

<b>Item No.</b> 5.	<b>Classification:</b> Open	<b>Date:</b> 7 July 2010	<b>MEETING NAME</b> Licensing Sub-Committee
<b>Report title:</b>		Licensing Act 2003 – Raffaello Restaurant, 202 – 206 Union Street, London, SE1 0LH	
<b>Ward(s) or groups affected:</b>		Premises are within: Cathedrals	
<b>From:</b>		Strategic Director of Environment & Housing	

## RECOMMENDATION

1. That the licensing sub-committee considers an application made by Silver Grapes Limited to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as Raffaello, 202 – 206 Union Street, London, SE1 0LH
2. **Notes:**
  - *The application seeks to vary existing licensable activities held under current legislation in respect of the premises known as Raffaello Restaurant, 202 – 206 Union Street, London, SE1 0LH under Section 34 of the Licensing Act 2003. Existing permitted licensable activities are not the subject of representations and are not under consideration at this meeting. The variation application is subject to representations from interested parties and is therefore referred to the Sub-Committee for determination;*
  - *Paragraphs 12 to 15 of this report provide a summary of the application under consideration by the Sub-Committee. A copy of the application is attached to this report as appendix A.*
  - *Paragraphs 17 - 18 of this report deal with the representations submitted in regards to the application (copies of relevant representations are attached as appendices C, D & E).*

## BACKGROUND INFORMATION

### The Licensing Act 2003

3. The Licensing Act 2003 received royal assent on 10 July 2003. The Act provided a new licensing regime for the following activities:
  - The sale of and supply of alcohol
  - The provision of regulated entertainment
  - The provision of late night refreshment
4. Within Southwark, this council wholly administers the licensing responsibility.
5. The Act requires the licensing authority to carry out its functions 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; and
  - 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 Act provides licensing schemes for premises licences, club premises certificates, personal licences and temporary event notices.
8. In order to apply for a new premises licence or to vary an existing premises licence the applicant is required to provide all relevant information required to the licensing authority and to provide copies 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 interested parties 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**

9. The current licence in respect of the premises known as Raffaello Restaurant, 202 – 206 Union Street, London, SE1 0LH was issued on the 18<sup>th</sup> of August 2008-. It allows the following licensable activities.
  - Sale and Supply of alcohol to be consumed on & off the premises:  
Sunday - Thursday from 11.00 - 23.00;  
Friday and Saturday from 11.00 - 23.30
  - Late night refreshment:  
Friday and Saturday from 23.00 - 23.30
  - Regulated entertainment (films):  
Sunday - Thursday from 09.00 - 23.00;  
Friday and Saturday from 09.00 - 23.30
  - Opening hours of the premises:  
Sunday - Thursday from 09.00 - 23.30;  
Friday and Saturday from 09.00 - 00.00
10. A copy of the existing premises licence is attached as appendix B.

### **The variation application**

11. On the 6<sup>th</sup> of May 2010, Silver Grapes Ltd applied to this council to vary the existing premises licence issued in respect of the premises known as Raffaello Restaurant, 202 – 206 Union Street, London, SE1 0LH under section 34 of the Licensing Act 2003.

### **Details of the variation application**

12. The variation application is summarized as follows:
  - To extend the hours permitted for the sale / supply of alcohol:  
Monday – Sunday from 07.00 – 00.00
  - To extend the hours permitted for late night refreshment:  
Friday and Saturday from 23.30 - 00.00 and to allow the provision of late night refreshment Sunday – Thursday from 23.00 – 00.00

- To allow the provision of regulated entertainment:  
(live music) Monday - Sunday from 11.00 - 00.00;  
(recorded music) Monday - Sunday from 07.00 - 00.00;  
(performances of dance) Monday - Sunday from 12.00 - 00.00;  
(anything similar to live & recorded music and performances of dance) Monday - Sunday from 09.00 - 00.00;  
(provision of facilities for making music) Monday - Sunday from 17.00 - 00.00;  
(provision of facilities for dancing & anything similar) Monday - Sunday from 09.00 - 00.00
- Opening hours of the premises:  
Monday – Sunday from 07.00 – 00.30
- To remove condition 340.
- To allow all licensable activities to take place from the start of permitted hours New Years Eve until the end of permitted hours New Years Day.

13. A copy of the variation application is attached as appendix A to the report.
14. The variation application form provides the applicant's operating schedule. Parts E, F, G, H, I, J, K, L, M and O set out the proposed operating hours in full.
15. Part P of the variation application provides any additional steps that might be proposed by the applicant to promote the four licensing objectives as set out in the Licensing Act 2003. In the event that the sub-committee should approve the application any proposals stated here must become licence conditions.

#### **Designated premises supervisor**

16. The designated premises supervisor under the existing premises licence is Fabio Ottenga who holds a personal licence issued by Greenwich Council.

#### **Representations from interested parties**

17. Representations have been submitted by three local residents. The representations are concerned with the prevention of public nuisance, the prevention of crime and disorder, the protection of children from harm and the protection of public safety. The representations are attached to this report as appendices C - E.

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

18. No representations have been submitted by responsible authorities.

#### **Conciliation**

19. At the time of writing this report conciliation between the applicant and the objectors had not been attained.

#### **Borough & Bankside saturation policy**

20. Council assembly approved the introduction of a special policy for Borough and Bankside on the cumulative impact of a concentration of licensed premises (saturation policy) in March 2009.

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

### **Disability discrimination act**

24. The Southwark Disablement Association has not made comments regarding this application.

### **Operating History of the premises**

25. On the 18<sup>th</sup> of July 2008 Silver Grapes Limited applied to this council for a premises licence. Subsequent to the application a premises licence was duly issued on the 18<sup>th</sup> of August 2008.
26. On the 19<sup>th</sup> of December 2008 licensing officers conducted an inspection of the premises. At the time of the inspection the premises was found to be operating in full compliance with the premises licence issued in respect of the premises. A compliance letter was subsequently sent to the premises on the 22<sup>nd</sup> of December. A copy of the compliance letter is attached to this report as Appendix F.
27. On the 6<sup>th</sup> of May 2010, Silver Grapes Ltd applied to this council to vary the existing premises licence issued in respect of the premises known as Raffaello Restaurant, 202 – 206 Union Street, London, SE1 0LH under section 34 of the Licensing Act 2003.

### **The local area**

28. A map of the local area is attached as appendix G. The following licensed premises are also shown on the map:

<b>Premise Name</b>	<b>No</b>	<b>Street</b>	<b>Premise Type</b>	<b>Activities &amp; Times</b>
Mar i Terra	14	Gambia St	Restaurant	Late night refreshment, sale of alcohol on and off the premises – Monday to Saturday 10.00 – 00.30; Sunday 12.00 – 00.00
Local Express	Unit 2, 202-206	Union St	Off licence	Sale of alcohol off the premises – open 24hrs
Travelodge	202-206	Union St	Hotel	Late night refreshment, sale of alcohol on and off the premises – open 24 hrs
Union Theatre	204	Union St	Theatre	Plays, sale of alcohol on the premises – Monday to Saturday 09.00 – 23.00, Sunday 09.00 – 22.30
Lord Nelson	243	Union St	Public House	Sale of alcohol on & off the premises – Monday to Saturday 10.00 – 23.00; Sunday 12.00 – 22.30
Union Jack	225	Union St	Public House	Music, dancing, films, indoor sporting events, late night refreshment, sale of alcohol on and

				off the premises – Monday to Saturday 08.00 – 01.30; Sunday 10.00 – 00.30
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### **Southwark council Statement of Licensing Policy**

29. Council assembly approved the Southwark Statement of Licensing Policy on 4 November 2009. Sections of the statement that are considered to be of particular relevance to this application are
- Section 3 which sets out the purpose and scope of the policy and reinforces the four licensing objectives;
  - Section 5 which sets out the council’s approach with regard to the imposition of conditions including mandatory conditions to be attached to the licence;
  - Section 6 details other relevant council and government policies, strategies, responsibilities and guidance, including the relevant articles under the Human Rights Act 1998;
  - Section 7 provides general guidance on dealing with crime and disorder and deals with licensing hours, as well as relating to cumulative effect and saturation policies;
  - Section 8 provides general guidance on ensuring public safety including safe capacities;
  - Section 9 provides general guidance on the prevention of nuisance
  - Section 10 provides general guidance on the protection of children from harm.
30. 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.

### **RESOURCE IMPLICATIONS**

31. A fee of £190.00 has been paid by the applicant in respect of this application being the statutory fee payable for a premises within non-domestic rateable value band B.

### **CONSULTATIONS**

32. Consultation has been carried out on this application in accordance with the provisions of the Licensing Act 2003. A public notice was placed in a local news and a similar notice exhibited outside of the premises.

### **COMMUNITY IMPACT STATEMENT**

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

### **SUPPLEMENTARY ADVICE FROM THE STRATEGIC DIRECTOR OF COMMUNITIES, LAW & GOVERNANCE**

34. The sub-committee is asked to determine the application for a variation of a converted premises licence.
35. The requirement is to give all parties a fair, unbiased hearing.
36. The sub-committee can only consider matters within the application that have been raised through representations from interested parties and responsible authorities.

Interested parties must live in the vicinity of the premises. This will be decided on a case-by-case basis.

37. 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 and crime and disorder in the borough.
38. Interested parties, 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 day on which the applicant was notified by the licensing authority of the decision to be appealed against.
39. The principles that sub-committee members must apply are set out below.

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

40. Section 35 of the Licensing Act 2003 sets out the licensing authority's powers and duties in considering the determination of an application for variation.
41. The general principle is that applications for variation 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.
42. 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.
43. 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
  - Add to, omit, and/or alter the conditions of the licence or,
  - Reject the whole or part of the application for variation

### **Conditions**

44. The sub-committee's discretion is thus limited. It can only modify the conditions put forward by the applicant, or refuse the variation, 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.
45. The four licensing objectives are
  - The prevention of crime and disorder;
  - Public safety;
  - The prevention of nuisance; and
  - The protection of children from harm.

46. 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.
47. Conditions will not be necessary if they duplicate a statutory position. Conditions relating to late night refreshment and take away aspect of the licence 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.
48. The Licensing Act requires mandatory conditions in respect of supply of alcohol, the exhibition of films, in respect of door supervisors, irresponsible drinks promotions, alcohol dispensing, free tap water and minimum measures.
49. Members are also referred to the DCMS guidance on conditions, specifically section 7, and Annexes D, E, F and G.

### **Reasons**

50. If the Sub-Committee determines that it is necessary to modify the conditions, or to refuse the application for variation, it must give reasons for its decision.

### **Hearing Procedures**

51. 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.
52. As this matter relates to the determination of an application to vary under section 34 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**

53. 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.
54. 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.
55. 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.
56. 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.
57. Members will be aware of the council's Code of Conduct that 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.

## **Guidance**

58. Members are required to have regard to the DCMS 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.



## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Licensing Act 2003 DCMS Guidance Secondary Regulations Statement of Licensing Policy Various papers from the premises file.	The Chaplin Centre, Thurlow Street, SE17 2DG	Kirty Read at the Chaplin Centre Telephone 0207 525 5748

## APPENDICES

No.	Title
Appendix A	Copy of the variation application
Appendix B	Copy of the existing premises licence
Appendix C	Copy of a representation from an interested party
Appendix D	Copy of a representation from an interested party
Appendix E	Copy of a representation from an interested party
Appendix F	Copy of compliance letter sent to licensee
Appendix G	Copy of local area map
Appendix H	Interested party details (on closed agenda)

## AUDIT TRAIL

Lead Officer	Gill Davies, Strategic Director of Environment & Housing	
Report Author	Wesley McArthur, Licensing Enforcement Officer	
Version	Final	
Dated	28 June 2010	
Key Decision?	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law and Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team	28 June 2010	