

<b>Item No.</b> 6.	<b>Classification:</b> Open	<b>Date:</b> 24 February 2017	<b>Meeting Name:</b> Licensing sub-committee
<b>Report title:</b>		Licensing Act 2003: Leon, 2 – 4 Southwark Street, London SE1 1TQ	
<b>Ward(s) or groups affected:</b>		Cathedrals	
<b>From:</b>		Strategic Director of Environment and Leisure	

## RECOMMENDATION

1. That the licensing sub-committee considers an application made by Leon Restaurants Ltd, for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Leon, 2 – 4 Southwark Street, London SE1 1TQ.
2. Notes:
  - a) This application forms a new application for a premises licence, submitted under Section 17 of the Licensing Act 2003. The application is subject to representations from responsible authorities and other persons and is therefore referred to the sub-committee for determination.
  - b) Paragraphs 8 to 11 of this report provide a summary of the application under consideration by the sub-committee. A copy of the full application is attached as Appendix A.
  - c) Paragraphs 12 to 19 of this report deals with the representations received regarding the premises licence application. Copies of the representations from the responsible authorities and the representation from other persons are attached as Appendices B and C.
  - d) Paragraph 20 deals with licensed premises within a 100m radius of the premises. A map of the area is attached as Appendix D.
  - 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 regulations, has been circulated to all parties to the meeting.

## BACKGROUND INFORMATION

### The Licensing Act 2003

3. The Licensing Act 2003 provides a regime for:
  - The sale of and supply of alcohol
  - The provision of regulated entertainment
  - The provision of late night refreshment.
4. Within Southwark, the licensing responsibility is wholly administered by this council.

5. 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.
6. 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.
7. 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 premises licence application**

8. On 30 December 2016, Leon Restaurants Ltd. applied to this Council for the grant of a new premises licence in respect of the premises known as Leon, 2 - 4 Southwark Street, London SE1 1TQ.
9. The premises is described as a restaurant located in a mixed retail, leisure and business area. It will trade predominately as a restaurant serving food for consumption on and off the premises.
10. The application is summarized as follows:
  - Late night refreshment (indoor and outdoors)  
Sun – Wed from 23:00 to 23:30  
Thurs – Sat from 23:00 to 00:30.
  - The supply of alcohol (for consumption on and off the premises)  
Sun – Wed from 07:00 to 23:00  
Thurs – Sat from 23:00 to 00:00.
  - Operating hours  
Sun – Wed from 07:00 to 23:30  
Thurs – Sat from 07:00 to 00:30.
11. The premises licence application form provides the applicant operating schedule. Parts I, J, K, L, and M 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.

Should a premises licence be issued in respect of the application the information provided in part M of the operating schedule will form the basis of conditions that will be attached to the licence. A copy of the application is attached to this report as Appendix A.

### **Designated premises supervisor**

12. The proposed designated premises supervisor of the premises is Gary David Marriott who holds a personal licence issued by Dartford Council.

### **Representations from responsible authorities**

13. Three representations were submitted by the Metropolitan Police, Trading Standards and Public Health.
14. The Police representation is concerned with crime and disorder and state that although the applicant has offered a number of control measures as part of the operating schedule, the wording is brief and lacking in sufficient detail to work as conditions on a premises licence. They have therefore suggested a number of conditions to the applicant for consideration.
15. The Trading Standards representation state that there is no reference to operating a delivery service and the representation is made on the understanding there is not to be a delivery service, or if there is, no alcohol will be supplied by this means. Trading Standards have recommended conditions to be considered by the application and suggested that the applicant considers amending the operating schedule to reflect issues that were raised in the representation.
16. The Public Health representation have concerns regarding the hours of alcohol sales requested and suggest a later start time for alcohol sales. Early-morning alcohol purchasers are more likely to be alcohol misusers and may thereby contribute to antisocial behaviour such as street drinking. Public Health usually recommends a start time for alcohol sales of 11:00 daily. They also state that the premises falls within Borough and Bankside CIP area and the applicant has not adequately rebutted the presumption that these early morning alcohol sales will add to the cumulative impact of alcohol related harms in the local area.
17. The representations are attached as Appendix B.

### **Representations from other persons**

18. One representation was submitted by another person (the trustees of Borough Markets). They state the restaurant falls within the Borough and Bankside Alcohol Saturation Zone, and although the Borough Market is supportive, they believe that additional alcohol licences should not be granted in the immediate vicinity of the market, but that the future development of the areas should be taken into account.
19. A copy of the representation is attached as Appendix C.

### **Conciliation**

20. The applicant was forwarded the representations. The licensing committee shall be updated at the hearing on 24 February 2017.

## The local area

21. A map of the area is attached to this report as Appendix D. The premises are identified at the centre of the map. For purposes of scale-only the circle on the map has a 100-metre radius. There are several licensed premises within this 100m radius.

- Honest Burgers, 5 - 7 Basement, Southwark Street SE1 (Sun – Thurs till 00:00; Fri and Sat till 00:30)
- The Trustees of Borough Market, 8 Borough Market, Southwark Street, London SE1 (Mon - Sun till 00:00)
- The Market Hall, 16 - 26 Market Hall, Borough Market, Southwark Street SE1 (Mon - Sun till 00:00)
- The Wheatsheaf, 24 The Wheatsheaf, The Hop Exchange, Southwark Street SE1 (Mon - Sun till 01:00)
- Wagamama, Unit R2, Bankside 1, Southwark Street SE1 (Mon - Sat till 00:30; Sun till 00:00)
- The Southwark Tavern, 22 Southwark Street SE1 (Sun – Wed till 00:30; Thurs, Fri and Sat till 01:30)
- The Breakfast Club, 11 - 13 Southwark Street SE1 (Mon – Wed till 00:30; Thurs, Fri and Sat till 01:30; Sun till 23:00)
- Padella, 6 Southwark Street SE1 (Sun till 23:00, Mon – Wed till 23:30; Thurs, Fri and Sat till 00:00)
- Tapas Brindisa, 18 - 20 St Margarets House, Southwark Street SE1 (Mon – Sat till 00:30; Sun till 00:00)
- Taste Croatia Food and Travel Ltd, 6 - 8 3 Three Crown Square, Southwark Street SE1 (Mon – Sat till 18:00)
- Bunch of Grapes, 2 St Thomas Street SE1 (Mon – Sun till 00:30)
- Heel Tap and Bumper, Chaucer House, White Hart Yard SE1 (Mon – Sun till 02:30)
- Bompas & Parr, 1 Cathedral Street, London SE1 (Mon – Sun to 23:00) expiring on 21 February 2016)
- Southwark Cathedral, Montague Close SE1 (open 24 hours, licensing activities finish at 23:00)
- Old Kings Head, 45 Borough High Street SE1 (Sun – Thurs to 00:30; Fri and Sat till 01:30)
- Cafe Brood, 1 - 6 Green Dragon Court Bridge Arcade SE1 (Sun to 20:00)

- The Luncheonette and Giuseppe's Ristorante Italian, 47 - 49 Borough High Street SE1 (Mon – Sun to 04:30)
- Fish! Borough Market, Cathedral Street, London SE1 (Mon – Sat to 01:00; Sun to 00:30)
- Applebee's, 5 Stoney Street SE1 (Mon – Sat 00:30 and Sun to 23:00)
- Silka Restaurant, 6 - 8 Southwark Street SE1 (Mon – Sat till 00:30; Sun till 00:00)
- Mac & Wild, 1B Southwark Street SE1 (Mon – Sat till 00:30; Sun till 00:00)
- The Globe, 8 Bedale Street, London SE1 (Mon – Sat 10:00 to 23:00; Sun 12:00 to 22:30)
- Rabot 1745, 2 - 4 Bedale Street, London SE1 (Mon – Sat 07:00 – 02:00; Sun 08:00 – 23:00)
- Bedales, 5 Bedale Street, London SE1 (Mon – Sun 08:00 – 00:00)
- Elliots, 12 Stoney Street, London SE1 (Mon – Sun 07:00 to 00:00)
- Feng Sushi, 13 Stoney Street, London SE1 (Mon – Sat 10:00 to 00:00; Sun 12:00 – 22:30)
- Old Kings Head, 45 Borough High Street SE1 (Sun – Thurs to 00:30; Fri and Sat till 01:30)
- The Luncheonette and Giuseppe's Ristorante Italian, 47 - 49 Borough High Street SE1 (Mon – Sun to 04:30)
- The Saucy Pasta Co, 59 - 61 Borough High Street SE1 (Mon – Sun to 01:00)
- Tito's Latin Club, 4 - 6 London Bridge Street SE1 (Mon – Wed to 00:30; Thurs and Fri to 03:30; Sat to 04:00; Sun to 02:00)

Late night refreshment:

- Cafe Rossi, 57 Borough High Street SE1 (Mon – Sun to 05:00)

Off licence:

- News Studio, 21 Borough High Street, SE1 (Mon - Sun 07:00 to 22:00)
- Brindisa Ltd, Units 9 and 10, Floral Hall, Borough High Street SE1 (Tue – Thurs to 17:30, Fri to 18:00 and Sat to 17:00)
- The Drinks Cage, Unit 24 Borough Market SE1 (Mon – Sat to 23.00; Sun to 22.30)
- Le Marche Du Quartier, 8 Southwark Street SE1 (Mon – Sat to 23.00; Sun to 22:30)

## **Deregulation of entertainment**

22. On 6 April 2015 entertainment became deregulated and as a result:
  - Live unamplified music is deregulated between 08:00 – 23:00 on any premises
  - Live amplified music is deregulated between 08:00 and 23:00 provided the audience does not exceed 500 people.
23. However, live music can become licensable in on-licensed premises if the licensing authority removes the effect of the deregulation following a licence review ('licence review mechanism').

## **Borough and Bankside cumulative impact zone**

24. Council assembly approved the introduction of a special policy for Borough and Bankside on the cumulative impact of a concentration of licensed premises (saturation/cumulative impact policy) on 5 November 2008, and extended the area in April 2011. This application falls within the policy area.
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 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 committee's concerns around cumulative impact at the meeting.

## **Southwark Statement of Licensing Policy**

28. This premises is situated within the Bankside Borough and London Bridge strategic cultural area and there are no restrictions of opening hours for residents of the hotel under the Southwark Statement of Licensing Policy 2016 – 2020.
29. Council assembly approved Southwark's Statement of Licensing Policy 2016 - 20 on 25 November 2015. 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. To be read in conjunction with Appendix B to the policy.
  - 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.
30. 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.
31. Within the Southwark Statement of Licensing Policy 2016 – 2020 the following closing times are recommended as appropriate within this area for this categories of premises as follows:
- Closing times for restaurants and cafes are Sunday to Thursday at 00:00, and for Friday and Saturday at 01:00.
  - Closing times for public houses wine bars or other drinking establishments are Sunday to Thursday at 23:00 and for Friday and Saturday at 00:00.

### **Resource implications**

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

### **Consultations**

33. 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 exhibited outside of the premises for a period of 28 consecutive days.

## **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.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Law and Democracy**

35. The sub-committee is asked to determine the application for a premises licence under section 17 of the Licensing Act 2003.
36. The principles which sub-committee members must apply are set out below.

### **Principles for making the determination**

37. 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.
38. 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.
39. 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
    - 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**

40. 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.



41. The four licensing objectives are:
- The prevention of crime and disorder
  - Public safety
  - The prevention of nuisance
  - The protection of children from harm.
42. 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.
43. 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.
44. 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**

45. 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**

46. 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.
47. 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**

48. 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.
49. 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.
50. 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.
51. 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.
52. 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.
53. The sub-committee can only consider matters within the application that have been raised through representations from other persons and responsible authorities. Other persons must live in the vicinity of the premises. This will be decided on a case to case basis.

54. 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.
55. 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

56. 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 and Enforcement, 160 Tooley Street, London SE1 2QH	Kirty Read Tel: 020 7525 5748

### APPENDICES

Name	Title
Appendix A	Application for a premises licence
Appendix B	Representations from responsible authorities
Appendix C	Representation from other person
Appendix D	Map of the local area

## AUDIT TRAIL

<b>Lead Officer</b>	Deborah Collins, Strategic Director of Environment and Leisure	
<b>Report Author</b>	Dorcas Mills, Principal Licensing Officer	
<b>Version</b>	Final	
<b>Dated</b>	10 February 2017	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments sought</b>	<b>Comments included</b>
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	No	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	10 February 2017	