

## Licensing Committee

Monday 1 September 2025

6.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

### Membership

Councillor Renata Hamvas (Chair)  
Councillor Jane Salmon (Vice-Chair)  
Councillor Suzanne Abachor  
Councillor Sunil Chopra  
Councillor Ellie Cumbo  
Councillor Dora Dixon-Fyle MBE  
Councillor Barrie Hargrove  
Councillor Jon Hartley

Councillor Sunny Lambe  
Councillor Hamish McCallum  
Councillor Margy Newens  
Councillor Andy Simmons  
Councillor Charlie Smith  
Councillor David Watson  
Councillor Kath Whittam

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### INFORMATION FOR MEMBERS OF THE PUBLIC

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**Contact:** Andrew Weir on 020 7525 7222 or email: [andrew.weir@southwark.gov.uk](mailto:andrew.weir@southwark.gov.uk)

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Members of the committee are summoned to attend this meeting

**Althea Loderick**

Chief Executive

Date: 21 August 2025



## Licensing Committee

Monday 1 September 2025

6.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

### Order of Business

Item No.	Title	Page No.
	<b>PART A - OPEN BUSINESS</b>	
1.	<b>APOLOGIES</b>	
	To receive any apologies for absence.	
2.	<b>CONFIRMATION OF VOTING MEMBERS</b>	
	A representative of each political group will confirm the voting members of the committee.	
3.	<b>NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT</b>	
	In special circumstances, an item of business may be added to an agenda within five clear days of the meeting.	
4.	<b>DISCLOSURE OF INTERESTS AND DISPENSATIONS</b>	
	Members to declare any personal interests and dispensation in respect of any item of business to be considered at this meeting.	
5.	<b>MINUTES FROM THE LICENSING COMMITTEE</b>	1 - 4
	To approve as a correct record the minutes of the open section of the meeting held on 11 February 2025.	
6.	<b>THE LICENSING ACT 2003: REVIEW OF STATEMENT OF LICENSING POLICY 2026 - 2031</b>	5 - 90

**7. UPDATE ON RECENT APPEALS AND PROSECUTIONS**

**ANY OTHER OPEN BUSINESS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.**

**EXCLUSION OF PRESS AND PUBLIC**

The following motion should be moved, seconded and approved if the sub-committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”

**PART B - CLOSED BUSINESS**

**ANY OTHER CLOSED BUSINESS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.**

Date: 21 August 2025



## **Licensing Committee**

MINUTES of the OPEN section of the Licensing Committee held on Tuesday 11 February 2025 at 6.00 pm at Ground Floor Meeting Room G01A - 160 Tooley Street, London SE1 2QH

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**PRESENT:** Councillor Renata Hamvas (Chair)  
Councillor Jane Salmon  
Councillor Suzanne Abachor  
Councillor Sunil Chopra  
Councillor Barrie Hargrove  
Councillor Margy Newens  
Councillor Andy Simmons  
Councillor Charlie Smith  
Councillor Kath Whittam

**OFFICER SUPPORT:** Charlotte Precious, legal officer  
Wesley McArthur, licensing officer  
Andrew Weir, constitutional officer

### **1. APOLOGIES**

Apologies for absence were received from Councillors Ellie Cumbo, Sunny Lambe, Maria Linforth-Hall, Emily Tester and Ian Wingfield.

### **2. CONFIRMATION OF VOTING MEMBERS**

Those members listed as present were confirmed as the voting members for the meeting.

### **3. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT**

There were no late and urgent items.

The chair advised she would like to mention some things that the other members should think about in relation to the licensing policy, prior to the next committee

meeting.

The chair advised that she would also like to update the members regarding the Institute of licensing conference that she had attended.

#### **4. DISCLOSURE OF INTERESTS AND DISPENSATIONS**

There were none.

#### **5. MINUTES FROM THE LICENSING SUB-COMMITTEES**

There were no amendments to the minutes.

#### **RESOLVED:**

That the minutes of the meeting held on 20 June 2023 be approved as a correct record and signed by the chair.

#### **6. THE GAMBLING ACT 2005: RENEWAL OF THE STATEMENT OF GAMBLING LICENSING POLICY 2025-2028**

The principal licensing officer presented the report. There was a brief discussion and members had questions for the principal licensing officer.

The committee made no further amendments to the gambling policy.

#### **RESOLVED:**

- a) That the Southwark statement of gambling licensing policy 2025-2028, provided in Appendix A be approved.
- b) That it be recommended that council assembly agrees to the publication of the Southwark statement of gambling licensing policy for 2025-2028, provided in Appendix A.

#### **7. THE LICENSING ACT 2003: REMOTE LICENSING SUB-COMMITTEE HEARINGS**

The legal officer presented the report.

There was a brief discussion and members had questions for the legal officer.

**RESOLVED:**

- a) That all full licensing committee meetings shall take place in person.
- b) That there shall be a combination of remote and in-person licensing sub-committee hearings as set out below in the amended option C:

**Option C: There is a combination of remote and in person hearings.**

This would include:

- Due to the powers available to a sub-committee includes a revocation of a premises licence, it is proposed that all reviews under the Licensing Act 2003 to be held in person. The only exemptions to this would be Section 53B interim steps hearings and representations against interim steps hearings, due to emergency nature of the applications and the very short statutory timeframe these applications need to be heard by.
- All other Licensing Act 2003 related applications licensing sub-committees to be held remotely.
- All non-Licensing Act 2003 related licensing sub-committees to return to be held in person. This would include hearings under the Gambling Act 2005, markets applications under the Food Act 1984 and special treatments licence applications under the London Local Authority Act 1990, which are low in number.
- For equality and for procedural fairness, any individual that has submitted a representation to any application and:
  - Is physically unable to attend a sub-committee hearing; or
  - Is unable to attend a sub-committee hearing due to reasons related to their religion and/belief;
  - Does not have access to the technology to attend a remote hearing

May request their attendance in their preferred format. This request must be made in writing within 15 working days before the meeting. The granting of any request will be at the discretion of the chair, in liaison with officers.

- c) That the proposed guidance on licensing sub-committee hearings, attached as Appendix A of the report be approved.

## 8. UPDATE ON RECENT APPEALS

Debra Allday, the senior legal officer, was not present. Any updates on appeals would be circulated to members by email.

At this juncture the chair raised some points for the other members of the committee to consider.

As the proposed update to the licensing policy would be coming to the next committee meeting, the chair asked the members of the committee to think about any changes that they may wish to make to the policy.

The chair then gave the committee a brief summary of discussions from the Institute of Licensing conference, which she had recently attended.

The meeting ended at 6.55pm.

**CHAIR:**

**DATED:**

<b>Meeting Name:</b>	Licensing Committee
<b>Date:</b>	1 September 2025
<b>Report title:</b>	The Licensing Act 2003: Review of Statement of Licensing Policy 2026 – 2031
<b>Ward(s) or groups affected:</b>	All
<b>Classification:</b>	Open
<b>Reason for lateness (if applicable):</b>	No
<b>From:</b>	Strategic Director of Environment, Sustainability and Leisure

## RECOMMENDATIONS

1. That the Licensing Committee:
  - a) Consider the draft amendments of the Southwark Statement of Licensing Policy 2026-2031 provided at Appendix A to this report for approval to undertake public consultation.
  - b) Agree the arrangements for public consultation on the draft revision of the policy document, as set out within this report, including the basis for the public consultation questionnaire.
  - c) Consider whether to propose any additional areas within the public consultation, including that of recommended amendments to opening and closing times for licensed premises (based on premises type and area classification) and the retention of cumulative impact areas in their current geographical state based on the review undertaken in 2023.
  - d) Agree to extend the Late Night Levy to include late night refreshment premises operating between 00:00 (midnight) and 06:00.

## BACKGROUND INFORMATION

2. The Licensing Act 2003 came into effect on 25 November 2005. The Act introduced a regime for the licensing of alcohol, regulated entertainment and late-night refreshment, to be administered by the local licensing authority
3. Section 5 of the 2003 Act requires each licensing authority to prepare and publish a statement of licensing policy every five years. The policy statement is expected to set out, for the benefit of applicants, responsible authorities and members of the local community, how the authority intends to approach its licensing responsibilities under the Act. Each authority is also required to keep



the statement of policy under review throughout its term and make appropriate revisions as necessary.

4. The initial Southwark statement of licensing policy was considered and approved by the full council assembly on 6 December 2004. It has been kept under constant review and has always had regard to the Act, secondary regulations, and the Home Office Guidance issued under s.182 of the Act. The current (sixth) version of the policy for 2021 – 2026 was a mid-term revision and was adopted at council assembly on 25 November 2020. The Statement of licensing policy came into effect on 1 January 2021. The policy is now under a full review to make amendments to the policy.
5. Since the commencement of the current 2021-2026 statement of licensing policy, there have been a number of issues that have arisen at licensing sub-committee meetings where members, responsible authorities and applicants have requested clarification. The amendments in this revision seek to clarify Southwark's position and are believed to be appropriate and necessary.
6. Every revision of the policy is required by law to be subject of full public consultation. Details of the proposals for public consultation on this revision are set out in this report.
7. The committee is asked to consider and comment on the content of the draft policy revision and to agree the arrangements for public consultation on the draft policy accordingly. The committee is also asked whether it wishes for any additional matters to be incorporated into the public consultation.

## **KEY ISSUES FOR CONSIDERATION**

### **Policy framework implications**

#### **The purpose of the policy**

8. The purpose of the statement of licensing policy is set out in chapter four of the document, as follows:
  - To reinforce to elected members on the licensing committee, the powers and constraints placed upon the local authority as licensing authority by the 2003 Act.
  - To set out, for the benefit of prospective applicants; responsible authorities; local residents; and licensed operators; the parameters under which this authority will make its licensing decisions.
  - To inform prospective licensees how a licensed premises is likely to be able to operate within its area.
  - To inform local residents and licensed operators how their needs will be addressed.
  - To minimise the number of licensing decisions that may be challenged in a court of law.

## The licensing objectives

9. Central to the statement of policy is the promotion of the four licensing objectives established under the Act. These are:
- The prevention of crime and disorder
  - Public safety
  - The prevention of public nuisance
  - The protection of children from harm.

## Summary of Changes

10. A summary of some of the changes are listed below.
- Comprehensive Policy Revision: A full review of the current policy to enhance clarity, accessibility, and simplicity.
  - Updated Structure and Layout: The policy has been restructured to better reflect the roles of the Licensing Authority and Licensing Committee.
  - Document Introduction: The policy now opens with a foreword from the Chair of the Licensing Committee, followed by an Executive Summary and an overview of the London Borough of Southwark, including ward profiles and core principles.
  - Purpose and Scope of the Licensing Policy: Revised for clarity and to reflect legislative and policy changes. Redundant content from other documents has been removed, with references provided where appropriate.
  - Personal Licence Applications: New content added to clarify the treatment of personal licence applications within the scheme of delegations.
  - Schedule of Delegations: Updated to improve clarity and remove duplication of legislative and third-party policy content.
  - Premises and Club Licence Applications: Lead paragraphs have been reworded, and mandatory conditions already covered by legislation and statutory guidance have been removed.
  - Cumulative Impact Areas (CIAs): Introductory text has been revised for clarity. Detailed CIA descriptions and improved maps are now located in Appendix B.
  - Early Morning Restriction Orders (EMROs) and Late Night Levy: These tools have been incorporated into the same chapter due to their shared purpose in addressing similar issues.
  - Hours of Operation: The previous 'suggested times' have been replaced with a new table of 'recommended licensable hours', tailored by premises type and location.
  - Licensing Objectives: Each of the four licensing objectives is now clearly presented as a sub-section.

- Crime and Disorder: Rewritten to focus on key issues. Outdated references and unrelated policies have been removed. Adult entertainment content has been redirected to the relevant standalone policy.
- Public Safety: Streamlined to remove duplicated third-party guidance while retaining references to key legislation.
- Prevention of Public Nuisance: Revised to focus on core issues. Includes new guidance on outdoor and large-scale events requiring early engagement.
- Protection of Children from Harm: Outdated content and references (e.g. PAL London card scheme) have been removed. Updated age verification guidance and child access provisions are included, along with references to relevant child welfare agencies.

Extend submission time to the Licensing Service from 1 month to 2 months for Film certifications.

- Enforcement Policy, matters have been updated with no change in emphasis.
  - Appendix A - Contact Details, contact details checked and updated
  - Appendix B - Cumulative Impact Areas, details of each CIA updated where required with clear mapping.
  - Appendix C - Other related legislation and Strategies, update of the Safer Women's Charter, inclusion of other safety schemes and Safe Havens
  - Other related legislation and Strategies updated information and the inclusion of reference to Terrorism (Protection of Premises) Act 2025 (Martyn's Law)
  - Extend the Late Night Levy to incorporate premises that provide late night refreshment between 00:00 (midnight) and 06:00. as these establishments can contribute to issues that the Levy aims to address, such as public nuisance and crime and disorder in areas of high concentrations of late night activities.
11. Section 142 and Schedule 18 of the Policing and Crime Act 2017 changed the levy to allow authorities to include late-night refreshment (LNR) premises. The associated fees are prescribed in the Late Night Levy (Application and Administration) Regulations 2012 and are based on the rateable value of the premises, mirroring those under the Licensing Act 2003.
  12. Southwark currently has 114 LNR premises operating between 00:00 and 05:00 within our current CIAs. The approximate revenue generated would be £127,139, which will assist in funding the additional work related to policing the night-time economy.
  13. Existing licensees who intend to change their licensable hours to avoid paying the levy must submit a minor variation application requesting a reduction in hours.
  14. Further changes may occur following formal public consultation.

## **Community, equalities (including socio-economic) and health impacts**

### **Community impact statement**

15. The Southwark statement of licensing policy recognises that as long as alcohol and regulated entertainment licensed premises are well run and premises management acknowledges the value of working together with the local community, they can make a significant contribution toward building community cohesion and cultural development.
16. The policy equally recognises that negative impacts can also occur if good management practices are not followed. Potential negative impacts may arise in the form of noise, nuisance, disturbance and crime and disorder problems. With establishments selling alcohol there are also risks of individual alcohol addiction.
17. The policy seeks to provide the necessary balance between responsible business operators contributing toward a thriving business and late night economy whilst ensuring that the quality of life of those who live and work in the Borough is protected and enhanced through the licensing system. We believe these aims are achievable if all parties concerned work together.
18. Central to this, is a licensing process which aims to be inclusive and ensures that local community concerns are understood, debated and resolved. This is supported by offering broad support to licensees, through the range of involved authorities, to establish best practice management, and by a strong directed enforcement resource.

### **Equalities (including socio-economic) impact statement**

19. Equality impact assessments are an essential tool to assist councils to comply with the equalities duties and to make decisions fairly. Equalities and human rights impact assessments that are carried out should be mindful of the protected characteristics under the Equality Act 2010.
20. Members will need to consider whether there are any potential negative impacts on the protected characteristics as outlined in the assessment at the committee hearing. A further assessment has carried out following the public and statutory consultation in preparation for returning to the Licensing Committee. The current assessment is available in Appendix B. Any decision made by members of the committee will also have to hold this in mind.

### **Health impact statement**

21. The Licensing Act 2003 does not include health as a licensing objective except in the extent of the second and fourth licensing objectives which are:
  - Public safety
  - The protection of children from harm
22. Public health is also a responsible authority under the Licensing Act 2003 so

will automatically be consulted on the policy.

23. In promoting these objectives, operators of licensed premises are required to comply with licensing conditions at reducing risks associated to children or vulnerable adults.

### **Climate change implications**

24. On 27 March 2019, the council declared a climate emergency and considers the implications of climate change in all of its decisions.
25. Southwark expects patrons to be mindful that Southwark has declared a climate emergency. In this context, operational measures such as abstaining from the use of patio heaters and avoiding the use of single-use plastics and follow government guidance may be considered.
26. Decisions on licences must be in line with the licensing objectives, however as a physical premises require planning consent, climate change can be addressed as part of the planning process.

### **Resource implications**

27. The Southwark Statement of Licensing Policy 2026-2031 has no resource issues.
28. The resource costs of managing this process may be borne within the current licensing budget.

### **Consultation to the 2026-2031 Statement of Licensing Policy**

29. The revision of the Southwark statement of licensing policy is intended to be undertaken with public consultation in accordance with section 5(3) of the Licensing Act 2003. As such, it is proposed that consultation will take place as set out below.
30. The policy will be introduced by circular email sent to:
  - The chief officer of the police
  - The fire authority
  - Representatives of holders of premises licences, club premises certificate holders and personal licence holders
  - Representatives of businesses and residents
  - All responsible authorities specified under the Act.
31. The statutory consultees will be notified of the review and consultation of the licensing policy and how to respond. The consultation will also be advertised at the council's offices in Tooley Street and on the council's website. The draft policy will be available for comment for a six-week period between 8 September 2025 to 19 October 2025 on the council website.

## Consultation questionnaire

32. It is suggested that the following questions be posed under the public consultation exercise. The committee is asked to consider whether it wishes for any amendment of the proposals or addition made.
- Whether the amendments to the policy are clear and easily understood?
  - Whether the amendments to the policy are balanced, fair and reasonable?
33. In each case, respondents will be offered the opportunity to expand on their answer and provision for general comments will be made.
34. Policy Implementation Table

Policy Implementation timeline	
<b>Public consultation</b> 6 weeks	08.09.2025 to 19.10.2025
<b>Licensing Committee</b> Consideration of responses to the policy and incorporation of responses	29.01.2026
<b>Council Assembly</b> Consideration of adoption	18.03.2026

## SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

### Assistant Chief Executive – Governance and Assurance

35. The Licensing Act 2003 (“the 2003 Act”) requires the council, as the licensing authority, to prepare and publish a statement of its licensing policy every five years.
36. In determining its policy, the council is exercising a licensing function and, as such, must have regard to the guidance issued by the Secretary of State under section 182 of the 2003 Act. It must also give appropriate weight to the views of those persons/bodies listed in section 5(3) of the Act, which it is required to consult before determining its policy.
37. Although the guidance represents best practice, it is not binding on the council. As long as the Act and the guidance have been properly and carefully understood and considered, licensing authorities may depart from it if they have reason to do so. In this event, they will need to give full reasons for their decisions, which must be consistent with the objectives of the 2003 Act.
38. The council is required to have regard to the statement of licensing policy and make decisions in accordance with it. Licensing authorities may depart from their policy if the individual circumstances of any case merit such a decision in the interests of promoting the licensing objectives. In this event it is important

that full reasons are given for departing from the published statement of licensing policy.

39. Members should note that the 2003 Act imposes a duty on the council, as the licensing authority, to carry out its functions under the Act with a view to promoting the four licensing objectives, namely:
  - The prevention of crime and disorder
  - Public safety
  - The prevention of public nuisance
  - The protection of children from harm
40. Each of these objectives is of paramount and equal importance. There are no other licensing objectives, and therefore the council cannot reject an application for a licence or impose conditions on a licence for any purpose unrelated to the promotion of these objectives.
41. However, the cumulative impact of licensed premises on the promotion of the licensing objectives is a proper matter for the council to consider when adopting its statement of licensing policy. The guidance and policy explain 'cumulative impact' as the potential impact on the promotion of the licensing objectives – for example, the potential increase of crime and disorder and/or public nuisance of a significant number of licensed premises concentrated in one area.
42. The statement of licensing policy cannot seek to impose 'blanket' conditions. Each application must be considered on its own merits. Conditions can only be imposed on a licence if they are necessary to promote the licensing objectives in relation to the specific premises and are a proportionate response to the specific situation to be addressed. The s.182 guidance provides that conditions can't be a duplication of requirements detailed in other legislation.
43. Licensing is about regulating the carrying on of licensable activities within the terms of the 2003 Act. The statement of licensing policy should make it clear that licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are beyond the direct control of the individual, club or business carrying on licensable activities. However, the guidance also states that licensing law is a key aspect of such control and should always be part of a holistic approach to the management of the evening and night-time economy. It is therefore desirable that the statement of licensing policy is in line with the council's wider objectives and consistent with other policies.
44. Members should note that the statement of licensing policy must not be inconsistent with the provisions of the 2003 Act and must not override the right/s of any individual as provided for in that Act. Nor must the statement of licensing policy be inconsistent with obligations placed on the council under any other legislation, including human rights legislation. Members should also note that the council has a duty under Section 17 of the Crime and Disorder Act 1998, when carrying out its functions as a licensing authority under the 2003 Act, to do all it reasonably can to prevent crime and disorder within the borough.

45. Positive equalities obligations are placed on local authorities, sometimes described as equalities duties, with regard to race, disability and gender. Race equality duties were introduced by the Race Relations Amendment Act 2000 which amended the Race Relations Act 1976. Gender equalities duties were introduced by the Equality Act 2006, which amended the Sex Discrimination Act 1975. Disability equality duties were introduced by the Disability Discrimination Act 2005 which amended the Disability Act 1995.
46. Under the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, as amended, decisions relating to licensing matters cannot be the responsibility of an authority's executive. The 2003 Act provides that whilst the majority of the functions of the licensing authority, are to be taken or carried out by its licensing committee and decisions relating to the statement of licensing policy cannot be delegated. The decision on whether to adopt the statement of licensing policy must therefore be taken by council assembly.

### **Strategic Director, Resources**

47. This report is requesting the licensing committee to consider the recommendations set out in paragraph 1 above. The strategic director, resources notes the recommendations and that there are no identified additional resource implications as a result of these proposals, and notes that staffing and any other running costs connected with these recommendations are to be contained within existing departmental revenue budgets.



## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
The Licensing Act 2003 plus secondary regulations	The Licensing Service, c/o 160 Tooley Street, London, SE1	Miss Bina Patel, Business Unit Manager Tel: 020 7525 1048
<b>Link:</b> <a href="https://www.legislation.gov.uk/ukpga/2003/17/contents">https://www.legislation.gov.uk/ukpga/2003/17/contents</a>		
The Home Office Guidance to the Act published June 2014	The Licensing Service, c/o 160 Tooley Street, London, SE1	Miss Bina Patel, Business Unit Manager Tel: 020 7525 1048
<b>Link:</b> <a href="https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003/revised-guidance-issued-under-section-182-of-the-licensing-act-2003-december-2023-accessible-version">https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003/revised-guidance-issued-under-section-182-of-the-licensing-act-2003-december-2023-accessible-version</a>		
Local Government (Miscellaneous Provisions) Act 1982	The Licensing Service, c/o 160 Tooley Street, London, SE1	Miss Bina Patel, Business Unit Manager Tel: 020 7525 1048
<b>Link:</b> <a href="https://www.legislation.gov.uk/ukpga/1982/30">https://www.legislation.gov.uk/ukpga/1982/30</a>		

## APPENDICES

No.	Title
Appendix A	Draft Southwark Statement of Licensing Policy 2026 - 2031
Appendix B	Equalities Impact and Need Analysis

**AUDIT TRAIL**

<b>Lead Officer</b>	Aled Richards, Strategic Director of Environment, Sustainability and Leisure		
<b>Report Author</b>	Bina Patel, Business Unit Manager Neighbourhood Nuisance		
<b>Version</b>	Final		
<b>Dated</b>	24 July 2025		
<b>Key Decision?</b>	Yes		
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>			
<b>Officer Title</b>		<b>Comments Sought</b>	<b>Comments Included</b>
Assistant Chief Executive – Governance and Assurance		Yes	Yes
Strategic Director, Resources		Yes	Yes
<b>Cabinet Member</b>		No	No
<b>Date final report sent to Constitutional Team</b>			19 August 2025



# **Licensing Act 2003**

## **Statement of Licensing Policy 2026 – 2031**

### **London Borough of Southwark**

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## **LEGAL BACKGROUND TO THIS DOCUMENT**

The Licensing Act 2003 came into effect on 24 November 2005. The Act repealed existing legislation relating to alcohol, entertainment and late night refreshment and introduced a new licensing regime, administered by the local Licensing Authority.

Section 5 of the Licensing Act 2003 requires each Licensing Authority to prepare and publish a statement of its licensing policy every five years. The initial Southwark Statement of Licensing Policy received formal approval on 8 December 2004. It has been reviewed, revised and updated since, in line with Southwark's legal requirements under the Act and order to keep up to date with changes in law, guidance and local policy. Each revision has been developed through public consultation with full regard had to the Act; regulations made under the Act; and the s.182 guidance, issued by the Home Office.

It is important to note that a Licensing Authority may depart from its own policy if the individual circumstances of any case merit such a decision in the interests of the promotion of the licensing objectives.

## **FOREWORD BY LICENSING CHAIR**

## Chapter 1 - EXECUTIVE SUMMARY

Southwark enjoys a widespread and diverse selection of licensed premises and venues. Around 1,500 premises are currently licensed for either the sale or supply of alcohol; the provision of regulated entertainment; and/or the provision of late-night refreshment. These range from pubs, bars, night clubs, members clubs, theatres, cinemas and indoor sports facilities through restaurants, cafes and take-away establishments to off-licences, supermarkets and grocers. Together they combine to help make Southwark the exciting, vibrant borough it is by providing a wide-range of leisure and cultural opportunities; supporting tourism; providing employment; and making a significant economic contribution to the local community. This Authority recognises the extent of the contribution of the leisure and entertainments industry.

We believe that as long as the management of licensed premises act responsibly in their promotion of the licensing objectives; by running safe, well-managed venues and facilities; and work together with the Local Authority, its partners and the local community; they make a positive contribution toward building community cohesion and cultural development. We also understand that alcohol plays an important and inherent role within the leisure and entertainment industry.

However, this Authority equally recognises that negative impacts will occur if good management practices are not followed. This can include anti-social behaviour, nuisance and disturbance caused to local residents, together with serious crime and disorder problems. We recognise that the misuse of alcohol, in particular, is an important contributing factor in all of these problems. Alcohol related violence, disorder and rowdiness impact on our community, public health and the public purse through the demands made upon A&E; additional policing; additional street cleaning; and the criminal justice system. This Authority does not consider that it is reasonable for the Southwark community to suffer because of irresponsible operators.

Our policy, therefore, seeks to provide a necessary balance between providing a platform upon which responsible business operators may thrive and contribute towards a vibrant business and night-time economy, while ensuring that the quality of life of those who live and work in the Borough is protected and enhanced through the licensing system. We believe these aims are achievable if all parties concerned work together.

The opening sections of this policy provide an introduction to our Borough and this Council. They also help establish how this Authority addresses its licensing responsibilities and operates its administrative processes.





## Our Borough

1. Southwark is one of the oldest areas of London, with a history that stretches back to Roman times.
2. Our geographically small and narrow inner London Borough extends from the banks of the River Thames to the beginning of suburban London, south of Dulwich. It incorporates the Borough, Bermondsey, Rotherhithe, Newington, Walworth, Camberwell, Peckham, Nunhead and Dulwich districts within its boundary.
3. Office of National Statistics 2021 Data

The Population: between the last two censuses (held in 2011 and 2021), the population of Southwark increased by 6.7%, from around 288,300 in 2011 to around 307,600 in 2021. The population increased by a smaller percentage than the overall population of London (7.7%), but at a similar rate to the overall population of England (up 6.6% since the 2011 Census).<sup>1</sup>

In 2021, Southwark was home to around 76.1 people per football pitch-sized piece of land, compared with 71.3 in 2011. This area was among the top 3% most densely populated English local authority areas at the last census.

The Median Age: This area had a lower average (median) age than London as a whole in 2021 (35 years) and a lower average (median) age than England (40 years). The median age is the age of the person in the middle of the group, meaning that one half of the group is younger than that person and the other half is older.

The number of people aged 50 to 64 years rose by just over 14,000 (an increase of 38.8%), while the number of residents aged 4 years and under fell by just under 4,400 (21.1% decrease).

National Identity: In Southwark, the percentage that did not identify with any UK national identity fell from 25.2% in 2011 to 23.3% in 2021, while across England it rose from 8.2% to 10.0%. During the same period, the regional percentage increased from 22.4% to 22.5%. The percentage of people who identified with a UK and non-UK national identity in Southwark increased from 2.5% to 5.1%, while the percentage of people who identified as "British only" increased from 32.3% to 56.6%.

In Census 2021, "British" was moved to the top response option and this may have influenced how people described their national identity. For further information, please see our quality report.

The Family: The percentage of households including a couple but no children increased but fell across England. In Southwark, the percentage of households including a couple without children rose from 14.3% in 2011 to 16.3% in 2021, while across England it fell from 17.6% to 16.8%. During the same period, the regional percentage increased from 13.8% to 14.2%. The percentage of households including a couple with dependent children in Southwark fell from 13.6% to 12.7%, while the percentage of households including a couple with only non-dependent children increased from 2.9% to 3.3%.

Employment: In Southwark, the percentage who were employed rose from 59.6% in 2011 to 62.7% in 2021, while across England it fell from 56.5% to 55.7%. During the same period, the regional percentage increased from 58.6% to 59.4%. The percentage of people aged 16 years and over who were unemployed (excluding full-time students) in Southwark fell from 5.7% to

<sup>1</sup> <https://www.ons.gov.uk/visualisations/censuspopulationchange/E09000028/>

4.6%, while the percentage of people aged 16 years and over who were retired (economically inactive) decreased from 9.4% to 8.6%.

Census 2021 took place during the coronavirus (COVID-19) pandemic, a period of rapid and unparalleled change; the national lockdown, associated guidance and furlough measures will have affected the labour market and our ability to measure it.

**Ethnic Groups:** In 2021, 6.3% of Southwark residents identified their ethnic group within the "Other" category ("Arab" or "Any other ethnic group"), up from 3.3% in 2011. The 3.0 percentage-point change was the largest increase among high-level ethnic groups in this area. Across London, the percentage of people from the "Other ethnic groups" ("Arab" or "Any other ethnic group") increased from 3.4% to 6.3%, while across England the percentage increased from 1.0% to 2.2%.

In 2021, 51.4% of people in Southwark identified their ethnic group within the "White" category (compared with 54.2% in 2011), while 25.1% identified their ethnic group within the "Black, Black British, Black Welsh, Caribbean or African" category (compared with 26.9% the previous decade). The percentage of people who identified their ethnic group within the "Asian, Asian British or Asian Welsh" category increased from 9.4% in 2011 to 9.9% in 2021.

There are many factors that may be contributing to the changing ethnic composition of England and Wales, such as differing patterns of ageing, fertility, mortality, and migration. Changes may also be caused by differences in the way individuals chose to self-identify between censuses.

**Health:** In 2021, 49.4% of Southwark residents described their health as "very good", increasing from 44.9% in 2011. Those describing their health as "good" fell from 31.6% to 31.1%. These are age-standardised proportions.

Age-standardised proportions are used throughout this section. They enable comparisons between populations over time and across geographies, as they account for differences in the population size and age structure.

The proportion of Southwark residents describing their health as "very bad" decreased from 2.1% to 1.6%, while those describing their health as "bad" fell from 5.9% to 4.6%. These data reflect people's own opinions in describing their overall health on a five point scale, from very good to very bad.

Census 2021 was conducted during the coronavirus (COVID-19) pandemic. This may have influenced how people perceived and rated their health, and therefore may have affected how people chose to respond.

4. Southwark continues to face the complex social, health and economic needs of an inner-city population, although Southwark's level of deprivation has improved in recent years. Southwark is meeting these challenges and is fast becoming one of London's most dynamic boroughs leading a 20-year regeneration programme in the area that will deliver up to 20,000 new homes and 10,000 new jobs. Existing businesses and industry will continue to be supported but so will a range of new commercial opportunities.<sup>2</sup> The many regeneration projects include in the Aylesbury estate; Borough, Bankside and London Bridge; Canada Water; Elephant and Castle; Nunhead; and Peckham."

<sup>2</sup> <https://www.southwark.gov.uk/sites/default/files/2025-05/Southwark%202030%20delivery%20plan%202025%20to%202026.pdf>

## Leading Southwark

5. The London Borough of Southwark is made up of 23 wards consisting of 63 Councillors. The Labour Party currently has 52 Councillors and the Liberal Democrat Party has 11. These Councillors sit on the Council Assembly, which is the “sovereign” body of the Council which is presided by the Mayor of Southwark and is responsible for approving the budget and policy framework. Council assembly is responsible for setting up the decision-making structure of the Council including its committees, which is done annually. It also takes a number of decisions including (but not limited to: agreeing the annual budget, setting the council tax, agreeing policy framework strategies and plans. It also makes decisions on local legislation and bylaws.
6. The Council operates a strong leader/cabinet model. The cabinet is headed by the leader and the deputy leader. Ten members hold individual portfolios.
7. The Cabinet is responsible for leading the community planning and consultation process, drafting the budget and policy framework, and taking most decisions on resources and priorities.
8. Scrutiny Committees take a close look at Council decisions and activities and call for the Council to be open and accountable. They examine services provided by the Council and review the Council’s budget and policies. Scrutiny can look at, or ‘call- in’ decisions made by the cabinet and recommend decisions are changed or reconsidered.
9. A Licensing Committee is established to consider licensing policies with contested licence applications being considered by Sub-Committees of the main Committee as set down in table 1 in Chapter 5 of this document.
10. Multi-ward forum areas - There are five neighbourhood community meetings, each comprising four or five wards

### North West area forum

- Borough and Bankside
- London Bridge and West Bermondsey
- Chaucer
- St Georges Wards

### North East area forum

- North Bermondsey Ward
- South Bermondsey Ward
- Rotherhithe Ward
- Surrey Docks Ward

### West Central area forum:

- North Walworth Ward
- Newington Ward
- Faraday Ward
- Camberwell Green Ward
- St Giles Ward

### East Central area forum

- Old Kent Road Ward
- Peckham Ward
- Nunhead and Queens Road Ward
- Rye Lane Ward
- Peckham Rye Ward

### South area forum

- Champion Hill Ward
- Goose Green Ward
- Dulwich Hill Ward
- Dulwich Village Ward
- Dulwich Wood Ward

### Fairer Future

11. The Council recognises that in times of reduced funding from central government, there is a need to focus resources on the areas where the most impact can be made.
12. The Council plan identifies a number of principles that underpin our fairer future for all vision and guide the promises and commitments agreed through the plan.

The seven core principles are:

- Treating residents as if they were a valued member of our own family;
- Being open, honest and accountable;
- Spending money as if it were from our own pocket;
- Working for everyone to realise their own potential;
- Making Southwark a place to be proud of.
- Always work to make Southwark more equal and just
- Stand against all forms of discrimination and racism

## Chapter 3 – GENERAL INFORMATION

13. This Authority recognises that licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from licensed premises and, therefore, beyond the direct control of the individual, club or business, holding the licence. Nevertheless, it is a key aspect of such control and licensing law will always be a part of the holistic approach to the management of the evening and night-time economy in town and city centres.
14. Other mechanisms available for addressing issues of unruly behaviour that can occur away from licensed premises include:
  - Maximising the use of intelligence sources, ensuring these are identified and information obtained is analysed and shared among all relevant partner agencies;
  - Ensuring the most effective and efficient use of partnership resources, coordinated and intelligently targeted where they are most necessary and can achieve the maximum benefit;
  - Ensuring the careful consideration is given to the best use of the full range of powers available to the various partner agencies, so as to achieve effective outcomes to matters of concern. Regulatory powers extend beyond licensing and include for instance other Police, anti-social behaviour, Trading Standards and Environmental Health legislation;
  - Ensuring good communication and support is provided to responsible operators, providing regular contacts, liaison and training opportunities are available. For example:
    - The partnership Police and Council's Night Time Economy Team plays an important role in providing additional high visibility policing within the night time economy, establishing good working relationships with venue operators and front of house staff and providing a reassuring presence
    - "Conflict resolution training" is provided by the Council's Health and Safety Team intended for retail staff, aimed at dealing with violence and aggression at work.
  - Co-ordination with Planning and use of planning controls;
  - Careful consideration of supporting infrastructure, including the provision of CCTV surveillance across the Borough; improved street lighting; late night public conveniences; street cleaning and litter patrols;
  - Campaign work undertaken in conjunction with other partners (such as the Drugs and Alcohol Action Team (DAAT) under Community Safety) under the Safer Southwark Partnership such as previous "safe world cup"; "safety glasses"; "talking signs" campaigns;
  - The development of partnership arrangements intended to take forward schemes that are of benefit to the local community, such as the Business Improvement Districts: Better Bankside, Blue Bermondsey BID, Southwark BID, Team London Bridge and We are Waterloo;
  - The establishment of pub-watch, or similar schemes. Information about pub-watch can be obtained through their web site on [www.nationalpubwatch.org.uk](http://www.nationalpubwatch.org.uk);
  - Encouragement of socially responsible licensed operations through schemes such as the Southwark Women's Safety Charter, Ask for Angela and Ask for Clive.



15. The Council will use its full range of powers, engage all relevant responsibilities and work together with all partners to deliver the licensing objectives.
16. This policy does not set out to explain the circumstances under which any one of the available authorisations may be required, nor does it attempt to explain the licensing processes. Applicants are required to consider the Licensing Act 2003 and the latest Statutory Guidance before contacting the Licensing Authority.
17. There is a link to the government guidance accompanying the application forms on the Council's licensing web pages: <https://www.southwark.gov.uk/business/licences/business-premises-licensing/beer-late-night-refreshment-and-entertainment-licences>
18. Applications will progress in accordance with procedures laid down by the Licensing Act 2003, secondary legislation and any accompanying applicable guidance under Section 182 of the Act as produced by the Home Office. Prospective applicants should refer to the separate relevant guidance documents for further details. [Revised guidance issued under section 182 of the Licensing Act 2003 \(February 2025\) \(accessible version\) - GOV.UK](#)

### **Southwark and the leisure and entertainment industry**

19. Southwark offers a wide range of leisure and cultural opportunities. The north of the Borough is recognised as one of London's fastest growing tourist quarters and a thriving business location. The area encompasses some of London's top attractions (including Shakespeare's Globe Theatre, the Tate Modern and the Ministry of Sound). Elsewhere across the Borough, there are many other creative hotspots in areas such as the Elephant and Castle and Peckham and a very broad variety of leisure and cultural opportunities intended to meet the needs of our diverse communities. These include clubs and bars, restaurants and cafes, galleries, theatres and cinemas.
20. Southwark currently has around 1500 premises licensed for the sale and supply of alcohol and/or regulated entertainment and late night refreshment on an ongoing basis. Over 1000 of these are licensed for the sale and supply of alcohol. 90% to 100% of these licensed premises are open between the hours of 11:00hrs and 23:00hrs. Additionally, many hundreds of small, occasional and community focused events are staged across the Borough each year under the facility of Temporary Event Notices.
21. At a local level, the impact of alcohol-related harm in terms of both ambulance callouts and crime are substantial in Southwark but are not felt evenly across the Borough. Local Southwark data highlights that the impact of alcohol increases during the course of the day and is particularly evident in the late evening and early hours of the morning, especially at weekends.
22. Southwark Council Community Partnership from 2023-2024 provides ambulance and hospital data together with crime and anti-social behaviour (ASB) data summarised below.<sup>3</sup>

### **London Ambulance Service Callouts and Hospital Presentations to A&E for Violence.**

Data source: Safestats Hospital Presentation data is unavailable for the complete 23/24 financial year (available up to Sept 2023). Ambulance data is based on the first callout to an incident to avoid double-counting.

With the key observations as follow:

<sup>3</sup> <https://www.southwark.gov.uk/sites/default/files/2025-02/CSP%20Strategic%20Assessment%202324.pdf>

- Although violence related offences have increased in the borough by 8.5%, this does not reflect a rise in LAS callouts in the borough, which has seen a reduction of 7% since 2021/22, with the greatest reductions seen in South Bermondsey (-15 callouts) and Goose Green (-14 callouts).
- London Bridge & West Bermondsey (9.8%), North Walworth (8.7%), Borough and Bankside (8%) reported the highest volumes of callouts in 2023/24, accounting for 26.5%.
- Knife injury-related ambulance callouts have increased by 21.3%, higher than the increase reported for knife offences (2.2%). Trend data suggests that LAS callouts are higher in the summer months, in line with when weapon violence in the borough tends to be higher.
- Hospital Presentations have seen a significant decrease in both violence and knife injury-related presentations which may allude to data quality or recording practice issues. A significant spike occurred in Feb 21/22, which doesn't follow the same pattern for LAS callouts or knife offences.

### **Crime and Disorder in Southwark: Total Notifiable Offences (TNOs)**

Offending in Southwark has been steadily rising since 2021/22, increasing by 18.2%. London reported a 12.2% increase in the same period.

In 2023/24 Southwark ranked 4th highest within London and 2nd highest within its Statistical Neighbour Group for TNOs. Across all reporting years, Southwark has consistently reported a higher offence rate per 1,000 population for each year than London.

Like other inner London boroughs, Southwark contains locations which have higher footfall, therefore presenting more opportunity for offences to occur.

Areas with busy transport locations such as London Bridge, Elephant and Castle and Peckham Rye Stations are known key hotspot locations in the borough.

In terms of peak periods, there has been little change in when offences takes place, with the April-September period generally seeing higher volumes of across all years. This could be potentially due to longer hours of daylight during these months. Friday and Saturday see higher levels of offending, with peaks from 12am-1am and from 3pm-7pm.

The peak time of 12am-1am may be due to recording by the MPS where if a time is not known or entered, or where an offence occurred over a period of several days, 12am may be the system default time entered. <https://www.southwark.gov.uk/sites/default/files/2025-02/CSP%20Strategic%20Assessment%202324.pdf>

### **Key findings – within established Cumulative Impact Areas (CIAs):**

23. Proportional changes of alcohol related violence across the CIAs are not particularly statistically significant, with a similar level in 2018/19 as in 2022/23;
  - The overall increases in alcohol related LAS callouts are because of a methodology change;
  - The level of reported alcohol related rowdy behaviour and street drinking in the CIAs is at its lowest since the introduction of the CIAs.

### **Key findings – within monitor areas:**

24. Reports across Violence, ASB and Ambulance data all showed an increase in the monitoring areas, although violence levels and alcohol related rowdy behaviour and street drinking are still lower than in their peak in FY 2013/2014.
25. Elephant and Castle may be reviewed further due to the expected increase in licensed premises.



## Chapter 4 - PURPOSE AND SCOPE OF THE LICENSING POLICY

### Purpose of the policy

26. This policy has five main objectives:

- To reinforce, for the benefit of elected members on the Licensing Committee, the powers and constraints placed upon the Local Authority as Licensing Authority by the 2003 Act;
- To set out, for the benefit of prospective Applicants, Responsible Authorities, local residents, and licensed operators, the parameters under which this Authority will make its licensing decisions;
- To inform prospective licensees how a licensed premises is likely to be able to operate within an area;
- To inform local residents and licensed operators how their needs will be addressed;
- To minimise the number of licensing decisions that may be challenged in a court of law.

### Scope of the policy

27. The Licensing Act 2003 regulates the following activities:

- The sale by retail of alcohol.
- The supply of alcohol by or on behalf of a club to, or to the order of, a member of the club.
- The provision of regulated entertainment.
- The provision of late night refreshment.

### Types of authorisation

28. The Act provides for four different types of authorisations or permissions as follows:

- Personal licences – to sell or authorise the sale of alcohol from premises in respect of which there is a premises licence.
- Premises licences – to use a premises for licensable activities.
- Club premises certificates – to allow a qualifying club to engage in qualifying club activities.
- Temporary Event Notice (TENs) - to carry out licensable activities at a temporary event.

29. The scope of this policy covers new applications for licences, and club premises certificates, , transfers, variations, time-limited premises licences and TENs. It also covers the review and possible revocation of licences and certificates.

30. In general, a reference in this policy to a premises licence will also include a club premises certificate.

**Definitions: 'Regulated Entertainment'** includes:

- ☐ A performance of a play;
- ☐ An exhibition of a film;
- ☐ An indoor sporting event;
- ☐ A boxing or wrestling entertainment;
- ☐ A performance of live music;
- ☐ Any playing of recorded music;
- ☐ A performance of dance;

- Entertainment of a similar description to a performance of live music and playing of recorded music or a performance of dance. For the entertainment to be licensable, one or more of these activities must take place in the presence of an audience and be provided (at least in part) to entertain that audience upon premises made available for the purpose.

31. There are a number of exemptions contained in the Act. Schedule 1, Part 2 of the Licensing Act 2003 deals with the provision of regulated entertainment and its exemptions. It outlines which types of entertainment require a licence and which are exempt from licensing. Please refer to <https://www.legislation.gov.uk/ukpga/2003/17/schedule/1>
32. Also, since the introduction of the Live Music Act 2012, a number of deregulatory steps have been taken. For the current up to date position, please contact the licensing service (contact details are in Appendix A of this policy).

### **Definition - Late Night Refreshment**

33. Late night refreshment is defined as the supply of hot food or hot drink to members of the public from or in a premise for consumption on or off the premises, between the hours of 23:00hrs and 05:00hrs. Premises include vehicles and stalls.

### **The Licensing Objectives**

34. In carrying out its licensing functions, the Council will promote the four licensing objectives set out in the Licensing Act 2003. They are:
  - The prevention of crime and disorder;
  - Public safety;
  - The prevention of public nuisance;
  - The protection of children from harm.
35. Each objective is of equal importance and the promotion of the four objectives is paramount at all times. It is the responsibility of all parties involved in the licensing process to work together toward these licensing objectives at all times. The four objectives are considered in more detail in chapter 9 of this document.
36. However, the legislation supports a number of 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 local residents from crime, anti-social behaviour and noise nuisance caused by irresponsible licensed operators;
  - Giving the Police and Local Authorities the powers they need to effectively manage and police the night-time economy and take action against those premises that are causing problems;
  - Recognising the important role which pubs and other licensed premises play in our local communities by minimising the regulatory burden on businesses encouraging innovation and supporting responsible premises;
  - Providing a regulatory framework for alcohol which reflects the needs of local communities and empowers Local Authorities to make and enforce decisions about the most appropriate licensing strategies for their local area;
  - Encouraging greater community involvement in licensing decisions and giving local residents the opportunity to have their say regarding licensing decisions that may affect them.

37. Each licence application will be considered on its own merits and in accordance with the Licensing Act 2003, secondary legislation, s.182 guidance and this policy.

### **Fundamental principles**

38. Licensing is about regulating licensable activities on licensed premises, by qualifying clubs and at temporary events within the terms of the 2003 Act.
39. If an application for a premises licence or club premises certificate has been made lawfully and there have been no representations from Responsible Authorities or other persons, this Authority must grant the application, subject only to conditions that are consistent with the operating schedule and relevant mandatory conditions.
40. Conditions attached to the various authorisations will be focused on matters which are within the control of individual licence holders and others with relevant authorisations, i.e. the premises and its vicinity. This will include the direct impacts of the activities taking place at the licensed premises on members of the public living, working or engaged in normal activity in the area concerned.
41. Club premises certificates may only be issued to qualifying clubs. To be eligible for a club premises certificate the club membership must have joined together for a particular social, sporting or political purpose. Qualifying clubs are specified in Section 61 of the Act and sufficient evidence must be supplied with the application to satisfy those conditions.
42. While this statement sets out the Council's general approach to the making of licensing decisions, nothing in this statement undermines the right of any individual to apply under the terms of the 2003 Act for a variety of permissions and to have any such application considered upon its individual merits.
43. Similarly, this statement of policy does not override the right of any person to make representations on an application or to seek a review of a licence or certificate where provision has been made for them to do so in the 2003 Act. Absolute weight will be given to all representations. However, this will not include those that are frivolous, vexatious or repetitious.
44. The Council may depart from this policy in the interests of promoting the licensing objectives, if the individual circumstances of any case merit such a decision. Where such decision is taken, full reasons for the departure from the policy will be given.

### **Provision of scale plans**

45. Applicants are required to submit a current scale plan of the premises when making an application for a new premises licence and a scale plan of the proposed layout and existing layout when part of any application for a variation of a premises licence.
46. Plans need not be professionally drawn, but must be drawn to scale so as to allow the applicant to provide that information each relevant authority requires. It is useful to include the plans, the size of the original drawing (for example, "1:100 when printed at A4"). Smaller scale plans may be accepted, subject to the agreement from the Licensing Authority.
47. For clarity, internal and external areas intended to be used for the purpose of consumption of on or off sales of alcohol and late-night refreshment should be included.

## Variations and new applications

48. Where a premises licence holder wishes to amend their licence, the Act allows licence holders to vary the licence/certificate. Two variation processes exist: -
  - 1) A simplified minor variation process provides for proposed variations that have no adverse impact upon the licensing objectives.
  - 2) A major variation process provides for variations that change the licensed area or original authorisations and may have potential adverse impact upon the licensing objectives.
49. It should be noted that changes to the structure or layout may only be satisfy licensing objectives with a new application for a new premises licence/certificate.
50. The decision on whether an application may be suitable rests with the licensing authority, and applicants should discuss their proposals with the Licensing Team before submitting their application

## Provisional statements

51. While an application for a new premises licence can be made in respect of a premises not yet constructed/completed or, where substantial changes are proposed but not sufficiently for any responsible authorities to make a determination in respect of the application, this Council would prefer to see provisional statements sought in the first instance.
52. However, the Council acknowledges that any person defined in section 16 of the Act can apply for a premises licence before new premises or existing premises are constructed, extended or changed, as long as clear plans of the proposed structure exist and the Applicant is in a position to complete an operating schedule.
53. Responsible authorities will require such conditions sufficient to ensure public safety and legislative compliance. For further information, please refer to s182 of the Statutory Guidance.

## Temporary Events Notices

54. The Act provides for a person who does not have an authorisation under the Act to carry out a licensable activity on an unlicensed premises or carry out any licensable activity outside of the terms of a premises licence or club premises certificate by way of "temporary event notices" (TENs). 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.
55. There are two types of TENs: -
  - 1) A standard TEN, which must be given to the Licensing Authority with at least 10 clear working days' notice before the event, with the appropriate fee; and
  - 2) Late TEN, which must be given to the Licensing Authority no earlier than nine clear working days, but with a minimum of five clear working days with the appropriate fee notice before the event.

More information on TENs can be found at <https://www.gov.uk/find-licences/temporary-events-notice>

### Multiple TENS for a single event

56. Section 171 of the explanatory notes to the Licensing Act 2003 with regards to Section 101 of the Act, "Minimum of 24 hours between event periods", states that:  
  
*"This section provides that there must be a minimum period of 24 hours between temporary events held on the same premises by a premises user or held by that user and another person who is related to, associated with or in business with that user. This prevents a premises user holding numerous consecutive temporary events as a means of avoiding an application for a premises licence. If a temporary event takes place on premises that are included within or include other premises where another temporary event takes place, then the two events are deemed to take place on the same premises."*
57. In addition to section 101 of the Licensing Act 2003, the Licensing Authority considers that the use of more than one TEN within the same or adjacent premises at similar times to allow an event of over 499 persons attending at any one time is likely to give rise to the increase in public nuisance and crime and disorder. The increased number of patrons over 499 persons also gives a greater concern on the impact of the event on public safety and the prevention of harm to children.
58. Organisers of events whereby patrons will exceed 499 should not use the "light touch" approach with multiple TENS. Such events should be licensed by application for a time-limited premises licence, to allow full consultation of the proposal and the measures to promote the licensing objectives and allows greater opportunities to grant the application with appropriate conditions to promote the licensing objectives where appropriate.
59. Multiple TENS that are similar in times, or within 24 hours of each other, for the premises included within or adjacent to the premises that receive objections from a relevant person will be considered by the Licensing Sub-Committee.
60. Premises users for multiple TENS will be given opportunity to demonstrate how they will ensure that the licensing objectives will not be undermined and that the total maximum capacity of 499 will not be exceeded. This will be balanced against evidence provided by the Police and/or Environmental Health Officers.

### Major art and pop festivals, carnivals, fairs and circuses

61. We encourage organisers of major festivals and carnivals to approach the Council at the earliest opportunity to discuss arrangements for the licensing of their events and may require a time-limited premises licence. This will involve the preparation of a substantial operating schedule, full public consultation and a longer lead in period.
62. The Southwark Events Team coordinates a Safety Advisory Group (SAG) with membership comprising all the emergency response authorities which can provide support to event organisers on event planning if good time is allowed. All major events will be scrutinised by the SAG. Contact details for the Events Team are provided in Appendix A

### Consultation Arrangements

63. This Authority understands that regulations under the Act require public notices to be of a size equal to or larger than A4; of pale blue colour; and printed legibly in black ink or typed in black in a font of a size equal to or larger than 16. It also recognises that applications may not be rejected on the basis of improper notification if public notices comply with this minimum standard.

64. However, to ensure that the notice of application displayed at the premises may be clearly seen and easily read by passers-by, this Authority recommends that public notices displayed be of A3 size in pale blue colour printed legibly in black ink in a font of size equal to or larger than 20. This Authority also asks that the notice summarise the proposed licensable activities and the proposed hours of opening and remain clearly displayed in a position where it may be readily seen by passersby for the period during which representations may be made. A public notice template in our preferred format is available on the licensing webpages for each licence at: <https://www.southwark.gov.uk/business-and-licences/beer-and-business-premises-licences/premises-licences/apply-premises-0> which can be printed onto blue A4 sized paper. Checks will be made to ensure that the summary is properly displayed.
65. The licensing service supports the consultation process by maintaining a public register at: <https://app.southwark.gov.uk/>
66. These details all current applications (alongside details of current licensed premises). It is open to any person who wishes to be kept up to date with the latest applications in their area, to subscribe to "licensing alerts". E-mail notifications are sent to subscribers when a new licence application is received within their local ward. The licensing service will also notify local Ward Councillors of all new applications in their area.

### **Personal Licence Applications**

67. Individuals who make an application for a personal licence from the 6<sup>th</sup> April 2017 must be entitled to work in the UK.
68. In order to discharge this duty, the Authority must be satisfied that an applicant has the right to work in the UK and requires applicants to submit one of the documents to demonstrate that the applicant has permission to be in the UK and that they are permitted to undertake work in a licensable activity. They do this in one of two ways:
- a) by providing their 'share code' to enable the licensing authority to carry out a check using the Home Office online right to work checking service.
  - b) by providing copies or scanned copies of the documents which an applicant has provided, to demonstrate their entitlement to work in the UK as per information published on gov.uk and in guidance. <https://www.gov.uk/government/publications/right-to-work-checklist/employers-right-to-work-checklist-accessible-version>
69. If a personal licence holder's right to live or work in the UK expires or is revoked, the personal licence will cease to have effect and must be returned to the licensing authority which issued it

### **Responsible Authorities**

70. The Responsible Authorities are public bodies which have a social and legislative interest in how licensed premises are managed. They must be notified of, and are entitled to lodge representations about, applications for premises licences or club premises certificates or variations. Responsible Authorities are also able to review a premises licence or club premises certificate. Please refer to Appendix A
71. Applicants should consult with the Responsible Authorities directly before making an application, as they will provide specific local advice and information about a draft operating schedule prior to submission. Contact details for the Responsible Authorities are given in Appendix A.

- 72. This Authority advises that it recognises the Southwark Children's Social Service as the body competent to provide advice on matters concerning the protection of children from harm.
- 73. It should be noted that the Director of Public Health is added as a Responsible Authority. While health is not included as a licensing objective, the Guidance to the Act recognises that health bodies may hold information which other Responsible Authorities do not, but which would assist a Licensing Authority in exercising its functions.
- 74. The Secretary of State for Home Affairs is a Responsible Authority responsible for ensuring those not entitled to work in the UK, and this task is undertaken by the Home Office and various Enforcement departments.
- 76. Legislation prevents the issue or transfer of a premises licence or issue of a personal licence to a person who is not entitled to work in the UK.<sup>4</sup>

## **Representations**

- 75. It is open to any "Responsible Authority", as defined under the Act or other person to lodge representations concerning a premises licence or club premises certificate application during the consultation period.
- 76. A representation will only be "relevant" if it relates to the likely effect of the grant of the licence on the promotion of at least one of the licensing objectives. A representation that fails to do this is not "relevant" for the purposes of the 2003 Act. It is for the Licensing Authority to determine on its merits whether any representation by an interested party is frivolous or vexatious, as provided in Table 1 - delegations of licensing functions on page 22.
- 77. Representations must be received in writing at the licensing service office by the last date for representations. Representations must be dated, provide the grounds of representation in full and include the name and address of the person/body making the representation.

## **Disclosure of personal details of persons making representations**

- 78. Concerned parties are entitled to approach their elected representatives or local residents' group who may submit a representation or review application on their behalf.

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<sup>4</sup> <https://www.legislation.gov.uk/uksi/2021/689/made>

## Chapter 5 - Schedule of Delegations for Decisions

79. In accordance with the provisions of the Act, this Authority has established a Licensing Committee with a maximum of 15 members and provision for Sub-Committees of three members to be drawn from the overall pool of the main Committee membership.
80. In doing so, the Council has established an efficient and cost-effective system for the determination of licences as recommended in the s.182 Guidance.
81. Where matters are subject of representations, the licensing service will normally attempt to reach a negotiated conclusion through a conciliation process. This service is provided to help develop workable agreed outcomes supported by all parties, which will also save time and costs associated with holding a public hearing. Conciliation can be agreed upon until 24 hours before a hearing takes place. Where this is not possible, the application and representations to it will be considered by the Sub-Committee at a public hearing.
82. Table 1 below sets out the schedule of delegation of decisions and functions to the Licensing Committee, Sub-Committees and Officers.

**Table 1 – Table of delegations of licensing functions**

<b>Matter to be determined</b>	<b>Full Committee</b>	<b>Sub-Committee</b>	<b>Officers</b>
Licensing policy	& Council Assembly		
Personal licence		If a Police or Secretary of State objection made	If no objection made
Personal licence with unspent convictions		All cases	
Personal Licence where convicted of any relevant offence or foreign offence, or required to pay an		When the Authority becomes aware	
Premises licence / club certificate		If relevant representation made and not conciliated	When no relevant representation / all concerns conciliated
Provisional statement		If a relevant representation made and not conciliated	If no relevant representation
'Major' variation of a premises licence / club premises		If a relevant representation made and not conciliated	If no relevant representation
'Minor' variation of a premises licence / club premises			All cases
Variation of the designated premises supervisor		If a Police or Secretary of State objection made	All other cases
Request to be Removed as a designated premises supervisor			All cases



Transfer of premises licence		If a Police or Secretary of State	All other cases
Interim authority		If a Police or Secretary of State	All other cases
Review of a premises licence /		All cases	
Whether a representation is irrelevant,			All cases
Temporary event notice		If Police or Environmental Health objection is made	If no representation received.
Variation of a premises licence in respect of a community premises to include		If a Police objection	All other cases
Decision whether to consult other Responsible Authorities on minor variation application			All cases

### Licence reviews

83. At any stage following the grant of a premises licence, a Responsible Authority, other persons, residents or businesses or a representative of these may ask the Authority to review a premises licence because of a concern about the premises in connection with any of the four licensing objectives.
84. In addition, a review of the licence will normally follow any action by the Police to close down a premises for up to 24 hours on grounds of disorder or nuisance, as a result of a magistrate's court's direction sent to the Licensing Authority. A licence review can have several outcomes, modification of the conditions of the premises licence; exclusion of a licensable activity from the scope of the licence; removal of the designated premises supervisor from the licence; suspension of the licence for a period not exceeding 3 months or revocation of the licence.
85. Where a review of a premises licence is sought, this must relate specifically to an individual premises. The Licensing Authority may also reject an application made by an interested party if it determines that the ground for the review is repetitious, that it is substantially similar to an earlier review, following which a "reasonable interval" (i.e. 12 months according to statutory guidance) has not elapsed since the earlier application or since the grant of the premises licence.
86. Any evidence relied upon for a review (or any submitted representation) must be supplied to all parties within the consultation period. Any supplementary evidence following that period must be supplied at least 24 hours before the Hearing. It is the responsibility of the person bringing the review, or making a representation, to ensure that any supporting evidence (written or visual) is in an acceptable and usable format that can be circulated to all Responsible Authorities, the licence holder and any other interested parties. Evidence supplied should be complete at the point that it is submitted, with no expectation that the Council will add to their evidence or produce evidence from previous complaints or applications.

### Applications for a transfer of a premises licence following a review application

87. This Authority is concerned over the frequently observed practice of an application for a transfer of a premises licence being made following an application for a review of that same licence being lodged.

88. Where, such applications are made, this Authority will require documented proof of transfer of the business / lawful occupancy of the premises (such as a lease), to the new proposed licence holder to support the contention that the business is now under new management control.

### **Annual fee payments**

89. An annual fee is payable in respect of all premises licences and club premises certificates. If the annual fee is not paid when it is due, the Authority must suspend the licence or certificate. In such cases, the holder of the licence will be notified in writing, giving at least two working days' notice of the suspension date. Once suspended, the licensable activity authorised by that licence must cease. The Police and other Responsible Authorities will be informed, and monitoring checks will be made to ensure no licensable activity continues.
90. The suspension ends upon payment of the fee. Licence holders should ensure that the payment of the outstanding fee is brought to the attention of the licensing service in order that the suspension may be lifted.

### **Other regimes**

91. This Authority will look to ensure consistency, as far as is possible within law, with other licensing and consent regimes.
92. Further information on planning is available on the Council website at <http://www.southwark.gov.uk/planning-and-bulding-control-and-building-control>
93. The planning, regeneration, building control and licensing regimes will be properly separated. To avoid duplication and inefficiency. Each regime involves consideration of different (albeit related) matters. Neither the Licensing nor the Planning Committees are bound by decisions made by the other.
94. The issue of "need" in determining any licence application, as this is a matter for planning control and the market. The Council will not impose quotas of premises or licences under the licensing regime.
95. When, as a condition of planning permission, the terminal hour has been set for the use of premises for commercial purposes differ to the permitted licensing hours, the Applicant must observe the earlier closing or later opening time. Premises operating in breach of their planning permission would be liable to prosecution under planning law.
96. This Authority notes and Guidance supports 'that where businesses have indicated, when applying for a licence under the 2003 Act, and they have also applied for planning permission or that they intend to do so',<sup>5</sup> the Licensing Sub-Committee and Officers may consider discussion with their planning counterparts prior to determination with the aim of agreeing mutually acceptable operating hours and scheme designs". are in place. Contact details for obtaining Planning Consent or a Highway's Table and Chairs Licence and applying for the use of a park are in Appendix A under other agencies.

<sup>5</sup> Statutory Guidance Feb 2025 para 9.45 <https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003/revised-guidance-issued-under-section-182-of-the-licensing-act-2003-december-2023-accessible-version>

## **Chapter 6 - DETERMINING APPLICATIONS FOR PREMISES LICENCES AND CLUB PREMISES CERTIFICATES**

97. All applications for new premises licences or variations need to be supported by an operating schedule. The schedule must clearly establish the steps the Applicant proposes to promote the licensing objectives.
98. If an application for a premises licence or club premises certificate has been made lawfully and there have been no representations from Responsible Authorities or other persons, the Licensing Authority must grant the application in the terms sought, subject only to the relevant mandatory conditions and conditions that are consistent with the operating schedule. The Licensing Authority will have no discretion to refuse the application or to alter or add to the conditions arising from the operating schedule.
99. If relevant representations are received, then (unless the concerns raised are resolved through conciliation) a hearing of the application by the Licensing Sub-Committee will normally follow. At the hearing, each application will be considered upon its own merits with all relevant matters taken into account.
100. Having had regard to all relevant matters, the Sub-Committee will take such steps as it considers appropriate to promote the licensing objectives. This may include the refusal or part grant of the application, or adding to or modifying the conditions proposed in the operating schedule.
101. In exercising its discretion, the Licensing Sub-Committee will have regard (amongst other things) to the content of this licensing policy. Therefore, Applicants are advised to read the content of this policy carefully before drawing up their operating schedule. Where an operating schedule complies with this policy, it is generally less likely that a Responsible Authority or other person will object to it, or that any representation will succeed. Therefore, compliance with this policy is likely to assist the Applicant to avoid the delay and expense of a contested licensing hearing, and risk refusal of the application or the addition of unwanted conditions.
102. This is not to say that an opposed application which complies with the policy will necessarily be granted or that an opposed application which does not comply with it will necessarily be refused. Where there have been relevant representations, the Licensing Authority will always consider the merits of the case, and interfere with the operating schedule only when, and to the extent, considered appropriate to promote the licensing objectives. So, for example, following receipt of relevant representations the Licensing Authority will not interfere with an operating schedule which does not comply with this policy where the steps proposed are sufficient to meet the licensing objectives in the individual circumstances of the case.
103. However, the policy represents the Licensing Authority's view of the best means of securing the licensing objectives in most normal cases. It has been drawn up in consultation with other expert bodies and Responsible Authorities, together with input from business operators and community stakeholders. While the contents of the operating schedule are a matter for the Applicant, in cases where there is objection to a schedule which departs from the policy, the licensing Sub-Committee hearing the opposed application will normally expect to be given good reason for the departure if it is to be asked to make an exception to the policy.
104. In this policy, there are a number of references to the Licensing Authority's expectations of Applicants. As explained, the policy is only engaged where the Licensing Authority has a discretion following the receipt of representations. In such cases, the Licensing Authority will not apply the policy rigidly, but will always have regard to the merits of the case with a view to promoting the licensing objectives.

105. One particular expectation of Applicants is that they conduct a risk assessment in relation to the licensing objectives before completing an operating schedule. It is emphasised that there is no statutory requirement for this under the Licensing Act 2003. However, where no such risk assessment has been conducted, then if there are relevant representations leading to a hearing, the Licensing Sub-Committee may take a more precautionary approach than if the Applicant can demonstrate that a particular risk has been properly evaluated and either discounted or mitigated in the operating schedule.

### **Location and other relevant considerations**

106. In considering applications for new licences, variations of existing licences and licence reviews, this Authority will take the following matters into account:
- Whether the premises is located within a current Cumulative Impact Area;
  - The type and mix of premises and their cumulative impact upon the local area;
  - The location of the premises and their character;
  - The views of the Responsible Authorities and other persons;
  - The past compliance history of the current management;
  - The proposed hours of operation;
  - The type and number of customers likely to attend the premises;
  - Whether the Applicant is able to demonstrate commitment to a high standard of management, for example, through the level of consideration given to the promotion of the licensing objectives; by active participation in Pub-Watch, Ask for Angela/Ask for Clive and adopting the Women's Safety Charter;
  - The physical suitability of the premises for the proposed licensable activities, i.e. in terms of safety, access, noise control, etc.
107. Applicants should refer to Appendix B of this policy for details of the current local Cumulative Impact Areas and also consider the general operating hours in Chapter 7 of this policy. Applicants should not try to replicate later operating hours even if there are other premises nearby that currently operate for longer. This Authority will carefully balance the conflicting needs of residents, patrons and businesses in relation to the introduction of premises and flexible opening hours for the sale and supply of alcohol and late night refreshment.

### **High standards of management**

108. When assessing the Applicant's or Licensee's ability to demonstrate a commitment to high standards of management this Authority will consider whether the Applicant or Licensee
- Has researched the local area and can demonstrate understanding of local community concerns;
  - Has carried out relevant risk assessments and devised an appropriate strategy to promote the licensing objectives;
  - Can demonstrate comprehensive knowledge of best practice;
  - Has sought advice from the Responsible Authorities;
  - Has implemented any advice given by Responsible Authorities;
  - Is able to understand verbal and written advice and legal requirements;
  - Can demonstrate knowledge of the licensing objectives, relevant parts of the licensing policy and their responsibilities under the 2003 Act;
  - Is able to run their business lawfully and in accordance with good business practices;
  - Is able to demonstrate a track record of compliance with legal requirements.

## Mandatory conditions

109. There are a number of mandatory conditions set out within the Act (as amended by the Mandatory Licensing Conditions (Amendment) Order 2014). The mandatory conditions must be imposed upon all licences where relevant.

## Other conditions

110. Conditions on a premises licence or club premises certificate are important in setting the parameters within which premises can lawfully operate. This Authority will aim to ensure that conditions attached to licences will:

- Be appropriate for the promotion of the licensing objectives;
- Be precise and enforceable;
- Be unambiguous and clear in what they intend to achieve;
- Not duplicate other statutory requirements or other duties or responsibilities placed on the employer by other legislation unless extending circumstances have demonstrated multiple breaches of that legislation and the condition/s are to prevent further breaches;
- Be tailored to the individual type, location and characteristics of the premises and events concerned;
- Not be standardised;
- Not replicate offences set out in the 2003 Act or other legislation;
- Be proportionate, justifiable and capable of being met;
- Not seek to manage the behaviour of customers once they are beyond the direct management of the licence holder and their staff (but may impact upon the behaviour of customers in the immediate vicinity of the premises or as they enter or leave);
- Be written in a prescriptive manner.

*[conditions link - TBC ]*

## Shadow licences

111. The Licensing Authority may consider granting applications for licences that duplicate the terms and conditions of the current operational licence for the same premises, but are issued to the landowner or another person with an interest in the property, provided that the licence is not affected by any conditions. These 'Shadow Licences' are usually sought by landowners to protect their property interests due to policies that may refuse certain new applications.

112. The Licensing Authority recognises that there is no restriction in the Licensing Act 2003 for there to be more than one licence to be in effect at any one time at the same premises to promote the licensing objectives and provide clarity as to which premises licence is being used to provide licensable activities. Conditions may be added to the additional premises licence application.

## Chapter 7 - CUMULATIVE IMPACT AREAS (CIAs)

- 113. In areas where the number, type or density of licensed premises high, particularly those selling alcohol or providing late night refreshment serious problems of nuisance and disorder may arise outside or some distance from those premises.
- 114. This concentration of customers when leaving premises or when queuing at fast food outlets or public transport, problems of nuisance and disorder may arise outside or some distance from those premises/locations.
- 115. These concentrations of people may also attract criminal activities such as drug dealing, pickpocketing and street robbery, whereby local services, i.e. policing, public transport services, public lavatory provision and street cleaning, may not be able to meet the immediate demand.
- 116. The cumulative impact of licensed premises on the promotion of the licensing objectives is a proper matter for a Licensing Authority to consider within its licensing policy and is now included in s.5a Licensing Act 2003.
- 117. Applications made within specified Cumulative Impact Areas (CIAs) are therefore deemed likely to add to the potential impact the CIA is intended to avoid. Therefore, under this policy, there is an automatic presumption that such applications will be refused; however, each application must still be judged on its own merits.
- 118. It is normally the case that a representation citing a relevant CIA will have to be determined at a Licensing Sub-Committee hearing. The Applicant should therefore expect to have to attend a hearing regarding their application from the outset.
- 119. This Authority expects all applicants to be able to demonstrate their understanding reasons for the CIA, highlighting those reasons and mitigating those within their operating schedule.

Those areas subject to the CIA can be found in **Appendix B.**

### **Early morning restriction orders (EMRO)**

- 120. There are no EMROs in Southwark at the time of writing this policy; however, this Authority may introduce an EMRO if it feels it is 'appropriate' for the promotion of any of the licensing objectives.

### **Late Night Levy**

- 121. The Late Night Levy is a discretionary power, which this Council adopted in 2019 <sup>6</sup> to assist Local Authorities and the Police to manage and improve the night-time economy.
- 122. The levy allows the Council to charge a fee (set nationally by the government) based upon the rateable value of premises that hold a premises licence or Club premises certificate to sell/supply alcohol between 00:01hrs and 06:00hrs. This charge applies whether these licensed hours are used or not and is dependent on the rateable value of the premises, and the levy amounts are set by the government.

<sup>6</sup> <https://www.southwark.gov.uk/about-council/public-notice-0/notice-proposal-introduce-late-night-levy-london-borough-southwark>

## Exemptions from the levy

123. The following premises are allowed an exemption:

- a) Premises with overnight accommodation which have no facilities to serve alcohol to non-residents.
- b) Theatres and cinemas. where the sale of alcohol is for ticket holders for that event or participants in the production, and their invited guests.
- c) Bingo Halls licensed under the Gambling Act where live bingo is the primary function
- d) Community Amateur Sports Clubs. Currently registered with CASC & HMRC
- e) Community premises that have successfully applied for the replacement of the mandatory 'designated premises supervisor' license condition
- f) Businesses participating in a qualifying Business Improvement District where there an existing BID levy is to promote the reduction or prevention of late night disorder (there are none within Southwark)
- g) New Year's Eve premises. This applies to premises which are not authorised to sell/supply alcohol between midnight and 06:00 hrs except on New Year's Day ONLY.

## Reduction

124. The Council may decide that a where a Levy is in effect, a reduction of 30% of the levy payable may be offered to all premises selling alcohol and providing late night refreshment between 00:00 (midnight) and 06:00.

## Chapter 8 – HOURS OF OPERATION

### Licensing hours

125. Prior to the introduction of the Licensing Act 2003, the Government believed that fixed and artificially early closing times were one of the key causes of both rapid binge drinking prior to closing times and of disorder and disturbance when large numbers of customers were simultaneously required to leave licensed premises. An aim was to reduce the potential for concentrations of customers from licensed premises and achieve a slower dispersal of people through flexible opening times.
126. Current Guidance now states that the Government acknowledges that different licensing approaches may be appropriate for the promotion of the licensing objectives in different areas. The 2003 Act gives the Licensing Authority power to make decisions regarding licensed opening hours as part of its implementation of the licensing policy and Licensing Authorities are best placed to make such decisions based on local knowledge and in consultation with other Responsible Authorities.
127. This Authority recognises the increase in the number of premises licensed for the sale or supply of alcohol since the introduction of the 2003 Act and, particularly, the increase in the number and density of such premises within the night-time economy. In such a densely populated borough as Southwark, where there is often little demarcation between residential and commercial areas, the potential for late operating venues and businesses to cause nuisance and disturbance to local residents is considerable. Therefore, there will be no presumption in favour of lengthening licensing hours. The four licensing objectives should be paramount considerations at all times.
128. Table 2 (page) provides a guide for Applicants when preparing their operating schedules as to the hours of operation that this Authority might consider appropriate by type of premises and (planning) area classification. These hours are not pre-determined, and each application will be considered upon its own merits.
129. You can check to see the recommended hours in a particular area by using Southwark Maps: <https://geomap.southwark.gov.uk/connect/analyst/mobile/#!/main?mapcfg=%2FAnalyt%2FNamedProjects%2FSouthwark%20licencing%20areas>
130. However, Applicants for licences incorporating hours that fall outside of the guidance offered are expected to explain fully within their application the arrangements intended to be put in place to ensure that the premises do not add to the cumulative impact, or to disturbance and/or disorder in the area late at night. Applicants who wish to provide licensable activities outside the hours specified should ensure that the operating schedule specifies detailed measures to mitigate against crime, disorder and public nuisance, taking into account the following:
  - The location of the premises and the character of the local area;
  - The proposed hours during which the licensable activities are proposed to take place;
  - The adequacy of the proposed control measures intended to promote the licensing objectives;
  - The availability of local public transport;
  - The proximity of the premises to other licensed premises of a similar nature and the hours of operation of those premises.
131. Operating schedules with insufficient detail are more likely to be refused, have limitations in hours applied, or have additional conditions imposed upon them by the Licensing Sub-Committee. The Licensing Authority may impose further limitations in hours upon review of the licence, particularly where the premise is shown to be the focus or cause of nuisance or anti-social behaviour.



132. Applicants should note that where applications relate to premises that are located within more densely populated areas, stricter controls with regard to noise control may be necessary. For guidance, please see Chapter 9 on the prevention of public nuisance.

**Table 2 = Recommended Licensable Hours**

Type of premises	Hours	Major Town Centres and Strategic Cultural Area	District Town Centres	Local Centres and Small Shopping Parades	Residential / Mixed Use areas
		<ul style="list-style-type: none"> <li>• Bankside and Borough</li> <li>• London Bridge</li> <li>• Canada Water</li> <li>• Elephant and Castle (including Walworth Road)</li> <li>• Peckham</li> <li>• St Mary's Churchyard (Rotherhithe)</li> </ul>	<ul style="list-style-type: none"> <li>• Camberwell</li> <li>• Herne Hill</li> <li>• Lordship Lane</li> </ul> <p><i><b>Note:</b> Borough and Bankside, and London Bridge are also classified as District Town Centres. However, they have dual categorisation as Strategic Cultural Areas; therefore, the latter hours apply</i></p>	<ul style="list-style-type: none"> <li>• The Blue Dulwich Village</li> <li>• Nunhead</li> <li>• Forest Hill Road</li> <li>• Great Suffolk Street</li> <li>• Southampton Way</li> <li>• Southwark Park Road</li> </ul>	<p>All other</p> <p><i>We recognise that certain areas within the borough are not residential, and all such applications will be determined on their individual merits</i></p>
Restaurants and cafes	Start Time	No specified start time. Applicant is required to specify this in their application			
	End Time	Sun to Thurs: 00:00 Fri to Sat: 01:00	Sun to Thurs: 00:00 Fri to Sat: 0:100	Sun to Thurs: 23:30 Fri to Sat: 00:30	23:00 daily
Public houses, wine bars, or other drinking establishments and bars in other types of premises	Start Time	Mon to Sun: 11:00	Mon to Sun: 11:00	Mon to Sun: 11:00	Mon to Sun: 11:00
	End Time	Sun to Thurs: 23:00 Fri to Sat: 00:00	Sun to Thurs: 23:00 Fri to Sat: 00:00	Sun to Thurs: 23:30 Fri to Sat: 00:00	23:00 daily
Hotel bars and guest houses	Start Time	No restrictions for hotel residents			
	End Time	No restrictions for hotel residents			
Night clubs (with 'sui generis' planning classification)	Start Time	Mon to Sun: 11:00	Mon to Sun: 11:00	Not considered appropriate	Not considered appropriate
	End Time	Mon to Thurs: 01:00 Fri to Sat: 06:00 Sun: 00:00	Sun to Thurs: 00:00 Fri to Sat: 01:00	Not considered appropriate	Not considered appropriate
Off-licences and alcohol sales in grocers and supermarkets	Start Time	Mon to Sun: 11:00	Mon to Sun: 11:00	Mon to Sun: 11:00	Mon to Sun: 11:00
	End Time	00:00 (midnight) daily	00:00 (midnight) daily	00:00 (midnight) daily	00:00 (midnight) daily

Take-away premises LNR	<b>A licence is required between 11pm and 5am for the sale of hot food and/or hot drinks. Outside of these times is not a licensable activity under the Licensing Act 2003</b>				Not considered appropriate
	End Time	Sun to Thurs: 00:00 Fri to Sat: 01:00	Sun to Thurs: 00:00 Fri to Sat: 01:00	Sun to Thurs: 23:00 Fri to Sat: 00:00	Not considered appropriate
Cinemas and theatres	Start Time	No specified start time. Applicant is required to specify this in their application			
	End Time	02:00 daily	01:00 daily	00:00 (midnight) daily	23:00 daily
Vessels	Start Time	No specified start time. Applicant is required to specify this in their application			
	End Time	23:00 daily	23:00 daily	23:00 daily	23:00 daily
Qualifying members' clubs	Start Time	No specified start time. Applicant is required to specify this in their application.			
	End Time	02:00 daily	01:00 daily	00:00 (midnight) daily	23:00 daily
Event premises/ spaces where the sale of alcohol is included but ancillary to a range of activities, including meals	Start Time	Monday to Sunday: 11:00 (inclusive of Bank Holidays)			
	End Time	Sun to Thurs: 00:00 Fri to Sat: 01:00	Sun to Thurs: 00:00 Fri to Sat: 01:00	Sun to Thurs: 00:00 Fri to Sat: 01:00	23:00 Daily

133. It should be noted that there are three areas which are strategic cultural areas (SCA) that are situated outside a major town centre, two for part of the Borough and Bankside SCA and a third area in Rotherhithe, these are listed below:

- Shad Thames area bounded by Tower Bridge Road, Tooley Street, St. Saviours Dock and the River.
- Triangle area bounded by Bermondsey Street, Tower Bridge Road and the Railway.
- St Mary's Churchyard area, Rotherhithe.

134. It is recognised that these areas, although of mixed use, have a high residential usage and consideration for the later hours beyond those recommended for a residential area should be accompanied by evidence that the proposal is intended to enhance the provision of arts, culture and tourism in the area.

135. For premises that do not fall within one of the types of premises listed the on sale of alcohol shall be considered to fall within the premises type for a bar, some examples may be breweries with a tap room for on sales of alcohol, a hotel bar for non- residents, a bar or supply of alcohol in an office/workspace and event spaces which does not fall into the event premises/space category.

136. Similarly for types of premises that sell off sales of alcohol but do not fall within one of the listed categories shall be considered to fall within the premises type for an off licence, for instance “petrol stations,” where the restriction to sell alcohol under section 106 of the Licensing Act 2003 does not apply, the premises may be considered as predominately being a grocers.
137. Where the sale of alcohol is not considered the primary activity of the premises, then it is appropriate to condition the sale of alcohol as ancillary to the primary activity, for instance to qualify for the restaurant hours, alcohol should be mainly ancillary to the provision of food.
138. For the purpose of this policy, the following area classifications have been made:
- **Major Town Centres and Strategic Cultural Areas** – Bankside and Borough, London Bridge Canada Water, Elephant and Castle (including Walworth Road), Peckham, St Mary’s Churchyard (Rotherhithe)
  - **District Town Centres** – Camberwell, Herne Hill and Lordship Lane.  
*(Note: Borough and Bankside, and London Bridge are also classified as District Town Centres. However, they have dual categorisation as Strategic Cultural Areas; therefore, the latter hours apply.)*
  - **Local Centres and Small Shopping Parades** – The Blue, Dulwich Village, Nunhead, Forest Hill Road, Great Suffolk Street, Southampton Way, Southwark Park Road
  - **Residential / Mixed Use** – All other.

## Chapter 9 – LICENSING OBJECTIVES

### THE PREVENTION OF CRIME AND DISORDER

139. The Council recognises that well run licensed premises can make a valuable and positive contribution to the local community through the local economy, tourism, and cultural development. Southwark also has a duty under the Crime and Disorder Act 1998 to make reasonable actions to prevent crime and disorder.
140. However, poorly managed licensed premises, especially those offering late night alcohol and/or entertainment, or late-night refreshment for large numbers of people, can become a serious source of crime and disorder or anti-social behaviour.
141. This Authority expect Applicants for premises licences and club premises certificates to have made relevant enquiries about the local area and prepare their operating schedule on the basis of a risk assessment of the potential sources of crime and disorder associated with the premises operation. The operating schedule should demonstrate an understanding of the level of risk of crime and disorder and include positive proposals to manage any potential risk.

Relevant issues might include (but not limited to):

- Anti-social behaviour;
  - Drunkenness on the premises;
  - Public drunkenness;
  - Violent behaviour;
  - The possession of weapons;
  - Drugs use;
  - Underage drinking;
  - Theft of personal property;
  - Trafficking and illegal workers;
  - Prostitution, lewd acts and similar offences;
  - Child sexual exploitation;
  - Harassment;
  - Counterfeit goods;
  - Non-duty paid goods and tax evasion;
  - Maintenance of smoke-free environments, including shisha bars.
142. Applicants are recommended to seek advice from the Council's Licensing Team, the Police and Trading Standards when carrying out their risk assessments and in preparing their operating schedules.
  143. Southwark is committed to supporting the Mayor of London's Women's Night Safety Charter (WNSC) <sup>7</sup> together with those schemes aimed at protecting the vulnerable participating in the night time economy and profiled at Appendix C.

### Door Supervision

144. Door supervisors will often play an important key role in ensuring that well managed premises are free from crime and disorder and nuisance problems. A reminder is given that where a premises

<sup>7</sup> <https://www.london.gov.uk/programmes-strategies/arts-and-culture/24-hour-london/womens-night-safety-charter>

licence (other than for plays or films) includes a condition that at specified times there must be persons employed for the purposes of security; protection; screening the suitability of persons entering premises; or dealing with conflict in pubs, clubs and other licensed premises open to the public, then such persons must be registered with the Security Industry Authority (SIA). In any event it is in operator's own interests to ensure that all security staff employed, whether under contract or employed in-house are so licensed, since the operator may be legally liable for their actions. Licensed door supervisors will have undergone an identity and criminal record check and have received suitable training. It is recommended that employers should consider using only SIA approved contractors to source.<sup>8</sup>

### **The sale and possession of smuggled, bootlegged or counterfeit products and the handling of stolen goods**

145. Any holder of a premises licence, designated premises supervisor, any member of staff or club officer where a club premises certificate is granted, user of a premises for which a Temporary Event Notice is currently permitted or, any person carrying out paid or unpaid work at such premises, knowingly keeps or allows to be kept on those premises, any goods which have been imported without payment of duty or which have otherwise been unlawfully imported commits a criminal offence within this act. To prevent these offences from occurring, the licensee is expected to carry out its necessary due diligence. It should be noted that on conviction for offences relating to counterfeit products, confiscation for the proceeds of crime may be sought by the Council. Advice on this can be obtained from the Council's Trading Standards Service.

### **Theft of personal property**

146. Important steps that can be taken to reduce the risk of theft of personal property include:

- Raising the level of awareness among customers of the risk of theft of personal property through crime prevention information. This is especially important within premises where there is a high level of transient tourist trade.
- Provide controlled cloakroom areas;
- Provide Chelsea clips under tables;
- Ensure all areas of the premises are well lit and able to be observed by staff.
- Direct staff to observe the customer areas and politely raise with customers when personal belongings are unattended;
- Provide and publicise internal CCTV;
- Ensure adequate staffing levels and provided appropriate staff training.

### **Adult Entertainment**

147. The Licensing Authority, along with the Responsible Authorities, have concerns that the licensing objectives are engaged by the operation of premises where nudity, partial nudity or adult entertainment of a sexual nature is carried out. Applicants are required to state in their Operating Schedule that they propose to offer nudity, partial nudity or adult entertainment of a sexual nature.

<sup>8</sup> <https://www.gov.uk/government/organisations/security-industry-authority>

## PUBLIC SAFETY

148. Licence holders have a responsibility to ensure the safety of those using their premises, under the Licensing Act 2003. This responsibility extends to other regulatory regimes requiring managers and employees to be vigilant to risk. Dynamically assessing the risks to prevent accidents and injuries due to structure, design and maintenance. With due consideration given to the events promoted on those premises where alcohol consumption and vulnerable customer mix..
149. Licensable activities may take place within a broad range of premises: cinemas; theatres concert halls; night clubs, bars and public houses; restaurants and cafes fast food outlets.; supermarkets, off-licences. Each of these types of operation potentially presents a mixture of risks common to most premises. Others are unique to specific operations it is essential that premises are constructed or adapted, configured and managed in a manner which acknowledges these risks and safeguards occupants against them. Fire prevention and evacuation guidance documents is made available for each type of premises and operation.
150. This Authority is committed to ensuring the safety of people visiting and working in licensed premises. This Authority expects all applicants for premises licenses and club premises certificates to be able to demonstrate their understanding of the risks and hazards attributed to their premises, operation, venue style and customer base by highlighting those risks and mitigation within their operating schedule.
151. A number of matters should be considered in relation to public safety. These may include:
  - Premises configuration and site layout arrangements including adequate means of escape and signage;
  - Fire safety;
  - Emergency systems;
  - Temporary structures;
  - Ensuring appropriate access for emergency services, such as ambulances;
  - Good internal and external communication systems, including with Local Authorities and emergency services (for example, communications networks with the Police and signing up for local resident incident alerts);
  - Ensuring the presence of trained first aiders on the premises and appropriate first aid kits;
  - Hygiene and welfare facilities;
  - Special installations and special effects;
  - Ensuring the safety of people when leaving the premises (for example, through the provision of information on late night transport);
  - Ensuring appropriate and frequent waste disposal, particularly of glass and bottles;
  - Ensuring appropriate safe limits on the maximum capacity of the premises;
152. Statutory guidance advises applicants to seek advice from the Council's Health and Safety Team and/or local fire safety Officers before submitting any application. (see contact details in Appendix A of this document)
  - Model National and Standard Conditions for Places of Public Entertainment and Associated Guidance ISBN 904031 11 0 (Entertainment Technology Press – ABTT Publications).
  - The Event Safety Guide - A guide to health, safety and welfare at music and similar events (HSE 2002) ("The Purple Book") ISBN 0 7176 2453 6.
  - Managing Crowds Safely – A Guide for Organisers of Events and Venues (HSE 2000) ISBN 0 7176 1834 7.

- 5 Steps to Risk Assessment: Case Studies (HSE 1998) ISBN 07176 15804.
- The Guide to Safety at Sports Grounds, Published by the Safety at Sports Grounds Authority ("The Green Guide") 2007 ISBN 9780117020740.
- Fire Safety Risk Assessment – "Open Air Events and Venues" (ISBN 978 1 85112 823 5), which is available from the Communities and Local Government website [www.communities.gov.uk/fire](http://www.communities.gov.uk/fire)
- Technical Standards for Places of Public Entertainment 2013 – The Association of British Theatre Technicians; The Chartered Institute of Environmental Health; The District Surveyors' Association; and The Institute of Licensing.
- Safer Clubbing - Produced by the Home Office in conjunction with the London Drugs Policy Forum.

The following British Standards should also be considered

- BS 5588 Part 6 (regarding places of assembly);
- BS 5588 Part 9 (regarding ventilation and air conditioning systems);
- BS5588 Part 9 (regarding means of escape for disabled people);
- BS 5839 (fire detection, fire alarm systems and buildings);
- BS 5266 (emergency lighting systems).

## PREVENTION OF PUBLIC NUISANCE

153. This Authority expects Applicants for premises licences and club premises certificates to have made relevant enquiries about the local area, recognising the impact their operation may have on the neighbourhood, through light pollution, noxious smells, or noise escaping from premises or their outdoor areas. Particular consideration must also be given when patrons congregate outside awaiting entry, and similarly as they leave the venue awaiting transport home.
154. This Authority expects all applicants for premises licenses and club premises certificates to be able to demonstrate their understanding of the likelihood of the environmental impact on the community through their operation, highlighting those risks and the mitigation required and put in place within their operating schedule.
155. Relevant considerations might include:
  - Preventing disturbance caused by patrons upon arrival, when queuing or being admitted to the premises, while congregating outside the premises, or upon departure. This particularly (though not exclusively) between 22:00hrs and 08:00hrs;
  - The provision of adequate parking arrangements for customers, preventing illegal parking and obstruction of emergency and other vehicles;
  - The prevention of queues of traffic forming outside the premises;
  - The availability of alternative public transport and local provision for licensed taxis or private hire vehicles, including arrangements to ensure their use does not cause disturbance to local residents;
  - The use of public transport/active travel should be positively encouraged;
  - Preventing noise and vibration escaping from the premises, including from music played upon the premises, public address systems, and customer noise;
  - Preventing nuisance from the positioning and operation of plant and machinery such as kitchen extraction systems, ventilation plant, condensers, etc.;
  - The need for regular patrols of the boundary of the premises and/or at the nearest residential points to ensure nuisance impacts are not being experienced by neighbours;
  - Controlling disturbances that may be caused by the use of external areas. This should include gardens and terraces as well as other open-air areas, including the highway (particularly in relation to the smoking ban and passage of patrons between internal and external areas);

- Arranging clear-up operations conducted by staff so they do not cause a nuisance and controlling staff departures;
- Restricting delivery and collection times (waste, equipment and consumables) to between 08:00hrs and 20:00hrs;
- Limiting any nuisance or glare caused by the positioning of external lighting, including security lighting;
- Preventing odour or pests from refuse storage and waste disposal, and the accumulation of litter and smokers waste in the vicinity of the premises;
- Preventing odour from food preparation and having adequate kitchen extraction systems in place.
- Single-use plastics?

156. Applicants are recommended to seek advice from the Council's Environmental Protection Team when preparing their operating plans and schedules. Where relevant, Applicants are also advised to refer to:

- The Institute of Acoustics "Good Practice Guide on the Control of Noise from Pubs and Clubs";
- Noise at Work Guidance for employers on the Control of Noise at Work Regulations 2005 issued by the Health and Safety Executive and obtainable from <http://www.hse.gov.uk/pubns/indg362.pdf> ;
- In the case of large music events, the Code of Practice on Environmental Noise Control at Concerts produced by the Noise Council, together with Southwark Events Team policies;
- Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems produced by EMAQ (2018) ;
- Guidance Notes for the Reduction of Obtrusive Light – Institute of Lighting Engineers (2005);
- Southwark's Environmental Protection Team's Technical Guidance for Noise (2017).

### **Outdoor events/other large events**

157. Each year, Southwark hosts a large number of outdoor community events. These events add to the vibrancy of the Borough and are enjoyed by both residents and visitors alike. It is important that such events are organised and managed to ensure that minimum disturbance is caused to people living and working nearby.
158. Applicants should follow the guidance for all premises licence applications must consult with Southwark's Events Team early in the process of preparing for any event and submit an 'Event Management Plan' to the Council's Environmental Protection Team with their application.
159. Responsible Authorities will assess all licence applications for their impact with regard to public nuisance. Nuisance from outdoor events can be created by many activities, for example:
- Set up rigging / de-rigging;
  - Vehicle movements on and around site;
  - Patrons congregating and dispersing;
  - Parking arrangements;
  - Music and entertainment;
  - Fireworks and special effects;
  - Smoke;
  - Odour from concessions or open food preparation;
  - Lighting;
  - Operation of plant and machinery (including generators etc.);
  - Litter.



160. This Authority expects all event organisers to include a 'nuisance management plan, be able to demonstrate their understanding of the likely impact on the community through their operation, highlighting those risks and the mitigation required to be put in place within that event management plan.
161. The nuisance management plan should include the following information:
- Location and site plan;
  - Date/hours of operation. It is suggested that a finishing time of 22:00 hrs is appropriate; however, an earlier finish time may be requested, subject to local circumstances;
  - Information on the type of event, with programme and timetable;
  - Orientation of any stage(s), marquees or potential sources of noise;
  - Plans for access to and from the site and site routes within the event perimeter;
  - Location of operational plant and vehicles;
  - Background noise survey and predictive noise assessment;
  - Details of event and stage management structure, including names and contact details for persons responsible for liaison with Council and other Enforcement Officers at the event; for management of sound systems; recording of noise levels; dealing with complaints and keeping records of and remedial actions; and attending pre-event and post-event audit meetings with the Authority;
  - Details of noise control measures:
    - Sound limiting technology to be used.
    - Maximum noise/bass levels.
    - Selection of equipment, etc.
  - Location of light sources and light impact assessment;
  - Litter control, waste management and recycling provisions;
  - A copy of the pre-event information leaflet to be dropped to occupiers of nearby noise sensitive premises.
162. Licensees should be aware that a range of other consents may be necessary to provide smoking shelters or space heaters, awnings, tables and chairs, metal or rope barriers or 'A' boards on the highway. Please discuss your proposals with the Licensing Team in the first instance (see Appendix A for contact details).

## **THE PROTECTION OF CHILDREN FROM HARM**

163. 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 with alcohol 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). Licensing Authorities must also consider the need to protect children from sexual exploitation when undertaking licensing functions.
164. This Authority expects Applicants for premises licences and club premises certificates to have prepared their operating schedule on the basis of a risk- assessment of the potential sources of harm to children. It is expected that the operating schedule will demonstrate an understanding of the potential risks to children and set out the steps to be taken to protect children from harm when on the premises.
165. Relevant considerations might include (but not limited to):
- Preventing access to alcohol and other age-restricted products;

- Removing encouragement for children to consume alcohol;
  - Preventing exposure to gaming;
  - Preventing exposure to adult entertainment or facilities.
166. Applicants are advised to seek advice from the Southwark Children's Social Care Services when preparing their operating plans and schedules. Southwark Trading Standards are also available to give advice around age verification schemes and preventing underage sales. See Appendix A for contact details.
167. This section of the strategy is intended to provide a guide to prospective licence Applicants as to the types of controls that may be appropriate for the promotion of the protection of children from harm licensing objective. It is neither intended to provide a definitive list of preventative measures nor will the controls listed be appropriate in every circumstance. They are provided to be considered and modified to fit the proposed business operation. 169. Applicants should note that where its discretion is engaged following the consideration of relevant representations, the Licensing Authority will consider attaching appropriate conditions to protect children from harm.

### **Access to premises by children**

168. The act makes it an offence to permit children under the age of 16, who are not accompanied by an adult to be present on premises being used exclusively or primarily for the supply of alcohol for consumption on those premises, under the authorisation of a premises licence, club premises certificate or where that activity is carried on under the authority of a temporary event notice. In addition, it is an offence to permit children under 16 who are not accompanied by an adult, between midnight and 05:00hrs at other premises supplying alcohol for consumption on the premises, under any such authority.
169. The Council recognises, however, that licences may be sought for a great variety of premises, including theatres, cinemas, restaurants, concert halls, take-away and fast-food outlets as well as public houses and nightclubs. While the Council would encourage Applicants to make provision for the access of children where appropriate, conditions restricting the access of children will be strongly considered in circumstances where:
- Adult entertainment is provided;
  - A member or members of the current management have been convicted for serving alcohol to minors or with a reputation for allowing underage drinking;
  - It is known that unaccompanied children have been allowed access;
  - There is a known association with drug taking or drug dealing;
  - The premises are used exclusively or primarily for the sale of alcohol for consumption upon the premises.
170. Applicants must be clear in their operating schedules about the activities intended to be provided and the times at which these shall take place, in order to help determine when it is not appropriate for children to enter the premises.
171. Conditions should reflect the licensable activities taking place on the premises. Consideration should be given to appropriate conditions.
- Restricting the hours when children are present;
  - Restricting or excluding children under a specified age when particular specified activities take place;
  - Restricting the parts of the premises to which children may have access;
  - Imposing age restrictions (below 18);
  - Requirements for an accompanying adult;

- Full exclusion of people under the age of 18 years from the premises.

### **Age Verification Policies**

172. It is a mandatory licence condition for premises that sell or supply alcohol to have an age verification policy in place. The Authority favours the Challenge 25/Check 25 type schemes. Such a scheme volunteered as part of an operating schedule
173. A digital form of proof of age approved by the Proof of Age Standards Scheme (PASS) would be deemed satisfactory.
174. Southwark's Trading Standards service, as a Responsible Authority, considers every licence application made to the Licensing Authority and makes recommendations on an appropriate range of management controls, especially with regard to preventing underage sales of alcohol and the protection of children from harm.

### **Underage Sales/The Purchase and consumption of alcohol by children and young persons.**

175. Trading Standards also conducts underage sales test purchasing operations to monitor compliance. Where possible, such operations follow the Office of Product Safety and Standards (OPPS) published code of practice for regulatory delivery on age-restricted products and services.
176. Trading Standards' current guidance for preventing underage includes the elements set out below. The guidance takes into account the government's published Age-Related Products and Services Framework. It is recommended that all operators give careful consideration to introducing such controls into their management practices and operating schedules. The guidance may be revised in light of new developments. Such practices include:
  - Challenge 25 should form part of the mandatory age verification policy. The policy should require the production of evidence of age, comprising any Proof of Age Standards Scheme (PASS) approved proof of age, passport or driving licence, from any person who is attempting to buy alcohol and who appears to staff engaged in selling or supplying alcohol to be under 25 years old;
  - Challenge 25 notices and point of sale material should be displayed informing customers and staff that sales of alcohol will not be made to anyone appearing to be under 25 unless they can prove they are 18 or over;
  - Evidence of the operation of Challenge 25 (in the form of documented procedures) should be maintained and made available for inspection by authorised council officers or the Police;
  - All staff to be trained in the prevention of sales of alcohol to underage persons (including the prevention of 'proxy sales') and the age verification Challenge 25 policy.
  - An incident log or refusals register shall be maintained to record details of all refused sales of alcohol in order to demonstrate effective operation of the Challenge 25 policy.
  - CCTV recording systems shall be positioned to capture the sale of alcohol.
  - A personal licence holder shall be on the premises at all times that alcohol is supplied;
  - An EPOS (electronic point of sale) system is installed at the premises which is configured to prompt the operator to check proof of age when an alcoholic product is scanned.
  - The DPS shall ensure that, as far as is reasonably practical, alcohol for exposed sale is displayed in an area which can be constantly monitored or supervised by staff, separate from goods likely to be purchased by persons under 18;
  - If any advertising campaigns or promotions of alcohol are planned, the premises licence holder shall ensure they are carried out in a socially responsible manner and that they do not

encourage irresponsible drinking and shall cease where an authorised council officer or the Police raises concerns about the campaign or promotion.

- Children and responsible drinks promotions

177. The Portman Group operates on behalf of the alcohol industry, the 'Code of Practice of the Naming, Packaging and Promotion of Alcoholic Drinks', to ensure that alcohol is marketed responsibly and only to adults.
178. The Code applies to all alcohol marketing (including naming, packaging, and promotion of products, event sponsorship and point of sale material) which is primarily UK-targeted and not already subject to regulation by the Advertising Standards Authority (ASA) or Ofcom. The Code can be viewed at <https://www.portmangroup.org.uk/codes-of-practice/>

## Film Classification

179. Films intended only for local exhibition may be classified by the local Licensing Authority as an alternative to the BBFC. This Authority has a Film Viewing Board for that purpose.
180. For a local age classification to be considered, it is important that good notice (a minimum of 2 months) is given of the proposed exhibition. It is necessary for the Board to view the version of the film that is intended to be exhibited, and so a good quality copy on acceptable media is required in advance of the exhibition. The following information is to be provided by the proposed exhibitor:
  - a synopsis of the film program(s) must be sent to the Licensing Unit a minimum 2 months in advance of the proposed screening date, where possible, giving sufficiently detailed and accurate information on any potentially controversial issues such as: discrimination, drugs, horror, imitable behaviour, language, nudity, sex, theme, violence and in particular anything considered over 18 (e.g. R18);
  - information on active and thorough child protection policies, including any permission processes required to be obtained for children to appear in any film exhibition;
  - information on how staff are informed on policies and matters that may be significant at the time of the exhibition;
  - information on feedback and evaluation procedures;
  - information as to the steps that will be taken to display notices inside and outside the premises so that persons entering can readily read them and be aware of the classification attached to the film;
  - information on the use of sufficient ushers/stewards (minimum 18 years old) to be in attendance at the entrance to the viewing room at all times, to ensure that only children who may view the film or exhibition are permitted access.
181. A fee to offset the costs of classifying a film, based on the film's duration, will be charged.
182. The Licensing Authority will not reclassify films already classified by the BBFC except where the parts of the film have been edited to remove content that may result in a lower classification.
183. Please contact the Licensing Team to discuss your exhibitions (see Appendix A for contact details). For other safeguarding considerations, please see Appendix C.
184. Where a premises licence with the authority to show films wishes to provide special screening, such as mother/parent and baby screening, a variation application or TEN can be submitted to the licensing authority. (Please refer to Chapter 4 for TENs).

185. Applicants are expected to include within their operating schedule any arrangements for restricting children from viewing age-restricted films. For other safeguarding considerations, please see Appendix C.

### **Regulated entertainment provided for children**

186. Where entertainments or facilities are generally provided specifically for children, Applicants are asked to demonstrate within their application:
- That the company/organisation has a policy or statement on keeping children safe from harm;
  - How employees or contracted agencies will be made aware of the company's / organisation's policy/statement on keeping children safe from harm;
  - That recruitment processes for staff who may have to deal directly with children under the age of 18 seek to ensure, as best the company/organisation can, that the appointed Applicant has not been known to have harmed children;
  - That there will be clear expectations on staff with regard to their personal conduct in direct relations with children under 18 and guidance on what is appropriate in dealing with specific situations which may arise;
  - There are systems in place and staff are aware of them for dealing with possible abuse or violence to children from other users of the licensed facility;
  - There are clear and accessible complaint systems for children to report if they have been harmed and there are clear whistle-blowing procedures for staff who may have concerns about the welfare of children on the premises;
  - That all duty managers or staff in charge of the premises are aware of how to refer any concerns about the welfare of children to the local Police, Education Authority or Social Services as necessary.
187. Where a theatrical entertainment is specially presented for children, the Council advises the presence of sufficient adult staff to control access and egress of children and to protect them from harm as follows:
- An adult member of staff to be stationed in the vicinity of each of the exits from any level, subject to there being a minimum of one member of staff per 50 children or part thereof;
  - No child (unless accompanied by an adult) to be permitted in the front row of any balcony;
  - No standing to be permitted in any part of the auditorium during the performance.

### **Child Sexual Exploitation (CSE)**

188. Sexual exploitation is when a child under the age of 18 is manipulated into having sex or engaging in sexual activities, usually in return for something. It is a form of abuse and a crime.
189. This Authority and its partners are committed to tackling and preventing the sexual exploitation of children and young people.

### **London Safeguarding Children's Board**

190. The London Safeguarding Children's Board provide advice and guidance for licensed premises operators and their staff in their policy 'Safeguarding Children Policy for Licensed Premises', which can be viewed using the link provided [https://www.londoncp.co.uk/sg\\_licensed.html#](https://www.londoncp.co.uk/sg_licensed.html#). All operators are advised to display a copy of the procedure and accompanying poster available upon the premises.

191. The London Safeguarding Children's Board provide advice and guidance for licensed premises operators and their staff in their policy 'Safeguarding Children Policy for Licensed Premises', which can be viewed using the link provided [https://www.londoncp.co.uk/sg\\_licensed.html#](https://www.londoncp.co.uk/sg_licensed.html#) All operators are advised to display a copy of the procedure and accompanying poster available upon the premises.
192. Operators writing the policies and procedures for their premises staff may also include appropriate measures/training covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on/around the premises.

### **Child sexual exploitation and communities**

193. It's better to prevent children from being harmed than to have to help children recover from the trauma of being sexually exploited. The Council and Southwark Police are carrying out widespread community education to ensure everyone knows what to do to prevent harm to children, and we're sure that you, too, have a big role to play. For more information, please visit our website at <https://www.southwark.gov.uk/children-and-families/childrens-social-care/children-risk/child-sexual-exploitation-cse>

### **Southwark Safeguarding Children's Board**

194. Southwark Council, local Police, health services, local schools, community and faith groups and the voluntary sector all come together to keep children safe at the Southwark Safeguarding Children's Board. <https://safeguarding.southwark.gov.uk/>
195. The Safeguarding Board wants to reach parents, children and young people, and all local organisations with information about stopping child sexual exploitation. There are 9 different "types" of child sexual exploitation. Sexual exploitation often happens alongside other forms of child exploitation, such as forcing children to break the law by carrying drugs or weapons and using that to blackmail a child. It's easy to understand the danger to children when their "best friend" is a criminal. There's a role for everyone to play to put a stop to this, and we'll support you in playing your role.

### **Entertainment involving striptease and nudity**

196. Applicants proposing activity that includes adult entertainment are also referred to Southwark's policy in relation to the Local Government (Miscellaneous Provisions) Act 1982 (the 1982 Act) and as amended, and Appendix C of this policy.

## Chapter 10 – ENFORCEMENT

### Enforcement

197. It is essential that licensed premises operate in accordance with the Act and comply in full with the licence terms, conditions and restrictions at all times.
198. Part of the Licensing Authority's role is to monitor premises operations and take appropriate enforcement action to promote the licensing objectives, support good management practice, and protect the local community. This Authority recognises the importance of the enforcement role and will work in partnership with all relevant agencies to promote the licensing objectives, taking effective enforcement actions where appropriate. The Licensing Act 2003 outlines a number of offences related to the sale and consumption of alcohol, as well as the operation of licensed premises. Please refer to <https://www.legislation.gov.uk/ukpga/2003/17/part/7>
199. Southwark Council's Regulatory Enforcement policy sets out the approach to enforcement across the service. This can be found at:  
[https://www.google.com/search?q=southwark+Regulatory+Services+Enforcement+Policy+2021&rlz=1C1GCEB\\_enGB1159GB1160&oq=southwark+Regulatory+Services+Enforcement+Policy+2021+&gs\\_lcrp=EgZjaHJvbWUyBggAEEUYOTIGCAEQRRg80gEJOTM1NWowajE1qAIIsAIB8QU\\_N5hTSGUZEa&sourceid=chrome&ie=UTF-8](https://www.google.com/search?q=southwark+Regulatory+Services+Enforcement+Policy+2021&rlz=1C1GCEB_enGB1159GB1160&oq=southwark+Regulatory+Services+Enforcement+Policy+2021+&gs_lcrp=EgZjaHJvbWUyBggAEEUYOTIGCAEQRRg80gEJOTM1NWowajE1qAIIsAIB8QU_N5hTSGUZEa&sourceid=chrome&ie=UTF-8)
200. All proactive premises inspections will be undertaken on a thorough risk-based assessment, with resources targeted toward a problem or high-risk premises which require greater attention. A lighter touch will be applied in respect of premises, which can show they are well run and present a low risk. Details of the basis for our risk-assessment approach can be obtained from the licensing service.
201. Intelligence-led enforcement activities will be carried out when. Public complaints, referrals from the local community teams, reports from Officers and other partner agencies.
202. To promote effective use of enforcement resources and reduce the burden on business, those enforcement agencies inspecting and investigating particular matters may note other matters normally dealt with by another relevant agencies during the course of premises visits.
203. To ensure public safety, these matters identified will be brought to the attention of the subject/licence holder and then reported to the issue to appropriate agency. (When a Licensing Officer notes a fire safety matter, it will be referred to the fire service)

### Partnership Working

204. This partnership approach is supported and facilitated by:
  - Partnership Night Time Economy Team (NTE);
  - Regular liaison meetings between the licensing service and the Police Licensing Teams;
  - Regular meetings of the primary Responsible Authorities;
  - The partnership tasking group; and
  - A commitment to multi-agency working.

205. The partnership NTE intends to provide a high-visibility, reassuring presence in the night-time economy and to establish good working relationships with venue front-of-house and management staff. Random visits will be made to premises in furtherance of these aims.
206. Covert test purchases of all age-restricted products, including alcohol. Challenge 25 compliance. Sale of contraband / smuggled goods products including alcohol. Challenge 25 compliance. Sale of contraband / smuggled goods.
207. The results of investigations and test purchasing will be communicated to the business operator, either at the time or in writing after the event.
208. This Authority recognises the important role played in preventing crime and disorder by the personnel the Security Industry Authority regulates. In partnership with the SIA Border Force Policy, we will ensure door supervisors are properly licensed. As part of this co-operation, it has authorised Officers to act under the powers of the Private Security Industry Act 2001.
210. This Authority recognises pub and club watch schemes and is willing to support business-led initiatives intended to help promote the licensing objectives.



## APPENDIX A – CONTACT DETAILS

### Southwark Licensing Team

Regulatory Services 3rd

Floor Hub 1

PO Box 64529

London SE1P 5LX

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

By phone: Customer service centre on 020 7525 2000

By e-mail: [licensing@southwark.gov.uk](mailto:licensing@southwark.gov.uk)

By visiting the web site: <https://www.southwark.gov.uk/business/licences>

### Responsible Authorities

#### Licensing Authority

Southwark Council

3rd Floor Hub 1

PO Box 64529

London SE1P 5LX

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

#### Health and Safety

Southwark Council, Floor 3, Hub 1,

PO Box 64529

London SE1P 5LX

E-mail: [ohs.regen@southwark.gov.uk](mailto:ohs.regen@southwark.gov.uk)

*Please note – this address is for premises that come under the Council for health and safety enforcement. Other premises, such as Council-owned premises, will come under the HSE and boats under the Maritime and Coastguard Agency.*

#### Planning Authority

The Council's Building and Development Control  
Services Council Offices

5th Floor Hub 2

PO Box 64529

London SE1P 5LX

E-mail: [planning.enquiries@southwark.gov.uk](mailto:planning.enquiries@southwark.gov.uk)

#### Trading Standards

Southwark Council

Floor 3, Hub 1

PO Box 64529

London SE1P 5LX

E-mail:

[TradingStandards.Regan@southwark.gov.uk](mailto:TradingStandards.Regan@southwark.gov.uk)

#### Environmental Protection Team (EHS)

Southwark Council

Floor 3, Hub 1

PO Box 64529

London SE1P 5LX

E-mail:

[Environmental.Protection@southwark.gov.uk](mailto:Environmental.Protection@southwark.gov.uk)

#### The Chief Officer of Police

Southwark Police Licensing Unit

323 Borough High Street

London, SE1 2ER

E-mail: [SouthwarkLicensing@met.police.uk](mailto:SouthwarkLicensing@met.police.uk)

Tel: 0207 232 6756

**Home Office Alcohol Licensing Team**

Lunar House  
40 Wellesley Road  
Croydon  
CR9 2BY  
E-mail: [Alcohol@homeoffice.gsi.gov.uk](mailto:Alcohol@homeoffice.gsi.gov.uk)

**The Local Safeguarding Children Board**

Southwark Social Services  
PO Box 64529  
London SE1P 5LX  
E-mail: [qau.safeguarding@southwark.gov.uk](mailto:qau.safeguarding@southwark.gov.uk)  
Tel: 020 7525 4646

***Note:** If you are applying for a premises or a club premises certificate and part of the premises concerned falls within another Licensing Authority's area, then that Authority should be copied in on the application also.*

**Public Health**

Southwark Council  
1<sup>st</sup> Floor Hub 2  
PO. Box 64529,  
London SE1P 5LX  
Email: [publichealth.licensing@southwark.gov.uk](mailto:publichealth.licensing@southwark.gov.uk)  
Tel. 020 7529 0026

**The London Fire and Emergency Planning Authority**

South East Area 3  
London Fire Brigade  
169 Union Street  
London, SE1 0LL  
E-mail: [FireSafetyRegulationSE@london-fire.gov.uk](mailto:FireSafetyRegulationSE@london-fire.gov.uk)  
Telephone number: 020 8555 1200 Ext: 36500

**Port of London Authority**

(for vessels only)  
London River House  
Royal Pier Road  
Gravesend,  
Kent  
DA12 2BG

**Others****Southwark Disablement Association**

Cambridge House  
1 Addington Square  
Camberwell  
London, SE5 7JZ  
Email: [sda@sdail.org](mailto:sda@sdail.org)  
Tel: 020 7358 7740

**Markets and Street Trading**

SAST House  
47-53 Dawes Street London  
SE17 1EL  
Email: [streettrading@southwark.gov.uk](mailto:streettrading@southwark.gov.uk)  
Tel: 020 7525 6000

**Tables & Chairs/Street Furniture/Pavement Licensing**

(or other temporary articles on the highway)  
Highways Licensing Team  
Southwark Council, Floor 3 Hub 1  
PO BOX 64529,  
London, SE1 5LX  
Email [Highwayslicensing@southwark.gov.uk](mailto:Highwayslicensing@southwark.gov.uk)

**Culture and Events Team (for Safety Advisory Board)**

Southwark Council, 3rd Floor - Hub C  
PO Box 64529  
London SE1P 5LX  
Email: [events@southwark.gov.uk](mailto:events@southwark.gov.uk)  
Tel: 020 75253422





## Cumulative Impact

1. Chapter 14 of the Home Office Revised Guidance issued under s.182 of the Licensing Act 2003 (February 2025) sets out that relevant information which Licensing Authorities may be able to draw upon to evidence the cumulative impact of licensed premises on the promotion of the licensing objectives will include:
  - Local crime and disorder statistics, including statistics on specific types of crime and crime hotspots;
  - Statistics on local anti-social behaviour offences;
  - Health related statistics such as alcohol related emergency attendances and hospital admissions;
  - Environmental Health complaints, particularly in relation to noise and litter;
  - Complaints recorded by the Local Authority, which may include complaints raised by local residents or residents associations;
  - Evidence from local Councillors;
  - Evidence obtained through local consultation.
2. The Licensing Authority may consider this evidence, alongside its own evidence as to the impact of licensable activities within its area and consider, in particular, the times at which licensable activities are carried on. Information which may inform consideration of these issues includes:
  - Trends in licence applications, particularly trends in applications by types of premises and terminal hours;
  - Changes in terminal hours of premises;
  - Premises capacities at different times of night and the expected concentrations of drinkers who will be expected to be leaving at different times.
3. In summary, the steps to be followed in considering whether to adopt a special policy within the policy are:
  - a) Identify concern about crime and disorder; public safety; public nuisance; or protection of children from harm;
  - b) Consider whether there is good evidence that crime and disorder or nuisance are occurring, or whether there are activities which pose a threat to public safety or the protection of children from harm;
  - c) If such problems are occurring, identify whether these problems are being caused by customers of licensed premises, or that the risk of cumulative impact is imminent;
  - d) Identify the boundaries of the area where problems are occurring (this can involve mapping where the problems occur and identifying specific streets or localities where such problems arise);
  - e) Consult those specified in section 5(3) of the 2003 Act and, subject to the outcome of the consultation, include and publish details of the special policy in the licensing policy statement.
4. The effect of publishing a cumulative impact assessment is to create a rebuttable presumption that applications for new premises licences or club premises certificates or variations that are likely to add to the existing cumulative impact will normally be refused or subject to certain limitations, following relevant representations. In such circumstances, it is for the Applicant to demonstrate that the application will not, if granted, further contribute to the negative local cumulative impact on any one or more of the licensing objectives.
5. This presumption does not relieve the Responsible Authorities or interested parties of the need to make a relevant representation. Such representation, which should reference the information which had been before the Licensing Authority when it developed its statement of policy, must be



received before a Licensing Authority may lawfully consider giving effect to its special policy. If there are no representations, the Licensing Authority must grant the application in terms that are consistent with the operating schedule submitted. Once adopted, any policy will be reviewed within a three year period.

6. The Council will not use such policies solely:
  - As the grounds for removing a licence when representations are received about problems with existing licensed premises;
  - To refuse modifications to a licence, except when the modifications are directly relevant to the policy, for example where the application is for a significant increase in the capacity limits.

### **Southwark regeneration and planning policies**

7. Local cumulative impact policies are not intended as a barrier to local regeneration; however regeneration and planning policies and schemes are separate regimes from licensing and each deals with different and separate local issues.
8. Applicants for premises licence and variations in regeneration areas and who have received assistance from the regeneration section of the Council with their planning consents, that receive relevant representations with regards to cumulative impact policies will still be required to adequately address the cumulative crime and disorder and public nuisance issues raised in this policy in order to successfully rebut the presumption against grant. This rebuttal can include evidence that the nature of the area has changed as a result of ongoing regeneration in the area. Applicants will still be expected to address the four licensing objectives within their operating schedule.

### **Southwark Cumulative Impact Areas (CIAs)**

9. Since the introduction of the Licensing Act 2003, the Council's Licensing Committee has monitored the impact of licensed premises operation across the local Southwark area. Central to this monitoring lies the annual (Local Authority / Police) Partnership Analysis of Alcohol Related Harm.
10. The Southwark analysis has developed and improved over the years as information sources have been identified and developed. The analysis now incorporates a statistical analysis of
  - Alcohol related violence;
  - Alcohol related disorder and rowdiness;
  - Alcohol related health harm;
  - The costs of alcohol related harm.
11. This information is supplemented by periodic reports provided the Council's Environmental Protection Team on noise nuisance complaints and other service and received information.
12. With around 1500 licensed premises operating within the Borough, parts of Southwark have now reached saturation point. Where this occurs, the economic benefits of providing alcohol outlets during the day and/or the night time economy begin to be outweighed by increased public nuisance and crime and disorder, loss of amenity and the costs of excessive alcohol consumption.

13. This Authority currently has three cumulative impact policies in place. In each case, the decision to introduce a local policy has been taken having had regard with regard to the latest analysis and following the process set out in chapter 7 of this policy. The current CIAs are in:
- Borough and Bankside;
  - Camberwell;
  - Peckham.
14. The boundaries of each local CIA are detailed below. A copy of the latest partnership analysis of alcohol related harm and the Environmental Protection Team analysis of noise nuisance complaints is also available upon request from Licensing (see Appendix A for contact details). The effects of each policy will continue to be monitored and reported to the Licensing Committee periodically. A policy will be removed when no longer needed.
15. The Authority also has three monitoring areas, where consideration may be given to introducing additional CIAs if the crime data analysis supports their implementation in the future. These monitoring areas are:
- Elephant and Castle;
  - Old Kent Road;
  - Walworth and East Street.

### **Map of Borough and Bankside CIA**



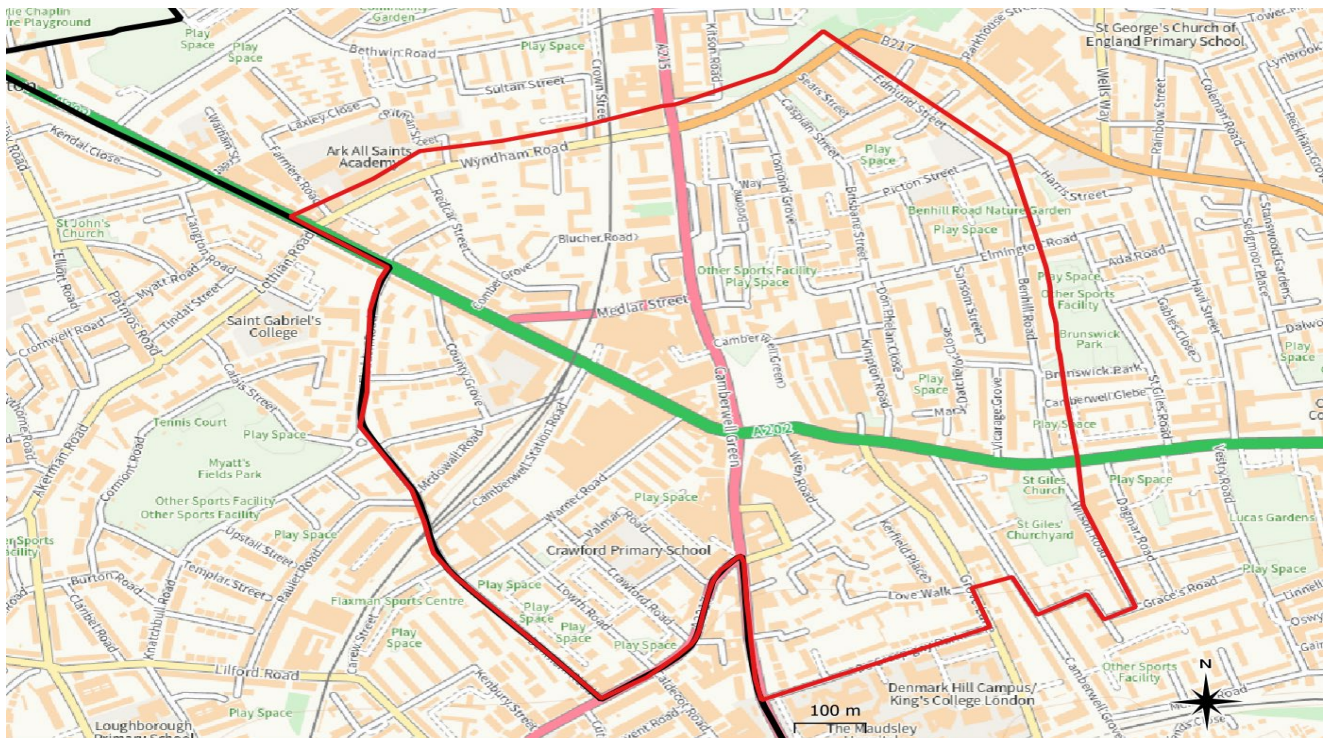
### **Borough and Bankside CIA**

16. On 4 November 2009, the Council Assembly agreed that it was appropriate and necessary to introduce a local policy dealing with the cumulative impact of licensed premises in the Borough and Bankside area. The boundary of the area was extended on 6 April 2011.



17. The boundary of the area to which the policy applies is defined as follows – Commencing at the Lambeth border on the Thames and moving southward to Waterloo Road then St George's Circus / Borough Road / Borough High Street / Long Lane / Crosby Row / Snowsfields / Bermondsey Street directly north to the river frontage and then westward back to the Lambeth border.
18. The classes of premises within the area to which the policy shall apply will be nightclubs / public houses and bars/restaurants and cafes / off-licences, supermarkets and grocers.

### **Map of Camberwell CIA**



### **Camberwell CIA**

19. On 5 November 2008, Council Assembly agreed that it was appropriate and necessary to introduce a local policy dealing with the cumulative impact of licensed premises in the Camberwell area.
20. The boundary of the area is defined as follows – From Camberwell New Road at the junction with Wyndham Road progressing via Camberwell Road / Bowyer Place / Edmund Street / Benhill Road / Wilson Road / Graces Road / Graces Mews/ Camberwell Grove (via alley) / Grove Lane / De Crespigny Park / Denmark Hill following the Lambeth boundary to Coldharbour Lane / Denmark Road / Flodden Road and Camberwell New Road returning to the start.
21. The classes of premises to which the policy applies are defined as follows: night clubs; pubs and bars; off-licences, grocers, supermarkets, convenience stores and similar premises.

## Map of Peckham CIA



### Peckham CIA

22. On 5 November 2008, Council Assembly agreed that it was appropriate and necessary to introduce a local policy dealing with the cumulative impact of licensed premises in the Peckham area. On 4 November 2009 the boundary of the policy area was extended.
23. The boundary of the area is defined as follows: Commencing on Peckham High Street at the junction with Kelly Avenue progressing to Gattonby Street / Sumner Road / Jocelyn Street / cross Peckham Hill Street / Goldsmith Road / Meeting House Lane / Consort Road / Heaton Road / Sternhall Lane / McDermott Road / Maxted Road / Bellenden Road / Chadwick Road / Lyndhurst Way / Peckham Road to junction with Talfourd Road and back to start.
24. The classes of premises to which the policy applies is defined as follows: night clubs; pubs and bars; off-licences, grocers, supermarkets, convenience stores; and similar premises.

### Review of CIAs

25. CIAs must be reviewed every three years to see if supporting crime statistics justify their relevance, or if those monitoring areas now justify a CIA introduction. Analysis is done, comparing any changes over long and short-term periods, looking at crime data from the Metropolitan Police and the London Ambulance Service over the last seven years. Anti-social behaviour calls to the Police, categorised as rowdy behaviour or street drinking, have also been included. This data analysis is available in Appendix X. Reviewing these figures for the CIAs and the monitoring areas, the proportions do not change significantly.



26. At this time, all three CIAs are to remain in place and unchanged. The monitoring areas are to remain in place and unchanged. There is a notable level of crime in the Elephant and Castle area, but it is considered at this time, to be as a result of the location being a major transport exchange hub, with those responsible for alcohol- related crime passing through the area; rather than as a result of local alcohol-led premises. As this area is undergoing significant regeneration, with many additional future alcohol-licensed venues planned, this will be reassessed in the future.
27. All Applicants for new premises licences or for variation of existing premises licences, made in respect of classes of premises affected by the policy, located within a special policy area, must address the local concerns raised within their application and operating schedule.
28. The licensing service, acting in its role as Responsible Authority, will review each application in the light of the special policies and will make representations where the application is likely to add to the existing impact
29. Where a presumption against the grant of a licence exists and a relevant representation has been received, this Authority must consider whether it would be justified in departing from its special policy in the individual circumstances of the case. This Authority will need to be satisfied that the grant of the application under consideration will not further impact on the relevant licensing objectives, before any grant or part grant of the application can be approved.

## APPENDIX C - OTHER RELATED LEGISLATION AND STRATEGIES

### Vulnerability and Vulnerable Persons

1. We expect all licensed premises to have appropriately trained staff who are proactive and vigilant around the safety of vulnerable people in the night time economy. This includes a duty to capture information and report to the police where appropriate.

### Women's Safety Charter

2. This Authority is deeply concerned by the ongoing issue of female sexual harassment in bars, nightclubs, and other licensed venues, particularly the normalisation of such behaviour, which often goes unchallenged or unreported.
3. In line with the Women's Night Safety Charter, which aims to address these concerns, this Authority encourages any organisations that operate at night to take proactive steps in creating a safer environment for women. The Charter, which is part of the Mayor's Tackling Violence Against Women and Girls Strategy, sets out clear actions for venue management to ensure women's safety. The key pledges include:
  - Appoint a champion within your organisation who actively advocates for women's night safety.
  - Showcase your commitment to women's safety at night to staff and customers, such as through a communications campaign.
  - Reassure customers and staff that London is safe, while providing guidance on what to do if they experience harassment while working, socialising, or travelling.
  - Promote reporting by both victims and bystanders as part of your communications campaign.
  - Train staff to ensure that all women who report incidents are taken seriously.
  - Ensure staff are trained to properly record and respond to all reports.
  - Design public spaces and workplaces with the aim of enhancing safety for women at night.
4. Many responsible and forward-thinking venues have already committed to these principles. The Authority strongly encourages all licensed premises to sign up to the Women's Night Safety Charter as a step toward ensuring that their venues remain safe spaces for everyone, free from harassment.
5. This Authority strongly recommends that every licensed operator demonstrates their commitment to ensuring that their premises also provide a safe environment for women by doing the same. We also recommend licence holders put in place measures to reduce gender-based violence, intimidation and harassment for all staff and customers. This may include 'Ask for Angela', WAVE and specific training for staff. Further details are available at the following links:
  - Ask for Angela: <https://askforangela.co.uk/>
  - Ask for Clive <https://askforclive.com/>
  - VAGW <https://www.met.police.uk/police-forces/metropolitan-police/areas/about-us/about-the-met/vawg-action-plan-summary/overview-action-plan/>
  - WAVE <https://www.saferbusiness-training.org.uk/wave>
  - Victim Support <https://www.victimsupport.org.uk/>
  - TFL Safer Travel in London <https://tfl.gov.uk/campaign/safer-travel>
6. Further information can be accessed through the Council's website, [Sign up to the Women's Night Safety Charter | Southwark Council](#) or by contacting the Licensing Team.

## Safe Havens

7. Safe Havens are a way for you to get support from local businesses or places if you need help.
8. People can go to them if they feel scared or threatened. They are mainly aimed at women and girls to access support if they feel harassed, vulnerable or in need of help, but anyone can use a Safe Haven. It could be a café, library, shop or other local, welcoming place. These spaces offer people a free, confidential, safe place when they need it.
9. They can offer water, electricity, wi-fi or a phone. It can also be a way for people to contact family/friends or be signposted to transport or support services. Safe Havens can also make phone calls to emergency services on people's behalf. More information can be found at <https://www.saferbusiness.org.uk/safe-havens>
10. Look out for locations with a Safe Haven sticker in their window



## Other relevant legislative requirements

11. The Council has other general statutory requirements relating to crime and disorder, anti-social behaviour, health, nuisance, human rights, disability discrimination and race relations. These are briefly outlined below.

### Modern Day Slavery

The Modern Slavery Act 2015 is a UK law focused on combating modern slavery and human trafficking. It consolidates existing offences and introduces new measures to protect victims, punish offenders, and increase transparency in supply chains.

<https://www.legislation.gov.uk/ukpga/2015/30/contents>

### Terrorism (Protection of Premises) Act 2025 (Martyn's Law)

The Terrorism (Protection of Premises) Act 2025 (the Act) seeks to create a safer environment by ensuring that those responsible for public spaces and events.

'The Act' mandates that those responsible for certain premises and events must be identified before an event, and they must consider and implement measures to mitigate the risk of terrorist attacks and improve their ability to respond to such events.

Whilst 'The Act' received Royal Assent on 3 April 2025 and it is expected that the implementation period will be at least 24 months.

You must bear in mind the background to the legislation. Circumstances may influence an earlier commencement date, and operators must consider that the lead-in time and resource booking for large events (events over 800 persons) is normally around 15 months.

### The Anti-Social Behaviour Crime and Policing Act 2014

The Anti-Social Behaviour, Crime and Policing Act 2014 defines 'anti-social behaviour' as "conduct that has caused, or is likely to cause, harassment, alarm or distress to any person"; "conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises"; or "conduct capable of causing housing-related nuisance or annoyance to a person".

The Act contains a range of powers intended to support Local Authorities and partner bodies in dealing with anti-social behaviour. These include powers of premises closure in cases of nuisance or disorder, which may support primary legislation.

### Clean Neighbourhoods and Environment Act 2005

This provides Local Authorities with additional powers to tackle poor environmental quality and anti-social behaviour. In particular, the Act includes sections on nuisance and abandoned vehicles, litter, graffiti, waste, noise and dogs. The Act gives Local Authorities powers to issue

fixed penalty notices to any licensed premises emitting noise that exceeds the permitted level between the hours of 23:00hrs and 07:00hrs.

### **Crime and Disorder Act 1998**

Section 17 of the Crime and Disorder Act 1998 is aimed at giving the vital work of crime and disorder reduction a focus across the wide range of local services and putting it at the heart of local decision-making. It places a duty on key Authorities, including Local Authorities and the Police and Fire and Rescue Authorities, to do all they reasonably can to prevent crime and disorder in their area.

All Local Authorities must fulfil their obligation under section 17 of the Act when carrying out their functions as Licensing Authorities under the 2003 Act. The Council as Licensing Authority must consider how the exercise of its functions impacts upon and contributes toward the prevention of crime and disorder within its area.

This statement of licensing principles is intended to support the work of the local Crime and Disorder Reduction Partnership, the Safer Southwark Partnership through measures under both the Crime and Disorder Reduction Strategy, the Violent Crime Reduction Strategy and the Alcohol Strategy.

### **The Environmental Protection Act 1990**

The Act provides the fundamental structure and authority for waste management and control of emissions into the environment. The management of statutory nuisance is set out in Part III of the Act. The Act places a duty on a Local Authority to investigate complaints of statutory nuisance from people living within its area

### **Equality Act 2010**

The Equality Act 2010 legally protects people from discrimination in the workplace and in wider society. It replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection in some situations.

The Act also imposes a public sector equality duty. This means that public bodies, including this Licensing Authority, must consider all individuals when carrying out their day-to-day work, in shaping policy, in delivering services, and in relation to their own employees.

It also requires that public bodies

- Have due regard to the need to eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

This Authority recognises Southwark's diversity as one of its strengths and is committed to creating a more inclusive community. Our aim is to ensure that nothing within this Statement of Licensing Policy discriminates against any group within the community and will pursue any opportunity to promote equality of opportunity and good community relations. To this end, the Authority will undertake equalities impact assessments of the policy at regular intervals to identify the effects the policy may have had for different groups and take appropriate action to prevent direct and indirect discrimination which may have been the result of the policy statement.

We also recognise that other service providers providing licensable activities including shops, hotels, pubs, theatres and more hold similar responsibilities. Service providers have an obligation to make reasonable adjustments to premises or to the way they provide a service.

While access for people with disabilities is not one of the four licensing objectives, this Council expects that responsible licensees will comply with the requirements of the Equality Act 2010. The Southwark Disablement Association can provide advice to any Licensee on reasonable adjustments – contact details are provided in Appendix A.

Alternatively, see the government 's planning and access for disabled people good practice guide [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/7776/156681.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/7776/156681.pdf)

### **Public Sector Equality Duty**

- (1) A Public Authority must, in the exercise of its functions, have due regard to the need to—
  - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- (2) A person who is not a Public Authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
  - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
  - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
  - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- (4) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- (5) Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
  - (a) tackle prejudice, and
  - (b) promote understanding.
- (6) Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.
- (7) The relevant protected characteristics are—
  - age;
  - disability;
  - gender reassignment;
  - pregnancy and maternity;
  - race;
  - religion or belief;
  - sex;
  - sexual orientation.

### **The Gambling Act 2005**

An Act designed to control all forms of gaming and betting. Under this legislation local Licensing Authorities are made responsible for licensing gambling venues and are provided with a range of enforcement powers.

### **Local Government (Miscellaneous Provisions) Act 1982 (the 1982 Act) and as amended**

Schedule 3 of the Act set the standards that must be met to ensure the health and safety of all employees and others who may be affected by any work activity.

The legislation was amended to provide legislative control on a sexual entertainment venue. A premises where movement and dance are provided by performers some of whom are nude. This must be before a live audience for the financial gain of the organiser or entertainer, unless an exemption applies. A Premises Licence under the 2003 act will still be required.

### **The Health Act 2006**

The Health Act 2006 introduced the ban on smoking in all enclosed workplaces and public spaces, including smoking in pubs, restaurants and members' clubs where bar or other staff are employed. The law is enforced by Local Authorities.

### **The Health and Safety at Work Act 1974 and the Management of Health and Safety at Work Regulations 1999**

The Health and Safety at Work Regulations 1999 state that:

- “(1) every employer shall make a suitable and sufficient assessment of
- (a) The risks to the health and safety of his employees to which they are exposed whilst they are at work; and
  - (b) The risks to the health and safety of persons not in his employment arising out of or in connection with the conduct by him of his undertaking, for the purpose of identifying the measures he needs to take to comply with the requirements and prohibitions imposed upon him by or under the relevant statutory provisions.
- (2) Every self-employed person shall make a suitable and sufficient assessment of -
- (a) The risks to his own health and safety to which he is exposed whilst he is at work; and
  - (b) The risks to the health and safety of persons not in his employment arising out of or in connection with the conduct by him of his undertaking,”

The Health and Safety Executive helpfully provides a range of example risk- assessments which may be viewed at <https://www.hse.gov.uk/simple-health-safety/risk/risk-assessment-template-and-examples.htm>. The examples provided include for night-clubs, pubs, village halls, off-licences and convenience stores.

### **The Human Rights Act 1998**

The Human Rights Act 1998 incorporates the European Convention on Human Rights, making it unlawful for a Local Authority to act in any way that is incompatible with a convention right. The Council will have particular regard to the relevant provisions of the European Convention of Human Rights –

- Article 1 of the first protocol that every person is entitled to the peaceful enjoyment of his possessions, including for example the possession of a licence;
- Article 6 that in determination of civil rights and obligations everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law;
- Article 8 that everyone has the right to respect for his home and private life.

### **Regulatory Reform (Fire Safety) Order 2005**

The Regulatory Fire Safety (Reform) Order 2005 covers general fire safety in England and Wales. In the majority of premises, local Fire and Rescue Authorities enforce this fire safety legislation. Under the Regulatory Reform (Fire Safety) Order 2005 the “responsible person” as defined by the order, must:

- Take such general fire precautions as will ensure, so far as is reasonably practicable, the safety of his or her employees;
- Take such general fire precautions as may be reasonably required in the circumstances of the case to ensure that the premises are safe for the use by other persons;
- Make a suitable and sufficient assessment of fire risks to which relevant persons may be exposed for the purposes of identifying the general fire precautions he or she needs to take;
- The responsible person MUST record the information gathered by the risk assessment for all premises covered by the Licensing Act 2003, in particular, the significant findings; the measures taken, or to be taken, to ensure general fire safety; and any person identified as being especially at risk.

This Authority recognises that it may not impose any condition relating to any requirement or prohibition that is or could be imposed under the “Fire Safety Order” and thereby that conditions relating purely to fire safety matters may not be placed on premises licences. Further information



and guidance about the Order and fire safety legislation is available from the Communities and Local Government website at [www.communities.gov.uk/fire](http://www.communities.gov.uk/fire).

### **Children Act 2004**

Section 11 of the Children Act places a duty on a range of organisations, agencies and individuals to ensure their functions, and any services that they contract out to others, are discharged having regard to the need to safeguard and promote the welfare of children. This specifically includes local Licensing Authorities.

### **Other strategies and policies**

This Authority will look to secure the proper integration of this policy with other Council and government policies, strategies, responsibilities, and guidance documents issued. In this context this policy is informed by the following strategies and policies.

### **Alcohol Harm Reduction Strategy**

Southwark's local Alcohol Harm Reduction Strategy, prepared in response to the National Alcohol Harm Reduction Strategy "Safe. Sensible. Social. The next steps in the National Alcohol Strategy" (2019 – 2022))<sup>8</sup> explores the relationships between alcohol and crime alongside health impacts.

In preparing this statement the Council is particularly aware that the national strategy has identified a number of priorities that should be considered when taking decisions in connection with licensing matters.

- To reduce the problems arising from under-age drinking;
- To reduce public drunkenness; and
- To prevent alcohol related violence.

### **Southwark Enforcement Policy**

All enforcement actions taken by the licensing service are governed by the Council's enforcement policy, which has been drafted with reference to the Principles of Good Regulation as stated in the Legislative and Regulatory Reform Act 2006 and the Regulators Code as published by the Better Regulation Delivery Office.

### **Southwark Violent Crime Reduction Strategy**

This strategy sets out the underlying causes and impacts of violent behaviour and makes recommendations as to how the Council and its partner Authorities can make the best use of our resources at a time when those resources will significantly reduced.

### **Guidance Documents**

This policy is also mindful of the direction provided under the following guidance documents:

- The Home Office Safer Clubbing Guide was issued to ensure the health and safety of anyone who attends dance events, with a particular emphasis on those who also take controlled drugs;
- The Better Regulation Delivery Office's Code of Practice on Age Restricted Products which deals with the involvement of children in the enforcement of legislation concerning the sale of age-restricted goods;
- Furthermore, the objectives of the Private Security Industry Authority (SIA) will be taken into account in all issues relating to the provision of door supervision at licensed operations;
- The Public Health England's new guidance for alcohol commissioning 2019- 20 identifies a number of population-level actions to reduce alcohol-related harms, including a role for Public Health divisions to actively contribute to the local vision for alcohol licensing.

This policy will also be checked for consistency with all current legislation, strategy, policy and guidance on a regular basis.



[Equality Impact and Needs Analysis](#)

**Statement of Licensing Policy 2026-2031**



## Guidance notes

### Things to remember:

Under the Public Sector Equality Duty (PSED) public authorities are required to have due regard to the aims of the general equality duty when making decisions and when setting policies. Understanding the affect of the council's policies and practices on people with different protected characteristics is an important part of complying with the general equality duty. Under the PSED the council must ensure that:

- Decision-makers are aware of the general equality duty's requirements.
- The general equality duty is complied with before and at the time a particular policy is under consideration and when a decision is taken.
- They consciously consider the need to do the things set out in the aims of the general equality duty as an integral part of the decision-making process.
- They have sufficient information to understand the effects of the policy, or the way a function is carried out, on the aims set out in the general equality duty.
- They review policies or decisions, for example, if the make-up of service users changes, as the general equality duty is a continuing duty.
- They take responsibility for complying with the general equality duty in relation to all their relevant functions. Responsibility cannot be delegated to external organisations that are carrying out public functions on their behalf.
- They consciously consider the need to do the things set out in the aims of the general equality duty not only when a policy is developed and decided upon, but when it is being implemented.

Best practice guidance from the Equality and Human Rights Commission recommends that public bodies:

- Consider all the [protected characteristics](#) and all aims of the general equality duty (apart from in relation to marriage and civil partnership, where only the discrimination aim applies).
- Use equality analysis to inform policy as it develops to avoid unnecessary additional activity.
- Focus on the understanding the effects of a policy on equality and any actions needed as a result, not the production of a document.
- Consider how the time and effort involved should relate to the importance of the policy to equality.
- Think about steps to advance equality and good relations as well as eliminate discrimination.
- Use good evidence. Where it isn't available, take steps to gather it (where practical and proportionate).
- Use insights from engagement with employees, service users and others can help provide evidence for equality analysis.

Equality analysis should be referenced in community impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and community councils. Community impact statements enable decision makers to identify more easily how a decision might affect different communities in Southwark and to consider any implications for equality and diversity.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English. Equality analysis may be published under the council's publishing of equality information, or be present with divisional/departamental/service business plans. These will be placed on the website for public view under the council's Publications Scheme. All Cabinet reports will also publish related

Equality analysis should be reviewed after a sensible period of time to see if business needs have changed and/or if the effects that were expected have occurred. If not then you will need to consider amending your policy accordingly. This does not mean repeating the equality analysis, but using the experience gained through implementation to check the findings and to make any necessary

adjustments.

Engagement with the community is recommended as part of the development of equality analysis. The council's Community Engagement Division and critical friend, the Forum for Equality and Human Rights in Southwark can assist with this (see section below on community engagement and [www.southwarkadvice.org.uk](http://www.southwarkadvice.org.uk)).

Whilst the equality analysis is being considered, Southwark Council recommends considering implications arising from socio-economic disadvantage, as socio-economic inequalities have a strong influence on the environment we live and work in. As a major provider of services to Southwark residents, the council has a policy commitment to reduce socio-economic inequalities and this is reflected in its values and aims. For this reason, the council recommends considering impacts/needs arising from socio-economic disadvantage in all equality analyses, not forgetting to include identified potential mitigating actions. **The Council has adopted the Socio-Economic Duty as part of its overall equality, diversity and inclusion policy commitments in the Southwark Equality Framework.** This requires us to ensure we do not make any conditions worse for those experiencing socio-economic disadvantage through our policies and practices.

**Section 1: Equality impact and needs analysis details**


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<b>Proposed policy/decision/business plan to which this equality analysis relates</b>	Consultation on Southwark Statement on the Licensing Policy for (Entertainment and Alcohol) 2026 to 2031. As a result of conducting the Equality Analysis the implementation of the Licensing Act 2003 does not appear to have any adverse effects on people who share protected characteristics, no further actions are recommended at this stage.
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Equality analysis author		Stephen Moore / Bina Patel			
Strategic Director:		Aled Richards			
Department		Strategic Director of Environment, Sustainability & Leisure	Division		Regulatory Services
Period analysis undertaken		July 2025			
Date of review (if applicable)		After completion of consultation			
Sign-off		Position		Date	

## Section 2: Brief description of policy/decision/business plan

### 1.1 Brief description of policy/decision/business plan

The Licensing Act 2003 (The Act) came into effect on the 24<sup>th</sup> November 2005 combining numerous pieces of legislation which previously facilitated sale and supply of alcohol, provision of late night food, several forms of entertainment, including theatre and cinema.

With this, the administration of the legislation was passed to the local authorities with a requirement to grant a licence unless reliable information to refuse the application was presented.

During the preparation of the legislation certain risks were identified and parliament prescribed four objectives which applicants and licence holders had to continuously address and show mitigation within an application before a licence could be considered.

The objectives:-

- Prevention of crime and disorder:
- Public safety
- Prevention of public nuisance
- Protection of children from harm

Section 5 of 'The Act' requires the Licensing Authority at least 5 years to review and publish a Licensing Policy, Southwark Council published its last policy in 2021

Over time legislative changes within 'The Act', with other legislation or social need will highlight changes needed to the policy. The government periodically produce statutory guidance under Section 182 of 'The Act' the latest version being issues in February 2025.

The Act provides for the three types of authority with a requirement to vary, transfer or review when required.

Premises Licence Part 3 application  
Club Personal Licence Part 4 Application  
Personal Licence Part 6 Application

Subject to the applicant meeting the requirements withing the act officers and elected officers will follow the legislation and this policy to make a determination

Changes to the current policy have been assessed to see if they impact on any 'protected characteristics' of an applicant, persons wishing to use facilities of the licence, or residents of the borough.

The Licensing Authority is confident that it would never deliberately make policy decision that would do this. One of the aims of the consultation will be to identify any groups that may be negatively impacted, whether subjectively or objectively

**Section 3:** Overview of service users and key stakeholders consulted

<b>2. Service users and stakeholders</b>	
<b>Key users of the department or service</b>	<ul style="list-style-type: none"> <li>• Premises licence holders</li> <li>• members of the public</li> <li>• Legal representatives</li> <li>• Licensing consultants</li> </ul>
<b>Key stakeholders were/are involved in this policy/decision/business plan</b>	<p>The consultation will be introduced by email and sent to:</p> <ul style="list-style-type: none"> <li>• The chief officer of police for the licensing authority's area.</li> <li>• The fire authority for that area.</li> <li>• Representatives of holders of premises licences</li> <li>• Representatives of holders of club premises certificates</li> <li>• Representatives of holders of personal licences</li> <li>• Representatives of businesses and residents in its area.</li> <li>• LBS Councillors</li> <li>• Neighbouring authorities</li> <li>• All Faith Groups and Community Groups from the Southwark Community</li> <li>• All current licence holders</li> <li>• Business Information Districts</li> <li>• Responsible authorities</li> </ul>

## Section 4: Pre-implementation equality impact and needs analysis

This section considers the potential impacts (positive and negative) on groups with 'protected characteristics', the equality information on which this analysis is based and any mitigating actions to be taken, including improvement actions to promote equality and tackle inequalities. An equality analysis also presents as an opportunity to improve services to meet diverse needs, promote equality, tackle inequalities and promote good community relations. It is not just about addressing negative impacts.

The columns include societal issues (discrimination, exclusion, needs etc.) and socio-economic issues (levels of poverty, employment, income). As the two aspects are heavily interrelated it may not be practical to fill out both columns on all protected characteristics. The aim is, however, to ensure that socio-economic issues are given special consideration, as it is the council's intention to reduce socio-economic inequalities in the borough. Key is also the link between protected characteristics and socio-economic disadvantage, including experiences of multiple disadvantage.

**Socio-economic disadvantage may arise from a range of factors, including:**

- poverty
- health
- education
- limited social mobility
- housing
- a lack of expectations
- discrimination
- multiple disadvantage

**The public sector equality duty (PSED)** requires us to find out about and give due consideration to the needs of different protected characteristics in relation to the three parts of the duty:

1. Eliminating discrimination, harassment and victimisation
2. Advancing equality of opportunity, including finding out about and meeting diverse needs of our local communities, addressing disadvantage and barriers to equal access; enabling all voices to be heard in our engagement and consultation undertaken; increasing the participation of underrepresented groups
3. Fostering good community relations; promoting good relations; to be a borough where all feel welcome, included, valued, safe and respected.

The PSED is now also further reinforced in the two additional Fairer Future For All values: that we will

- Always work to make Southwark more equal and just
- Stand against all forms of discrimination and racism

<b>Age</b> - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential Socio-Economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
Any changes to the policy must take into account protected characteristics	
<b>Equality information on which above analysis is based</b>	<b>Socio-Economic data on which above analysis is based</b>

<p>The last review was in 2018 with no recent update is in the 2020-2022 which is within the 2021 policy document.</p> <p>Southwark is densely populated with a young ethnically diverse population. The ONS mid year population estimate for 2018 estimated the population of Southwark to be 314,200 with 54.6% under 35 years of age.</p> <p>The many regeneration projects include in the Aylesbury estate; Borough, Bankside and London Bridge; Canada Water; Elephant and Castle; Nunhead; and Peckham. The review will not impact on the operator/licence holder's operation and therefore with other changes will have no direct effect on residents and visitors to the borough</p>	<p>Southwark is a diverse Borough with people from a wide range of ethnicities and backgrounds Southwark continues to face the complex social, health and economic needs of an inner city population. Southwark's level of deprivation has improved in recent years but still remains the 12th most deprived London borough (40th nationally) (2015). Southwark is meeting these challenges and is fast becoming one of London's most dynamic boroughs with 40 per cent of the area currently the subject of physical regeneration projects and with developments valued at around £4 billion.</p>
<p><b>Mitigating and/or improvement actions to be taken</b></p>	
<p>Whilst the last census was in 2021 the data is still not comprehensive. We will work on the data within the last policy continuing to monitor update and assess as available.</p>	

<p><b>Disability</b> - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.</p> <p>Please note that under the PSED due regard includes:</p> <p>Giving due consideration in all relevant areas to "the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities." This also includes the need to understand and focus on different needs/impacts arising from different disabilities.</p>	
<p><b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b></p>	<p><b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b></p>
<p>No specific impacts have been identified or raised in relation to this.</p> <p>It is acknowledged that businesses should make 'reasonable adjustments' to accommodate people with a disability.</p>	<p><a href="#">Research shows</a> that in London overall, families that include a disabled person are more likely to be in poverty than families without a disabled person. The research shows that there is a clear trend between the level of deprivation in a neighbourhood and the proportion of the population that is Disabled.</p> <p>Among London's 10% most deprived neighbourhoods, the average proportion of the population who are Disabled is 15.5%. By contrast, in the 10% least deprived neighbourhoods in London, Disabled people make up an average of 11.7% of the population.</p>

	<p>Data from the census shows that half (51%) of all households in Southwark are disadvantaged in any one or more of the following dimensions: employment, education, health and disability, and housing.</p> <p>Given the above correlation, there is a possibility that a higher percentage of people in circumstances of deprivation to have a disability, therefore this group of people will be less likely to be able to mitigate the possible impact of reduction in opening hours (less likely to have access to computers, printers and quiet warm places to do homework, research and general studying) and therefore they might be more disproportionately affected.</p>
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
<p>In 2021 census day, almost 1 in 6 (14%) of Southwark residents reported being disabled (based on 2010 Equality Act definitions), a similar proportion to London and England.</p> <p>of these people, over two-fifths (41%, 17,400) reported that their day-to-day activities were limited a lot</p> <p>18,000 Southwark residents reported having long-term health conditions that did not affect their day-to-day activities</p> <p>A quarter (25%) of all households in Southwark had someone with a disability: 21% of households had 1 disabled member, and 4% had 2 or more disabled members</p>	
<b>Mitigating and/or improvement actions to be taken</b>	
<p>Whilst the last census was in 2021 the data is still not comprehensive. We will work on the data within the last policy continuing to monitor update and assess as available.</p>	

<p><b>Gender reassignment:</b></p> <ul style="list-style-type: none"> <li>- The process of transitioning from one gender to another.</li> </ul> <p><b>Gender Identity:</b> Gender identity is the personal sense of one's own gender. Gender identity can correlate with a person's assigned sex or can differ from it.</p>	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b>



This project will not specifically benefit or disadvantage gender reassignment.	
<b>Equality information on which above analysis is based.</b>	<b>Socio-economic data on which above analysis is based</b>
None	N/A
<b>Mitigating and/or improvement actions to be taken</b>	
N/A	

<b>Marriage and civil partnership</b> – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couples. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. <b>(Only to be considered in respect to the need to eliminate discrimination.)</b>	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>	<b>Potential socio-economic impacts/needs/issues arising from socio-economic disadvantage (positive and negative)</b>
Any changes to the Licensing (Entertainment and Alcohol) policy will have no impact on marital or civil partnership.	
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
None	N/A
<b>Mitigating or improvement actions to be taken</b>	
N/A	

<b>Pregnancy and maternity</b> - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
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Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
The Licensing (Entertainment and Alcohol) policy will not disadvantage pregnancy or maternity	
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
None	N/A
Mitigating and/or improvement actions to be taken	
N/A	

<b>Race</b> - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
<p>The cultural makeup of the Borough is wide and varied. The Licensing Authority would want to encourage this diversity. The policy would never be intended to prevent any particular ethnic group from applying and holding a licence or from enjoying the authorised activities at a licenced (Entertainment and Alcohol) premises.</p> <p>It should however be noted that the Borough is continually changing in terms of regenerating community areas. This has continued to give opportunities for places for social gatherings as new buildings are completed and older facilities repurposed for local amenities.</p> <p>Policy changes not intended to restrict any premises from opening, or remaining open.</p> <p>There may be cross-overs with Planning and Regeneration that may have to address this risk.</p>	<p><a href="#">The English Indices of Deprivation 2019</a> show that:</p> <ul style="list-style-type: none"> <li>Asian people as a whole (15.7%) were the most likely out of all ethnic groups to live in the 10% most deprived neighbourhoods, followed by Black people (15.2%)</li> <li>White people were the least likely to live <b>in them</b> (9.0%)</li> <li>Out of the 18 individual ethnic groups, people from the Pakistani (31.1%) and Bangladeshi (19.3%) groups were the most likely to live in them</li> <li>People from the Indian (7.6%), White Irish (8.1%) and White Other (8.2%) ethnic groups were the least likely to live in them</li> </ul>
Equality information on which above analysis is based	Socio-economic data on which above analysis is based

The next data from the Indices of Deprivation will not be available until Q3 2025	N/A
<b>Mitigating and/or improvement actions to be taken</b>	
N/A	

<b>Religion and belief</b> - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
Policy changes will not have a negative effect on religion and belief.	
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
None	N/A
<b>Mitigating and/or improvement actions to be taken</b>	
N/A	

<b>Sex</b> - A man or a woman.	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
Policy changes will a negative impact on either male or female	
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>

None	N/A
<b>Mitigating and/or improvement actions to be taken</b>	
N/A	

<b>Sexual orientation</b> - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes	
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.</b>	<b>Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)</b>
Policy changes will have no negative impact on sexual orientation.	
<b>Equality information on which above analysis is based</b>	<b>Socio-economic data on which above analysis is based</b>
None	N/A
<b>Mitigating and/or improvement actions to be taken</b>	
N/A	

<b>Human Rights</b> There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour , Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol
<b>Potential impacts (positive and negative) of proposed policy/decision/business plan</b>
None Identified
<b>Information on which above analysis is based</b>
N/A
<b>Mitigating and/or improvement actions to be taken</b>

Adherence to council policy and UK law and European Law where applicable
N/A

### **Conclusions**

**Summarise main findings and conclusions of the overall equality impact and needs analysis for this area:**

### **Section 5: Further equality actions and objectives**

<b>5. Further actions</b>			
Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.			
<b>Number</b>	<b>Description of issue</b>	<b>Action</b>	<b>Timeframe</b>
1	Review of Policy	Review on regular intervals	5 years
2	Cumulative Impact Area (CIA)	Review CIAs	3 years
3	Improve data collection	Review of data	ongoing

<b>5. Equality and socio-economic objectives (for business plans)</b>				
Based on the initial analysis above, please detail any of the equality objectives outlined above that you will set for your division/department/service. Under the objective and measure column please state whether this objective is an existing objective or a suggested addition to the Council Plan.				
<b>Objective and measure</b>	<b>Lead officer</b>	<b>Current performance (baseline)</b>	<b>Targets</b>	
			<b>Year 1</b>	<b>Year 2</b>
N/A				

<b>6. Review of implementation of the equality objectives and actions</b>				

### **Implementation Equality Impact and Needs Analysis**

**LICENSING COMMITTEE DISTRIBUTION LIST (OPEN)****MUNICIPAL YEAR 2025-26**

**NOTE:** Original held by Constitutional Team; all amendments/queries to  
Andrew Weir Tel: 020 7525 7222

Name	No of copies	Name	No of copies
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Councillor Jane Salmon (Vice-chair)	By email	Bina Patel, Licensing team	By email
Councillor Suzanne Abachor	1		
Councillor Sunil Chopra	1		
Councillor Ellie Cumbo	1		
Councillor Dora Dixon-Fyle MBE	1	Andrew Weir, Constitutional Team	5
Councillor Barrie Hargrove	1		
Councillor Jon Hartley	1		
Councillor Sunny Lambe	1		
Councillor Hamish McCallum	1		
Councillor Margy Newens	1	<b>Total print: 19</b>	
Councillor Andy Simmons	1	<b>Date: 18 August 2025</b>	
Councillor Charlie Smith	1		
Councillor David Watson	1		
Councillor Kath Whittam	1		