

Committee: Licensing Sub-Committee	Date: 12 December 2013	Classification: UNRESTRICTED	Report No. LSC 42/134	Agenda Item No.
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Report of: David Tolley Head of Consumer and Business Regulations Service Originating Officer: Mohshin Ali Senior Licensing Officer	Title: Licensing Act 2003 Application to Review the Premises Licence for Joiners Arms, 116 – 118 Hackney Road, London E2 7QL Ward affected: Weavers
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1.0 Summary

Name and	Joiners Arms
Address of premises:	116 - 118 Hackney Road London E2 7QL
Licence under review:	Licensing Act 2003 – Premises Licence <ul style="list-style-type: none"> • The sale by retail of alcohol • Provision of Regulated Entertainment • provision of late night refreshment
Representations:	Met Police <ul style="list-style-type: none"> • Residents (Supporting the premises)

2.0 Recommendations

- 2.1 That the Licensing Committee considers the application for review and then adjudicates 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

- Guidance Issued under Section 182 of the Licensing Act 2003
- Tower Hamlets Licensing Policy
- File

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3.0 Review Application

- 3.1 This is an application for a review of the premises licence for Joiners Arms, 116 – 118 Hackney Road, London E2 7QL. The review was triggered by Trading Standards, the Local Weights and Measures Authority.
- 3.2 A copy of the review application is attached in **Appendix 1**.
- 3.3 In relation to the application and the representations, the personal details such as emails, phone numbers and signatures have been redacted for the purposes of identity theft protection. The Licensing Officer has the original documents.

4.0 The Premises

- 4.1 The original premises licence was issued on 17th October 2005. A copy of the current licence is contained in **Appendix 2**.
- 4.2 Maps showing the premises and the surrounding areas are included in **Appendix 3**.

5.0 Representations

- 5.1 This hearing is required by the Licensing Act 2003, because a review has been triggered by the Metropolitan Police.
- 5.2 Residents have made representations against the review and in support of the premises.
 - a) Please see the list of residents who are opposing the review and are in support of the premises (**Appendix 4**). Please see **Appendices 5 to 21** for the actual individual representations.
 - b) Please see **Appendix 27** for a representation by way of a petition consisting of 122 pages. The signatures are from people both within Tower Hamlets and various parts of London.
 - c) Another online petition was received with 2566 supporters. However, this petition does not contain signatures and the full addresses are not given. Therefore this has been included as supporting documents from the licence holder and not as a representation (Please see **Appendix 28**).
- 5.3 We have received 8 further representations from residents in *support* of the premises which did relate to the licensing objectives. In addition, there was only 1 representation which was *against* the premises. However, at the time of writing this report, these representations were deemed invalid as they did not reply to provide their addresses.

- 5.4 A further 21 people made invalid representations as they did not relate to the licensing objectives. These people were written to and advised accordingly.
- 5.5 Only representations 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
- 5.6 In the view of the responsible authority and the interested parties it is necessary to achieve the licensing objectives of the prevention of crime and disorder.

6.0 Review Explained

- 6.1 The Licensing Act 2003 was described by the Government at the time as “light touch” but as Baroness Blackstone stated in the Lords at the time of the second reading (26 Nov 2002) “Local residents and businesses as well as expert bodies, will have the power to request that the licensing authority review existing licences where problems arise. Such a review could result in the modification of the licence, its suspension, or ultimately, revocation.”
- 6.2 The Home Office has issued guidance under Section 182 of the Licensing Act 2003 in relation to reviews and that is contained in **Appendix 22**. It is available on the Government’s website, www.homeoffice.gov.uk. It was last revised in June 2013.
- 6.3 Members are particularly asked to note the comments in relation Crime and Disorder. In particular the home office advice is that “The role of the licensing authority when determining such a review is not therefore to establish the guilt or innocence of any individual but to ensure that the crime prevention objective is promoted.”
- 6.4 In relation to its advice on representations the Home Office has also advised that “there is no requirement for an interested party or responsible authority to produce a recorded history of problems at a premises to support their representations.” It has also issued revised guidance about Crime and Disorder, and the pool of conditions which might be considered in relation to any identified problems. see **Appendix 23**.
- 6.5 Members should also note the Council’s Licensing Policy in relation to Crime and Disorder, the relevant parts of which are contained in **Appendix 24**. The Pool Conditions in the Policy are the same as the Government’s.

- 6.6 The home office has also issued guidance about the prevention of public nuisance and advice which might be considered in relation to any identified problems is contained in **Appendix 25**.
- 6.7 The Council's Licensing Policy in relation to Public Nuisance is contained in **Appendix 26**.
- 6.8 The Home Office has advised that in relation to reviews "It is important to recognise that the promotion of the licensing objectives relies heavily on a partnership between licence holders, authorised persons, responsible authorities and any other persons in pursuit of common aims. Where authorised persons and responsible authorities have concerns about problems identified at premises, it is good practice for them to give licence holders early warning of their concerns and the need for improvement, and where possible they should advise the licence or certificate holder of the steps they need to take to address those concerns. A failure by the holder to respond to such warnings is expected to lead to a decision to apply for a review. Co-operation at a local level in promoting the licensing objectives should be encouraged and reviews should not be used to undermine this co-operation (11.11)"
- 6.9 An interested party or a responsible authority can trigger a review at any time, but the grounds must be relevant to the licensing objectives. The form of the application, and the advertisement of the review are the subject of regulations (The Licensing Act 2003 (Premises Licences and Club Premises Certificate) Regulations 2005). In addition, the licensing authority has to satisfy itself of certain matters in relation to the Licensing Act 2003.
- 6.10 The Licensing Act 2003 requires that the Licensing Authority satisfies itself that it should reject the grounds for a review because:
- The ground is not relevant to one or more of the licensing objectives
 - In the case of an application by a local resident that the application is frivolous, vexatious or repetitious.

7.0 **Review Advertisement**

- 7.1 The review was advertised by a blue poster, next to the premises, by the Licensing Section. This was periodically monitored by the Section to ensure it was on continuous display, and replaced as necessary. It was also advertised at Mulberry Place, 5 Clove Crescent, London E14 2BG.
- 7.2 The party that triggers the review must notify the licence holder and responsible authorities. The review documents were sent to the licence holders.

- 7.3 The procedure for a review can be summarised as follows:
- A review is triggered by a responsible authority or interested party
 - Consultation is conducted for 28 full days
 - Other responsible authorities or interested parties may join in the review
 - Members conduct a hearing
 - Members make a determination
 - All the parties to the review have the right of appeal to the magistrates court (i.e. the licence holder, the person who triggered the review and those who have made a representation).

8.0 Licensing Officer Comments

- 8.1 Members must consider all the evidence and then decide from the following alternatives:
- Take no further action as they do not consider it proportionate to do so
 - Impose conditions (including altering existing permissions) that relate to problems which they consider have been identified and which are necessary and proportionate to ensure that the licensing objectives are met
 - Suspend the licence for a period
 - Revoke the licence completely
- 8.2 The licence should only be suspended or revoked if Members believe that alterations to the existing licence, including imposing new conditions does not have a reasonable prospect of ensuring that the licensing objectives are met.
- 8.3 Members should bear in mind that conditions may not be imposed for any purpose other than to meet the licensing objectives.
- 8.4 In all cases the Members should make their decision on the civil burden of proof that is “the balance of probability.”
- 8.5 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.

9.0 Legal Comments

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

10.0 Finance Comments

- 10.1 There are no financial implications in this report.

11.0 Appendices

Appendix 1	Copy of the review application
Appendix 2	Copy of the current licence
Appendix 3	Maps showing the premises and the surrounding areas
Appendix 4	List of residents who are opposing the review
Appendix 5 - 21	Residents actual individual representations
Appendix 22	Guidance issued under Section 182 by the Home Office for reviews
Appendix 23	Guidance Issued by the Home Office under Section 182 of the Licensing Act 2003 concerning Crime and Disorder
Appendix 24	London Borough of Tower Hamlets Licensing Policy in relation to the prevention of Crime and Disorder
Appendix 25	Guidance Issued by the Home Office under Section 182 of the Licensing Act 2003 concerning Public Nuisance
Appendix 26	London Borough of Tower Hamlets Policy in relation to the prevention of Public Nuisance
Appendix 27	Representation by way of a petition
Appendix 28	Supporting documents (petition) from the licence holder
Appendix 29	Further supporting documents submitted on behalf of the Premise Licence Holder