

Committee: Licensing Sub Committee	Date	Classification Unrestricted	Report No.	Agenda Item No.
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Report of: David Tolley Head of Environmental Health & Trading Standards	Title: Licensing Act 2003 Application for a new Premise Licence for London Metropolitan University, 16 Goulston Street, London, E1 7TP
Originating Officer: Corinne Holland Licensing Officer	Ward affected: Spitalfields and Banglatown

1.0 **Summary**

Applicant: **London Metropolitan University**

Name and Address of Premises: **London Metropolitan University
16 Goulston Street
London
E1 7TP**

Licence sought: **Licensing Act 2003
Sale by retail of Alcohol (on & off sales)
Regulated Entertainment**

Objectors: **Licensing Authority
Environmental Protection
Residents**

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

File
Section 182 Guidance
LBTH Licensing Policy

Corinne Holland
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3.0 **Background**

- 3.1 This is an application for a new Premise Licence for the London Metropolitan University, 16 Goulston Street, London, E1 7TP. This premises falls within the Brick Lane Cumulative Impact Area.
- 3.2 The applicant has described the premises as: *Aldgate campus of London Metropolitan University is the home of the School of Art, Architecture and Design. There will be a mix of events taking place on this campus which encompass but not limited to student events, art shows, exhibitions and commercial events.*
- 3.3 A copy of the application is shown in **Appendix 1** (*the application was resubmitted due to errors in the advertising. When resubmitted lesser hours than the initial application were applied for. Any representations already received were carried over*)
- 3.4 The hours applied for are as follows:

Sale of Alcohol (on sales)

Monday – Thursday 10:00 – 23:00 hours

Friday – Saturday 10:00 – 00:00 hours (midnight)

Sunday 10:00 – 22:00 hours

Regulated Entertainment – (Plays, films, live music) - indoors and outdoors , (performance of dance) - indoors only

Monday – Thursday 08:00 – 23:00 hours

Friday – Saturday 08:00 – 00:00 hours (midnight)

Sunday 08:00 – 22:00 hours

Seasonal variation - Live Music

In Summer outside events in the courtyard – 09:00 – 22:00 hours

Non-standard hours – sale of alcohol / live & recorded music

Friday, Saturday and Sunday preceding a bank holiday, New Years Eve and New Years Day – 24 hours for all licensing activities

Recorded music - Outside courtyard 09:00 – 00:00 hours (midnight) on these days

4.0 **Location and Nature of the premises**

- 4.1 The site plan of the venue is included as **Appendix 2**.
- 4.2 Maps showing the vicinity are included as **Appendix 3**.
- 4.3 Photographs of the premises are included in **Appendix 4**.
- 4.4 Details of other licensed venues in the immediate vicinity are included as **Appendix 5**.

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 1st November 2023.
- 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. It was last revised in August 2023.
- 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 attached as **Appendix 52**
- 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 have been made by the following.

Licensing Authority	Appendix 6
Environmental Protection	Appendix 7
Amtor Ali	Appendix 8
Afruja Begum	Appendix 9
Akmal Hussain	Appendix 10
Ashiqul Islam	Appendix 11
Abdul Karim	Appendix 12
Atikur Khan	Appendix 13
Ashfaque Miah	Appendix 14
Ataur Rahman	Appendix 15
Alex Gordon Shute	Appendix 16
Alan Williams	Appendix 17
Abutorab Islam	Appendix 18
Amina Begum	Appendix 19
Aysha Hussain	Appendix 20
Farjana Chowdhury	Appendix 21
Ferdousi Chowdhury	Appendix 22
Gulam Raju & Jusna Begum	Appendix 23
Husna Bibi	Appendix 24
Kabir Ahmed	Appendix 25
Khanom Begum	Appendix 26
Kumkum Islam	Appendix 27
Musa Chowdhury	Appendix 28
Mijanur Rahman	Appendix 29
Moin Uddin	Appendix 30
Md. Asaduzzaman	Appendix 31
Muhammad Uddin	Appendix 32
Nahian Osmani	Appendix 33
Phoenix Johnson	Appendix 34
Razzak Ahmed	Appendix 35
Roksana Begum	Appendix 36
Rufia Khatun	Appendix 37
Ruhel Miah	Appendix 38
Rayyan Osmani	Appendix 39
Randall Thiel (SPIRE)	Appendix 40
Richard Timpson	Appendix 41
Shafique Ahmed	Appendix 42
Sandy Critchley	Appendix 43
Saidul Hoque	Appendix 44
Shafiqul Islam	Appendix 45
Susan Kay	Appendix 46
Sumi Khanam	Appendix 47
Shaheda Osmani	Appendix 48
Yasmin Begum	Appendix 49
Yameen Karim	Appendix 50

- 6.9 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 (Environmental Health)
 - Trading Standards
 - Child Protection
 - Public Health
 - Home office (Immigration Enforcement)
- 6.10 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
- 6.11 The objections relate to:
- Crime & Disorder
 - Public nuisance
 - CIA
- 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 licensing objective of the prevention of public nuisance and the prevention of crime and disorder.
- 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

1. Unaccompanied under-18s will only be permitted to enter events where the primary activity is NOT the sale of alcohol.
2. Under-16s must be accompanied at all times by an adult or be attending a pre-booked event where adequate responsible supervision is undertaken by the event organizer.
3. Challenge 25 (see police conditions)

8.0 Conditions Agreed/Requested by Responsible Authority

Police – Appendix 51

1. *The premises shall install and maintain a comprehensive CCTV system as per the minimum requirements of the Tower Hamlets Police Licensing Team. All entry and exit points will be covered enabling frontal identification of every person entering in any light condition. The CCTV system shall continually record whilst the premises is open for licensable activities and during all times when customers remain on the premises. All recordings shall be stored for a minimum period of 31 days with date and time stamping. Viewing of recordings shall be made available immediately upon the request of Police or authorised officer throughout the entire 31 day period.*
2. *A staff member from the premises who is conversant with the operation of the CCTV system shall be on the premises at all times when the premises are open. This staff member must be able to provide a Police or authorised council officer copies of recent CCTV images or data with the absolute minimum of delay when requested.*
3. *When the designated premise supervisor is not on the premises any or all persons authorised to sell alcohol will be authorised by the designated premises supervisor in writing. This shall be available on request by the Police or any authorised officer.*
4. *An incident log shall be kept at the premises, and be available on request to the Police or an authorised officer. It must be completed within 24 hours of any incident and will record the following:*
 - a) *all crimes reported to the venue;*
 - b) *all ejections of patrons;*
 - c) *any complaints received concerning crime and disorder*
 - d) *any incidents of disorder;*
 - e) *all seizures of drugs or offensive weapons;*

- f) any faults in the CCTV system, searching equipment or scanning equipment;*
- g) any refusal of the sale of alcohol;*
- h) any visit by a relevant authority or emergency service.*

5. In the event that a serious assault is committed on the premises (or appears to have been committed) the management will immediately ensure that:

- a) the police (and, where appropriate, the London Ambulance Service) are called without delay;*
- b) all measures that are reasonably practicable are taken to apprehend any suspects pending the arrival of the police;*
- c) the crime scene is preserved so as to enable a full forensic investigation to be carried out by the police; and*
- d) such other measures are taken (as appropriate) to fully protect the safety of all persons present on the premises.*

6. A Challenge 25 proof of age scheme shall be operated at the premises where the only acceptable forms of identification are recognised photographic identification cards, such as a driving licence, passport or proof of age card with the PASS Hologram.

7. A record shall be kept detailing all refused sales of alcohol. The record should include the date and time of the refused sale and the name of the member of staff who refused the sale. The record must show the outcome of the person who was intoxicated. The record shall be available for inspection at the premises by the police or an authorised officer at all times whilst the premises is open.

9.0 Licensing Officer Comments

9.1 The Live Music Act removed licensing requirements for the following:

- amplified live music and recorded music between 8am and 11pm before audiences of no more than 500 people on premises authorised to sell alcohol for consumption on the premises;
- unamplified live music between 8am and 11pm in all venues.
- Further exemptions apply see Section 16.5-16.6 of Section 182 Guidance.

9.2 The following is intended to advise Members of the relevant aspects of the Boroughs Licensing Policy, guidance from the Secretary of State, legislation and good practice. 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.

9.3 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)

- 9.4 The Licensing Act 2003 permits children of any age to be on the premises which primarily sell alcohol providing they are accompanied by an adult. It is not necessary to make this a condition.
- 9.5 In all cases the Members should make their decision on the civil burden of proof, that is “the balance of probability.”
- 9.6 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.
- 9.7 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)
- 9.8 The Council’s Licensing Policy generally expects applicants to address the licensing objectives and discuss how to do this with the relevant responsible authorities.
- 9.9 In **Appendices 52 - 59** 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

Appendix 1	A copy of the application
Appendix 2	Site Plan
Appendix 3	Maps of the surrounding area
Appendix 4	Photographs of the premises
Appendix 5	Other licensed venues in the area
Appendix 6	Representation from Licensing Authority
Appendix 7	Representation from Environmental Protection
Appendix 8 – 50	Resident representations
Appendix 51	Police agreed conditions
Appendix 52	Section 182 Advice by the DCMS- Relevant, vexatious and frivolous representations
Appendix 53	Licensing Officer comments on public nuisance
Appendix 54	S182 advice on public nuisance
Appendix 55	Licensing Officer comments on crime & disorder
Appendix 56	S182 advice on crime & disorder
Appendix 57	CIA Policy
Appendix 58	Licensing Policy relating to hours of trading
Appendix 59	Planning