

Item No. 6.	Classification: Open	Date: 11 May 2023	Meeting Name: Licensing Sub-Committee
Report title:		Licensing Act 2003: Southbank Nightclub Trading As La Estacion, 57-59 Camberwell Road, London SE5 0EZ	
Ward(s) or groups affected:		Faraday	
From:		Strategic Director of Environment, Neighbourhoods and Growth	

RECOMMENDATION

1. That the licensing sub-committee considers an application submitted under Section 51 of the Licensing Act 2003 (the Act) for the review of the premises licence held by Uwa Enri Julius, in respect of the premises known as Southbank Nightclub Trading As La Estacion, 57-59 Camberwell Road, London SE5 0EZ.
2. Notes:
 - a) The grounds for the review are stated in paragraphs 12 to 14 of this report. A copy of the premises licence review application is attached as Appendix A.
 - b) The review application is supported by representations submitted by responsible authorities in Appendix B and by other persons in Appendix C and D. Details of the representations are provided in paragraphs 15 to 20.
 - c) A copy of the current premises licence issued in respect of the premises is attached to this report as Appendix E. A map of the area that the premises are located in is attached as Appendix G.
 - 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 applications 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. 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.

8. The premises licence once issued remains valid for the life of the business unless surrendered or revoked. However, under section 51 of the Act it remains open to any Responsible Authority or other person to apply to the local Licensing Authority for a review of the premises licence where there are ongoing concerns regarding one or more of the four stated licensing objectives.

KEY ISSUES FOR CONSIDERATION

The premises licence

9. The premises licence allows the provision of licensable activities as follows:
 - The sale of alcohol to be consumed on the premises:
 - Sunday to Wednesday: 10:00 to 00:00
 - Thursday: 10:00 to 02:30
 - Friday and Saturday: 10:00 to 04:30

 - The provision of late night refreshment (indoors and outdoors):
 - Sunday to Wednesday: 23:00 to 00:00
 - Thursday: 23:00 to 02:30
 - Friday and Saturday: 23:00 to 04:30

- The provision of regulated entertainment in the form of films, live music, recorded music, performances of dance and anything similar(indoors):
 - Sunday to Wednesday: 10:00 to 00:00
 - Thursday: 10:00 to 02:30
 - Friday and Saturday: 10:00 to 04:30
- Opening hours:
 - Sunday to Wednesday: 10:00 to 00:30
 - Thursday: 10:00 to 03:00
 - Friday and Saturday: 10:00 to 05:00.

10. The licence is subject to the mandatory conditions set down under the Act and further conditions consistent with the operating schedule submitted with the application for the licence. A copy of the full premises licence is attached as Appendix E.

Designated premises supervisor (DPS)

11. The current designated premises supervisor (DPS) named on the licence is Uwa Enri Julius, who holds a personal licence with Lewisham and is also the premises licence holder.

The review application

12. On 28 May 2022, an application was submitted under Section 51 of the Licensing Act 2003, for the review of the premises known as Southbank Nightclub Trading As La Estacion, 57-59 Camberwell Road, London SE5 0EZ.

13. The review application was submitted in respect of the prevention of crime and disorder, public safety, the prevention of public nuisance and the protection of children from harm licensing objectives and in summary states that the following has been witnessed and / or taken place at the premises:

- Excessive noise from patrons and loud music
- Antisocial behaviour including fights on the street outside
- Feeling unsafe in the immediate vicinity
- Detritus left by patrons
- The length of hours currently granted to the premises
- The proximity to local residents.

14. Full details of the grounds for the review are provided within review the application. A copy of the review application is attached as Appendix A along with a statement by the applicant.

Representations from responsible authorities

15. There are supporting representations submitted in relation to the review application by the Metropolitan Police, environmental protection and the licensing authority in their roles as responsible authorities.

16. The representation from the police is made under the licensing objectives of the prevention of crime and disorder, public safety and the prevention of public nuisance. It evidences disturbance incidents that have arisen at the premises and a breach of COVID Regulations. This representation is available in Appendix B.
17. The representation from environmental protection in relation to the public nuisance aspect of the application. Complaints have been made to the Southwark noise team, but it is stated that the level of noise complained about did not constitute a public nuisance. This representation is available in Appendix B.
18. The licensing authority's representation is made in support of the review under the licensing objectives of the prevention of crime and disorder and the prevention of public nuisance; and draws attention to a history of complaints emanating from the premises and a number of licence breaches. The representation refers to supporting information which was not available at the point this report was written. This representation is available in Appendix B.

Representations from other persons

19. Eight supporting representations have been received from other residents in the vicinity, citing excessive noise from patrons and music, crowds of patrons on the street causing antisocial behaviour and spreading into neighbouring streets, drunken behaviour, public urination, breaches of licence conditions and the subsequent impact on local families and their properties. The representation is attached as Appendix C.
20. There are four representations in support of the premises licence holder. They state that the premises is being run properly. Members may wish to consider the validity of these representations as they may be borderline in validity as they fail to address one or more of the four licensing objectives. The representations are available in Appendix D.

Operating history

21. The premises was originally licensed under the previous Justices' system from March 2006, initially to Knightriders Entertainment Limited. The licence covered the ground floor and basement. In September 2013, it was transferred to Edo Entertainments Limited.
22. On 14 July 2014, Enri Julies (the current premises licence holder and DPS) applied for a new premises licence for the basement only, to change the premises into a nightclub and to use the basement only. The application received representations from responsible authorities and local residents and was hearing by the licensing sub-committee on 8 September 2014. A copy of the notice of decision is included for members information in Appendix F.
23. Mr Uwa Enri Julius (the premises licence holder) became the DPS as of May 2015.
24. A local resident initiated a review of the premises licence on 29 May 2022. This was withdrawn a week later on 1 June 2022.

25. On 8 June 2022, an application was submitted by a resident for the review of the premises licence.
26. The application was considered by the Southwark licensing sub-committee on 2 August 2022. The matter was adjourned until 18 August 2022. The matter was again adjourned until 6 October 2022.
27. The decision of the sub-committee was appealed. The matter has been referred back to the sub-committee by the court and is now a 'de novo' hearing.
28. On 2 March 2023, the matter was to be brought before the licensing sub-committee. However, at the start of the meeting, the licence holder's legal representative asked that the hearing be delays so that further work could take place with the acoustic survey. The chair agreed to do so, reconvening on 11 May 2023. The licensing unit have not been informed of any progress with the acoustic survey from the licence holder's legal representative.
29. Ahead of the hearing, an additional statement had been forthcoming from the applicant's tenants. This is available in Appendix G.
30. Ahead of the hearing, an acoustic report was provided on behalf of the premises licence holder. This is available in Appendix H.
31. There is no recent history of temporary events notices for the premises.
32. The following is a table of most recent complaints regarding the premises, received by the licensing authority, over the past 24 months (this does not include complaints made directly to the Southwark noise team):

Date	Complainant	Complaint	Outcome
05/07/2021	Local Resident	Complaint of noise on egress of patrons at 05:00hrs with no attempt from security to control.	Written warning to premises
27/09/2021	Local Resident	Excess noise from premises including music and noise from patrons.	Verbal advice to premises from EO
29/11/2021	Local Resident via Noise Team	Complaint of loud music.	Visit from Noise Team, no action taken.
28/03/2022	Local Resident	Excess noise from premises including music and noise from patrons.	Response to Complainant, referred to NTE.
03/10/2022	Southwark Noise Team	Information provided by Noise Team: Visit to premises on 02 October 2022 – statutory noise nuisance witnessed.	Dealt with by Noise Team
05/12/2022	Local Resident	Complaint of loud music after hours following review	Advised that appeal had been received an hours

Date	Complainant	Complaint	Outcome
			permitted until appeal heard
09/01/2023	Southwark Noise Team	Information provided by Noise Team: Had attended due to a noise complaint from a resident. For information only.	Dealt with by Noise Team
12/02/2023	Southwark Noise Team	An additional complain, see Appendix I.	

The local area

33. A map of the local area is attached as Appendix J. There are the following licensed premises in the immediate vicinity (100m):

Emukay Restaurant, 91 Camberwell Road, London SE5 1EZ, licenced for:

- The sale by retail of alcohol (on and off sales):
 - Monday to Sunday: 10:00 to 02:30 (the following day)
- The provision of late night refreshment (indoors):
 - Monday to Sunday: 23:00 to 03:00 (the following day)
- The provision of regulated entertainment in the form of performances of dance, live music, recorded music and anything similar (indoors):
 - Monday to Sunday: 20:00 to 02:30 (the following day)

Red Sea, 85 Camberwell Road, London SE5 0EZ, licensed for:

- The sale by retail of alcohol (both on and off sales):
 - Sunday to Thursday: 12:00 to 23:00
 - Friday: 12:00 to 00:00 (midnight)
 - Saturday: 12:00 to 02:00 (the following day)
- The provision of late night refreshment (indoors):
 - Friday: 23:00 to 00:00 (midnight)
 - Saturday: 23:00 to 02:00 (the following day)

Legacy Restaurant, 53 Camberwell Road, London SE5 0EZ, licenced for:

- The sale by retail of alcohol (on sales only):
 - Monday to Thursday: 10:00 to 00:30 (the following day)
 - Friday to Sunday: 10:00 to 02:30 (the following day)

- The provision of late night refreshment (indoors):
 - Monday to Thursday: 23:00 to 00:30 (the following day)
 - Friday to Sunday: 23:00 to 02:30 (the following day)
- The provision of regulated entertainment in the form of performances of dance, live music and recorded music (indoors):
 - Monday to Thursday: 18:00 to 00:30 (the following day)
 - Friday to Sunday: 18:00 to 02:30 (the following day)

Abokobi Ghanaian Restaurant, 33 Camberwell Road, London SE5 0EZ, licensed for:

- The sale by retail of alcohol (both on and off sales):
 - Monday to Sunday: 12:00 to 23:30
- The provision of late night refreshment (indoors):
 - Monday to Sunday: 23:00 to 23:30

Dallas Chicken and Ribs, 30 Camberwell Road, London SE5 0EN, licensed for:

- The provision of late night refreshment (indoors):
 - Monday to Sunday: 23:00 to 01:00 (the following day)

Astra Newsagents, 22 Camberwell Road, London SE5 0EN, licensed for:

- The sale by retail of alcohol (off sales only):
 - Monday to Sunday: 06:00 to 22:00

Costcutter Supermarket, 25 Camberwell Road, London SE5 0EZ, licensed for:

- The sale by retail of alcohol (off sales only):
 - Monday to Sunday: 24 hours per day.

Southwark Council statement of licensing policy

34. Council assembly approved Southwark's statement of licensing policy 2021-2026 received assent on 25 November 2020 and came into effect on 1 January 2021. 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.
35. 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.
36. Members should take into consideration both the Southwark statement of licensing policy and the Section 182 Guidance when making decisions. Links are below.

Southwark policy:

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

Section 182 Guidance:

[Revised guidance issued under section 182 of Licensing Act 2003 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/282222/Revised_guidance_issued_under_section_182_of_Licensing_Act_2003_-_GOV.UK.pdf)

Cumulative impact area (CIA)

37. Within Southwark's statement of licensing policy, the premises is outside of a cumulative impact area and in a residential area. Under the Southwark statement of licensing policy 2016 - 2020 the following closing times are recommended as appropriate within this area for this categories of premises indicated:
- Closing time for restaurants and cafes: 23:00 daily
 - Closing time for public houses: 23:00 daily
 - Closing time for night clubs (with 'sui generis' planning classification): these are not considered appropriate for this area.

Climate change implications

38. Following council assembly on 14 July 2021, the council is committed to considering the climate change implications of any decisions.
39. 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.
40. Examples of such an agreement 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.
41. 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

42. 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

43. 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.
44. 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.

45. 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>.

Health impact statement

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

Resource implications

47. There is no fee associated with this type of application.

Consultations

48. Consultation has been carried out on this application in accordance with the provisions of the Licensing Act 2003.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Assistant Chief Executive, Governance and Assurance

49. The sub-committee is asked to determine, under Section 51 of the Licensing Act 2003, following an application, made under Section 51 of the same act, for a review of premises licence. At any stage, following the grant of a premises licence, a responsible authority or any other person may ask the licensing authority to review the licence because of a matter arising at the premises in connection with any of the four licensing objectives.
50. The principles, which sub-committee members must apply, are set out below.

Principles for making the determination

51. Under Section 52 the licensing authority must hold a hearing to determine the review and any relevant representations.
52. The four licensing objectives are:
- The prevention of crime and disorder
 - The protection of public safety
 - The prevention of nuisance
 - The protection of children from harm.

53. Each objective must be considered to be of equal importance. The authority must, having regard to the application and any relevant representations, take such of the following steps as it considers appropriate for the promotion of the licensing objectives. The steps are to:
- Modify the conditions of the licence by altering, omitting or adding any condition
 - Exclude a licensable activity from the scope of the licence
 - Remove the designated premises supervisor
 - Suspend the licence for a period not exceeding three months
 - Revoke the licence.
54. For the purpose of determining a relevant representation under section 52 of the Act a “relevant representation” means representations which:
- Are relevant to one or more of the licensing objectives
 - Are made by the holder of the premises licence, a responsible authority or another person within the prescribed period
 - Have not been withdrawn
 - If made by another person (who is not also a responsible authority), that they are not, in the opinion of the relevant licensing authority frivolous or vexatious.
55. Modifications of conditions and exclusions of licensable activities may be imposed either permanently or for a temporary period of up to three months.
56. The authority may decide that no action is necessary if it finds that the review does not require it to take any steps appropriate to promote the licensing objectives.
57. In deciding what remedial action if any it should take, the authority must direct its mind to the causes or concerns that the representations identify. The remedial action should generally be directed at these causes and should always be no more than an appropriate and proportionate response.
58. It is of particular importance that any detrimental financial impact that may result from a licensing authority’s decision is appropriate and proportionate to the promotion of the licensing objectives in the circumstances that gave rise to the application for review.

Reasons

59. Where the authority determines an application for review it must notify the determination and reasons why for making it to:
- The holder of the licence
 - The applicant
 - Any person who made relevant representations
 - The chief officer of police for the area (or each police area) in which the premises are situated.

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 review of the premises licence under section 51 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.
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

71. The head of community safety and enforcement has confirmed that the costs of this process 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 & Enforcement, 160 Tooley Street, London, SE1 2QH	Kirty Read Phone number: 020 7525 5748

APPENDICES

No.	Title
Appendix A	Copy of the review application and supporting documentation
Appendix B	Representation from responsible authorities
Appendix C	Representations from other persons supporting the review
Appendix D	Representations from other persons supporting the premises
Appendix E	Copy of the current premises licence
Appendix F	Copy of decision notice from 8 September 2014
Appendix G	Additional statement from the applicant's tenants
Appendix H	Acoustic report
Appendix I	An additional noise complaint dated 12 February 2023
Appendix J	Map of local area

AUDIT TRAIL

Lead Officer	Caroline Bruce, Strategic Director of Environment, Neighbourhoods and Growth	
Report Author	Andrew Heron, Principal Licensing Officer	
Version	Final	
Dated	25 April 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	Yes	Yes
Cabinet Member	No	No
Date final report sent to Constitutional Team	25 April 2023	