

Item No. 5	Classification: Open	Date: 1 March 2010 - 10.00AM	MEETING NAME Licensing Sub-Committee
Report title:		LICENSING ACT 2003 – BUILDERS CAFE, 16 ELEPHANT & CASTLE, LONDON SE1 6TH	
Ward(s) or groups affected:		Premises are within: NEWINGTON	
From:		Strategic Director of Environment & Housing	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Daniel Scriven to vary a premises licence granted under the Licensing Act 2003 in respect of the premises known as: Builders Café, 16 Elephant & Castle, London SE1 6TH.
2. **Notes:**
 - *the application seeks to vary existing licensable activities held under current legislation in respect of the premises known as: Builders Cafe under section 34 of the Licensing Act 2003. Existing permitted licensable activities are not the subject of representations and are not under consideration at this meeting. The variation application is subject to representations from interested parties and responsible authorities, and is therefore referred to the sub-committee for determination;*
 - *paragraphs 12 to 16 of this report provide a summary of the application under consideration by the sub-committee (a copy of the full application is provided as appendix a);*
 - *paragraphs 17 to 21 of this report deals with the representations received to the application (copies of relevant representations and conciliations are attached as appendices c & d)*

BACKGROUND INFORMATION

The Licensing Act 2003

3. The Licensing Act 2003 received royal assent on 10 July 2003. The Act provides a new licensing regime for:
 - the sale of and supply of alcohol;
 - the provision of regulated entertainment;
 - the provision of late night refreshment
4. Within Southwark, this council wholly administers the licensing responsibility.
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; and
 - 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 Act established a transitional period between 7 February 2005 and 6 August 2005 under which holders of existing justices licences, public entertainment licences and night café licences were able to apply to the local licensing authority for "grandfather rights" conversion of those existing licences into the relevant licences under the new system. Licences that were so converted were converted on existing terms, conditions and restrictions. The 6 August date having now passed operators are still able to apply to secure the new licences before the date upon which the new licensing regime comes into being – 24 November 2005 – but must now apply for new licences.
8. 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 under the Act. The application must also be advertised at the premises and in the local press. The responsible authorities and other interested parties within the local community may make representations on any part of the application where relevant to the four licensing objectives.
9. Although applications submitted after 6 August 2005 no longer carry "grandfather" conversion rights, licensing authorities are directed that applicants do have an "added protection" under the law. Where an applicant seeks a premises licence intended to cover the retail sale of alcohol and that premises operation is currently covered by a justices licence, the licensing authority concerned cannot apply conditions restricting the hours at which alcohol is sold at present unless there has been a material change in the circumstances since the justices licence was granted, or the police have made representations in connection with the prevention of crime.

MATTERS FOR CONSIDERATION

The current premises licence

10. The current licence in respect of the premises known as Builders Café, 16 Elephant & Castle, London SE1 6TH was granted to the applicant in November 2005. It allows the following licensable activities.
- **live music; performance of dance; entertainment similar; facilities for making music; facilities for dancing; entertainment similar:**
Monday to Saturday from 09.00hrs- 02.00hrs;
Sunday from 09.00hrs – 23.00hrs
 - **late night refreshment:**
Monday to Saturday from 23.00hrs – 02.30hrs
Sunday from 23.00hrs – 23.30hrs

- **sale and supply of alcohol on and off the premises:**
Monday to Saturday from 10.00hrs - 02.00hrs;
Sunday from 12.00hrs – 22.00hrs

11. A copy of the existing premises licence is attached as appendix b.

The variation application

12. On 14 December 2009, Daniel Scriven applied to this council to vary the premises licence issued in respect of the premises known as Builders Café, 16 Elephant & Castle, London SE1 6TH under section 34 of the Licensing Act 2003.

Details of the variation application

13. The variation application is summarized as follows:

- **to extend the terminal hour permitted for the provision of regulated entertainment (*live music, performance of dance, anything similar*):**
 - Thursday to Saturday from 09.00hrs - 04.30hrs
- **to extend the terminal hour permitted for the provision of entertainment facilities (*making music, dancing, entertainment similar*):**
 - Thursday to Saturday from 09.00hrs - 04.30hrs
- **to extend the terminal hour permitted for the provision of late night refreshment:**
 - Thursday to Saturday from 23.00hrs - 04.30hrs
- **to extend the terminal hour for the sale and supply of alcohol:**
 - Thursday to Saturday from 10.00hrs - 04.30hrs
- **the opening hours of the premises requested are**
 - Monday to Wednesday from 09.00hrs to 02.00hrs
 - Thursday to Saturday from 09.00hrs – 05.00hrs
 - Sunday from 09.00 hrs – 00.00hrs
- **remove restriction to permitted hours for the sale of alcohol**
- **amend condition 2500 to read:**

No person under fourteen shall be in the bar of the licensed premises after 20.00hrs unless one of the following applies:

- *He is the child of the holder of the premises licence*
- *He resides in the premises, but is not employed there*
- *He is in the bar solely for the purpose of passing to or from some part of the premises which is not a bar and to and from which there is no other convenient means of access or egress*

- *The bar is in railway refreshment rooms or other premises constructed, fitted and intended to be used bona fide for any purpose to which the holding of the licence is ancillary. In this condition 'bar' includes any place exclusively or mainly used for the consumption of intoxicating liquor. But an area is not a bar when it is usual for it to be, and it is, set apart for the service of table meals and alcohol is only served or supplied to persons as ancillary to their table meals.*

A copy of the application to vary the premises licence is attached to the report as appendix a.

14. The variation application form provides the applicant's operating schedule. Parts E, G, H, I, J, K, L M and O set out the proposed operating hours in full.
15. Part P of the variation application provides any additional steps that might be proposed by the applicant to promote the four licensing objectives as set out in the Licensing Act 2003. In the event that the sub-committee should approve the application any proposals stated here must become licence conditions.

Designated premises supervisor

16. The designated premises supervisor under the existing premises licence is Priyanganika Kulatilaka, who holds a personal licence issued by Bromley Council.

Representations from interested parties

17. There are 7 representations lodged by local residents. The representations are primarily concerned with the prevention of crime and disorder, public safety and prevention of public nuisance. The representations are attached as appendix c to the report.
18. There is a representation lodged by the Draper Tenants and Residents Association, concerned at the impact on the licensing objectives of the prevention of crime and disorder, public safety and prevention of public nuisance. This representation can be seen in appendix c.
19. There are 3 representations received from businesses in the area, and they are concerned with the prevention of crime and disorder, public safety and prevention of public nuisance. They are included in appendix c.
20. There is a representation from a local ward councillor, who is concerned about noise and the potential for crime and disorder. Her representation is included in appendix c.

Representations from responsible authorities

21. There are two representations lodged by the Metropolitan Police and the Council's Environmental Protection Team (EPT). The representation from the police outlines control measures that should be undertaken to reduce the risk of crime and disorder if the licence is granted. The representations are attached as appendix d to the report.

Conciliation

22. Due to the high number of representations, conciliation has not been possible. As such the application is being submitted for determination by the licensing sub-committee.

The local area

23. A map of the local area is attached as appendix e. The following licensed premises are shown on the map:

- **Ivory Arch**, 80 -82 Walworth Road SE17 (licensed for late night refreshment and supply of alcohol on and off the premises, 11am – midnight, 7 days a week)
- **Chatkhara**, 84 Walworth Road, SE17 (licensed for late night refreshment, 12.00hrs – 02.00hrs, 7 days a week)
- **The Beijing**, 4 Hampton St, SE1 (licensed for late night refreshment, 13.30hrs – 00.20hrs, 7 days a week)
- **The Well**, 97 Newington Butts, SE1 (licensed for late night refreshment and supply of alcohol on and off the premises, 11.00hrs – 00.30hrs Monday to Saturday, 12.00hrs – 00.00hrs on Sunday)
- **Winemasters**, 101 Newington Butts, SE1 (licensed for supply of alcohol off the premises, 08.00hrs – 23.00hrs Monday to Saturday, 10.00hrs – 22.30hrs Sunday)
- **El Paisita**, 103 Newington Butts, SE1 (licensed for films, music, late night refreshment, supply of alcohol on the premises, 12.00hrs – midnight, 7 days a week)
- **La Bodeguita**, 222-223 Elephant & Castle Shopping Centre, SE1 (licensed for plays, films, music, dancing, late night refreshment, supply of alcohol on and off the premises, 12.00hrs – midnight Sunday to Thursday, 12.00hrs – 03.00hrs Friday and 12.00hrs – 04.00hrs Saturday)

Southwark Council statement of licensing policy

24. Council assembly approved the Southwark statement of licensing policy on 2 April 2008. Sections of the statement that are considered to be of particular relevance to this application are

- section 3 which sets out the purpose and scope of the policy and reinforces the four licensing objectives
- section 5 which sets out the Council's approach with regard to the imposition of conditions including mandatory conditions to be attached to the licence
- section 6 details other relevant council and government policies, strategies, responsibilities and guidance, including the relevant articles under the Human Rights Act 1998
- section 7 provides general guidance on dealing with crime and disorder and deals with licensing hours
- section 8 provides general guidance on ensuring public safety including safe capacities
- section 9 provides general guidance on the prevention of nuisance
- section 10 provides general guidance on the protection of children from harm.

25. 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

26. A fee of £190.00 has been paid by the applicant in respect of this application being the statutory fee payable for premises within non-domestic rateable value Band B.

CONSULTATIONS

27. Consultation has been carried out on this application in accordance with the provisions of the Licensing Act 2003. A public notice was placed in a local newspaper and a similar notice exhibited outside of the premises. Initially the poster at the premises was not correctly on display and the last date for representations was pushed back to 09 February 2010.

COMMUNITY IMPACT STATEMENT

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

CONCURRENT REPORT BY THE STRATEGIC DIRECTOR OF COMMUNITIES, LAW & GOVERNANCE

29. The sub-committee is asked to determine the application for a variation of a converted premises licence. The converted licence was itself granted automatically under the new Licensing Act 2003, without need for a hearing, as no relevant objections were received from the Police, on crime and disorder grounds, to the conversion.
30. It is important to distinguish the application for variation of a converted licence under the Licensing Act 2003 from the type of applications previously heard by the sub-committee, where a licence was renewed or an applicant sought to vary. The principles that apply are significantly different in many respects (although the requirement to give all parties a fair, unbiased hearing remains).
31. The sub-committee can only consider matters within the application that have been raised through representations from interested parties and responsible authorities. Interested parties must live in the vicinity of the premises. This will be decided on a case-by-case basis.
32. 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 and crime and disorder in the borough.
33. Interested parties, 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 day on which the applicant was notified by the licensing authority of the decision to be appealed against.
34. The principles that sub-committee members must apply are set out below.

Principles for making the determination

35. Section 35 of the Licensing Act 2003 sets out the licensing authority's powers and duties in considering the determination of an application for variation.
36. The general principle is that applications for variation 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.
37. 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.
38. 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
- add to, omit, and/or alter the conditions of the licence or,
 - reject the whole or part of the application for variation

Conditions

39. The sub-committee's discretion is thus limited. It can only modify the conditions put forward by the applicant, or refuse the variation, 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.
40. The four licensing objectives are
- the prevention of crime and disorder;
 - public safety;
 - the prevention of nuisance; and
 - the protection of children from harm.
41. 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.
42. 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.
43. The Licensing Act requires mandatory conditions in respect of supply of alcohol, the exhibition of films and in respect of door supervisors.
44. Members are also referred to the DCMS guidance on conditions, specifically section 7, and Annexes D, E, F and G.

Reasons

45. If the sub-committee determines that it is necessary to modify the conditions, or to refuse the application for variation, 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. As this matter relates to the determination of an application to vary under section 34 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 that 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.

Guidance

53. Members are required to have regard to the DCMS 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.

Background papers	Held at	Contact
Licensing Act 2003 DCMS Guidance Secondary Regulations Statement of Licensing Policy Various papers from the pren file.	The Chaplin Centre, Thurlow Street, SE17 2DG	Kirty Read at the Chaplin Centre Telephone 0207 525 5748

APPENDICES

No.	Title
Appendix a	Copy of the application
Appendix b	Copy of the existing premises licence
Appendix c	Copies of the representations from interested parties
Appendix d	Copy of the representations from responsible authorities
Appendix e	Copy of local area map

AUDIT TRAIL

Lead Officer	Gill Davies, Strategic Director of Environment & Housing	
Report Author	Kristie Ashenden, Principal Licensing Officer	
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Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Executive Member	No	No
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