000DECISION-MAKER:	LICENSING COMMITTEE		
SUBJECT:	STATEMENT OF LICENSING POLICY (INCLUDING REVIEW OF THE LATE NIGHT LEVY)		
DATE OF DECISION:	4 NOVEMBER 2020		
REPORT OF:	LICENSING MANAGER		

CONTACT DETAILS					
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STATEMENT OF CONFIDENTIALITY

N/A

BRIEF SUMMARY

As a Licensing Authority, Southampton City Council has a duty to produce a Statement of Licensing Policy in line with the Licensing Act 2003 legislation. The Statement of Licensing Policy is fully reviewed every five years and must be adopted before January 2021 by Full Council. Before adopting the policy, the council has a duty to consult on any proposed changes to the policy.

This paper outlines the review of the policy which has been undertaken by officers of the council, working with colleagues in Hampshire Constabulary, and the proposed changes to the policy following consultation.

In addition, section 133 of the Police Reform and Social Responsibility Act 2011 allows the authority to determine to cease or alter the Late Night Levy after following a consultation process. This report details the consultation responses relating to the Late Night Levy in Southampton.

RECOMMENDATIONS:

(i)	To note the Southampton Statement of Licensing Policy 2021 – 2026 and review the proposed amendments.
(ii)	To note the responses regards the options for the Late Night Levy and recommend an option for the future of the Levy to Full Council.

REASONS FOR REPORT RECOMMENDATIONS

1. The Licensing Act 2003 requires the council to publish a Statement of Licensing Policy and review it every 5 years. The current policy expires in January 2021. The policy is an outline of the approach that the council must adopt in consideration of any application under the Licensing Act 2003 and associated legislation.

2. The Late Night Levy has been reviewed alongside the review of the policy, due to a number of changes to the night time economy landscape in Southampton and nationally since the introduction of the Levy in 2015.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

3. Not to review and publish a Statement of Licensing Policy. This option has been rejected because it is a legislative requirement for the council to publish a Statement of Licensing Policy.

DETAIL (Including consultation carried out)

Background

- 4. The Licensing Act 2003 (the Act) requires licensing authorities to publish a "Statement of Licensing Policy" every five years, which sets out how they intend to exercise their functions. The policy sets out a general approach to making licensing decisions. Each application will be considered on its own individual merits and the discretion of the Licensing Authority in relation to applications is only used if relevant representations are made.
- 5. The policy relates to all those licensing activities identified as falling within the provisions of the Act (Part 1 Section 1) namely:
 - Retail sale of alcohol;
 - Supply of alcohol to club members;
 - The supply of hot food and/or drink from any premises between 11 p.m. and 5 a.m.;
 - Provision of "Regulated Entertainment" to the public, to club members or with a view to profit. "Regulated Entertainment" is defined as:
 - A performance of a play;
 - An exhibition of a film;
 - An indoor sporting event;
 - Boxing or wrestling entertainment;
 - A performance of live music;
 - Any playing of recorded music;
 - A performance of dance;
 - Provision of facilities for making music;
 - Provision of facilities for dancing.
- 6. In promoting the licensing objectives, the Licensing Authority has a number of key aims and purposes which should be the principal aims for everyone involved in licensing work and are therefore integral to the policy. They include:
 - 1. Protecting the public and residents from crime, anti-social behaviour and noise nuisance caused by irresponsible licensed premises;
 - 2. Giving the police, licensing officers and responsible authorities the powers they need to effectively manage and police licensed premises and take action against those premises that cause problems;
 - 3. Recognising the important role which licensed premises play in our local communities and economy by minimizing the regulatory burden on business, encouraging innovation and supporting responsible premises;
 - 4. Providing a regulatory framework for the sale of 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; and

Encouraging greater community involvement in licensing decisions and giving local residents the opportunity to have their say regarding licensing decisions that may impact upon them.

Statement of Licensing Policy

- 7. The current Southampton City Council Statement of Licensing Policy was adopted by Full Council in November 2015 and is due to expire in January 2021. Before adopting a new policy, the council has a duty to consult on any proposed changes to the policy. Consultation on the draft updated policy went live on 20th July 2020 and closed on 11th October 2020.
- 8. Overall, there were 40 separate written responses to the consultation. Of those who responded, 36 responded via the online questionnaire and 4 were received through emails and letters. Responses were received from a range of stakeholders with different interests in the consultation. Views were received from:
 - Business owners and operators
 - The Business Improvement District (BID)
 - Overview and Scrutiny Management Committee (OSMC)
 - Southampton City Council Environmental Health and
 - Public Health teams; and
 - Residents
- 9. The questionnaire provided respondents with the opportunity to provide free text comment on specific elements of the policy (the Cumulative Impact Policies and the Late Night Levy) as well as comment generally on the Statement of Licensing Policy. Overall, 29 of 31 respondents felt that the policy was easy to understand and 20 of 31 felt that it provides sufficient information. A total of 11 respondents provided comments about additional content for the policy, disagreements, or suggestions for change.
- 10. In addition, representations on the policy were received from the Director of Public Health. These were predominantly in respects of strengthening the licensing policy to promote safety and reduce harm, particularly around alcohol use, to support the aims of the Safe City and Alcohol Strategies.
- 11. After careful review of the Statement of Licensing Policy, officers found that the previous policy remained largely accurate and fit for purpose. Although there have been some changes to the landscape of the city, the majority of policy adopted in 2016 remains relevant to the needs of the city.
- 12. Therefore, the proposed amendments to the existing policy are predominately minor technical amendments and clarifications on process and legislation.

Section	2021/ 2026		
1. Vision Statement	No changes.		
2. Introduction	Updated to reflect latest consultees		
3. City Profile	 Updated to reflect latest data. Updated to include more information on the impacts of alcohol on Southampton. Link to the Southampton Data Observatory added. 		

Licensing Inclusion of a paragraph detailing that individuals	
Process applying for a licence for the sale of alcohol must entitled to work in the UK. Updated clarification of conditions. Inclusion on bullet point conditions for determining licensing applications. Decision making process updated to add clarity of court Hearings and how the council would manage representations outside of the court.	g n
 Southampton Policies Affecting Licensing Licensing Southampton Policies Affecting Licensing Licensing Southampton Proposed removal of the Late Night Levy. Inclusion of a section called 'Promotion of Alcoho where the licensing authority in partnership with other responsible authorities will monitor alcohol promotions. 	l'
 Management of Premises Inclusion of an additional section called 'council expectations' following feedback from Public Heat to promote licensing objectives and to provide information about how the council expects licency premises to act. 	
 The 'stress areas' have been identified in consultation with Hampshire Constabulary. Thes are the 'Bedford Place Stress Area', the 'Above E Street Stress Area", and the 'Bevois Valley Stress Area'. Inclusion of link to the licensing website so where residents can learn more of what premises are licenced in Southampton. 	Bar s
8. Children No changes.	
9. Enforcement No changes.	
10. Appendix C Added links to supplementary guidance.	

Cumulative Impact Assessment Policies

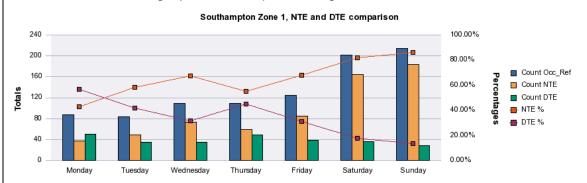
- 13. Some areas in the city may have such numbers of licensed premises/activities that it becomes a focal point for large groups of people to congregate and eventually leave. This can create exceptional problems of crime, disorder, noise and other nuisance. In these areas the council imposes stricter controls to reflect the cumulative impacts which the area may experience because of a licensing decision. These controls are detailed in the Cumulative Impact Policies (CIPs).
- 14. The Licensing Authority wishes to support businesses to create a vibrant social economy and need to balance this with its other responsibilities to support the licensing objectives. Each case is determined on its own merits and any application able to demonstrate it will not adversely impact the licensing objectives should have its application granted.
- 15. The Cumulative Impact Policies deal with the following matters:
 - Identified stress areas
 - The basic operation of the policy
 - How hearings will deal with applications within stress areas
 - How evidence of Cumulative Impact is dealt with outside of a stress area

- How hearings will apply the CIP to applications from within or out of a stress area.
- 16. The areas in which these policies apply have been reviewed in consultation with Hampshire Constabulary, the proposal is that these should remain, as in the 2016 policy, the three areas designated being the "Bedford Place Stress Area", the "Above Bar Street Stress Area" and the "Bevois Valley Stress Area".
- 17. During the consultation, respondents were asked their opinion on the proposed 'stress areas' in Southampton and if they appropriately cover the areas of the city where a higher number of people congregate around licenced premises. Of the 36 respondents who replied to this section, 25 people agreed or strongly agreed that this was the case, 9 neither agreed or disagreed and 2 disagreed or strongly disagreed.
- 18. The majority of respondents had positive comments on the cumulative impact policies/ stress areas and agreed with the proposed areas. Of the 15 comments received on CIPs 6 respondents provided suggestions on the operation of CIP and 5 had comments regarding stress areas. These comments included suggestions to add additional CIP areas in Oxford Street and Portswood, and to extend further duties onto licence holders in the CIP areas.
- 19. The successful and vibrant night time economy in Southampton attracts tourists, local residents and students to the various licensed venues. Whilst these venues are spread across the city centre and district centres, as well as being interspersed in residential areas, there are clear clusters of venues in the three identified areas. These clusters of venues have impacts both on crime and policing, as well as on the residents and business operating in these areas, in relation to noise and street cleanliness.
- 20. In operational policing terms, Southampton is divided into four areas (Central, East, North and West). The night time economy is predominately situated in Southampton Central. A greater percentage of crime types which can be linked to alcohol and the night time economy takes place in the central area:

	Central	East	North	West
Violence with injury	35%	20%	18%	27%
Violence without injury	29%	21%	19%	31%
Rape	36%	16%	20%	28%
Sexual assault	35%	18%	21%	26%
Drug possession	38%	17%	16%	29%
Public Order	34%	18%	18%	30%

(2018 data. Sergeant Julian Ainsworth: Licensing and Harm Reduction)

21. The peak days for policing demand are Friday, Saturday and Sunday, with night time economy incidents accounting for the majority of all incidents reported, as demonstrated in the graph below representing crime in the Bedford Place area:



(2018 data. Sergeant Julian Ainsworth: Licensing and Harm Reduction)

22. Hampshire Constabulary experiences peaks in crime, including violence and public order, in the early hours of the morning over the weekend period, linked to the licensed venues operating in the city centre beyond midnight and also linked to the night time economy zones. Current CIP stress zones (shown in red) have the highest level of flags added to crimes linking them to the night time economy:

	2016	2017	2018
London Road/Bedford Place	556	631	657
Above Bar/ Vincent's Walk	562	623	624
High St / Oxford St / Town Quay	491	599	579
Bevois Valley / St Marys	595	650	580
West Quay Road and Leisure World	320	371	333

(Sergeant Julian Ainsworth: Licensing and Harm Reduction)

23. The night time economy continues to draw Police resources into the city centre to deal with violence and public order incidents. Following careful review of the available data, evidence confirms that London Road and Bedford Place, Above Bar and Vincent's Walk, and Bevois Valley and St Mary's, continue to be the area of high demand. The recommendation is therefore to continue the CIP policies in the three stress areas in the existing Licensing Policy, as proposed. It is noted that concerns have been raised regarding antisocial behaviour and the impacts of the night time economy in other areas and police and licensing teams will continue to monitor these areas.

Late Night Levy

24. The council introduced the Late Night Levy in April 2015. The Late Night Levy is an annual charge paid by licensed premises selling alcohol between 00:01 and 06:00 hours as a contribution towards the cost of late-night policing, addressing anti-social behaviour and street cleansing.

- 25. The night time economy has changed dramatically over the last few years with visitors seeking alternative experiences to conventional licensed bars and restaurants. This has resulted in venues facing increasing financial challenges. COVID-19 continues to place significant pressures on the hospitality industry, with a cumulative impact of a significant period of closure, ongoing social distancing measures limiting customer numbers, and continued changing consumer behaviours post-lockdown.
- 26. In 2017 Southampton introduced a Business Improvement District (BID). Similar to the Late Night Levy, the BID is funded through a separate levy which is collected from businesses within a defined area, in return the BID delivers additional services and makes improvements to the city centre. The changes to the night time economy and introduction of the BID since the introduction of the Late Night Levy in 2016 are two specific factors which have prompted a review of the Levy as part of this overall policy review.
- 27. The average annual income from the Levy is £120,000. The funds raised through the Levy are used to support services and projects in consultation with the licensed trade, to provide support services for the different agencies operating in the night time economy after midnight. The net amount collected in 2018/19 plus the carry forward from the previous year totalled £129,331 which has been spent as follows in 2019/20:

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Street Pastors	£25,000	
Street Cleaning	£25,000	
CCTV	£25,000	
Community Warden Patrols	£5,150	
Taxi Marshals	£11,000	
		Total: £91,150

This left £38,181 to carry forward this year.

28. The Levy collected £119,234 in the year 2019/20. The expenses were £2,459 leaving a net amount of £116,775 plus the £38,181 carry forward making a total of £154,956.

29. The Levy board have agreed to spend as follows:

Street Pastors	£10,000 (with another £15,000 held to assess the impact of Covid on their service)
Street Cleaning	£25,000
CCTV	£25,000
Taxi Marshals	Up to £15,000

Taxi marshals will be deployed as and when necessary after consultation with the trade, Street Pastors, police, community safety and licensing. If the full allocation is not required in this year, this will be added to the carry forward for next year.

30. Approval has also been given to grant Go! Southampton £32,730 from levy funds for the purchase of 60 handheld radios for premises and services operating in the night time economy. This is vital equipment to keep premises in contact with each other, CCTV and support services such as the police and Street Pastors. This leaves £31,226 still to be allocated. There is no time limit on

- the allocation of these funds, so these can be retained to assist with services in following years.
- 31. The consultation asked for views on the Late Night Levy and presented stakeholders with 4 options to choose from:
 - a. Cease the Late Night Levy
 - b. Exempt premises paying into the BID from the Levy
 - c. Keep the Late Night Levy
 - d. Other
- 32. Results to this section were based on 36 respondents. In total, 15 respondents preferred option was to keep the Levy, 13 respondents indicated premises paying into the Levy and the BID should be exempt, 7 thought the Levy should cease and 1 selected 'other'. The below graph shows the break down by interest in the consultation:

	Cease the late Night Levy	Exempt premises paying into the BID from the Levy	Keep the Late Night Levy in place	Other
As an employee or self-employee of a business that currently pays into both the Late Night Levy and the BID contribution.	6	6	2	
As an employee or self-employee of a business that currently pays the Late Night Levy			1	
As an employee or self-employee of a business that currently pays the BID contribution.		1	1	
As an employee or self-employee of another business or organisation		3	4	1
As a resident of Southampton			3	
As a member of a community group or organisation		2	3	

Please be aware of very small sample sizes

- 33. A total of 21 respondents commented on the Late Night Levy in their response and several themes emerged based on peoples comments. Of the 21 comments about the Late Night Levy, 9 people thought that temporarily ceasing the Levy due to COVID-19 was the best action, 8 were in favour of exempting business paying both the Levy and the BID, 7 felt the Levy should be kept to pay for important services, 6 were in favour of ceasing the Levy and 6 had other suggestions.
- 34. Some respondents felt that in these times it is unfair to put more cost on small businesses and they need more help and not further hindrance. Some businesses noted that they do not feel that they benefit from the Levy and some respondents, including the BID, were in favour of exempting businesses from paying both the Levy and the BID. Other respondents felt that it is important to retain the Levy to ensure that revenue is raised to manage the impacts of the night time economy.

- 35. OSMC considered the proposals on 10 September 2020, focusing on the Late Night Levy. OSMC wrote to the Cabinet Member for Stronger Communities on 15 September 2020 advising that they supported the options to cease the Levy in order to support local businesses. This was identified by OSMC as being the best option to support businesses who have been hit hard by COVID-19.
- 36. Some respondents acknowledged that whilst the Levy is putting small businesses under significant pressure, services provided by the money are important in contributing to the safety of Southampton residents and proportionate to burdens on public sector cause by late night economy. Whilst some respondents, mainly non-businesses, raised concerns regarding the potential impact on communities, in the main, those services impacted have indicated they could continue if the Levy stopped, and as indicated above, there will be money left over from previous years to continue to fund community safety related interventions, although this will be limited.

RESOURCE IMPLICATIONS

Capital/Revenue

- 37. There are no direct financial implications of the proposals in this paper, which focus on informing a response to the consultation on the Statement of Licensing Policy.
- 38. The outcome of the consultation will inform proposals relating to the future of the Late Night Levy which has a financial implication. The Levy generates income of around £120,000 per annum, which could cease if the option to cease the Late Night Levy is identified as the preferred option.
- 39. If the Late Night Levy were to cease there is currently a fund of £31,226 still to be allocated. Go! Southampton have indicated they may look at supporting funding of CCTV if the levy stops. Street cleaning will continue based on the need. The Street Pastors will continue but will look for alternative funding to make up any short fall. The demand for taxi marshals has been reducing in recent years, other areas, such as Portsmouth have a scheme where local premises manage the taxi ranks in the area.

Property/Other

40. None

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

- 41. The policy relates to all those licensing activities identified as falling within the provisions of the Act (Part 1 Section 1) namely:
 - Retail sale of alcohol:
 - Supply of alcohol to club members;
 - The supply of hot food and/or drink from any premises between 11 pm and 5 am:
 - Provision of "Regulated Entertainment" to the public, to club members or with a view to profit. "Regulated Entertainment" is defined as:
 - A performance of a play;
 - An exhibition of a film;
 - An indoor sporting event;
 - Boxing or wrestling entertainment;

	A ((1)				
	 A performance of live music; 				
	 Any playing of recorded music; 				
	 A performance of dance; 				
	 Provision of facilities for making music; and 				
	 Provision of facilities for dancing. 				
	The Legislative Reform (Entertainment Licensing) Order 2014 and the Deregulation Act 2015 provide significant exemptions to some of the activities.				
	Deregulation Act 2015 provide significant exemptions to some of the activities.				
42.	Sections 5 and 5A Licensing Act 2003 (Policy statement including CIP)				
43.	Police Reform and Social Responsibility Act 2011 Late Night Levy)				
Othe	Other Legal Implications:				
44.	None				
RISH	RISK MANAGEMENT IMPLICATIONS				
45.	None				
POL	POLICY FRAMEWORK IMPLICATIONS				
46.	None				

KEY DE	ECISION?	Yes	
WARDS/COMMUNITIES AFFECTED:		FECTED:	All wards
	SL	JPPORTING D	<u>OCUMENTATION</u>
Appendices			
1.	Statement of Licensing Policy		
2.	ESIA		
Documents In Members' Rooms			
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1. **Equality Impact Assessment** Do the implications/subject of the report require an Equality and Yes Safety Impact Assessment (ESIA) to be carried out. **Data Protection Impact Assessment** Do the implications/subject of the report require a Data Protection No Impact Assessment (DPIA) to be carried out. **Other Background Documents** Other Background documents available for inspection at: Title of Background Paper(s) Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable) 1.

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