

Committee :	Date	Classification	Report No.	Agenda Item No.
Licensing Sub Committee	21 October 2014	Unclassified	LSC 38/145	

Report of : David Tolley Head of Consumer and Business Relations Originating Officer: Kathy Driver Principal Licensing Officer	Title: Licensing Act 2003 Application for a time limited premises licence for Victoria Park, Bow, E3 Ward affected: Bow East
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1.0 Summary

Applicant: **Winterville Events Ltd**
 Name and Address of Premises: **Victoria Park London E3**

Licence sought: **Licensing Act 2003**
The sale of alcohol
Provision of regulated entertainment

Objectors: **Local Councillors**
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		Kathy Driver 020 7364 5171

3.0 **Background**

- 3.1 This is an application for a time limited premises licence for Victoria Park, Bow, E3
- 3.2 A copy of the application is enclosed as **Appendix 1**.
- 3.3 The application is for a period commencing 2nd December 2014 to 1st January 2015 with exception of 25th and 26th December 2014.
- 3.4 The hours that have been applied for are as follows:-

Sale of Alcohol (on sales only)

Sunday to Thursday from 10:00 hrs to 22:30 hrs

Friday and Saturday from 10:00 hrs to 23:00 hrs

The Provision of Regulated Entertainment:

Plays, Films, Indoor Sporting events, Live Music, Recorded Music, Performance of dance and similar

Sunday to Thursday from 10:00 hrs to 22:30 hrs

Friday and Saturday from 10:00 hrs to 23:00 hrs

Hours premises is open to the public:

Sunday to Thursday from 10:00 hrs to 22:30 hrs

Friday and Saturday from 10:00 hrs to 23:00 hrs

- 3.5 A map showing the site of the planned area is included as **Appendix 2**.

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 2014.
- 4.4 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.

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 3**.
- 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 the following:
Local Councillors See **Appendices 4-6**
Local Residents See **Appendix 7** for list and **Appendices 8 - 24** for representations
- 5.9 Environmental Health have agreed conditions relating to noise, these are attached in **Appendix 25**.
- 5.10 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 (Environmental Health)
 - Trading Standards
 - Child Protection

- Primary Care Trust

5.11 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

5.12 The objections cover allegations of

- Anti-social behaviour on the premises
- Noise while the premise is in use
- Disturbance from patrons leaving the premises on foot
- Disturbance from patrons leaving the premises by car
- Close proximity to residential properties
- Noise leakage from the premises

5.13 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.

5.14 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.

5.15 In addition to the documentation contained in the report, the application contains additional documentation providing the detail of the Event Management Plan/ Crime Prevention Plan. Members are asked to consider all the associated documentation which accompanies the application and incorporate any conditions which are relevant, proportionate and enforceable from those documents that are necessary to address the licensing objectives. These documents will be made available at the hearing.

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. Any conditions imposed must be appropriate for the promotion of the licensing objectives, must be precise and enforceable and clear in what they intend to achieve, they must not duplicate other legislation and tailored to the type of application made. (1.16)
- ❖ 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 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 sell 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 26-32** 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 **Legal Comments**

- 7.1 The Council's legal officer will give advice at the hearing.

8.0 **Finance Comments**

- 8.1 There are no financial implications in this report.

9.0 Appendices

Appendix 1	A copy of the application
Appendix 2	Site Plan
Appendix 3	Section 182 Advice by the DCMS- Relevant, vexatious and frivolous representations
Appendix 4	Representations of Cllr Blake
Appendix 5	Representations of Cllr Whitelock-Gibbs & Cllr Islam
Appendix 6	Representations of Cllr Peck
Appendix 7	List of resident objections
Appendix 8-24	Representations of Local Residents
Appendix 25	Conditions agreed with Environmental Health
Appendix 26	Licensing Officer comments on anti social behaviour on the premises
Appendix 27	Licensing Officer comments on Anti-Social Behaviour from Patrons Leaving the Premises
Appendix 28	Licensing Officer comments on Noise while the Premise is in Use
Appendix 29	Licensing Officer comments on Access and Egress Problems
Appendix 30	Licensing Officer comments on Noxious smells or Light Pollution
Appendix 31	Licensing Officer comments on Noise Leakage from the Premises
Appendix 32	Licensing Policy Relating to Hours of Trading