

East Herts Council Report Template

Licensing Sub-Committee

Date of Meeting: 29 June 2022

Report by: Jonathan Geall, Head of Housing and Health

Report title: Application for a premises licence by Integrated Event Management Ltd (Stone Valley Festival South / Wannasee Festival) for events at Hillside Farm, Hillside Lane, Great Amwell, Ware, Hertfordshire, SG12 9SH (22/0576/PL)

Ward(s) affected: Great Amwell

Summary

- An application for a new premises licence has been received from Integrated Event Management Ltd (Stone Valley Festival South / Wannasee Festival) for events at Hillside Farm, Hillside Lane, Great Amwell. Representations against the application have been made by interested parties. Where representations are received against an application and not withdrawn there must be a Licensing Sub-Committee to decide that application. The report is to inform that decision.

RECOMMENDATIONS FOR LICENSING SUB-COMMITTEE

(A) The application for a new premises licence be decided.

1.0 Proposal(s)

1.1 Members of the Licensing Sub-Committee should determine the application to grant a premise licence to Integrated Event

Management Ltd (Stone Valley Festival South / Wannasee Festival) through consideration of the information contained in this report and appendices combined with submissions made at the Licensing Sub-Committee hearing.

2.0 Background

2.1 Under the Licensing Act 2003 and the council's policy an application for a new or variation to a licence or certificate is granted by officers under delegated authority if no valid representations are received.

2.2 Where valid representations are received the council's discretion is engaged. A Licensing Sub-Committee has the delegated authority to determine applications for new and varied licences and certificates. This decision must be made whilst having regard to the Licensing Objectives, the council's own Statement of Licensing Policy and to statutory guidance issued by the Secretary of State under section 182 of the Licensing Act.

2.3 The Licensing Objectives are:

- Prevention of Crime and Disorder
- Public Safety
- Prevention of public nuisance; and
- Protection of children from harm.

3.0 Reason(s)

3.1 The application for a new premises licence was originally submitted by Integrated Event Management Ltd on 8th May 2022. The application has been correctly advertised and consulted upon as required by legislation and regulations.

3.2 The application has been made to allow festivals such as "Stone Valley Festival South" and "Wannasee Festival" to take

place in fields adjacent to Hillside Farm, Hillside Lane, Great Amwell.

- 3.3 The application requests the supply of alcohol for consumption on and off the premises, late night refreshment and regulated entertainment.

Day	Licensable Activity	Hours applied for
Thu – Sun	Supply of alcohol (for consumption on and off the premises)	11:00 – 23:00
Thu – Sun	Late Night Refreshment	23:00 – 01:00
Thu – Sun	Recorded Music	11:00 – 23:00
Thu – Sun	Live Music	11:00 – 23:00
Thu – Sun	Performance of Dance	11:00 – 23:00

- 3.4 The times are restricted to 11 days per calendar year although during the consultation period this was reduced to 3 events per year, each consisting of a maximum of 3 consecutive days.
- 3.5 The application requests the opening hours to be from 10:30 each day until 23:30, with concessions being open until 01:00 for persons camping nearby. It is understood that the concessions will be on the boundary of the premises and will open towards the campsite after 23:00
- 3.6 A redacted copy of the application form for a new premises licence is attached as **Appendix 'A'**.
- 3.7 Section 18 of the application form asks the applicant to describe any additional steps they intend to take to promote the four licensing objectives as a result of the application.
- 3.8 During the 28 day statutory public consultation period the applicant agreed with Environmental Health. These conditions are attached as **Appendix 'B'**

- 3.9 During the 28 day statutory public consultation period three valid representations were received from Interested Parties, one being from the local Member, one from the Parish Council and one valid objection from a local resident. These representations are attached as **Appendix 'C'**.
- 3.10 The representation from the local Member, states concerns over the control measures to mitigate public nuisance, especially noise, litter and traffic. They are also concerned regarding the prevention of crime and disorder. This therefore engages the prevention of public nuisance and prevention of crime and disorder licensing objectives.
- 3.11 The representation from Great Amwell Parish Council raises objections on the basis of noise nuisance to neighboring residents therefore engaging the prevention of public nuisance licensing objective. They also make comments regarding the use of green belt land, the car boot, the sites usage and breaches of development control. For information the Planning Service has been consulted on this application and has not made any representations.
- 3.12 The representation from the resident informs concerns over the number of days per year the applicant has requested. The resident states that he was irritated by base frequencies at their past event. This representation therefore engages the prevention of public nuisance licensing objective.
- 3.13 A plan of the area in which the premises is located is attached as **Appendix 'D'**. This can be used to illustrate the location of the premises in relation to residents and other businesses.

Policy and Guidance

- 3.14 Section 6 of the East Herts Statement of Licensing Policy (herein 'the Policy') details definitions of premises and location and operation of premises (differentiating between Town

Centre locations and other areas). Under this section of the Policy the operation of Stone Valley South best fit would be 'Festival'.

3.15 The proposed premises are a field and as such they are not in a Town Centre locations so are classed as being in 'Other areas'.

3.16 The table at 6.9 of the Policy details the council's approach to hours for licensed premises when it has received relevant representations to an application. Notwithstanding that each application is considered on its own merits, the following hours would normally be granted to a 'Festival' in this type of location when valid and relevant representations have been received:

- *Will generally be allowed licensable activity until 01:00 on Friday and Saturday. On Sunday to Thursday 23:00, unless the following day is a Bank Holiday or recognised National Holiday.*

3.17 Section 8.6 the Policy contains information on how the council considers applications under the prevention of crime and disorder licensing objective.

3.18 Paragraphs 8.8 to 8.10 state:

8.8 - The Authority will expect applicants to take appropriate and proportionate measures to promote the crime and disorder objective. Examples of the sources of crime and disorder which the Authority would require applicants to take into consideration may include, but are not limited to:

- *Underage drinking*
- *Drunkness on the premises*
- *Public drunkenness*
- *Drugs*

- *Violent behaviour*
- *Overcrowding/occupancy capacity*
- *Anti-social behaviour*

8.9 -When determining licence applications and reviews the Licensing Authority will give consideration to:

- *whether the premises make or will make a significant contribution to levels of crime and disorder in the local area, and*
- *whether the operating schedule demonstrates that an adequate risk assessment of the likelihood of crime and disorder occurring as the result of the issue of an authorisation has been carried out by the applicant.*
- *the ability and competency of the person in charge of the premises to monitor the premises at all times it is open;*
- *the training given to staff in how to defuse or manage conflict amongst patrons and crime prevention measures appropriate to those premises;*
- *the physical security features installed in the premises. This may include matters such as the position of cash registers, and the security of cash boxes in gaming machines on the premises; where alcohol is stored in 'off-licences'; the standard of CCTV that is installed; adequate lighting; metal detection and search facilities; the use of toughened drinking glasses in pubs and clubs; the removal of glasses or glass bottles used or discarded outside of the applicants premises;*
- *risk assessment of drinks promotions which may contribute to the impact on crime and disorder (e.g. 'happy hours'), and plans for minimising risks;*
- *measures to prevent the consumption or supply of illegal drugs, including any search procedures and entry policies. On licensed hotel or Bed and Breakfast premises, this should extend to keeping proper registrations of guests, with proofs of identification, and records of car registration numbers. Where applicable, applicants are encouraged to show that they can comply with the Home Office guidance Safer*

Clubbing in relation to the control of illegal drugs on their premises, and they should agree a protocol with the police on the handling of illegal drugs found on their premises.;

- *where premises are subject to age-restrictions, the procedures in place to conduct age verification checks;*
- *the likelihood of any violence, public disorder or policing problem if the licence is granted;*
- *whether design of the premises has been considered having regard to reducing conflict and minimising opportunities for crime;*
- *the measures taken to control admission to, and dispersal from, the premises, including the use of registered door supervisors;*
- *any other such measures as may be appropriate, such as participation in a local pub watch scheme or other body designed to ensure effective liaison with the local community, 'music wind-down policies', restrictions on 'happy hours', and other examples of industry best practice;*
- *The arrangements for delegating and accounting for responsibility for the supply of alcohol on community premises operated without a DPS.*

8.10 - This list is not exhaustive and the Licensing Authority remains aware of its obligation to consider each case on its merits.

3.19 Section 8.14 of the Policy contains information on how the council considers applications under the public safety licensing objective.

Paragraphs 8.15 and 8.16 state:

8.15 - When considering this objective, the Licensing Authority will concern itself with the physical safety and wellbeing of the people who use licensed premises, and those who may be affected by the use of licensed premises (e.g. non-customers who happen to be in the immediate vicinity of a premise). This will include measures that seek to prevent accidents, injuries and short- or long-term

illnesses to staff, customers or other persons.

8.16 - The Licensing Authority will have regard to the measures to be taken by applicants to ensure that the physical safety of any person visiting or working in licensed premises is not compromised. This should be demonstrated in an applicant's operating schedule. Factors that may be considered include, but are not limited to:

- The total occupancy capacity (staff, customers, others) of the premises*
- Physical environment of the premises*
- Customer profile*

3.20 Section 8.20 of the Policy contains information on how the council considers applications under the prevention of public nuisance licensing objective.

Paragraphs 8.21 to 8.29 state:

8.21 - The Licensing Authority will interpret the term 'public nuisance' widely as advised in the Secretary of State's guidance. When considering this objective the Authority will take into account issues relating to noise, vibration, light, litter, offensive odours and anti-social behaviour arising from or in connection with the provision of licensable activities. Public nuisance can be at a low level only affecting a few people locally, as well as a major disturbance affecting the wider community.

8.22 - This objective does not mean the complete prevention of all of the above issues, but rather the prevention of such unreasonable levels of these as would constitute a nuisance to the public or a section thereof. A degree of noise, for example, is an inevitable consequence of the provision of most forms of regulated entertainment. The Licensing Authority will therefore seek to exercise its powers in a way which promotes the licensing objective, to discourage and eliminate the carrying on of licensable

activities in a way that causes unreasonable inconvenience, upset or distress to others.

8.23 - The Authority would expect applicants to have demonstrated in their operating schedule that public nuisance concerns have been identified, with suitable control measures implemented and maintained. Factors that may be considered include, but are not limited to:

- The location of the premises and proximity to residential and other noise sensitive premises*
- The hours of opening, including times when licensable activities may not be taking place, last admission time and 'wind down period'*
- Nature of activities provided*
- Supervision of customers including managing dispersal*
- Odour and light nuisance*
- Litter and waste disposal*
- the location of delivery and collection areas and delivery/collection times*
- Noise management plan (where appropriate)*

8.24 - Steps that can be taken to minimise public nuisance include those to:

- prevent noise and vibration escaping from the premises, including music, noise from ventilation equipment, and human voices. This may include the installation of soundproofing, air conditioning, acoustic lobbies and sound limitation devices;*
- prevent disturbance by customers and staff arriving at or leaving the premises;*
- prevent queuing (either by pedestrian or vehicular traffic);*
- help ensure patrons and staff leave the premises quietly;*
- minimise the effect of parking by patrons on local residents;*
- minimise noise from the use of smoking shelters, gardens and other open-air areas.*

8.25 - *This lists above are not exhaustive and the Licensing Authority remains aware of its obligation to consider each case on its merits.*

8.26 - *The Authority notes that, as with other licensing objectives, there are other regulatory regimes exist which may be used to control nuisance. The Environmental Protection Act 1990 in particular allows Environmental Health officers to require the abatement of a statutory nuisance, and would be considered the primary control for such issues. However, the Licensing Authority notes that this regime is largely reactive, whereas licensing may be used to establish proactive controls, preventing a nuisance from reaching a statutory level in the first instance.*

8.27 - *Nuisance may arise directly as a result of licensable activities (for example, noise from music), or indirectly (noise from customers at the premises). Applicants and licence-holders are strongly encouraged to consider all possible sources of nuisance when compiling operating schedules, and to implement appropriate measures for the promotion of this objective. For many types of nuisance, this process will begin in the initial design stages prior to the construction or redevelopment of premises. The Council's Environmental Health officers may be consulted for informal advice, prior to the making of a licence application, on proposed measures likely to reduce or prevent the likelihood of public nuisance arising from the operation of licensed premises.*

8.28 - *The Licensing Authority will have regard to best practice guidance when considering this licensing objective, including but not limited to:*

- *Guidelines on Community Noise (World Health Organisation)*
- *Effective Management of Noise from Licensed Premises (British Beer and Pub Association)*
- *Code of Practice on Environmental Noise Control at Concerts (Noise Council)*

8.29 - Where premises which are the subject of licensing applications involving amplified musical entertainment beyond 11pm are in close proximity to residential properties, the Licensing Authority will require a comprehensive operating schedule listing measures that the applicant intends to implement to ensure the promotion of this licensing objective.

- 3.21 Section 20 of the Policy contains information on how the council considers Festivals and outdoor events.

Paragraphs 20.5 to 20.8 state:

20.5 - The Authority will expect the organisers of any large events (taking place under the authority of a premises licence) or events which include special risk factors to consult the East Herts Safety Advisory Group (SAG) while planning their event, and to implement any reasonable recommendations made by the group. The SAG is a multi-agency body, which includes representatives of the Licensing Authority, responsible authorities and other statutory bodies who have involvement in the organisation and safe running of events.

20.6 - Prior to applying for a licence, event organisers will need to secure permission from the appropriate landowner for the site on which they intend to hold their event. In the case of public land which the Council is responsible for managing, including parks and common land, approaches should be made to the Assets and Estates team within the Strategic Finance and Property service.

20.7 - One of the major concerns arising from outdoor events is disturbance to local residents from noise associated with music entertainment at the event, or other noisy equipment such as generators, public announcement systems, fireworks, and so on. The Licensing Authority will expect to receive a comprehensive operating schedule from applicants, containing appropriate proposals to control such issues and promote the prevention of

public nuisance licensing objective. Depending on the size and nature of the event it is likely this will need to include a comprehensive Event Management Plan (EMP) integrating a specific Noise Management Plan.

20.8 - To mitigate these concerns as far as possible early engagement with those likely to be affected by an event is expected. Simply fulfilling the statutory obligation to advertise is likely to trigger representations and raise concerns more than if there has been early engagement. Please refer to the section of this Policy that deals with "Pre-application advice and engagement" for further details.

3.22 Paragraph 9.37 and 9.38 of the revised Guidance issued under section 182 of the Licensing Act 2003 (herein 'the Guidance') states:

9.37 - As a matter of practice, licensing authorities should seek to focus the hearing on the steps considered appropriate to promote the particular licensing objective or objectives that have given rise to the specific representation and avoid straying into undisputed areas.

9.38 - A responsible authority or other person may choose to rely on their written representation. They may not add further representations to those disclosed to the applicant prior to the hearing, but they may expand on their existing representation and should be allowed sufficient time to do so, within reasonable and practicable limits.

3.23 In determining the application with a view to promoting the licensing objectives in the overall interests of the local community, the Licensing Sub-Committee must give appropriate weight to:

- the steps that are appropriate to promote the licensing objectives;

- the representations (including supporting information) presented by all the parties;
- this Guidance;
- its own statement of licensing policy.

3.24 Paragraphs 9.42-9.44 of the Guidance deal with how to determine actions that are appropriate for the promotion of the licensing objectives.

3.25 If Members are minded to impose conditions to mitigate concerns regarding the undermining of the licensing objectives, then Chapter 10 of the Guidance deals with conditions attached to premises licences. Paragraphs 10.8-10.10, 10.13-10.15 would be particularly relevant along with section 16 of the East Herts Pool of conditions.

Officer Observations

3.26 With regards to the points raised by Great Amwell Parish Council regarding planning consent, it should be noted that planning and licensing are different regulatory regimes, although similar in many ways. An applicant can apply for a licence with different hours / restrictions to their planning consent and this can be granted if the Licensing Sub-Committee feel that this would not undermine the licensing objectives. The applicant would then need to apply for the appropriate planning consent or would face possible enforcement action from Planning. This is echoed in paragraph 14.64 of the Guidance. It should be noted that Planning have been consulted on the application and have not made any representation.

3.27 When considering the proposed conditions, if Members were minded to grant the licence there are a number of conditions it is the authors view that the wording is amended so that the "in line with conditions" are replaced with "in line with recommendations" specifically:

- i. (8.6) "Fire safety plan – in line with conditions set by Herts Fire and Rescue." However the council is not aware of conditions agreed between Hertfordshire Fire and Rescue Service.
- ii. (8.9) "Waste management plan – in line with conditions set by Environmental Health. However Environmental Health's conditions do not mention this."

- 3.28 If Members believe that the application would not undermine any of the licensing objectives then the application should be granted as requested.
- 3.29 As stated in the Guidance, the council's decision should be evidence based, justified as being appropriate for the promotion of the licensing objectives and proportionate to what it is intended to achieve.
- 3.30 Members should consider if they believe the applicant has provided evidence that the licence if granted would promote and not undermine the licensing objectives. This evidence should be balanced against the evidence given by those making representations that the licensing objective would be undermined.
- 3.31 Put in its simplest terms what are the minimum measures that can be put in place to address the concerns? Refusal of the application should be the last option considered.
- 3.32 In considering additional conditions, Members should decide whether these steps would in fact address their concerns if the decision was made to grant the hours requested.
- 3.33 For conditions to be enforceable they need to be clear, unambiguous and free from subjective terms. If a condition cannot be enforced then it should not be placed on any

granted licence.

3.34 Aside from adding conditions it is open to Members to limit the hours of operation under the licence but clear reasons for this step would need to be given. However, if simply limiting the hours beyond those requested does not mitigate Members' concerns regarding the promotion of the licensing objectives then the option to also impose appropriate and proportionate conditions is available.

3.35 When the Licensing Sub-Committee gives its decision to those in attendance it should be made clear to all parties how much weight has been attached to each submission and why and what evidence Members' have relied upon when reaching their decision.

4.0 Options

4.1 The actions open to the Licensing Sub-Committee are:

- grant the application as requested if they feel the application would promote and not undermine the licensing objectives; or
- grant the application but at the same time impose additional conditions or amend the activities or times requested; or
- if Members believe that there is evidence that shows that there are no steps that can be taken to ensure that the application sought would promote the licensing objectives then the application should be refused.

4.2 When the Licensing Sub-Committee gives its decision to those in attendance it should be made clear to all parties how much weight has been attached to each submission and why and

what evidence Members have relied upon when reaching their decision.

5.0 Risks

5.1 A decision on the application must be made and any decision made can be appealed at the Magistrate's Court. Therefore the Licensing Sub-Committee should ensure that when giving their decision on the application they give clear reasons on how and why they have made their decision. In doing so, the council's ability to defend its decision is strengthened and the risk of its decision being over-turned on appeal is lessened, although, of course, this risk can never be entirely removed.

6.0 Implications/Consultations

6.1 As with any application for a new premise licence / variation of premise licence or review of a premise licence there is a 28 day public consultation.

Community Safety

The report details the four licensing objectives, these objectives are detailed in paragraph 2.3, therefore Community Safety will be considered when determining the application.

Data Protection

Where the appendices have shown personal data this has been redacted.

Equalities

Consideration has made to the Equality Act 2010 and the Public Sector Equality Duty in this report and will be considered during the Licensing Sub-Committee hearing.

Environmental Sustainability

No

Financial

There will be a cost to the authority in holding the Licensing Sub-Committee hearing; this will be covered by the existing budget. There would be a cost if the decision of the Licensing Sub-Committee is appealed to the Magistrates Court and the authority chooses to defend that appeal.

Health and Safety

No

Human Resources

No

Human Rights

As with all applications and Council functions, the Human Rights Act 1998 has been considered in this report and will be considered during the Licensing Sub-Committee hearing.

Legal

All statutory requirements have been considered in preparing this report.

Specific Wards

Yes – Great Amwell

7.0 Background papers, appendices and other relevant material

- 7.1 Revised Guidance issued under section 182 of the Licensing Act 2003 (April 2018) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/705327/Revised_guidance_issued_under_section_182_of_the_Licensing_Act_2003_April_2018_.pdf
- 7.2 East Herts Statement of Licensing Policy 2021-2026

<https://cdn-eastherts.onwebcurl.com/s3fs-public/2022-03/Statement%20of%20Licensing%20Policy%202021-26%20Mar%202022.pdf>

East Herts Pool of Model Conditions 2021

<https://eastherts.fra1.digitaloceanspaces.com/s3fs-public/2021-08/Pool%20of%20Model%20Conditions%202021%20%28accessible%29.pdf>

- 7.3 **Appendix 'A'** – Application for a New Premise Licence.
- 7.4 **Appendix 'B'** – Conditions by Environmental Health agreed with the applicant.
- 7.5 **Appendix 'C'** – Representations against the application.
- 7.6 **Appendix 'D'** – Map showing location of the premises.

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