities are carried out in accordance with licence conditions and therefore promote the licensing objectives, authorised council officers will carry out appropriate monitoring at licensed premises and activities. Appointed officers will investigate complaints and allegations of unlicensed activities and ensure that relevant conditions are

complied with. They will seek to actively work with Durham Constabulary and other responsible authorities in enforcing licensing legislation.

The council monitors compliance with the licensing objectives through programmed inspections and visits. Proactive visits are made to those premises where concerns have been raised relating to the licensing objectives. Inspections of premises will be carried out when and if they are justified with resources being directed towards high risk, poorly run premises as opposed to lower risk, well – run premises.

In cases where the Licensing Authority and another enforcement agency both have the power to prosecute, officers of the Licensing Authority will liaise with that other body to avoid inconsistencies with the policies and actions of the other agency and to ensure that any proceedings instituted are for the most appropriate offence.

The council expects that where enforcement action relates to a breach of one or more of the licensing objectives, one of the responsible authorities will consider making an application to the council to review the premises licence.

The Council will consider the seriousness of any offences within licensed premises and failure to comply with conditions. When considering enforcement action or a request for a review the Council will take relevant circumstances into account. However, the following matters will be viewed particularly seriously:

- *The use of premises for criminal activities such as the supply of drugs or money laundering*
- *Any failure to promptly respond to a warning given by a responsible authority*
- *Any previous convictions for licensing offences*
- *Any previous failure to comply with licence conditions and the requirements of the Act*
- *Any failure to engage with a responsible authority in an effective manner*

12.0 Complaints

Where the council receives complaints regarding licensed premises, complainants may be advised in the first instance, whenever possible, to raise their complaint directly with the licensee to resolve the matter. The council does however, recognise that it is not always possible or practical for the public to raise complaints directly with the licensed premises. In such circumstances complaints in the first instance should be addressed to:

Licensing Enforcement
Durham County Council
PO Box 617
DH1 9HZ

or e-mailed to licensingenforcement@durham.gov.uk

Complaints will be dealt with in a timely and efficient manner. However, it is expected that noise-related complaints will initially be raised with the Council's Noise Pollution Team. Complaints regarding unlicensed activities, and other breaches of licence conditions and premises/events operating outside the permitted hours, are directed to the DCC Licensing Services or the Police Harm Reduction Unit.

On receipt of a licensing-related complaint, a Licensing Enforcement Officer will investigate the circumstances, and if a complaint is validated, the council may seek a resolution through informal means prior to taking any formal sanction.

With complaints of a serious nature, the Licensing Manager and Licensing Enforcement Officers shall ensure that it is properly investigated, and that appropriate enforcement action taken.

The enforcement policy can be viewed on the Council's web site.

13.0 Appeals against the decisions of the Licensing Authority

There is a right of appeal for all parties concerned with the request for a review of a licensing decision (i.e. the applicant for the review, the premises licence holder or any other person who made relevant representations in relation to the application). This means that they can appeal to the magistrates' court if they are not happy with the decision of the licensing authority.

If there is an appeal against a licensing authority's decision, and you are unsuccessful, the magistrates' court can award costs against the appellant if it sees fit. This would mean that they would have to pay other parties' legal costs as well as your own.

If the licence holder appeals against the licensing authority's decision, the appeal will be heard by the magistrates' court. The council will be the respondent to the appeal and may call the person who brought the review (and any other person or responsible authority) as a witness in support of its case. The decision of the licensing authority in relation to the review will be suspended until the appeal is determined.

An application to appeal the decision must be made within 21 days of the notice of decision.

In hearing an appeal against the Licensing Authority's decision, the court will have regard to this policy and the guidance issued under Section 182 of the Licensing Act 2003. However, the court would be entitled to depart from both documents if it considers it justified so to do.

In respect of personal licences, appeals must be made to the Magistrates' Court in the area where the licence was issued. Appeals in relation to all other authorisations must be made to the Magistrates' Court where the premises or event is situated.

14.0 Glossary

This section explains the key terms used in the policy statement. These terms are all defined in the Licensing Act 2003 ('the Act') and Guidance.

This glossary is only intended to clarify the general meaning of each of the terms. The list is not exhaustive nor are the definitions legally comprehensive.

ACPO – Association of Chief Police Officers (see www.acpo.police.uk)

Appeals – Appeals where the magistrates' court notified parties of its decision in the period specified. This includes the number of appeals against application decision and separately appeals against the licence review decision.

Applicant – A person making an application for a premises licence or club premises certificate

Application to vary a Premises Licence – Where a premises licence holder wishes to amend the licence the Act allows, in most cases, for an application to vary to be made rather than requiring an application for a new premises licence

ASB – Antisocial behavior

BBFC – British Board of Film Classification: the national body responsible for the classification of cinema films and videos

BBPA – British Beer and Pub Association (see www.beerandpub.com)

CCTV – Closed Circuit Television

Closure notice (premises licence) – Where a premise was prohibited from selling alcohol for not more than 48 hours following a notice under s.169A.

Club premises certificate – Club Premises Certificates are authorisations needed by clubs to carry on certain activities (e.g. selling alcohol to members and their guests). They may be granted to clubs that meet the special requirements set out in Part 4 of the 2003 Act (regarding membership, that the club is established and conducted in good faith and special conditions where the club supplies alcohol to its members). These commonly include ex-services clubs such as the Royal British Legion, Conservative, Labour and Liberal clubs, working men's clubs, miners' welfare institutions and sports and social clubs. The application process is like that for a premises licence; for example, there are similar provisions about advertising applications and making representations. However, a key difference is that, unlike a premises licence, there is no requirement to identify a designated premises supervisor to allow the supply of alcohol under a Club Premises Certificate.

Completed reviews – Reviews where the licensing authority notified parties of its decision in the time specified. Excludes applications for a review that were withdrawn or did not go to a hearing. Includes completed reviews of

premises licences, following an application for the review under s.51 of the Licensing Act 2003 or following an application for an expedited/summary review under s.53A (which is instigated by the police) and reviews following closure under s.161 (which would also be instigated by the police).

Conditions – Conditions include any limitations or restrictions attached to a licence or certificate and essentially, they are the steps or actions the holder of the premises licence or the Club Premises Certificate will always be required to take or refrain from taking when licensable activities are taking place at the premises in question. The licensing authority may not impose any conditions unless its discretion has been engaged following receipt of relevant representations and it has been satisfied at a hearing that is appropriate and proportionate to impose conditions. It may then only impose conditions that are appropriate to promote one or more of the four licensing objectives. Such conditions must also be expressed in unequivocal and unambiguous terms to avoid legal dispute.

Conditions consistent with the operating schedule – Conditions include any limitations or restrictions attached to a licence or certificate and essentially, they are the steps or actions the holder of the premises licence or the club premises certificate will always be required to take or refrain from taking when licensable activities are taking place at the premises in question.

Councillor – An elected member of the Council

Cumulative impact area – Area that the licensing authority has identified in their licensing policy statement where there is a saturation of licensed premises and the ‘cumulative impact’ of any additional licensed premises could affect the licensing objectives. Further information on cumulative impact areas is available in the Amended Guidance issued under Section 182 of the Licensing Act 2003 on the Home Office website <http://www.homeoffice.gov.uk/publications/alcohol-drugs/alcohol/guidance-section-182-licensing?view=Binary>).

CSE - Child Sexual Exploitation

Designated Premises Supervisor (DPS) – The designated premises supervisor (DPS) is a personal licence holder specified in the premises licence. All premises licensed to sell alcohol will have an identified personal licence holder, known as the DPS. The purpose of the DPS is to ensure there is always one specified individual who can be identified as a person in a position of authority on the premises.

Designated Public Place Order (DPPO)/Public Space Protection Order (PSPO) - Designated Public Place Orders are used by local authorities to deal with the problems of antisocial alcohol drinking in public places. Once a DPPO is in place the police can use their confiscation powers to enforce the restriction. It is not an offence to consume alcohol within a designated area, but failure to comply with an officer’s requests to stop drinking and surrender alcohol without reasonable excuse is. This power has been replaced by Public

Spaces Protection Orders (PSPOs), which were brought in under the Antisocial Behaviour, Crime and Policing Act 2014. PSPOs specify an area where activities are taking place that are or may likely be detrimental to the local community's quality of life. PSPOs impose conditions or restrictions on people using that area.

Door supervisors - Door supervisors are responsible for the safety and security of customers and staff in venues such as pubs, bars, nightclubs and other licensed premises or at public events.

Expedited/summary review – A chief officer of police can apply for an expedited/summary review of a premises licence because of serious crime and/or serious disorder under s.53A of the Licensing Act 2003.

Family-friendly venues - Places that people with children can attend. These need not necessarily be places specifically aimed at children but could be premises appealing to adults that also provide for children.

Fee bands – In determining the amount of the licence fee for applications for new premises licences and club premises certificates, and full variations to licences or certificates, each premises falls into a band based on its non-domestic rateable value. All premises licences and club premises certificates have a fee band, regardless of whether they pay a fee or not. For 2011/12, the application fees associated with each band for a new licence or certificate are as follows: Band A (£100); Band B (£190); Band C (£315); Band D [no multiplier] (£450); Band D with multiplier (£900); Band E [no multiplier] (£635); Band E with multiplier (£1,905). The subsequent annual fees associated with each licence or certificate are as follows: Band A (£70); Band B (£180); Band C (£295); Band D [no multiplier] (£320); Band D with multiplier (£640); Band E [no multiplier] (£350); Band E with multiplier (£1,050).

Forfeited (personal licence) – Suspension following a court order under s.129 of the Licensing Act 2003 specified (and where that order has not been suspended, pending an appeal under s.129(4) or 130 of the Act).

Guidance - Section 182 of the Licensing Act 2003 provides that the Secretary of State must issue, and from time to time may revise, guidance to licensing authorities on the discharge of their functions under the 2003 Act. The Guidance is provided for licensing authorities carrying out their functions. It also provides information for magistrates hearing appeals against licensing decisions and has been made widely available for the benefit of operators of licensed premises, their legal advisers and the public. It is a key mechanism for promoting best practice, ensuring consistent application of licensing powers across the country and for promoting fairness, equal treatment and proportionality.

Hearing – Used in the context of applications for a premises licence or club premises certificate that go to a hearing for determining applications for a premises licence, for provisional statements, to vary a premises licence, for club premises certificates, and to vary club premises certificates. The hearings figures

in this release exclude applications for a change to DPS, transfer of premises licence, review, or cancellation of interim authority notices following police objections that went to a hearing.

In the vicinity - Whether somebody lives or works 'in the vicinity' of a premise is a matter that will be decided by the relevant licensing authority. The word has no technical meaning and in licensing matters should be interpreted as an ordinary English word and in a commonsense fashion. In doing this, licensing authorities might consider whether the party is likely to be affected by any disorder or disturbance occurring or potentially occurring at those premises.

Irresponsible promotions - An irresponsible promotion is one that encourages the sale or supply of alcohol for consumption on the premises and carries a significant risk of leading or contributing to crime and disorder, prejudice to public safety, public nuisance or harm to children.

Judicial review – includes only those where the High Court notified parties of its decision in the time period specified.

Lapsed (club certificate) – Where a club premises certificate has lapsed because it had effect for a limited period, but that period has since expired.

Lapsed (premises licence) – Where a premises licence has lapsed due to the death, incapacity, insolvency etc. of the licence holder, as set out under s.27 of the Licensing Act 2003. Excludes instances where a premises licence was in effect for a limited period, but the period has since expired (e.g. one-off events).

Late night refreshment – The provision of late-night refreshment means the supply of hot food or hot drink to the public, for consumption on or off the premises, between 11pm and 5am, or the supply of hot food or hot drink to anyone between 11pm and 5am, on or from premises to which the public has access. However, there are several exemptions in Schedule 2 of the Licensing Act 2003 (e.g. vending machines in certain circumstances, where the hot food or hot drink is supplied free of charge, or where it is supplied by a registered charity).

Licensable activities - Licensable activities are the sale of alcohol, the supply of alcohol by or on behalf of a club to, or to the order of, a member of the club, the provision of regulated entertainment and the provision of late-night refreshment. If you carry on any of these activities, you are likely to need an authorisation (a premises licence, a club premises certificate or a temporary event notice).

Licensee - Generally refers to the holder of a premises licence but also includes in this policy an applicant for a premises licence or applicant for a provisional statement unless otherwise stated.

Licensing Act 2003 – The Licensing Act 2003 became law on 24 November 2005. The Licensing Act 2003 (the Act) introduced a single licence scheme for licensing premises that:

- Supply alcohol
- Provide regulated entertainment
- Provide late-night refreshment

Licensing authority – The licensing authority is responsible for the licensing of alcohol, regulated entertainment and late-night refreshment. Durham County Council

Licensing authority area – The geographical area where a licensing authority exercises its functions under the Licensing Act 2003.

Licensing objectives - Licensing authorities must carry out their functions with a view to promoting four licensing objectives. These are:

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

Licensing authorities must decide applications in connection with premises licences and club premises certificates on the basis of the steps it considers appropriate to promote these objectives. Each objective is of equal importance.

Licensing Policy - See Statement of Licensing Policy

Licensing register - Licensing authorities are required to keep a register containing a record of all premises licences, club premises certificates and personal licences issued by it and temporary event notices received by it, as well as various other matters set out in Schedule 3 to the 2003 Act. Full details of the information that must be contained in the licensing authority register can be found on the DCMS website. You can inspect the licensing authority's register of licences during office hours without charge.

Licensing subcommittee - Full licensing committees delegate a number of their functions to one or more 'licensing subcommittees'. These are made up of three members of the full licensing committee.

Local authority (LA) type – There are six main LA types which share similar characteristics such as size and therefore they hold similar licensing statistics: Unitary Authorities; Metropolitan Districts; District Authorities; Welsh Unitary Authorities; London Boroughs and Unspecified (Inner Temple and Middle Temple within Greater London).

Mandatory Conditions - The 2003 Act provides for Mandatory Conditions to be included in every licence and/or club premises certificate. See Mandatory Condition section for conditions.

Minor variation (to licence or certificate) – Small variations that will not impact adversely on the licensing objectives are subject to a simplified 'minor variations' process. Variations to:

- extend licensing hours for the sale or supply of alcohol for consumption on or off the premises between the hours of 11pm and 7am; or
- increase the amount of time on any day during which alcohol may be sold or supplied for consumption on or off the premises are excluded from the minor variations process and must be treated as full variations in all cases.

Multiplier – Multipliers are applied to premises used exclusively or primarily for the supply of alcohol for consumption on the premises under the authorisation of a premises licence (fee bands D and E only).

Off-sales – The sale by retail of alcohol for consumption off the premises.

On-sales – The sale by retail of alcohol and the supply of alcohol (by clubs) for consumption on the premises.

Operating schedule - The operating schedule is the part of the application form for a premises licence or club premises certificate where the applicant sets out various details about how they propose to operate the premises when carrying on licensable activities. Among other things, it must include a description of the proposed licensable activities, proposed opening hours and times for licensable activities, proposed duration of the licence or certificate, and a statement of the steps the applicant proposes to take to promote the licensing objectives (for example, arrangements for door security to prevent crime and disorder). The significance of the operating schedule is that if the application for the premises licence or club premises certificate is granted, it will be incorporated into the licence or certificate itself and will set out the permitted activities and the limitations on them.

Personal licence – Personal licences authorise an individual to supply alcohol, or authorise the supply of alcohol in accordance with a premises licence or a temporary event notice. Not everybody who works in any licensed premises will need to hold a personal licence; however, all premises licensed to sell alcohol will have an identified personal licence holder, known as the designated premises. In addition, all supplies of alcohol under a premises licence must be made or authorised by a person who holds a personal licence.

Premises licence – Authorising a premises to be used for the sale or supply of alcohol, the provision of regulated entertainment or the provision of late night refreshment, under the Licensing Act 2003. This includes time-limited premises licences. A premises licence fee is based on its non-domestic rateable value.

Provisional statement - This 'statement' can be applied for where premises are being or about to be constructed for licensable activities. This will give the owner some reassurance about whether a licence would be granted if the premises were built as set out in the application for the provisional statement. However, a provisional statement is not an authorisation, so the relevant permission must still be obtained to carry on licensable activities.

Qualifying club – Qualifying clubs are those clubs that meet the special requirements set out in Part 4 of the 2003 Act (regarding membership, that the club is established and conducted in good faith, and special conditions where the club supplies alcohol to its members). These are clubs where members join for a social, sporting or political purpose and then combine to purchase alcohol in bulk for its members (see examples under ‘Club Premises Certificate’ above). Such clubs carry on activities from premises to which public access is restricted and where alcohol is supplied other than for profit.

Region – Licensing authority data, presented as a supplementary table to this release, are also grouped into regions. Formerly covered by the Government Office Regions until they closed on 31 March 2011, there are nine regions in England: North East; North West; Yorkshire and the Humber; East Midlands; West Midlands; East of England; London; South East; South West. The Welsh licensing authorities are not regionalised in the tables.

Regulated entertainment - Generally speaking, the provision of regulated entertainment means the commercial or public provision of entertainment facilities or the commercial or public provision of any of the following sorts of entertainment:

- The performance of a play
- An exhibition of a film
- An indoor sporting events
- Boxing or wrestling entertainment
- A performance of live music
- Any playing of recorded music
- A performance of dance
- Entertainment of a similar description to live music, recorded music or dance.

Schedule 1 of the Licensing Act 2003 contains further specific rules about where the definition of ‘regulated entertainment’ applies. These rules concern the intended audience and whether the regulated entertainment is for profit.

See the policy for details of which entertainment is deregulated and, therefore, not licensable.

Relevant representation - These are written representations about the likely effect of the grant of an application for or variation to a premises licence or club premises certificate, on the promotion of the licensing objectives. Any persons, such as residents, or businesses and responsible authorities, such as Environmental Health, can make representations. The term ‘relevant’ refers to representations that are considered ‘valid’ by the licensing authority. The representations must be made within 28 days after the day on which the application is given and if made by a person other than a responsible authority must be made seriously (i.e. must not be frivolous or vexatious). Representations can also be made in relation to an application for the review of a premises licence or club premises certificate.

Representation - Submission made to the licensing authority in respect of an application. Representations can be in support or against an application.

Revoked (personal licence) – If the holder of a personal licence is convicted of an offence during the application period for the licence, the licence may be revoked under s.124 of the Licensing Act 2003.

Responsible Authorities - Responsible authorities include public bodies that must be notified of applications and are entitled to make representations to the licensing authority in relation to the application for the grant, variation or review of a premises licence or club premises certificate. Any representations must be about the likely effect of granting the application on the promotion of the licensing objectives.

Review - Interested parties including residents can also request a review of a premises licence when problems occur that are related to the licensing objectives. Following the review, the licensing authority can consider a range of responses such as suspending or revoking the licences, excluding certain licensable activities or changing conditions attached to a licence. However, it can only take these actions where they are appropriate to address the problem and promote one or more of the four licensing objectives.

Risk assessment - The overall process of identifying all the risks to and from an activity and assessing the potential impact of each risk.

Statement of licensing policy - Every licensing authority will publish a 'statement of licensing policy' at least every five years. This will set out the general approach the licensing authority will take when making licensing decisions.

Surrender (of licence) – If the holder of a licence wishes to surrender it, it is done according to the provisions under section 28 (for a premises licence), section 81 (for a club certificate) and section 116 (for a personal licence).

Suspended by the court (premises licence) – A power under s.147 of the Licensing Act 2003 (as amended by the Violent Crime Reduction Act 2006) to suspend a license for the sale or supply of alcohol, following an offence of persistently selling to underage children.

Suspended by the court (personal licence) – Suspension following a court order under s.129 of the Licensing Act 2003 specified (and where that order has not been suspended, pending an appeal under s.129(4) or 130 of the Act).

Temporary event notice (TEN) – This is the notice that organisers' of small-scale temporary events must give to make it a 'permitted temporary activity'. This notice must be in a prescribed form. There are certain limitations imposed on this system.

Types of Licence:

- **Premises licences** - A premises licence can be used for the sale or supply of alcohol, the provision of regulated entertainment or the provision of late-night refreshment or any combination of these activities. Its use for retail sale of alcohol

is for consumption on the premises, off the premises, or both on and off the premises.

- **Club premises certificates** - A club premises certificate authorises a 'qualifying club' to carry out 'qualifying club activities'. This includes time-limited certificates. A qualifying club is established and conducted in good faith as a club; has at least 25 members; and does not supply alcohol to members on the premises otherwise than by or on behalf of the club. These qualifying clubs (such as the Royal British Legion, working men's clubs, cricket clubs) are generally organisations where members join for a particular social, sporting or political purpose and then the club purchases alcohol in bulk for its members.
- **Personal licences** - The personal licence is separate from the licence which authorises the premises to be used for the supply of alcohol. Sales of alcohol may not be made under a premises licence (other than a community premises that has successfully applied to remove this requirement) unless there is a Designated Premises Supervisor in respect of the premises (who must hold a personal licence); and every sale must be made or authorised by a personal licence holder.
- **Regulated entertainment and late-night refreshment licences** - Regulated entertainment licensing is not covered in these statistics and is the responsibility of the Department for Culture, Media and Sport. Late night refreshment is the provision of hot food or drink to the public, for consumption on or off the premises, between 11pm and 5am or the supply of hot food or hot drink to any persons between those hours on or from premises to which the public has access.
- **24-hour alcohol licences** - The possession of a 24-hour licence does not necessarily mean that the premises will choose to open for 24 hours. Prior to the 2003 Act, hotels were often authorised to sell alcohol to residents and their private guests only outside of permitted licensing hours.

Variation - See Application to vary a premises licence

Variation (to club premises certificate) – Applications made under s.84 of the Licensing Act 2003 to change the terms of a club premises certificate, for example the qualifying club activities or the conditions.

Vertical drinking - The sale and consumption of alcohol at premises with little or no seating for patrons.

Appendix I Guidance for the Protection of Young People - Children and young people under 18 years of age who attend events at licensed premises

The protection of children from harm is one of the four licensing objectives that underpin the Licensing Act 2003. Events aimed at attracting young people under 18 years old could involve some risk, even though alcohol may not be available at the event. Mixed age events (attended by young people, where alcohol is available for sale to persons over 18) increases this potential risk.

The Durham Safeguarding Partnership for Children and Young People expects that where children are permitted, the licensed environment must be safe and family friendly, in line with the council's licensing policy. We consider that licensed premises should operate in accordance with the following principles:

The Provision of a Family Friendly Environment

- **Alcohol** - Provisions should be in place to see that alcohol is not served to, or purchased on behalf of, under-age young people. This should include use of a recognised age verification initiative (Challenge 25) which requires, for example, photographic evidence of identity. All staff responsible for selling age restricted goods should be trained and staff training records should be maintained. This initiative should operate in compliance with the partnership guidance issued by Durham Constabulary, the Durham Safeguarding Children Partnership and Trading Standards.

The Durham Safeguarding Children Partnership expects that children will not be exposed, at licensed premises, to persons who are behaving irresponsibly (for example if they behave in a drunk or disorderly manner, if they become aggressive, use strong or offensive language, or engage in otherwise inappropriate behaviour).

Premises or clubs found to be selling alcohol illegally or irresponsibly, or those failing to provide a family friendly environment, are expected to attend the relevant training to safeguard children from the risks associated with alcohol.

- **Advertising** - Drinks promotions must comply with the requirements of the mandatory licence conditions. Applicants are recommended to consider advertising products and promotions in compliance with a recognised Code of Practice. Alcohol should not be advertised in a manner that may incite or attract young people to drink. Applicants should also consider their soft drink pricing policy so as not to discourage consumption of soft drinks by customers;
- **Signage** - should be displayed to indicate the age verification policy, the location of the designated family area and any restrictions relating to children (for example, if they are required in time to be off the premises)
- **Drugs/New Psychoactive Substances** - The trade or misuse of drugs or Psychoactive Substances (also known as legal highs) at licensed premises is

a safeguarding concern. At premises, clubs or events where substance misuse issues have been identified, the Durham Safeguarding Children Partnership expects that the premises management, or event organizer, shall implement a risk management plan and consider whether harm reduction measures would be appropriate as part of their policy.

It is expected that a risk management plan would include: the maintenance of an incident log; signage; regular and audited patrols of the premise including toilet/external areas; staff training and maintenance of training records; proactive interventions with customers considered to be at risk of harm; the use of safe ejection procedures.

Premises/clubs are expected to address substance misuse activity by working in partnership with the police and other agencies such as the Security Industry Authority. Event managers are also expected to manage risk in partnership with substance misuse treatment services or qualified welfare experts;

- **Noise** - Managers of licensed premises or clubs that are situated in residential areas need to be aware that children and young people living near those premises may be disturbed by any excessive noise (for example: loud music or noise made by customers leaving premises late at night). This should be addressed through signage and verbal advice to customers or members. If children are living at a licensed premises, consideration should be given to the impact of noise on the welfare of those children
- **Location** - Where licensed premises, certificated clubs or gambling premises are near schools, nurseries, parks, or other children's provision, there needs to be an awareness of how issues such as alcohol misuse, criminality, advertising and adult entertainment may impact on children, particularly during the day and in outside areas
- **Entertainment** - Safeguarding measures must be in place for the protection of children from adult entertainment, including striptease, 'blue' comedians, adult gambling, or the showing of films with inappropriate classifications or films considered unsuitable for children by the council
- **Child Entertainment** - Where an activity takes place at a licensed venue which is directly aimed at children, such as a children's party or show, consideration must be given to the content of the performance, the number of adults required to be present, the responsibilities of those adults required to be present and the responsibilities of staff, to ensure that children are supervised and protected from harm.
- **Staff supervision** - If staff have responsibilities for supervising children's activities in the absence of a responsible adult, or if staff are in one to one private contact with children, they should be appropriately vetted. If an activity requires children to be accompanied by a responsible adult, this requirement should be publicised (in the booking contract, tickets or publicity materials) and strictly enforced. Consideration must also be given to whether a child performance licence is required.

- **Child-Minding** - If children are living on the premises then adequate minding arrangements must be in place whilst their parents/carers are working. Working staff should not 'mind' children from a remote location, or attempt to care for children within the licensed areas when operating under a premises licence
- **Outside areas/play areas** - Children's play areas must comply with the requirements of the Health Protection Service and health and safety legislation will apply. All external areas should be routinely monitored to prevent children from being at risk of harm. Signage should be displayed regarding the policy for supervising children in play areas
- **Restrictions** - Where the council has placed specific restrictions on a licence relating to children, any breach of those restrictions, coming to the attention of the safeguarding partners, will be reported immediately to the Licensing Authority. The Durham Safeguarding Children Partnership considers that the restrictions imposed by licence conditions apply to all children accessing the event, premises or club, including children living, working, entertaining or socialising at licensed establishments
- **Smoking** - Children exposed to the effects of a smoking environment are at risk of harm and consideration must be given to the welfare of children when designating any external smoking areas. Consideration should also be given to the supervision of children if adults temporarily exit the premises to smoke. The Durham Safeguarding Children Partnership expects that at premises, where smoking is the main or sole activity (such as shisha venues), a policy should be in place to prevent underage tobacco sale, to prevent children being exposed the effects of smoke, and to prevent children being exposed to an adult-orientated environment.

B Staffing arrangements - Children working or involved in performance or entertainment

- **Under 18 staff** - No staff under the age of 18 years are to be employed (paid or unpaid) on the premises where adult entertainment takes place
- **Children of non-compulsory school age** – they are restricted when selling alcohol and sales may only take place in compliance with the Guidance issued under Section 182 of the Licensing Act 2003 which requires specific supervision by a designated 'responsible person'
- **Young people working** - If children of non-compulsory age are working within a licensed premises/club or event, the terms and conditions of their work must comply with health and safety working time regulations and a safeguarding risk assessment should be undertaken
- **Exclusion of children by condition** - Children must not remain in a licensed area if there are conditions to prohibit this

- **Work permits** - A work permit must be obtained for all children who are employed whilst of compulsory school age and regulations must be complied with regarding the type and hours of work they are permitted to undertake
- **Children performing** - Children involved in entertainment or performance may require a licence from the Council to ensure the necessary safeguards are in place. Children must not participate in performance or entertainment in breach of any restrictions imposed by any licence conditions
- **Submission of risk assessments** - It is expected that safeguarding risk assessments will be submitted to the council at the point of applying for a work permit or performance licence and that the Council's good practice guidance for chaperones is complied with for all children working or performing under the age of 18 years.
- **Vetting** - the applicant is responsible for ensuring that any staff working on licensed premises who may have specific access to children through the nature of their employment (for example, coaching, supervised play areas, children's entertainment) have appropriate Disclosure Barring Service (DBS) checks which are current
- **Entertainers** - children's entertainers who are contracted to work at licensed premises/clubs or events should produce a reference or if their responsibilities involve private contact with children or supervision, a personal and recent enhanced DBS check should be produced. This also applies to individuals volunteering their services, such as play supervisors or providers of children's entertainment.

Where an activity takes place at a licensed venue which is directly aimed at children, such as a children's party or show, consideration must be given to the content of the performance and the number of adults required to be present, the responsibilities of those adults required to be present and the responsibilities of staff, all to ensure that children are supervised and protected from harm.

- **Staff supervision** - If staff have responsibilities for supervising children's activities in the absence of a responsible adult, or if staff are in one-to-one private contact with children, they should be appropriately vetted. If an activity requires children to be accompanied by a responsible adult, this requirement should be publicised (in the booking contract, tickets or publicity materials) and strictly enforced. Consideration must also be given to whether a child performance licence is required.
- **Clear management plans** - should be in place demonstrating how the licence holder intends to control and mitigate the potential harm to individuals under 18 years of age attending these events, irrespective of whether alcohol is available or not.
- **Code of conduct** - Whilst every event should be assessed on its own merits, the Licensing Authority, Police and Local Safeguarding Children's Board strongly recommend that a code of conduct/policy for these events is

adopted to ensure that the four Licensing Objectives are complied with, particularly the Protection of Children from Harm objective. Measures expected to be considered include:

A Under 18 Only Events

- 1 The Police Harm Reduction Unit, DCC Licensing Services and Local Safeguarding Children's Board must be notified of any under 18 events at least 28 days in advance of the event. Such notification should be from the premises licence holder or the DPS. They would be held accountable should the event undermine any of the licensing objectives.
- 2 The premises must be covered by colour, digital CCTV which meets the requirements and expectations of the Police and council. This equipment to record whilst the event is being held on the premises; all recordings to be retained for a minimum period of 28 days and to be made available upon request to the Police or authorised officers of the council within a period of 7 days.
- 3 The operator to ensure that the premises have enough SIA registered security staff and they are employed to meet at least the following minimum ratio: 2 for the first 100 customers, one of which being female, 2 for the second 100 customers and 1 for every 100 customers thereafter. At least one member of security staff being employed as a floorwalker and constantly monitoring patrons for evidence of alcohol or drugs and protecting patrons from unwanted attention or harassment.
- 4 Ensure efficient entry and dispersal procedures are in place so that young people are not left in a vulnerable position outside of the premises.
- 5 Where there is normally a bar, ensuring that alcohol is not on display and is locked away.
- 6 Ensuring that there is at least 1 hour between the conclusion of the youth event and the venue opening for the commencement of any adult entertainment.
- 7 Searches on entry, to include all bags, to prevent alcohol and other illegal substances being brought onto the premises.
- 8 Where alcohol is seized from persons aged under 18, the details to be recorded in a register.
- 9 Any prior marketing of the event (internet, flyers, posters etc.) to make it clear that no alcohol will be sold to under 18's, nobody who appears to be drunk will be allowed admission to the event and searches will take place to ensure that no alcohol is brought into the venue. Permissible ages for attendance at the event to be printed in prominent writing on any tickets issued for the event.
- 10 Ensure a policy is in place for dealing with under 18's who appear to be under the influence of drugs or alcohol which incorporates the level of duty of care expected to be provided.
- 11 Toilet checks being carried out at regular intervals and records of such checks retained.

- 12 First aid provision to be available at the premises.
- 13 Ensure a policy is in place to prevent under aged persons leaving and returning to the premises to consume alcohol outside.
- 14 For events held on a Thursday, Friday or Saturday evening a terminal hour of no later than 11.00pm.
- 15 An area should be designated as a safe space, whereby ill or intoxicated persons, including minors, can be taken to a place of safety for medical treatment or, in the case of minors, until reunited with a parent, guardian or responsible adult.

B Additional Measures expected to be considered for Mixed Age Events

1. All patrons to be given a secure wristband of different colours, differentiating over 18's from under 18's.
2. Only one alcoholic drink to be purchased at any one time by an individual aged over 18 years of age.
3. At least 2 SIA registered security staff acting as floorwalkers to constantly monitor patrons aged under 18 years of age for evidence of alcohol or drugs and to protect patrons from unwanted attention or harassment.
4. Children under 16 years of age should not be permitted to attend the event unless accompanied by a responsible adult. Each responsible adult should not be responsible for more than 4 such children.
5. All drinks to be served in plastic or polycarbonate glasses.

It must be stressed that the above measures are not considered to be an exhaustive list and licensees are encouraged to discuss the management of any such events in detail with the responsible authorities as part of their risk management process.

Appendix II Framework Hours: recommended terminal hours for the sale of alcohol and the provision of late-night refreshment for different types of premises

Category of Premises	Weekdays*	Weekends*	Bank Holidays*
Premises licensed for the sale or supply of alcohol for consumption on or off the premises e.g. pubs, social clubs and nightclubs	07.00 to 00.00	07.00 to 01.00	Good Friday Plus 1 Hour. For all other bank holidays, an additional hour be added to the terminal hour of the day preceding the bank holiday (i.e. if the Monday is the bank holiday, the Sunday is normal trading plus 1 hour)
Premises licensed for the sale of alcohol for consumption off the premises only e.g. off licences, supermarkets and garages	07.00 to 23.30	07.00 to 00.30	Good Friday Plus 1 Hour. For all other bank holidays, an additional hour be added to the terminal hour of the day preceding the bank holiday (i.e. if the Monday is the bank holiday, the Sunday is normal trading plus 1 hour)
Premises with licences not including the sale or supply of alcohol (community centres, village halls)	07.00 to 00.00	07.00 to 01.00	Good Friday Plus 1 Hour. For all other bank holidays, an additional hour be added to the terminal hour of the day preceding the bank holiday (i.e. if the Monday is the bank holiday, the Sunday is normal trading plus 1 hour)
Premises licensed primarily for late night refreshment e.g. takeaways	01.00	02.00	Good Friday Plus 1 Hour. For all other bank holidays, an additional hour be added to the terminal hour of the day preceding the bank holiday (i.e. if the Monday is the bank holiday, the Sunday is normal trading plus 1 hour)

* **NOTE:** For the purposes of this matrix, weekdays mean Monday to Thursday; Weekends include Friday night into Saturday Morning, Saturday night into Sunday morning and Sunday night into Monday morning; and Bank Holidays means Sunday night into Monday morning and Monday night into Tuesday morning.

Appendix III Contact Details for DCC Licensing Services and all Responsible Authorities in County Durham under the Licensing Act 2003

Responsible Authority	Contact
Licensing Authority	Durham County Council EHCP (Licensing) PO Box 617 Durham DH1 9HZ Tel. 03000 261016 licensingenforcement@durham.gov.uk
Chief Officer of Police	Harm Reduction Unit Durham Constabulary Annand House John Street North Meadowfield County Durham DH7 8RS Tel. 0191 3752351 ahru@durham.pnn.police.uk
Fire Authority	Fire Safety Division County Durham & Darlington Fire and Rescue Service Fire and Rescue Service Headquarters Belmont Business Park Durham DH1 1TW Tel. 0345 305 8383 firesafety@ddfire.gov.uk
Health and Safety Enforcing Authority - Depending upon the enforcing Health & Safety authority for the premises to which the application relates, send to one of the following: (Contact either authority to confirm which one is the enforcing authority for your premises, or look at the 'Health and Safety Law – What You Should Know' poster on display in the premises)	Durham County Council EHCP (Safety) PO Box 617 Durham DH1 9HZ Tel. 03000 261016 HM Principal Inspector Health and Safety Executive Yorkshire and North East Division Alnwick House Benson Park View Newcastle upon Tyne NE98 1YX Tel. 0345 300 9923 http://www.hse.gov.uk/contact/
Planning Depending upon which area the application relates, send to one of the following:	Durham City / Easington Areas Durham County Council Planning Development (Central/East) PO Box 616 Durham

	<p>DH1 9HY</p> <p>Chester-le-Street / Derwentside Areas Durham County Council Planning Development (North) PO Box 255 Chester-le-Street DH3 9EA</p> <p>Wear Valley / Sedgfield / Teesdale Areas Durham County Council Planning Development (South/West) PO Box 114 Spennymoor DL16 9BW</p> <p>Tel. 03000 26 0000 http://www.durham.gov.uk/enquiries</p>
Environmental Health	<p>Durham County Council EHCP (Pollution Control) PO Box 617 Durham DH1 9HZ</p> <p>Tel. 03000 261016 http://www.durham.gov.uk/enquiries</p>
Protection of Children from Harm	<p>Durham Local Safeguarding Children Board Durham County Council County Hall Durham DH1 5UJ</p> <p>Tel. 03000 26 0000 http://www.durham.gov.uk/enquiries</p>
Weights and Measures Authority (Trading Standards)	<p>Consumer Protection Manager Durham County Council EHCP (Trading Standards) PO Box 617 Durham DH1 9HZ</p> <p>Tel. 03000 261016 tradingstandards@durham.gov.uk</p>
Public Health	<p>Director of Public Health Room 3/56 – 3/71 Public Health Children and Adults services Durham County Council County Hall Durham DH1 5UJ</p> <p>Tel. 03000 260000 http://www.durham.gov.uk/enquiries</p>

Appendix IV Important Information for Residents and Other Persons – How residents and businesses can have their say in respect of licence applications and the operation of licensed premises in their area

This appendix provides information to residents and businesses on how to find out about applications and submit any comments (representations) in respect of them. Representations do not have to be objections and can be made in support of an application. In this section, references to ‘licences’ shall also be relevant to Club Premises Certificates.

Further useful information and guidance can be found on the Council’s website at: www.durham.gov.uk and on the Governments website at: www.gov.uk/alcohol-licensing

- a) **Advertising applications** - Applicants for new licences and variations to existing licences must advertise the application in two ways:
- **Placing a notice at or on the premises:**
 - On A4 (or larger) pale blue paper (or on white paper, in the case of an application for a Minor Variation)
 - Printed legibly in black ink or typed in a font of at least 16 point
 - Placed prominently at or on the premises where it can be conveniently read from the exterior of the premises
 - Placed every 50 metres on the external perimeter of the premises abutting any highway (where applicable)
 - **Placing a notice in a newspaper (not applicable for a Minor variation):**
 - Newspaper circulation must be near the premises (or if there isn’t a local paper, in a local newsletter or circular)
 - Advertisement will be at least once in the ten days following the application being given to the licensing authority

Both notices are required to give a brief description of the application including:

- The name of the applicant or club
- The postal address of the applicant or club
- The postal address and, where applicable, the internet address where we keep our licensing register and where and when the record of the application may be inspected
- The date by which representations from responsible authorities or other persons should be received and how these representations should be made
- That it is an offence to knowingly or recklessly make a false statement in connection with an application, and the maximum fine for which a person is liable on summary conviction for the offence

Non-statutory advertising – DCC Licensing Services also provides information on the council website and will email notifications of applications received by the council to County Councillors. We will also provide this information to MPs and Parish Councils on request.

The Council is not legally required to do this, and this information is provided as a courtesy to members and residents and there may be occasions when notice is not provided. Therefore, it is good practice to regularly check the Council's website and notices on premises in your local area.

Licensing Register - The electronic Licensing Register contains copies of all premises licences and Club Premises Certificates in County Durham. An application can be viewed in person, upon appointment, with DCC Licensing Services or a copy can be provided upon request. The licensing authority's 'licensing register' is not currently available online however the council is developing its on-line licensing capabilities and this service may be available soon.

Representations - If you want your views to be considered by the Council in respect of an application, you must submit a 'relevant representation'.

A relevant representation must:

- a) Be made by any person or responsible authority (see Appendix III)
- b) Be made in writing to the licensing authority
- c) Be received by the licensing authority no later than 28 days after the date the application was made (ten days for a minor variation)
- d) Relate to the likely effect of the granting of the application upon one or more of the licensing objectives, which are:
 - The prevention of crime and disorder
 - The prevention of public nuisance
 - Public safety
 - The protection of children from harm

NOTE: Any representation that is considered as frivolous or vexatious by the licensing authority will not be accepted.

Representations may be made by email and the licensing authority does not require email representations to be followed up with a hard copy. Representations should be made to:

By Post:

Durham County Council
Licensing Services
PO Box 617
Durham
DH1 9HZ

Or by email: licensing@durham.gov.uk

Good practice for making a representation - you should clearly demonstrate how your representation affects the promotion of the licensing objectives. To achieve this:

- Provide an evidential base for the grounds of the representation, which could include written logs of problems, details of previous complaints, photographs or video evidence of the issues
- Ensure as far as possible that the representation is specific to the premises
- Consult the Licensing Policy, the Local Factors and Standards, and consider their relevance in relation to the application. If you consider that an application has not addressed any issues in the Policy, then you should highlight these and explain your reasons why you think these issues should be addressed
- Consider how you would like the issues to be addressed. For example, you may wish to propose additional or alternative conditions to those proposed in the application's operating schedule. Alternatively, you may wish to propose restricted hours or licensable activities
- If you are making a representation in support of an application, explain how the proposed application would promote the licensing objectives.
- Representations will not be considered if they are considered 'frivolous' or 'vexatious' by the licensing authority. 'Frivolous' and 'vexatious' have their ordinary meanings; therefore, the licensing authority might disregard representations that are made because of a business dispute between rivals or representations that lack seriousness

Disclosure of personal details - The council is required to provide the licence applicant with copies of any relevant representations received in respect of the application. The council may consider withholding some or all a person's personal details where that person can demonstrate they have a genuine and well-founded fear of intimidation and the circumstances justify such action.

The withholding of personal details by the licensing authority will only be taken in exceptional circumstances and any person requesting their details to be withheld will be expected to demonstrate why such action is necessary.

Where a person has concerns over an application but does not wish their personal details to be disclosed, alternative approaches include requesting a local councillor to submit a representation based on their concerns, or providing details on how the licensing objectives are likely to be undermined to a responsible authority, who may make representation if they consider it justifiable and appropriate to do so.

Councillors - can make their own representations in their capacity as a member of the Council. If you have concerns regarding premises and do not wish to submit a representation yourself, an alternative is to contact your local councillor to enquire whether they will make a representation. However, it is a matter for members whether they accept, and it is recommended that such requests are made in writing so that any request can be clearly demonstrated.

Nominations - If you have made a representation, you can nominate any person, including a local councillor, to represent you at the hearing. It is your responsibility to ensure that the nominated person is available and willing to represent you. As above, any request should be made in writing so that the licensing authority can be satisfied the person has been nominated by you prior to any hearing.

Appendix V Delegation of Licensing Functions

Where, under the provisions of the 2003 Act, there are no relevant representations on an application for the grant of a premises licence or club premises certificate or police objection to an application for a personal licence or to an activity taking place under the authority of a temporary event notice, these matters will be dealt with by officers to speed matters through the system.

Matters to be dealt with	Sub Committee	Officers
Application for personal licence	If a police objection	If no objection made
Application for personal licence with unspent convictions	All cases	
Application for premises licence/club premises certificate	If a relevant representation made	If no relevant representation made
Application for provisional statement	If a relevant representation made	If no relevant representation made
Application to vary premises licence/club premises certificate	If a relevant representation made	If no relevant representation made
Application to vary designated premises supervisor	If a police objection	All other cases
Request to be removed as designated premises supervisor	All cases	
Application for transfer of premises licence	If a police objection	All other cases
Applications for interim authorities	If a police objection	All other cases
Application to review premises licence/club premises certificate	All cases	
Decision on whether a representation is irrelevant frivolous vexatious etc	All cases	
Decision to object when local authority is a consultee and not the relevant authority considering the application	All cases	
Determination of an objection to a temporary event notice	All cases	
Determination of application to vary premises licence at community premises to include alternative licence condition	If a police objection	All other cases
Decision whether to consult other responsible authorities on minor variation application	All cases	
Determination of minor variation application	All cases	

From Revised Guidance issued under section 182 of the Licensing Act 2003

Appendix VI Suggestions, Recommendations and Examples - what may be included in applications and operating schedules to ensure that the licensing objectives are promoted

Table 1 below provides recommendations, suggestions and examples for how to prevent the specific crime/disorder outlined. This table is not exhaustive, and every applicant must consider the specific situation, location and circumstances associated with their premises, activities, clientele and workforce when identifying hazards, assessing risks and identifying controls.

Table 1. The Prevention of Crime and Disorder

Crime/Disorder	How to Prevent Crime/disorder
Illegal sales	<ul style="list-style-type: none"> • Implement a No ID – No Sale policy and use posters to advertise its use • Keep staff training records • Put up posters stating that proxy sales are unlawful • Record each time somebody is refused to be served due to being underage • Implement a plan to prevent counterfeit alcohol and tobacco sales • Operators should ensure staff are aware of the risks of proxy sales and take appropriate measures to prevent offences
Drunkness - Implementation of effective measures to prevent and deal with drunkenness at the premises	<ul style="list-style-type: none"> • Ensuring all alcohol sales are properly authorised - Positive consideration will be given to the DPS (and or at least one personal licence holder) being on duty on the premises at all times when it is open to the public • A documented policy in relation to preventing and managing drunkenness on the premises • Have procedures to deal with drunken customers • Access to the premises should not be permitted to any person who is visibly intoxicated • Participate in local “Pubwatch” schemes • Refuse to serve drunk people • Ensure a designated premises supervisor is on the premises whenever alcohol is sold • Do not have irresponsible promotions - Ensuring only responsible drinks promotions are operated at the premises • Plan for caring of intoxicated customers • Binge drinking reduction plan • Plans to distribute free drinking water • The sale of alcohol being subject to the use of waiter/waitress service for consumption by persons seated at tables • Displaying responsible drinking information and posters throughout the premises • Ensuring alcohol-free options are readily available • Making appropriate arrangements to ensure the safe transport home of vulnerable customers
Conflict - in and around the premises and the control of entry to and exit from the premises, including assessing the need for door supervisors	<ul style="list-style-type: none"> • Have procedures to deal with drunken anti-social behaviour • Effective monitoring of the premises (both interior and exterior) including the use of CCTV - A digital CCTV system installed in conjunction with any specification or recommendations of Durham Constabulary • Regular risk assessments • Implement a dispersal policy

<p>Theft</p> <p>Drugs</p>	<ul style="list-style-type: none"> • Club hopping minimising plan • Capacity management policy e.g. head counts • Have plans to minimise queues • Layout and lighting designed to minimise opportunities for crime and disorder • Alcohol free areas • A documented risk assessment assessing the need for door supervisors at the premises. Where employed, door supervisors should be easily identifiable (through high-visibility uniform) and employed in appropriate numbers and during appropriate times • Written records to be kept of any door supervisors on duty • Designing out crime in the layout of the premises • Implementation of documented reporting procedures at the premises. Documented records to be kept in respect of: <ul style="list-style-type: none"> - Lost and found property - Refused sales of alcohol - Thefts - Banned and ejected persons - Injuries - Complaints and any remedial action taken • Store alcohol away from doors • Security tag products • Ensure to have well-lit premises • Use well managed cloakrooms • Conduct searches in public and in view of CCTV • Devise an effective drugs policy containing details of search procedure and storage procedure of confiscated drugs <p><i>Devise a drink spiking policy see 6.7 and introduce relevant measures for the prevention and detection of spiking incidents</i></p>
<p>Weapons</p>	<ul style="list-style-type: none"> • Use drinking vessels which cannot create sharp edges • Ensure there are no loose items which can be used as weapons e.g. heavy ash trays
	<ul style="list-style-type: none"> • Bottle bans • Use toughened/safety glass to hold drinks • Train staff in connection with drugs, knives and weapons
<p>Door Supervisors and Body-worn Video</p>	<p><i>SIA registered door supervisors on duty at the premises to wear working body-worn video devices (body cams) that comply with the minimum requirements of the SIA and Police Licensing Team. See <u>Licensing Act 2003 Model Conditions - Door supervisors and body-worn video - Durham County Council</u> for further information and model requirements.</i></p>

Table 2 below provides recommendations, suggestions and examples of how to prevent the specific danger outlined. This table is not exhaustive, and every applicant must consider the specific situation, location and circumstances associated with their premises, activities, cliental and workforce when identifying hazards, assessing risks and identifying controls.

Table 2. Public Safety

Danger caused by...	How to prevent the danger
Fire	<ul style="list-style-type: none"> • Consider smoke free premises • Consider the fire risk of special effects • Have plans for a safe means of evacuation • Protect electrical installations, training of staff in fire safety and highlight visible escape routes in the fire risk assessment
Drinks	<ul style="list-style-type: none"> • Operation of a documented glass policy for the premises - A documented risk assessment in respect of the use of glassware on the premises. Where appropriate, plastic or polycarbonate drinking vessels shall be used, especially in outdoor areas or after specified hours • Operation of a documented glass collection and spillage policy - A documented policy to ensure that drinking vessels are not left unattended, and the efficient collection of glasses and cleaning up at the premises, especially in outdoor areas
	<ul style="list-style-type: none"> • Implement plans for reducing drink driving • Have plans to distribute free drinking water
Drugs	<ul style="list-style-type: none"> • Train staff in drug awareness • <i>Devise a drink spiking policy see 6.7 and introduce relevant measures for the prevention and detection of spiking incidents</i> • Report suspected and actual spiking to police • Use of controlled drugs wipes to identify where drugs may have
Over-occupancy	<ul style="list-style-type: none"> • Ensure safe design and layout of premises • Ensure that operating schedule states occupancy of individual floors • Use measures to count the number of people • Occupancy risk assessment – advice may be sought from the Fire and Rescue service
Lack of seating	<ul style="list-style-type: none"> • Provide seating in vertical drinking establishments
Arrival and dispersal	<ul style="list-style-type: none"> • Provide taxi contact information • Provide adequate lighting in car parks • Ensure a well-managed door policy and dispersal policy • Use and display of appropriate safety signage
Design, construction and layout	<ul style="list-style-type: none"> • Ensure the premises are suitably designed, constructed and laid out
Medical emergency	<ul style="list-style-type: none"> • Have a First Aid box available and a qualified First Aider • Have an accident book to log accidents • Have a written policy to deal with accidents and emergencies
The effective management of queues outside the premises	<ul style="list-style-type: none"> • Review the risk assessments regularly • Suitable and satisfactory safety policy in place • A documented policy addressing how queues outside the premises will be managed to ensure safety and prevent accidents, nuisance and disorderly behaviour

Table 3 below provides recommendations, suggestions and examples of how to prevent the specific nuisance type outlined. This table is not exhaustive, and every applicant must consider the specific situation, location and circumstances associated with their premises, activities, clientele and workforce when identifying hazards, assessing risks and identifying controls.

Table 3. The Prevention of Public Nuisance

Nuisance caused by	How to prevent the nuisance
Noise	<ul style="list-style-type: none"> • Prevention of noise breakout from the premises • Participation in any local community initiatives • Communication with residents and groups • Provision of a mobile contact number for the DPS or nominated person for the immediate resolution of problems • Hosting of meetings with residents to troubleshoot issues associated with the premises • Have suitable sound insulation in place • Consider car parking arrangements and effects on residents • Consider how much noise air conditioning systems create • Use a sound limitation device • Consider how much noise is created by taxis and routes to/from premises • Carry out regular noise monitoring • Train staff in reducing noise • Have a dispersal policy in place
<p>Waste</p> <p>Smoking</p> <p>Light</p>	<ul style="list-style-type: none"> • Have plans of how to limit noise upon leaving premises • Dispose of bottles after 10.00 and before 23.00rs • Locate DJs/speakers away from doors/windows • Prevent people loitering outside off-license shops • Plan deliveries to avoid nuisance • Use door supervisors to reduce noise • Implement measures to minimise or divert queues away from residential areas • Provide the manager’s contact details on request • Effective management of exterior spaces (e.g. beer gardens, smoking areas) • Supervision arrangements including how areas will be kept clean and free of litter, particularly at the end of trading • Customer noise and disturbance controls - Prevention of customers causing disturbance when leaving the premises • Policies for the dispersal of customers to ensure orderly conduct and minimise disturbance. • Supervision of customers leaving premises, including preventing customers congregating outside, the use of a winding-down period, providing a dedicated taxi/private hire calling service that operates a call-back facility • Cleansing arrangements and ensuring the premises and surrounding area are kept clean and free of litter • Policies in place in relation to supervision arrangements and how such areas will be kept clean and free of litter, particularly at the end of trading • Clearly identify the locations of bins • Consider other emissions, e.g. using suitable ventilation systems to reduce odours • Consider methods to collect drinking vessels, crockery, cutlery and litter • Control of the use of flyers and other promotional material to minimise litter • Consider whether there is a need for door supervisors to control customers in smoking areas and reduce noise • Use of noise barriers • Keep smoking areas away from neighbouring properties • Consider nuisance caused by light pollution when using lighting to ensure safety or preventing crime and disorder • Use suitable lighting units that only illuminate areas in need of lighting

Table 4 below provides recommendations, suggestions and examples of how to protect children from each of the dangers outlined. This table is not exhaustive, and every applicant must consider the specific situation, location and circumstances associated with their premises, activities, cliental and workforce when identifying hazards, assessing risks and identifying controls.

Table 4. The Protection of Children from Harm

Danger or Risk	Ways to Protect Children and Minimise risks
Underage Activity	<ul style="list-style-type: none"> • Use a proof of age scheme e.g. Challenge 25 and signpost its use • Use and maintain a refusal register which can be made available for inspection. Records should include the refusal date and time, the product attempted to buy and a physical description of the customer
	<ul style="list-style-type: none"> • Implement measures to avoid proxy sales including use of CCTV, regular patrols, posters stating proxy sales are illegal, posters not obstructing shop windows (so that staff can see if proxy sales occur outside) • Locate all gambling machines in areas under the supervision of staff
	<ul style="list-style-type: none"> • Control deliveries of alcohol to prevent underage sales • Train staff and maintain training records to ensure that they are available upon request
Sexual exploitation	<ul style="list-style-type: none"> • Implement a child sexual exploitation policy and report suspicious behaviour • Train staff to recognise indicators of exploitation
Age inappropriate cinema	<ul style="list-style-type: none"> • Specify film minimum age and display notices • Check age at point of sale and prior to entry to screening room
Unaccompanied children Prevention of underage sales of Age-restricted products, and access by underaged persons Acting to prevent proxy sales of Alcohol from the premises	<ul style="list-style-type: none"> • Implement procedures for lost and found children at large events • Follow the guidance in Appendix I. Guidance for the protection of young people under 18 years of age who attend events at licensed premises • The operation of challenge 25 (on-licence and off-licence) with acceptable forms of ID • Operators should ensure staff are aware of the risks of proxy-sales and take appropriate measures to prevent offences

Appendix VII Application Processes

Apply for a premises licence - if you need to sell or supply alcohol, late night hot food and drink or provide public entertainment, you will need to apply for a premises licence to be granted under the Licensing Act 2003. Alternatively, if you are a qualifying club, you will need a club premises certificate.

Guidance and forms are available from the UK.Gov

<https://www.gov.uk/government/publications/premises-licence-application-forms>

These documents give guidance on the application process for a premises licence. Application forms are also available above.

Regulated entertainment – includes:

- a performance of a play
- an exhibition of a film
- an indoor sporting event
- boxing or wrestling entertainment
- a performance of live music
- any playing of recorded music
- a performance of dance
- entertainment of a similar description falling within the last three categories (but only where the entertainment takes place in the presence of and for the purposes of entertaining that audience or spectators)

Late night refreshment - 'Late night refreshment' means the supply of hot food or hot drink to members of the public (whether for consumption on or off the premises) between the hours of 11.00pm and 5.00am.

Eligibility criteria - Any of the following may apply for a premises licence:

Anyone who uses or carries on a business in the premises to which the application relates to

- a recognised club
- a charity
- a health service body
- a person who is registered under the Care Standards Act 2000 in relation to an independent hospital
- a chief police officer of a force in England and Wales
- anyone discharging a statutory or function under Her Majesty's prerogative
- a person from an educational institute
- any other permitted person

Applicants must not be under 18 years of age.

Application evaluation process - We will only be able to deal with applications relating to premises located within County Durham. Applications must be correctly completed and include information as to the operating schedule, plan of the premises and a form of consent

from the premises supervisor (for applications where the sale of alcohol will be a licensable activity).

An **operating schedule** should include details of:

- the licensable activities
- the times when the activities will take place and any other times when the premises will be open to the public
- information regarding the person who will be specified in the Premises Licence as the Designated Premises Supervisor.
- whether the supply of any alcohol is for consumption on or off the premises (or both)
- the steps proposed to be taken to promote the licensing objectives
- the layout of the local area and physical environment including crime and disorder hotspots, proximity to residential premises and proximity to areas where children may congregate
- any risk posed to the local area by the applicants' proposed licensable activities
- any local initiatives (for example, local crime reduction initiatives or voluntary schemes including local taxi marshalling schemes, street pastors and other schemes) which may help to mitigate potential risks

When submitting your application to us, you must ensure that you take the following steps for it to progress:

- Advertise your application by displaying a public notice at the premises for 28 consecutive days (starting with the day after you submit your application to us).
- Place an advert in a local newspaper (at least once during the ten working days after you submit your application to us).
- Submit a copy of the application and required documents to all responsible authorities.

Other people and responsible authorities then have 20 working days in which to make representations about the application to us (as the licensing authority). Our “Reviewing and making representations about a club or premises” page has more information about other people and responsible authorities who can make representations in connection with a premises licence application.

Where no representations are made, we must grant the application, but conditions can be attached.

If relevant representations are made (in other words, they are not deemed to be frivolous or vexatious), it will be necessary to hold a hearing. This hearing must be held within 20 working days of the end of the representation period. The premises licence may then be granted - subject to conditions - or the application may be rejected. Licensable activities listed in the application could also be excluded.

We will serve a notice of our decision to the following within five working days of the hearing:

- the applicant
- any person who has made relevant representations
- any responsible authority who has made relevant representations

Matters arising with existing licences - Applications can also be made to vary or transfer a licence. As per the above, a hearing will take place if any relevant representations are made or conditions relating to a transfer are not met.

All other matters arising during the life of a premises licence that are controlled by the Licensing Act 2003, can be dealt with online.

Applicable fees - Gov.uk has a list of premises licence fees included in their alcohol licensing fee levels. Premises licence fees are statutory and are payable annually.

Implied granting of licence ('tacit consent') - If you have not heard from us, by the end of the target completion period we specify for dealing with your application, you have the legal right to act as though your licence has been granted. This is known as 'tacit consent'. This does not apply to minor variation applications.

Our target completion period for processing a correctly completed application is 90 working days. We aim to acknowledge your application within 5 working days of receipt. Please contact us using the details below if you have not received acknowledgement within 10 working days.

Apply online

- Apply for a premises licence
- Apply for a provisional statement
- Apply to remove Designated Premises Supervisor
- Apply to vary a premises licence
- Apply to vary a licence to specify an individual as designated premises supervisor
- Apply to transfer a premises licence
- Notification of an interest in premises under section 178
- Give an Interim Authority Notice
- Consent to transfer a premises licence
- Consent to be designated under Licensing Act 2003
- Apply for minor variation to premises licence
- Notification of change of name or address under licensing act 2003
- Request to be removed as designated premises supervisor
- Make annual payment for a premises licence

Applicant redress - If an application for a licence is refused, the failed applicant can appeal to a Magistrates' court within 21 days of notice of the decision. An applicant also has the right to appeal to the Magistrates' court within the same time frame against any conditions attached to a licence, a decision to reject a variation application, a decision to reject a transfer application or a decision to exclude an activity or person as designated premises supervisor.

Other persons/responsible authority redress - Other people and responsible authorities can make representations in connection with a premises licence application or apply for a review of an existing premises licence. Where this happens, a hearing will be held by the licensing authority within 90 working days of receipt of the application.

Our decision as a licensing authority will be communicated in writing within 5 working days of the hearing. Any appeals against this decision must be made to the Magistrates' court within 21 days of notice.

Consumer complaint - Contact us if you have any complaints concerning an existing premises licence.

Appendix VIII Planning and Development Control Matters

Planning Legislation and Building Regulations – Operation of licensed premises will require several additional approvals as well as under the Licensing Act 2003. One of the most important additional approvals is planning permission under the Town and Country Planning Act 1990. It is often the case that each discipline deals with applications which have relevance to the others' service area. Because of this, and being fully cognate of the benefits to the customer and better use of staff time in the enforcement arena, a procedure note has been jointly prepared with a view to improving linkages between the services.

The key aim of the note is to ensure standard operational procedures are put in place to ensure that issues of relevance to one service are routinely flagged with a customer as and when an application is made to an alternative team.

The planning, building control and licensing regimes will be properly separated to avoid duplication and inefficiency. Applications for premises licences for permanent commercial premises should normally be from businesses with planning consent for the property concerned. Licensing applications will not be a re-run of the planning application. The granting by the Licensing Committee of any variation of a licence, which involves a material alteration to a building, would not relieve the applicant of the need to apply for planning permission or building regulation control where appropriate.

Licensing control broadly covers two areas - those relating to the person and those to premises. Planning is concerned primarily with issues associated with the use of land. Having regard to this, planning regulation normally has no interest in licensing applications that relate to the person.

Planning permission is required for certain building operations (such as new buildings and alterations which materially affect the external appearance of the building) and material changes of use. Advice can be obtained from the Council's Planning Department on whether planning permission is required and about the planning process.

For those licensing applications, flagged as being of potential interest to Development Management (DM), the following process will apply:

- Relevant Licensing Team to notify relevant DM Office via e mail (see details below). When necessary, notification to include scanned details of licence application form.
- DM Office to check planning position (normally requiring site history search and consideration as to whether proposals require planning permission) and thereafter to inform Licensing Services of comments within the relevant consultation period
- Licensing Team to consider comments received from DM* and thereafter, following the issuing of the decision, send an electronic copy of the decision notice to the relevant DM Office

* Noting the separate legislative context, as discussed above, any comments made by DM to the effect that planning permission will be required for the proposal will, in most cases, not be influential to the final decision on a Licensing application. However, in these cases the Licensing Team will advise the customer that in addition to the License approval, an

application for planning permission will also be required. This advisory notification will provide the customer with the contact details, for the DM Officer, who should be contacted for further planning advice.

In some cases, involving applications made under the Licensing Act 2003, the DM Team may feel that there are clear and justified planning grounds (that coincide with the four aims of the Council's Licensing Policy) to object to a license application. An example of this could be where a previous planning application to carry out a form of development, now proposed in a licence application, has been refused and upheld at appeal on such grounds. In these cases, the DM Office will make clear in their response to the Licensing Team that a statutory objection is being lodged and as part of this response the grounds will be set out. In such cases the DM Office will also ensure representation is made at any committee at which the licence application is determined.

The Licensing Authority considers that in most cases all planning permissions, consents and certificates should be obtained before any licensing applications is made.

Under these circumstances, it is less likely that the local planning authority, as a Responsible Authority, will make representations in relation to the licensing application. Members of the public will also be less likely to be confused about the two separate issues and so less likely to make representations on planning matters to a licensing application.

There may be reasons why an applicant considers that it is necessary to make a licensing application before, or at the same time as, a planning application. If that is the case, applicants are requested to explain their reasons for doing so, when the licensing application is submitted. This may help to avoid representations being made.

Where an applicant indicates that a licensing and planning application has been made at the same time, licensing officers will consider whether there should be discussion with planning counterparts with the aim of agreeing mutually acceptable operating hours and scheme designs.

Contact E Mails for Development Management:

Northern Area: (for proposals in former Chester & Derwentside Districts) planning@durham.gov.uk

Central & East Area: (for proposals in former Easington and Durham City area) planning@durham.gov.uk

South West Area: (for proposals in former Wear Valley, Sedgefield and Teasdale Area): planning@durham.gov.uk

To ensure the inter departmental benefits to the customer, as discussed above, are fully realised Development Management will also ensure that the Licensing Section are notified of planning applications which may raise a licensing issue.

Unlike the position with Licensing, it is not possible to produce an overarching list of potential planning applications, which may have licensing implications. Because of this notification of relevant planning applications will be undertaken by the Development Management service sending the weekly list of applications to Environment, Health and Consumer Protection in Regeneration and Local Services (REaL).

PROCESS TO BE APPLIED TO CONSULTATION

The following process will be applied in respect of DM notifications to Licensing:

- DM Service to collate a single countywide list of all planning applications received. This list to be sent weekly to EHCP in Neighbourhoods, through the 'Neighbourhood Services Licensing' e mail address on the Council's Global address list and to ehcpsouth@durham.gov.uk.
- Relevant Licensing Officer to submit comments to DM Case Officer within 21 days of publication of weekly list.
- DM Case Officer to ensure that any Licensing comments received are attached to final planning decision. This to be achieved through an informative comment added to the decision notice or additional paragraph added to covering letter. This will detail Licensing comments together with contact details of Licensing Officer for further information.

In addition to the above standard procedure, additional licensing comments may be received when planning consultation responses are issued by the Pollution Control Team. In such cases, assuming these comments are not material to the planning decision itself, the DM Officer will ensure these are also extracted from the consultation response and added to any decision.

Licensing and Public Health - The impact of alcohol on County Durham

Public Health are a responsible authority and under the Licensing Act 2003 can make representations on licence applications as well as calling for reviews on premises that undermine the licensing objectives. The licensing function can only be carried out to promote the four licensing objectives as set out by the Licensing Act 2003.

The Council has commissioned Balance to lead an evidence-based collaborative alcohol denormalisation program on behalf of its funders and the Council actively participates in Balance forums – the Local Alcohol Leads Network, the Champions Network and the Alcohol Crime and Regulation Forum. This is one of several ways in which the Council demonstrates a commitment to improving the experience of those who live, work and visit the city. This commitment is also demonstrated through the Council's work with the Police and Crime Commissioner to address alcohol related crime and disorder and its alignment with Durham and Darlington's Combating Drugs and Alcohol Partnership.

The role of public health is to help promote the health and wellbeing of the local populations they serve, and their portfolio of responsibility can influence a wide range of circumstances, including local licensing arrangements. Similarly, the licensing administration is concerned with the promotion of the licensing objectives, which together seek to protect the quality of life for those who live, and work in the vicinity of licensed premises and those who socialise in licensed premises. This focus on the wellbeing of the wider community via licensing is important to the public health function to promote the wellbeing in their neighbourhoods.

Although Public Health is not a licensing objective, we believe that this Statement of Licensing Policy needs to be placed in context with the alcohol-related harms that are apparent in County Durham. The Licensing authority takes the matter of safeguarding public health seriously and would expect applicants and licence holders to familiarise themselves with any local issues that may be detrimental to the health and wellbeing of the people of County Durham pertaining to alcohol and other age restricted products.

The Secretary of State's Guidance states that public health can make representations based on any of the four licensing objectives. Analysis of public health data can enable the council to identify and track the most vulnerable locations in the county in terms of alcohol-related harm. Such data is particularly relevant to the protection of children from harm and may also assist in the prevention of crime and disorder, public nuisance and to public safety. For example, hospital admissions due to alcohol consumption, prevalence of alcohol related liver disease, combined with other information can contribute to determining any correlation between anti-social behaviour, violence and excessive alcohol consumption in specific localities. Public health information can highlight and challenge the consequences relating to the protection of children from harm, which includes the protection of children from moral, psychological and physical harm.

It is estimated that in County Durham 1.7% of adults are dependent drinkers, equating to around 7,000 people (2018-19). This data puts County Durham in the top 30% of Local Authorities with the highest percentage of dependent drinkers.

In 2015/16 the overall cost of alcohol harm in County Durham was estimated to be £181.6m; this equated to £349 per head of population. Figure 1 below shows how this cost is

distributed between different sectors and how this compares with the other 326 local authority areas.

Figure 1



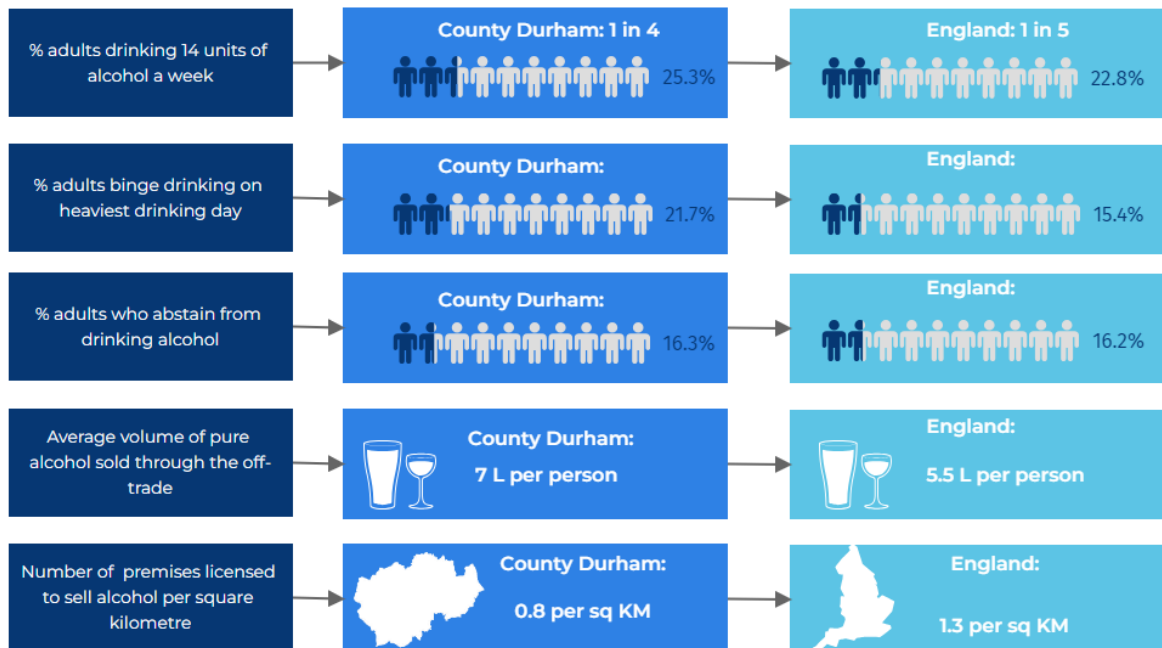
Local alcohol consumption

Four years of the Health Survey for England have been combined to give robust Local Authority level data for adult consumption (Figure 2).

In 2015-18, County Durham (21.7%) was statistically significantly worse than England (15.4%) for percentage of adults binge drinking on heaviest drinking day.

County Durham is statistically similar to England for percentage of adults drinking over 14 units of alcohol per week and percentage of adults that abstain from drinking alcohol (2015-18).

Figure 2



The Chief Medical Officers' guidance for alcohol consumption for both men and women is:

- To keep health risks from alcohol to a low level it is safest not to drink more than 14 units a week on a regular basis.

- If you regularly drink as much as 14 units per week, it is best to spread your drinking evenly over 3 or more days.
- If you have one or two heavy drinking episodes a week, you increase your risks of death from long term illness and from accidents and injuries. The risk of developing a range of health problems increases the more you drink on a regular basis.
- If you wish to cut down the amount you drink, a good way to help achieve this is to have several drink-free days each week.

The guidelines also state that no level of alcohol is safe to drink in pregnancy.

Over the last decade, public interest about the impact of alcohol on health and society has increased, a particular concern has focused on the level and pattern of drinking among children and young people. Under 18 alcohol consumption has consequences in relation to health, crime, violence and antisocial behaviour. Children and their parents and carers are advised that an alcohol-free childhood is the healthiest and best option. If you are under 18, it is illegal to buy alcohol, this includes in any shop or supermarket, off licenses, bars, clubs or restaurants and buying online. The Chief Medical Officer advice for children and young people is clear in that an alcohol-free childhood until the age of 18 is the healthiest and best option.

Public Health considers that achieving good practice in connection with the licensing objectives involves focusing on all the objectives whilst at the same time considering the issues specific to different areas of local authority and different types of licensed premises. In this way the policy aims to positively influence the level of focus required on each objective in each area. The council will give considerable weight to representations about child protection matters and Public Health representations may include, amongst other things, the use of health data about the harms that alcohol can cause to underage drinkers. Where a responsible authority, or other person, presents evidence to the council, linking specific premises with harms to children (such as emergency department attendances by persons under 18 years old with alcohol-related illnesses or injuries), this evidence will be considered. The council will also consider what action is appropriate to ensure the Protection of Children from Harm licensing objective is effectively enforced.

Excessive alcohol consumption has an uneven impact on communities, as the harms can fall disproportionately on communities that have more places selling or serving alcohol, creating health inequities. In County Durham we believe no matter where people live, everyone deserves to be safe from the injuries, disruptions, and other problems that can occur in communities where there are many places that sell and serve alcohol. It is known when there are many places that sell and advertise alcohol in a particular area, people tend to drink more. If alcohol outlets are fewer and farther apart, it can improve health and safety.

The availability and visibility of alcohol influences consumption and related health outcomes and because alcohol has immediate effects on physical and cognitive abilities, excessive alcohol consumption increases short-term health and safety risks like car crashes, injuries, and violence. Excessive alcohol consumption causes many long-term health problems because the body breaks alcohol down into a compound that damages cells and slows healing, excessive alcohol consumption can cause or worsen many serious health conditions, including liver disease, cancer, hypertension and stroke.

Some key statistics highlight the problem are highlighted in the **Local Alcohol Profile**. For all the six key health profile indicators highlighted in the 2023 Local Alcohol Profile for County Durham were statistically significantly higher than England. All six indicators are ranked in the worst 30% of all local authorities nationally.

Figure 3: LAPE 2023 summary for County Durham, key indicator values and national ranking. Source: PHE

Indicator	Type	Time Period	County Durham	North East	England	Rank out of 152 LA (where Rank 1 is the highest rate)	Rank (worst = top 10%)
Alcohol-specific mortality	Directly age standardised rate per 100,000	2021	21.9	20.4	13.9	11	Top 10%
Alcohol-related mortality	Directly age standardised rate per 100,000	2021	55.4	50.4	38.5	7	Top 10%
Admissions episodes for alcohol-specific conditions - Under 18's	Crude rate per 100,000	2021/22	52.5	52	29.3	17	Top 20%
Admissions episodes for alcohol-specific conditions - All ages	Directly age standardised rate per 100,000	2021/22	849.5	991.4	626.1	35	Top 30%
Admissions episodes for alcohol-related conditions - Broad	Directly age standardised rate per 100,000	2021/22	2071.9	2323.2	1734.5	36	Top 30%
Admissions episodes for alcohol-related conditions - Narrow	Directly age standardised rate per 100,000	2021/22	653	721.2	494	18	Top 20%

For those struggling to deal with their alcohol consumption there is free structured alcohol treatment available in County Durham. The County Durham Drug and Alcohol Recovery Service (CDDARS) helps people recover from alcohol dependence.

**Figure 4 provides a summary of alcohol treatment in County Durham (2020/21).
Source: PHE**

Indicator	Type	Time Period	County Durham	North East	England	Rank out of 152 LA (where Rank 1 is the highest rate)	Rank (worst = top 10%)
Number in treatment at specialist alcohol misuse services	Number	2020/21	997	-	76,740	15	Top 10%
Proportion waiting 3 weeks or more for alcohol treatment	%	2020/21	0.1	-	2	89	Outside top 30%
Successful completion of alcohol treatment	%	2021	33.8	29.8	36.6	91	Outside top 30%
Smoking prevalence in adults (18+) admitted to treatment for substance misuse (NDTMS) - alcohol	%	2019/20	38.2	37.5	43.9	96	Outside top 30%

Healthy Eating

Obesity levels are rising locally; and without action the health of the population will continue to suffer. County Durham residents have said that they would like to see more healthy choices when eating out of home. Responsible licensees can support the ‘Working toward a healthy weight in County Durham’ goals by supporting healthy changes to their food offer.

Businesses can lead the way by taking the following actions and giving customers an improved selection of healthy food and drink options. This will make the healthier choice easier for our residents. Menu to display calories per portion information for all food offers.



For more information, please refer to DCC webpage Calorie Labelling in the out of home sector at <https://www.durham.gov.uk/article/28323/Calorie-Labeling-in-the-out-of-home-sector>

Menu to display recommended daily calorie limits for adults. For women, the recommended limit is 2,000 calories a day for men it is 2,500.

Consider portion sizes across the menu. For example, offer a choice of smaller portions and/or offer child-sized portions of adult meals.

Actively promote healthier options, for example by increasing the offer of vegetables, salads and fruit, or by making salad/vegetables the default offer to accompany a main course.

Appendix X Links to Other Important and Relevant Strategies and Policies - these may be of help/interest and contain further details of schemes available in Durham which applicants and licencees can participate in to assist in carrying out the objectives

1. Anti-social behaviour: <https://www.durham.gov.uk/asb>
2. Best Bar None: <http://www.durham.gov.uk/bbn>
3. Business: <http://www.durham.gov.uk/business>
4. Business Services: <http://www.durham.gov.uk/article/2094/Business-Services>
5. Business and street trading licences:
<http://www.durham.gov.uk/article/2113/Business-and-street-trading-licences>
6. CCTV - Surveillance Camera Code of Practice:
<https://www.gov.uk/government/publications/surveillance-camera-code-of-practice>
7. Child protection: <https://www.durham.gov.uk/childprotection>
8. County Durham Plan: <https://www.durham.gov.uk/cdp>
9. Council Plan and service plans: <https://www.durham.gov.uk/article/2366/Council-Plan-and-service-plans>
10. County Durham Alcohol Harm Reduction Strategy 2015-2020:
<https://www.durham.gov.uk/article/3119/County-Durham-Alcohol-Harm-Reduction-Strategy-2015-2020>
11. Counter terrorism: <https://www.gov.uk/government/publications/counter-terrorism-protective-security-advice-for-bars-pubs-and-clubs>
12. Crime & Community Safety: <https://www.durham.gov.uk/article/3863/Crime-Community-Safety>
13. Crime prevention: <https://www.durham.gov.uk/crimeprevention>
14. Drugs and alcohol: <https://www.durham.gov.uk/alcohol>
15. Durham's City Safety Group: <http://www.durham.gov.uk/citysafetygroup>
16. Durham County Council: <http://www.durham.gov.uk/>
17. Entertainment and alcohol licences:
<https://www.durham.gov.uk/article/2114/Entertainment-and-alcohol-licences>

18. [\(ESD\)PrivacyNotice. DurhamCountyCouncil, EHCP Service- European Services DirectiveLicences:http://www.durham.gov.uk/media/25347/Privacy-notice-licensing-European-Services-Licence/pdf/PrivacyNotice-EuropeanServicesLicence.pdf?m=636869409964230000](http://www.durham.gov.uk/media/25347/Privacy-notice-licensing-European-Services-Licence/pdf/PrivacyNotice-EuropeanServicesLicence.pdf?m=636869409964230000)
19. [Eventssafetyinformationfororganisers:http://www.durham.gov.uk/eventsafety](http://www.durham.gov.uk/eventsafety)
20. [Gamblinglicences:http://www.durham.gov.uk/article/2115/Gambling-licences](http://www.durham.gov.uk/article/2115/Gambling-licences)
21. Health & Safety: <http://www.durham.gov.uk/article/3811/Health-Safety>
22. Improving your premise's security:
<http://www.durham.gov.uk/article/11325/Improving-your-premise-s-security>
23. Information Commissioners: <https://ico.org.uk/>
24. Licensing Act 2003 applications: <http://www.durham.gov.uk/article/2136/Licensing-Act-2003-applications>
25. Licences & Permits: <http://www.durham.gov.uk/licensing>
26. Multi-Agency Intervention Service (MAIS: <https://www.durham.gov.uk/MAIS>
27. Noise complaints: <http://www.durham.gov.uk/noisecomplaints>
28. Personal licence for alcohol: <https://www.durham.gov.uk/article/2172/Personal-licence-for-alcohol>
29. Planning and crime prevention: <https://www.durham.gov.uk/article/3883/Planning-and-crime-prevention>
30. Report a concern about a child: <https://www.durham.gov.uk/firstcontact>
31. Sale of alcohol - retailer guidance: <https://www.durham.gov.uk/article/5457/Sale-of-alcohol-retailer-guidance>
32. Safe Durham Partnership:
<http://www.countydurhampartnership.co.uk/article/8552/Safe-Durham-Partnership>
33. Sex establishments and entertainment venues licence:
<http://www.durham.gov.uk/article/2130/Sex-establishments-and-entertainment-venues-licence>
34. Street care and cleaning: <https://www.durham.gov.uk/article/3902/Street-care-and-cleaning>
35. Street cafe licence (to place tables and chairs on a highway in County Durham):
<http://www.durham.gov.uk/article/2157/Street-cafe-licence>

36. Street trading consents and licences: <http://www.durham.gov.uk/article/2150/Street-trading-consents-and-licences>
37. Support for the community: <https://www.durham.gov.uk/article/3020/Support-for-the-community>
38. Trading Standards: <http://www.durham.gov.uk/tradingstandards>
39. University's own Policy on Student Alcohol Awareness and Use
<http://www.durham.ac.uk/resources/about/policies/PolicyonStudentAlcoholAwarenessandUseF.pdf>

Other Useful websites - The following websites provide more information on drugs, alcohol, treatment services and national policy:

- County Durham drug and alcohol recovery services - offers a range of confidential support to individuals, families and carers wanting to know more about all aspects of drugs and alcohol.
- NHS Drug addiction: getting help - if you need treatment for drug addiction, you're entitled to NHS care in the same way as anyone else who has a health problem.
- Talk to Frank: Drugs A-Z - is an easy to use guide on illegal drugs, their effects and their risks.
- NHS: Alcohol support - NHS website about alcohol support.
- NHS: Drink less - advice and tips on ways to reduce your drinking.

Adfam - is the national charity working to improve life for families affected by drugs or alcohol

END

Appendix 3 - List of Consultees

- Responsible Authorities for County Durham (the relevant licensing authority, the chief officer of police; the local fire and rescue authority; the relevant enforcing authority under the Health and Safety at Work etc. Act 1974; the local authority with responsibility for environmental health; the local planning authority; a body that represents those who are responsible for, or interested in, matters relating to the protection of children from harm; each local authority's Director of Public Health (DPH); the local weights and measures authority (trading standards); Home Office Immigration Enforcement (on behalf of the Secretary of State)
- All persons / bodies throughout the County holding premises licences or Club Premises Certificates including pubs, clubs, off licences, supermarkets, takeaways, restaurants and mobile food vendors
- Persons / bodies representative of local holders of Personal Licences
- Persons / bodies representative of businesses and residents in the County
- Safeguarding Children Board
- All Elected Members of Durham County Council
- Clerks of Town and Parish Councils throughout Durham County
- Safe Durham Partnership
- Durham CIU
- The British Beer and Pub Association
- The Federation of Licensed Victuallers
- British Institute of Inn Keeping (BIIB)
- Alcoholics Anonymous
- The Association of Licensed Multiple Retailers
- Equity
- North East Musicians Union
- Global Online Assessment for Learning (GOAL)
- Security Industry Authority
- Local MP's and MEP's
- Area Action Partnerships
- Citizens Panels
- County Durham Area Taxi Working Groups
- Safety Advisory Groups
- Business Support Managers
- Town Centre Managers
- Residents Associations
- Disability Groups
- North East Chamber of Commerce
- Night Time Economy Managers
- Local Multi Agency Problem Solving Groups
- Streetscene
- Community Safety Team
- Anti-Social Behaviour Team
- BALANCE

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