

<b>Item No.</b> 5.	<b>Classification:</b> Open	<b>Date:</b> 18 May 2017	<b>Meeting Name:</b> Licensing Sub-Committee
<b>Report title:</b>		Licensing Act 2003: Leadbelly's Bar & Kitchen, Unit C, Montreal House, Surrey Quays Road, London SE16 7AQ	
<b>Ward(s) or groups affected:</b>		Rotherhithe	
<b>From:</b>		Strategic Director of Environment and Social Regeneration	

## RECOMMENDATION

1. That the licensing sub-committee considers an application made by Paul Graham to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as: Leadbelly's Bar & Kitchen, Unit C, Montreal House, Surrey Quays Road, London SE16 7AQ.
2. Notes:
  - The application seeks to vary the premises licence held under current legislation in respect of the premises known as: Leadbelly's Bar & Kitchen, Unit C, Montreal House, Surrey Quays Road, London SE16 7AQ, 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 submitted by responsible authorities and / or other persons and is therefore referred to the sub-committee for determination.
  - Paragraphs 9 to 12 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 B. A map showing the location of the premises is attached as Appendix F.
  - Paragraphs 15 to 23 of this report deal with the representations submitted in respect of the application. Copies of the representations and related correspondence are attached in Appendices C and D.

## BACKGROUND INFORMATION

### The Licensing Act 2003

3. The Licensing Act 2003 received royal assent on 10 July 2003. The Act provides a licensing regime for:
  - The sale of and supply of alcohol
  - The provision of regulated entertainment
  - The provision of late night refreshment.
4. Within Southwark, this council wholly administers the licensing responsibility.

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 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 current premises licence**

8. The current premises licence in respect of the premises known as Leadbelly's Bar & Kitchen, Unit C, Montreal House, Surrey Quays Road, SE16 7AQ was issued on 27 September 2016 and allows the following licensable activities:
  - The sale of alcohol to be consumed on and off the premises, recorded music:
 

Sunday to Thursday	between 09:00 and 22:30
Friday and Saturday	between 09:00 and 23:30
  
  - Opening hours:
 

Sunday to Thursday	between 09:00 & 23:00
Friday and Saturday	between 09:00 & 00:00 (midnight).

A copy of the existing premises licence is attached as Appendix A.

### **The variation application**

9. On 23 February 2017 Paul Graham applied under section 34 of the Licensing Act 2003 to this council to vary the premises licence issued in respect of the premises known as Leadbelly's Bar & Kitchen, Unit C, Montreal House, Surrey Quays Road, London SE16 7AQ.

10. The application is summarised as follows:

- To amend the hours permitted for the sale of alcohol and provision of recorded music at the premises to:

Monday to Thursday	between 09:00 and 00:00
Friday and Saturday	between 09:00 and 01:00
Sunday	between 09:00 and 22:30

- To amend the opening hours permitted in respect of the premises to:

Monday to Thursday	between 09:00 and 00:30
Friday and Saturday	between 09:00 and 01:30
Sunday	between 09:00 and 23:00.

11. The premises licence application form provides the applicant's operating schedule. Part M sets out the proposed operational control measures in full, with reference to the four licensing objectives as stated in the Licensing Act 2003. Should an amended 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 included in the licence.

12. **N.B.** The application also states that the applicant wishes to allow late night refreshment until 23:00 on Monday to Saturday. This is to be ignored as late night refreshment hours commence at 23:00.

13. A copy of the application and related correspondence are attached to this report as Appendix B.

#### **Designated premises supervisor**

14. The designated premises supervisor (DPS) under the existing premises licence is Annmarie Barwick.

#### **Representations from responsible authorities**

15. Representations have been submitted by this council's public health director, environmental protection team and also by the Metropolitan Police Service.

16. The public health director's representation was submitted in respect of the prevention of crime and disorder, the prevention of public nuisance and the protection of public safety licensing objectives. The representation notes that the premises are in Canada Water Major town centre area and erroneously states that the hours sought in regards to the sale of alcohol align with what is recommended in this council's statement of licencing policy. The representation requests that a condition be imposed requiring that the sale of alcohol at the premises is ancillary to a meal.

**N.B.** This council's statement of licencing policy does not provide recommended hours in respect of licensable activities; it provides recommended hours in regards to closing times. The recommended closing times in the statement of licencing policy for restaurants and cafes in Canada Water major town centre area are Friday to Saturday 01:00 and Sunday to Thursday 00:00 (midnight) and for public houses, wine bars or other drinking establishments they are Friday to Saturday 00:00 hours and Sunday to Thursday 23:00.

17. The representation from the Metropolitan Police Service contends that the applicant has offered little in the way of additional control measures to counter the possible impact that the proposed extension of operating hours would have on the licensing objectives. The Metropolitan Police Service have not proposed any conditions and recommends that the application is refused.
18. The environmental protection team's representation was submitted in respect of the prevention of public nuisance licensing objective. The representation stated various proposed additional licence conditions. The applicant accepted the proposed conditions and the environmental protection team withdrew their representation.
19. Copies of the representations submitted by responsible authorities are attached as Appendix C
20. **N.B.** Please note that the representations from both the director of public health and the Metropolitan Police Service refer to the premises as Tasti. This is the premises name that the premises at Unit C, Montreal House, Surrey Quays Road, SE16 7AQ previously operated under. It can be confirmed that the premises at Unit C, Montreal House, Surrey Quays Road, London SE16 7AQ now operates under the name Leadbelly's Bar & Kitchen and that the director of public health and the Metropolitan Police Service's representations refer to the same premises.

#### **Representations from other persons**

21. Representations have been submitted two local ward councillors and one local resident.
22. The ward councillors both note that the premises are underneath a residential building and state that the proposed extension of operating hours would increase the possibility of noise nuisance and disturbance and are not suitable for a predominantly residential area. The representations request that the application is refused.
23. The local resident's representation objects to the application. The representation is concerned by the noise and nuisance implications of the proposed extension of operating hours. The representation also contends that the proposed extension of operating hours could affect local residents' ability to enjoy their homes and also present concerns in respect of anti-social behaviour.
24. Copies of the representations submitted by other persons are attached as Appendix D.

#### **Conciliation**

25. The applicant was sent copies of the representations and was advised to contact the responsible authorities and local ward councillors directly to facilitate conciliation of their representations. The applicant was also advised that they could reply to the local resident's representation via the licensing unit. Following communication between the applicant and the environmental protection Team the environmental protection team withdrew their representation. At this time all other representations remain outstanding and must be considered by the

licensing sub-committee. The licensing sub-committee will be informed of any further conciliation at the hearing to determine the application.

### **Operating history**

26. The current premises licence in respect of the premises was issued in 27 September 2016.
27. On 23 February 2017 Paul Graham applied under section 34 of the Licensing Act 2003 to this council to vary the premises licence issued in respect of the premises known as Leadbelly's Bar & Kitchen, Unit C, Montreal House, Surrey Quays Road, London SE16 7AQ.
28. No complaints have been received by the Licensing Unit in regards to the premises.
29. The premises have not yet been inspected by the Licensing Unit.
30. A list of all temporary event notices submitted in respect of the premises is attached in Appendix E.

### **Map**

31. A map of the area is attached to this report as Appendix F. The premises are identified at the centre of the map. The following premises are shown on the map and licensed as stated:

- **Canada Water Plaza, 21 Water Sports, Surrey Quays Road, SE16 7AR** licensed for:

Live music, recorded music, entertainment similar to live / recorded music, films performance of dance, plays: Monday to Saturday from 10:00 to 22:00 and Sunday from 11:00 to 22:00

- **Canada Water Library, 21 Canada Water Library, Surrey Quays Road, SE16 7AR** licensed for:

Live music, recorded music entertainment similar to live / recorded music, films performance of dance plays, sale by retail of alcohol: Monday to Sunday from 08:00 to 00:00

Late night refreshment: Monday to Sunday from 23:00 to 00:00

- **Sainsbury's, 30 & 32 Ontario Point Surrey Quays Road, SE16 7ED** licensed for:

The sale of alcohol: Monday to Sunday from 06:00 to 00:00

### **Southwark council statement of licensing policy**

32. Council assembly approved Southwark's statement of licensing policy 2016 - 2020 on 25 November 2015. The policy came into effect on 1 January 2016. 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.
33. 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.
34. The premises fall within Canada Water major town centre area. The statement of licensing policy recommends the following closing times in respect of the types of premises stated:
- **Restaurants and cafes**  
 Friday and Saturday: 01:00  
 Sunday to Thursday: 00:00
  - **Public houses, wine bars or other drinking establishments**  
 Friday and Saturday: 00:00  
 Sunday to Thursday: 23:00.

### **Resource implications**

35. A fee of £315.00 being the statutory fee payable for premises within non-domestic rateable value band C has been paid by the applicant company in respect of this application.

### **Consultation**

36. Consultation has been carried out in respect of 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 at the premises for a period of 28 consecutive days.

### **Community impact statement**

37. 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**

38. The sub-committee is asked to determine the application to vary the premises licence under Section 34 of the Licensing Act 2003.
39. The principles which sub-committee members must apply are set out below.

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

40. 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.
41. 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.
42. 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 other party or responsible authority
  - Have not been withdrawn
  - Are not, in the opinion of the relevant licensing authority, frivolous or vexatious.
43. 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**

44. The sub-committee's discretion is thus limited. It can only modify the conditions put forward by the applicant, or refuse the variation, 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.
45. The four licensing objectives are
  - The prevention of crime and disorder
  - Public safety
  - The prevention of nuisance
  - The protection of children from harm.
46. 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.
47. Conditions will not be necessary if they duplicate a statutory position. Conditions relating to late night refreshment and take away aspect of the licence 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.
48. The Licensing Act requires mandatory conditions in respect of supply of alcohol, the exhibition of films and in respect of door supervisors. The Licensing Act 2003 (Mandatory Licensing Conditions) Order 2003 introduced 3 new conditions in respect of irresponsible promotions, the oral dispensing of alcohol and free tap water. In October 2010 an additional 2 conditions will come into force – age verification policy and smaller measures for alcoholic drinks.
49. Members are also referred to the Home Office revised guidance on conditions.

## **Reasons**

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

## **Hearing procedures**

51. 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
52. This matter relates to the determination of an application to vary a premises licence under section 34 of the Licensing Act 2003. Regulation 26(1) (a) requires the sub-committee to make its determination at the conclusion of the hearing.

#### **The council's multiple roles and the role of the licensing sub-committee**

53. 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.
54. 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.
55. 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.
56. 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.

57. 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.
58. 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.
59. 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**

60. 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 of Finance and Governance**

61. 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**

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

## APPENDICES

Name	Title
Appendix A	Copy of the existing premises licence
Appendix B	Copies of the application
Appendix C	Copies of the representations submitted by the responsible authorities and related correspondence
Appendix D	Copies of the representations submitted by other persons
Appendix E	List of temporary event notices submitted in respect of the premises
Appendix F	Map of the local area

## AUDIT TRAIL

<b>Lead Officer</b>	Deborah Collins, Strategic Director of Environment and Social Regeneration	
<b>Report Author</b>	Wesley McArthur, Principal Licensing Officer	
<b>Version</b>	Final	
<b>Dated</b>	28 April 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	Yes	Yes
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>		5 May 2017