

Item No. 5.	Classification: Open	Date: 14 September 2023	Meeting Name: Licensing Sub-Committee
Report Title		Licensing Act 2003: Ibis Styles London Southwark 43-47 Southwark Bridge Road, London SE1 9HH	
Ward(s) of group(s) affected		Borough and Bankside	
From		Strategic Director of Environment, Neighbourhoods and Growth	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Accor UK Economy Hotels Limited to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as the Ibis Styles London Southwark 43-47 Southwark Bridge Road, London SE1 9HH.
2. Notes:
 - a) The application seeks to vary the premises licence held in respect of the premises known as the Ibis Styles London Southwark 43-47 Southwark Bridge Road SE1 9HH 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 two responsible authorities and 'other persons' and is therefore referred to the licensing sub-committee for determination.
 - b) Paragraph 8 to 10 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 11 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 responsible authorities representations are attached to this report as Appendix C, the other persons' representation is at Appendix D. A map of the location is attached at 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 Ibis Styles London Southwark 43-47 Southwark Bridge Road, London SE1 9HH was issued on 16 December 2022 and allows the following licensable activities:

- Films – indoors:
 - Monday to Sunday: 00:00 to 23:59
- Live music, recorded music and performances of dance – indoors:
 - Monday to Thursday: 11:00 to 01:00
 - Friday and Saturday: 11:00 to 02:00
 - Sunday: 11:00 to 00:30
- Late night refreshment – indoors:
 - Monday to Thursday: 23:00 to 01:00
 - Friday and Saturday: 23:00 to 02:00
 - Sunday: 23:00 to 00:30
- The sale of alcohol to be consumed on and off the premises:
 - Monday to Sunday: 11:00 to 00:00
- Opening hours:
 - Monday to Sunday: 00:00 to 23:59.

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

10. The premises are a hotel.

The variation application

11. On 6 August 2023 Accor UK Economy Hotels Limited applied to this council to vary the premises licence granted under the Licensing Act 2003 in respect of the premises known as Ibis Styles London Southwark 43-47 Southwark Bridge Road SE1 9HH.

12. The application is summarised as follows:

- To vary the hours for which the sale of late night refreshment (indoors) is permitted under the licence. The new hours shall be as follows:
 - Monday to Sunday: 23:00 to 05:00.
- This shall be limited to sales to guests and residents of the hotel only.
- To permit the sale of late night refreshment (outdoors) for the following hours:
 - Monday to Sunday: 23:00 to 02:00.

- The sale of late night refreshment (outdoors) shall be subject to the following conditions:
 - There shall be no 'walk-ins' or collections by customers from outside of the hotel.
 - The provision of late night refreshment for consumption off the premises shall be available by home delivery only.
 - All delivery vehicles shall be instructed to make any collections from the hotel car park only.
 - All sales of late night refreshment (outdoors) are to cease at 02:00.
- All other hours, activities and conditions currently permitted by the premises are to remain unchanged by this application.

13. A copy of the application is attached to this report as Appendix B.

Representations from responsible authorities

14. Representations were submitted by licensing as a responsible authority and the environmental protection team.
15. The licensing representation is concerned with the prevention of public nuisance and provides a map that shows the proximity of high-density residential blocks / housing estates in the locale that could be affected by vehicles using the car park entrance to the hotel for pick up of deliveries to 02:00 in the morning.
16. The representation proposed a number of additional/amended conditions, which have been agreed with the applicant, and the licensing representation was withdrawn.
17. The environmental protection team is concerned with public nuisance and cumulative impact. The premises is in the Borough and Bankside cumulative impact area and, while this would not normally apply to a hotel, the planning authority have stated that the proposed use of the hotel kitchen does not support the primary use of the hotel or serve an ancillary function to hotel guests. There would be increased traffic movement in/out of the site, running the risk of noise impacts to nearby residential properties. As such it is deemed that the use of the hotels kitchen for deliveries would not be ancillary to the hotel and full planning permission would be required to assess its impacts. This therefore implies that the cumulative impact policy would apply to this usage of the premises.
18. The representation is also concerned with the usage of the premises kitchen causing public nuisance into the early hours of the morning and provides a map highlighting nearby residential properties. The officer asks that the delivery drivers should make their food pick ups via the front entrance on Southwark Bridge Road.
19. The outstanding issue asks that the proposed condition from the application operating schedule "All delivery vehicles shall be instructed to make any collections from the hotel car park only" be amended to state

- “That all delivery vehicles regarding the provision of late night refreshment shall collect deliveries at the main entrance to the premises on Southwark Bridge Road.”

20. A copy of the licensing and environmental protection team representations and related correspondence including the agreed conditions is attached as appendix C.

Representations from other persons

21. There are two representations from other persons.

22. The first is from a ward councillor who states that Borough and Bankside ward is in a cumulative impact policy area because of the alcohol related crime and disorder statistics for the area, and the alcohol related hospital admissions data.

23. The extended hours would impact negatively on efforts to prevent crime and disorder, public nuisance and protect public safety. The extension requested would also place the licensed hours well outside of those set out in the Southwark statement of licensing policy and that this application should be refused.

24. The second is from a local resident who lives in Thrale Street close to the hotel car park entrance and states that Thrale Street is a residential street and a conservation area and most of the properties on Thrale street are Grade II Listed and are not permitted to install double glazing or take other measures which would mitigate the effect of increased street noise.

25. There was some misunderstanding regarding what the application was for. The resident corresponded with the applicant and is concerned with noise from delivery pick ups using the car park entrance as his home is adjacent to the entrance to the car park which it is proposed will be the point of ingress and egress for the purposes of late night sales of food and beverage for home delivery and the car park is barrier operated.

26. A copy of the representations from the other persons and related correspondence is attached as appendix D.

Conciliation

27. The representations were provided to the applicant, who has written to all the objectors and conciliated most of the conditions.

28. The remaining item is that the proposed condition “All delivery vehicles shall be instructed to make any collections from the hotel car park only” is not accepted by any objector and they are all of the opinion that it should be amended to state:

- “That all delivery vehicles regarding the provision of late night refreshment shall collect deliveries at the main entrance to the premises on Southwark Bridge Road.”

29. At the time of the writing of this report one representation, from licensing, is conciliated, the remaining three are unresolved and so must be considered by the licensing sub-committee in their determination of the application.

Premises licensing history

30. The previous premises licence in respect of the premises was issued in August 2005 when it was called the Southwark Rose Hotel.
31. In March 2012 a new premises licence was applied for by Accor All Seasons Southwark Limited, who at some point previously had acquired the company who held the previous licence and renamed the hotel.
32. The designated premises supervisor (DPS) was varied on 12 August 2015.
33. On 27 January 2017 the premises licence was transferred to the current premises licence holder Accor UK Economy Hotels Limited.
34. On 7 August 2019 a minor variation application was made to change the sale of alcohol times.
35. Two further DPS variations were made on 5 August 2022 and 15 December 2022.
36. There have been no temporary event notices (TENs) submitted in respect of the premises since 20/21 December 2018.

Complaints

37. There have been no complaints to licensing regarding the premises.

Southwark Council statement of licensing policy

38. Council assembly approved Southwark's statement of licensing policy 2021-2026 on 25 November 2020 and it came into effect on 1 January 2021.
39. 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.
40. 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.
41. Members should take into consideration both the Southwark statement of licensing policy and the Section 182 Guidance when making decisions. The links for these are below:

Southwark Policy:

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

Section 182 Guidance:

<https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003>

Cumulative impact area (CIA)

42. The premises are situated in Borough and Bankside cumulative impact area.
43. The cumulative impact area does not include hotels, but does include restaurants and cafes.
44. The premises also falls within Borough and Bankside strategic cultural area and Bankside and Borough district town centre area.

45. Under the Southwark's statement of licensing policy 2021 - 2026 the following closing times are recommended as appropriate within this area for the categories of premises stated:

- Restaurants and cafes:
 - Sunday to Thursday: 00:00
 - Friday and Saturday: 01:00
- Public houses, wine bars or other drinking establishments:
 - Sunday to Thursday: 23:00
 - Friday and Saturday: 00:00
- Hotel bars and guest houses:
 - No restrictions for residents
- Take-away establishments:
 - Sunday to Thursday: 00:00
 - Friday and Saturday: 01:00.

Map

46. A map of the location is in Appendix E.

47. Other licensed premises in the immediate vicinity (100m):

Novotel - 53-61 Southwark Bridge Road, London SE1 9HH

- The sale by retail of alcohol (both on and off sales):
 - Monday to Saturday from 10:00 to 00:00
 - Sunday from 12:00 to 23:30
- The provision of late night refreshment (indoors):
 - Monday to Saturday from 23:00 to 00:30
 - Sunday from 23:00 to 00:00
- The provision of regulated entertainment in the form of live a recorded music:
 - Monday to Saturday from 10:00 to 00:30
 - Sunday from 12:00 to 00:00

William Shakespeare - 60 Southwark Street, London SE1 1UN

- The sale by retail of alcohol (both on and off sales):
 - Sunday to Wednesday from 08:00 to 00:30
 - Thursday from 08:00 to 01:30
 - Friday and Saturday from 08:00 to 03:30
- The provision of late night refreshment (indoors):
 - Sunday to Wednesday from 23:00 to 00:0
 - Thursday from 23:00 to 01:00
 - Friday and Saturday from 23:00 to 03:00
- The provision of regulated entertainment in the form of live a recorded music:
 - Sunday to Wednesday from 08:00 to 00:30
 - Thursday from 08:00 to 01:30
 - Friday and Saturday from 08:00 to 03:30

Climate change implications

48. Following council assembly on 14 July 2021, the council is committed to considering the climate change implications of any decisions.
49. 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.
50. 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.
51. 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

52. 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

53. 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.
54. 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.
55. 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>

56. The equalities impact assessment is available at:

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

Health impact statement

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

Resource implications

58. A fee of £635.00 has been paid by the applicant company in respect of this application being the statutory fee payable for premises within non-domestic rateable value E.

Consultation

59. 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

Assistant Chief Executive – Governance and Assurance

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

Principles for making the determination

62. The sub-committee is asked to determine the application for a premises licence under Section 17 of the Licensing Act 2003.
63. The principles which sub-committee members must apply are set out below.
64. 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.
65. 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.
66. 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

67. 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.
68. The four licensing objectives are:
- The prevention of crime and disorder
 - Public safety
 - The prevention of nuisance
 - The protection of children from harm.
69. 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.
70. 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.
71. 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

72. 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

73. 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.
74. 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

75. 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.
76. 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.
77. 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.

78. 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.
79. 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.
80. 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.
81. 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.
82. 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

83. Members are required to have regard to the Home Office Revised 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, Finance

84. 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 Regulatory Services, 160 Tooley Street, London SE1 2QH	Mrs Kirty Read Tel: 020 7525 5748

APPENDICES

Name	Title
Appendix A	Copy of the current premises licence
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

AUDIT TRAIL

Lead Officer	Caroline Bruce, Strategic Director of Environment, Neighbourhoods and Growth	
Report Author	David Franklin, Principal Licensing Officer	
Version	Final	
Dated	29 August 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, Finance	Yes	Yes
Cabinet Member	No	No
Date final report sent to Constitutional Team		1 September 2023