Licensing Committee

Wednesday, 19th October, 2016

MEETING OF LICENSING COMMITTEE

Members present: The Deputy Lord Mayor (Councillor Campbell);

Aldermen McCoubrey, L. Patterson, Sandford and Spence; and Councillors Bell, Boyle, Brown, Bunting, Clarke, Collins, Craig, Dudgeon, Groves,

Hutchinson, Magennis, McConville and

McDonough-Brown.

In attendance: Mr. I. Harper, Building Control Manager;

Ms. N. Largey, Divisional Solicitor; and Mr. H. Downey, Democratic Services Officer.

Chairing of Meeting

In the absence of the Chairman and the Deputy Chairman, the Committee agreed that Alderman Spence take the Chair.

(Alderman Spence in the Chair)

Expression of Sympathy

Having been informed of the recent death of the mother of Mr. S. Hewitt, Building Control Manager, the Committee agreed that a letter expressing its condolences and deepest sympathy be forwarded to him.

Apologies

Apologies were reported on behalf of the Chairperson (Councillor Armitage) and the Deputy Chairperson (Councillor Heading).

Minutes

The minutes of the meeting of 21st September were taken as read and signed as correct. It was reported that those minutes had been adopted by the Council at its meeting on 3rd October, subject to the omission of those matters in respect of which the Council had delegated its powers to the Committee.

Declarations of Interest

The Deputy Lord Mayor, Councillor Campbell, declared an interest in respect of Item 2h – Renewal of a Seven-day Annual Entertainments Licence - El Divino, May's Meadow and left the meeting whilst it was under consideration.

THE COMMITTEE DEALT WITH THE FOLLOWING ITEMS IN PURSUANCE OF THE POWERS DELEGATED TO IT UNDER STANDING ORDER 37(d)

Licences/Permits issued Under Delegated Authority

The Committee noted a list of licences and permits which had been issued under the Council's Scheme of Delegation.

<u>Applications for the Renewal of Entertainments</u> <u>Licences with Previous Convictions</u>

The Building Control Manager informed the Committee that, under the provisions of the Local Government Miscellaneous Provisions (Northern Ireland) Order 1985, it was required, when considering any application for the grant, renewal or transfer of an Entertainments Licence, to have regard to any convictions of the applicant relating to an offence under the Order which had occurred within a five-year period immediately preceding the date in which the application had been made.

Accordingly, he drew the Members' attention to the following applications which had been received for the renewal of Seven-Day Annual Indoor Entertainments Licences:

- Red Devil Bar, 194 198 Falls Road the licensee had, on 11th February, 2014, been convicted of having a locked roller shutter on a final exit and of failing to have the log book for recording pre-event checks available for inspection and had been fined £500 and ordered to pay £69 in costs; and
- Wolf and Whistle, 67 71 Andersonstown Road (formerly the Whitefort Inn) – the applicant had, on 28th June, 2016, been fined £600 and ordered to pay costs of £69 arising from the following offences:
 - one leaf of a final exit had been closed and been screwed to the doorframe;
 - a fire door had been wedged open;
 - a fire door/wall had been providing inadequate fire protection;
 - fire safety signage had not been illuminated;
 - a designated means of escape had been obstructed; and
 - the log book for recording pre-event checks had not been made available for inspection.

In terms of previous applications, the Building Control Manager reported that the Committee had, in 2013 and 2015, upon being advised of the conviction relating to the Red Devil Bar, agreed to renew the Entertainments Licence and that the Licence for the Wolf and Whistle had, in the past, been renewed under the Council's Scheme of Delegation.

He explained that, following those offences, officers had met with each licensee in order to review their management procedures and had discussed with them the arrangements in place for ensuring the safety of patrons, performers and staff, particularly in the event of an emergency. Subsequent inspections, which had been undertaken in relation to the current applications, had confirmed that the management procedures within each venue were now being implemented effectively. He confirmed that no written representations had been received in relation to the applications and that the Police Service of Northern Ireland had offered no objections.

The Committee agreed, in its capacity as Licensing Authority, to renew the Seven-Day Annual Indoor Entertainments Licences in respect of the Red Devil Bar, 194 - 198 Falls Road and the Wolf and Whistle, 67 – 71 Andersonstown Road.

<u>Application for the Grant of an Annual Outdoor Entertainments</u> <u>Licence - Kelly's Cellars, 30-32 Bank Street</u>

The Committee was advised that an application had been received for the grant of a Seven-day Annual Outdoor Entertainments Licence for Kelly's Cellars, based upon the Council's standard conditions to provide outdoor musical entertainment.

The Building Control Manager reported that the premises currently held an Indoor Entertainments Licence which permitted it to offer entertainment in the ground floor bar from Monday to Sunday till 3.00 a.m. The applicant was seeking approval to provide entertainment, in the form of an amplified 1 – 2 piece band, on those nights till 1.00 a.m. within an outdoor smoking area which was situated in Bank Square, to the front of the premises. Should the application be approved, there would be no overall increase in the venue's overall maximum occupancy figure of 100 persons. He informed the Committee that Bank Square was managed currently by the Department for Communities, which held an Outdoor Entertainments Licence and which it utilised at various times throughout the year. The Department had offered no objection to the application, providing that the applicant planned her events in such a way as to prevent them from coinciding with those which it organised and that all statutory requirements were met. Since the area was not licenced for the sale of alcohol, the applicant would be obliged to apply for an Occasional Liquor Licence, when required. No written representations had been received in relation to the application and the Northern Ireland Fire and Rescue Service and the Police Service of Northern Ireland had offered no objection.

He pointed out that, during the past year, four inspections of the venue had been undertaken by officers of the Building Control Service whilst indoor entertainment had been taking place, three of which had revealed that it was being operated in accordance with the Entertainments Licensing legislation. On the other occasion, the issues which had been identified around fire safety signage and a supervisor's knowledge of the evacuation procedures had been resolved upon being brought to the attention of the applicant. The Building Control Manager added that the Council's Environmental Protection Unit had, during the past twelve months, received no complaints in relation to noise disturbance and that it had approved an acoustic report which outlined the measures to be put in place to minimise noise nuisance to neighbouring premises.

However, that report might, in future, need to be reassessed in view of a recent decision to grant planning permission for a hotel development on an adjacent vacant site.

The Committee agreed, in its capacity as Licensing Authority, to grant a Sevenday Annual Outdoor Entertainments Licence for Kelly's Cellars, 30-32 Bank Street, with entertainment being permitted to take place on each night of the week from 7.00 p.m. till 1.00 a.m. within the smoking area located in Bank Square, with special conditions to be attached to the licence regarding the appropriate noise levels to be adhered to.

<u>Applications for the Grant of an Outdoor Entertainments Licence</u> and for Extended Operating Hours – Bullit Hotel, 40A Church Lane

The Building Control Manager informed the Committee that the licensee of the Bullit Hotel had been granted recently, under the Council's Scheme of Delegation, a Seven-day Annual Indoor Entertainments Licence. That licence permitted entertainment, in the form of a DJ and live bands, within the café bar, the lobby bar and the restaurant area from Monday to Saturday till 1.00 a.m. and on a Sunday till midnight.

He reported that the licensee had now submitted an application seeking, firstly, to extend the hours during which indoor entertainment could be provided on a Thursday, Friday and Saturday night till 3.00 a.m. and, secondly, the grant of a Seven-day Annual Outdoor Entertainments Licence, to allow for entertainment within an outdoor terrace/smoking area and had requested that the hours of operation be the same for each licence.

He confirmed that no written representation had been received in relation to the applications and that the Northern Ireland Fire and Rescue Service and the Police Service of Northern Ireland had offered no objection. The Building Control Service had, as part of the application process, undertaken a number of inspections, all of which had revealed that all technical requirements had been met and that all operational and management procedures were in place. Further inspections would be conducted whilst entertainment was taking place to ensure that the applicant was adhering to the Entertainments Licensing legislation. He added that an acoustic report, setting out measures to be implemented to minimise noise disturbance to adjacent properties, was being assessed currently by the Council's Environmental Protection Unit and that the Outdoor Entertainments Licence, if granted, would not be issued until all noise levels had been agreed and verified.

The Committee agreed, in its capacity as Licensing Authority, to extend the standard hours on the Seven-day Annual Indoor Entertainments Licence for the Bullit Hotel, 40A Church Lane and to grant a Seven-day Annual Outdoor Entertainments Licence for the premises' outdoor terrace/smoking area, with the hours of operation under the indoor and outdoor licences now being as follows:

- Monday to Wednesday from 11.30 a.m. till 1.00 a.m. the following morning;
- Thursday to Saturday from 11.30 a.m. till 3.00 the following morning; and

Sunday from 12.30 p.m. till midnight.

The Committee agreed that a special condition be attached to the Outdoor Entertainments Licence for the outdoor terrace/smoking area regarding the appropriate noise levels to be adhered to.

<u>Competing Applications for a Stationary Street</u> Trading Licence - Donegall Street

The Committee was advised that competing applications had been received from two persons wishing to trade from a designated site in Donegall Street, opposite the Kremlin nightclub. The Building Control Manager reviewed the applications, one of which had been submitted by the current licence holder, Mr. S. McCallum, who had applied to sell from a hot food trailer hot food and non-alcoholic beverages from Monday to Sunday between the hours of 9.00 p.m. and 4.00 a.m. His business was registered currently by the Council and had been awarded a rating of 3 under the Food Hygiene Rating Scheme.

The second applicant, Ms. L. Swift, was seeking also to sell from a hot food trailer hot food and non-alcoholic beverages from Monday to Sunday between the hours of 9.00 p.m. and 3.00 a.m. Her business was registered currently by Ards and North Down Borough Council and held a food hygiene rating of 5.

The Building Control Manager confirmed that both applicants were in attendance, should the Committee wish to obtain clarification on their proposals for the site.

The Committee agreed that it would be beneficial to hear from each of the applicants and Mr. S. McCallum and Mrs. L. McCallum were welcomed firstly by the Chairperson.

Mr. McCallum informed the Members that he had been trading at the location for approximately fourteen years and that he had created no difficulties for the Police Service of Northern Ireland or for others. He pointed out that, at the end of each night's trading, he methodically cleansed both sides of the street in the vicinity of his trailer, which included an area to the front of a church. He concluded by circulating for the Committee's information letters from a representative of that church and from a nearby business, both of which were supporting his application. Mrs. McCallum highlighted the fact that the business provided a longstanding and reputable service for night-time customers attending local entertainment venues and urged the Committee to grant her husband's application.

The Chairperson then invited Ms. L. Swift, the second applicant, who was accompanied by Mr. D. Sloan, to make her submission.

Ms. Swift informed the Committee that she had been unaware, when submitting her application, that Mr. McCallum had been trading at that location for a considerable period of time. In light of that, she confirmed that she would be willing to consider other suitable sites which might be available.

The Chairperson thanked the applicants for their contribution.

After discussion, the Committee agreed, in its capacity as Licensing Authority, that it was minded to grant to Mr. S. McCallum a Stationary Street Trading Licence permitting him to sell hot food and non-alcoholic beverages from Monday to Sunday between the hours of 9.00 p.m. and 4.00 a.m., at a designated site in Donegall Street, opposite the Kremlin nightclub, on the basis that he had been trading at that location since 2000 and that the other applicant had indicated that she would be willing to consider an alternative site.

As a consequence of the decision to grant the Licence to Mr. McCallum and the fact that there was only one designated site available, the Committee agreed that it was minded to refuse the application which had been submitted by Ms. L. Swift, on the grounds set out in Section 9(1) (a) (iv) of the Street Trading Act (Northern Ireland) 2001, namely, that there were sufficient traders trading at that location in the articles, things or services in which she wished to trade. The Committee authorised Council officers to work with Ms. L. Swift to identify other suitable sites from which she might wish to trade.

The Committee noted that the unsuccessful applicant would be advised that, in accordance with Section 12 (2) (b) of the Street Trading Act (Northern Ireland) 2001, she would be permitted to make written representation to the Council within twenty-one days from the date of notice.

<u>Application for the Grant of a Mobile Street Trading Licence –</u> Poleglass and Twinbrook Areas

The Committee was informed that an application had been received from Mr. N. Rules for the grant of a Mobile Street Trading Licence, which would permit him to sell confectionery, groceries, non-alcoholic beverages and tobacco products within the Poleglass and Twinbrook areas of the City. Mr. Rules was proposing to operate his business from Monday till Sunday between the hours of 2.00 p.m. and 10.00 p.m. Neither Transport NI nor the Police Service of Northern Ireland, who had been consulted on the application, had offered any objections.

The Building Control Manager explained that the Street Trading Act (Northern Ireland) 2001 made provision for the Committee, in certain circumstances, to refuse an application on account of an applicant's misconduct or some other reason relating to their trading activities. With that in mind, he drew the Committee's attention to the fact that the applicant had, in March, 2016, been convicted of contravening the Children's and Young Persons (Sale of Tobacco etc.) Regulations (Northern Ireland) 2008 and the Tobacco Advertising and Promotion Display Regulations (Northern Ireland) 2012 and had been fined a total of £100 and ordered to pay £69 in costs.

After discussion, the Committee agreed, in its capacity as Licensing Authority, to grant to Mr. N. Rules a Mobile Street Trading Licence permitting him to sell confectionery, groceries, non-alcoholic beverages and tobacco products within the Poleglass and Twinbrook areas of the City.

<u>Application for the Renewal of a Seven-day Annual Entertainments</u> <u>Licence - Thompson's Garage, 3 Patterson's Place</u>

(Prior to this matter being discussed, the Chairperson informed the Committee that he had been advised by the Divisional Solicitor of the need, in accordance with the legal requirements contained within the Local Government Act (Northern Ireland) 2014, to restrict the information surrounding this application.

Accordingly, with the exception of the Council's Communications Officer, all persons seated within the public area of the room were excluded from the meeting to enable the matter to be considered in private.)

The Committee was reminded that, at its meetings on 20th April and 18th May, it had agreed to defer consideration of an application for the renewal of an Entertainments Licence in respect of Thompsons Garage, Patterson's Place, pending the outcome of a prosecution arising from an alleged incident in the premises on 12th March, 2015.

The Committee was reminded further that, at its meeting on 21st September, it had agreed that the applicant should be afforded an opportunity to attend its next meeting to provide further details regarding the issues which had been raised by his accountant around the detrimental impact which any continued delay in considering the application would have upon his client's business.

The Divisional Solicitor reported that it was her understanding that the court case had been adjourned on two occasions and that a subsequent contested hearing had not proceeded due to the non-attendance of a prosecution witness. That case had now been listed for hearing on 25th November. She explained that the Committee was being requested to decide, in the first instance, if it wished to affirm its previous decisions to defer the application until the prosecution had been concluded. She suggested that, in advance of making that decision, it would be prudent for the Committee to hear not only from the applicant but also from the objector, who was also in attendance and who was seeking to provide additional information around the reasons for the deferral of the case.

The Committee agreed to adopt that course of action and Mr. S. Boyd, a Director of Endless Music Limited, the applicant company, together with Mr. L. Murray, his legal representative and Mr. J. Morgan, Panther Purchasing, were welcomed by the Chairperson.

Mr. Murray informed the Members that Thompson's Garage had been trading for more than twenty years and that it generated employment and made a valuable contribution to the local night-time economy. However, the uncertainty around the renewal of the Entertainments Licence had created significant economic difficulties for the company, as had been highlighted by the company's accountant. He pointed out that, this year, the company had made a substantial investment in purchasing its existing property and in acquiring two adjoining properties, as part of an overall expansion of the business. An outdoor terrace area had since been constructed, which provided patrons with access onto Upper Arthur Street, rather than Patterson's Place, which had created difficulties in past. However, whilst a Liquor Licence had been

obtained for that area, it could not be utilised for entertainment until the matter of the Entertainments Licence had been addressed.

Mr. Murray then outlined the various measures which had been put place to improve the overall management of Thompson's Garage. He highlighted, in particular, the fact that one of the three persons who were being prosecuted in relation to the alleged incident on 12th March, 2015 had, earlier this year, ceased to be a Director of Endless Music Limited and was no longer involved in the day-to-day management of the business. He made the point that, should the former Director be found be guilty of the offence, it would not be material to the company's application for the renewal of it Entertainments Licence and that it would be willing to provide an undertaking that he would not, at any time, be re-appointed as a Director. He added that, should the two door supervisors who were being prosecuted also be convicted, they would no longer be employed by the company and, as far as he was aware, their Security Industry Authority membership would be terminated.

The deputation then provided clarification on a number of questions which had been raised by the Members.

Mr. Murray stated that, although he was not involved in the case, it was his understanding that it had been adjourned on the last occasion due to a failure by a prosecution witness to attend court. In terms of the premises, he pointed out that staff had received extensive training on new policies and procedures which had been implemented and that the Police Service of Northern Ireland had, in discussions with him, acknowledged that there had, during the past year, been a significant improvement in the overall operation of the premises.

Mr. Boyd advised that, since he had assumed control of Thompson's Garage, only one door supervisor had been convicted of an assault at the premises, despite the fact that it operated on seven nights of the week and attracted over 150,000 patrons annually. He confirmed that the former Director retained a 50% share in Endless Music Limited and that it had been considered advisable to remove him from his responsibilities of running the business until such time as the pending prosecution had been dealt with.

Mr. Murray explained that both the former Director and Mr. Boyd were liable for the repayment of the bank loan which had been obtained to expand the business and for other financial commitments. He reported that the inability to fully utilise the premises as a result of the ongoing issues around the Entertainments Licence, despite having incurred significant expenditure, had affected trading and that the bank would have serious issues should that situation be allowed to continue.

The Chairperson thanked the deputation for their contribution and welcomed to the meeting Mr. M. Johnston, the objector to the application and Mr. S. Leonard, his legal representative.

Mr. Leonard informed the Committee that the aforementioned case had initially been listed for trial on 14th September and that Mr. Johnston had, whilst attending, been informed that it would not be heard, due to the defendant's legal team not being in a position to proceed. That, he stated, was contrary to the assertions which had been

made earlier in the meeting. He highlighted the fact that it had now been established that the former Director still owned half of the business and that he and his partner had, just this year, made a significant investment in its expansion. It was, therefore, evident that the former Director still had a substantial controlling interest in the business and exerted considerable influence and, in light of the nature of the charges which he was facing, his client had concerns around that business holding an Entertainments Licence. He confirmed that the case had now been listed for hearing on 25th November, which was now only a few weeks away, and he urged the Committee to defer consideration of the application until that had been determined.

In response to a question from a Member, Mr. Johnston confirmed that he had never been barred from entering or ejected from Thompson's Garage and that, apart from the concerns which he had raised in relation to the renewal of the Entertainments Licence, he had no issues with the owners, door supervisors or other staff. He added that he had never been assaulted by any door supervisors and that the former Director of the business, who had been acting as a door supervisor on the night of 12th March, 2015 and who had assaulted him, had yet to reveal to the Council whether he held a Security Industry Authority licence. He added that he had, on 14th September, been advised by the Public Prosecution Service that the former Director had been unable to attend the court and that the case would not be proceeding, although he was unable to produce documentation from the Court which would confirm that fact.

Messrs. Johnston and Leonard were thanked by the Chairperson, who then invited Inspector D. Hardy and Constable S. O'Hare of the Police Service of Northern Ireland to address the Committee.

Constable O'Hare informed the Committee that neither he nor Inspector Hardy had been involved in investigating the incidents relating to Thompson's Garage and that, in any case, it would be difficult for the Police Service of Northern Ireland to comment whilst the legal proceedings were ongoing. They then retired to the public area.

The Assistant Building Control Manager pointed out that the venue would continue to operate under the terms of its current Entertainments Licence and highlighted the fact that the licensee had complied fully with all requests from the Building Control Service around, for example, door supervisory and fire safety training and the refurbishment works which had been carried out. Inspections of the premises had revealed that it was being operated in accordance with the Service's requirements and in accordance with the Entertainments Licensing legislation.

The Divisional Solicitor then confirmed that it was a matter for the Committee to decide whether it was satisfied that it could make a decision on the renewal of the Entertainments Licence in advance of being informed of the outcome of the pending prosecutions.

After discussion, it was

Moved by Councillor Bunting, Seconded by Alderman Sandford,

That the Committee, in its capacity as Licensing Authority, agrees to affirm its decisions of 20th April and 18th May to defer consideration of the application for the renewal of an Entertainments Licence in respect of Thompsons Garage, Patterson's Place, until the outcome of the legal proceedings arising from an alleged incident which had taken place within the premises in March, 2015 had been determined.

On a vote by show of hands fifteen Members voted for the proposal and three against and it was declared carried.

Renewal of a Seven-day Annual Entertainments Licence – El Divino, May's Meadow

(Prior to this matter being discussed, the Chairperson informed the Committee that he had been advised by the Divisional Solicitor of the need, in accordance with the legal requirements contained within the Local Government Act (Northern Ireland) 2014, to restrict the information surrounding this item.

Accordingly, with the exception of the Council's Communications Officer, all persons seated within the public area of the room were excluded from the meeting to enable the matter to be considered in private.)

The Divisional Solicitor reminded the Committee that, at its meeting on 20th April, it had agreed to renew an Annual Indoor Entertainments Licence for El Divino, May's Meadow and to attach to the Licence the following conditions:

- i entertainment shall be permitted to take place only on a Friday and Saturday or on any Bank Holiday or Public Holiday that falls on any day other than a Friday or Saturday;
- ii entertainment may be provided from 11.30 a.m. to 3.00 a.m. the following morning on those days;
- when the maximum occupancy level of the premises is reached, the current arrangement for dispersing patrons from each of the licensed areas on a phased basis will be maintained; and
- iv quarterly meetings shall be held, if required, between the Building Control Service, the licensee, residents, the St. John's Wharf Management Company, the Police Service of Northern Ireland and other relevant parties.

She reported that the licensee had, subsequently, lodged with the Recorder's Court an appeal against conditions (i) and (ii) of that decision and that the case was due to be heard on 16th November. In advance of that, she had obtained the opinion of Counsel, which had highlighted mitigating circumstances which could, in their view, provide the licensee with a reasonable case to have those two conditions removed from the Entertainments Licence. The Divisional Solicitor had deemed it appropriate to draw that opinion to the attention of the Committee and she sought its approval to enter into negotiations with the licensee's legal representative and, if considered to be in the best interests of the Council, to agree terms of settlement.

The Committee granted the approval sought.

Non-Delegated Matters

Schedule of Meetings 2017

The Committee approved the following schedule of meetings for the Licensing Committee during 2017, with the meetings to commence at 5.00 p.m.:

Wednesday, 18th January;

Wednesday, 15th February;

Wednesday, 15th March;

Wednesday, 19th April;

Wednesday, 17th May;

Wednesday, 21st June;

No meeting in July (Council in recess)

Wednesday, 16th August;

Wednesday, 20th September;

Wednesday, 18th October;

Wednesday, 15th November; and

Wednesday, 13th December.

The Licensing and Registration of Clubs (Amendment) Bill

The Committee considered the undernoted report and accompanying response in respect of the Committee for Communities' consultation on the Licensing and Registration of Clubs (Amendment Bill):

"1.0 Purpose of Report/Summary of main Issues

1.1 Members may be aware of the Licensing and Registration of Clubs (Amendment) Bill (hereinafter referred to as the Bill), which was formally introduced to the Northern Ireland Assembly by the Department for Communities on 19th September, 2016.

- 1.2 A summary of the key areas of the Bill are as follows:
 - to place restrictions on the advertising of intoxicating liquor in supermarkets and off sales premises;
 - to introduce occasional additional late opening for certain licensed premises and modest changes to the Easter opening hours for certain licensed premises and registered clubs;
 - to extend 'drinking-up' time for a trial period of one year in licensed premises and registered clubs;
 - to align intoxicating liquor and entertainment licences in licensed premises;
 - to remove requirement for children's certificates in licensed premises and registered clubs;
 - to permit underage functions in licensed premises and registered clubs provided certain conditions are met:
 - to require licensed restaurants to display a notice in relation to their licence conditions;
 - to place a requirement on delivery persons to record details of identification shown (if there is any doubt that the person to whom the alcohol is delivered is not 18 years of age or over);
 - to permit formal approval for codes of practice on responsible retailing; and
 - to make some other minor changes to the law affecting private members' clubs.
- 1.3 The Council has been invited to make written submission and provide evidence on the Bill, as have other councils across NI. However, the Service only received notification of this after your meeting in September. The closing date for responses is 19th October 2016.
- 1.4 Following approval by the Assembly at the Second Stage on 27th September, 2016, the Bill has now been referred to the

Committee for Communities, which has responsibility for the Committee Stage of the Bill.

1.5 The Bill, and supporting documentation is available at:

http://www.niassembly.gov.uk/assembly-business/committees/communities/legislation/

- 1.6 Members will be aware that the current legislation regarding liquor licensing is the Licensing (NI) Order 1996 and the Registration of Clubs (NI) Order 1996, which are the responsibility of the Department for Communities.
- 1.7 Members may also be aware that, in 2012, the Council was consulted and provided a response to a similar Bill regarding proposed changes to the liquor licensing laws by the then Minister for Social Development, Mr Nelson McCausland. The Council's response to that Bill has been circulated to the Committee.
- 1.8 Members will also be aware that there was reference made to aligning entertainment licensing hours to liquor licensing hours in the recent consultation on the review of entertainment licensing. The relevant extract of the Committee's response to that consultation has been forwarded to the Committee.

2.0 Recommendation

2.1 The Committee is requested to consider the draft report before the Committee and agree the submission of the Council response subject to any amendments arising from your discussions.

3.0 Main Report

Key Issues

- 3.1 The Bill is an update and carry over of the previous consultation introduced in 2012 by the then Minister for Social Development, Mr Nelson McCausland. As advised, the Council was consulted and provided a response regarding proposed changes to the liquor licensing laws.
- 3.2 Members will be aware that there is a need to modernise licensing legislation to reflect the needs of a modern market and underpin ambitious plans to grow the tourism and hospitality sectors, whilst maintaining a safe, sociable and vibrant night time economy.

- 3.3 This Bill impacts on several key issues for the Council, such as: public health, anti-social behaviour, employment and tourism in conjunction with the night time economy. The views of other Services across Council have been sought to provide a combined Council response. Officers have also engaged with the industry as well as NILGA and other councils.
- 3.4 The Bill and our draft response has also been discussed and considered by Legal Services through the Town Solicitor and Divisional Solicitor. A copy of the draft response is attached.

Societal and Economic Issues

- 3.5 Changes in the social and economic situation locally have had a significant impact on the licensed trade. In particular competition from off-trade retailers of alcohol, including supermarkets, and their selling of large volumes of low price alcohol have had a significant impact on on-sales. The resultant increase in the number of people drinking at home (often referred to as 'pre-loading') has given rise to concerns surrounding alcohol misuse and irresponsible drinking.
- 3.6 Addressing and reducing alcohol misuse and the problems it causes are essential to create a safer and healthier city. The Council is represented on the Belfast Strategic Partnership group initiated by the Belfast Health and Social Care Trust. A key driver for the group is looking at admissions data collated by hospitals for those patients attending due to alcohol related accidents and emergencies.
- 3.7 Data gathered from hospitals indicate that the peak incident times are after 11.00 pm and beyond with particular problems from 2.00 am onwards. The data also showed that most incidents take place on Saturday and Sunday into the early hours of Monday. Other analysis of the people that attended hospital showed that in almost 100% of cases 'preloading' had occurred with 48% of alcohol being purchased from supermarkets.
- 3.8 Whilst the data only represents emerging findings at this stage, the issue of 'preloading' and drinking at home along with the social attitudes to alcohol is still a significant element of any ability to control the situation and experts advise that it is likely to only get worse if not tackled.
- 3.9 However, it must be remembered that not all those who drink do so irresponsibly. In addition, it is important to consider

how these proposals will impact upon tourism and the night time economy. Tourism is a major contributor to economic development in Northern Ireland, particularly in Belfast. In 2013 the visitor economy of Belfast was valued at £438.4m, with £2.08m from tourists who spent at least one night in the city. Belfast City Council's Integrated Tourism Strategy for 2015-2020 identifies the younger markets as being a key priority to attracting tourism and meeting the targets set out in the Programme for Government to increase visitor numbers and tourist revenue. It is also estimated that some 60,000 jobs in Northern Ireland are reliant on the hospitality industry.

- 3.10 It is, therefore, clear that a balance has to be struck between dealing with alcohol misuse and encouraging tourism, together with the growth of the night time economy. In those circumstances, the draft response generally welcomes the additional opening hours and flexibility contained within this Bill but officers are extremely concerned by the proposal to align entertainment licensing hours to liquor licensing. This will cause more harm to the night time economy than any purported benefit by the extremely modest increase in permitted hours.
- 3.11 Officers are also concerned about this inroad into the vires of local district councils. This particular proposal is highly likely to be controversial with some sections of the community and it is unclear why this fundamental change to council powers is being proposed in legislation which primarily relates to PSNI functions and has not been subject to fuller consultation.
- 3.12 Furthermore, the proposal to align the hours of entertainment to liquor licensing has already formed part of a consultation issued by the Department of the Environment in 2015. That consultation was issued on foot of a Working Group set up to specifically review entertainment licensing, That Working Group had representatives from PSNI, councils, NIFRS and industry representatives. It is officer's understanding that the proposal was not supported by the majority of those who responded to that consultation.

Proposals

Easter Opening

3.13 The draft Bill proposes normal opening hours on the Thursday before Good Friday but that the hours for Good Friday (5.00 pm - 11.00 pm) remain unchanged, as do the hours for Saturday (11.30 am - midnight) and Easter Sunday (12.30 pm - 10.00 pm).

3.14 As the Committee will see, the draft response welcomes these changes. However, whilst recognising the significance of the Easter period, the draft response suggests that the proposed changes remain too restrictive for tourists visiting the city at this time. It, therefore, suggests that consideration be given to permitting normal opening hours on the Saturday as well as the Thursday.

Additional Hours

- 3.15 The draft Bill proposes the ability of premises which operate to 1.00 am to apply to the court for permission to sell alcohol until 2.00 am on 12 times a year. There is also provision for premises which only operate until 11.00 pm on certain nights to apply to the PSNI for authorisation to operate until 1am (midnight on Sundays) for up to 85 days per year. The proposed amendments in relation to additional hours also prohibits sealed containers of intoxicating liquor being taken from pubs during 'drinking-up time'.
- 3.16 The draft response states that the Council is of the view that flexibility in opening hours is important in promoting tourism and the night time economy and in that context welcomes the ability to apply for additional hours. However, it does express caution at the proposal to remove carry out facility from premises during 'drinking up' time as it is a further deterrent to people visiting licensed premises and by extrapolation will encourage people to consume alcohol within the home environment to the cost of both the tourism and hospitality industry.

Alignment of Entertainment Licensing to Liquor Licensing

- 3.17 The draft Bill proposes that entertainment cannot be provided any later than the permitted hours for the consumption of alcohol, which would be up to 2.00 am on weekdays and 1.00 am on a Sunday. Entertainment until 3.00 am will only be permitted 12 nights per year for certain licensees who must apply to the court for an order permitting it to sell alcohol until 2.00 am on those nights. In effect, this legislation will stop all entertainment in the city at 2.00 am all year apart from those 12 nights.
- 3.18 The Committee will remember that, in its response to the review of entertainment licensing in June 2015, it indicated its opposition to the alignment of liquor licensing to entertainment licensing. Whilst the proposed changes may afford the PSNI some comfort that licensee's will not have

the opportunity to breach liquor licensing legislation, it does not permit any flexibility for a Licensee who wishes, with good and justifiable intentions, to provide entertainment beyond the hours of their liquor licence. In those circumstances the draft response states that the Council is opposed to this provision and would seek an explanation of the rationale for its inclusion in this Bill, together with any evidence which has been presented to support that rationale.

Extending 'drinking up' for one year on a Trial Basis

3.19 The extension of 'drinking up' time from 30 minutes to 60 minutes is welcomed but it is unclear why this change is on a trial basis when all other proposed changes are permanent. Given the draconian changes that are being proposed in relation to the restriction of entertainment to the permitted licensing hours, officers are concerned that if this extension is not made permanent the provision of entertainment will be even further restricted. In effect, if the trial is not made permanent then entertainment would have to cease at 1.30am apart from 12 days of the year when it could be extended by an additional hour.

Young People

- 3.20 The draft Bill proposes the removal of the requirement for children's certificates to permit children to be on premises until 9.00 pm. It also provides a mechanism by which licensed premises can apply to the court for permission to hold underage functions provided there are arrangements in place to ensure those young people do not have access to the part of the premises used to sell alcohol.
- 3.22 It also makes it an offence for a licensee or a member of staff to make a home delivery of alcohol to any person under 18 years of age and also makes it an offence for a person under 18 years of age to knowingly accept a home delivery of alcohol. The draft response welcomes these changes.

Restrictions on drinks promotions in supermarkets

3.23 The draft Bill restricts the advertising of drinks promotions in supermarkets to the area in which alcohol may be displayed. Supermarkets and off-sales will also be prohibited from advertising drink promotions within 200 metres of the boundary of the premises. Again, the draft response welcomes these proposals.

Code of Practice

- 3.24 The draft Bill allows the Department to formally approve a Code of Practice in relation to the display or sale of alcohol, as well as any activities designed to promote the sale of alcohol. Whilst the draft Bill requires a court to be satisfied that a licensee is aware of the Code upon the grant, transfer or renewal of a licence it does not make it an offence to fail to comply with any such approved Code. Whilst this provision is welcomed in principle officers are concerned that the fact it is not an offence to fail to comply with the Code will render the provision meaningless, or alternatively that PSNI and others will seek to enforce this Code through the prism of entertainment licensing and the resources of local district councils.
- 3.25 Other minor proposals contained within the draft Bill relate to the prohibition on self-service and sales by vending machine and the requirement for restaurants and guesthouses to display their liquor licence conditions.

The Provisions of the Bill which apply only to Registered Clubs

- 3.26 A sporting club will be able to apply on six occasions per year to extend the area of its premises licensed to supply alcohol, provided that certain conditions are met. This will allow sporting clubs to take advantage and maximize events being held at their clubs. It will also encourage the introduction of others, such as captain's day at golf clubs, which attract large numbers of members and guests, by extending the area where they can supply alcohol on club grounds.
- 3.27 It further helps that young people will be permitted to remain in the bar area of a registered club until 11.00 pm during the summer months, 1st June to 31st August, or to attend an awards ceremony on one occasion in a calendar year. This will allow young people to avail of the full range of sporting activities open to them during the summer months, which often extend into the evening. An awards ceremony allows sporting clubs to celebrate the success of young people who participate in the sporting activities offered by a club.
- 3.28 However, many of these competitions and ceremonies are not just confined to the summer months and continue throughout the year and that has been pointed out in the draft response.

- 3.29 A registered club will be allowed to advertise any function outside a club premises where the advertisement clearly states that only members of the club and their guests may attend. Currently, members of the general public are permitted to attend functions where the proceeds are devoted to charitable or benevolent purposes. However, the law prohibits a registered club from publicly advertising the function.
- 3.30 This Provision will ensure that there are no restrictions on the advertising of such events as many non-members and general public may prefer to attend events within a local club environment.

Additional Comments

- 3.31 Officers are aware of problems regularly being experienced across Northern Ireland as a result of people drinking on buses coming to nightclubs, or large outdoor music events, and the associated problems when they get off the bus. Unfortunately, there is no legislation to stop on-board drinking taking place except for those going to Class A events.
- 3.32 Officers have been working extensively with the PSNI, promoters, and bus operators across the UK and Ireland to try to tackle this problem but the absence of robust enforcement powers has hampered those attempts. Officers believe that introducing more powers for the PSNI to deal with this issue would reduce the issues associated with alcohol misuse at large scale events.
- 3.33 The Committee will note that the draft response also raises an issue in relation to the sale of alcohol at markets and other such venues. Given the growing status of Northern Ireland as a tourism and conference/event destination, officers have suggested that the Department considers the extension of occasional licences to permit the off-sale of limited amounts of alcohol at markets which are licensed by a local district council as well as at specific events held in hotels or conference centres.
- 3.34 In light of cuts to NITB funding, it is increasingly necessary to seek private sponsorship and involvement in developing events. As well as adding to the visitor offer, this would also help small local breweries showcase their wares on a national or international stage.
- 3.35 A further suggestion has been to make provision for a special licence for international events that are of regional economic significance that require a liquor licence but fall

outside normal trading hours or outside the scope of an existing licence type. As Northern Ireland, and in particular Belfast, seeks to establish itself on a global scale it is important that there is flexibility for international events which are of regional economic significance. It has been suggested that the authority to grant a special licence could be given to a statutory body, such as Tourism NI, or alternatively at the discretion of the Minister.

Next Steps

- 3.36 Members will be aware of the meeting which took place between the Chief Executive, a group of cross-party delegates from the Council and the Minister for Communities, Mr Paul Givan on 13th September, 2016. At that meeting, a number of key items were discussed, including entertainment and liquor licensing laws, and the Minister was advised that the Council was keen to work with the Department on those issues.
- 3.37 Following that meeting, the Chief Executive sent a letter to the Minister listing the items which had been discussed. The letter acknowledged the proposed Bill and advised that the Council would welcome the opportunity to contribute to the review and development of new Entertainments Licensing and Liquor Licensing Laws, through formal consultation or by the provision of evidence at Committee Stage, in the Assembly.
- 3.38 The Chief Executive also requested an update on the anticipated next steps in respect of the reviews. A copy of the Chief Executive's letter is attached at Appendix 3.
- 3.39 The Committee for Communities has agreed a list of key stakeholders from which it will begin to take oral evidence before the call for written evidence closes. The Committee will schedule additional oral evidence sessions, as required, following consideration of written submissions after the call for written evidence closes on the 19th October.
- 3.40 However, the Committee has since advised that it wishes officers of the Building Control Service to make oral representation to the Committee for Communities on Thursday 20th October.

3.41 Financial and Resource Implications

There are no financial and resources implications associated with this report.

3.42 Equality and Good Relations Implications

There are no equality or good relations issues associated with this report."

"Council Response

Belfast City Council wishes to provide the following comments regarding the Licensing and Registration of Clubs (Amendment) Bill:

Additional hours at Easter

The Bill allows for later opening hours on the Thursday before Good Friday, which previously only permitted certain premises and registered clubs to stay open to midnight. The Bill now proposes to allow a normal late licence of 1.00 am on the Thursday night before Good Friday. Therefore, Good Friday, Easter Saturday and Easter Sunday remain unchanged.

It's worth noting that in comparison, supermarkets and off sales premises can sell alcohol from 8.00 am on Good Friday.

The Council recognises the significance of the Easter period for many people. However, it is aware that there is frustration in both the tourism and licensing industry that licensed premises are effectively closed at a time which tourists are likely to wish to take advantage of being off work on the Monday after Easter.

In addition to the restricted opening hours, there is no retail activity available on Easter Sunday. The Council is concerned that the combination of these factors may lead to tourists either staying away or not enjoying their visit and therefore being unlikely to return or recommend Belfast as a tourist destination. In those circumstances it is the Council's view that the proposed changes remain too restrictive and would suggest that consideration is given to permitting normal opening hours on the Saturday as well as the Thursday.

Extend "drinking-up" time for a trial period of one year in licensed premises and registered clubs

The proposal to extend drinking up time by another 30 minutes to 60 minutes drinking up time is, on balance, welcomed by the Council. However, some things that this might encourage is binge and excessive drinking, as people will have more time to consume their last drink, at last orders they buy more than they would have previously, if this is well managed it may facilitate a more gradual and steady dispersal of patrons, therefore reducing the collective

impact of an exodus from an area. It may also prevent unnecessary confrontation and disorder with patrons as management may not have to persuade or remove drinks from them at closing time

However, the Council is concerned as to the rationale for this to be introduced on a trial basis. It is assumed that this is to assess and review how it works over the course of the year. However, in order for a successful and meaningful assessment to be conducted, it will involve reasonable details being recorded, collated and measured/reviewed accordingly. This cannot be done until the trial has been completed, yet the Bill does not allow for the trial to continue during the assessment period or during the process of making regulations to be made to confirm this extension on a permanent basis.

Given the draconian changes that are being proposed in relation to the restriction of entertainment to the permitted licensing hours, the Council is concerned that if this extension is not made permanent the provision of entertainment will be even further restricted. In effect, if the trial is not made permanent then entertainment would have to cease at 1.30 am apart from 12 days of the year when it could be extended by an additional hour. The Council is therefore of the view that if this proposal is introduced it should be on a permanent basis.

Additional hours

The Council believes that flexibility in opening hours is important in promoting tourism and the night time economy and in that context welcomes the ability to apply for additional hours but believes that the changes do not go far enough.

The extension of 12 times per year is not enough to address the change in consumer behaviour and provide an attractive alternative to home drinking and to visitors. This is a view also shared by the industry who consider that they should be able to have a late extensions for the sale of alcohol until 2.00 am twice a week.

One hour, twice a week would be a moderate increase that would help deliver staggered closing and attract people out of home drinking into licensed premises.

The principle of permitting those additional hours could be dealt with by the courts but left to PSNI to administer, which would ensure that they could control the system and be aware of which premises were authorised and when.

Removing carry out facility from premises during 'drinking up' time

The Council is concerned that the removal of this provision may have a negative effect as it is a further deterrent to people visiting licensed premises and by extrapolation will encourage people to consume alcohol within the home environment to the cost of both the tourism and hospitality industry.

Align intoxicating liquor and entertainment licences in licensed premises allowed late opening

The draft Bill proposes that entertainment cannot be provided any later than the permitted hours for the consumption of alcohol which, on the basis that drinking up time was extended, would be 1.00 am on a Sunday and 2.00 am the rest of the week. Entertainment until 3.00 am will only be permitted 12 nights per year for certain licensees who have applied for a court order to sell intoxicating liquor until 2.00 am.

The Council is extremely concerned by this proposal and is firmly of the view that it will cause more harm to the night time economy than any purported benefit by the extremely modest increase in permitted hours.

Whilst the proposed changes may afford the PSNI some comfort that licensee's will not have the opportunity to breach liquor licensing legislation, it does not permit any flexibility for a Licensee who wishes, with good and justifiable intentions, to provide entertainment beyond the hours of their liquor licence.

The Council is also concerned about this inroad into the vires of local district councils without a full and meaningful consultation with the public. This particular proposal is highly likely to be controversial with some sections of the community and it is unclear why this fundamental change to council powers is being proposed in legislation which primarily relates to PSNI functions. If the PSNI have difficulties in enforcing certain provisions within the Licensing (NI Order 1996, it is suggested that the more appropriate approach would be to address those difficulties rather than stop all entertainment in Northern Ireland beyond 2.00 am for the vast majority of the year.

Furthermore, a mirror proposal formed part of a consultation issued by the Department of the Environment in 2015. That consultation was issued on foot of a Working Group which was set up to specifically review entertainment licensing. That Working Group had representatives from PSNI, councils, NIFRS and industry representatives. At that time Belfast City Council indicated its opposition to the proposal, as did the other local government representatives who sat on that Group. It is the Council's

understanding that the proposal was not supported by the majority of those who responded to that consultation.

In those circumstances the Council is opposed to this provision and would seek an explanation of the rationale for its inclusion in this Bill together with sight of the evidence to support that rationale.

<u>Permitting underage functions in licensed premises and removal of</u> Children certificates

These changes are welcomed as it will permit hotels and other venues to host events and functions catering for the younger audience, provided there are strict controls in place, without fear of breaching their liquor licence.

This will help resolve the issue where a hotel hires its facilities for a school Formal and subsequently ends up being penalised despite the fact that the bar was closed and no alcohol was available. Whilst this is welcomed, concern has been raised that these functions have no lower age limit provided for and the event can run until 1.00 am. It may also enable venues to be able to facilitate other under age events subject to appropriate conditions which could be attached to an entertainment licence.

The removal of the requirement to have Children's certificates and the extension of a person under the age of 18 being allowed on the premises, now to 9.30 pm instead of 9.00 pm is welcomed.

Officers are aware that industry would further request to permit under 18's to remain after 9.30 pm when attending family events and the Council would support that position. If the Department were minded to include such a provision, the Council would suggest that 'family events' should be defined in the legislation to include events such as a wedding, wedding anniversary, christening and birthday parties.

Restrictions regarding the advertising of alcohol in supermarkets and off sales premises and prohibit the advertising of alcohol within the vicinity of a premises

The Council welcomes this proposal and consider it appropriate that with the current societal problems with alcohol that advertising and promotions be restricted from view in places and environments where children are likely to be present.

Place Restrictions of the Delivery of Alcohol

The Council welcomes these proposals.

Approved Codes of Practice

The draft Bill allows the Department to formally approve a Code of Practice in relation to the display or sale of alcohol, as well as any activities designed to promote the sale of alcohol. Whilst the draft Bill requires a court to be satisfied that a licensee is aware of the Code upon the grant, transfer or renewal of a licence it does refer to protection orders. Nor does it make it an offence to fail to comply with any such approved Code.

Whilst this provision is welcomed in principle, the Council is concerned that the fact it is not an offence to fail to comply with the Code will render the provision meaningless, or alternatively that PSNI and others will seek to enforce this Code through the prism of entertainment licensing and the resources of local district councils. The Council would reiterate its position that it is for PSNI to enforce liquor licensing legislation, not local district councils.

The Provisions of the Bill that apply only to Registered Clubs

A sporting club will be able to apply on six occasions per year to extend the area of its premises licensed to supply alcohol, provided that certain conditions are met. This will allow sporting clubs to take advantage and maximise events being held at their clubs. It will also encourage the introduction of others, such as captain's day at golf clubs, which attract large numbers of members and guests, by extending the area where they can supply alcohol on club grounds.

It further helps that young people will be permitted to remain in the bar area of a registered club until 11.00 pm during the summer months, 1st June to 31st August, or to attend an awards ceremony on one occasion in a calendar year. This will allow young people to avail of the full range of sporting activities open to them during the summer months, which often extend into the evening. An awards ceremony allows sporting clubs to celebrate the success of young people who participate in the sporting activities offered by a club.

However, many of these competitions and ceremonies are not just confined to the summer months and continue throughout the year.

A registered club will be allowed to advertise any function outside a club premises where the advertisement clearly states that only members of the club and their guests may attend. Currently, members of the general public are permitted to attend functions where the proceeds are devoted to charitable or benevolent purposes. However, the law prohibits a registered club from publicly advertising the function.

This Provision will ensure that there are no restrictions on the advertising of such events as many non-members and general public may prefer to attend events within a local club environment.

General Comments

The Council is of the view that there are a number of issues which the draft Bill do not address but would merit consideration as either a means to reduce alcohol misuse or as a positive measure which would support Northern Ireland's growing tourism and events offer.

Drinking on Buses

Officers are aware of problems regularly being experienced across Northern Ireland as a result of people drinking on buses coming to nightclubs, or large outdoor music events, and the associated problems when they get off the bus. Unfortunately, there is no legislation to stop on-board drinking taking place except for those going to Class A events.

Officers have been working extensively with the PSNI, promoters, and bus operators across the UK and Ireland to try to tackle this problem but the absence of robust enforcement powers has hampered those attempts. The Council believes that introducing more powers for the PSNI to deal with this issue would reduce the issues associated with alcohol misuse at large scale events.

Micro or Craft Breweries

There is an increasing and popular market within Belfast and across the province for these type of products. Given the growing status of Northern Ireland as a tourism and conference/event destination, it is suggested that the Department considers the extension of occasional licences to permit the off-sale of alcohol at markets which are licensed by a local district council as well as at certain events held in hotels or conference centres.

In light of cuts to NITB funding it is increasingly necessary to seek private sponsorship and involvement in developing events. As well as adding to the visitor offer this would also help small local breweries showcase their wares on a national or international stage.

Special Events

The Bill has also failed to introduce a provision to be able to cater for a 'Special Event' Licence for events of regional economic significance that require a liquor licence but fall outside normal trading hours or outside the scope of an existing licence type. As Northern Ireland, and in particular Belfast, seeks to establish itself

on a global scale, it is important that there is flexibility for international events which are of regional economic significance. The authority to grant this Special Licence could be given to a statutory body, such as Tourism NI, or alternatively at the discretion of the Minister."

After a lengthy discussion, the Committee approved the foregoing response, subject to the deletion of that part under the heading "Drinking on Buses", which it felt could be better addressed through the use of other legislation. The Committee agreed also that the following headings within the response should be amended to reflect the comments set out below:

Additional Hours at Easter

Standard operating hours should be extended to include all of the Easter period and other such occasions.

Alignment of Intoxication Liquor and Entertainments Licences

It should be emphasised that the Council is strongly opposed to the proposal to align these two licences, as proposed within the Bill.

Local councils should be given powers to deal with both disciplines of the Liquor and Entertainments Licensing legislation, as they are best placed to administer and issue both types of licence.

Provisions of the Bill relating only to Registered Clubs

Competitions and ceremonies for young people being held in registered clubs should not be confined to the summer months but should continue throughout the year.

Micro or Craft Breweries

Reference should be made, in highlighting the issues with the current licensing restrictions preventing the off sales of alcohol at events, to the recent Good Food Show which was held in the Belfast Waterfront Hall.

Craft breweries should be afforded the opportunity to apply for an Occasional Entertainments Licence, as was the case currently with other licensed premises.

Special Events

Special arrangements or dispensations should be made for events such as the MTV Music Awards and for competitions such as the Football and Rugby World Cups.

Chairperson