

Item No. 5.	Classification: Open	Date: 17 December 2020	Meeting Name: Licensing Sub-Committee
Report title:		Licensing Act 2003, Grafterboy Lounge, 332c Camberwell New Road, London SE5 0RW	
Ward(s) or groups affected:		Camberwell Green Ward	
From:		Strategic Director of Environment and Leisure	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Mr Cain Green and Mr Latyr Faye for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Grafterboy Lounge, 332c Camberwell New Road, London SE5 0RW.
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 13 of this report provides a summary of the application under consideration by the sub-committee. A copy of the full application is attached as Appendix A.
 - c) Paragraphs 14 to 22 of this report deal with the representations submitted in respect of the application. Copies of the representations submitted by the Responsible Authorities are attached to this report in Appendix B. A map showing the location of the premises is attached to this report as Appendix D.
 - d) 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 7 October 2020 Mr Cain Green and Mr Latyr Faye applied for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Grafterboy Lounge, 332c Camberwell New Road, London SE5 0RW.
9. The premises is described in the application as:
 - “A4 Premises. Main floor will allow Shisha smokers. 50% air coming into property.
Downstairs will have a vent in place, the lounge area for eating & dining. (Desserts and fast food)
Alcohol will be prepared downstairs.
Alcohol stock will be kept in storage room...”

10. The hours within the application are summarised as follows:

- The sale by retail of alcohol (both on and off sales)
 - Sunday to Thursday from 16:00 to 01:00
 - Friday from 14:00 to 02:00
 - Saturday from 16:00 to 02:00
- The provision of late night refreshment (indoors)
 - Sunday to Thursday from 23:00 to 01:00
 - Friday and Saturday from 23:00 to 02:00
- Opening hours
 - Sunday to Thursday from 16:00 to 01:00
 - Friday from 14:00 to 02:00
 - Saturday from 16:00 to 02:00.

11. The hours have since been amended through mediation with the licensing authority and are amended to:

- The sale by retail of alcohol (on sales only)
 - Sunday to Thursday from 16:00 to 22:30
 - Friday from 14:00 to 23:30
 - Saturday from 16:00 to 23:30
- The sale by retail of alcohol (off sales only)
 - Sunday to Thursday from 16:00 to 23:00
 - Friday from 14:00 to 00:00
 - Saturday from 16:00 to 00:00
- The provision of late night refreshment (indoors)
 - Friday and Saturday from 23:00 to 00:00
- Opening hours
 - Sunday to Thursday from 16:00 to 23:00
 - Friday from 14:00 to 00:00
 - Saturday from 16:00 to 00:00.

12. The designated premises supervisor (DPS) is to be Cain Green, one of the licence applicants. However, personal licence details are to be forthcoming.

13. The premises licence application form provides the applicant's operating schedule. Parts A, B, C, E, F, G, H, 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 part M of 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 and premises plans are attached to this report in Appendix A.

Representations from responsible authorities

14. Representations have been submitted by four responsible authorities, namely, the Metropolitan Police Service (licensing division), the council's environmental protection team, health and safety team and the licensing team in their role as responsible authority.
15. The police have withdrawn their representation further to the applicants agreeing to add the following conditions:
 - That a CCTV system be installed at the premises and be maintained in good working order and be continually recording at all times the premises are in use under the licence. The CCTV System must be capable of capturing a clear facial image of every person who enters the premises.
 - That all CCTV footage be kept for a period of 31 days and shall on request be made immediately available to officers of the police and the council.
 - That a member of staff should be on duty at all times the premises is open that is trained in the use of the CCTV and able to view and download images to a removable device on request of Police or council officer.
 - That all staff are trained in their responsibilities under the licensing act 2003 and training records to be kept and updated every 6 months and shall, upon request, be made immediately available to officers of the police and the council.
 - That customers shall use no outside area after 22.00h other than those who temporarily leave the premises to smoke a cigarette and No more than 5 people at one any time.
 - That all licensable activities shall cease 30 minutes prior to the terminal hour.

- That all alcohol off sales shall be sold in sealed containers for consumption away from the premises.
 - That the accommodation limit for the premises is 25 People (excluding staff).
 - That suitable notices shall be displayed requesting people to leave the premises in a quiet and orderly manner so as not to disturb local residents.
 - That details of the premises opening and closing will be clearly displayed upon the premises for the information of customers.
 - That a written dispersal policy shall be kept at the premises with the licence and be made available for inspection by authorised officers on request.
 - That all staff shall be trained in the use of the dispersal policy.
16. The licensing authority has also withdrawn their representation with the agreement of amendments to the operation schedule and the addition of conditions.
17. The licensing authority and the applicants agreed to the following amendments to the operating schedule as follows:
- Opening times on Sunday to Thursday shall cease at 23:00 and on Friday and Saturday shall cease at 00:00.
 - Late night refreshment (indoors) to be removed for Sunday to Thursday (as not required before 23:00) and to cease at 00:00 on Friday and Saturday.
 - Supply of alcohol (off the premises) on Sunday to Thursday to cease at 23:00 and on Friday and Saturday to cease at 00:00.
 - Supply of alcohol (on the premises) on Sunday to Thursday to cease at 22:30 and on Friday and Saturday to cease at 23:30 (this allows for half an hour drinking up time).
18. The licensing authority and the applicants also agreed that the following conditions shall be added to the operating schedule:
- That all 'off sales' of alcohol shall be provided in sealed containers and taken away from the premises.
 - That clear legible signage shall be prominently displayed where it can be easily seen and read, requesting that 'off sales' of alcohol are not be opened and consumed in the vicinity of the premises.

- The accommodation limit for the premises shall not exceed 25 persons (excluding staff).
 - That the written dispersal policy shall be kept at the premises with the licence and made available for inspection by authorised council officers or the police. All relevant staff shall be trained in the implementation of the dispersal policy.
19. The representation from the environmental protection team points to a flaw in the planning process, potential issues with noise egress and problems with the intention to use the premises as a shisha lounge. Correspondence has been exchanged, but concerns remain outstanding.
 20. The representation from the health and safety team is primarily concerned with the use of the premises for shisha being contrary to the Health Act.
 21. All representations are available in Appendix B. The representations for the police and licensing authority are conciliated (and full details given in Paragraphs 15 and 16). The outstanding representations from the environmental protection team and health and safety team are also available in Appendix B, including the exchange of dialogue.

Representations from other persons

22. No representations have been received from other persons.

Conciliation

23. As stated above, representation from the police and licensing authority have been conciliated, but those from the environmental protection team and the health and safety team remain outstanding.

Premises history

24. This is a new application, with no licensing history or complaints relating to the current applicant. There was a premises licence in place here previously, which had been to the Southwark licensing sub-committee on 29 September 2018. A copy of the notice of decision is attached, for information only, in Appendix C. The premises never opened and the licence was surrendered on 3 August 2020.

Deregulation of entertainment

25. 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 at 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.
26. 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').
27. The showing of films has not been de-regulated.

Business and Planning Act

28. The provisions in the Act temporarily modify the Licensing Act 2003 to provide an automatic extension to the terms of most premises licences which only permit the sale of alcohol for consumption on the premises to allow the sale of alcohol for consumption off the premises. This will make it easier for licensed premises to sell alcohol to customers for consumption off the premises in England and Wales, which will allow businesses to trade and maintain social distancing.

Map

29. A map of the local area is attached as Appendix D. While there are a significant number of licensed premises in the locality, there are a number of licensed premises in the immediate vicinity, namely:

Old Dispensary, 325 Camberwell New Road, London SE5 0TF:

- Provision of regulated entertainment in the form of recorded music:
 - Monday to Sunday from 09:00 to 00:30
- Late Night Refreshment:
 - Monday to Sunday from 23:00 to 00:30
- Sale by retail of alcohol both on and off sales:
 - Monday to Sunday from 09:00 to 00:30

Tesco Stores Limited, 316-322 Camberwell New Road, London SE5 0RW:

- Sale by retail of alcohol to be consumed off premises:
 - Monday to Sunday from 06:00 to 23:00
- Provision of late night refreshment:
 - Monday to Friday from 23:00 to 02:00
 - Saturday and Sunday from 23:00 to 03:00

UK Food and Wine, 338 Camberwell New Road, London SE5 0RW:

- Sale by retail of alcohol to be consumed off premises:
 - Monday to Sunday 00:00 to 00:00

Supersave Express, 350 Camberwell New Road, London SE5 0RW:

- Sale by retail of alcohol to be consumed off premises:
 - Monday to Sunday 08:00 to 01:00

Midnight Munchies, 332b Camberwell New Road, London SE5 0RW:

- Sale by retail of alcohol to be consumed on premises:
 - Monday to Sunday from 11:00 to 23:00
- Provision of late night refreshment - indoors and outdoors:
 - Sunday to Monday from 23:00 to 23:30
 - Friday and Saturday from 23:00 to 00:20.

Policy Implications

Camberwell cumulative impact zone

30. Council assembly approved the introduction of a special policy for Camberwell on the cumulative impact of a concentration of licensed premises (saturation/cumulative impact policy) on 5 November 2008. This application falls within the policy area.
31. 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.

32. The effect of this special policy is to create a presumption that applications for new premises licences 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.

Southwark Council statement of licensing policy

33. Council assembly approved Southwark's statement of licensing policy 2019 - 2021 on 27 March 2019. The policy came into effect on 28 March 2019. 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. To be read in conjunction with Appendix B to the policy.
 - 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.
34. 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.

35. Within Southwark's statement of licensing policy 2019 - 2021, the premises is situated in the Camberwell cumulative impact area. Under the Southwark statement of licensing policy 2019 - 2021 the following closing times are recommended as appropriate within this area for this categories of premises indicated below:

- Restaurants and cafes:
 - Sunday to Thursday: 23:00
 - Friday and Saturday: 00:00
- Public houses, wine bars and other drinking establishments:
 - Sunday to Thursday: 23:00
 - Friday and Saturday: 00:00.

Community Impact Statement

36. Each application is required by law to be considered upon its own individual merits with all relevant matters taken into account.

Resource implications

37. A fee of £190.00 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 B.

Consultation

38. 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

39. 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

40. The sub-committee is asked to determine the application for a premises licence under section 17 of the Licensing Act 2003.

41. The principles which sub-committee members must apply are set out below.

Principles for making the determination

42. The sub-committee is asked to determine the application for a premises licence under section 17 of the Licensing Act 2003.

43. The principles which sub-committee members must apply are set out below.

Principles for making the determination

44. 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.

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 interested 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:

- 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

47. 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.

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 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.

51. 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

52. 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

53. 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.

54. 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

55. 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.
56. 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.
57. 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.
58. 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.

59. 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.
60. 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.
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 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 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

No.	Title
Appendix A	Application for a premises licence and associated plans
Appendix B	Representations from responsible authorities,
Appendix C	Notice of Decision from 29 September 2018
Appendix D	Map of the locality

AUDIT TRAIL

Lead Officer	Caroline Bruce, Strategic Director of Environment and Leisure		
Report Author	Andrew Heron, Principal Licensing Officer		
Version	Final		
Dated	4 December 2020		
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			4 December 2020