

<b>Item No.</b> 6.	<b>Classification:</b> Open	<b>Date:</b> 25 January 2022	<b>Meeting Name:</b> Licensing Sub-Committee
<b>Report Title</b>		Licensing Act 2003: Umbrella Project, Basement, 1 Cathedral Street, London SE1 9DE	
<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 Umbrella Projects Limited for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Umbrella Project, Basement, 1 Cathedral Street, London SE1 9DE.
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 two responsible authorities and 16 other persons 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 24 of this report deal with the representations submitted in respect of the application. Copies of the representation submitted by the responsible authorities are attached to this report in Appendix B and copies of representations from other persons attached in Appendix C. 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

### The Licensing Act 2003

3. The Licensing Act 2003 provides a licensing regime for:
  - The sale of and supply of alcohol
  - The provision of regulated entertainment
  - The provision of late night refreshment.
4. Within Southwark, 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 November 2021, Umbrella Projects Limited applied for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Umbrella Project, Basement, 1 Cathedral Street, London SE1 9DE. The premises is described as a Bar.
  
9. The hours applied for are summarised as follows:
  - Live music (indoors)
    - Monday to Thursday 23:00 to 00:00
    - Friday and Saturday: 23:00 to 01:00
  
  - Recorded music (indoors)
    - Monday to Thursday 23:00 to 00:00
    - Friday and Saturday: 23:00 to 01:00
  
  - Late night refreshment (indoors)
    - Monday to Saturday: 23:00 to 00:00

- The sale by retail of alcohol (on the premises):
    - Monday to Thursday to 11:00 to 00:00
    - Friday and Saturday: 11:00 to 01:00
    - Sunday 11:00 to 22:30
  
  - Opening hours:
    - Monday to Thursday to 11:00 to 00:30
    - Friday and Saturday: 11:00 to 01:30
    - Sunday 11:00 to 23:00
  
  - Non standard hours:
    - The premises may remain open for all licensable activities from the terminal hour for those activities on New Year's Eve through to the commencement time for those activities on New Year's Day.
10. The designated premises supervisor is Andrew James who holds a personal licence issued by Hackney Council..
  
  11. The premises licence application form provides the applicant's operating schedule. Parts 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 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 plan is attached to this report in Appendix A.

### **Representations from responsible authorities**

12. Representations have been made by the Metropolitan Police Service and licensing (in their role as a responsible authority).
  
13. The police state that the premises falls within the cumulative impact area (CIA) for Borough and Bankside. Under the Southwark statement of licensing policy 2021 - 2026 the local CIA applies to night clubs, public houses and bars, restaurants and cafes, off-licences, supermarkets, convenience stores and similar premises.
  
14. The applicant appears not to have addressed the rebuttable presumption that new applications within the CIA will normally be refused or demonstrate that this new premises is unlikely to add to the existing cumulative impact.
  
15. To promote the prevention of crime and disorder and prevention of public nuisance licensing objectives they urge the applicant to consider bringing the opening times and the times permitted for licensable activities in line with those recommended by Southwark's statement of licensing policy.
  
16. The licensing representation is concerned that the premises is situated within the Bankside, Borough, London Bridge strategic cultural and Bankside and Borough district town centre area. They state that under the Southwark statement of licensing policy 2021 – 2026 the appropriate closing time for public houses, wine

- bars or other drinking establishments on Sunday to Thursday is 23:00 and on Friday and Saturday is 00:00.
17. The premises also falls within the cumulative impact area (CIA) for Borough and Bankside. Under the Southwark statement of licensing policy 2021 - 2026 the local CIA applies to night clubs, public houses and bars, restaurants and cafes, off-licences, supermarkets, convenience stores and similar premises
  18. The hours applied for within this application are in excess of that which recommended as appropriate within the licensing policy for a bar in this area. Therefore to promote the licensing objectives they also ask the applicant to consider bringing the opening hours applied for in line with that which is appropriate for a bar in this area in the licensing policy.
  19. Furthermore the area has a lot of residential properties and the application has not addressed the dispersal of patrons into the area and how the impact of patrons leaving the premises late at night could be reduced., Therefore licensing has requested for a dispersal policy to be added to the operating schedule.
  20. The representations are available in Appendix B.

### **Representations from other persons**

21. Representations have been received from 16 other persons, including a ward councillor. Their main concerns are that this premises is in the Borough and Bankside cumulative impact area. They state that despite the CIA being introduced some years ago many new bars and restaurants have been approved in this area. In the Borough Market area alone, at least 16 new restaurant licences have been approved this year.
22. The introduction of another bar into the centre of this area of activity is against the recommendations in the policy. This is a purely drinking establishment with no substantial food provided – there is not even a kitchen in the plans. A bar serves no other purpose than to provide alcohol and will lead to the issues identified in the policy, which specifically gives a presumption to refuse applications for bars.
23. The premises are embedded in the middle of a residential community: there is no way for the patrons to exit or arrive at the site except past the homes of many residents. The residents live so close to the premises that the voices of patrons would be audible inside their bedrooms, as would be the sound of their taxis, Ubers, mobile phone conversations, conversations while smoking and queueing outside.
24. The representations are available in Appendix C.

### **Conciliation**

25. All representations were sent to the applicant and at the point of publication of the report and await a response to concerns raised.

## Map

26. A map showing the location of the premises is attached to this report as Appendix D. The following are a list of licensed premises in the immediate vicinity of the application:

- The Trustees of Borough Market, 8 Borough Market, Southwark Street, London SE1 (Monday to Sunday until 00:00)
- Southwark Cathedral, Southwark Cathedral Montague Close, London SE1 (open hours and licensable activities finish at 23:00)
- The Market Hall, 16-26 Market Hall, Borough Market Southwark Street, London SE1 (Monday to Sunday until 00:00)
- Cafe Brood, 1-6 Green Dragon Court Bridge Arcade, London SE1 (Sunday until 20:00)
- Whiskey & Ginger, 2 Bridge Arcade, Green Dragon Court, London SE1 (Monday to Saturday until 23.00 and Sunday until 21.00)
- Applebee's, 5 Stoney Street, London SE1 (Monday to Saturday until 00:30 and Sun until 23:00)
- Wheatsheaf, 6 Stoney Street, London SE1 (Monday to Sunday until 00:30)
- El Pastor Ltd, 7a Stoney Street, London SE1 (Sunday to Thursday until 00:00 and Friday and Saturday until 01:00)
- The Rake, 14 Winchester Walk, London SE1 (Monday to Thursday until 00:30, Friday and Saturday until 01:30 and Sunday until 22:30)
- Franco Manca, 15 Winchester Walk, London SE1 (Monday to Sunday until 00:00)
- Hawksmoor, 16c Winchester Walk, London SE1 (Sunday to Thursday until 23:30 and Friday and Saturday until 00:00)
- Cannon & Cannon Fine Foods, Unit 4w Jubilee Place, Winchester Walk, London SE1 (Monday to Sunday until 23:00)
- Arabic. 3 Rochester Walk, London SE1 (Monday to Saturday until 23:30 and Sunday until 22:30)
- Rabot 1745, 2-4 Bedale St, London SE1 (Monday to Saturday until 02.00 and Sunday until 23:00)
- The Globe Tavern, 8 Bedale Street, London SE1 (Sunday to Thursday until 00:00 and Friday and Saturday until 00:30)

- Market Porter, 8 Stoney Street, London SE1 (Monday to Thursday until 00:30, Friday and Saturday until 02:00 and Sunday until 23:30)
- Oyster Bar, 11B Stoney Street, London SE1 (Monday to Sunday until 00:00)
- Bedales, 5 Bedale Street, London SE1 (Monday to Sunday until 00:00)
- Elliots, 12 Stoney Street, London SE1 (Monday to Sunday until 00:00)
- Feng Sushi, 13 Stoney Street, London SE1 (Monday to Saturday until 00:00 and Sunday until 22:30)
- Bao, 13 Stoney Street, London SE1 (Monday to Saturday until 00.30 and Sunday until 00.00)
- Pulia, 36a-36b Stoney Street, London SE1 (Monday to Sunday until 23:00)
- Black & Blue, 1-2 Rochester Way, London SE1 (Monday to Saturday until 01.30 and Sunday until 00.30)
- Fish! Borough Market, Cathedral St, London SE1 (Monday to Saturday until 01:00 and Sunday until 00:30)
- Bills Restaurant, Unit 1, Victors Wharf, Clink Street, London SE1 (Monday to Sunday until 23:30)
- Old Thameside Inn, Pickfords Wharf, Clink Street, London SE1 (Sunday to Wednesday until 00:30 and Thursday to Saturday until 01:30)
- Golden Hinde Ship, St Mary Overies Dock, Cathedral Street, London SE1 (Monday to Saturday until 01:30 and Sunday until 23:30)
- Unit 001, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 192, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 193, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 208, 1 Bank End SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 213, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 215, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 219, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)

- Unit 229, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 231, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 232, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit192a, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 205, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)
- Unit 207, 1 Bank End, London SE1 (Monday to Saturday until 00:00 and Sunday until 23:00)

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

27. Council assembly approved Southwark's statement of licensing policy 2021-2026 on 25 November 2020 and it came into effect on 1 January 2021.
28. 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.
29. 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 area (CIA)**

30. The premises is situated in the Bankside, Borough, London Bridge strategic cultural and Bankside and Borough district town centre and the Borough and Bankside CIA.
31. Under the Southwark statement of licensing policy 2021 - 2026 the following closing times are recommended as appropriate within this area for these categories of premises:
- Closing time for restaurants and cafes:
    - Sunday to Thursday to 00:00 (midnight)
    - Friday and Saturday to 01:00 (the following day)
  - Closing time for public houses, wine bars or other drinking establishments:
    - Sunday to Thursday to 23:00
    - Friday and Saturday to 00:00 (midnight)

### **Climate Change Implications**

32. Following council assembly on 14 July 2021, the council is committed to considering the climate change implications of any decisions.
33. Climate change is not a legal factor in the consideration of a grant of a premises license under the current licensing objectives, however members can make enquiries and request an agreement from applicants to promote the reduction of the impact of climate change that may be caused by the operation of the premises.
34. Examples of such an agreement may be:
- Not to use single use plastics, such as disposable plastic glasses, when selling alcohol at the premises.
  - Encourage patrons not to drive to venues by providing details of public transport on their webpages/tickets.
35. The council's climate change strategy is available at:

<https://www.southwark.gov.uk/assets/attach/48607/Climate-Change-Strategy-July-2021-.pdf>



## **Community, equalities (including socio-economic) and health impacts**

### **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.

### **Equalities (including socio-economic) impact statement**

37. This report does not result in a policy decision and each application is required to be considered upon its own individual merits with all relevant matters taken into account. In considering the recommendations of this report, due regard must be given to the public sector equality duty set out in section 149 of the Equality Act 2010. This requires the council to consider all individuals when carrying out its functions.
38. Importantly, the council must have due regard to the need to eliminate discrimination, harassment, victimisation, or other prohibited conduct; advance equality of opportunity and foster good relations between people with protected characteristics and those who do not. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The public sector equality duty also applies to marriage and civil partnership, but only in relation to the need to eliminate discrimination, harassment, victimisation, or other prohibited conduct.
39. The equalities impact statement for licensing decisions is contained within the Southwark statement of licensing Policy 2021 – 2026:  
<https://www.southwark.gov.uk/business/licences/business-premises/licensing/licensing-and-gambling-act-policy>.
40. The equalities impact assessment is available at:  
<https://moderngov.southwark.gov.uk/documents/s92016/Appendix%20F%20-%20Equalities%20Impact%20Assessment.pdf>

### **Health impact statement**

41. Health impacts cannot be considered by law when making decisions under the Licensing Act 2003.

### **Resource implications**

42. 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 B.

### **Consultation**

43. 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.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Law and Governance**

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

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

46. The sub-committee is asked to determine the application for a premises licence under Section 17 of the Licensing Act 2003.
47. The principles which sub-committee members must apply are set out below.
48. 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.
49. 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.
50. 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**

51. 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.

52. The four licensing objectives are:

- The prevention of crime and disorder
- Public safety
- The prevention of nuisance
- The protection of children from harm.

53. 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.

54. 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.

55. 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**

56. 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**

57. 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.
58. 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**

59. 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.
60. 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.
61. 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.
62. 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.
63. 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.

64. 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.
65. 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.
66. 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**

67. 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**

68. 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**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
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**

<b>Name</b>	<b>Title</b>
Appendix A	Application for a premises licence and plans
Appendix B	Representation submitted by responsible authorities
Appendix C	Representations submitted by other persons
Appendix D	Map of the locality

## AUDIT TRAIL

<b>Lead Officer</b>	Caroline Bruce, Strategic Director of Environment and Leisure		
<b>Report Author</b>	Dorcas Mills, Principal Licensing Officer		
<b>Version</b>	Final		
<b>Dated</b>	13 January 2022		
<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 Governance	Yes	Yes	
Strategic Director of Finance and Governance	Yes	Yes	
<b>Cabinet Member</b>	No	No	
<b>Date final report sent to Constitutional Team</b>			13 January 2022