

Committee: Licensing Sub Committee	Date 18 June 2024	Classification Unrestricted	Report No.	Agenda Item No.
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Report of: Tom Lewis Service Manager Regulatory Services (Commercial)	Title: Licensing Act 2003 Application for a new Premise, We Are Bard Books 341-343 Roman Road London E3 5QR
Originating Officer: Lavine Miller-Johnson Licensing Officer	Ward affected: Bow West

1.0 **Summary**

Applicant: **Oranges & Lemons Hospitality Consultants LTD (Vicki Kerr)**

Name and **We Are Bard Books**

Address of Premises: **341-343 Roman Road London E3 5QR**

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

Objectors: **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

Lavine Miller-Johnson
020 7364 2665

3.0 **Background**

- 3.1 This is an application for a new Premise Licence for We Are Bard Books 341-343 Roman Road London E3 5QR
- 3.2 The applicant has described the premises as: *Bookshop and bar primarily functioning as a bookshop during the day, it will also function as a hub for the community, hosting book clubs, book swaps, author readings and book launches; art exhibitions, creative masterclasses, and providing a local space for friends to enjoy a drink without having to go to a pub.*
- 3.3 A copy of the application is shown in **Appendix 1**
- 3.4 The hours applied for are as follows:

Sale of Alcohol (on and off sales)

Monday to Saturday 11:00 hours to 23:00 hours

Sunday from 11:00 hours to 22:30 hours

Opening Hours

Monday to Saturday from 09:00 hours to 23:00 hours

Sunday from 10:00 hours to 22:30 hours

- 3.5 The site plan of the venue is included as **Appendix 2**

4.0 **Location and Nature of the premises**

- 4.1 Maps showing the vicinity are included as **Appendix 3**.
- 4.2 Photographs of the premises are included in **Appendix 4**.
- 4.3 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, than 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 8**
- 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.

A number of the representations were the same so I have included one copy to save duplication

• Paul Elford	Appendix 6
• Dr Cabot	Appendix 7

- 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:

- Public nuisance
- Crime & Disorder
- Public Safety

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. A personal licence holder shall be on duty from 19:00 to close on Friday and Saturday evenings
2. Last orders will be called 15 minutes prior to closing time to allow adequate "drink up" time

3. An incident book shall be kept at the premises, and made available to the police or authorised council officers, which will record:
 - any crimes reported
 - lost property
 - any incidents of disorder
4. All staff will be trained on induction and be given refresher training every six months. Written training records will be kept for each staff member and be produced to police & authorised council officers on request.
5. Training will include identifying persons under 25, making a challenge, acceptable proof of age & checking it, making & recording a refusal, avoiding conflict & responsible alcohol retailing.
6. Customers carrying open or sealed bottles or glasses will not be admitted to the premises at any time.
7. Crime prevention notices are displayed warning customers of the possibility of crime which may target them, e.g. “Bags should not be left unattended”, “Watch out for Pickpockets”.
8. Prominent, clear and legible notices to be clearly displayed at exit reminding patrons:
 - To respect the needs of local residents and to leave the premises and the area quietly without loitering outside the premises or in the vicinity.
 - That no drinks, bottles, or glasses may be removed from the premises.
9. The area outside of the premises shall be kept tidy at all times and be swept at close
10. Noise from the premises will be maintained at a level that will not be audible at the façade of any neighbouring premises.
11. Doors and windows to be kept closed when regulated entertainment is taking place.
12. Garden area to be closed at 22:00 with any customers remaining asked to move inside.
13. The playing of live or recorded music in garden will not be permitted after 20:00.
14. No deliveries will be received or rubbish removed (including bottles or glass) between 20:00 and 07:00.
15. A contact phone number will be provided to all neighbouring residents to contact the business with any concerns.

16. No inappropriate content (books, music, art or otherwise) to be accessible to anyone under the age of 18.
17. Separate children's book area to provide a safe space for parents and children to read books or relax.
18. A challenge 25 age verification scheme will be used with only a valid photographic ID accepted as proof of age.
19. No person under the age of 18 will be allowed to consume alcohol on the premises at any time.
20. All staff will be trained on induction and be given refresher training every six months. Written training records will be kept for each staff member and be produced to police & authorised council officers on request.
21. Training will include identifying persons under 25, making a challenge, acceptable proof of age & checking it, making & recording a refusal, avoiding conflict & responsible alcohol retailing

8.0 Conditions Agreed/Requested by Responsible Authority

Conditions Agreed with the Police:

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

5. 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.

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 10-17** 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

Appendix 1	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 6-7	Resident Representation
Appendix 8	Applicant & Objectors mediation of conditions to be proposed
Appendix 9	Police conditions agreed
Appendix 10	Section 182 Advice by the DCMS- Relevant, vexatious and frivolous representations
Appendix 11	Licensing Officer comments on public nuisance
Appendix 12	S182 advice on public nuisance
Appendix 13	Noise whilst the premise is in use
Appendix 14	Licensing Officers comments on crime and disorder
Appendix 15	S182 advice on crim and disorder
Appendix 16	Licensing Policy relating to hours of trading
Appendix 17	Planning