

Item No. 7.	Classification: Open	Date: 7 August 2018	Meeting Name: Licensing Sub-Committee
Report title:		Licensing Act 2003: Africa Centre Limited, (Event on Great Suffolk Street from Junction with Dolben Street Junction to Sturge Street Junction) London SE1 0BL	
Ward(s) or groups affected:		Borough & Bankside	
From:		Strategic Director of Environment and Social Regeneration	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by The Africa Centre Limited for a time-limited premises licence on 18 August 2018 to be granted under the Licensing Act 2003 in respect of the event (on Great Suffolk Street from the junction with the Dolben Street junction to the Sturge Street junction).
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 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 21 of this report deals with the representations received to the premises licence application and conciliations progress made. Copies of the relevant representations from responsible authorities, correspondence from conciliation process and the notice of decision from 15 August 2017 are attached as Appendices B, C & D.
 - d) Paragraph 22 deals with licensed premises within a 100 metre radius of the premises. A map of the area is attached as Appendix E.
 - 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 5 June 2018, The Africa Centre Limited applied to this council for the grant of a time-limited premises licence for an event to be held on 18 August 2018 in respect of Africa Centre Limited, (Event on Great Suffolk Street from Junction with Dolben Street Junction to Sturge Street Junction) London SE1 0BL. It will also utilise the 5–a side football pitch located at Moonracker point as a childrens area and family chill out zone. The activities will include two music stages playing amplified live music, a smaller youth dance stage along with a large selection of African foods, drinks and textiles for purchase by street vendors.
9. The application is summarised as follows: (submitted with amended hours)
 - Live music (indoors and outdoors)
Saturday from 13:00 to 22:00
 - Recorded music (indoors and outdoors)
Saturday from 13:00 to 22:00
 - Performance of dance (outdoors)
Saturday from 13:00 to 22:00
 - Entertainment of a like kind to the above
Saturday from 13:00 to 22:00

- Supply of alcohol (on the premises)
Saturday from 13:00 to 22:00
 - Operating hours of premises
Saturday from 13:00 to 22:00
10. The premises licence application form provides the applicant operating schedule. Parts E, F, G, H, 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

11. The proposed designated premises supervisor is Kojo Akuffo who has yet to obtain a personal licence.

Representations from responsible authorities

12. Representations were submitted by the Metropolitan Police Service, environmental protection team (EPT), licensing (as a responsible authority) and health and safety.
13. The Metropolitan Police Service representation states that they object to the application on the grounds that the applicant has not addressed the four licensing objectives, in particular the prevention of crime and disorder. The event map has little detail as to locations of alcohol sales and other stalls within the area. No detail regarding who will be selling alcohol, no dispersal policy, fire evacuation plan or designated premises supervisor (DPS). Due to the lack of detail provided they are reluctant to provide further comments or suggest the appropriate control measures.
14. The EPT representation raises large concerns with the regards to noise levels as the 2017 event gave rise to noise complaints. Noise team officers visited on 19t August 2017 and they spoke with the noise consultant on site who advised the noise officers that “they had breached the noise limit of 65dB several times during the event”. The noise consultant also advised the noise officer “that he thought the requirement for 65dB from nearest noise sensitive premises was almost unachievable due to the closeness to the stages.”. EPT therefore have serious noise concerns for this year’s event where music stages are again to be positioned very close to residential properties and no information with regards to noise is included in the application. In addition to this they want information on what the timescales are for set up and de-rigging of stages / event equipment. If done late at night and early in the morning then this too could lead to public noise nuisance. The EPT will review further information when submitted and, if agreeable, could conciliate the objection by way of agreeing conditions.
15. The licensing representation states that the premises sit in the Borough and Bankside cumulative impact policy area. The plan submitted with this application does not show where drinks will be available for purchase by street vendors shall be located. It is stated within this application that there could be between 5000 and 9999 persons attending this event. The operating schedule was completely inadequate for an event of this size as the applicant has failed to address any of the licensing objectives and due to the limited information provided. They requested that

an adequate operating schedule be provided which should include an event management plan with risk assessments. The necessary information has since been submitted and licensing proposed conditions which have now been agreed by the applicant and therefore their representation is withdrawn.

16. The health and safety representation makes reference is based on evidence obtained at a similar event delivered by this organisation on 19 August 2017 where the organisation failed to provide the coordination needed, They lack confidence that the organisation can provide a coordinated support team involving community wardens and police as well as volunteers, and believe these three elements will remain outside the managerial control of the applicant. The submitted paperwork seems to fail to address how the management would deal with public safety. Therefore they have concerns about the organisation's commitment and execution of their duties to carry out a full risk assessment and incorporate it into an event management plan. There is no clear information as to how the organisers are to handle crowd management. There has since been more information submitted, however this has not been satisfactory and therefore issues remain outstanding.
17. Copies of the representations are attached as Appendix B.

Representation from other persons

18. There are no representations from other persons.

Conciliation

19. The representations received were forwarded to the applicant. However there are still outstanding issues to be resolved. The correspondences relating to the process are attached as Appendix C. The licensing sub-committee will be updated on 7 August 2018.

Premises history and complaints

20. A time limited premises licence application was made last year for an event scheduled for 18 to 20 August 2017. Representations were made by responsible authorities. The application was therefore determined by the licensing sub committee on 15 August 2017. The notice of decision is attached as Appendix D.
21. There were two complaints on record from local resident with regards to loud music emanating from the street festival. Visiting officers noted that it was mostly coming from the stage facing or near Pocock Street which was very close to the residential block.

The local area

22. A map of the area is attached to this report as Appendix E. The premises is identified by a triangle at the centre of the map. For purposes of scale only the circle on the map has a 100 metre radius. The following licensed premises terminal hours are also shown on the map
 - Blackfriars Wine Bar, Rail Arch 80 Scoresby Road, London SE1 (Monday to Saturday from 10:00 to 23:00 and Sunday from 12:00 to 22:30)

- Union Street Café, 47-51 Great Suffolk Street, London SE1 (Monday to Thursday from 11:00 to 00:30, Friday and Saturday from 11:00 to 02:30 and Sunday from 11:00 to 00:00)
- White Hart, 22 Great Suffolk Street SE1 (Monday to Wednesday from 11:00 to 23:30, Thursday, Friday and Saturday from 11:00 to 00:30 and Sunday from 12:00 to 23:00)
- Mar I Terra, 14 Gambia Street, London SE1 (Monday to Saturday from 10:00 to 00:30 and Sunday from 12:00 to 00:00)
- Tesco stores, 15 Great Suffolk Street, London SE1 (Monday to Sunday from 07:00 to 23:00)
- Travelodge Southwark, (Hotel) 202-206 Union Street, London SE1 (24 hours)
- Local Express, Unit 2 202-206 Union Street, London SE1 (24 hours)
- Carlos Kitchen, 202 Union Street, London SE1 (Sunday to Thursday from 09:00 to 23:30 and Friday and Saturday from 09:00 to 00:00)
- Union Street Theatre, 229 Union Street, London SE1 (Monday to Sunday from 07:30 to 23:30)
- The Lord Nelson, 243 Union Street, London SE1 (Monday to Saturday from 10:00 to 23:00 and Sunday from 12:00 to 22:30)
- Blue Tree Kitchen, 164-180 Union Street, London SE1 (Monday to Sunday from 08:00 till 23:00).

Deregulation of entertainment

23. On 6 April 2015 entertainment became deregulated and as a result:
- Live unamplified music is deregulated between 08:00 and 23:00 on any premises.
 - Live amplified music is deregulated between 08:00 and 23:00 provided the audience does not exceed 500 people.
24. 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

25. 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.
26. 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.

27. The effect of this special policy is to create a presumption that applications for new premises licenses 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.
28. The applicant has been advised to address the committee's concerns around cumulative impact at the meeting.

Southwark statement of licensing policy

29. Within Southwark's statement of licensing policy, the premises are identified as being within a residential area. Relevant closing times recommended in the statement of licensing policy for licensed premises in residential areas are as follows:
 - Closing time for restaurants and cafes:
 - Sunday to Thursday is 00:00
 - Friday and Saturday is 01:00
 - Closing time for Public Houses Wine bars or other drinking establishments:
 - Sunday to Thursday is 23:00 hours
 - Friday and Saturday 00:00 hours.
30. 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.
 - 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
31. The purpose of Southwark's statement of licensing policy is to make clear to applicants what considerations will be taken into account when determining applications and should act as a guide to the sub-committee when considering the applications. However, the sub-committee must always consider each application on its own merits and allow exceptions to the normal policy where these are justified by the circumstances of the application.

Resource implications

32. A fee of £2,095.00 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.

Consultation

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. Interested parties 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 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

57. The head of community safety and enforcement has confirmed that the costs of this process are borne by the service.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Licensing Act 2003 Home Office Revised 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	Mrs Kirty Read Tel: 020 7525 5748

APPENDICES

Name	Title
Appendix A	Application premises licence
Appendix B	Representation from responsible authorities
Appendix C	Conciliation and withdrawal statements
Appendix D	Notice of Decision for hearing on 15/8/17
Appendix E	Map of local area

AUDIT TRAIL

Lead Officer	Deborah Collins, Strategic Director of Environment and Social Regeneration	
Report Author	Dorcas Mills, Principal Licensing Officer	
Version	Final	
Dated	26 July 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
Date final report sent to Constitutional Team	26 July 2018	