

Item No. 5.	Classification: Open	Date: 27 June 2018	Meeting Name: Licensing Sub-Committee
Report title:		Licensing Act 2003: Jose, 104 Bermondsey Street, London SE1 3UB	
Ward(s) or groups affected:		London Bridge and West Bermondsey	
From:		Strategic Director of Environment and Social Regeneration	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by TKPC2 Limited to fully vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as: Jose, 104 Bermondsey Street, London SE1 3UB.
2. Notes:
 - The application seeks to vary the premises licence held under current legislation in respect of the premises known as: Jose, 104 Bermondsey Street, London SE1 3UB, 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 7 of this report provides a summary of the existing premises licence. A copy of the existing premises licence is attached at Appendix A.
 - Paragraphs 8 to 10 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 E.
 - Paragraphs 13 to 16 of this report deal with the representation submitted in respect of the application (a copy of the representation is attached in Appendix C with further correspondence appended in Appendix 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.

Within Southwark, this council wholly administers the licensing responsibility.

4. The Act requires the licensing authority to carry out its functions under the Act with a view to promoting the four stated licensing objectives. These are:

- The prevention of crime and disorder
 - The promotion of public safety
 - The prevention of nuisance
 - The protection of children from harm.
5. In carrying out its licensing functions, a licensing authority must also have regard to:
- The Act itself
 - The guidance to the act issued under Section 182 of the Act
 - Secondary regulations issued under the Act
 - The licensing authority's own statement of licensing policy
 - The application, including the operating schedule submitted as part of the application
 - Relevant representations.
6. The premises licence application process involves the provision of all relevant information required under the Act to the licensing authority with copies provided by the applicant to the relevant responsible bodies under the Act. The application must also be advertised at the premises and in the local press. The responsible authorities and other 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

7. The current premises licence issued in respect of the premises known as Jose – 104 Bermondsey Street, London, SE1 3UB was issued on 10 November 2017 and allows the following licensable activities:
- The sale by retail of alcohol (on sales only):
 - Monday to Saturday from 12:00 to 22:30
 - Sunday from 12:00 to 22:00.
 - Opening hours:
 - Monday to Thursday from 12:00 to 23:00
 - Friday and Saturday from 09:00 to 23:00
 - Sunday from 10:00 to 23:00
 - A copy of the existing premises licence is attached as Appendix A.

The variation application

8. On 3 May 2018 TKPC2 Limited 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 Jose, 104 Bermondsey Street, London SE1 3UB.
9. The application for variation is described as follows:

- ‘The application proposes to authorise changes to the licence layout plan and add the provision of off sales to regularise the supply of alcohol in the external area shown on the appended plan. There are no proposed changes to the existing permitted hours or conditions already endorsed on the licence...’
- The application is to include off sales for take-away alcohol and also for the use of the external *area* immediately in front of the premises. The hours of licensable activities, opening hours and conditions of the operating schedule are to remain unchanged.

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

Designated premises supervisor

11. The current designated premises supervisor (DPS) under the existing premises licence is Arber I Dardani, who holds a personal licence with the London Borough of Hillingdon.

Representations from responsible authorities

12. No representations have been made by the responsible authorities.

Representations from other persons

13. One representation has been received by a local resident. The licensing authority believe the representation to be borderline in its validity, therefore it is referred to the licensing sub-committee for consideration. A copy of the representation is attached to this report as Appendix C.

14. The objector believes that the granting of the premises to be able to use the external area will add to exiting anti-social behaviour in the immediate vicinity, but have provided no supporting evidence to this effect. The objector has been written to multiple times in order to either resolve the representation or provide additional supporting documentation, but this has proved fruitless. The objector made it clear that there was an issue with refuse at the premises, but admits that this matter has since been resolved.

15. The objector believes that there is a ‘curfew’ in Bermondsey Street, requiring any premises with an external area to close the space by 21:00. The licensing authority have sought advice from Southwark highways licensing and found that no such curfew is in place. The objector has been advised to this point, and advised that the only formal advice from the council in relation to external areas is stated in the Southwark licensing policy 2016-2020:

- 224. Some simple management controls can be put into place which can significantly reduce the risk of nuisance caused to local residents by customers outside of licensed premises. Consideration should be given to placing controls on:
 - The hours of operation of any licensed external area, requiring customers to return back into the premises at a specific time. In residential areas it is suggested that a closing time no later than 22.00 is appropriate.

Conciliation

16. Copies of the original representation and subsequent communications have been provided to the applicant. The applicant wrote to the objector, via the licensing authority in order to address the concerns raised. The objector has been repeatedly offered opportunities to meet with the premises, but has not taken the offer. The objector has been offered multiple opportunities to strengthen their representation, but has failed to do so. The objector has already advised that they will not withdraw their representation; neither do they intend to attend the hearing. All communications between the licensing authority and the objector are available in Appendix D, in reverse chronological order.

Operating history

17. The original premises licence was granted 15 April 2011. It was varied in August 2018 only to extend the hours of on sale of alcohol on Sundays from 18:00 to the current 22:00. The designated premises supervisor (DPS) was varied in November 2017; otherwise the licence has remained unchanged.
18. No temporary event Notice have ever been applied for at the premises.
19. No complaints have ever been received by the licensing authority in relation to the premises.

Map

20. A map of the area is attached to this report as Appendix E. There are many licensed premises in the immediate vicinity:

Giddy Grocer, 80 Bermondsey Street, London SE1 3UD, licensed for:

- The sale by retail of alcohol (on sales):
 - Monday to Sunday from 11:00 to 23:00.
- The sale by retail of alcohol (off sales):
 - Monday to Sunday from 11:00 to 22:30.
- The provision of regulated entertainment in the form of recorded music (indoors):
 - Monday to Saturday from 07:00 to 23:00
 - Sunday from 08:00 to 23:00.

The Fashion and Textile Museum, 83 Bermondsey Street, London SE1 3XF, licensed for:

- The sale by retail of alcohol (on sales):
 - Monday to Sunday from 09:00 to 23:00.

- The provision of regulated entertainment in the form of live music, recorded music, performances of dance, plays, recorded music and films (all indoors):
 - Monday to Sunday from 09:00 to 23:00.

B Street Deli, 88 Bermondsey Street, London SE1 3UB, licensed for:

- The sale by retail of alcohol (on and off sales):
 - Monday to Sunday from 09:00 to 23:00.
- The provision of late night refreshment (indoors):
 - Monday to Sunday from 23:00 to 23:30.

Tee'z Mini Market, 92 Bermondsey Street, London SE1 3UB, licensed for:

- The sale by retail of alcohol (off sales only):
 - Monday to Saturday from 06:00 to 23:00
 - Sunday from 07:00 to 22:00.

The Woolpack, 98 Bermondsey Street, London SE1 3UB, licensed for:

- The sale by retail of alcohol (both on and off sales):
 - Monday to Wednesday from 11:00 to 23:00
 - Thursday from 11:00 to 23:30
 - Friday and Saturday from 11:00 to 00:00 (midnight)
 - Sunday from 11:00 to 22:30.
- The provision of late night refreshment (indoors):
 - Monday to Thursday from 23:00 to 23:30
 - Friday and Saturday from 23:00 to 00:00 (midnight).
- The provision of regulated entertainment in the form of live and recorded music (indoors):
 - Monday to Wednesday from 11:00 to 23:00
 - Thursday from 11:00 to 23:30
 - Friday and Saturday from 11:00 to 00:00 (midnight)
 - Sunday from 11:00 to 22:30.

The Garrison, 99-101 Bermondsey Street, London SE1 3XB, licensed for:

- The sale by retail of alcohol (on and off sales):
 - Monday to Thursday from 10:00 to 23:00
 - Friday and Saturday from 10:00 to 00:00 (midnight)
 - Sunday from 12:00 (midday) to 22:30.

- The provision of late night refreshment (indoors):
 - Monday to Thursday from 23:00 to 23:00
 - Friday and Saturday from 23:00 to 00:00 (midnight).

Devan News, 107 Bermondsey Street, London SE1 3XB, licensed for:

- The sale by retail of alcohol (off sales only):
 - Monday to Sunday from 06:00 to 23:00.

Casse Croute, 109 Bermondsey Street, London SE1 3XB, licensed for:

- The sale by retail of alcohol (off sales only):
 - Monday to Saturday from 12:00 (midday) to 22:30
 - Sunday from 12:00 (midday) to 18:00.

Franco Manca, 124 Bermondsey Street, London SE1 3TX, licensed for:

- The sale by retail of alcohol (both on and off sales):
 - Monday to Friday from 11:00 to 23:00
 - Friday and Saturday from 11:00 to 00:00 (midnight)
 - Sunday from 11:00 to 22:30.

Southwark council statement of licensing policy

21. 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 of 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.
22. 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)

23. The premises sits outside of a cumulative impact policy area but within a residential area.
24. 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 until 23:00.
 - Closing time for public houses, wine bars or other drinking establishments:
 - Monday to Sunday until 23:00.
 - Closing time for off licenses
 - Monday to Sunday until 23:00.

Resource implications

25. 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

26. 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

27. 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

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

Principles for making the determination

30. 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.
31. 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.
32. 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.
33. 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

34. 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.
35. The four licensing objectives are:
 - The prevention of crime and disorder
 - Public safety
 - The prevention of nuisance
 - The protection of children from harm.

36. 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.
37. 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.
38. 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 came into force: age verification policy and smaller measures for alcoholic drinks.
39. 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

40. 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

41. 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.
42. 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.

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

43. 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.
44. 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.
45. 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.
46. 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.
47. 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.
48. The sub-committee can only consider matters within the application that have been raised through representations from other persons and responsible authorities. Interested parties must live in the vicinity of the premises. This will be decided on a case to case basis.
49. 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.

50. 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

51. 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

52. 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	Copy of the representation (anonymised) submitted by the local resident
Appendix D	Copy of conciliatory communications
Appendix E	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	14 June 2018	
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
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