

Committee :	Date	Classification	Report No.	Agenda Item No.
Licensing Sub Committee	05 March 2014	Unclassified	LSC 64/134	

Report of : David Tolley Head of Consumer and Business Relations	Title: Licensing Act 2003 Application for a variation of a Premises Licence for the Coborn Arms, 6-8 Coborn Road, London, E3 2DA
Originating Officer: Andrew Heron Licensing Officer	Ward affected: Bow West

1.0 Summary

Applicant: **Young and Co's Brewery PLC.**
Name and Address of Premises: **The Coborn Arms**
6-8 Coborn Road
London
E3 2DA

Licence sought: **Licensing Act 2003 variation:**
Varying the layout of the premises

Objectors: **Local 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 Only

Andrew Heron
020 7364 2665

3.0 **Background**

- 3.1 This is an application for a variation in a premises licence for Coborn Arms, 6-8 Coborn Road, London, E3 2DA.
- 3.2 A copy of the existing licence is enclosed as **Appendix 1**.

The Applicant has not applied to vary the hours of licensable activities. However, for Members' information, the current hours are as follows:

The sale by retail of alcohol:

- a) Monday, Tuesday and Wednesday from 08:00hrs until 23:30hrs
- b) Thursday, Friday and Saturday from 08:00hrs until 00:00hrs (midnight)
- c) Sunday from 10:00hrs to 23:00hrs.
- d) On no more than 15 non-standard timings per year including Bank Holidays from 10:00hrs until 02:00hrs. 7 clear days' notice to be given to the Police, Licensing Authority and Environmental Health who will advise on noise limiting. Police will have right to veto.

Note: However, New Year's 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 23:00hrs on New Year's Eve and 11am on New Year's Day.

Hours premises are open to the public

- a) On Monday, Tuesday and Wednesday from 08:00hrs until 00:00 (midnight)
 - b) On Thursday, Friday and Saturday from 08:00hrs until 00:30hrs the following day
 - c) On Sunday from 10:00hrs until 23:30hrs
 - d) On no more than 15 non-standard timings per year including Bank Holidays from 10:00hrs until 02:30hrs.
- 3.3 A copy of the variation application is enclosed as **Appendix 2**.
- 3.4 The applicant has described the nature of the variation as:

To vary the layout of the premises in accordance with plans supplied by the applicant. All licensable activities, permitted hours and opening hours to remain as existing.

Main changes:-

- *Bringing existing garden area inside the premises.*
- *Increasing the bar area inside by way of the Orangery.*
- *Removing existing toilets and re-locating them into what is currently an outbuilding.*

3.5 A map showing the relevant premises is included as **Appendix 3**.

4.0 **Licensing Policy and Government Advice**

4.1 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 2013.

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

4.3 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 June 2013.

4.4 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.

5.0 **Representations**

5.1 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

5.2 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.

5.3 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.

5.4 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.

5.5 The Home Office recommends that in borderline cases, the benefit of the doubt should be given to the interested party making the representation.

5.6 Section 182 Advice by the Home Office concerning relevant, vexatious and frivolous representations is attached as **Appendix 4**.

- 5.7 All the representations in this report have been considered by the relevant officer (Trading Standards and Licensing Manager) and determined to have met the requirements of the Licensing Act 2003.
- 5.8 This hearing is required by the Licensing Act 2003, because relevant representations have been made by Local Residents(see **Appendices 4-15**)
- 5.9 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
 - Primary Care Trust
- 5.10 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
- 5.11 The objections cover allegations of
- Anti-social behaviour on the premises
 - Anti-social behaviour from patrons leaving the premises
 - Noise while the premise is in use
 - Close proximity to residential properties
- 5.12 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.
- 5.13 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.

6.0 Licensing Officer Comments

6.1 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.

6.2 Guidance issued under section 182 of the Licensing Act 2003

- ∇ As stated in the guidance it is “provided for licensing authorities carrying out their functions.” It is a key medium for promoting best practice, ensuring consistent application and promoting fairness equal treatment and proportionality (1.7).
- ∇ Also “so long as the guidance has been properly and carefully understood and considered, licensing authorities may depart from it if they have reason to do so.” When doing so 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)
- ∇ Conditions may not be imposed for the purpose other than the licensing objectives.
- ∇ Necessary conditions should emerge from a risk assessment by the applicant, which should then be reflected in the operating schedule (10.7).
- ∇ The Licensing Authority may only impose such conditions as are necessary for meeting the licensing objectives.
- ∇ It is Government policy that facilities for people and performers with disabilities should be provided at places of entertainment. (S. 10.24).
- ∇ The Government has stated “there is no general presumption in favour of lengthening licensing hours and the four licensing objectives should be paramount at all times. Where there are objections to an application and the committee believes that changing the licensing hours would undermine the licensing objectives, they may reject the application or grant it with appropriate conditions and/or different hours from those requested.” (10.20)

- ∇ Mandatory conditions must be imposed (10.43) and censorship avoided (10.31).
 - ∇ Routine conditions about drink promotions are not permitted but can be imposed in an appropriate circumstances (10.38). The Office of Fair Trading's Advice also needs to be considered, namely that minimum prices setting is not permitted.
- 6.3 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.
- 6.4 In all cases the Members should make their decision on the civil burden of proof, that is "the balance of probability."
- 6.5 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.
- 6.6 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)
- 6.7 The Council's Licensing Policy generally expects applicants to address the licensing objectives and discuss how to do this with the relevant responsible authorities.
- 6.8 In **Appendices 16-19** 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.

7.0 Exemptions

- 7.1 There are a number of statutory exemptions from the operation of the Licensing Act 2003, and Members need to bear these in mind.
- 7.2 Schedule 1 Part 2 of the Act states that entertainment in churches, Morris dancing (and accompanying music if live and unamplified) and incidental music are not licensable activities-that is no conditions can be set for them.
- 7.3 Acts of religious worship, wherever performed are not licensable.
- 7.4 Section 177, (1) and (2) of the Act provides that where a premises (or club) is licensed for alcohol consumption on the premises and is

primarily thus used, and the permitted capacity does not exceed 200, additional conditions relating to the music should only relate to public safety or the prevention of crime (or both). That is they should not relate to any “noise nuisance.”

- 7.5 Section 177 (4) provides that where a premises licence (or club) has a capacity of not more than 200 and the only music is unamplified live music between 08:00hrs and midnight, no additional conditions should be set relating to the music.
- 7.6 Section 177 can be disapplied on a licence review if it is proportionate to do so.

8.0 **Legal Comments**

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

9.0 **Finance Comments**

- 9.1 There are no financial implications in this report.

10.0 Appendices

Appendix 1	A copy the existing licence
Appendix 2	A copy of the application for variation
Appendix 3	Maps of the area
Appendix 4	Section 182 Advice by the DCMS- Relevant, vexatious and frivolous representations
Appendix 5	Representation of Local Resident Ms Jasmin Beckford
Appendix 6	Representation of Local Resident Mr Toby Bennett
Appendix 7	Representation of Local Resident Mr Kenneth Blakely
Appendix 8	Representation of Local Resident Ms Sarah Chase
Appendix 9	Representation of Local Resident Mr Mike Clear
Appendix 10	Representation of Local Resident Ms Shirley Day
Appendix 11	Representation of Local Resident Ms Serena Jenks
Appendix 12	Representation of Local Resident Ms Mr Hugo Lane
Appendix 13	Representation of Local Resident Jakki Moxham
Appendix 14	Representation of Local Resident Mr Roy Sully
Appendix 15	Representation of Local Resident Ms Tina Williams
Appendix 16	Licensing Officer comments on anti-social behaviour on the premises
Appendix 17	Licensing Officer comments on anti-social behaviour from patrons leaving the premises
Appendix 18	Licensing Officer comments on noise while the premises is in use
Appendix 19	Licensing Officer comments on access and egress problems
Appendix 20	Planning