

# Southend-on-Sea Borough Council

Agenda  
Item No.

Report of Corporate Director for Place  
to

Licensing Sub Committee (B)

on

18<sup>th</sup> September 2013

Report prepared by: Lee Colby

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Mayhem, The Basement, Maitland House,  
Chichester Road, Southend on Sea, SS1 2JY

Application for Review of Premises Licence  
Licensing Act 2003

*A Part 1 Public Agenda Item*

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## 1. Purpose of Report

- 1.1 This report considers an application by Mr Robert Linggood for the review of an existing Premises licence.

## 2. Recommendation

- 2.1 That the Sub Committee determines the application.

## 3. Background

- 3.1 The premises comprise an established licensed nightclub located in Chichester Road, just off the High Street in Southend-on-Sea.

## 4. The Review Application

- 4.1 The application for review was made by Mr Robert Linggood, and was received on 15<sup>th</sup> October 2012.
- 4.2 The grounds for the application are that noise and antisocial behaviour is being created by the premises and in doing so is undermining the licensing objectives of a) Prevention of Public Nuisance; b) Prevention of Crime and Disorder; and, c) Public Safety.
- 4.3 The hearing was delayed on the basis that a Police Review of the premises was in place at the time and had to wait for the completion.
- 4.4 The hearing was originally listed for May 2013 but was adjourned at the request of Mr Linggood on personal grounds. As a result of that, negotiations were able to take place and new conditions have been agreed to be attached to the licence by both parties. These are outlined at **Appendix 2**.

4.5 Full details are provided within the application form, copies of which have been supplied to the Sub-Committee.

## **5. Application Procedure**

5.1 Applicants for review of licences are required by law to send copies of their applications to all of the responsible authorities and to the premises licence holder.

5.2 The Licensing Authority is required to advertise the review by displaying prominently a notice at, on or near the site of the premises to which the application relates, for a period of 28 days. Such a notice is also required to be displayed at the offices, or main offices, of the Licensing Authority, in a central and conspicuous place. These notices have been displayed, and have been checked frequently. Following these procedures, no further representations were received.

5.3 Copies of the initial application, and supporting evidence, have been provided to the Sub Committee Members. In accordance with the legislation, all parties have been invited to attend the hearing.

## **6. Matter for Consideration**

6.1 A valid application for review having been made, the Licensing Authority is obliged to hold a hearing to consider it and any relevant representations.

6.2 The Authority must, having regard to the application and relevant representations, take such steps (if any) as it considers necessary for the promotion of the licensing objectives.

6.3 The steps are:-

- a) to modify the conditions of the licence;
- b) to exclude a licensable activity from the scope of the licence;
- c) to remove the designated premises supervisor;
- d) to suspend the licence for a period not exceeding 3 months;
- e) to revoke the licence.

6.4 For this purpose, the conditions of the licence are modified under paragraph a) above if any of them is altered or omitted, or any new condition is added.

6.5 Where the Licensing Authority modifies the conditions of the licence, or excludes a licensable activity, it may provide that the modification or exclusion is to have effect only for such period (not exceeding 3 months) as it may specify.

6.6 The Licensing Act 2003 requires that the Licensing Authority must carry out its functions under the Act with a view to promoting the licensing objectives. These are:-

- a) the prevention of crime and disorder;
- b) public safety;

- c) the prevention of public nuisance;
- d) the protection of children from harm.

6.7 In carrying out its licensing functions, the Licensing Authority must also have regard to

- i) Licensing Statement, and
- ii) The guidance issued by the Secretary of State.

6.8 The Licensing Authority has, in accordance with the requirements of the Act, prepared and published a Statement of Licensing Policy, following formal consultation. Copies of this document, together with the Statutory Guidance has been made available to all Licensing Committee Members.

6.9 Where the Licensing Authority makes a determination in respect of a review, the determination does not have effect:-

- a) until the end of the period given for appealing against the decision, or
- b) if the decision is appealed against, until the appeal is disposed of.

## 7. Existing Licensing Controls

7.1 The premises have the benefit of a Premises Licence, issued in December 2006 to Shea Properties Ltd. then varied the licence in November 2007 to extend its terminal hour from 02:00hrs Mondays-Saturdays and until 00:30hrs on Sundays to those stated below, which permits the sale of alcohol to take place for (consumption both on and off the premises) and the provision of regulated entertainment comprising films, live music, recorded music, performances of dance and the provision of entertainment facilities comprising making music and dancing. The permitted hours are:-

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|--------------------------|--|
| a) Sundays to Thursdays  | 10.00 a.m. to 03.00 a.m. the following morning.                            |
| b) Fridays and Saturdays | 10.00 a.m. to 04.00 a.m. the following morning.                            |
| c) New Year's Eve        | 10.00 a.m. until the commencement of permitted hours on the following day. |

7.2 The premises are permitted to remain open for an additional hour beyond the times listed above.

7.3 The premises are permitted to supply Late Night Refreshment up to the times listed above.

7.4 The premises licence was the subject of a Police Review on 25th March 2013 whereby through prior negotiation before the hearing new conditions were attached to the licence, in place of the conditions at annex 2 of the, at the time, existing licence.

- 7.5 Prior to the grant of the original Premises Licence, in 2007, the venue (which comprises part of the basement of the former Keddies Department Store) had the benefit of both a provisional Justices Licence and a provisional Public Entertainment Licence. As those original approvals did not give rise to "Grandfather Rights" under the Licensing Act Transition process, a new licence application was required for the premises to commence operating. That application attracted a representation from the Police Authority, but this was resolved when additional conditions were agreed.
- 7.6 A copy of the licence has been provided to the sub-committee.

## **8. Background**

- 8.1 The Council's Statement of Licensing Policy

## **9. Appendices**

- 9.1 Appendix 1 – Extract from statutory guidance.
- 9.2 Appendix 2 – Conditions drawn from measures agreed between Mr Linggood and the Licensee.

## **EXTRACT FROM STATUTORY GUIDANCE.**

(NB Numbers within Appendix 1 are references from the guidance)

### **THE REVIEW PROCESS**

- 11.1 The proceedings set out in the 2003 Act for reviewing premises licences and club premises certificates represent a key protection for the community where problems associated with the licensing objectives occur after the grant or variation of a premises licence or club premises certificate.
- 11.2 At any stage, following the grant of a premises licence or club premises certificate, a responsible authority, or any other person, may ask the licensing authority to review the licence or certificate because of a matter arising at the premises in connection with any of the four licensing objectives.
- 11.3 An application for review may be made electronically, provided the licensing authority agrees and the applicant submits a subsequent written application. The licensing authority may also agree in advance that the application need not be given in writing. However, these applications are outside the formal electronic application process and may not be submitted via GOV.UK or the licensing authority's electronic facility.
- 11.4 In addition, the licensing authority must review a licence if the premises to which it relates was made the subject of a closure order by the police based on nuisance or disorder and the magistrates' court has sent the authority the relevant notice of its determination, or if the police have made an application for summary review on the basis that premises are associated with serious crime and/or disorder.
- 11.5 Any responsible authority under the 2003 Act may apply for a review of a premises licence or club premises certificate. Therefore, the relevant licensing authority may apply for a review if it is concerned about licensed activities at premises and wants to intervene early without waiting for representations from other persons. However, it is not expected that licensing authorities should normally act as responsible authorities in applying for reviews on behalf of other persons, such as local residents or community groups. These individuals or groups are entitled to apply for a review for a licence or certificate in their own right if they have grounds to do so. It is also reasonable for licensing authorities to expect other responsible authorities to intervene where the basis for the intervention falls within the remit of that other authority. For example, the police should take appropriate steps where the basis for the review is concern about crime and disorder. Likewise, where there are concerns about noise nuisance, it is reasonable to expect the local authority exercising environmental health functions for the area in which the premises are situated to make the application for review.
- 11.6 Where the relevant licensing authority does act as a responsible authority and applies for a review, it is important that a separation of responsibilities is still achieved in this process to ensure procedural fairness and eliminate conflicts of interest. As outlined previously in Chapter 9 of this Guidance, the distinct functions of acting as licensing authority and responsible authority should be exercised by different officials to ensure a separation of responsibilities. Further information on

how licensing authorities should achieve this separation of responsibilities can be found in Chapter 9, paragraphs 9.13 to 9.19 of this Guidance.

- 11.7 In every case, any application for a review must relate to particular premises in respect of which there is a premises licence or club premises certificate and must be relevant to the promotion of one or more of the licensing objectives. Following the grant or variation of a licence or certificate, a complaint regarding a general issue in the local area relating to the licensing objectives, such as a general (crime and disorder) situation in a town centre, should generally not be regarded as a relevant representation unless it can be positively tied or linked by a causal connection to particular premises, which would allow for a proper review of the licence or certificate. For instance, a geographic cluster of complaints, including along transport routes related to an individual public house and its closing time, could give grounds for a review of an existing licence as well as direct incidents of crime and disorder around a particular public house.
- 11.8 Where a licensing authority receives a geographic cluster of complaints, the authority may consider whether these issues are the result of the cumulative impact of licensed premises within the area concerned. In such circumstances, the authority may also consider whether it would be appropriate to include a special policy relating to cumulative impact within its licensing policy statement. Further guidance on cumulative impact policies can be found in Chapter 13 of this Guidance.
- 11.9 Representations must be made in writing and may be amplified at the subsequent hearing or may stand in their own right. Additional representations which do not amount to an amplification of the original representation may not be made at the hearing. Representations may be made electronically, provided the licensing authority agrees and the applicant submits a subsequent written representation. The licensing authority may also agree in advance that the representation need not be given in writing.
- 11.10 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 If the application for a review has been made by a person other than a responsible authority (for example, a local resident, residents' association, local business or trade association), before taking action the licensing authority must first consider whether the complaint being made is relevant, frivolous, vexatious or repetitious. Further guidance on determining whether a representation is frivolous or vexatious can be found in Chapter 9 of this Guidance (paragraphs 9.4 to 9.10).

## **REPETITIOUS GROUNDS OF REVIEW**

- 11.12 A repetitious ground is one that is identical or substantially similar to:

- a ground for review specified in an earlier application for review made in relation to the same premises licence or certificate which has already been determined; or
- representations considered by the licensing authority when the premises licence or certificate was granted; or
- representations which would have been made when the application for the premises licence was first made and which were excluded then by reason of the prior issue of a provisional statement; and, in addition to the above grounds, a reasonable interval has not elapsed since that earlier review or grant.

11.13 Licensing authorities are expected to be aware of the need to prevent attempts to review licences merely as a further means of challenging the grant of the licence following the failure of representations to persuade the licensing authority on an earlier occasion. It is for licensing authorities themselves to judge what should be regarded as a reasonable interval in these circumstances. However, it is recommended that more than one review originating from a person other than a responsible authority in relation to a particular premises should not be permitted within a 12 month period on similar grounds save in compelling circumstances or where it arises following a closure order.

11.14 The exclusion of a complaint on the grounds that it is repetitious does not apply to responsible authorities which may make more than one application for a review of a licence or certificate within a 12 month period.

11.15 When a licensing authority receives an application for a review from a responsible authority or any other person, or in accordance with the closure procedures described in Part 8 of the 2003 Act (for example, closure orders), it must arrange a hearing. The arrangements for the hearing must follow the provisions set out in regulations. These regulations are published on the Government's legislation website ([www.legislation.gov.uk](http://www.legislation.gov.uk)). It is particularly important that the premises licence holder is made fully aware of any representations made in respect of the premises, any evidence supporting the representations and that the holder or the holder's legal representative has therefore been able to prepare a response.

## **POWERS OF A LICENSING AUTHORITY ON THE DETERMINATION OF A REVIEW**

11.16 The 2003 Act provides a range of powers for the licensing authority which it may exercise on determining a review where it considers them appropriate for the promotion of the licensing objectives.

11.17 The licensing authority may decide that the review does not require it to take any further steps appropriate to promote the licensing objectives. In addition, there is nothing to prevent a licensing authority issuing an informal warning to the licence holder and/or to recommend improvement within a particular period of time. It is expected that licensing authorities will regard such informal warnings as an important mechanism for ensuring that the licensing objectives are effectively promoted and that warnings should be issued in writing to the licence holder.

11.18 However, where responsible authorities such as the police or environmental health officers have already issued warnings requiring improvement – either orally or in writing – that have failed as part of their own stepped approach to address concerns, licensing authorities should not merely repeat that approach and should take this into account when considering what further action is appropriate.

11.19 Where the licensing authority considers that action under its statutory powers is appropriate, it may take any of the following steps:

- to modify the conditions of the premises licence (which includes adding new conditions or any alteration or omission of an existing condition), for example, by reducing the hours of opening or by requiring door supervisors at particular times;
- to exclude a licensable activity from the scope of the licence, for example, to exclude the performance of live music or playing of recorded music (where it is not within the incidental live and recorded music exemption);
- to remove the designated premises supervisor, for example, because they consider that the problems are the result of poor management;
- to suspend the licence for a period not exceeding three months;
- to revoke the licence.

11.20 In deciding which of these powers to invoke, it is expected that licensing authorities should so far as possible seek to establish the cause or causes of the concerns that the representations identify. The remedial action taken should generally be directed at these causes and should always be no more than an appropriate and proportionate response.

11.21 For example, licensing authorities should be alive to the possibility that the removal and replacement of the designated premises supervisor may be sufficient to remedy a problem where the cause of the identified problem directly relates to poor management decisions made by that individual.

11.22 Equally, it may emerge that poor management is a direct reflection of poor company practice or policy and the mere removal of the designated premises supervisor may be an inadequate response to the problems presented. Indeed, where subsequent review hearings are generated by representations, it should be rare merely to remove a succession of designated premises supervisors as this would be a clear indication of deeper problems that impact upon the licensing objectives.

11.23 Licensing authorities should also note that modifications of conditions and exclusions of licensable activities may be imposed either permanently or for a temporary period of up to three months. Temporary changes or suspension of the licence for up to three months could impact on the business holding the licence financially and would only be expected to be pursued as an appropriate means of promoting the licensing objectives. So, for instance, a licence could be suspended for a weekend as a means of deterring the holder from allowing the problems that gave rise to the review to happen again. However, it will always be important that any detrimental financial impact that may result from a licensing authority's decision is appropriate and proportionate to the promotion of the licensing objectives. But where premises are found to be trading irresponsibly, the licensing authority should not hesitate, where appropriate to do so, to take tough action to tackle the problems at



the premises and, where other measures are deemed insufficient, to revoke the licence.

## **REVIEWS ARISING IN CONNECTION WITH CRIME**

11.24 A number of reviews may arise in connection with crime that is not directly connected with licensable activities. For example, reviews may arise because of drugs problems at the premises; money laundering by criminal gangs, the sale of contraband or stolen goods, or the sale of firearms. Licensing authorities do not have the power to judge the criminality or otherwise of any issue. This is a matter for the courts. The licensing authority's role when determining such a review is not therefore to establish the guilt or innocence of any individual but to ensure the promotion of the crime prevention objective.

11.25 Reviews are part of the regulatory process introduced by the 2003 Act and they are not part of criminal law and procedure. There is, therefore, no reason why representations giving rise to a review of a premises licence need be delayed pending the outcome of any criminal proceedings. Some reviews will arise after the conviction in the criminal courts of certain individuals, but not all. In any case, it is for the licensing authority to determine whether the problems associated with the alleged crimes are taking place on the premises and affecting the promotion of the licensing objectives. Where a review follows a conviction, it would also not be for the licensing authority to attempt to go beyond any finding by the courts, which should be treated as a matter of undisputed evidence before them.

11.26 Where the licensing authority is conducting a review on the grounds that the premises have been used for criminal purposes, its role is solely to determine what steps should be taken in connection with the premises licence, for the promotion of the crime prevention objective. It is important to recognise that certain criminal activity or associated problems may be taking place or have taken place despite the best efforts of the licence holder and the staff working at the premises and despite full compliance with the conditions attached to the licence. In such circumstances, the licensing authority is still empowered to take any appropriate steps to remedy the problems. The licensing authority's duty is to take steps with a view to the promotion of the licensing objectives in the interests of the wider community and not those of the individual licence holder.

11.27 There is certain criminal activity that may arise in connection with licensed premises which should be treated particularly seriously. These are the use of the licensed premises:

- for the sale and distribution of Class A drugs and the laundering of the proceeds of drugs crime;
- for the sale and distribution of illegal firearms;
- for the evasion of copyright in respect of pirated or unlicensed films and music, which does considerable damage to the industries affected;
- for the illegal purchase and consumption of alcohol by minors which impacts on the health, educational attainment, employment prospects and propensity for crime of young people;

- for prostitution or the sale of unlawful pornography;
- by organised groups of paedophiles to groom children;
- as the base for the organisation of criminal activity, particularly by gangs;
- for the organisation of racist activity or the promotion of racist attacks;
- for knowingly employing a person who is unlawfully in the UK or who cannot lawfully be employed as a
  - result of a condition on that person's leave to enter;
- for unlawful gambling; and
- for the sale of smuggled tobacco and alcohol.

11.28 It is envisaged that licensing authorities, the police and other law enforcement agencies, which are responsible authorities, will use the review procedures effectively to deter such activities and crime. Where reviews arise and the licensing authority determines that the crime prevention objective is being undermined through the premises being used to further crimes, it is expected that revocation of the licence – even in the first instance – should be seriously considered

**Conditions drawn from measures agreed between Mr Linggood and the Licensee**

The Licensee shall:

1. Provide Mr R. Linggood with direct contact to the General Manager of Mayhem by Mobile telephone or in case of the General Manager not being on site directly to the club whereby he should speak to Ali Cook 01702 445630.
2. Ensure signs are placed on the route to the smoking area advising customers of the clubs neighbours and that anybody causing excessive noise may be ejected from the club.
3. Ensure that cards are given periodically to smokers stating the above.
4. Ensure that no more than thirty customers are permitted to be in the smoking area at any one time.
5. Provide a dedicated member of staff to ensure that no more than thirty enter this area by way of clickers (clicking in and out) and to ensure the noise is kept at an acceptable level. This will also be a priority of the door staff and external marshals and will be detailed in any inductions, as such.
6. Ensure that two Marshals are present within the area for a minimum of 30 minutes after the terminal hour to assist in the dispersal of any lingering customers.