

<b>Item No.</b> 6.	<b>Classification:</b> Open	<b>Date:</b> 28 April 2022	<b>Meeting Name:</b> Licensing Sub-Committee
<b>Report Title</b>		Licensing Act 2003: Mingles, 1 Peckham Park Road, Peckham, London SE15 6TR	
<b>Ward(s) of group(s) affected</b>		Old Kent Road	
<b>From</b>		Strategic Director of Environment and Leisure	

## RECOMMENDATION

1. That the licensing sub-committee considers an application made by Mr.Rowland Hamilton to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as: Mingles, 1 Peckham Park Road, Peckham, London SE15 6TR.
2. Notes:
  - a) The application seeks to vary the premises licence held in respect of the premises known as: Mingles, 1 Peckham Park Road, Peckham, London, SE15 6TR, under section 34 of the Licensing Act 2003. Existing permitted licensable activities are not under consideration at this meeting. The variation application is subject to representations submitted by responsible authorities and 'other persons' and is therefore referred to the licensing sub-committee for determination.
  - b) Paragraphs 8 and 9 of this report provide a summary of the current premises licence issued in respect of the premises. A copy of the current premises is attached as Appendix A.
  - c) Paragraphs 10 to 13 of this report provide a summary of the application. A copy of the application is attached to this report as Appendix B.
  - d) Paragraphs 14 to 29 of this report deal with the representations submitted in respect of the application. Copies of the representations are attached to this report in Appendices C and D. A map showing the location of the premises is attached to this report as Appendix F.
  - e) A copy of the council's approved procedure for hearings of the sub-committee in relation to an application made under the Licensing Act 2003, along with a copy of the hearing regulations, has been circulated to all parties to the meeting.

## BACKGROUND INFORMATION

### The Licensing Act 2003

3. The Licensing Act 2003 provides a 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 current premises licence**

8. The current premises licence issued in respect of the premises known as the Mingles, 1 Peckham Park Road, Peckham, London, SE15 6TR was issued on 15 August 2017 and allows the following licensable activities:
  - The provision of recorded music and sale of alcohol to be consumed on the premises:
    - Sunday to Thursday: 10:00 - 22:30
    - Friday and Saturday: 10:00 - 23:30
  - The provision of late night refreshment (indoors):
    - Friday and Saturday: 23:00 - 23:30

- Opening hours:
  - Sunday to Thursday: 10:00 - 23:00
  - Friday and Saturday: 10:00 - 00:00

9. A copy of the existing premises licence is attached as Appendix A.

### **The variation application**

10. On 9 February 2022 Mr. Rowland Hamilton applied to this council to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as Mingles, 1 Peckham Park Road, Peckham, London SE15 6TR.

11. The application is summarised as follows:

- To allow for the 'off sale' of alcohol at the premises and to extend the finish times for the sale of alcohol and the provision of recorded music until the hours stated below:
  - Sunday to Thursday: 00:30
  - Friday and Saturday: 02:30

**N.B.** Regarding recorded music the application further states that: "Recorded music is provided for our customers to complement their dining experience and will continue to do so."

- To allow the provision of late night refreshment on Sunday to Thursday as per the hours stated below (in addition to Friday and Saturday as is already permitted) and to extend the finish times for late night refreshment on Friday and Saturday until the hours stated below:
  - Sunday to Thursday: 23:00 - 00:30
  - Friday and Saturday: 02:30

**N.B.** Regarding late night refreshment the application further states: "To provide late night refreshment for more days of the week than currently permitted as food sales are a large part of our business. We would like to add late night refreshment for consumption off the premises (outdoors) so that we can provide food deliveries."

- To extend the closing times of the premises as stated below:
  - Sunday to Thursday: 01:00
  - Friday and Saturday: 03:00
- Non-standard timings for Plays, films, live music, recorded music, performances of dance and anything similar to live or recorded music:

**N.B.** The application further states a season variation as follows: "For an additional one hour to negate the effect of the change to BST." (We assume that BST stands for British Summer Time).

12. The premises currently operate as a bar / restaurant.
13. A copy of the application is attached to this report as Appendix B.

### **Representations from responsible authorities**

14. Representations have been submitted by this council's environmental protection team, by this council's licensing service in its role as a responsible authority (referred to hereafter as the 'licensing responsible authority') and by the Metropolitan Police Service.
15. The environmental protection team's representation has been submitted in respect of the prevention of public nuisance licensing objective. The environmental protection team objects to the application. The environmental protection team authority notes that, according to this council's statement of licensing policy, the premises are located in a local centre / small shopping arcade\*. The environmental protection team states that the extension of closing times applied for seeks to allow closing times that exceed those recommended, in this council's statement of licensing policy, for licensed premises in a local centre / small shopping arcade.

**\*N.B.** According to Southwark Maps the premises are located in a residential area and not in a local centre or small shopping parade.

16. The environmental protection team states that there are residents living above the premises and that one resident who lives above the premises has made a complaint alleging that noise nuisance has arisen from the premises.
17. The environmental protection team recognises that the licensing regime and planning regime are separate, but note that the planning application granted in respect of the premises allows for the following operating hours:
  - 10:00 - 23:00 on Sunday to Thursday
  - 10:00 - 00:00 on Friday and Saturday
18. The environmental protection team contend that granting the variation as applied for will contradict another regulatory regime which looks at land use to ensure that it does not negatively affect people who live and work in the vicinity of the premises. The environmental protection team further contend that the current hours of use were recommended to mirror restrictions that were within Southwark Statement of Licencing Policy 2016 – 2020.
19. The licensing responsible authority's representation has been submitted in respect of the prevention of crime and disorder and the prevention of public nuisance licensing objectives.
20. The licensing responsible authority notes that the relevant section of the application refers to 'on sales' only, but that elsewhere in the application 'off sales' are referred to and that this matter requires clarification.
21. The licensing responsible authority notes that, according to this council's statement of licensing policy, the premises are located in a residential area. The licensing responsible authority states that the extension of closing times applied for seeks to allow closing times that exceed those recommended, in this council's statement of

licensing policy, for licensed premises in residential areas. The licensing responsible authority further notes that in the statement of licensing policy takeaways are not recommended for residential areas.

22. The licensing responsible authority states that this council's Noise and Nuisance Team have received two noise complaints from a local resident, that the applicant seeks to remove licence conditions without offering suitable replacements / alternatives, that the application does not offer any measures to promote the licensing objectives, that the applicant has not considered the impact of patrons arriving and leaving the area later at night upon residents and that no dispersal plan / policy has been provided. The licensing responsible authority recommends that the application be refused.
23. The Metropolitan Police Service notes that, according to this council's statement of licensing policy, the premises are located in a residential area. The Metropolitan Police Service states that the extension of closing times applied for seeks to allow closing times that exceed the those recommended, in this council's statement of licensing policy, for licensed premises in residential areas.
24. The Metropolitan Police Service notes that the relevant section of the application refers to 'on sales' only, but that elsewhere in the application 'off sales' are referred to and that this matter requires clarification.
25. Metropolitan Police Service states that the proposed variations to conditions 344, 345, 352, 353 and 369 are welcome, but that the proposed extension to operating hours applied for is excessive and that the application should therefore be refused.
26. Copies of the representations submitted by responsible authorities, and related correspondence, are attached to this report in appendix B.

### **Representations from other persons**

27. Representations have been submitted by four other persons. The other persons are three local ward councilors and one local tenant's and resident's association.
28. In summary, the other persons' representations contend that the proposed extension of operating hours at the premises is likely to give rise to significantly increased nuisance and anti-social behaviour in the locale late at night. It is also noted that there are many young families in the locale who will be negatively affected by the proposed late night operation of the premises. The other person's representations have been submitted with regard to all of the licensing objectives and all of the other persons object to the application.
29. Copies of the representations submitted by other persons are attached to this report in Appendix C.

### **Conciliation**

30. All of the representations were sent to the applicant. The applicant provided a reply to the responsible authorities and the local councilors. The applicant's reply outlined proposed amendments to the application offered by the applicant. A copy of the applicant's reply is attached at the end of appendix C. As no agreement was reached between the applicant and any party who had submitted a representation,

the proposed amendments outlined in the applicant's reply are not binding at this time.

31. At the time of the writing of this report all of the representations remain outstanding and so must be considered by the licensing sub-committee in their determination of the application.
32. The licensing sub-committee will be apprised as to any conciliation, whether partial or full, of any of the responsible authorities and / or other persons.

### **Premises licensing history**

33. On 15 August 2017 the current premises licence in respect of the premises was issued. Details of the licence are provided in paragraph 8 above.
34. Details of temporary event notices (TENs) submitted in respect of the premises are attached in appendix E.
35. No complaints have been received by the Licensing Unit in respect of the premises.

### **Map**

36. A map showing the location of the premises is attached to this report as appendix F.

#### **Classic News, 17 Peckham Park Road, London SE15 6TR licensed for:**

- Sale of alcohol to be consumed off the premises:
  - Monday to Sunday: 08:00 - 23:30.

#### **M & N Off-Licence, 20 Peckham Park Road, London SE15 6TW licensed for:**

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

#### **B & M Stores, 593-613 Old Kent Road, SE15 1LA licensed for:**

- Sale of alcohol to be consumed off the premises:
  - Monday to Sunday 08:00 - 22:00

#### **Enish (previously known as Talking Drum), 610 Old Kent Road, London SE15 1JB licensed for:**

- Sale of alcohol to be consumed on the premises and recorded music:
  - Sunday to Thursday: 12:00 - 23:30
  - Friday and Saturday: 12:00 - 00:00

- Late night refreshment:
  - Friday and Saturday: 23:00 - 01:00

**Mama Leah's, 660 Old Kent Road, London SE15 1JF** licensed for:

- Sale of alcohol to be consumed on the premises and recorded music:
  - Sunday to Thursday: 12:00 to 22:30
  - Friday and Saturday: 12:00 to 01:00
- Late night refreshment:
  - Friday and Saturday: 23:00 to 01:00
- Live music:
  - Friday and Saturday: 23:00 to 01:00

**Lickin' Fingers, 626b Old Kent Road, London SE15 1JB** licensed for:

- Sale of alcohol to be consumed on the premises:
  - Sunday to Thursday: 10:00 to 23:00
  - Friday and Saturday: 10:00 to 23:30
- Sale of alcohol to be consumed off the premises:
  - Sunday to Thursday: 10:00 to 23:30
  - Friday and Saturday: 10:00 to 00:30 the following day.
- Recorded music
  - Sunday to Thursday: 10:00 to 23:30
  - Friday and Saturday: 10:00 to 00:00 (midnight).
- Live music
  - Friday and Saturday: 23:00 to 00:00.

**Southwark Council statement of licensing policy**

37. Council assembly approved Southwark's statement of licensing policy 2021-2026 on 25 November 2020 and it came into effect on 1 January 2021.
38. 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.
39. 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)**

40. The premises are not situated in a cumulative impact area.
41. The premises are situated in a residential area.
42. Under the Southwark’s statement of licensing policy 2021 - 2026 the following closing times are recommended as appropriate within this residential areas for the categories of premises stated:

Restaurants, public houses, wine bars, or other drinking establishments and bars in other types of premises, event premises / spaces where sale of alcohol is included in, and ancillary to, range of activities including meals:

- Monday to Sunday: 23:00.

### **Climate Change Implications**

43. Following council assembly on 14 July 2021, the council is committed to considering the climate change implications of any decisions.

44. 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.
45. 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.
46. 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**

47. 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**

48. 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.
49. 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.
50. 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>.
51. The equalities impact assessment is available at:  
<https://moderngov.southwark.gov.uk/documents/s92016/Appendix%20F%20-%20Equalities%20Impact%20Assessment.pdf>

## **Health impact statement**

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

## **Resource implications**

53. 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**

54. 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**

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

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

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

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

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

59. 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.

60. 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.

61. 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**

62. 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.

63. The four licensing objectives are:

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

64. 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.

65. 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.

66. 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**

67. 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

68. 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.
69. 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

70. 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.
71. 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.

72. 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.
73. 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.
74. 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.
75. 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.
76. 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.
77. 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**

78. 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**

79. 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

Name	Title
Appendix A	Copy of the current premises licence issued in respect of the premises
Appendix B	Copy of the application
Appendix C	Copies of the representations submitted by responsible authorities, and related correspondence
Appendix D	Copies of the representations submitted by 'other persons', and related correspondence
Appendix E	Details of temporary event notices served in respect of the premises
Appendix F	Map showing the location of the premises

## AUDIT TRAIL

<b>Lead Officer</b>	Caroline Bruce, Strategic Director of Environment and Leisure	
<b>Report Author</b>	Wesley McArthur, Principal Licensing Officer	
<b>Version</b>	Final	
<b>Dated</b>	13 April 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>		19 April 2022