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| Item No. 5. | Classification: Open | Date: 24 February 2022 | Meeting Name: Licensing Sub-Committee |
| Report Title | | Licensing Act 2003: Staffordshire Street Studios, 47 - 49 Staffordshire Street, Peckham, London SE15 5TJ | |
| Ward(s) of group(s) affected | | Peckham | |
| From | | Strategic Director of Environment and Leisure | |

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Staffordshire Street CIC for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Staffordshire Street Studios, 47 - 49 Staffordshire Street, Peckham, London SE15 5TJ
2. Notes:
 - a) This application is for a premises licence and has been submitted under Section 17 of the Licensing Act 2003. The application is subject to representations submitted by responsible authorities and by 'other persons' and is therefore referred to the licensing sub-committee for determination.
 - b) Paragraphs 8 to 12 of this report provide a summary of the application. Copies of the application and the floor plan submitted with the application are attached to this report as Appendix A
 - c) Paragraphs 13 to 22 of this report deal with the representations submitted in respect of the application. Copies of the representations are attached to this report in Appendices B and 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 23 December 2021 Staffordshire Street CIC applied to this council for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Staffordshire Street Studios, 47 - 49 Staffordshire Street, Peckham, London SE15 5TJ.

9. The hours applied for are summarised as follows:
 - Plays, films, performances of dance and anything similar to live or recorded music, (indoors):
 - Monday to Saturday: 10:00 to 23:00
 - Sunday: 10:00 to 22:30

 - The sale of alcohol to be consumed on the premises:
 - Monday to Saturday: 12:00 to 23:00
 - Sunday: 12:00 to 22:30

 - Opening hours:
 - Monday to Saturday: 09:00 to 23:30
 - Sunday: 09:00 to 23:00

10. The premises and intended operation of the premises is described in the application as follows:

“Staffordshire Street Studios is a beautiful contemporary art space in the heart of Peckham. The gallery boasts pristine white walls, wooden floorboards and a 3.4m high ceiling. Built in 1833 as a Methodist Hall the venue still retains some of its original features including the facade of the building and the six pillars that frame the space.

Since being developed as an art space, the gallery has been used for a variety of contemporary installations and exhibitions, working with young and emerging artists, giving them the space to explore and showcase their work.

The gallery is largely self-funding and relies on a calendar of events and activities throughout the year, which deliver the funding to facilitate their primary purpose as a gallery space.

To date they have delivered events including product launches, PR events, corporate meetings and filming to name just a few. Some of these have been run under Temporary Events Notices where alcohol has been sold, but many do not and will continue not to be licensed activities.

The premises also recently applied successfully for a licence to perform civil marriages and civil partnerships.

A premises licence is now sought to permit the applicant to have more flexibility in the nature of the events they can deliver, to generate the required income for the gallery to flourish.

Due to the nature and primary function of the premises, it is anticipated that a wide variety of events might be held, this would include those already mentioned as well as weddings, book launches, film screenings, private supper clubs, corporate & private events, alongside the exhibitions and openings.

Because of the beautiful structure and finish of the venue, the applicant will only choose to allow events by clients who will respect the space and who will comply with the measures to be put in place to protect the neighbours from any disturbance.

The flexibility offered by the granting of the premises licence would mean that a glass of wine could be offered at an exhibition launch, without having to apply for one of the limited TENs available each year, which might otherwise be saved for a different type of event.

The sale of alcohol in particular would only ever be sold in conjunction with a scheduled ‘event’ or ‘activity’ such as those already described. There would not be a public bar to which the general public could simply turn up on a day-to-day basis and purchase alcohol.

The full extent of the hours to which permitted activities are sought would not frequently be used, it is not intended that the sale of alcohol would take place on every day of the week. It is anticipated that the licence may be used on

average a few times a week, but that seasonal variations and the flexible nature of the premises, requires a premises licence which provides the holder with that flexibility.

A number of events have already been run at the premises under temporary events notices, without incident to date.

The applicant has given consideration to the location of the premises which falls on the very edge of the cumulative impact area for Peckham, by including nearly 30 conditions to mitigate concerns which may be raised in relation to the licensing objectives.”

11. The proposed designated premises supervisor of the premises is Mr. Robert Dumas.
12. Copies of the application and the floor plan submitted with the application are attached to this report as Appendix A.

Representations from responsible authorities

13. Representations have been submitted by this council's environmental protection team, this council's trading standards service and by this council's licensing responsible authority.
14. The environmental protection team's representation sought clarification of the application regarding the external area of the premises. On receiving the requested clarification, the environmental protection team withdrew their representation.
15. The trading standard service's representation suggested control measures, regarding the protection of children from harm licensing objective, which the trading standard service recommended become conditions of any licence issued in respect of the application. The applicant accepted the proposed conditions and the trading standard service withdrew their representation.
16. The licensing responsible authority's representation notes that the premises are located in the Peckham cumulative impact area and that the proposed closing times of the premises exceed those suggested for the premises in this council's statement of licensing policy.
17. The licensing responsible authority state that there is a presumption to refuse premises licence applications regarding premises within Cumulative Impact Areas if the premises are likely to add to the cumulative impact of licensed premises in those areas.
18. The licensing responsible authority contends that the applicant has not addressed cumulative impact sufficiently and recommends refusal of the application unless the applicant can sufficiently address cumulative impact. The licensing responsible authority request that the total number of people permitted at the premises at any one time (the 'accommodation limit') be provided and that the dispersal policy for the premises also be provided.
19. The licensing responsible authority suggests control measures relating to the accommodation limit and the dispersal policy that they recommend become

conditions of any licence issued in respect of the application. The licensing responsible authority suggests that the closing times of the premises be bought in line with those suggested in this council's statement of licensing policy.

20. Copies of the representations submitted by responsible authorities, and related correspondence, are attached to this report in appendix B.

Representations from other persons

21. Two representations were submitted by other persons (referred to as 'party 1' and 'party 2' elsewhere in this report). Both of the other persons are local residents. The representations contend that the premises is a quiet, highly residential area and are concerned that the proposed operation of the premises will give rise to anti-social behavior, nuisance and disorder in the locale. The representations contend that the current operation of the premises already gives rise to such problems which would be exacerbated should the application be granted.
22. Copies of the representations submitted by other persons are attached to this report in Appendix C.

Conciliation

23. All of the representations were sent to the applicant. Further to communication between the council's environmental protection team and the council's trading standards service and the applicant, the environmental protection team and trading standards service withdrew their representations.
24. The applicant provided a response, including a copy of the premises' dispersal policy to the council's licensing responsible authority, however at this time the licensing responsible authority's representation remains active and must be considered by the licensing sub-committee in its determination of the application.
25. The representations submitted by the other person's also remain active and must also be considered by the licensing sub-committee in its determination of the application.
26. The licensing sub-committee will be apprised as to any conciliation, whether partial or full, the licensing responsible authority and / or any of the other persons.

Premises licensing history

27. No permanent licensing authorisation, under current or prior legislation, is or has been held regarding the premises.
28. Details of temporary event notices served in served in respect of the premises are attached in Appendix D:

Map

29. A map showing the location of the premises is attached to this report as appendix E. The following licensed premises are also shown on the map and provide licensable activities as stated below:

Naifs, 56 Goldsmith Road, Peckham, London SE15 5TN licensed for:

- Recorded music:
 - Monday to Saturday: 07:00 to 23:00
 - Sunday: 08:00 to 23:00
- The sale of alcohol to be consumed on or off the premises:
 - Monday to Sunday: 11:00 to 22:40.

Southwark Council statement of licensing policy

30. Council assembly approved Southwark's statement of licensing policy 2021-2026 on 25 November 2020 and it came into effect on 1 January 2021.
31. 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.
32. 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)

33. The premises are situated in Peckham cumulative impact area. The premises are situated in a residential area.
34. Under the Southwark's statement of licensing policy 2021 - 2026 the following closing times are recommended as appropriate within this area for the categories of premises stated:
 - Event premises/ spaces where sale of alcohol is included in, and ancillary to, range of activities including meals, restaurants and cafes, public houses, wine bars, or other drinking establishments and bars in other types of premises
 - Monday to Sunday: 23:00.

Climate Change Implications

35. Following council assembly on 14 July 2021, the council is committed to considering the climate change implications of any decisions.
36. 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.
37. Examples of such agreements may be:
 - Not 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.
38. 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

39. 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

40. 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.

41. 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.
42. 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>.
43. The equalities impact assessment is available at:
<https://moderngov.southwark.gov.uk/documents/s92016/Appendix%20F%20-%20Equalities%20Impact%20Assessment.pdf>

Health impact statement

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

Resource implications

45. 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

46. 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

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

Principles for making the determination

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

50. The principles which sub-committee members must apply are set out below.
51. 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.
52. 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.
53. 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

54. 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.
55. The four licensing objectives are:
- The prevention of crime and disorder
 - Public safety
 - The prevention of nuisance
 - The protection of children from harm.

56. 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.
57. 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.
58. 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

59. 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

60. 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.

61. 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

62. 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.
63. 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.
64. 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.
65. 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.
66. 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.
67. 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.
68. 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.

69. 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

70. 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

71. 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 | Southwark Licensing, C/O | Mrs Kirty Read Tel: 020 7525 5748 |
| Home Office Revised Guidance to the Act | Community Safety and Enforcement, 160 Tooley Street, London SE1 2QH | |
| Secondary Regulations | | |
| Southwark statement of licensing policy | | |
| Case file | | |

APPENDICES

| Name | Title |
|------------|---|
| Appendix A | Application and the floor plan submitted with the application |
| Appendix B | Representations submitted by responsible authorities and related correspondence |
| Appendix C | Representations submitted by 'other persons' |
| Appendix D | Details of Temporary Event Notices served in respect of the premises |
| Appendix E | Map showing the location of the premises |

AUDIT TRAIL

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|---|---|--------------------------|
| Lead Officer | Caroline Bruce, Strategic Director of Environment and Leisure | |
| Report Author | Wesley McArthur, Principal Licensing Officer | |
| Version | Final | |
| Dated | 9 February 2022 | |
| Key Decision? | No | |
| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
| Officer Title | Comments sought | Comments included |
| Director of Law and Governance | Yes | Yes |
| Strategic Director of Finance and Governance | Yes | Yes |
| Cabinet Member | No | No |
| Date final report sent to Constitutional Team | 14 February 2022 | |