

Agenda

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Licensing and Gambling Acts Committee

This meeting will be held on:

Date: **Wednesday 27 May 2026**

Time: **6.00 pm**

Place: **Long Room - Oxford Town Hall**

For further information please contact:

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Committee Services Officer

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Committee Membership

Councillors: Membership 15: Quorum 5: No substitutes are permitted.

The membership of this Committee will be determined at Annual Council on 20 May 2026.

Apologies and notification of substitutes received before the publication are shown under *Apologies for absence* in the agenda. Those sent after publication will be reported at the meeting. Substitutes for the Chair and Vice-chair do not take on these roles.

Agenda

	Pages
1 Election of Chair for Council Year 2026-2027	
2 Election of Vice-Chair for Council Year 2026-2027	
3 Apologies for absence	
4 Declarations of interest	
5 Minutes of the previous meeting	7 - 14
Recommendation: to approve the minutes of the meeting held on 9 February 2026 as a true and accurate record.	
6 Addresses by members of the public	
Public addresses relating to matters of business for this agenda, up to five minutes is available for each public address.	
The request to speak accompanied by the full text of the address must be received by the Director of Law, Governance and Strategy by 5.00 pm on Wednesday 20 May 2026.	
7 Councillor addresses on any item for discussion	
Councillor addresses relating to matters of business for this agenda, up to five minutes is available for each address.	
The request should be received by the Director of Law, Governance and Strategy by 5.00 pm on Wednesday 20 May 2026.	
8 Appointment of Licensing and Gambling Acts Casework Sub-Committees	15 - 20
The Director of Law, Governance, and Strategy has submitted a report to establish Licensing and Gambling Casework Acts Sub-Committees for the 2026-27 Council Year to deal with the casework flowing from the Committee's own responsibilities.	

Recommendation(s): That the Licensing and Gambling Acts Committee resolves to:

1. **Appoint** as many Licensing and Gambling Acts Casework sub-committees of three members as there are combinations of three members in the total number of members of the Committee.
2. **Note** the Sub-Committees' powers and duties for alcohol, entertainment and late-night refreshment licenses and gambling licences as set out in Appendix 1 to this report.
3. **Agree** the dates on which the Sub-Committees will meet if required.

9 Dates of future meetings

The next meeting of the Committee will be held on 21 September 2026 at 18.00.

Information for those attending

Recording and reporting on meetings held in public

Members of public and press can record, or report in other ways, the parts of the meeting open to the public. You are not required to indicate in advance but it helps if you notify the Committee Services Officer prior to the meeting so that they can inform the Chair and direct you to the best place to record.

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- To follow the protocol which can be found on the Council's [website](#)
- Not to disturb or disrupt the meeting
- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule or show a lack of respect towards those being recorded.
- To avoid recording members of the public present, even inadvertently, unless they are addressing the meeting.

Please be aware that you may be recorded during your speech and any follow-up. If you are attending please be aware that recording may take place and that you may be inadvertently included in these.

The Chair of the meeting has absolute discretion to suspend or terminate any activities that in his or her opinion are disruptive.

Councillors declaring interests

General duty

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

What is a disclosable pecuniary interest?

Disclosable pecuniary interests relate to your* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licenses for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

Declaring an interest

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest. If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

Members' Code of Conduct and public perception

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". The matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

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Minutes of a meeting of the Licensing and Gambling Acts Committee on Monday 9 February 2026

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Committee members present:

Councillor Miles (Chair)	Councillor Waite
Councillor Clarkson	Councillor Lygo
Councillor Ottino	Councillor Upton
Councillor Jupp	Councillor Muddiman
Councillor Mundy (Vice-Chair)	Councillor Rehman
Councillor Azad	Councillor Rawle
Councillor Taylor	

Officers present for all or part of the meeting:

Hannah Carmody-Brown, Committee and Member Services Officer
Alison Daly, Legal Advisor
Jonathan Malton, Committee and Member Services Manager
Richard Adams, Community Safety Service Manager
Emma Thompson, Senior Licensing Compliance Officer
Katie Thorp, Senior Licensing Compliance Officer

Apologies:

Councillor Yeatman and Councillor Sandelson sent apologies.
It was noted that Councillor Mundy would be joining late.

30. Declarations of interest

None.

31. Minutes of the previous meeting

The Licensing and Gambling Acts Committee resolved to **approve** the minutes of the meeting held on 22 September 2025 as a true and accurate record.

32. Addresses by members of the public

None.

33. Councillor addresses on any item for discussion

None.

34. Review of the Cumulative Impact Assessment and Special Saturation Policy

The Director of Law, Governance and Strategy (Monitoring Officer) had submitted a report to confirm the decision of the Committee on the 22 September 2025 in relation to the Cumulative Impact Assessment and to determine the Special Saturation Policy.

The Committee and Member Services Manager introduced the report and outlined the recommendation for Members to reaffirm their previous decision made in September. Relevant legal advice and reasoning for the report being returned to the Committee was also outlined.

Councillor Clarkson joined the meeting.

The Chair invited questions from the Committee.

Councillor Taylor queried whether the Committee was permitted to consider matters beyond just the licensing objectives when reaching their decision. The Legal Advisor explained that the Committee must seek an evidence-based decision in relation to the licensing objectives and can consider information which they believe supports this.

Councillor Muddiman requested data which had been updated since September 2025. The Senior Licensing Compliance Officer (KT) noted that since September 14 new premises licenses had been issued, 8 of which were within the SSP areas. The Committee also heard that 1 had been determined by a Sub-Committee, 9 were granted with agreed conditions, and 4 were granted as applied for; no applications had been refused in the period since September. Furthermore, 1 application for a minor variation, and 5 full variation applications were received, of which all were granted; 3 of these were in the SSP areas. The Senior Licensing Compliance Officer (KT) noted that 5 applications are currently pending.

Councillor Muddiman asked whether data was available to compare the number of applications with and without the SSP for a similar duration of time. The Senior

Licensing Compliance Officer (KT) clarified that the only data available for comparison was that of when the SSP was in place for the previous 3 years before it expired.

Councillor Muddiman queried whether there had been an increase in the number of applications since the SSP expired, to which the Senior Licensing Compliance Officer (KT) noted the numbers of new applications having been steady and only a smaller number of variations to licenses having been requested.

Councillor Ottino queried whether the conditions attached to recent applications had been mostly from the police, and whether there had been a lot of resistance from applicants to these. The Senior Licensing Compliance Officer (KT) confirmed they were mostly TVP agreed conditions and noted that many positive conversations between the police and applicants had taken place.

The Chair asked whether the licenses applied for in SSP areas since its expiry had increased the density of licence holders, or whether the density remained similar as people reapply for previously licensed premises which may have stopped operating. The Senior Licensing Compliance Officer (KT) explained that of the 14 new premises applications received since September, only 8 had been within the city and none have been within East Oxford.

Councillor Upton noted that an advantage of having an SSP in place is that it supports better and earlier engagement between applicants and relevant authorities. It was asked whether this had reduced since September, to which The Senior Licensing Compliance Officer (KT) noted that early engagement still takes place via pre-consultation conversations with the responsible authorities.

Councillor Ottino requested evidence from the police about crime related to the SPP areas since September and asked whether any other complaints had been received. The Senior Licensing Compliance Officer (KT) noted only additional complaints about SIA door staff, and it was noted that these are referred elsewhere. The Committee also heard that the Licensing Authority receive weekly reports from the police which have not shown an increase in relevant crime.

Councillor Taylor requested officers' opinion on whether there has been any real difference without the SSP in place to which The Senior Licensing Compliance Officer (KT) stated that there was no data to either confirm or reject the question. The Community Safety Service Manager noted that more analysis of data could be done to determine this question, however the Committee heard that there had been no significant expansion to the nighttime economy and trends would loosely suggest there is less crime at present in comparison to historic periods. The Community Safety Service Manager reiterated that more analysis would need to be done to be sure of the impacts on public safety.

Councillor Ottino requested more information relating to the complaints about SIA door staff and whether the police required more door staff without the SSP in place. The Senior Licensing Compliance Officer (ET) explained that data on this is held with the SIA and the Licensing Authority could not comment.

Councillor Rehman noted that evidence does not demonstrate an influx of applications since the expiry of the SSP, or an increase in issues relating to the protection of the public. On this basis, it was asked whether having the SSP as an extra layer could be advisable in order to support the licensing objectives.

Councillor Mundy joined the meeting.

The Community Safety Service Manager provided a summary of how matters relating to the SSP have changed over time, and a summary of why it was a useful tool when first introduced. The Committee understood that officer opinion remains objective and must be supported by the data, therefore it was for Members to determine whether they believed the SSP could be a useful tool. The Community Safety Service Manager also reminded the Committee of upcoming changes linked to Local Government Reorganisation.

Councillor Rehman sought to clarify whether officers believed that an SSP is a helpful tool for achieving the licensing objectives. The Community Safety Service Manager reiterated that when new, the SSP had an obvious impact as it was used to deny applications more regularly. However, now, relationships between the Licensing Authority and applicants have matured and good conversations regularly occur with responsible licence holders; as such, the impact of the SSP may now be less than it once was; nevertheless, it can still retain some benefits, especially for new applicants.

Councillor Rawle sought to clarify that in the past year, the officers' recommendations in the report still stand and that the other responsible authorities still maintain the same views. The Community Safety Service Manager confirmed this.

The Chair sought to clarify that if the Committee resolved to reaffirm their previous decision from September, whether a CIA to consider new data could still be commissioned without the need to introduce a new SSP. The Legal Advisor confirmed that a CIA could take place without the need for an SSP to be implemented, either by officer decision, or a request from the Committee. Members were reminded of the prerequisite requirement for a CIA to be completed ahead of an SSP being implemented. A summary of the licensing objectives was provided by the Legal Advisor and the distinction between the two SSP areas was emphasized.

Councillor Ottino queried why the maps produced within the CIA remain the same and requested specific information in relation to some examples, including The Black Swan venue on Crown Street. It was also asked whether the scope of areas to be considered

within the CIA could be expanded and changed in the future. The Community Safety Service Manager explained that the reports are driven by evidence led analysis and data from a variety of sources including the police; using this, the CIA and SSP is then formulated.

Councillor Mundy sought to clarify how the CIA and SSP is applied to licence variations. The Community Safety Service Manager confirmed that each application is considered on a case-by-case basis and there are no automatic or blanket requirements required by having an SSP in place; the Committee and Sub-Committees have discretion.

The Chair invited the Committee to debate the recommendation in the report.

Councillor Taylor expressed his view that the previous decision should be reaffirmed but requested that new data be brought forward via a new CIA assessment to a future Committee.

The Legal Advisor clarified that the previous SSP had expired. Should the Committee vote not to reaffirm their previous decision, then they would be able to return to the existing Cumulative Impact Assessment as part of their decision making to inform whether they consider there to be a need for an SSP in order to uphold the licensing objectives.

Councillor Muddiman asked whether the Committee could vote to adopt a new SSP within this meeting. The Committee and Member Services Manager clarified that a new SSP would be required to come to a future meeting for consideration. The Committee was advised to first consider their determination regarding the recommendation in the report.

Councillor Clarkson expressed her view that the previous decision be reaffirmed, noting that Oxford city is now a different place to that which it was when an SSP was first required and introduced. Councillor Clarkson noted her view that restrictive policies should not be in place when not required.

Councillor Rehman expressed his view that the previous decision should not be reaffirmed and also recommended that more data be brought forward for the Committee's consideration. Councillor Rehman emphasised the importance of public safety ahead of business prosperity and recognised an SSP as an additional layer of support for this.

Councillor Rawle noted that although not present at the previous meeting of the Committee, she would have been minded to support the officers' recommendation and therefore, recognised the SSP as an enabling policy for the Council to

meet its licensing objectives. Councillor Rawle noted that there is no sufficient evidence to support the removal of a tool, which is helpful.

Councillor Ottino clarified that the SSP has not been in place for a year since it expired and suggested that a review with a broader scope of evidence should take place. Councillor Ottino expressed his preference to reaffirm the previous decision of the Committee.

Councillor Jupp emphasised that the Committee is entitled to consider factors other than the licensing objectives, including political party policies, but that it must also remain open-minded. In relation to the CIA as it is, Councillor Jupp echoed Councillor Ottino's comments, noting that it is out of date and contains incomprehensible maps. The Committee heard that he did not believe the policy to be fit for purpose, and any future review via a CIA must be reflective of the challenges on the ground. Councillor Jupp echoed Councillor Taylor and Councillor Clarkson's comments and supported waiting for the collection and analysis of further data; he also noted that restrictive policies should be avoided where possible. Councillor Jupp queried whether it is possible for the Committee to vote on the SSP areas separately, if the decision were not reaffirmed. The Legal Advisor and Committee and Member Services Manager confirmed this but also noted it would be contingent on the outcome of the vote on the recommendation.

Councillor Taylor asked whether the Committee could consider factors other than just the licensing objectives when reaching their determination. The Legal Advisor emphasised that any decision taken by the Committee must be evidence-based and considerate of whether an SSP would support the licensing objectives, however, should Members feel that other factors are relevant to this consideration, then they may also be considered. The Committee heard that evidence should not be disregarded when a decision is being reached.

Councillor Muddiman expressed her view that based on the evidence, there had been no increase in the number of licenses issued without an SSP for around a year and there is no suggestion that not having an SSP in place has a negative impact on the nighttime economy. Taking into account the context of the SSP over time, as noted by officers during this meeting, Councillor Muddiman recognised the stable and cooperative relationships that are now in place between licence holders and the Licensing Authority, but also the use of the SSP as a tool for engaging with new applicants. Councillor Muddiman noted her disagreement with the previous decision of the Committee and expressed her wish that it not be reaffirmed; she also requested more data to be presented to a future Committee.

Councillor Mundy supported Councillor Muddiman's comments and emphasised that the licensing objectives should be the Committee's primary concern, as well as noting that the policy should support a healthy nighttime economy. As such, he expressed a preference not to reaffirm the Committee's previous decision. Councillor Mundy discouraged the Committee from considering political considerations when voting on the recommendation.

The Chair focused on the evidence presented to the Committee within the CIA and referenced here awareness of residents who experience negative impacts from the nighttime economy. The Committee heard that she viewed the SSP to be a useful tool and would not be voting to reaffirm the previous decision of the Committee. The Chair also requested that additional data be brought back to inform any future policy with consideration for the licensing objectives.

Councillor Upton recognised arguments on both sides of the debate and acknowledged the historic use and value of the SSP, whilst also supporting the idea that unnecessarily restrictive policies should not be pursued. Councillor Upton expressed her preference that the decision from the previous Committee be reaffirmed and requested that future discussions address the matter if the need arise.

Councillor Miles proposed an additional recommendation to also bring a new CIA to the next meeting of the Committee to allow a review of the evidence.

When put to a vote on the first recommendation, 9 Members voted in favour, and 2 Members voted against, and 2 Members abstained. The recommendation was agreed.

Councillor Taylor proposed that the Committee reaffirm its decision of the 22 September 2025 to not renew the Cumulative Impact Assessment and Saturation Policy covering the City Centre and East Oxford areas, noting that the matter is a decision for Committee with no onwards requirement for a decision by full Council; Councillor Lygo seconded.

When put to a vote on the second recommendation, 7 Members voted in favour, and 6 Members voted against. The recommendation was agreed.

The Licensing & Gambling Acts Committee resolved to:

1. **Reaffirm** its decision of the 22 September 2025 to not renew the Cumulative Impact Assessment and Saturation Policy covering the City Centre and East Oxford areas, noting that the matter is a decision for Committee with no onwards requirement for a decision by full Council;
2. And to **recommend** that an updated CIA is brought to a future Committee for consideration.

35. Licensing Act 2003 and Gambling Act 2005 Licence Fees and Charges for the 2026/27 financial year

The Deputy Chief Executive for Citizens and City Services had submitted a report to seek agreement on the licence fees for 2026/27 where the council has discretion over the level of fee charged.

The Senior Licensing Compliance Officer (KT) introduced the report, noting that the Committee were being asked to recommend the Council to approve the licence fees and charges for the forthcoming financial year. The Committee heard that all fees under the Licensing Act are set by statute and cannot be amended whilst fees under the Gambling Act are either set by statute and not able to be amended or are set to the statutory maximum. As such, no substantial increase was proposed to ensure financial stability to license holders in the present economic climate. The Senior Licensing Compliance Officer (KT) explained that the only minor fee increases proposed was for miscellaneous charges, as noted in appendix one.

The Chair invited questions on the report; there were none.

When proposed by Councillor Lygo and seconded by Councillor Jupp, the Committee voted unanimously in favour of the recommendation.

The Licensing & Gambling Acts Committee resolved to:

1. **Recommend** to Council to approve the License Fees and Charges for 2026/27 as per the Licensing Act 2003 and Gambling Act 2005 as set out in Appendix 1.

36. Dates of future meetings

The Committee noted the dates and times of future meetings.

The meeting started at 6.00 pm and ended at 6.55 pm

Chair
2026

Date: Wednesday 27 May

When decisions take effect:

Cabinet: after the call-in and review period has expired

Planning Committees: after the call-in and review period has expired and the formal decision notice is issued

All other committees: immediately.

Details are in the Council's Constitution.

To: Licensing and Gambling Acts Committee

Date: 27 May 2026

Report of: Director of Law, Governance and Strategy (Monitoring Officer)

Title of Report: Appointment of Licensing and Gambling Acts Casework Sub-Committees

Summary and recommendations	
Decision being taken:	To establish Licensing and Gambling Casework Acts Sub-Committees for the 2026-27 Council Year to deal with the casework flowing from the Committee’s own responsibilities.
Key decision:	No
Cabinet Member:	N/A
Corporate Priority:	A Well Run Council
Policy Framework:	None

Recommendation(s):	That the Licensing and Gambling Acts Committee resolves to:
1.	Appoint as many Licensing and Gambling Acts Casework sub-committees of three members as there are combinations of three members in the total number of members of the Committee.
2.	Note the Sub-Committees’ powers and duties for alcohol, entertainment and late-night refreshment licenses and gambling licences as set out in Appendix 1 to this report.
3.	Agree the dates on which the Sub-Committees will meet if required.

Information Exempt from publication	
N/A	N/A

Appendix No.	Appendix Title	Exempt from Publication
Appendix 1	Powers and Duties of the Licensing and Gambling Acts Casework Sub-Committee	No

Introduction and background

1. All licensing authorities must establish a Licensing Committee under the Licensing Act 2003. The Council have previously established the Licensing and Gambling Acts Committee under the act, and it may appoint one or more Sub-Committees, for example to deal with licensing casework (i.e. applications for licences of one sort or another under the Act). The Sub-Committees are also responsible for any casework that might arise under the Gambling Act 2005.
2. The Sub-Committees must consist of three members and under the two Acts, they do not need to be politically balanced. It is proposed that the Committee appoints licensing and gambling casework sub-committees to discharge licensing casework under the two Acts.
3. In order to spread the casework across members of the Licensing and Gambling Acts Committee, the Committee is recommended to appoint as many Sub-Committees as there are combinations of three members in the total number of members of the Committee. In that way any three members of the Committee will constitute a Sub-Committee. Members must complete the compulsory training, scheduled for Tuesday, 2 June 2026 in order to sit or substitute on the Sub-Committee.
4. Meetings of the Sub-Committee have been programmed for approximately every three to four weeks. All the meetings are scheduled to start at 6.00 pm, although this time may be varied depending on the requirements of each hearing. A valid Sub-Committee will be convened and will meet when required.
5. The Licensing Manager will:
 - confirm if a meeting is required;
 - confirm committee members' availability;
 - convene a valid sub-committee and confirm to that sub-committee's members the details of the cases to be heard at the meeting.
6. The powers and duties of the Sub-Committees (as contained in the Council's Constitution) are set out in Appendix 1 to this report.
7. The Committee is asked to note that the Sub-Committees will meet if required on the following dates listed in Table 1. Additional Sub-Committees can be called as and when required, upon consultation with the Director of Law, Governance and Strategy and the Chair of the Committee under the Special committee provision listed at 14.6 (c) of the Council's Constitution.

Table 1: Schedule of sub-committees for the 2026-2027 municipal year

8 June 2026	12 October 2026	1 February 2027
29 June 2026	9 November 2026	8 March 2027
27 July 2026	30 November 2026	12 April 2027
7 September 2026	11 January 2027	

Alternative Options Considered

8. The Committee can agree to appoint fixed sub-committees, however, this would not be considered to be appropriate as while there is a schedule for sub-committees, these are used as and when required, and some Members would not sit a sub-committee for the entire municipal year.

Implications of Local Government Reorganisation

9. There are no implications arising from Local Government Reorganisation arising from this report.

Financial implications

10. There are no financial issues arising from this report.

Legal issues

11. The legal issues, including the Council's responsibilities under the Licensing Act 2003 and the Gambling Act 2005, are covered within the report.

Level of risk

12. If the Committee doesn't appoint any sub-committees as listed within the recommendations, then there is a risk that no applications can be determined.
13. Under legislation, substitutes are not allowed for the Licensing and Gambling Acts Committee, then the requirement for all Members appointed need to have received the training. If any Member fails to attend the training, then the number of suitable members able to attend the sub-committees would be reduced.

Equalities impact

14. No equalities issues are arising from this report.
15. All Members are required to approach each application with a fair and open mind, with no pre-determined bias.

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Background Papers:	
1	Licensing Act 2003 (Section 9) Licensing Act 2003
2	Oxford City Council Constitution Part5WhocarriesoutCouncilresponsibilities2025.pdf
3	Oxford City Council Constitution Part7Rolesofdecisiontakingcommittees2025.pdf
4	Oxford City Council Constitution Part14OtherCommitteecedures2025.pdf
5	Oxford City Council Constitution Part26Councillorsallowances2025.pdf

Appendix 1

Powers and Duties of Licensing and Gambling Acts Casework Sub-Committees

The following are the powers and duties of the LGA Casework Sub-Committees as described in Parts 5.4 and 5.5 of the Constitution:

Licensing

1. Decide whether to give, change to transfer premises licences or club registration certificates when there are objections
2. Decide whether to give a temporary premises licence to a replacement licence holder when there are objections
3. Review premises licences and club registration certificates after a closure order
4. Decide valid applications for a review of a premises licence or club registration certificate
5. Deal, when there are objections, with applications for a statement saying the Council expects to give a licence to premises that are yet to be built or converted
6. Decide whether to prevent one-off events when there are objections from the police
7. Decide applications to change the premises supervisor or appoint a temporary supervisor when there are objections from the police
8. Decide applications for personal licences when there are objections from the police
9. Decide whether to withdraw a personal licence on hearing of a conviction
10. Respond to consultation on an application by another body that gives licences

Gambling

1. Deal, when there are objections, with premises licence applications, changes and transfers
2. Review premises licences
3. Deal, when there are objections, with applications for a statement saying the Council expects to give a licence to premises that are yet to be built, converted or occupied
4. Decide whether to prevent temporary events or uses when there are objections
5. Deal, when there are objections, with applications for club gaming, or club machine permits and cancellation of such permits
6. Deal, when there are police objections or officers would want to refuse them, with applications for prize gaming permits
7. Deal with anything else that needs a hearing or that cannot legally be delegated to officers

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