

Item No. 6.	Classification: Open	Date: 9 March 2023	Meeting Name: Licensing Sub-Committee
Report Title		Licensing Act 2003: Long Lane Food & Wine Store, 160-162 Long Lane, London SE1 4BS	
Ward(s) of group(s) affected		Chaucer	
From		Strategic Director of Environment, Neighbourhoods and Growth	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Olufemi Williams and Taiwo Olanrewaju vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as Long Lane Food & Wine Store, 160-162 Long Lane, London SE1 4BS.
2. Notes:
 - a) The application seeks to vary the premises licence held in respect of the premises known as the Long Lane Food & Wine Store, 160-162 Long Lane, London SE1 4BS 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 2 responsible authorities and 3 'other persons' and is therefore referred to the licensing sub-committee for determination.
 - b) Paragraph 8 of this report provides a summary of the current premises licence issued in respect of the premises. A copy of the current premises licence is attached as Appendix A.
 - c) Paragraphs 12 to 17 of this report provide a summary of the application. A copy of the application is attached to this report as Appendix B.
 - d) Paragraphs 18 to 28 of this report deal with the representations submitted in respect of the application. Copies of the representations are attached to this report as Appendices C and D. A map showing the location of the premises is attached to this report as Appendix E.
 - 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 procedure, 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 version of the premises licence issued in respect of the premises known as the Long Lane Food & Wine Store, 160-162 Long Lane, London SE1 4BS was issued on 11 May 2018 and allows the following licensable activities:

- **The sale of alcohol to be consumed off the premises:**
 - Monday to Saturday: 08:00 to 23:00
 - Sunday: 10:30 to 22:30
 - **Opening hours:**
 - No opening hours specified.
9. The designated premises supervisor is Taiwo Olarenwaju
10. A copy of the existing premises licence is attached as Appendix A.
11. The premises is currently a small convenience store.

The variation application

12. On 9 February 2023 Olufemi Williams and Taiwo Olanrewaju applied to this council to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as Long Lane Food & Wine Store, 160-162 Long Lane, London SE1 4BS.
13. The application is summarised as a variation of the premises licence operate as a bar and kitchen with tables which will seat approximately 30 people for the consumption of food and alcohol on the premises.
14. The proposed licensable activities are:
- **Late night refreshment – indoors:**
 - Monday to Saturday: 23:00 to 02:00
 - Sunday: 23:00 to 00:00
 - **Recorded music – indoors:**
 - Monday to Sunday: 11:00 to 02:00
 - Sunday: 11:00 to 00:00

Note – no licence is required for recorded music indoors between 08:00 and 23:00 hours where the maximum accommodation is under 500 persons.

- **The sale of alcohol to be consumed on the premises:**
 - Monday to Sunday: 12:00 to 01:30
 - Sunday: 12:00 to 23:00
- The application proposes to remove the sale of alcohol for consumption off the premises.

- **Opening hours:**
 - Monday to Sunday: 11:00 to 02:00
 - Sunday: 11:00 to 00:00

15. The application offers a limited number of new conditions within the operating schedule, however some of the conditions proposed are vague and unenforceable.
16. The application also proposes to change the plans of the premises to accommodate the proposed activities.
17. A copy of the application is attached to this report as Appendix B.

Representations from responsible authorities

18. A representation was submitted by the Metropolitan Police Service. The police representations states that the venue is situated in a residential area and the applicant has provided minimal description in its schedule of how it will operate.
19. They state applicant has provided some control measures to address the licensing objectives however these are minimal and in their current format we cannot comment on the suitability without further information.
20. The police conclude that they object to the granting of the Premises Licence in its current format as the applicant has not addressed the licensing objectives suitably in particular prevention of crime and disorder for such late hours.
21. The trading standards service produced a simple caution issued to one of the licence holder, who is also the DPS, for offences in 2018 relating to the sale of smuggled goods and also list enforceable conditions that were placed on the licence as a result.
22. Trading standards ask the Sub-Committee to note that this application is seeking a 2am closing time for what appears to be a bar with bi-folding doors which would open straight onto the street. They also state that the premises is in a residential area and the premises is on a small parade of shops surrounded by flats and the Southwark statement of licensing policy gives the closing time of 23:00 daily for restaurants and cafes, public houses, wine bars or other drinking establishments in a residential area.
23. Trading standards as a responsible authority are asking the licensing sub-committee to cut the hours back to the hours as stated in the Southwark statement of licensing policy for a residential area.
24. A copy of the representations submitted by the responsible authorities are attached as Appendix C.

Representations from other persons

25. Other person 1 raises concerns that a late night bar at this location is wholly unsuitable due to the high number of residential properties surrounding it. They raise concerns that it will become a public nuisance and disturb local dwellers. They live on Kipling Estate and state Weston Street is a thoroughfare to London Bridge for late night revellers on occasion. This premises could cause an increase in anti-social behaviour from shouting to screaming and fighting. Also the resident works late on occasion and would fear for personal safety walking home.
26. Other person 2 objects to a 02:00 closing time during the week. They are of the view that this is liable to cause noise nuisance in a residential area. They state there are no other late licences in the immediate area and many people live in close proximity to the proposed late night bar. Customers leaving the premises after drinking are likely to cause noise nuisance to those sleeping. The quickest route to the tube is through the very quiet residential estate where their flat is located, risking disorder and nuisance. They suggest 23:00 as a suitable close time for a bar in a very residential area, especially during the week.
27. Other person 3 objects to the licence application as the area is very residential and not suitable for a 02:00 licence as a late night venue there is very likely to disturb residents who live extremely close to the premises. They state that the premises could also disturb residents who live further away as there are dwellings with many floors with no sound barrier between the venue and their properties.
28. Copies of the representations submitted by the other persons are attached to this report as Appendix D.

Conciliation

29. The representations have been sent to the applicant, at the time of writing there has not been any conciliation on the concerns raised.

Premises licensing history

30. The original premises licence in respect of the premises was issued to the current applicants on 02 October 2005.
31. On 26 April 2018 a minor variation was applied for to add a series of conditions requested by Trading Standards following enforcement action for the storage and sale of smuggled goods.
32. Licensing officers inspected the premises on the following occasions:
33. On 17 September 2008 the premises licence was found not to be on the premises and the licence summary was not displayed. A warning letter was sent and the issues were found to be rectified on revisit in November 2018.
34. On 26 January 2010 the premises was found to be compliant with the premises licence.

35. On 29 September 2010 the premises was found to be compliant with the premises licence.
36. On 5 May 2011 the premises licence was found not to be available on the premises. A warning was given and the premises licence was replaced by revisit in August 2011.
37. On 29 June 2012 the premises was found to be compliant with the premises licence.
38. On 5 June 2018 a licensing officer inspected the premises and found that the CCTV was not operating correctly. A warning letter was sent regarding the breach of condition 289.

Map

39. A map showing the location of the premises is attached to this report as Appendix E. The following premises are also shown on the map and are permitted to provide similar licensable activities to the application as stated:

The Old School Yard 109 Long Lane, London SE1 4PH

- Live music, recorded music, indoor sports, films – indoors:
 - Monday to Thursday: 10:00 to 00:00
 - Friday and Saturday: 10:00 to 00:30
 - Sunday: 12:00 to 00:00
- Late night refreshment – indoors:
 - Monday to Thursday: 10:00 to 00:00
 - Friday and Saturday: 10:00 to 00:30
 - Sunday: 12:00 to 00:00
- Sale by retail of alcohol to be consumed on and off the premises:
 - Monday to Thursday: 10:00 to 00:00
 - Friday and Saturday: 10:00 to 00:30
 - Sunday: 12:00 to 00:00
- Opening hours:
 - Monday to Thursday: 10:00 to 00:30
 - Friday and Saturday: 10:00 to 01:00
 - Sunday: 12:00 to 00:30

The Leather Exchange, 15 Leathermarket Street, London SE1 3HN

- Live music – indoors:
 - Monday to Sunday: 10:00 to 01:00
- Late night refreshment – indoors:
 - Monday to Sunday: 23:00 to 01:00
- Sale by retail of alcohol to be consumed on and off the premises:
 - Sunday: 10:00 to 01:00
- Opening hours:
 - Sunday: 10:00 to 01:30

Southwark Council statement of licensing policy

40. Council assembly approved Southwark's statement of licensing policy 2021-2026 on 25 November 2020 and came into effect on 1 January 2021.
41. 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.
42. 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.
43. Members should take into consideration both the Southwark statement of licensing policy and the Section 182 Guidance when making decisions. The links are below:

Southwark policy:

<https://www.southwark.gov.uk/business/licences/business-premises-licensing/licensing-and-gambling-act-policy>

Section 182 Guidance:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/705588/Revised_guidance_issued_under_section_182_of_the_Licensing_Act_2003_April_2018_.pdf

Cumulative impact area (CIA)

44. The premises are not situated in a Cumulative Impact Area.
45. The premises is situated in a residential area according to 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:
- Restaurants and cafes: 23:00 daily
 - Public houses, wine bars or other drinking establishments: 23:00 daily
 - Night clubs (with 'sui generis' planning classification) are not considered appropriate for this area

Climate change implications

46. Following council assembly on 14 July 2021, the council is committed to considering the climate change implications of any decisions.
47. 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.

48. 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.

49. 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

50. 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

51. 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.

52. 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 who have 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.

53. The equalities impact statement for licensing decisions is contained within the Southwark statement of licensing policy 2021 – 2026 at:

<https://www.southwark.gov.uk/business/licences/business-premises-licensing/licensing-and-gambling-act-policy>.

54. The equalities impact assessment is available at:

<https://moderngov.southwark.gov.uk/documents/s92016/Appendix%20F%20-%20Equalities%20Impact%20Assessment.pdf>

Health impact statement

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

Resource implications

56. 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

57. Consultation has been carried out on this application in accordance with the provisions of the Licensing Act 2003. A public notice was published in a local newspaper and similar notices were exhibited outside of the premises for a period of 28 consecutive days.

Community impact statement

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

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive – Governance and Assurance

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

Principles for making the determination

61. The sub-committee is asked to determine the application for a premises licence under section 17 of the Licensing Act 2003.
62. The principles which sub-committee members must apply are set out below.
63. 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.
64. 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.
65. 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

66. 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.
67. The four licensing objectives are:
- The prevention of crime and disorder
 - Public safety
 - The prevention of nuisance
 - The protection of children from harm.
68. 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.
69. 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.
70. 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

71. 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

72. 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.

73. 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

74. 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.

75. 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.
76. 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.
77. 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.
78. 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.
79. 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.
80. 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.
81. 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

82. 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

83. 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	
Secondary Regulations	Tooley Street, London SE1 2QH	
Southwark statement of licensing policy		
Case file		

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	Copy of the representation submitted by Responsible Authorities
Appendix D	Copy of the representations submitted by 'other persons'
Appendix E	Map showing the location of the premises

AUDIT TRAIL

Lead Officer	Caroline Bruce, Strategic Director of Environment, Neighbourhoods and Growth	
Report Author	David Franklin, Principal Licensing Officer	
Version	Final	
Dated	21 February 2023	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Assistant Chief Executive – Governance and Assurance	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	No	No
Date final report sent to Constitutional Team	23 February 2023	