

Item No. 7.	Classification: Open	Date: 16 November 2023	Meeting Name: Licensing Sub-Committee
Report Title		Licensing Act 2003: The Axis, 141 Ormside Street, London SE15 1TF	
Ward(s) of group(s) affected		Old Kent Road	
From		Strategic Director of Environment, Neighbourhoods and Growth	

RECOMMENDATION

That the licensing sub-committee considers an application made by The Axis Bermondsey Limited to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as The Axis, 141 Ormside Street, London SE15 1TF.

1. Notes:

- a) The application seeks to vary the premises licence held in respect of the premises known as The Axis, 141 Ormside Street, London SE15 1TF under section 34 of the Licensing Act 2003. Existing permitted licensable activities are not under consideration at this meeting. The variation application is subject to representations being submitted by two responsible authorities.
- b) Paragraphs 7 and 8 of this report provides a summary of the current premises licence issued in respect of the premises and a copy of this is attached to this report as Appendix A.
- c) Paragraphs 9 and 10 of this report provide a summary of the application and a copy of this is attached as Appendix B.
- d) Paragraphs 11 to 18 of this report deal with the representations submitted in respect of the application and copies of this are shown in Appendixes C and D. A map showing the location of the premises is attached to this report as Appendix E.
- e) A copy of the council's approved procedure for hearings of the sub-committee in relation to an application made under the Licensing Act 2003, along with a copy of the hearing procedure, has been circulated to all parties to the meeting.

BACKGROUND INFORMATION

The Licensing Act 2003

2. The Licensing Act 2003 provides a licensing regime for:

- The sale of and supply of alcohol
- The provision of regulated entertainment
- The provision of late night refreshment.

3. Within Southwark, the licensing responsibility is wholly administered by this council.
4. The Act requires the licensing authority to carry out its functions under the Act with a view to promoting the four stated licensing objectives. These are:
 - The prevention of crime and disorder
 - The promotion of public safety
 - The prevention of nuisance
 - The protection of children from harm.
5. In carrying out its licensing functions, a licensing authority must also have regard to:
 - The Act itself
 - The guidance to the act issued under Section 182 of the Act
 - Secondary regulations issued under the Act
 - The licensing authority's own statement of licensing policy
 - The application, including the operating schedule submitted as part of the application
 - Relevant representations.
6. The premises licence application process involves the provision of all relevant information required under the Act to the licensing authority with copies provided by the applicant to the relevant responsible bodies under the Act. The application must also be advertised at the premises and in the local press. The responsible authorities and other persons within the local community may make representations on any part of the application where relevant to the four licensing objectives.

KEY ISSUES FOR CONSIDERATION

The current premises licence

7. A premises licence was first issued in respect of the premises known as The Axis, 141 Ormside Street, London SE15 1TF on 18 July 2023 and allows for the following hours and activities:
 - **The opening hours of the premises:**
 - Monday to Sunday: 11:00 to 23:00
 - **Sale by retail of alcohol (to be consumed on the premises):**
 - Monday to Sunday: 11:00 to 23:00.
8. A copy of the existing premises licence is attached as Appendix A.

The variation application

9. On 15 September 2023, The Axis Bermondsey Limited applied to this council to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as The Axis, 141 Ormside Street, London SE15 1TF.
10. The variation application, which can be found at Appendix B, can be summarised as follows:
 - **To change the opening hours of the premises to read as follows:**
 - Sunday to Wednesday: 11:00 to 01:00
 - Thursday to Saturday: 11:00 to 04:00
 - **To add the provision of regulated entertainment (indoors) as follows:**
 - Sunday to Wednesday: 11:00 to 01:00
 - Thursday to Sunday: 11:00 to 04:00
 - **To apply for supply of alcohol (for consumption on the premises) as follows:**
 - Sunday to Wednesday: 11:00 to 01:00
 - Thursday to Sunday: 11:00 to 04:00.

Representations from responsible authorities

11. A representation was received from licensing as a responsible authority.
12. The licensing representation raised concerns about the potential crime, disorder and anti-social behaviour that later hours might bring if the application were to be granted. It was also remarked that the hours being requested were out of step with the hours set out in the council's statement of licensing policy. Finally, some changes to existing, and some new, conditions were proposed by licensing in order to help promote the licensing objectives.
13. The representation from licensing as a responsible authority can be found at Appendix C.
14. A representation was also received from the environmental protection team
15. The representation from the environmental protection team (EPT) highlighted that there had been no previous complaints about the temporary events that had been previously granted at the premises (Paragraph 19 below). However, concern was raised about the potential impact this change might have on prospective new residents moving into properties that were due to be developed in the immediate vicinity of the venue. The EPT provided a number of suggested conditions to help promote the licensing objectives in the event the variation were to be granted.
16. The representation from EPT can be found at Appendix D.

Representations from other persons

17. There were no representations by any members of the public in this case.

Conciliation

18. At the time of writing this report, we have yet to receive notification that licensing or EPT have withdrawn their representations, thus triggering the need for a sub-committee hearing to consider the application.

Premises licensing history

19. Since the granting of the premises licence 18 July 2023 on there have been no changes to note in this case. However, both prior to, and following, the granting of the licence, the following temporary events were approved by the licensing authority:

TENs granted for prior to 18 July 2023:

Received Date	Start/End Date	Times	Maximum Number of People	Sale of Alcohol	Regulated Entertainment	Late Night Refreshment
23/11/22	02/12/22 to 03/12/22	19:00 until 23:59 on 02/12 00:00 until 06:00 on 03/12	70	Yes	Yes	No
08/12/22	16/12/22 to 18/12/22	17:00 until 06:00 daily	100	Yes	Yes	Yes
28/02/23	09/03/23 to 10/03/23	19:00 until 23:59 on 09/03 21:00 until 23:59 on 10/3	50	Yes	Yes	No
20/03/23	31/03/23 to 01/04/23	21:00 until 23:59 on 31/3 12:00 until 03:00 on 01/04	48	Yes	No	No
29/03/23	07/04/23 to 08/04/23	19:00 until 23:59 on 07/04 00:00 until 04:00 on 08/04	80	Yes	No	No

Received Date	Start/End Date	Times	Maximum Number of People	Sale of Alcohol	Regulated Entertainment	Late Night Refreshment
12/04/23	27/04/23 to 30/04/23	19:00 until 23:00 on 27/04) 19:00 until 23:59 on 28/04 and 29/04) 00:00 until 03:00 on 30/04	70	Yes	No	No
02/05/23	13/05/23 to 14/05/23	19:00 to 23:59 (13/5); 00:00 to 06:00 (14/5)	65	Yes	No	No
11/05/23	20/05/23	17:30 to 23:59	50	Yes	No	No
06/07/23	22/07/23 to 23/07/23	21:00 to 23:59 (22/7); 00:00 to 06:00 (23/7)	70	Yes	No	No

TENs granted after 18 July 2023:

Received Date	Start/End Date	Times	Maximum Number of People	Sale of Alcohol	Regulated Entertainment	Late Night Refreshment
07/08/23	18/08/23 to 19/08/23	19:30 until 23:59 on 18/8 00:00 until 04:30 on 19/08	70	Yes	No	No
22/08/23	08/09/23 to 09/09/23	19:00 until 23:59 on 08/09) 00:00 until 06:00 on 09/09	80	Yes	No	No

Received Date	Start/End Date	Times	Maximum Number of People	Sale of Alcohol	Regulated Entertainment	Late Night Refreshment
07/09/23	22/09/23 to 24/09/23	18:00 until 23:59 on 22/09 19:00 until 23:59 on 23/09) 00:00 until 05:00 on 24/09)	80	Yes	No	No

Complaints

20. Since the original granting of the premises licence on 18 July 2023, there have been no complaints lodged with the licensing unit.

Map

21. A map showing the location of the premises is attached to this report as Appendix E.

22. There are no premises within the immediate vicinity of the premises.

Southwark Council statement of licensing policy

23. Council assembly approved Southwark's statement of licensing policy 2021-2026 on 25 November 2020 and it came into effect on 1 January 2021.

24. Sections of the statement that are considered to be of particular relevance to the sub-committee's consideration are:

- Section 3 - Purpose and scope of the policy. This reinforces the four licensing objectives and the fundamental principles upon which this authority relies in determining licence applications.
- Section 5 – Determining applications for premises licences and club premises certificates. This explains how the policy works and considers issues such as location; high standards of management; and the principles behind condition setting.
- Section 6 – Local cumulative impact policies. This sets out this authority's approach to cumulative impact and defines the boundaries of the current special policy areas and the classifications of premises to which they apply. To be read in conjunction with Appendix B to the policy.

- Section 7 – Hours of operation. This provides a guide to the hours of licensed operation that this Authority might consider appropriate by type of premises and (planning) area classification.
 - Section 8 – The prevention of crime and disorder. This provides general guidance on the promotion of the first licensing objective.
 - Section 9 – Public safety. This provides general guidance on the promotion of the second licensing objective.
 - Section 10 – The prevention of nuisance. This provides general guidance on the promotion of the third licensing objective.
 - Section 11 – The protection of children from harm. This provides general guidance on the promotion of the fourth licensing objective.
25. The purpose of Southwark’s statement of licensing policy is to make clear to applicants what considerations will be taken into account when determining applications and should act as a guide to the sub-committee when considering the applications. However, the sub-committee must always consider each application on its own merits and allow exceptions to the normal policy where these are justified by the circumstances of the application.
26. Members should take into consideration both the Southwark statement of licensing policy and the Section 182 Guidance when making decisions. The links for these are below:

Southwark Policy:

<https://www.southwark.gov.uk/business/licences/business-premises-licensing/licensing-and-gambling-act-policy>

Section 182 Guidance:

<https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003>

Cumulative impact area (CIA)

27. The premises does not fall within a cumulative impact area (CIA).
28. Under the Southwark’s statement of licensing policy 2021 - 2026 the following closing times are recommended as appropriate within this area:
- Restaurants and cafes:
 - Monday to Sunday: 23:00
 - Public houses, wine bars or other drinking establishments:
 - Monday to Sunday: 23:00

- Off-licences:
 - Monday to Sunday: 23:00
- Cinemas:
 - Monday to Sunday: 23:00.

29. It should be noted that nightclubs and takeaways are not considered appropriate for this area.

Climate change implications

30. Following council assembly on 14 July 2021, the council is committed to considering the climate change implications of any decisions.

31. Climate change is not a legal factor in the consideration of a grant of a premises license under the current licensing objectives, however members can make enquiries and request an agreement from applicants to promote the reduction of the impact of climate change that may be caused by the operation of the premises.

32. Examples of such agreements may be:

- Not use single use plastics, such as disposable plastic glasses, when selling alcohol at the premises.
- Encourage patrons not to drive to venues by providing details of public transport on their webpages/tickets.

33. The council's climate change strategy is available at:

<https://www.southwark.gov.uk/assets/attach/48607/Climate-Change-Strategy-July-2021-.pdf>

Community, equalities (including socio-economic) and health impacts

Community impact statement

34. Each application is required by law to be considered upon its own individual merits with all relevant matters taken into account.

Equalities (including socio-economic) impact statement

35. This report does not result in a policy decision and each application is required to be considered upon its own individual merits with all relevant matters taken into account. In considering the recommendations of this report, due regard must be given to the public sector equality duty set out in section 149 of the Equality Act 2010. This requires the council to consider all individuals when carrying out its functions.

36. Importantly, the council must have due regard to the need to eliminate discrimination, harassment, victimisation, or other prohibited conduct; advance equality of opportunity and foster good relations between people who have protected characteristics and those who do not. The relevant protected

characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The public sector equality duty also applies to marriage and civil partnership, but only in relation to the need to eliminate discrimination, harassment, victimisation, or other prohibited conduct.

37. The equalities impact statement for licensing decisions is contained within the Southwark statement of licensing policy 2021 – 2026 at:

<https://www.southwark.gov.uk/business/licences/business-premises-licensing/licensing-and-gambling-act-policy>.

38. The equalities impact assessment is available at:

<https://moderngov.southwark.gov.uk/documents/s92016/Appendix%20F%20-%20Equalities%20Impact%20Assessment.pdf>

Health impact statement

39. Health impacts cannot be considered by law when making decisions under the Licensing Act 2003.

Resource implications

40. A fee of £315 has been paid by the applicant in respect of this application being the statutory fee payable for premises within non-domestic rateable value C.

Consultation

41. Consultation has been carried out on this application in accordance with the provisions of the Licensing Act 2003. A public notice was published in a local newspaper and a similar notice was exhibited outside of the premises for a period of 28 consecutive days.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive – Governance and Assurance

42. The sub-committee is asked to determine the application for a variation premises licence under Section 34 of the Licensing Act 2003.
43. The principles which sub-committee members must apply are set out below.

Principles for making the determination

44. Section 35 of the Licensing Act 2003 sets out the licensing authority's powers and duties in considering the determination of an application for variation.
45. The general principle is that applications for variation must be granted unless relevant representations are received. This is subject to the proviso that the applicant has complied with regulations in advertising and submitting the application.

46. Relevant representations are those which

- Are about the likely effect of the granting of the application on the promotion of the licensing objectives
- Are made by another party or responsible authority
- Have not been withdrawn
- Are not, in the opinion of the relevant licensing authority, frivolous or vexatious.

47. If relevant representations are received then the Sub-Committee must have regard to them, in determining whether it is necessary for the promotion of the licensing objectives to

- Add to, omit, and/or alter the conditions of the licence or,
- Reject the whole or part of the application for variation

Conditions

48. The sub-committee's discretion is thus limited. It can only modify the conditions put forward by the applicant, or refuse the application, if it is necessary to do so. Conditions must be necessary and proportionate for the promotion of one of the four licensing objectives, and not for any other reason. Conditions must also be within the control of the licensee, and should be worded in a way which is clear, certain, consistent and enforceable.

49. The four licensing objectives are:

- The prevention of crime and disorder
- Public safety
- The prevention of nuisance
- The protection of children from harm.

50. Members should note that each objective is of equal importance. There are no other licensing objectives, and the four objectives are paramount considerations at all times.

51. Conditions will not be necessary if they duplicate a statutory position. Conditions relating to night café and take away aspect of the license must relate to the night time operation of the premises and must not be used to impose conditions which could not be imposed on day time operators.

52. Members are also referred to the Home Office Revised Guidance issued under section 182 of the Licensing Act 2003 on conditions, specifically section 10.

Reasons

53. If the sub-committee determines that it is necessary to modify the conditions, or to refuse the application for a premises licence application, it must give reasons for its decision.

Hearing procedures

54. Subject to the licensing hearing regulations, the licensing committee may determine its own procedures. Key elements of the regulations are that:
- The hearing shall take the form of a discussion led by the authority. Cross examination shall not be permitted unless the authority considered that it is required for it to consider the representations.
 - Members of the authority are free to ask any question of any party or other person appearing at the hearing.
 - The committee must allow the parties an equal maximum period of time in which to exercise their rights to:
 - Address the authority
 - If given permission by the committee, question any other party.
 - In response to a point which the authority has given notice it will require clarification, give further information in support of their application.
 - The committee shall disregard any information given by a party which is not relevant to the particular application before the committee and the licensing objectives.
 - The hearing shall be in public, although the committee may exclude the public from all or part of a hearing where it considers that the public interest in doing so outweighs the public interest in the hearing, or that part of the hearing, taking place in private.
 - In considering any representations or notice made by a party the authority may take into account documentary or other information produced by a party in support of their application, representations or notice (as applicable) either before the hearing or, with the consent of all the other parties, at the hearing.
55. This matter relates to the determination of an application for a premises licence under Section 17 of the Licensing Act 2003. Regulation 26(1) (a) requires the sub-committee to make its determination at the conclusion of the hearing.

Council's multiple roles and the role of the licensing sub-committee

56. Sub-committee members will note that, in relation to this application, the council has multiple roles. Council officers from various departments have been asked to consider the application from the perspective of the council as authority responsible respectively for environmental health, trading standards, health and safety and as the planning authority.
57. Members should note that the licensing sub-committee is meeting on this occasion solely to perform the role of licensing authority. The sub-committee sits in quasi-judicial capacity, and must act impartially. It must offer a fair and unbiased hearing of the application. In this case, members should disregard the council's broader policy objectives and role as statutory authority in other contexts. Members must direct themselves to making a determination solely based upon the licensing law, guidance and the council's statement of licensing policy.

58. As a quasi-judicial body the licensing sub-committee is required to consider the application on its merits. The sub-committee must take into account only relevant factors, and ignore irrelevant factors. The decision must be based on evidence, that is to say material, which tends logically to show the existence or non-existence of relevant facts, or the likelihood or unlikelihood of the occurrence of some future event, the occurrence of which would be relevant. The licensing sub-committee must give fair consideration to the contentions of all persons entitled to make representations to them.
59. The licensing sub-committee is entitled to consider events outside of the premises if they are relevant, i.e. are properly attributable to the premises being open. The proprietors do not have to be personally responsible for the incidents for the same to be relevant. However, if such events are not properly attributable to the premises being open, then the evidence is not relevant and should be excluded. Guidance is that the licensing authority will primarily focus on the direct impact of the activities taking place at the licensed premises on members of the public, living, working or engaged in normal activity in the area concerned.
60. Members will be aware of the council's code of conduct which requires them to declare personal and prejudicial interests. The code applies to members when considering licensing applications. In addition, as a quasi-judicial body, members are required to avoid both actual bias, and the appearance of bias.
61. The sub-committee can only consider matters within the application that have been raised through representations from other persons and responsible authorities. Interested parties must live in the vicinity of the premises. This will be decided on a case to case basis.
62. Under the Human Rights Act 1998, the sub-committee needs to consider the balance between the rights of the applicant and those making representations to the application when making their decision. The sub-committee has a duty under section 17 Crime and Disorder Act 1998 when making its decision to do all it can to prevent crime and disorder in the borough.
63. Other persons, responsible authorities and the applicant have the right to appeal the decision of the sub-committee to the magistrates' court within a period of 21 days beginning with the day on which the applicant was notified by the licensing authority of the decision to be appealed against.

Guidance

64. Members are required to have regard to the Home Office guidance in carrying out the functions of licensing authority. However, guidance does not cover every possible situation, so long as the guidance has been properly and carefully understood, members may depart from it if they have reason to do so. Full reasons must be given if this is the case.

Strategic Director, Finance

65. The head of regulatory services has confirmed that the costs of this process over and above the application fee are borne by the service.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Licensing Act 2003	Southwark Licensing, c/o	Mrs Kirty Read Tel: 020 7525 5748
Home Office Revised Guidance to the Act	Community Safety and Enforcement, 160 Tooley Street, London SE1 2QH	
Secondary Regulations		
Southwark statement of licensing policy		
Case file		

APPENDICES

Name	Title
Appendix A	Current Premises Licence.
Appendix B	Variation Application.
Appendix C	Licensing Representation.
Appendix D	EPT Representation.
Appendix E	Premises Licence Map.

AUDIT TRAIL

Lead Officer	Caroline Bruce, Strategic Director of Environment, Neighbourhoods and Growth	
Report Author	Matt Tucker, Principal Licensing Officer	
Version	Final	
Dated	26 October 2023	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Strategic Director, Finance	Yes	Yes
Cabinet Member	No	No
Date final report sent to Constitutional Team		30 September 2023