

<b>Item No.</b> 7.	<b>Classification:</b> Open	<b>Date:</b> 17 December 2018	<b>Meeting Name:</b> Licensing Sub-Committee
<b>Report Title:</b>		Licensing Act 2003: The Hoxton Southwark, 32-40 Blackfriars Road, London SE1 8PB	
<b>Ward(s) of group(s) affected:</b>		Borough and Bankside	
<b>From:</b>		Strategic Director of Environment and Leisure	

## RECOMMENDATION

1. That the licensing sub-committee considers an application made by The Hoxton (Southwark) Ltd for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as The Hoxton Southwark, 32-40 Blackfriars, London SE1 8PB.
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 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 A.
  - c) Paragraphs 11 to 17 of this report deal with the representations submitted and any further correspondence in respect of the application. Copies of the representations are attached as Appendices B and C.
  - d) Paragraph 21 deals with licensed premises within a 100 metre radius of the premises. A map of the area is attached as Appendix D.
  - e) A copy of the council's approved procedure for hearings of the sub-committee in relation to an application made under the Licensing Act 2003, along with a copy of the hearing regulations, has been circulated to all parties to the meeting.

## BACKGROUND INFORMATION

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 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 25 October 2018, The Hoxton (Southwark) Ltd applied to this council for the grant of a premises licence in respect of The Hoxton Southwark, 32-40 Blackfriars Road, London SE1 8PB. The premises is described as a boutique hotel with restaurant and bar areas, meeting rooms, co-working places, terraces and guestrooms. It will be open 24 hours for residents and their guests and persons attending private functions, however there will be restricted hours of 07:00 to 02:00 for members of the public. The application is summarised as follows:
- **Films (indoors & outdoors):**
    - Monday to Sunday 24 hours.
  - **Live Music (indoors & outdoors):**
    - Monday to Sunday from 07:00 to 02:00.
  - **Recorded Music (indoors & outdoors):**
    - Monday to Sunday from 07:00 to 02:00
    - 24 hours for residents and their guests.
  - **Late night refreshment (indoors & outdoors):**
    - Monday to Sunday from 23:00 to 05:00
    - 24 hours for residents and their guests.

- **Supply of alcohol (on & off the premises):**
    - Monday to Sunday from 07:00 to 02:00
    - 24 hours for residents and their guests.
  - **Operating hours:**
    - Monday to Sunday from 07:00 to 02:00
    - 24 hours for residents and their guests.
  - **Non standard timings:**
    - An additional hour to the terminal hour on the day that British Summertime commences (for members of the public).
    - From the end of permitted hours on New Years Eve to the start of permitted hours on New Years Day (for members of the public).
9. The premises licence application form provides the applicant's operating schedule. Parts B, E, F, I, J, K, L, and M of the operating schedule set out the proposed licensable activities, operating hours and operating control measures 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 the operating schedule will form the basis of conditions that will be attached to any licence granted subsequent to the application. A copy of the application is attached to this report in Appendix A.

#### **Designated premises supervisor**

10. The proposed designated premises supervisor is Simon Galic who has a personal licence issued by the London Borough of Lambeth.

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

11. There are representations from the environmental protection team (EPT), licensing as a responsible authority and public health.
12. The EPT representation raises concerns over public nuisance arising to neighbouring properties from all the late night licensable activities sought, including permitting the public onto the premises till 02:30 every night of the week. They also have queries as to why licensable activities for outside are sought. The EPT request that the hours sought are reduced to 22:00 in line with Southwark's licensing policy as an appropriate time for external areas to close, and is the case throughout SE1.
13. The Licensing representation states that this premises is situated within the Bankside, Borough and London Bridge strategic cultural area and also falls within the Borough and Bankside cumulative impact area. There are no restrictions of opening hours for residents of the hotel under the Southwark statement of licensing policy 2016 – 2020. They advise that the appropriate closing times for public houses, wine bars or other drinking establishments on Sunday to Thursday is 23:00 and for Friday and Saturday is 00:00. Therefore to promote the licensing objectives they ask the applicant to amend the closing times and licensable activities finish times when the premises is open to the public (who are not residents and their bona fide guests, or

those attending private functions) to be in line with what is stated in the Southwark statement of licensing policy.

14. Public health is concerned that the premises is located within the Borough and Bankside cumulative impact policy (CIP) area and it their opinion that the applicant has not adequately rebutted the presumption that this premises will add to the cumulative impact of alcohol harms in the local area. Borough and Bankside ward has a statistically higher number of licensed premises to residents compared to the Southwark average and is responsible for 16% of all alcohol-related ambulance call-outs in the borough.

### **Representations from other persons**

15. There is one representation from an other person who is a local ward councillor. They object on the ground that the premises is in the Borough and Bankside cumulative impact policy area. They advise that the application far exceeds the recommended hours of operation for licensed premises in Southwark and that the area already has a substantial supply of premises where alcohol can be purchased. They further add that increases in consumption of alcohol across the population are associated with increase in alcohol related harm.
16. The representation is attached as Appendix C.

### **Conciliation**

17. The representations were forwarded to the applicant's representative. The licensing sub-committee will be updated on 17 December 2018 of any developments.

### **Deregulation of entertainment**

18. 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 and recorded music are deregulated between 08:00 and 23:00 on licensed premises for an audience of up to 500 people.
  - Plays and the performance of dance are deregulated between 08:00 and 23:00 for an audience of up to 500 people.
  - Indoor sporting events are deregulated between 08:00 and 23:00 for an audience of up to 1000 people.
19. Live music and recorded music can become licensable in on-licensed premises if the licensing authority removes the effect of deregulation following a licence review ('licence review mechanism').
20. The showing of films has not been de-regulated.

### **Map of the local area**

21. A map of the area is attached to this report as Appendix D. 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:

- Taste Wine, Unit 1, 242 Blackfriars Road, London SE1: Sunday to Thursday until 23:00 and Friday and Saturday until 00.00) (issued 4 July 2016).
- Sama, Unit C, 242 Blackfriars Road, London SE1: Monday to Thursday until 00:00 and Friday to Sunday until 01.00) (issued 8 August 2016).
- Prince William Henry, 217 Blackfriars Road, London SE1: Sunday to Thursday until 00:30 and Friday and Saturday until 01.30) (issued 12 September 2005).
- Rose & Crown, 47 Colombo Street, London SE1: Monday to Sunday until 01:00 (issued December 2005).
- Ibis Hotel, 49 Blackfriars Road, London SE1: Monday to Sunday until 02:00 for activities (24 hours Hotel) (issued 18 September 2012).

### **Borough and Bankside cumulative impact policy area**

22. 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.
23. 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.
24. 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.
25. The applicant has been advised to address the committee's concerns around cumulative impact at the meeting.

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

26. 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.
27. 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.
28. 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:
- Restaurants and cafes:
    - Sunday to Thursday: 00:00
    - Friday and Saturday: 01:00.
  - Closing time for public houses, wine bars or other drinking establishments:
    - Sunday to Thursday: 23:00
    - Friday and Saturday: 00:00.

### **Resource implications**

29. A fee of £315.00 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**

30. 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 similar notices were exhibited outside of the premises for a period of 28 consecutive days.

### **Community impact statement**

31. 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**

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

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

34. 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.
35. 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.
36. 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**

37. 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.
38. The four licensing objectives are:
  - The prevention of crime and disorder
  - Public safety
  - The prevention of nuisance
  - The protection of children from harm.
39. 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.
40. 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.
41. 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**

42. 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**

43. 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.
44. 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**

45. 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.
46. 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.
47. 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.
48. 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.
49. 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.

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

50. 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.
51. 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

52. 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

53. 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	Application for a premises licence
Appendix B	Representations submitted by responsible authorities
Appendix C	Representation by other person
Appendix D	Map of local area

## AUDIT TRAIL

<b>Lead Officer</b>	Deborah Collins, Strategic Director of Environment and Leisure	
<b>Report Author</b>	Dorcas Mills, Principal Licensing Officer	
<b>Version</b>	Final	
<b>Dated</b>	7 December 2018	
<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
Date final report sent to Constitutional Team		7 December 2018