

Item No. 6	Classification: Open	Date: July 15 2009	MEETING NAME Licensing Sub-Committee
Report title:		LICENSING ACT 2003 – Franks Cafe & Campari Bar, Level 10, Peckham Rye Car Park, 95A Rye Lane, London, SE15 4ST.	
Ward(s) or groups affected:		Premises are within: The Lane	
From:		Strategic Director of Environment and Housing	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Mr Frank Boxer, for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Franks Cafe & Campari Bar, Level 10, Peckham Rye Car Park, 95A Rye Lane, London, SE15 4ST.

Notes:

- *This application forms a new application for a premises licence, under Section 17 of the Licensing Act 2003. The application is subject to a representation from one responsible authority is therefore referred to the sub-committee for determination;*
- *Paragraphs 7 to 10 of this report provide a summary of the application for the premises licence under consideration by the sub-committee (A copy of the full application is provided at appendix A)*
- *Paragraphs 15 to 21 of this report deal with the representations received to the premises licence application. (Copies of the relevant representations and replies are attached at appendix B, D and E).*

BACKGROUND INFORMATION

The Licensing Act 2003

2. The Licensing Act 2003 received royal assent on 10 July 2003. The Act provides a new licensing regime for
 - The sale of and supply of alcohol
 - The provision of regulated entertainment
 - The provision of late night refreshment

Within Southwark, this council wholly administers the licensing responsibility.

3. 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; and
 - The protection of children from harm.
4. 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
5. The Act established a transitional period between 7 February 2005 and 6 August 2005 under which holders of existing justice's licenses, public entertainment licenses and night café licenses were able to apply to the local licensing authority for "grandfather rights" conversion of those existing licenses into the relevant licenses under the new system. Licenses that were so converted were converted on existing terms, conditions and restrictions. The 6 August date having passed, operators must now apply for new licenses.
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 interested parties 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 premises licence application

7. On the 29th May 2009 Mr Frank Boxer applied to this council for the grant of a new premises licence in respect of the premises known Franks Cafe & Campari Bar, Level 10, Peckham Rye Car Park, 95A Rye Lane, London, SE15 4ST.
8. A copy of the application for the new premises licence is attached to the report as appendix A.
9. The premises licence application form provides the applicant company's operating schedule. Parts F, M, O and P set out the proposed operating hours and operating controls in full, with reference to the four licensing objectives as stated in the Licensing Act 2003
10. The application is summarized as follows:
- The provision for the supply of alcohol on the premises and recorded music – 11.00hrs to 22.00hrs on Thursdays through to Sundays
 - Opening hours – 11.00hrs to 22.00hrs on Thursdays through to Sunday

Operating history

11. The premises has not held any licence under the Licensing Act 2003.
12. Mr Boxer has given the council three Temporary Event Notices to be held at the premises for the following dates:

Dates	Times	Licensable activities	No of persons	Person making notice	Police Objection	Notes
30/06/09	16:00 to 23:00 hrs	Sale of alcohol on the premises Recorded music	200	Mr Frank Boxer	Yes	Objection withdrawn after the Police received clarification of the event.
02-05/07/09	11:00 to 22:00 hrs	Sale of alcohol on the premises Recorded music	200	Mr Frank Boxer	Yes	Objection withdrawn after the Police received clarification of the event.
09-12/07/09	11:00 to 22:00 hrs	Sale of alcohol on the premises Recorded music	100	Mr Frank Boxer	No	

Designated premises supervisor

13. The proposed designated premises supervisor is Mr Frank Boxer who has been granted a personal licence by Lambeth Council.

Representations from interested parties

14. There are no representations from interested parties.

Representations from responsible authorities

15. There are three representations received from responsible authorities, the police the health & safety team and the environmental protection team.

16. The fire service and the planning authority have replied to the consultation and raise no objection.

17. Copies of the representations and replies from responsible authorities are attached as appendix B.

18. A site visit was made with the licensing officer, health and safety team and the environmental enforcement team. Following this visit the applicant agreed to add extra conditions to his operating schedule to address the representations made, which are as follows:

- I. The licensee shall ensure that the actions from the risk assessment submitted to the licensing unit on 20th June 2009 shall be implemented and adhered to.
- II. Stewards shall be nominated to prevent drinks being removed from beyond the licensable area marked in red on the plans.
- III. Emergency lighting shall be provided
- IV. Electricity shall be supplied through fused mains and not extension leads

- V. The means of escape provided for all persons on the premises shall be maintained unobstructed, immediately available and clearly identifiable in accordance with the approved arrangements allowing safe means of access and egress at all times. Where tables and seats are provided, clear gangways to exits shall be maintained, in accordance with the approved arrangements to the satisfaction of the Council
 - VI. Any music played shall be as background music and shall not exceed 60 decibels or that of normal conversation.
19. The risk assessment and plans referred to in points one and two are attached as appendix C
 20. As a result of this the health and safety team and the environmental enforcement team have withdrawn their representations. Conciliation statements and replies withdrawing the representations are attached as appendix D
 21. In an attempt to conciliate the police representation, the applicant agreed to carry over the conditions that were attached to his recent temporary event notices to this time limited premises licence application and also gave assurances addressing other concerns within the police representation. The police declined to conciliate because the premises is within the saturation zone and say this application should be determined by the licensing committee. See attached documents as appendix E.

Disability discrimination act

22. The Southwark Disablement Association have no comments regarding this application.

The local vicinity

23. A map and photographs of the local vicinity is attached at appendix F. The premises to be licensed is at the centre of the map named Multi Story Car Park. Other licensed premises identified within 250 metres of the premises are;

- **PECKHAM MULTIPLEX, 95A Rye Lane, SE15 4ST**
 Granted licensable activities:
 Films – indoors: Sunday/Thursday 09:00 to 00:00, Friday/Saturday 09:00 to 02:00
- **RYE LANE OFF LICENCE, 75 Rye Lane, SE15 5EX**
 Granted licensable activities:
 Sale by retail of alcohol to be consumed off premises:
 Monday/Saturday 08:00 to 23:00, Sunday 10:00 to 22:30
- **THE HOPE, 66 Rye Lane, SE15 5BY**
 Granted licensable activities:
 Entertainment similar to live/recorded music; facilities for dancing, live music, performance of dance, recorded music – indoors, and sale by retail of alcohol to be consumed on/off premises: Sunday/Thursday 10:00 to 00:00, Friday/Saturday 10:00 to 01:00
 Late night refreshment – indoors: Sunday/Thursday 23:00 to 00:30, Friday/Saturday 23:00 to 01:30
- **ICELAND FROZEN FOODS, 74 Rye Lane, SE15 5DQ**

- Granted licensable activities:
Sale by retail of alcohol to be consumed off premises: Monday/
Saturday 08:00 to 23:00, Sunday 10:00 to 22:30
- **GROVE OFF LICENCE, 12-16 Blenheim Grove, SE15 4QL**
Granted licensable activities:
Sale by retail of alcohol to be consumed off premises: Monday/ Sunday
09:00 to 23:00
 - **LADY MEGS AFRICAN RESTAURANT, 8-10 Blenheim Grove, SE15 4QL**
Granted licensable activities:
Late night refreshment – indoors: Monday/ Sunday 23:00 to 06:00
Recorded music – indoors, Sale by retail of alcohol to be consumed on/off
premises: Monday/Saturday 10:00 to 06:00, Sunday 14:00 to 06:00
 - **R N B NIGHTCLUB, 12A Station Way, SE15 4RX**
Granted licensable activities:
Entertainment similar to live/recorded music; facilities for dancing, facilities for
making music, live music, performance of dance, provisions similar to making
music and dancing – indoors and sale by retail of alcohol to be consumed on/off
premises: Wednesday 20:00 to 00:00, Thursday 21:00 to 02:00, Friday/Saturday
22:00 to 05:00, Sunday 20:00 to 02:00
Late night refreshment – indoors: Wednesday 23:00 to 00:00,
Thursday 23:00 to 02:00, Friday/Saturday 23:00 to 05:00, Sunday 20:00 to 02:00
Recorded music – indoors: Wednesday 20:00 to 00:00, Thursday 23:00 to 02:00,
Friday/Saturday 23:00 to 05:00, Sunday 23:00 to 02:00
 - **IL GIARDINO RESTAURANT, 7 Blenheim Grove, SE15 4QS**
Granted licensable activities:
Late night refreshment – indoors: Monday/ Saturday 23:00 to 00:30,
Sunday 23:00 to 00:00
Sale by retail of alcohol to be consumed on premises: Monday/ Saturday
11:00 to 00:00, Sunday 12:00 to 23:30
 - **MORRISONS, Unit 3, The Aylesham Centre Rye Lane, SE15 5EW**
Granted licensable activities:
Sale by retail of alcohol to be consumed off premises - indoors
Monday/ Saturday 08:00 to 23:00, Sunday 10:00 to 22:30

Southwark council saturation policy for Peckham

24. Council assembly approved the introduction of a special policy for Peckham on the cumulative impact of a concentration of licensed premises (saturation policy) on 05 November 2008.
25. The decision to introduce saturation policy was taken with regard to the committee's concern over rising trends of late night alcohol related violence against the person and late night disorder and rowdiness associated with late night licensed premises in the area.
26. The effect of this special policy is that is to create a presumption that applications for new premises licences or variations that are likely to add to the existing cumulative impact will normally be refused, following relevant representations, unless the applicant can demonstrate in their operating schedule that there will be no negative cumulative impact on one or more of the licensing objectives.

27. The applicant has been advised to address the committees concerns around cumulative impact at the meeting.

Southwark council statement of licensing policy

28. Council assembly approved the third revision of Southwark's statement of licensing policy on 5 November 2008. Sections of the statement that are considered to be of particular relevance to this application are

- Section 3 which sets out the purpose and scope of the policy and re-inforces the four licensing objectives
- Section 5 which sets out the council's approach with regard to the imposition of conditions including mandatory conditions to be attached to the licence
- Section 6 details other relevant council and government policies, strategies, responsibilities and guidance, including the relevant articles under the Human Rights Act 1998
- Section 7 provides general guidance on dealing with crime and disorder and deals with licensing hours
- Section 8 provides general guidance on ensuring public safety including safe capacities
- Section 9 provides general guidance on the prevention of nuisance
- Section 10 provides general guidance on the protection of children from harm.

29. 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.

RESOURCE IMPLICATIONS

30. 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 band C.

CONSULTATIONS

31. Consultation has been carried out on this application in accordance with the provisions of the Licensing Act 2003. A public notice was placed in the 11th May 2009 edition of the Southwark News and a similar notice exhibited outside of the premises.

COMMUNITY IMPACT STATEMENT

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

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic director of Communities, Law & Governance

33. The sub-committee is asked to determine the application for a premises licence under Section 17 of the Licensing Act 2003.

34. The principles which sub-committee members must apply are set out below.

Principles for making the determination

35. The general principle is that applications for premises licence applications 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.

36. 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 an interested party or responsible authority
- Have not been withdrawn.
- Are not, in the opinion of the relevant licensing authority, frivolous or vexatious.

37. 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

- to grant the licence subject to-
 - The conditions mentioned in section 18 (2)(a) modified to such extent as the licensing authority considers necessary for the promotion of the licensing objectives, and any condition which must under section 19,20 or 21 be included in the licence
- to exclude from the scope of the licence any of the licensable activities to which the application relates;
- to refuse to specify a person in the licence as the premises supervisor;
- to reject the application.

Conditions

38. The sub-committee's discretion is thus limited. It can only modify the conditions put forward by the applicant that is consistent with the operating schedule accompanying the application, 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.

39. The four licensing objectives are

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

40. 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.

41. 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.

42. Members are also referred to the DCMS guidance on conditions, specifically section 7, and Annexes D, E, F and G.

Reasons

43. 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

44. 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.
45. 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

46. 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.
47. 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.
48. 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.

49. 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, and working or engaged in normal activity in the area concerned.
50. 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.
51. The sub-committee can only consider matters within the application that have been raised through representations from interested parties and responsible authorities. Interested parties must live in the vicinity of the premises. This will be decided on a case to case basis.
52. 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.
53. Interested parties, 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

54. Members are required to have regard to the DCMS 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.

Background documents

Background Papers	Held At	Contact
Licensing Act 2003 DCMS Guidance to the Act Secondary Regulations Southwark Statement of Licensing Policy Case file	Southwark Licensing, C/O Community Safety & Enforcement, The Chaplin Centre, Thurlow Street, London, SE17 2DG	Name: Mrs Kirty Read Phone number: 020 7525 5748

Appendices

No.	Title
Appendix A	Premises licence application
Appendix B	Representations/replies from Responsible Authorities
Appendix C	Risk Assessments /Plans re conciliation
Appendix D	Conciliation statements/withdrawals of representations from responsible authorities (Health & Safety/Environmental Protection Team)
Appendix E	Conciliation attempt & decline from police
Appendix F	Map of local vicinity

Audit trail

Lead Officer	Jonathon Toy, Head of Community safety and Enforcement	
Report Author	Jayne Tear, Licensing Enforcement Officer	
Version	Final	
Dated	6 th July 2009	
Key Decision	No	
Consultation with other Officers / Directorates		
Officer Title	Comments sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes