

Item No. 5.	Classification: Open	Date: 1 June 2017	Meeting Name: Licensing Sub-Committee
Report title:		Licensing Act 2003: Rock Island (Thomas A Becket), 320 - 322 Old Kent Road, London SE1 5UE	
Ward(s) or groups affected:		East Walworth	
From:		Strategic Director of Environment and Social Regeneration	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Mr Paul Anthony Scarborough to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as: Rock Island (Thomas A Becket) 320 - 322 Old Kent Road, London SE1 5UE.
2. Notes:
 - The application seeks to vary the premises licence held under current legislation in respect of the premises known as: Rock Island (Thomas A Becket) 320 - 322 Old Kent Road, London SE1 5UE, 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 outstanding representations submitted by local residents and is therefore referred to the sub-committee for determination.
 - Paragraph 8 of this report provides a summary of the existing premises licence. A copy of the existing premises licence is attached at Appendix A.
 - Paragraphs 9 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 B. A map showing the location of the premises is attached as Appendix H.
 - Paragraphs 13 to 21 of this report deal with the representations submitted in respect of the application. Copies of the representations for responsible authorities and local residents are attached in Appendices C and D.

BACKGROUND INFORMATION

The Licensing Act 2003

3. 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.
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 issued in respect of the premises known as the Rock Island (Thomas A Becket) 320 - 322 Old Kent Road, London SE1 5UE was issued on 27 February 2017 and allows the following licensable activities:
 - The sale of alcohol to be consumed on the premises:
Monday to Sunday from 11:00 to 23:30
 - The provision of late night refreshment (indoors):
Monday to Sunday from 23:00 to 23:30
 - Opening hours:
Monday to Sunday from 11:00 to 00:00 (midnight).

The variation application

9. On 4 March 2017 Mr Paul Anthony Scarborough 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 Rock Island (Thomas A Becket) 320 - 322 Old Kent Road, London SE1 5UE.
10. The application is summarised as follows:
 - The supply of alcohol for consumption on the premises:
 - Sunday to Thursday from 11:00 to 00:30 (the following day)
 - Friday and Saturday from 11:00 to 02:00 (the following day)

- The provision of late night refreshment (indoors):
 - Sunday to Thursday from 23:00 to 01:00 (the following day)
 - Friday and Saturday from 23:00 to 02:30 (the following day)
- The opening hours:
 - Sunday to Thursday from 07:00 to 01:00 (the following day)
 - Friday and Saturday from 07:00 to 02:30 (the following day)
- Removal of Condition 847:
 - That intoxicating liquor shall not be sold or supplied on the premises otherwise than to persons taking table meals and for consumption by such persons as an ancillary to their meal or awaiting to be seated within a designated waiting area with a maximum of 15 at any time.
- Amend the Condition 842 from:
 - That the premises have a maximum accommodation limit of 120 patrons made up of: 85 seated patrons and 15 waiting patrons inside the premises and also, 16 seated patrons outside the premises.

to:

 - That the premises have a maximum accommodation limit of 150 patrons and also, 25 seated patrons outside the premises.

11. A copy of the application is attached to this report as Appendix B.

Designated premises supervisor

12. The designated premises supervisor (DPS) under the existing premises licence is Ms Claire Joy Steele, holding a personal licence with the London Borough of Hackney.

Representations from responsible authorities

13. The Metropolitan Police have made a representation. The police raise concerns that the applicant's previously granted application was brought before the Southwark licensing sub-committee only on 30 January 2017. The conditions that the applicant has requested be removed/amended, were intentionally placed there as a result of considerable conciliation with the responsible authorities. The police believe that the hours applied for are excessive since these have been imposed by the sub-committee, yet the applicant failed to appeal this decision.
14. The police have concerns of the premises location in relation to residential properties. They believe that insufficient time has passed for the current licence holder to establish their ability to dutifully manage the premises and any associated historical issues.
15. The Southwark environmental protection team (EPT) have made a representation. The concerns raised are in relation to the proximity to residential addresses and the egress of noise. EPT point to the history of the premises and believe that the

application has not fully addressed the potential for reoccurrences of public nuisance. The overriding concern is that the removal of conditions will lead the venue to be run as a club.

16. Public health have also made a representation. They draw members' attention to the hours being outside of the Southwark licensing policy and the potential affect that may lead to alcohol-related harm. Further, that inadequate time has passed since the granting of the current premises licence.
17. The licensing authority (LA) have made representations. The LA draws members' attention to the fact that the venue has previously been run as a nightclub, which subsequently had its licence revoked in March 2015 following an expedited review submitted by the Metropolitan Police under serious crime and disorder. The current licence was granted with a view to the premises operating as a restaurant. The current applied hours fall significantly outside of the Southwark Licensing Policy. Since the current licence was granted, a subsequent inspection by the Licensing Authority found breaches of nine of the conditions applied by the Southwark licensing sub-committee, for which a written warning has been provided.
18. Copies of all the representations made by responsible authorities are available in Appendix C.

Representations from other persons

19. Representations have been received from nine residential addresses. These are available in Appendix D.
20. There are concerns regarding the times for the sales of alcohol being extended, the proximity of the premises to residential accommodation and the potential for noise egress as a result of licensable activities taking place.
21. The prevailing concern is a return to the premises being run as a nightclub and the associated anti-social behaviour. There are also complaints that since the granting of the current licence, there are ongoing issues with public nuisance emanating from the premises.

Conciliation

22. Copies of representations were provided to the applicant's agent on 4 May 2017. A response was received from the agent that they would like to arrange conciliation meetings with local residents on 17 May at 19:00 and 20 May at 16:00. These dates were duly provided to all objecting residents, as requested by the agent. Only one resident responded saying that they did not want to attend any conciliation meetings. The applicant's agent asked for an 'adjournment' until all parties had been met. As at least one party has informed the authority of a refusal to meet at all, the grounds to demand an adjournment may be insufficient. For a copy of this exchange of these emails, please see Appendix E.
23. At the point of publication of this report, the applicant had not addressed the concerns of the responsible authorities.

Operating history

24. On 5 August 2016 Paul Anthony Scarborough applied for a new premises licence in respect of this premises. The hours applied for were 11:00 until 02:00 the following

day each day of the week and for late night refreshment until 02:00 the following day each day of the week.

25. This application was met with representations from both responsible authorities and other persons. The application was withdrawn after discrepancies between the hours applied for and the hours advertised was noted.
26. On 13 September 2016 another application was made and met with similar objection, this application was also withdrawn as the plans submitted at a later stage did not comply with permissions sought.
27. On 15 November 2016 Paul Anthony Scarborough applied for the grant of a premises licence in respect of Rock Island, (Thomas A Becket), 320 - 322 Old Kent Road, SE1 5UE. The premises was described as a restaurant. The applicant was partnered up with the Rock Island Cyprus with the intention to turn the venue into a premises like *TGI Friday* or *Steak House*. This application received representations and went to a hearing of the Southwark licensing sub-committee on 30 January 2017. A copy of that decision notice is available in Appendix F.
28. On 9 February 2017, Paul Anthony Scarborough applied for a minor variation to the premises licence, describing the premises as a 'restaurant/pub'. The application was to remove a condition stating "...that intoxicating liquor shall not be sold or supplied on the premises otherwise than to persons taking table meals and for consumption by such persons as an ancillary to their meal or awaiting to be seated within a designated waiting area with a maximum of 15 at any time." This application was rejected by the licensing authority stating that a full variation would be required. In addition, a warning was given that the premises was advertising as a bar. A copy of this email is available in Appendix G.
29. The current premises licence in respect of the premises was issued on 27 February 2017.
30. On 4 March 2017 Mr Paul Anthony Scarborough applied to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as: Rock Island (Thomas A Becket) 320 - 322 Old Kent Road, London SE1 5UE.
31. On 11 March 2017 a visit was conducted at the premises by the licensing authority. Multiple breaches of the licence were discovered. This is detailed in the representation of the licensing authority as referred to in paragraph 15 and available in Appendix C.
32. No recent complaints have been received about the premises, with the exception of weekend noise egress referred to in a local resident's supplementary representation.

Map

33. A map of the area is attached to this report as Appendix H. There are a few licensed premises in the immediate vicinity:

Super Pizza – 292 Old Kent Road, London SE1 5UE

- The provision of late night refreshment (indoors):
 - Sunday to Thursday from 23:00 to 01:00 (the following day)
 - Friday and Saturday from 23:00 to 02:00 (the following day)

Tesco, 107 Dunton Road, London SE1 5HG

- The sale by retail of alcohol to be consumed off the premises:
 - Monday to Saturday from 07:00 to 23:00
 - Sunday from 10:00 to 22:30

Pizza Mania, 356 Old Kent Road, SE1 5AA

- The provision of late night refreshment (indoors):
 - Sunday to Thursday from 23:00 to 01:00 (the following day)
 - Friday and Saturday from 23:00 to 02:00 (the following day)

Lush Bar and Restaurant, 280 Old Kent Road, London SE1 5UE

- The sale by retail of alcohol to be consumed on the premises
 - Sunday to Wednesday from 12:00 to 23:30
 - Thursday from 12:00 to 00:00 (midnight)
 - Friday and Saturday from 12:00 to 01:30 (the following day)
- The provision of late night refreshment (indoors):
 - Sunday to Wednesday from 23:00 to 23:30
 - Thursday from 23:00 to 00:00 (midnight)
 - Friday and Saturday from 23:00 to 01:30 (the following day)
- The provision of regulated entertainment in the form of live music (indoors):
 - Monday to Sunday from 12:00 to 23:00
- The provision of regulated entertainment in the form of recorded music (indoors):
 - Sunday Wednesday from 12:00 to 23:30
 - Thursday from 12:00 to 00:00 (midnight)
 - Friday and Saturday from 12:00 to 01:30 (the following day).

Southwark council statement of licensing policy

34. 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.
35. 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.

Cumulative impact zone (CIZ)

36. The premises is not situated in a CIZ. The premises is situated in a residential area.
37. Under the Southwark Statement of Licensing policy 2016 - 2020 the following closing times are recommended as appropriate within this area for these categories of premises:
- Closing time for restaurants and cafes: Monday to Sunday 23:00
 - Closing time for public houses wine bars or other drinking establishments: Monday to Sunday 23:00.

Resource implications

38. A fee of £190.00 being the statutory fee payable for premises within non-domestic rateable value band A has been paid by the applicant company in respect of this application.

Consultation

39. 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 twice (there was an error on the initial advert; however, this was republished within the specified time period to the satisfaction of the licensing authority). A similar notice exhibited at the premises for a period of 28 consecutive

days. This was inspected by a licensing officer during the consultation period and found to be compliant.

Community impact statement

40. 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

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

Principles for making the determination

43. 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.
44. 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.
45. 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.
46. 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

47. 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.
48. The four licensing objectives are:
 - The prevention of crime and disorder
 - Public safety
 - The prevention of nuisance

- The protection of children from harm.
49. 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.
 50. 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.
 51. 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 three new conditions in respect of irresponsible promotions, the oral dispensing of alcohol and free tap water. In October 2010 an additional two conditions will come into force: age verification policy and smaller measures for alcoholic drinks.
 52. Members are also referred to the Home Office revised guidance on conditions.

Reasons

53. 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

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 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

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. 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.

62. 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

63. Members are required to have regard to the Home Office revised 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

64. 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 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	Copy of the application
Appendix C	Copies of representations from responsible authorities:
Appendix D	Copies of the representations (anonymised) submitted by local residents
Appendix E	Email exchange regarding attempted conciliation
Appendix F	Copy of Southwark sub-committee decision notice from 30 January 2017
Appendix G	Copy of email rejecting a minor variation
Appendix H	Map of the local area

AUDIT TRAIL

Lead Officer	Deborah Collins, Strategic Director of Environment and Social Regeneration	
Report Author	Andrew Heron, Principal Licensing Officer	
Version	Final	
Dated	10 May 2017	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	No	No
Date final report sent to Constitutional Team		18 May 2017