

**North East Derbyshire District Council**

**Council**

**9 May 2016**

**Possible relaxation of the requirements for Late Night Refreshment establishments**

**Report No MG/14/15-16/JC of Councillor M Gordon, Portfolio Holder with  
Responsibility for Environment**

This report is public

**Purpose of the Report**

- To consider the relaxation of requirements for Licensing Late Night Refreshments.

**1 Report Details**

- 1.1 When passed, the Licensing Act 2003 required a premises where hot food or hot drink was sold to members of the public, or a section of the public, whether for consumption on or at any time between the hours of 23:00 and 05:00 off the premises to be licensed.
- 1.2 The Act listed a number of supplies which were exempt from the licensing requirements:-
  - (a) The supply of hot drink which consists of or contains alcohol;
  - (b) The supply of hot drink by means of a vending machine where the payments for the hot drink is inserted into the machine by a member of the public and the hot drink is supplied by the machine to a member of the public;
  - (c) The supply of hot food or hot drink free of charge;
  - (d) The supply of hot food or hot drink by a registered charity or a person authorised by a registered charity;
  - (e) The supply of hot food or hot drink on a vehicle when the vehicle is not permanently or temporarily parked;
  - (f) A person is a member of a recognised club;
  - (g) A person is staying at a particular hotel, or at particular premises for the night in question;

- (h) A person is an employee of a particular employer;
- (i) A person is engaged in a particular trade, is a member of a particular profession or follows a particular vocation;
- (j) A person is a guest of:
  - (i) A guest house
  - (ii) A caravan site or camping site
  - (iii) Any other premises the main purpose of maintaining which is the provision of facilities for overnight accommodation.

1.3 Section 71 of the Deregulation Act 2015 has come into effect permitting Licensing Authorities to relax the requirements for licensing late night refreshment in certain circumstances

1.4 On 5 November 2015, the Licensing Act 2003 (Late Night Refreshment) Regulations 2015 came into force. The Regulations provide a list of prescribed premises which a Licensing Authority may exempt from the requirement to be licensed for the provision of late night refreshment

1.5 These premises are:-

- (a) Premises situated on land for the time being used for the provision of facilities to be used in connection with the use of a special road provided for the use of traffic of class 1 (with or without other classes) (motorway service area);
- (b) Premises used for the retailing of petrol or derv;
- (c) Premises in which a local authority has a relevant property interest or which are lawfully occupied by that authority, except:
  - (i) Any domestic premises within those premises or;
  - (ii) When an event is taking place at which more than 500 people are present;
- (d) The premises of a school; except:
  - (i) Any domestic premises within the school; or
  - (ii) When an event is taking place at which more than 500 people are present;
- (e) Premises used as a hospital, except any domestic premises within the hospital;
- (f) Community premises, except when an event is taking place at which more than 500 people are present;
- (g) Licensed premises authorised to sell by retail alcohol for consumption on the premises between the hours of 11pm and 5am.

1.6 The Licensing Authority can also decide to exempt premises within a certain geographical area for the requirement to licence late night refreshment and also change the hours during which premises require a licence so as to relax those hours to a greater extent.

1.7 A copy of the guidance issued regarding late night refreshment is attached as **Appendix 1**.

1.8 The matter was discussed at Licensing Committee of 5 January 2016 who resolved to recommend to Council not to make any exemptions for late night refreshment.

## **2 Conclusions and Reasons for Recommendation**

2.1 Members are requested to consider if they wish to exempt any of the listed categories from the requirement to be licensed.

2.2 Members are requested to consider if they wish to exempt premises within a certain geographical area from the requirement to be licensed.

2.3 Members are requested to consider if they wish to change the hours during which premises will require a licence for late night refreshment.

## **3 Consultation and Equality Impact**

3.1 None.

## **4 Alternative Options and Reasons for Rejection**

4.1 None.

## **5 Implications**

### **5.1 Finance and Risk Implications**

5.1.1 An appeal against this decision would be by means of judicial review and would incur costs in preparing a defence costs and attendance. Costs may be recovered or awarded at discretion. Any exemptions may result in a reduced number of applications which would adversely affect income.

### **5.2 Legal Implications including Data Protection**

5.2.1 The Council has a legal right to exempt premises if they feel it is appropriate.

### **5.3 Human Resources Implications**

5.3.1 None.

## **6 Recommendations**

6.1 It is recommended that Council resolves not to make any exemptions to the requirements for late night refreshment.

## 7 Decision Information

<b>Is the decision a Key Decision?</b> (A Key Decision is an executive decision which results in income or expenditure to the Council of £50,000 or more or which has a significant impact on two or more District wards)	No
<b>District Wards Affected</b>	All
<b>Links to Corporate Plan priorities or Policy Framework</b>	Look after the Environment.  Reduce fear of crime and anti-social behaviour.  Ensure a high standard of local environment.

## 8 Document Information

Appendix No	Title
1	Copy of guidance issued regarding late night refreshments
<b>Background Papers</b>	
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AGIN 12 (COUNCIL 0509) 2016/Refreshment Establishments/AJD

**LATE NIGHT**  
**REFRESHMENT**  
**GUIDANCE**

## 1. Introduction

- 1.1 This guidance sets out what activities are to be treated as the provision of late night refreshment and as such are regulated under the Licensing Act 2003 ("the 2003 Act"). It also sets out which activities are exempt from the late night refreshment aspects of the licensing regime. In particular, it includes guidance on the provisions in the Deregulation Act 2015 which amends the 2003 Act to give licensing authorities powers to opt to exempt supplies of late night refreshment from the licensing requirements of the 2003 Act which are made at or from certain designated locations, types of premises or times.
- 1.2 This guidance is not issued as part of the statutory guidance under section 182 of the 2003 Act but will be incorporated into the section 182 guidance when it is next updated. It is intended to assist licensing authorities and police forces with monitoring and enforcement activity in relation to the provision of late night refreshment. It may also help businesses who wish to provide hot food or drink to determine whether they will require a licence under the 2003 Act in order to do so.

## 2. General

- 2.1 Schedule 2 to the 2003 Act provides a definition of what constitutes the provision of late night refreshment. It involves only the supply of 'hot food and hot drink' between the hours of 11pm and 5am. Under Schedule 2, food or drink is considered to be 'hot' if, before it is supplied, it has been heated on the premises or elsewhere for the purpose of enabling it to be consumed at a temperature above the ambient air temperature and at the time of supply it is above that temperature; or after it is supplied, may be heated on the premises for the purpose of enabling it to be consumed at a temperature above the ambient air temperature.
- 2.2 Shops, stores and supermarkets selling cold food and cold drink, whether it is immediately consumable or not, from 11.00pm are not licensable as providing late night refreshment. The 2003 Act affects premises such as night cafés and takeaway food outlets where people may gather to purchase hot food or drink at any time from 11.00pm and until 5.00am. In this case, supply takes place when the hot food or hot drink is given to the customer and not when payment is made. For example, supply takes place when a table meal is served in a restaurant or when a takeaway is handed to a customer over the counter.
- 2.3 Some premises provide hot food or hot drink between 11.00pm and 5.00am by means of vending machines. The supply of hot drink by a vending machine is not a licensable activity and is exempt under the 2003 Act provided the public have access to and can operate the machine without any involvement of the staff.
- 2.4 However, this exemption does not apply to hot food. Premises supplying hot food for a charge by vending machine are licensable if the food has been heated on the premises, even though no staff on the premises may have been involved in the transaction.
- 2.5 It is not expected that the provision of late night refreshment as a secondary activity in licensed premises open for other purposes such as public houses, cinemas or nightclubs or casinos should give rise to a need for significant additional conditions.
- 2.6 The supply of hot drink which consists of or contains alcohol is exempt under the 2003 Act as late night refreshment because it is licensed by the provisions relating to the sale or supply of alcohol.
- 2.7 The supply of hot food or hot drink free of charge is not a licensable activity. However, where any charge is made for either admission to the premises or for some other item in order to obtain the hot food or hot drink, this will not be regarded as "free of charge". Supplies by a registered charity or anyone authorised by a registered charity are also exempt.

- 2.8 Supplies made on moving vehicles (for example boats, trains or coaches) are also exempt. However supplies made from a vehicle which is permanently or temporarily parked, such as from a mobile takeaway van, are not exempt (see section 3.4 below for more detail on provisions for 'Vessels, vehicles and moveable structures').
- 2.9 Supplies of hot food or hot drink from 11.00pm are exempt from the provisions of the 2003 Act if there is no admission to the public to the premises involved and they are supplies to:
- a member of a recognised club supplied by the club;
  - persons staying overnight in a hotel, guest house, lodging house, hostel, a caravan or camping site or any other premises whose main purpose is providing overnight accommodation;
  - an employee of a particular employer (for example in a staff canteen);
  - a person who is engaged in a particular profession or who follows a particular vocation (for example, a tradesman carrying out work at particular premises);
  - a guest of any of the above.

### **3. Exemptions based on designated locations, premises types and times**

- 3.1 The provision of late night refreshment is regulated primarily because it is often linked to alcohol-fuelled crime and disorder in the night-time economy, such as at fast-food takeaways where late-night drinkers congregate. However, these safeguards may not be needed everywhere or for every type of late night refreshment business. For example, some late-night cafés serving hot drinks after 11pm may be located nowhere near pubs and nightclubs or areas associated with alcohol-related crime and disorder.
- 3.2 Paragraph 2A of Schedule 2 to the 2003 Act (as inserted by the Deregulation Act 2015) gives licensing authorities powers to exempt premises, in certain circumstances, from the requirement to have a licence to provide late night refreshment. Decisions to exempt supplies of late night refreshment are best made with local knowledge. The powers therefore allow licensing authorities to choose to apply an exemption specifically where they think it will be helpful to businesses and where there are no problems with anti-social behaviour or disorder associated with the night time economy. As well as freeing up the businesses in question from unnecessary costs, this can also provide greater flexibility for licensing authorities to target their resources more effectively.
- 3.3 The powers allow a relevant licensing authority to exempt the supply of late night refreshment if it takes place:
- a) on or from premises which are wholly situated in a designated area;
  - b) on or from premises which are of a designated description; or
  - c) during a designated period (beginning no earlier than 11.00 p.m. and ending no later than 5.00 a.m.).
- 3.4 When choosing to designate a particular area as exempt, the relevant licensing authority must define the location, which can be of any size.

### **Vessels, vehicles and moveable structures**

Under section 189 of the 2003 Act, a vehicle which is not permanently situated in the same place and is or is proposed to be used for one or more licensable activities while parked at a particular place, is to be treated as if it were premises situated at that place. Therefore, a mobile provider of late night refreshment, such as a kebab van, could be treated as exempt if it supplied hot food to the public late at night in an area which had been designated as exempt. If the mobile van drove to and began operating in a non-exempt area, a licence to carry on this activity would be required. Should the licensing authority introduce an exemption, and subsequently wish to revoke it if problems arise, it has the power to do so. Areas which are likely to be considered for exemption by licensing authorities (for example, an area outside a town centre) are unlikely to be areas in which mobile kebab vans would frequently operate. As such, mobile vehicles selling late night refreshment are likely to still require licences in the areas in which they are more commonly found.

- 3.5 When choosing to designate particular categories of premises as exempt, a licensing authority can only exempt types of premises set out in the regulations. These are:
- Motorway service areas;
  - petrol stations;
  - local authority premises (except domestic premises) unless there is an event taking place at which more than 500 people are present;
  - schools (except domestic premises) unless there is an event taking place at which more than 500 people are present;
  - hospitals (except domestic premises);
  - community premises (church, chapel, village, parish or community hall or other similar building) unless there is an event taking place at which more than 500 people are present;
  - licensed premises authorised to sell by retail alcohol for consumption on the premises between the hours of 11pm and 5am.
- 3.6 When choosing to exempt the provision of late night refreshment at particular times, the relevant licensing authority must determine the times between 11pm and 5am when the exemption applies. The exemption and any subsequent change to the time will apply to the whole licensing authority area.
- 3.7 A relevant licensing authority may use more than one type of exemption at the same time, for example by changing the times across the licensing authority area during which licensing requirements will apply and also exempting premises by type across the whole licensing authority area. However, it cannot use different forms of exemption in conjunction with one another – for example, it would not be permitted to change the times in one geographic area only.
- 3.8 Where a premises is situated in the areas of two or more licensing authorities, any of those authorities may be the relevant licensing authority and it would be advisable for an authority wishing to apply an exemption to discuss it with the other authority concerned. This might apply, for example, where an area or premises type exemption is being applied and the licensing authority is aware that a particular premises such as a motorway service area sits across the boundary of two or more licensing authority areas.



- 3.9 Licensing authorities do not have to use the exemptions at all and can continue to require all late night refreshment providers to be licensed. However, licensing authorities should consider deregulation where appropriate.
- 3.10 Existing late night refreshment licences for premises that become exempt from regulation will remain extant unless the holder chooses to surrender it to the licensing authority, but there will be no requirement on the licence holder to pay annual renewal fees and any conditions on the licence will cease to apply for as long as the exemption is in place. In cases where an exemption in relation to late night refreshment provision is applied, other licensing is unaffected. For example if a premises is licensed to sell alcohol and is exempt from requiring a late night refreshment licence, their licence in respect of the sale of alcohol is unaffected. Where a premises benefits from an exemption applied by the licensing authority, any existing conditions on a licence relating solely to the provision of late night refreshment will have no effect during the period of the exemption.
- 3.11 When deciding which exemption to use, if any, the relevant licensing authority should always first consider what the risks are in terms of the promotion of the licensing objectives. The decision to make an exemption is a licensing function that licensing authorities should include within their statement of licensing policy. It would then therefore be subject to the statutory consultation process with other responsible authorities and relevant parties set out in section 5 of the 2003 Act. However, it is for the licensing authority to decide on the detail and extent of the consultation beyond the statutory minimum. The licensing authority may decide to only consult on the proposed exemption or, alternatively, it may form part of a wider review of other matters within its statement of licensing policy. It is also for the licensing authority to decide within its statement of licensing policy whether the decision to grant exemptions is delegated to its licensing committee or to an officer.
- 3.12 When applying any of the exemptions the relevant licensing authority must publicise the changes and should decide on the most appropriate way to do this, in addition to updating its statement of licensing policy as soon as is practical. There is no requirement for licensing authorities to tell premises individually, however they should publicise the exemption in a way that ensures that those who are likely to be affected may benefit from it. If any fees are paid prior to an exemption coming into effect, licensing authorities should consider whether a refund or partial refund is appropriate. It is for each individual licensing authority to develop its own refund policy and ensure that it is communicated appropriately to all licence holders that are likely to be affected by an exemption.
- 3.13 Licensing authorities can review the exemptions at any time, to change the times, locations or types. However, unlike many other types of licensing decision, the late night refreshment exemptions are not made on a case by case basis and there is no recourse to bring an individual premises back into the licensing regime if there is a problem with that particular premises. In such cases the licensing authority would have to take a decision about the entire exemption and apply it across the whole area. Alternatively, depending on the scale of the problem, other powers could be used such as closure powers under the Anti-social Behaviour, Crime and Policing Act 2014. Environmental health legislation around noise nuisance may also offer a solution.