

Meeting Name:	Licensing Sub-Committee
Date:	18 June 2024
Report title:	Licensing Act 2003: Tiloli, 3 Lordship Lane SE22 8EW
Ward(s) or groups affected:	Goose Green
Classification:	Strategic Director of Environment, Neighbourhoods and Growth
Reason for lateness (if applicable):	N/A

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Elflock Limited for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Tiloli, 3 Lordship Lane SE22 8EW.
2. Notes:
 - a) This application forms a new application for a premises licence, submitted under Section 17 of the Licensing Act 2003. The application is subject to representations from three responsible authorities and is therefore referred to the sub-committee for determination.
 - b) Paragraphs 8 to 14 of this report provide a summary of the application under consideration by the sub-committee. A copy of the full application is attached as Appendix A.
 - c) Paragraphs 15 to 35 of this report deal with the representations submitted in respect of the application. Copies of the representations submitted are attached in Appendix B and C of this report. A map showing the location of the premises is attached to this report as Appendix D and a list of similar licensed premises in Appendix E.
 - 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 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 premises licence application

8. On 10 June 2024 Elflock Limited applied for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Tiloli, 3 Lordship Lane SE22.
9. The application gives a general description of the premises as:
 - "Bar/restaurant"
10. The hours applied for are summarised as follows:
 - Films indoors:
 - Monday to Sunday: 12:00 to 23:00
 - Live music indoors:
 - Sunday to Thursday: 12:00 to 00:00
 - Friday and Saturday: 12:00 to 01:00

- Recorded music indoors:
 - Sunday to Thursday: 12:00 to 00:00
 - Friday and Saturday: 12:00 to 01:00
 - Late night refreshment indoors:
 - Sunday to Thursday: 09:00 to 00:30
 - Friday and Saturday: 09:00 to 01:30
 - The sale by retail of alcohol off the premises:
 - Sunday to Thursday: 12:00 to 00:00
 - Friday and Saturday: 12:00 to 01:00
 - The sale by retail of alcohol on the premises:
 - Sunday to Thursday: 12:00 to 00:00
 - Friday and Saturday: 12:00 to 01:00
 - Opening hours:
 - Sunday to Thursday: 09:00 to 00:30
 - Friday and Saturday: 09:00 to 01:30
11. The application also asks for nonstandard timings of an additional hour on the Friday, Saturday and Sunday of bank holiday weekends. An additional 2 hours on Christmas Eve and New Years Eve.
12. The premises licence application form provides the applicant's operating schedule. Parts I, J, K, L, and M of the operating schedule set out the proposed licensable activities, operating hours and operating control measures in full, with reference to the four licensing objectives as stated in the Licensing Act 2003. Should a premises licence be issued in respect of the application the information provided in part M of the operating schedule will form the basis of conditions that will be attached to any licence granted subsequent to the application.
13. A copy of the application is attached to this report in Appendix A.

Designated Premises Supervisor

14. The proposed designated premises supervisor is Anthony Thomas who holds a personal licence issued by Lambeth Council.

Representations from responsible authorities

15. There are three representations received from responsible authorities namely the Metropolitan Police Service, the environmental protection team (EPT) and licensing authority.
16. The representation submitted by the Metropolitan Police Service to promote the licensing objective for the prevention of crime and disorder. They were concerned that the premises is described as a bar/restaurant that the opening hours exceed

the closing times recommended in the Southwark statement of licensing policy for a bar in that area. Restaurants in the area can open an hour later than bars, however their concern is that the operating schedule does not contain a condition to restrict the sale of alcohol to be ancillary to a table meal.

17. The police offered 15 extra conditions, including condition 15 that the sale of alcohol should be ancillary to table meals. The applicant agreed to conditions 1 to 14 and offered alternative wording for condition 15 which was accepted by the police and they withdrew their representation. The new condition 15 reads as:

“The supply of alcohol on the premises shall largely be to patrons taking a substantial table meal there and for consumption by such persons as ancillary to their meal by way of waiter/waitress service only, however a total of up to 60 vertical drinkers, seated or standing, served directly from the bar will be permitted.”

18. NOTE – the hours applied are also 30 minutes later than the recommended hours for the area within the licensing policy.
19. The EPT representation is under the grounds of the prevention of public nuisance and is concerned with the takeaway of food outside the recommended hours in the Southwark statement of licensing. The representation also offers 12 conditions to promote the licensable objectives.
20. The EPT officer is currently in conversation with the applicant. The applicant has stated that any takeaway of food after 23:00 will be restricted to a food that restaurant diners have not been able to finish and wish to take away as a “doggy bag”. This representation currently remains outstanding.
21. The representation by licensing as a responsible authority is based on the Southwark statement of licensing policy 2021 – 2026 and relates to the licensing objectives of the prevention of crime and disorder, the prevention of public nuisance, public safety and the protection of children from harm.
22. The representation states that the premise is situated within the Lordship Lane district town centre. The representation gives the applied for hours as 1.5 hours later than the recommended closing times for bars and 30 minutes over the closing time for restaurants.
23. The representation states that Lordship Lane comprises a busy and vibrant town centre area with many shops, bars, restaurants and pubs as well as many other types of commercial premises. The surrounding streets are heavily residential and the premises on the first floor and above the Lordship Lane commercial premises, including the premises subject to this application, are residential.
24. Licensing request that the times of the premises are adjusted to reflect the recommended times for a restaurant as follows (changes in bold):
 - Films indoors
 - Monday to Sunday: 12:00 to 23:00

- Live music indoors:
 - Sunday to Thursday: 12:00 to 00:00
 - Saturday & Sunday: 12:00 to 01:00
- Recorded music indoors:
 - Sunday to Thursday: 12:00 to 00:00
 - Saturday and Sunday: 12:00 to 01:00
- Late night refreshment indoors:
 - Sunday to Thursday: 09:00 to 00:00
 - Saturday and Sunday: 09:00 to 01:00
- The sale by retail of alcohol off the premises:
 - Sunday to Thursday: 12:00 to 00:00
 - Saturday and Sunday: 12:00 to 01:00
- The sale by retail of alcohol on the premises:
 - Sunday to Thursday: 12:00 to 23:30
 - Saturday and Sunday: 12:00 to 00:30
- Opening hours:
 - Sunday to Thursday: 09:00 to 00:00
 - Saturday and Sunday: 09:00 to 01:00

25. The representation recommends 11 additional conditions and 8 conditions to replace conditions in the application operating schedule.
26. The representations can be found in Appendix B.

Representations from other persons

27. There are three representations from other persons who are residents in the area.
28. All of the other person representations say that they reside in close proximity to the premises with one directly above the premises and one living next door, The concerns are mainly regarding the prevention of public nuisance with noise from customers inside and outside the premises and the lateness of the proposed closing times.
29. The representations also raise cumulative impact in that there is already a large number of licensed premises in the area, saying that the proposed lateness of the closing times will attract patrons who have already been drinking in nearby premises with earlier closing times and causing crime and disorder, antisocial behaviour and public safety issues.
30. Copies of the other person representations are in Appendix C.

Conciliation

31. The police representation has been conciliated with conditions.
32. The applicant is engaging with the EPT and Licensing responsible authorities to try to find a compromise.
33. The other person representations were provided to the applicant, who was advised that the applicant could provide a reply to the representations to try to address their concerns.
34. At the time of the writing of this report only the police representation is conciliated with all of the remaining representations outstanding and must be considered by the licensing sub-committee in their determination of the application.
35. At the hearing to determine this application the licensing sub-committee will be apprised as to any further conciliation that may have taken place.

Premises licensing history

36. According to council records the premises was previously a clothing shop and has no current history as a restaurant/bar.

Temporary event notices

37. There are no temporary event notices for this premises.

Map

38. A map showing the location of the premises is attached to this report as Appendix D.
39. A list of similar licensed premises in the vicinity of the application are in Appendix E.

Southwark Council statement of licensing policy

40. Council assembly approved Southwark's statement of licensing policy 2021-2026 on 25 November 2020 and it 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 licenses 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 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)

44. The premises are not situated in a cumulative impact area.
45. In relation to premises not situated in a cumulative impact area the Southwark statement of licensing policy 2021 – 2026 states the following:
- 165. Where an application for a grant a new premises licence, or to vary an existing, premises licence is made in an area that is not part of a cumulative impact policy area there is a presumption to grant.

- 166. The authority will accept representations that include evidence of cumulative impact issues that relate, or could relate, to the operation of the premises and the licensing objectives as a relevant consideration in determining an application.
 - 167. While a rebuttable presumption not to grant in a cumulative impact area does not apply to applications to review a premises licence, cumulative impact can form part of a representation with supporting evidence.
46. The premises are situated in the Lordship Lane district town centre, according to the council's statement of licensing policy.
47. Under the Southwark statement of licensing policy 2021 - 2026 the following closing times are recommended as appropriate within this area for premises operating as:
- Restaurants and cafes:
 - Sunday to Thursday: 00:00
 - Friday and Saturday: 01:00
 - Public houses, wine bars, or other drinking establishments and bars in other types of premises:
 - Sunday to Thursday: 23:00
 - Friday and Saturday: 00:00.
48. As these times are a recommended the circumstances and evidence provided in individual applications and representations can allow for decisions to deviate, either later or earlier, from these times.

Climate change implications

49. Following council assembly on 14 July 2021, the council is committed to considering the climate change implications of any decisions.
50. 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.
51. Examples of such an agreement may be:
- Not to 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.
52. 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

53. 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

54. 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.
55. 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.
56. 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>.

57. The equalities impact assessment is available at:

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

Health impact statement

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

Resource implications

59. A fee of £315.00 has been paid by the applicant in respect of this application being the statutory fee payable for premises within non-domestic rateable value C.

Consultation

60. 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

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.

Principles for making the determination

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

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

65. 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.

66. 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.

67. 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

68. 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.

69. The four licensing objectives are:

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

70. 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.

71. 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.

72. 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

73. 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

74. 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.

75. 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

76. 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.

77. 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.

78. 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.

79. 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.

80. 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.

81. 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.
82. 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.
83. 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

84. 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

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

APPENDICES

Name	Title
Appendix A	Application for a premises licence
Appendix B	Representation from responsible authorities
Appendix C	Representation from other persons
Appendix D	Map of the locality
Appendix E	List of nearby similar licensed premises

AUDIT TRAIL

Lead Officer	Toni Ainge, Strategic Director of Environment, Neighbourhoods and Growth	
Report Author	David Franklin, Principal Licensing Officer	
Version	Final	
Dated	1 July 2024	
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		8 July 2024