

<b>Item No.</b> 6.	<b>Classification:</b> Open	<b>Date:</b> 26 July 2016	<b>Meeting Name:</b> Licensing Sub-Committee
<b>Report title:</b>		Licensing Act 2003: Colab Theatre, Basement to First Floors, 74 – 84 Long Lane, London SE1 4AU	
<b>Ward(s) or groups affected:</b>		Chaucer	
<b>From:</b>		Strategic Director of Environment and Leisure	

## RECOMMENDATION

1. That the licensing sub-committee considers an application made by Colab Theatre Ltd for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Colab Theatre, Basement to First Floors,74-84 Long Lane, London SE1 4AU.
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 responsible authorities and is therefore referred to the sub-committee for determination.
  - b) Paragraphs 8 to 10 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 11 to 20 of this report deals with the representations received to the premises licence application and conciliations progress made. Copies of the relevant representations from responsible authorities and other persons are attached as Appendices B & C.
  - d) Paragraph 22 deals with licensed premises within a 100m radius of the premises. A map of the area is attached as Appendix D.
  - 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 regulations, has been circulated to all parties to the meeting.

## BACKGROUND INFORMATION

### The Licensing Act 2003

3. The Licensing Act 2003 provides a 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 2 June 2016, Colab Theatre Ltd applied to this council for the grant of a new premises licence in respect of the premises known as Colab Theatre, Basement to First Floors, 74-84 Long Lane, London SE1 4AU. The premises is described as a cleared performance area within a disused warehouse on the lower to first floors of the premises. It is intended to be used for theatre performances with the retail of alcohol.
  - Plays (indoors):
    - Monday and Tuesday from 18:00 to 23:00
    - Wednesday from 15:00 to 23:00
    - Thursday from 18:00 to 23:00
    - Friday from 18:00 to 01:00
    - Saturday from 18:00 to 02:00
    - Sunday from 15:00 to 23:00
  - Sale & supply of alcohol (on premises):
    - Monday and Tuesday from 18:00 to 23:00
    - Wednesday from 15:00 to 23:00
    - Thursday from 18:00 to 23:00
    - Friday from 18:00 to 01:00
    - Saturday from 18:00 to 02:00
    - Sunday from 15:00 to 23:00
  - Operating hours of premises

Monday and Tuesday from 18:00 to 00:00  
Wednesday from 15:00 to 00:00  
Thursday from 18:00 to 00:00  
Friday from 18:00 to 01:30  
Saturday from 18:00 to 02:00  
Sunday from 15:00 to 00:00.

9. The premises licence application form provides the applicant operating schedule. Parts A, J, K, L, and M set out the proposed operating hours and operating controls 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 the licence. A copy of the application is attached to this report as Appendix A.

### **Designated premises supervisor**

10. The proposed designated premises supervisor Bertie Watkins who has a personal licence issued by Wandsworth Council.

### **Representations from responsible authorities**

11. Three representations were submitted by the Metropolitan Police Service, the councils licensing team as a responsible authority and the health and safety team.
12. The police representation state that these premises are situated within a cumulative impact zone area and as such require special consideration from the applicant as to how they intend to reduce any potential impact on the licensing objectives. The application does list a number of potential control measures but lacks specific detail and as such makes it difficult to provide full comment on the application.
13. It is also noted that the application does not address or provide sufficient detail as to why the hours for operation are substantially greater than those recommended by Southwark's 2016-2020 licensing policy.
14. The Licensing representation also state the premises falls within the cumulative impact zone for Borough and Bankside. Furthermore, although the applicant has provided conditions within the operating schedule with a view to rebut the presumption to refuse the licence it is asked that members consider if this information is sufficient to consider granting the application. The premises is within residential area, section 7 of the Southwark statement of licensing policy 2016 – 2020 recommends closing times for various categories of premises in table 2 (page 38/39). The suggested closing times for cinemas and theatres in a residential area is 23:00. This is exceeded on every day by the application.
15. It is therefore recommend that the closing time for the premises should be 23:00 hours every day with licensable activities finishing 30 minutes earlier to allow patrons time to finish any drinks and leave the premises over a period of time.
16. It is also recommended therefore that the sale of alcohol is restricted only to audiences and participants of the theatrical performances.
17. The representation submitted by health and safety states that they have concerns with regards to suitability of the premises. They have suggested the following recommendations if the licence is granted.

- That any temporary structures are constructed in accordance with the Institute of Structural Engineers Guidance.
- That before the commencement of any new production a thorough site specific risk assessment is carried out to assess the suitability of the production for the venue.

18. Copies of the representations are attached as Appendix B.

### **Representation from other persons**

19. There were eight representations from other persons, including two from local ward councillors who state that whilst not objecting in principle to a theatre and bar on this site, they are very concerned by the proposed opening hours in a heavily residential area. There are a number of very nearby flats on Long Lane including Halling House, and on Pilgrimage Street and are worried that a late license in a residential area will cause unnecessary public nuisance, particularly from the noise which will result from people entering and leaving the theatre/club, and also create the potential for crime and disorder, especially arising from alcohol consumption late at night. The residents concern relate to noise and anti social behaviour that may impact in the area and some have suggested a reduction in hours sought.

20. Copies of the representations are attached as Appendix C.

### **Conciliation**

21. The representations were forwarded to the applicant. The applicant is yet to respond. Therefore the issues remain unresolved. The licensing sub committee will be updated of any developments on the 26 July 2016.

### **The local area**

22. A map of the area is attached to this report as Appendix D. The premises is identified by a triangle at the centre of the map. For purposes of scale-only the circle on the map has a 100 metre radius. The following licensed premises terminal hours are also shown on the map:

Public houses/restaurant:

- The Old Schoolyard P.H, 109 -111 Long Lane, London SE1 (Sunday to Thursday till 00:30 and Friday and Saturday till 01:00)
- Britannia Pizza & Pasta, 115 Long Lane, London SE1 (Monday to Thursday till 01:30, Friday and Saturday till 02:00 and Sunday till 00:00).

Off licence:

- Quality Foodstore, 14 -16 Pilgrimage Street, London SE1 (Monday to Sunday till 23:30)

### **Deregulation of entertainment**

23. On 6 April 2015 entertainment became deregulated and as a result:

- Live unamplified music is deregulated between 08:00 and 23:00 on any premises.
  - Live amplified music is deregulated between 08:00 and 23:00 provided the audience does not exceed 500 people.
24. However, live music can become licensable in on-licensed premises if the licensing authority removes the effect of the deregulation following a licence review ('licence review mechanism').

### **Borough and Bankside cumulative impact zone**

25. Council assembly approved the introduction of a special policy for Borough and Bankside on the cumulative impact of a concentration of licensed premises (saturation/cumulative impact policy) on 5 November 2008, and extended the area in April 2011. This application falls within the policy area.
26. The decision to introduce saturation policy was taken with regard to the committee's concern over rising trends of late night alcohol related violence against the person and late night disorder and rowdiness associated with late night licensed premises in the area.
27. The effect of this special policy is that is to create a presumption that applications for new premises licences or variations that are likely to add to the existing cumulative impact will normally be refused, following relevant representations, unless the applicant can demonstrate in their operating schedule that there will be no negative cumulative impact on one or more of the licensing objectives.
28. The applicant has been advised to address the committees concerns around cumulative impact at the meeting.

### **Southwark statement of licensing policy**

29. Within the Southwark statement of licensing policy 2016 - 2020 the following closing times are recommended as appropriate within this area for this categories of premises as follows:
- Restaurants / cafes: Friday and Saturday 01:00, Sunday to Thursday 00:00
  - Public houses, wine bars or other drinking establishments: Friday and Saturday 00:00, Sunday to Thursday 23:00
  - Hotel bars and guesthouses: No restrictions for residents
  - Night clubs (with 'sui generis' planning classification): Friday and Saturday 03:00, Monday to Thursday 01:00 and Sunday 00:00
  - Off-licences and alcohol sales in grocers / supermarkets: 00:00 daily
  - Take-away establishments: Friday and Saturday 01:00, Sunday to Thursday 00:00.
  - Cinemas and theatres: 02:00 daily
  - Vessels: 23:00 daily
  - Qualifying members clubs: 02:00 daily.
30. Council assembly approved Southwark's statement of licensing policy 2016-20 on 25 November 2015. 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 - 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 - 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 - 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 - 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 - provides general guidance on the promotion of the first licensing objective.
  - Section 9: Public Safety - provides general guidance on the promotion of the second licensing objective.
  - Section 10: The Prevention of Nuisance - provides general guidance on the promotion of the third licensing objective.
  - Section 11: The Protection of Children from Harm - provides general guidance on the promotion of the fourth licensing objective.
31. The purpose of Southwark's statement of licensing policy is to make clear to applicants what considerations will be taken into account when determining applications and should act as a guide to the sub-committee when considering the applications. However, the sub-committee must always consider each application on its own merits and allow exceptions to the normal policy where these are justified by the circumstances of the application.

### **Resource implications**

32. A fee of £315 has been paid by the applicant company in respect of this application being the statutory fee payable for premises within non-domestic rateable value band A.

### **Consultation**

33. 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 a similar notice exhibited outside of the premises for a period of 28 consecutive days.

### **Community impact statement**

34. 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**

### **Director of Law and Democracy**

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

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

37. 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.
38. 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.
39. 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**

40. 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.

41. The four licensing objectives are:
- The prevention of crime and disorder
  - Public safety
  - The prevention of nuisance
  - The protection of children from harm.
42. 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.
43. 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.
44. 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**

45. 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**

46. 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.
47. 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**

48. 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.
49. 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.
50. 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.
51. 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.
52. 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.
53. 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.

54. 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.
55. 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**

56. 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**

57. 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**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Licensing Act 2003 Home Office 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	Mrs Kirty Read Tel: 020 7525 5748

### **APPENDICES**

<b>Name</b>	<b>Title</b>
Appendix A	Application for a new premises licence
Appendix B	Representation from responsible authorities
Appendix C	Representation from other persons
Appendix D	Map of the local area

### **AUDIT TRAIL**

<b>Lead Officer</b>	Deborah Collins, Strategic Director of Environment and Leisure	
<b>Report Author</b>	Dorcas Mills, Principal Licensing Officer	
<b>Version</b>	Final	
<b>Dated</b>	14 July 2016	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments sought</b>	<b>Comments included</b>
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>		14 July 2016