

Committee :	Date	Classification	Report No.	Agenda Item No.
<b>Licensing Sub-Committee</b>	19 July 2018	<b>Unclassified</b>		

Report of: <b>David Tolley</b> <b>Head of Environmental Health and Trading Standards</b>  Originating Officer: <b>Mohshin Ali</b> <b>Senior Licensing Officer</b>	Title: <b>Licensing Act 2003</b> <b>Application for a variation of a premises licence for (Nelson's Head), 32 Horatio Street, Bethnal Green, London E2 7SB</b>  Ward affected: <b>Weavers</b>
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## 1.0 Summary

Applicant:	<b>Ronsen Ronsen Ltd</b>
Name and	<b>Nelson's Head</b>
Address of Premises:	<b>32 Horatio Street Bethnal Green Road London E2 9SB</b>
Licence sought:	<b>Licensing Act 2003 – variation of a premises licence</b> <ul style="list-style-type: none"> <li>• <b>To vary a condition of the licence</b></li> </ul>
Representations:	<b>Licensing Authority (against the premises) Residents (against the premises) One resident (in support of the premises)</b>

## 2.0 Recommendations

- 2.1 That the Licensing Committee considers the application and objections then adjudicate accordingly.

**LOCAL GOVERNMENT 2000 (Section 97)**  
**LIST OF "BACKGROUND PAPERS" USED IN THE DRAFTING OF THIS REPORT**

Brief description of "background paper"	Tick if copy supplied for register	If not supplied, name and telephone number of holder
<ul style="list-style-type: none"> <li>• Guidance Issued under Section 182 of the Licensing Act 2003</li> <li>• Tower Hamlets Licensing Policy</li> <li>• File</li> </ul>		<b>Mohshin Ali</b> <b>020 7364 5498</b>

### 3.0 **Background**

- 3.1 This is an application for a variation of a premises licence for (Nelson's Head), 32 Horatio Street, Bethnal Green, London E2 7SB.
- 3.2 A copy of the existing licence is enclosed as **Appendix 1**.
- 3.3 The premises licence was transferred to Rosen Rosen Ltd on the 18<sup>th</sup> March 2016. Also, the current designated premises supervisor Joanne Batt was appointed on the 1<sup>st</sup> August 2016.
- 3.4 The timings of the existing licence are detailed below:

#### **Alcohol:**

- Monday to Saturday from 11:00 hrs to 00:00 hrs
- Sunday from 07:00 hours to 00:00 hours

#### **Regulated Entertainment (live music, recorded music or similar, provision of facilities for making music):**

- Monday to Sunday from 11:00 hrs to 23:00 hrs

**(Live music restricted to Friday and Saturday)**

#### Non standard timing for the above

New Year's Day to extend from 23:00 hrs to 01:00 hrs. Bank Holiday Sunday, Christmas Eve, Boxing Day, St Patrick's Day, St George's Day and Halloween until 01:00 hrs

Note: New Years Eve is subject to the Regulatory Reform (Special Occasion Licensing) Order 2002. Which means that while that order is in effect the premises may remain open for the twelve hours between 11pm on New Years Eve and 11am on New Years Day and live performance will finish at 02:00 hrs.

#### **The opening hours of the premises**

- Monday to Saturday from 11:00 hrs to 00:30 hrs
- Sunday from 07:00 to 00:30 hours

#### Non standard timings

Half an hour after the carrying out of licensable activities

- 3.5 A copy of the variation application is enclosed as **Appendix 2**.
- 3.6 The applicant has described the nature of the variation as follows:  
*"To vary condition 2 in Annex 3 to permit the drinking of alcohol outside the premises each day up to 8pm.  
On such terms and conditions as may be agreed.  
No other variation is sought"*

3.7 The current licence condition states:  
“Annex 3 - Conditions attached after a hearing by the licensing authority”  
Condition 2:  
***“There shall be no alcohol consumed outside the premises at any time”.***

3.8 Members may wish to note that this condition was imposed by the Licensing Sub-Committee on 18<sup>th</sup> October 2005 following objections by local residents on Shipton Street to extend the hours.

3.9 The applicant wishes to change this condition to the following:  
***“There shall be no alcohol consumed outside the premises after 20:00 hours”***

#### 4.0 **Location and Nature of the premises**

4.1 Photographs of the venue and immediate vicinity will be provided at the hearing.

4.2 Maps showing the vicinity are included as **Appendix 3**.

4.3 Details of the nearest licensed venues are included as **Appendix 4**.

#### 5.0 **Licensing Policy and Government Advice**

5.1 The Council has adopted a licensing policy and this is available from the Licensing Section, and at the hearing. The revised policy came into effect on the 1<sup>st</sup> November 2013.

5.2 Relevant Sections of the policy are brought to the attention of Members within the Licensing Officers report.

5.3 The Home Secretary has issued Guidance under Section 182 of the Licensing Act 2003. This is available on the Government’s website, [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk). It was last revised in April 2018.

5.4 Relevant Sections of this advice are brought to Members attention within the Licensing Officers report. Members should note however, that in some areas Tower Hamlets, after a proper consideration of local circumstances, has not followed the Government’s advice, or has developed it further.

#### 6.0 **Representations**

6.1 All representations have to meet basic legal and administrative requirements. If they fail to do so they cannot be accepted. When rejected the person sending in the representation must be written to, and an explanation for rejection given in writing

- 6.2 A responsible authority or other person can make a representation. There are two tests for other persons and only one for a responsible authority. The two tests are contained in Section 18 of the Act.
- 6.3 All representations must be “about the likely effect of the grant of the premises licence on the promotion of the licensing objectives.” Likely means something that will probably happen, i.e. on balance more likely than not.
- 6.4 Representations by responsible authorities do not have to meet the second test of not being vexatious and frivolous. Other persons have to meet this test.
- 6.5 The Home Office recommends that in borderline cases, the benefit of the doubt should be given to the interested party making the representation.
- 6.6 Section 182 Advice by the Home Office concerning relevant, vexatious and frivolous representations is included in **Appendix 5**.
- 6.7 All the representations in this report have been considered by the relevant officer (Team Leader Licensing & Safety) and determined to have met the requirements of the Licensing Act 2003.
- 6.8 This hearing is required by the Licensing Act 2003, because relevant representations AGAINST the premises have been made by the following:
- Licensing Authority (RA) - **(Appendix 6)**
  - Paul Hodgkinson (resident) - **(Appendix 7)**
  - Nicola Collins (resident petition) - **(Appendix 8)**
  - Peter Prichard (resident petition) - **(Appendix 9)**
- 6.9 A representation has also been received in SUPPORT of the premises by the following:
- Sara Dixon (resident) - **(Appendix 10)**
- 6.10 All of the responsible authorities have been consulted about this application. They are as follows:
- The Licensing Authority
  - The Metropolitan Police
  - The LFEPA (the London Fire and Emergency Planning Authority).
  - Planning
  - Health and Safety
  - Noise
  - Trading Standards
  - Child Protection
  - Public Health
  - Home Secretary (Home Office Immigration Enforcement)
- 6.11 In addition the application was required to be advertised in a local newspaper and by a blue poster. Only objections that relate to the following licensing objectives are relevant:

- the prevention of crime and disorder
- public safety
- the prevention of public nuisance
- the protection of children from harm

6.12 Essentially, the relevant parties oppose the application because the applicant has not explained how within the context of the application they will meet the licensing objectives, particularly the prevention of crime and disorder and the prevention of public nuisance.

6.13 There are strict time limits to any representations. The time limits are contained in The Licensing Act 2003 (Premises licences and club premises certificates) Regulations 2005.

6.14 The applicant has offered measures in the operating schedule of the application that address the promotion of the Licensing Objectives. If there were no representations, the Licensing Authority would grant the licence, with conditions consistent with the operating schedule, which are relevant, proportionate and enforceable. Members are asked to consider the schedule and incorporate any conditions as necessary to address the licensing objectives.

## 7.0 **Conditions consistent with Operating Schedule**

7.1 No additional conditions volunteered. The following are existing conditions of the licence:

### ***“Annex 2 - Conditions consistent with the operating Schedule***

1. *Signage will be on display requesting customers to leave quietly.*
2. *Local arrangements with local taxi operators*

### ***Annex 3 - Conditions attached after a hearing by the licensing authority***

1. *All doors and windows to be closed after 21:00 hours at all times*
2. *There shall be no alcohol consumed outside the premises at any time.*
3. *No persons under the age of 18 to be allowed on the premises after 10:00 hrs*

## 8.0 **Conditions in consultation with the responsible authorities/other person**

8.1 The applicant has negotiated until 8pm with Met Police and Environmental Protection for the outside area. This communication is included in **Appendix 11**.

## 9.0 Licensing Officer Comments

9.1 The following is intended simply to advise Members of the relevant aspects of the Boroughs Licensing Policy, guidance from the Secretary of State, legislation and good practice (See 6.2). Members may depart from the Council's Licensing Policy and/or Government advice, provide they consider it appropriate to do so, and have clear reasons for their decision.

### 9.2 Guidance issued under section 182 of the Licensing Act 2003

- ❖ As stated in the guidance it is “provided to licensing authorities in relation to the carrying out of their functions under the 2003 Act.” It is a key medium for promoting best practice, ensuring consistent application and promoting fairness equal treatment and proportionality (1.7).
- ❖ Also “as long as licensing authorities have properly understood this Guidance, they may depart from it if they have good reason to do so and can provide full reasons. Departure from this Guidance could give rise to an appeal or judicial review, and the reasons given will then be a key consideration for the courts when considering the lawfulness and merits of any decision taken.” Therefore licensing authorities will need to give full reasons for their actions (1.9).
- ❖ Also Members should note “A Licensing Authority may depart from its own policy if the individual circumstances of any case merit such a decision in the interests of the promotion of the licensing objectives.” (1.12)
- ❖ Also, “The licensing authority may not impose any conditions unless its discretion has been exercised following receipt of relevant representations and it is satisfied as a result of a hearing (unless all parties agree a hearing is not necessary) that it is appropriate to impose conditions to promote one or more of the four licensing objectives.” Therefore, conditions may not be imposed for the purpose other than promoting the licensing objectives and in some cases no additional conditions will be appropriate. (10.8)
- ❖ Necessary conditions should emerge from a risk assessment by the applicant, which should then be reflected in the operating schedule (10.4).
- ❖ The Guidance states: “Where there are objections to an application to extend the hours during which licensable activities are to be carried on and the licensing authority determines that this would undermine the licensing objectives, it may reject the application or grant it with appropriate conditions and/or different hours from those requested.” (10.14)

- ❖ Mandatory conditions must be imposed (10.25) and censorship avoided (10.17).
- ❖ The Guidance states: “It is still permitted to sell alcohol using promotions (as long as they are compatible with any other licensing condition that may be in force), and the relevant person should ensure that the price of the alcohol is not less than the permitted price. Detailed guidance on the use of promotions is given in the guidance document available on the Gov.uk website.” (10.58) Also, “Licensing authorities should not attach standardised blanket conditions promoting fixed prices for alcoholic drinks to premises licences or club licences or club premises certificates in an area.” (10.21)

- 9.3 The Licensing Act 2003 permits children of any age to be on the premises which primarily sells alcohol providing they are accompanied by an adult. It is not necessary to make this a condition.
- 9.4 In all cases the Members should make their decision on the civil burden of proof, that is “the balance of probability.”
- 9.5 In all cases Members should consider whether or not primary legislation is the appropriate method of regulation and should only consider licence conditions when the circumstances in their view are not already adequately covered elsewhere.
- 9.6 The Government has advised that conditions must be tailored to the individual type, location and characteristics of the premises and events concerned. Conditions cannot seek to manage the behaviour of customers once they are beyond the direct management of the licence holder and their staff and standardised conditions should be avoided where they cannot be shown to be appropriate. (1.16/1.17)
- 9.7 The Council’s Licensing Policy generally expects applicants to address the licensing objectives and discuss how to do this with the relevant responsible authorities.
- 9.8 In **Appendices 12 - 17** Members are given general advice, and also have explanations of the Council’s Licensing Policy, Government advice and other legislation relating to the matters previously identified.

## 10.0 Legal Comments

- 10.1 The Council’s legal officer will give advice at the hearing.

## 11.0 Finance Comments

- 11.1 There are no financial implications in this report.

## 12.0 Appendices

<b>Appendix 1</b>	A copy of the existing licence
<b>Appendix 2</b>	A copy of the variation application
<b>Appendix 3</b>	Maps showing vicinity of venue
<b>Appendix 4</b>	Details of nearest licensed venues
<b>Appendix 5</b>	Relevant, vexatious and frivolous representations
<b>Appendix 6</b>	Representation of Licensing Authority (RA)
<b>Appendix 7</b>	Representation of Paul Hodgkinson (resident)
<b>Appendix 8</b>	Representation of Nicola Collins (resident petition)
<b>Appendix 9</b>	Representation of Peter Prichard (resident petition)
<b>Appendix 10</b>	Representation of Sara Dixon (resident)
<b>Appendix 11</b>	Communication with Police and Environmental Protection
<b>Appendix 12</b>	Licensing Officer comments on noise while the premise is in use
<b>Appendix 13</b>	Licensing Officer comments on access/egress Problems
<b>Appendix 14</b>	Licensing Officer comments on crime and disorder on the premises
<b>Appendix 15</b>	Licensing Officer comments on crime and disorder from patrons leaving the premises
<b>Appendix 16</b>	Planning
<b>Appendix 17</b>	Licensing Policy relating to hours of trading