

Licensing Sub Committee		
Author's Title	Public Protection Manager	
Are there back ground papers	☒ Yes	☐ No
Exempt	☐ Yes	☒ No
Ward(s) affected?		
Responsible Members	Cllr P Fisher – Chairman Licensing Committee Cllr C Ringer – Portfolio Holder (Licensing)	
Contact Officer	Nicky Davison	
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Are there Non Electronic Appendices	☒ Yes	☐ No
List of Background Papers and Appendices	North Norfolk District Council Licensing Policy Statutory Guidance issued by the Home Office Appendices to the report containing copies of correspondence from Responsible Authorities Application and Current Application Form	

This report has been subject to the following processes:

Consultation with:		
Head of Financial Services (S151 Officer)	☐ Yes	☒ Not apt
Solicitor to the Council/Legal	☒ Yes	☐ Not apt
Others:	Head of Environmental Health	

File Location:	M3 Database WK/260005472 and WK/260005512
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**Temporary Event Notices - Waxham Summer Camp, Campsite At, Poplar Farm,
Coast Road, Waxham, Norfolk, NR12 0EF**

- Summary:** This is regarding two Temporary Event Notices
- Conclusions:** That Members consider and determine the case from the written and oral information provided.
- Recommendations:** That Members consider and determine this case

Cllr P Fisher – Chairman
Licensing Committee

Ward(s) affected: Waxham

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1. Jurisdiction

- 1.1. North Norfolk District Council is the Licensing Authority under the Licensing Act 2003 in respect of Temporary Event Notices for the sale of alcohol, regulated entertainment and late night refreshment. Where a valid notification for a temporary event notice is received and relevant representations are made, within the prescribed timeframe, the authority must hold a hearing to consider the case.
- 1.2. The four licensing objectives to be considered when determining the application, and relevant representations, are:
- a. the prevention of crime & disorder
 - b. public safety
 - c. the prevention of public nuisance, and
 - d. the protection of children from harm

2. The Temporary Event Notices

- 2.1 Anna Mudeka has submitted two Temporary Event Notices for land described as Waxham Summer Camp at Poplar Farm, Coast Road, Waxham, Norfolk, NR12 0EF. The first Temporary Event Notice was received on 12/06/2026 under reference WK/260005472 and the second Temporary Event Notice was

received on 15/06/2026 under reference WK/260005512. Both the Temporary Event Notices can be seen in **Appendix A** and the accompanying plan **Appendix B**.

2.2 The Premises is used as a campsite which only operates five weeks of the year, during the school summer holidays, and is set in four different fields names A,B,C,D where people camp, with a further field next B & C fields which have been set aside for families and campers to use and activities all through the summer camp. The events described in both Temporary Event Notices will take place on a designated community field where all camp activities take place.

2.3 The applicant seeks to operate the following two events with licensable activities as follows:

Licensable activity	Days	Times
WK/260005472 Regulated Entertainment (TEN) Music day with DJ's	Saturday 8 th August 2026	14:00 – 00:00
WK/260005512 Regulated Entertainment (TEN) World music festival	Saturday 29 th August 2026	16:00 - 23:30

4. Representations from Relevant Persons

4.1 Section 99A of the Act defines the 'Relevant Persons' as the statutory bodies that must be sent copies of a Temporary Event Notice. Representations made must relate to the licensing objectives.

4.2 The following comments have been received from the Relevant Persons and can be seen in **Appendix C**:

Responsible Authority	Comments	Date
Environmental Protection	Objection received. See representation for full details.	17/06/2026
Licensing Team Norfolk Constabulary	No objection	16/06/2026

5. Background

5.1 The applicant 'Anna Mudeka' has given temporary event notices each year for the same or similar type of events at the same premises, since 2022. These events have taken place during the 5 week summer holiday campsite period.

- 5.2 The applicant has previously engaged with the NNDC Safety Advisory Group (SAG) and contributed to any scheduled safety advisory group meetings in connection to the planned events where TENS have been submitted and concerns raised by the partners of the SAG.
- 5.3 Since at least 2022, there has been Council intervention following the receipt of numerous complaints received, associated during and following the organised events from the premises, covered by TENS as well as during the periods when the campsite is open for 5 weeks each year. The complaints were received from local residents/businesses and customers of both the site and adjacent holiday site.
- 5.4 These complaints have been related to all four licensing objections involving issues such as noise nuisance from music and people, drugs use on site, waste litter deposited around the premises and adjoining beach area of drug, human, glass and general waste nature.

6. North Norfolk District Council Licensing Policy

- 6.1 The current Statement of Licensing Policy was approved by Council on 17 November 2021 and became effective on 31 January 2022 and the following extracts may be relevant to this application:

3.0 Main Principles

3.1 Nothing in the 'Statement of Policy' will:

- undermine the rights of any person to apply under the 2003 Act for a variety of permissions and have the application considered on its individual merits, and/or
- override the right of any person to make representations on any application or seek a review of a licence or certificate where they are permitted to do so under the 2003 Act

3.2 Licensing is about the control of licensed premises, qualifying clubs and temporary events within the terms of the 2003 Act, and conditions that are attached to licences, certificates will be focused on matters which are within the control of individual licensee or club, i.e. the premises and its vicinity.

3.3 Whether or not incidents can be regarded as being 'in the vicinity' of licensed premises is a question of fact and will depend on the particular circumstances of the case. In dispute, the question will ultimately be decided by the courts. When considering these conditions, the Council will primarily focus on the direct impact of the activities taking place at licensed premises on members of the public living, working or engaged in normal activity in the area concerned.

3.4 The Council acknowledges that the licensing function cannot be used for the general control of anti-social behaviour by individuals once they are beyond the direct control of the licensee of any premises concerned. In this respect, the Council recognises that, apart from the

licensing function, there are a number of other mechanisms available for addressing issues of unruly behaviour that can occur away from licensed premises, including:

- planning and environmental health controls
- ongoing measures to create a safe and clean environment in these areas in partnership with local businesses, transport operators and other Council Departments
- designation of parts of the District as places where alcohol may not be consumed publicly
- regular liaison with Police on law enforcement issues regarding disorder and anti-social behaviour, including the issue of fixed penalty notices, prosecution of those selling alcohol to people who are drunk; confiscation of alcohol from adults and children in designated areas and instantly closing down licensed premises or temporary events on the grounds of disorder, or likelihood of disorder or excessive noise from the premises
- the power of the police, other responsible authority or a local resident or business or District Councillor to seek a review of the licence or certificate

7. Guidance Issued under section 182 of the Licensing Act 2003

7.1 The current Guidance was issued by the Home Office in February 2026 and offers advice to Licensing authorities on the discharge of their functions under the Licensing Act 2003.

7.2 The following extracts may be relevant to this application and assist the panel:

Temporary Event Notices

7.27 Where the TEN is in order, the relevant fee paid and the event falls within the prescribed limits, the licensing authority will record the notice in its register and send an acknowledgement to the premises user (which may be given electronically). The licensing authority must do so, no later than the end of the first working day following the day on which it was received (or by the end of the second working day if it was received on a non-working day), unless an objection notice is received beforehand from the police or EHA on the basis of any of the four licensing objectives (see paragraphs below).

7.28 If the licensing authority receives an objection notice from the police or EHA that is not withdrawn, it must (in the case of a standard TEN only) hold a hearing to consider the objection unless all parties agree that this is unnecessary. The licensing committee may decide to allow the licensable activities to go ahead as stated in the notice. If the notice is in connection with licensable activities at licensed premises, the licensing authority may also impose one or more of the existing licence or certificate conditions on the TEN (insofar as such conditions are not inconsistent with the event) if it considers that this is appropriate

for the promotion of the licensing objectives. If the authority decides to impose conditions, it must give notice to the premises user which includes a statement of conditions (a “notice (statement of conditions)”) and provide a copy to each relevant party. Alternatively, it can decide that the event would undermine the licensing objectives and should not take place. In this case, the licensing authority must give a counter notice.

Police and Environmental Health intervention

7.32 The system of permitted temporary activities gives police and EHAs the opportunity to consider whether they should object to a TEN on the basis of any of the licensing objectives.

7.33 If the police or EHA believe that allowing the premises to be used in accordance with the TEN will undermine the licensing objectives, they must give the premises user and the licensing authority an objection notice. The objection notice must be given within the period of three working days following the day on which they received the TEN.

7.34 Where a standard TEN was given, the licensing authority must consider the objection at a hearing before a counter notice can be issued. At the hearing, the police, EHA and the premises user may make representations to the licensing authority. Following the hearing, the licensing authority may decide to impose conditions which already apply to an existing premises licence or club premises certificate at the venue, or issue a counter notice to prevent the event going ahead. As noted above, there is no scope for hearings (or appeals) in respect of late TENs and if objections are raised by the police or EHA in relation to a late TEN, the notice will be invalid and the event will not go ahead.

7.35 Such cases might arise because of concerns about the scale, location, timing of the event or concerns about public nuisance – even where the statutory limits on numbers are being observed. The premises user who signs the form is legally responsible for ensuring that the numbers present do not exceed the permitted limit at any one time. In cases where there is reason to doubt that the numbers will remain within the permitted limit the premises user should make clear what the nature of the event(s) is and how they will ensure that the permitted persons limit will not be exceeded. For example, where notices are being given for TENs simultaneously on adjacent plots of land it may be appropriate for door staff to be employed with counters. In each case it is important that licensing authorities and relevant persons can consider whether they believe that the premises user intends to exceed the 499 person limit, or will be unable to control or know whether the limit will be exceeded. Where the planned activities are likely to breach the statutory limits or undermine the licensing objectives, it is likely to be appropriate for the police or EHA to raise objections.

Applying conditions to a TEN

7.38 The 2003 Act provides that only the licensing authority can impose conditions to a TEN from the existing conditions on the premises licence or club premises certificate at the venue. The licensing authority can only do so:

- if the police or the EHA have objected to the TEN;
- if that objection has not been withdrawn;
- if there is a licence or certificate in relation to at least a part of the premises in respect of which the TEN is given;
- and if the licensing authority considers it appropriate for the promotion of the licensing objectives to impose one or more conditions.

Crime and Disorder

2.1 Licensing Authorities should look to the police as the main source of advice on crime and disorder. They should also seek to involve the local Community Safety Partnership (CSP).

Public Safety

2.8 A number of matters should be considered in relation to public safety. These may include:

- Fire safety;
- Ensuring appropriate access for emergency services such as ambulances;
- Good communication with local authorities and emergency services, for example communications networks with the police and signing up for local incident alerts (see paragraph 2.4 above);
- Ensuring the presence of trained first aiders on the premises and appropriate first aid kits;
- Ensuring the safety of people when leaving the premises (for example, through the provision of information on late-night transportation);
- Ensuring appropriate and frequent waste disposal, particularly of glass bottles;
- Ensuring appropriate limits on the maximum capacity of the premises (see paragraphs 2.12-2.13, and Chapter 10; and

- Considering the use of CCTV in and around the premises (as noted in paragraph 2.3 above, this may also assist with promoting the crime and disorder objective).

Public Nuisance

2.15 The 2003 Act enables licensing authorities and responsible authorities, through representations, to consider what constitutes public nuisance and what is appropriate to prevent it in terms of conditions attached to specific premises licences and club premises certificates. It is therefore important that in considering the promotion of this licensing objective, licensing authorities and responsible authorities focus on the effect of the licensable activities at the specific premises on persons living and working (including those carrying on business) in the area around the premises which may be disproportionate and unreasonable. The issues will mainly concern noise nuisance, light pollution, noxious smells and litter.

2.16 Public nuisance is given a statutory meaning in many pieces of legislation. It is however not narrowly defined in the 2003 Act and retains its broad common law meaning. It may include in appropriate circumstances the reduction of the living and working amenity and environment of other persons living and working in the area of the licensed premises. Public nuisance may also arise as a result of the adverse effects of artificial light, dust, odour and insects or where its effect is prejudicial to health.

2.20 Measures to control light pollution will also require careful thought. Bright lighting outside premises which is considered appropriate to prevent crime and disorder may itself give rise to light pollution for some neighbours. Applicants, licensing authorities and responsible authorities will need to balance these issues.

2.21 Beyond the immediate area surrounding the premises, these are matters for the personal responsibility of individuals under the law. An individual who engages in anti-social behaviour is accountable in their own right. However, it would be perfectly reasonable for a licensing authority to impose a condition, following relevant representations, that requires the licence holder or club to place signs at the exits from the building encouraging patrons to be quiet until they leave the area or that, if they wish to smoke, to do so at designated places on the premises instead of outside and to respect the rights of people living nearby to a peaceful night.

7 Prevention of Harm to Children

7.1 The wide range of premises that require licensing means that children can be expected to visit many of these, often on their own, for food and/or entertainment.

7.2 The 2003 Act makes it an offence to permit children under the age of 16 who are not accompanied by an adult to be present on premises being used exclusively or primarily for supply of alcohol for consumption on those premises under the authorisation of a premises licence, club premises certificate or where that activity is carried on under the authority of a temporary event notice.

7.3 In addition, it is an offence to permit the presence of children under 16 who are not accompanied by an adult between midnight and 5am at other premises supplying alcohol for consumption on the premises under the authority of any premises licence, club premises certificate or temporary event notice. Outside of these hours, the offence does not prevent the admission of unaccompanied children under 16 to the wide variety of premises where the consumption of alcohol is not the exclusive or primary activity. Between 5am and midnight the offence would not necessarily apply to many restaurants, hotels, cinemas and even many pubs where the main business activity is the consumption of both food and drink. This does not mean that children should automatically be admitted to such premises and the following paragraphs are therefore of great importance notwithstanding the new offences created by the 2003 Act. (See the Licensing Policy for further detail)

Determining applications

9.37 As a matter of practice, licensing authorities should seek to focus the hearing on the steps considered appropriate to promote the particular licensing objective or objectives that have given rise to the specific representation and avoid straying into undisputed areas. A responsible authority or other person may choose to rely on their written representation. They may not add further representations to those disclosed to the applicant prior to the hearing, but they may expand on their existing representation.

9.38 In determining the application with a view to promoting the licensing objectives in the overall interests of the local community, the licensing authority must give appropriate weight to:

- the steps that are appropriate to promote the licensing objectives;
- the representations (including supporting information) presented by all the parties;
- this Guidance;
- its own statement of licensing policy.

Determining actions that are appropriate for the promotion of the licensing objectives

9.42 Licensing authorities are best placed to determine what actions are appropriate for the promotion of the licensing objectives in their areas. All licensing determinations should be considered on a case by

case basis. They should take into account any representations or objections that have been received from responsible authorities or other persons, and representations made by the applicant or premises user as the case may be.

9.43 The authority's determination should be evidence-based, justified as being appropriate for the promotion of the licensing objectives and proportionate to what it is intended to achieve.

9.44 Determination of whether an action or step is appropriate for the promotion of the licensing objectives requires an assessment of what action or step would be suitable to achieve that end. While this does not therefore require a licensing authority to decide that no lesser step will achieve the aim, the authority should aim to consider the potential burden that the condition would impose on the premises licence holder (such as the financial burden due to restrictions on licensable activities) as well as the potential benefit in terms of the promotion of the licensing objectives. However, it is imperative that the authority ensures that the factors which form the basis of its determination are limited to consideration of the promotion of the objectives and nothing outside those parameters. As with the consideration of licence variations, the licensing authority should consider wider issues such as other conditions already in place to mitigate potential negative impact on the promotion of the licensing objectives and the track record of the business. Further advice on determining what is appropriate when imposing conditions on a licence or certificate is provided in Chapter 10. The licensing authority is expected to come to its determination based on an assessment of the evidence on both the risks and benefits either for or against making the determination.

Overview of circumstances in which entertainment activities are not licensable

16.6 As a result of deregulatory changes that have amended the 2003 Act, no licence is required for the following activities:

- Plays: no licence is required for performances between 08.00 and 23.00 on any day, provided that the audience does not exceed 500.
- Dance: no licence is required for performances between 08.00 and 23.00 on any day, provided that the audience does not exceed 500.
- Films: no licence is required for 'not-for-profit' film exhibition held in community premises between 08.00 and 23.00 on any day provided that the audience does not exceed 500 and the organiser (a) gets consent to the screening from a person who is responsible for the premises; and (b) ensures that each such screening abides by age classification ratings.
- Indoor sporting events: no licence is required for an event between 08.00 and 23.00 on any day, provided that those present do not exceed 1000.

- Boxing or wrestling entertainment: no licence is required for a contest, exhibition or display of Greco-Roman wrestling, or freestyle wrestling between 08.00 and 23.00 on any day, provided that the audience does not exceed 1000.

- Live music: no licence permission is required for:

- a performance of unamplified live music between 08.00 and 23.00 on any day, on any premises.

- a performance of amplified live music between 08.00 and 23.00 on any day on premises authorised to sell alcohol for consumption on those premises, provided that the audience does not exceed 500.

- a performance of amplified live music between 08.00 and 23.00 on any day, in a workplace that does not have a licence, provided that the audience does not exceed 500.

- a performance of amplified live music between 08.00 and 23.00 on any day, in a church hall, village hall, community hall, or other similar community premises, that is not licensed by a premises licence to sell alcohol, provided that (a) the audience does not exceed 500, and (b) the organiser gets consent for the performance from a person who is responsible for the premises.

- a performance of amplified live music between 08.00 and 23.00 on any day, at the non-residential premises of (i) a local authority, or (ii) a school, or (iii) a hospital, provided that (a) the audience does not exceed 500, and (b) the organiser gets consent for the performance on the relevant premises from: (i) the local authority concerned, or (ii) the school or (iii) the health care provider for the hospital.

- Recorded Music: no licence permission is required for:

- any playing of recorded music between 08.00 and 23.00 on any day on premises authorised to sell alcohol for consumption on those premises, provided that the audience does not exceed 500.

- any playing of recorded music between 08.00 and 23.00 on any day, in a church hall, village hall, community hall, or other similar community premises, that is not licensed by a premises licence to sell alcohol, provided that (a) the audience does not exceed 500, and (b) the organiser gets consent for the performance from a person who is responsible for the premises.

- any playing of recorded music between 08.00 and 23.00 on any day, at the non- residential premises of (i) a local authority, or (ii) a school, or (iii) a hospital, provided that (a) the audience does not exceed 500, and (b) the organiser gets consent for the performance on the relevant premises from: (i) the local authority concerned, or (ii) the school proprietor or (iii) the health care provider for the hospital.

8. Determination

- 8.1 The Sub Committee are requested to consider the two notifications, representations, and determine this application.
- 8.2 When considering this application, the Sub Committee will need to have regard to the North Norfolk District Council Licensing Policy and to statutory guidance under the Licensing Act 2003 issued by the Secretary of State
- 8.3 In determining the notifications for two Temporary Event Notices, the Sub Committee may take the following actions:
 - a. Decide not to give a counter notice under Section 105 of the Licensing Act 2003, so the Temporary Event Notices remain as acknowledged,
 - b. Give the premises user a counter notice for each TEN under Section 105 of the Licensing Act 2003, if it considers it appropriate for the promotion of a licensing objectives, to do so.
- 8.4 A decision must be made under subsection (2)(b) of the Licensing Act 2003, and the requirements of subsection (3) must be met, at least 24 hours before the beginning of the event period specified in the temporary event notice. Reasons for the Panel's decision must be given to the applicant and relevant persons.
- 8.5 These applications must be determined and notified to the applicant within 5 working days from the conclusion of the hearing.

9. Appeals

- 9.1 There is a right of appeal to the decision of the Sub Committee to the Magistrates within 21 days.

Appendices:

- A. Copy of two Temporary Event Notices
- B. Plan of Premises
- C. Letters/emails of objection or support from Responsible Authorities/ 'Other Persons'
- D. Location Plan

Background Papers:

- 1. The Licensing Act 2003
- 2. The Licensing Act 2003 (Permitted Temporary Activities) (Notices) Regulations 2005
- 3. North Norfolk District Council Statement of Licensing Policy (approved 17 November 2021)

4. Guidance issued under section 182 of the Licensing Act 2003 (February 2026)
5. The Legislative Reform (Entertainment Licensing) Order 2014