

**Manchester City Council  
Report for Information**

**Report To:** Licensing Policy Committee – 20 September 2017

**Subject:** Draft special policy for the Ancoats and New Islington Development Framework area

**Report of:** Head of Planning, Building Control and Licensing

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**Summary**

The report proposes revisions to the Council's Statement of Licensing Policy to introduce a new special policy for the Ancoats and New Islington Development Framework area.

**Recommendations**

The Committee is asked to:

- (i) Consider the proposed Special Policy as set out at Appendix 4 of the report; and
- (ii) Approve the policy to go out to public consultation as set out in Section 7.

subject to any changes the Committee proposes should be made to either the draft special policy and/or the intended consultation process.

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**Wards Affected:**

All

<b>Manchester Strategy Outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable City: supporting a diverse and distinctive economy that creates jobs and opportunities	Licensed premises provide a key role as an employer, in regeneration, and in attracting people to the city. Effective decision making in respect of them plays an essential role in enabling businesses to thrive and maximise contribution to the economy. The proposals for Ancoats and New Islington NDF will support the City's economic and residential growth objectives and contribute to the performance of the local and regional economy.
A highly skilled city: world class and home grown talent sustaining the city's	An effective Licensing Policy and implementation will enable growth in our City by

economic success	supporting businesses who promote the Licensing Objectives.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Licensing process provides for local residents and other interested parties to make representations in relation to licensing applications. Representations have to be directly related to the licensing objectives; in relation to the Licensing Act these are the prevention of crime and disorder, the prevention of public nuisance, public safety, and the protection of children from harm.
A liveable and low carbon city: a destination of choice to live, visit and work.	An effective licensing system supports and enables growth and employment in our City with neighbourhoods that provide amenities suitable to the surrounding communities.
A connected city: world class infrastructure and connectivity to drive growth	Licensed premises play an important role in ensuring an economically successful City, and the Licensing Policy seeks to achieve desirable and high quality premises to help drive that growth.

**Full details are in the body of the report, along with any implications for:**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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**Financial Consequences – Revenue**

None

**Financial Consequences – Capital**

None

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**Background documents (available for public inspection):**

Copies of these documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Licensing Act 2003

The Secretary of State's Guidance issued under s182 of the Licensing Act 2003, April 2017

Ancoats and New Islington Neighbourhood Development Framework (as updated November 2016)

Refresh of the Ancoats and New Islington Neighbourhood Development Framework, Report to Executive, 14 December 2016

Manchester City Centre Strategic Plan 2015 - 2018 (2016)

## **1.0 Introduction**

- 1.1 The Council's Statement of Licensing Policy 2016-2021, published 4 January 2016, sets out the Council's approach to how it will, as the licensing authority, exercise its licensing functions in order to promote the four licensing objectives, which are:
- The prevention of crime and disorder
  - The prevention of public nuisance
  - Public safety
  - The protection of children from harm
- 1.2 The policy recognises that licensed premises are an integral part of our communities and the licensing policy is a key tool in ensuring the different circumstances of our neighbourhoods are taken into account.
- 1.3 With this in mind, special policies have been established for specific areas of the city in Section 5 of the policy. These policies are designed to represent a specific response to particular circumstances for the area.
- 1.4 In December 2016, the Council updated the Ancoats and New Islington Neighbourhood Development Framework (NDF), which was originally approved by Manchester City Council's Executive Committee in October 2014. A map showing the boundary of the area covered by the Framework is attached as Appendix 1.
- 1.5 The Neighbourhood Development Framework has been established to ensure that there is clearer specific guidance and development principles for both these areas that will support future residential growth as part of the planned expansion of the city centre in the next ten to 15 years.
- 1.6 The updated Framework set out that no licences would be granted beyond 11pm. Therefore, in order to align the Licensing Policy with the strategic vision of the Council, it is proposed to establish a special licensing policy for the Ancoats and New Islington Neighbourhood Development Framework area.

## **2.0 Background**

- 2.1 Ancoats and New Islington are two distinctive neighbourhoods that are within the City Centre and adjacent to the neighbourhood of Miles Platting. The areas provide the link between the extended City Centre and East Manchester.
- 2.2 Ancoats can be defined as an area bounded by Oldham Road to the North and Butler Street to the North East, Great Ancoats Street to the West, the Rochdale Canal to the South and Rodney Street to the East. The area is defined by the heart of Ancoats from Great Ancoats Street to Bengal Street and the Northern parts of Ancoats from Bengal Street to Butler Street where the area adjoins Miles Platting.

- 2.3 New Islington covers an area between the Rochdale and Ashton Canals with Great Ancoats Street to the west extending over to Pollard Street to the East and Beswick Street to the North. Within this area, the Ashton Canal Corridor stretches from Old Mill Street to Pollard Street.
- 2.4 The neighbourhoods of Ancoats and New Islington have long been the focus of public sector led investment and regeneration. In Ancoats, the North West Development Agency (NWDA) sponsored a CPO in 2003 to assemble land and create the conditions for new development and regeneration in this historic area. New Islington was a designated Millennium Communities initiative led by English Partnership (EP) who funded a CPO in 2004 that cleared the Cardroom estate and delivered a new neighbourhood comprising of up to 1,400 new homes, a new health clinic, a new marina and park and public realm improvements.

### **3.0 Strategic context**

- 3.1 The Ancoats and New Islington Development Framework sets out the long-term ambitions for Ancoats and New Islington as a high-quality, sustainable and distinctive residential area. The framework document is established to ensure that there is clearer specific guide to co-ordinate and regulate development activity, and to promote residential and commercial investment to create distinctive and sustainable neighbourhoods that will support future residential growth as part of the planned expansion of the city centre in the next ten to 15 years.
- 3.2 The original Framework and 2016 update were published following public consultation with all local property and land owners, businesses and residents, a number of statutory and local agencies, as well as being published on the Council's website.
- 3.3 The Council's vision for the area as set out in the Ancoats and New Islington Regeneration Framework (as updated November 2016) is "to guide the positive regeneration of the area comprehensively and to deliver an attractive and successful residential-led neighbourhood with opportunities for a wider mix of complementary uses where increasing numbers of people would choose to live, work and spend leisure time".
- 3.4 Section 5.4 of the NDF (Core Development Principles) sets out the core design principles that lie at the heart of the Framework Proposals for Ancoats and New Islington. Relevant to licensing, they state:
- "Given that the Ancoats and New Islington neighbourhoods will be predominantly residential in character, late night uses including bars (Class A4) and nightclubs (Sui Generis) will generally not be appropriate or supported where there would be a potential conflict with residential amenity. No licences will be granted after 11pm."*
- 3.5 The current Licensing Policy recognises the important role that the hours for licensable activity can have on the promotion of the licensing objectives.

- 3.6 Paragraphs 7.25 to 7.35 of the Policy (*The proximity of the premises to local residents and other local businesses, particularly in relation to the potential for nuisance*) set out that the authority considers that later hours will typically be more sensitive and higher risk in causing problems (7.29) and that the lateness of the terminal hour will often be a contributory factor in the potential for disturbance (7.31). The Policy also states that the authority expects terminal hours will normally be earlier to promote the licensing objectives for licensed premises in areas with higher density of residential property (7.32).
- 3.7 The Manchester City Centre Strategic Plan 2015 - 2018 (2016) includes a new City Centre boundary that responds to the rapidly evolving economic geography of Manchester City Centre. As both the economy and population of Manchester have grown, large scale mixed-use developments incorporating commercial, residential and leisure uses are driving change at its boundaries - including Ancoats and New Islington to the east. The City Centre boundary has therefore been extended to recognise the contribution of former 'peripheral' areas and their relationship with the City Centre. This extension means that Ancoats and New Islington will rapidly evolve into a desirable city centre residential offer as well as a destination in their own right.
- 3.8 Great Ancoats Street dissects the Northern Quarter from Ancoats and New Islington, and part of the City Centre Strategic Plan's priorities is to reduce this physical and psychological barrier.

#### **4.0 The residential development of the area**

- 4.1 Since 2014, over 3000 residential units have been completed, started on site, gained Planning Permission or are currently under consideration within the framework area, demonstrating the levels of redevelopment in the area and the significance of it as a residential nature.
- 4.2 These developments are set out in the Framework and are attached to this report (Appendix 2). Since the publication of the Framework, planning permission has been granted for the following additional sites: Lampwick - 213 units; Vesta - 172 Units; New Little Mill - 68 Units.

#### **5.0 Consistency with statutory guidance**

- 5.1 Relevant to the proposed special policy, the following sections of the s182 Guidance are particularly relevant:

##### **Hours of trading**

- 10.13 The Government acknowledges that different licensing strategies may be appropriate for the promotion of the licensing objectives in different areas. The 2003 Act gives the licensing authority power to make decisions about the hours during which premises can conduct licensable activities as part of the implementation of its licensing policy statement. Licensing authorities are best placed to make decisions about appropriate opening hours in their areas based on their local knowledge and in consultation with responsible

authorities. However, licensing authorities must always consider each application and must not impose predetermined licensed opening hours, without giving individual consideration to the merits of each application.

- 10.14 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.
- 10.15 Shops, stores and supermarkets should normally be free to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open for shopping unless there are good reasons, based on the licensing objectives, for restricting those hours.

### **Licensing hours**

- 14.44 With regard to licensing hours, the Government acknowledges that different licensing approaches may be appropriate for the promotion of the licensing objectives in different areas. The 2003 Act gives the licensing authority power to make decisions regarding licensed opening hours as part of the implementation of its licensing policy statement and licensing authorities are best placed to make such decisions based on their local knowledge and in consultation with other responsible authorities. However, licensing authorities must always consider each application and must not impose predetermined licensed opening hours, without giving individual consideration to the merits of each application.
- 14.45 Statements of licensing policy should set out the licensing authority's approach regarding licensed opening hours and the strategy it considers appropriate for the promotion of the licensing objectives in its area. The statement of licensing policy should emphasise the consideration which will be given to the individual merits of an application. The Government recognises that licensed premises make an important contribution to our local communities, and has given councils a range of tools to effectively manage the different pressures that licensed premises can bring. In determining appropriate strategies around licensed opening hours, licensing authorities cannot seek to restrict the activities of licensed premises where it is not appropriate for the promotion of the licensing objectives to do so.

### **Integrating strategies**

- 14.56 It is recommended that statements of licensing policy should provide clear indications of how the licensing authority will secure the proper integration of its licensing policy with local crime prevention, planning, transport, tourism, equality schemes, cultural strategies and any other plans introduced for the management of town centres and the night-time economy. Many of these strategies are not directly related to the promotion of the licensing objectives, but, indirectly, impact upon them. Co-ordination and integration of such policies, strategies and initiatives are therefore important.

## **6.0 Proposed policy and justification**

- 6.1 It is proposed that it is appropriate to take a proactive approach in determining opening hours in the Ancoats and New Islington Regeneration Framework area (as updated November 2016), where relevant representation have been made, in order to ensure the promotion of the licensing objectives locally.
- 6.2 This strategy would aim to prevent such issues that can arise with the night time economy during later hours from developing in the Framework area, particularly such as increases in noise from patrons coming and going to licensed premises; anti-social behaviour; litter; and alcohol-related crime and disorder; which would be likely to undermine the promotion of the licensing objectives, particularly in a residential area. This justifies a more restrictive approach in residential areas when relevant representations have been made.
- 6.3 Therefore, it is proposed to introduce a special policy that the Council will generally only permit licensable activities until a terminal hour of 11pm for premises in the Ancoats and New Islington Regeneration Framework area, whenever it receives relevant representation, unless an applicant can demonstrate there are exceptional circumstance to justify a departure from the policy in the individual circumstances.
- 6.4 The policy would also allow for 30 minutes drinking up time to enable patrons of licensed premises to leave and disperse with less likelihood of impacting on higher-risk hours.
- 6.5 Any applicant would need to demonstrate there are exceptional circumstances to justify a departure from the policy in the individual circumstances. Exceptional circumstances would not include the quality of management or size of venue.
- 6.6 The Council's vision for the area set out in the Ancoats and New Islington Regeneration Framework (as updated November 2016) is "to guide the positive regeneration of the area comprehensively and to deliver an attractive and successful residential-led neighbourhood with opportunities for a wider mix of complementary uses where increasing numbers of people would choose to live, work and spend leisure time".
- 6.7 The 2016 City Centre Strategic Plan recognises that Ancoats and New Islington are increasingly growing in popularity as places to live. The extension of the city centre boundary to include Ancoats and New Islington increases the overall population of the city centre to almost 50,000 people.
- 6.8 The expanded city centre neighbourhoods are seen as locations where young and skilled workers will choose to live, but also where a broader population, including retirees will choose to live. The City Centre Strategic Plan outlines Ancoats and New Islington as an opportunity to deliver a range of housing tenures to meet demand. Therefore, it is important that the mix of licensed premises within this area should complement the needs of the local community.



- 6.9 With plans to expand the hub for creativity that currently exists in the Northern Quarter eastwards into Ancoats and New Islington, there is a high likelihood that the vibrant night time economy (with premises licensed as late as 7am) that has developed in the Northern Quarter would also likely seek to extend over time into Ancoats and New Islington.
- 6.10 The 'creep' beyond the Great Ancoats Street ring road is already been seen with licences granted for Shindigger Brewing Company granted a 3am licence on Cross Keys St M4 in April 2017 and Cable nightclub granted a 4am licence on Swan Street in June 2017.
- 6.11 Appendix 3 sets out how the hours between midnight and 6am are significant relative to crime, disorder and public nuisance, particularly in the city centre.
- 6.12 It is submitted that the proposed special policy would be consistent with Guidance that different licensing strategies may be appropriate for the promotion of the licensing objectives in different areas, having regard to the predominately residential nature of this proposed area. The Framework terminal hour presumption in the policy would not be absolute and consideration would always be given to the individual merits of an application. The Framework has set out the ambitions for the Ancoats and New Islington area and so, consistent with 14.56, it is proposed to align the Council's licensing policy with this strategic vision.
- 6.13 The aim of the special policy would not be to block new licences being granted and so would not impose quotas on the number or type of licensed premises permitted or the capacity of those premises. Rather, controlling the lateness of the hours for licensed premises is regarded as particularly important, having regard to the predominantly residential character of the Ancoats and New Islington neighbourhoods. However, when considering whether to grant licences, the licensing authority will still be mindful of other risks that can be associated with number and nature of licensed premises, particularly those considerations set out at Section 7 of the Policy, as well as any other relevant matters.
- 6.14 Whilst it is noted that 10.15 of the s182 Guidance provides that shops, supermarkets should normally be free to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open; in this locality, it is considered appropriate to restrict the hours permitted for the sale of alcohol in line with the Framework hours, where relevant representation are made, to prevent any off-licensed premises becoming a draw to the area, thereby increasing the risk of public nuisance.
- 6.15 A proposed draft policy is attached at Appendix 4.

## **7.0 Proposed consultation**

- 7.1 A targeted 12-week consultation period would be carried out on the proposed special policy.

- 7.2 It is proposed to directly consult all premises licence holders within the proposed Special Policy Area, the statutory responsible authorities; as well as all businesses and land owners within the study area registered on the MCC Business Rates database and those listed on Land Registry as leasehold/freehold owners.
- 7.3 It is not proposed to write out to all residents in the area. However, we will encourage residential property developers to promote the consultation to residents on building notice boards and liaise with the Council's Communications team to publicise the consultation locally.
- 7.4 The consultation shall also be made available on the Council's website. Any statutory consultees identified in the Licensing Act 2003 shall also be consulted directly.

## **8.0 Conclusion**

8.1 The Committee is asked to:

1. Consider the proposed Special Policy as set out at Appendix 4 of the report;
2. Approve the policy to go out to public consultation as set out in Section 7. subject to any changes the Committee proposes should be made to either the draft special policy and/or the intended consultation process.

## **9.0 Contributing to the Community Strategy**

### **9.1 A thriving and sustainable City: supporting a diverse and distinctive economy that creates jobs and opportunities**

9.1.1 Licensed premises provide a key role as an employer, in regeneration, and in attracting people to the city. Effective decision making in respect of them plays an essential role in enabling businesses to thrive and maximise contribution to the economy. The proposals for Ancoats and New Islington NDF will support the City's economic and residential growth objectives and contribute to the performance of the local and regional economy.

### **9.2 A highly skilled city: world class and home grown talent sustaining the city's economic success**

9.2.1 An effective Licensing Policy and implementation will enable growth in our City by supporting businesses who promote the Licensing Objectives

### **9.3 A progressive and equitable city: making a positive contribution by unlocking the potential of our communities**

9.3.1 The Licensing process provides for local residents and other interested parties to make representations in relation to licensing applications. Representations have to be directly related to the licensing objectives; in relation to the

Licensing Act these are the prevention of crime and disorder, the prevention of public nuisance, public safety, and the protection of children from harm.

**9.4 A liveable and low carbon city: a destination of choice to live, visit and work.**

9.4.1 An effective licensing system supports and enables growth and employment in our City with neighbourhoods that provide amenities suitable to the surrounding communities.

**9.5 A connected city: world class infrastructure and connectivity to drive growth**

9.5.1 Licensed premises play an important role in ensuring an economically successful City, and the Licensing Policy seeks to achieve desirable and high quality premises to help drive that growth.

**10.0 Key Policies and Considerations**

10.1 The report deals with matters that could impact on the Council's policy statement under the Licensing Act 2003.

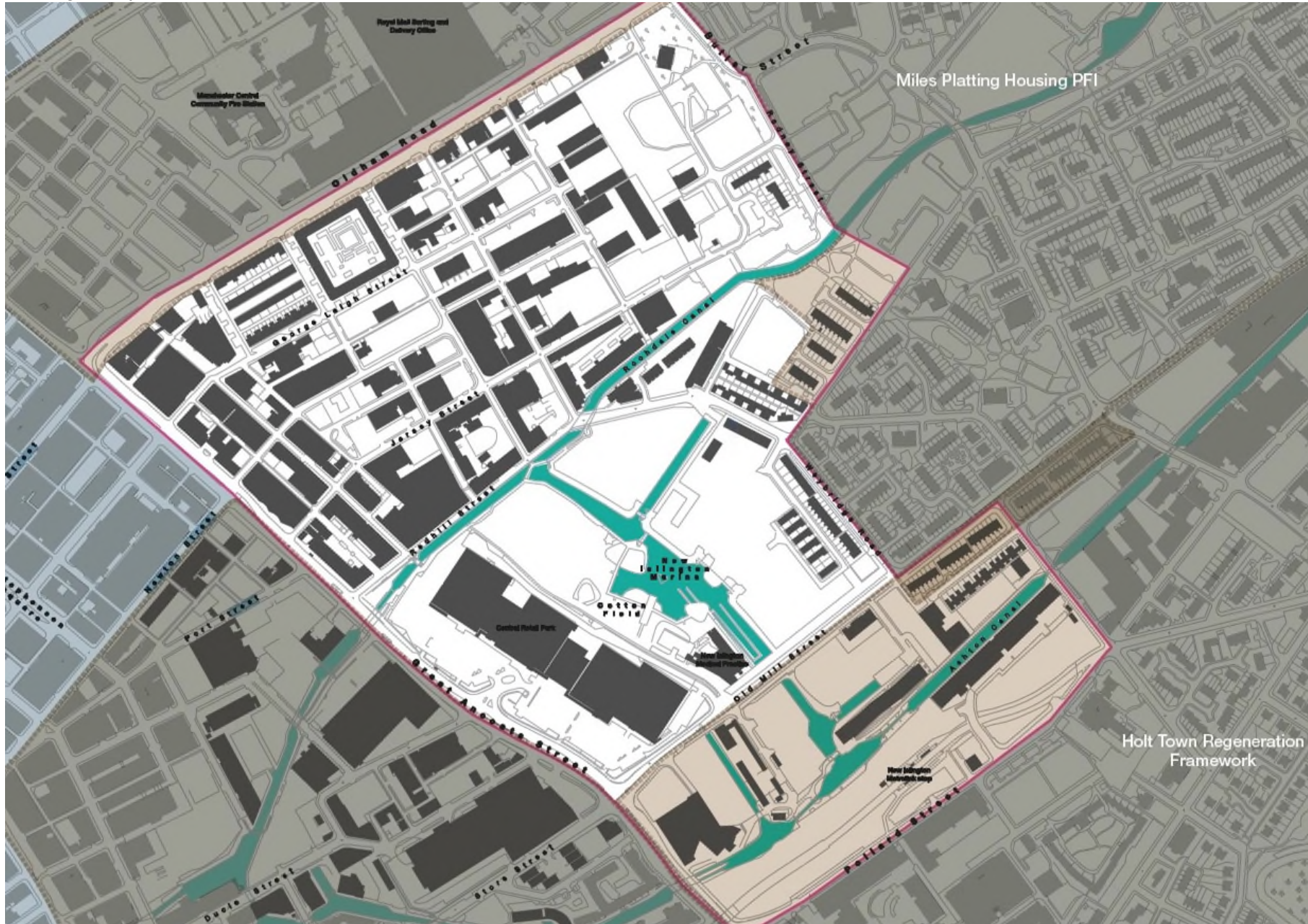


Figure 2.2: Progress since 2014 – Residential Sector

No.	Developer	Site / Address	Planning Ref.	Date	No of Units
<b>COMPLETIONS</b>					
1	ING Red UK (Manchester Mills Phase 2) Ltd	Royal Mills Phase 2 - Royal Mill, Paragon Mill and Kennedy Building	078181/FO/2006/N1	06.02.07	128
2	ISIS Waterside Regeneration Limited and Manchester City Council	Land bounded by Great Ancoats Street, Old Mill Street and Vesta Street, Ancoats	086367/OO/2008/N2	03.07.08	341
3	Nuovo Apartments	Nuovo – Sarah Point, Site Bounded By Great Ancoats Street / Blossom Street / Jersey Street And Henry Street, Ancoats	092252/FO/2010/N1	08.04.10	166
4	ISIS Waterside Regeneration Limited	Islington Wharf Mews - Land between Vesta Street and the Islington Branch Canal, Ancoats	100317/FO/2012/N2	22.11.12	46
5	McCaul Developments Ltd	The Point Phase 1 – New Islington Plot M, Land bounded by Great Ancoats Street, Old Mill Street and Vesta Street, Ancoats	100541/FO/2012/N	30.11.12	33
6	Martin Breslin	Albion Works Block A- conversion of commercial space on ground floor, Albion Mill, 12 – 18 Pollard Street, Manchester, M4 7AN	101938/LO/2013/N2	28.06.13	15
7	McCaul Developments Ltd	The Point Phase 2 - St Vincent Street, New Islington	102074/FO/2013/N1	04.07.13	81
8	Victoria Mills Developments Ltd	The Hat Box Development - Milliners Wharf Phase 2, Land at Pollard Street and Carruthers Street, New Islington	100991/OO/2012/N2	13.02.14	144
9	RM Development (Manchester) Ltd	Royal Mills Phase 2 - Royal Mill, Paragon Mill and Kennedy Building, Redhill Street, Ancoats	104923/FO/2014/N1	30.05.14	18
10	X1 Media City Ltd and Manchester Ship Canal Developments	X1 Eastbank - Land Bounded By Great Ancoats Street, Isaac Way & Advent Way, Ancoats, Manchester	109948/FO/2015/N2	11.12.15	201
<b>Total Number of Units Completed:</b>					<b>1,173</b>



No.	Developer	Site / Address	Planning Ref.	Date	No of Units
<b>DEVELOPMENTS STARTED ON SITE:</b>					
11	Residenza – Hillcrest Homes	Land Bounded By St Michaels Church, Loom Street, Sherratt Street And George Leigh Street, Ancoats, Manchester, M4 5DR	107484/FO/2014/N1	20.02.15	14
12	MLDC	Cotton Field Wharf - Land At New Union Street, New Islington, Manchester, M4 6HF	108562/FO/2015/N1	02.07.15	302
13	MLDC	Murrays' Mills Complex, Bounded By Murray Street, Redhill Street & Jersey Street, Ancoats, Manchester, M4 6HS	108566/FO/2015/N2	02.07.15	124
14	Urban Splash	HoUSE Phase 1, Keepers Quay, New Islington Road, Ancoats, Manchester	108445/JO/2015/N1 108614/FO/2015/N1	13.07.15 10.07.15	44
15	Mr L Forshaw	Loom Street Conversion, 32 George Leigh Street, Manchester, M4 5DG	108431/FO/2015/N1	16.09.15	20
16	MLDC	One Cutting Room Square - Land At Hood Street, Ancoats, Manchester, M4 6AJ	109593/FO/2015/N1	19.10.15	31
17	MLDC	Sawmill Court - Land Bounded By Bengal Street, Jersey Street, Murray Street & Blossom Street, Ancoats, Manchester, M4 6AJ	10077/FO/2015/N1	11.12.15	158
18	MLDC	Smith's Yard - Land Bounded By George Leigh Street, Bengal Street, Blossom Street & Sherratt Street, Ancoats, Manchester, M4 6AW	111742/FO/2016/N1	03.06.16	199
<b>Total Number of Units started on Site:</b>					<b>892</b>
<b>SITES WITH PLANNING PERMISSION:</b>					
19	First Step Group Ltd.	Edinburgh Castle, 15 Blossom Street Ancoats Manchester, M4 5AN	109467/FO/2015/N1	20.10.15	21
20	ISIS Waterside Regeneration Ltd	Islington Wharf Phase 3 - Land Bounded By Old Mill Street /the Islington Branch Canal Arm / Ashton Canal /141-155 Great Ancoats Street, Bradford, Manchester, M4 6EA	109676/FO/2015/N2	11.12.15	101
21	GW Developments	Metalworks - 11 Radium Street, Ancoats, Manchester, M4 6AY	111616/FO/2016/N1	03.06.16	32
22	YO! Homes	Corner Of Old Mill Street & Upper Kirby Street / Lampwick Lane Manchester M4 6BX	111605/FO/2016/N2	26.09.16	24
23	MLDC and Glass Developments Ltd	Weavers Quay - Land bounded by Old Mill Street, Weybridge Road, Coppersmith Road & New Islington Marina, Ancoats, Manchester, M4 6FD	112658/FO/2016/N1	27.09.16	201

No.	Developer	Site / Address	Planning Ref.	Date	No of Units
24	Urban Splash	HoUSe Phase II - Land Between New Islington Marina, Coppersmith Road & Winder Drive, Ancoats Manchester M4 6HF	111587/FO/2016/N1	18.11.16	189
<b>Total Number of Units with Planning Permission:</b>					<b>568</b>
<b>LIVE PLANNING APPLICATIONS (as at 22 November 2016)</b>					
25	Mulbury Homes	Land Bounded By Great Ancoats Street, Henry Street, Gun Street And Blossom Street Manchester M4 5AE	112256/FO/2016	n/a	145
26	Mr Yasin Vaza	Mount Pleasant House 162-164 Oldham Road Manchester M4 6BG	113535/FO/2016	n/a	30
<b>Total Number of Units under consideration:</b>					<b>175</b>
<b>TOTAL UNITS (COMPLETED, UNDER CONSTRUCTION, COMMITTED OR PROPOSED)</b>					<b>2,808</b>

## Impact of the night-time economy on crime, ASB and environmental issues

### Crimes

The hours between midnight and 6am generate disproportionate levels of crime in Manchester, which places a significant burden on the police and other agencies.

Table 1 shows the time profile of all crimes as well as some specific types of offence during the calendar year 2016 in the City of Manchester. Cells that are shaded red indicate the hours with the largest counts. The hour slot with the highest number of offences over the year was between 0200hrs and 0300hrs on Sunday morning.

The overall crime picture sees concentrations through the afternoon on most days as well as Saturday and Sunday mornings, but some types of offence – including most offences directed against the person – are heavily clustered in the early hours of the weekend:

Table 1: Time profiles, crimes in the City of Manchester, 2016

#### All crime

	Mon	Tue	Wed	Thu	Fri	Sat	Sun	
0	384	356	356	355	447	557	398	3051
1	306	342	311	337	388	524	413	2933
2	332	308	335	352	424	553	463	3069
3	270	267	290	333	367	498	468	2728
4	238	236	256	264	304	438	525	2260
5	199	180	177	203	214	275	327	1575
6	178	170	169	182	206	250	261	1415
7	184	193	200	219	220	209	188	1414
8	245	247	243	259	285	224	205	1708
9	301	288	280	268	298	260	217	1912
10	342	335	307	329	306	284	255	2157
11	363	413	373	372	353	329	327	2531
12	410	439	453	402	406	406	390	2895
13	481	500	495	448	458	421	383	3186
14	521	528	512	539	498	482	449	3528
15	554	578	596	637	583	515	509	4008
16	549	583	582	581	574	618	598	3966
17	588	575	585	575	578	577	512	3965
18	588	541	551	556	542	522	483	3834
19	526	519	561	543	533	523	548	3752
20	540	503	490	476	543	559	552	3664
21	493	448	447	454	491	559	441	3332
22	380	408	381	401	498	534	407	3009
23	313	320	330	376	474	563	387	2763
	9326	9261	9253	9440	9992	11038	10345	

#### Violent crime

	Mon	Tue	Wed	Thu	Fri	Sat	Sun	
0	80	62	85	70	114	151	175	737
1	58	66	51	65	93	181	183	702
2	73	46	56	63	95	184	218	746
3	47	46	59	83	78	168	173	655
4	36	44	37	46	66	116	161	505
5	30	20	21	33	33	57	72	267
6	29	31	30	26	42	59	53	269
7	36	26	42	29	35	46	36	251
8	54	58	57	53	73	52	44	391
9	81	64	67	59	63	65	46	444
10	75	68	55	80	71	54	67	470
11	72	84	71	68	60	81	70	506
12	82	95	108	92	74	98	79	629
13	90	99	87	83	98	84	83	625
14	88	98	89	109	85	88	92	649
15	139	136	135	126	130	108	115	888
16	109	104	109	122	117	138	124	823
17	133	112	124	116	106	115	126	833
18	119	128	112	128	106	141	118	852
19	109	114	127	130	108	131	160	879
20	125	107	118	115	117	130	161	873
21	113	106	99	112	121	157	104	811
22	76	106	89	86	127	154	108	748
23	74	68	69	80	116	163	100	671
	1928	1889	1894	1975	2130	2732	2674	

#### Sexual offences

	Mon	Tue	Wed	Thu	Fri	Sat	Sun	
0	8	5	4	7	9	13	13	58
1	7	8	7	5	8	10	16	60
2	6	6	5	8	7	13	18	63
3	7	4	3	8	10	13	16	61
4	5	6	7	3	5	12	9	46
5	3	4	3	4	9	8	8	35
6	6	4	3	7	3	8	12	42
7	5	4	4	5	7	5	3	34
8	4	4	5	4	5	8	4	35
9	5	8	4	6	5	5	5	38
10	5	8	6	7	4	5	4	39
11	4	6	5	8	5	7	7	42
12	5	5	5	4	4	5	7	36
13	6	6	6	9	7	4	5	43
14	10	7	9	11	11	5	5	58
15	5	8	5	14	7	10	6	54
16	7	12	6	6	6	9	7	53
17	4	11	8	4	9	14	9	59
18	9	7	10	7	6	15	8	61
19	8	4	10	7	7	10	6	52
20	7	7	7	6	8	7	10	51
21	7	5	7	4	6	6	6	42
22	8	9	5	6	8	7	7	50
23	5	6	4	5	8	10	8	47
	147	150	140	153	161	208	198	

#### Personal robbery, Theft from person

	Mon	Tue	Wed	Thu	Fri	Sat	Sun	
0	34	31	34	36	57	75	89	356
1	27	39	35	41	58	137	128	464
2	25	43	45	52	70	151	111	496
3	25	26	28	33	58	111	105	385
4	12	14	26	21	34	61	85	254
5	12	10	4	5	12	25	45	113
6	4	7	4	4	13	24	25	81
7	5	12	7	6	8	9	9	55
8	9	10	7	8	5	9	11	59
9	6	7	10	12	7	9	5	57
10	18	25	12	10	17	17	18	118
11	25	28	19	13	21	22	19	147
12	23	32	33	17	23	40	29	198
13	28	44	48	39	39	40	22	261
14	34	25	49	48	40	44	37	276
15	44	39	44	52	56	63	56	354
16	41	55	55	52	66	64	36	369
17	49	55	61	36	57	60	48	367
18	57	34	39	35	49	51	50	314
19	41	33	42	39	48	44	41	287
20	48	34	43	37	45	53	37	298
21	36	41	41	32	43	67	34	292
22	43	42	27	37	61	53	32	296
23	29	25	31	39	54	68	34	279
	677	710	743	704	941	1296	1102	

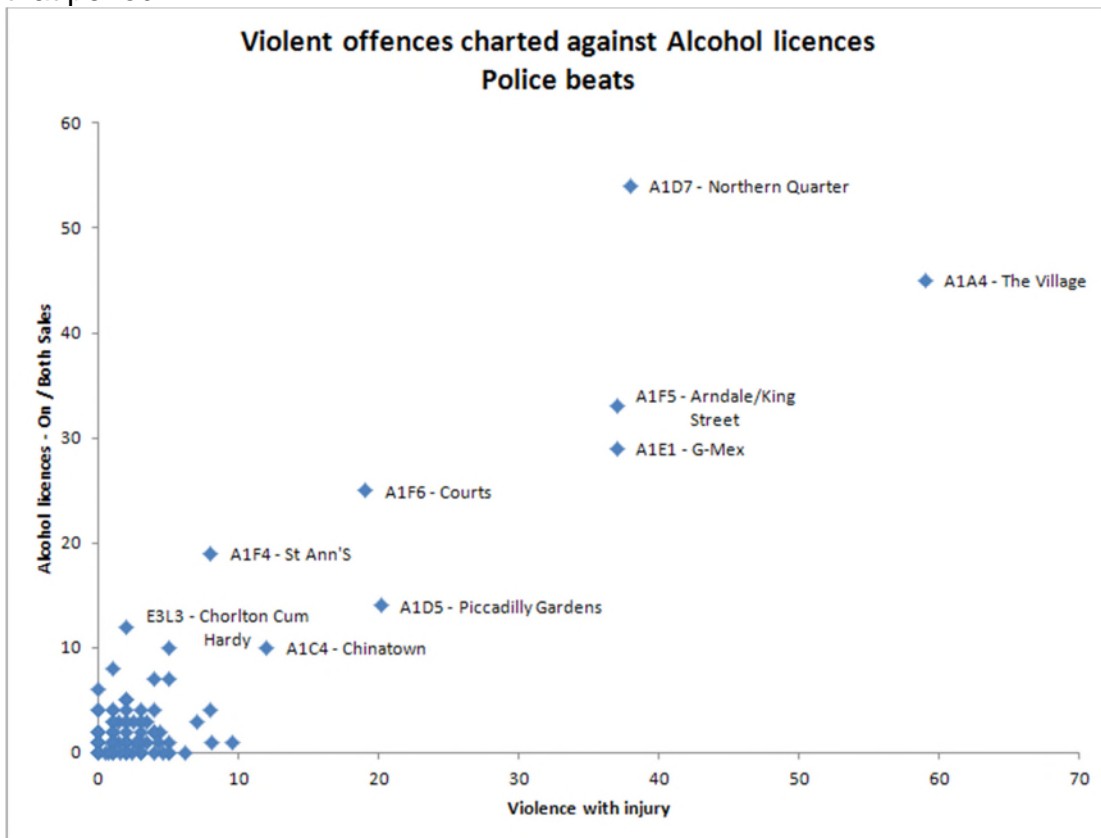


There are very strong correlations between the numbers of premises open to sell alcohol on particular police beats and the numbers of violent and sexual assaults, robberies, thefts from person and other thefts happening in those areas. This was true on an hour by hour basis in the City of Manchester between the hours of midnight and 6am during 2016.

On Sunday mornings, for instance, 8 out of the 10 beats worst affected by violent crimes causing injury were also amongst the 10 beats with the highest number of premises selling alcohol. This was also true of 7 out of 10 beats on Saturday mornings.

Figure 1 shows how many violent assaults with injury happened in 2016, charted against the number of premises open to sell alcohol –at police beat level - from midnight to 6am on Saturday mornings. The greater the number of licensed premises, the greater the number of violent crimes:

Figure 1: Violent with injury, Saturday mornings, 2016, with premises open during that period



The hours midnight to 6am on Saturday and Sunday mornings represent just over 7% of the number of hours in a week, but they see a disproportionate number of some types of crime. This included, in 2016, 21% of thefts from person, 18% of rapes and violent crimes involving injury, 15% of personal robberies and 12% of other sexual offences.

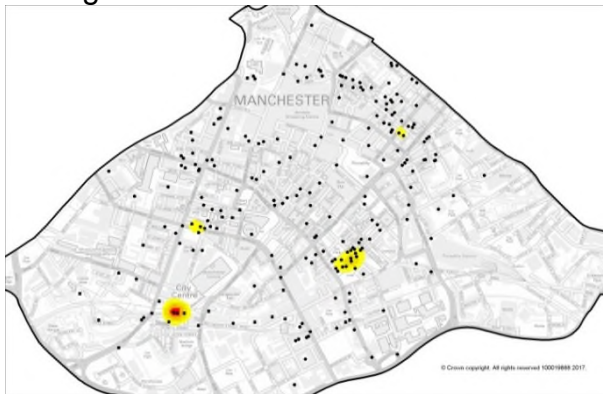
This disproportionality is seen most markedly in the City Centre, although it can also be seen in other parts of the city. In the City Centre, Saturday and Sunday mornings

in 2016 generated 41% of the ward's crimes of violence with injury, 29% of personal robberies, 29% of thefts from person and 28% of rapes.

The series of maps below provide an hour by hour snapshot of total crime in the City Centre (thematically shaded, with red areas showing the highest density of crimes) together with the premises open to sell alcohol within that time frame. There are clear groupings of offences around clusters of licensed premises at Worthy Grove, the Village, Deansgate Locks and Peter Street, with offences – and premises – concentrating more specifically in the Village area from 4am onwards.

Map 1: Crimes and premises open to sell alcohol, midnight to 6am, Saturday mornings, 2016

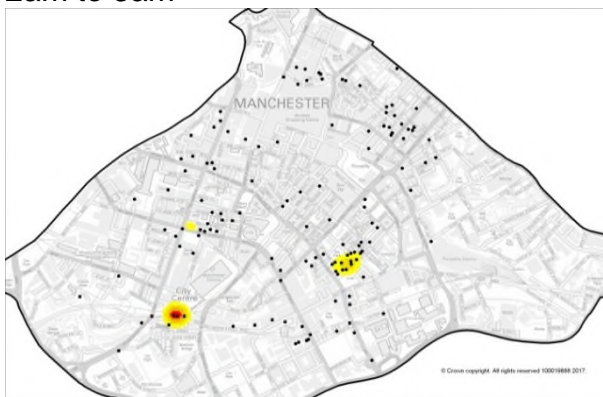
Midnight to 1am



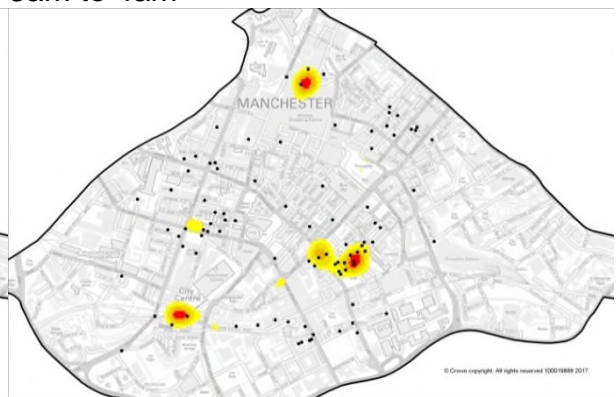
1am to 2am



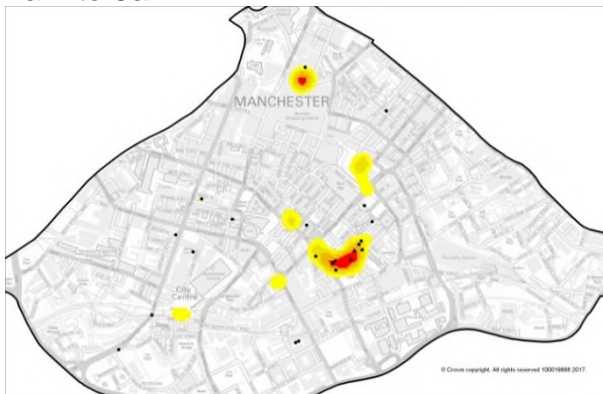
2am to 3am



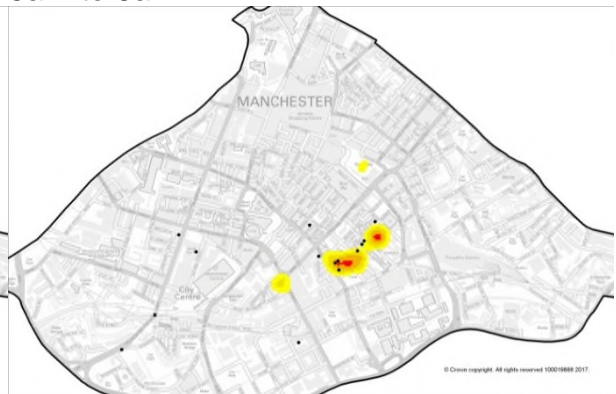
3am to 4am



4am to 5am



5am to 6am



## Incidents

There is also a strong correlation at beat level between the number of premises open to sell alcohol, hour by hour on Saturday and Sunday mornings, and the overall number of incidents recorded by police.

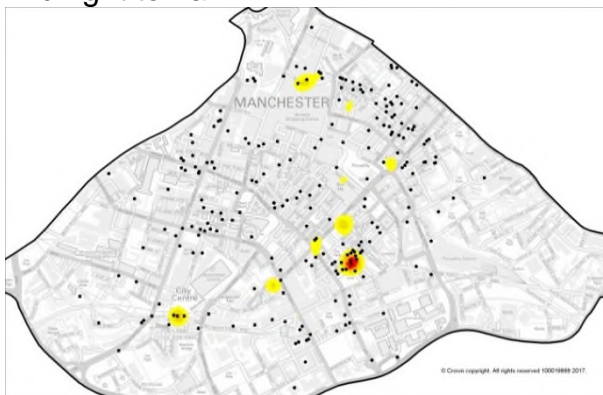
Between midnight and 6am on Sunday mornings in 2016:

- More than a quarter of ASB incidents happened within 100m of a premises open to sell alcohol
- More than a third happened within 200m
- More than 4 in every 10 happened within 300m.<sup>1</sup>

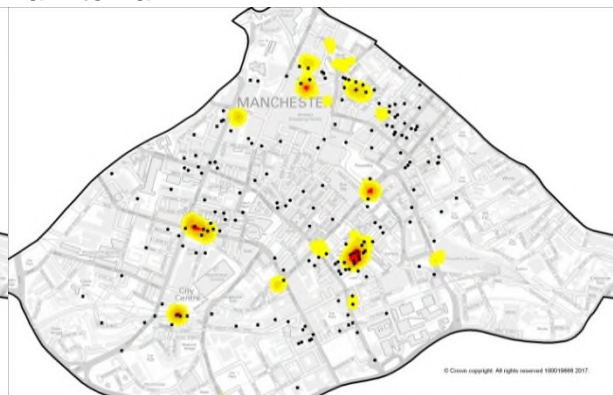
The series of maps below show City Centre ASB hotspots from midnight to 6am on Saturday mornings in 2016, together with the locations of premises open to sell alcohol during those hours. As with crime locations, there are some clear concentrations of ASB where there are clusters of licensed premises, in the Village, Deansgate Locks, Peter Street and Withy Grove / Printworks. There are also intermittent issues around Piccadilly Gardens.

Map 2: ASB and premises open to sell alcohol, midnight to 6am, Saturday mornings, 2016

Midnight to 1am



1am to 2am



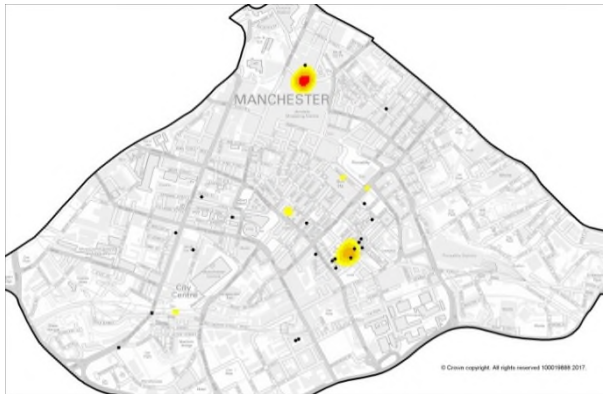
2am to 3am

3am to 4am

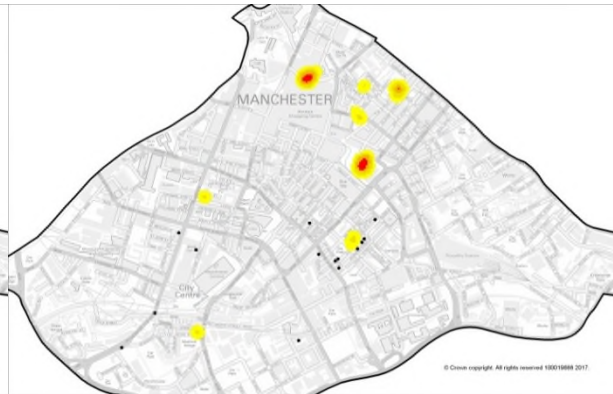
<sup>1</sup> By way of comparison, only 8% of households in Manchester are situated within 100m of a licensed premises open between these hours, and only 19% are situated within 200m.



4am to 5am



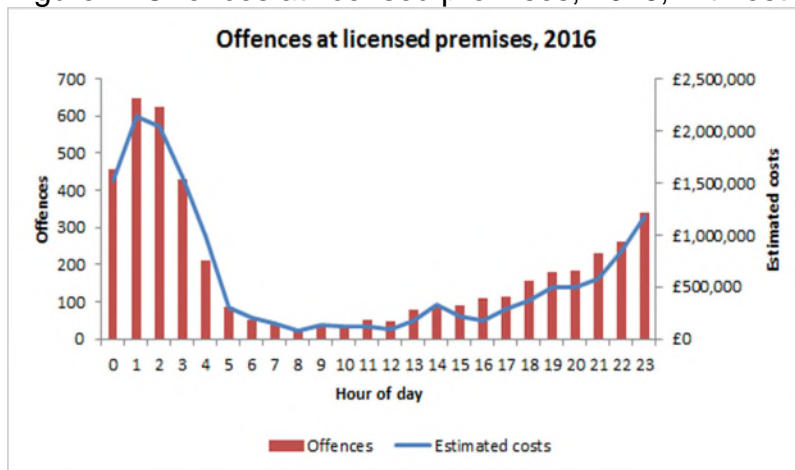
5am to 6am



The number of offences linked to specific licensed premises also increases during the early hours of the morning.

Figure 2 shows the overall number of crimes in 2016 where the location was specified as “Nightclub”, Public House”, “Bar”, “Restaurant” or “Takeaway” across the City of Manchester, together with the estimated costs of those crimes. Here, too, there is a clear spike in offences – and costs – in the early hours of the morning:

Figure 2: Offences at licensed premises, 2016, with estimated costs



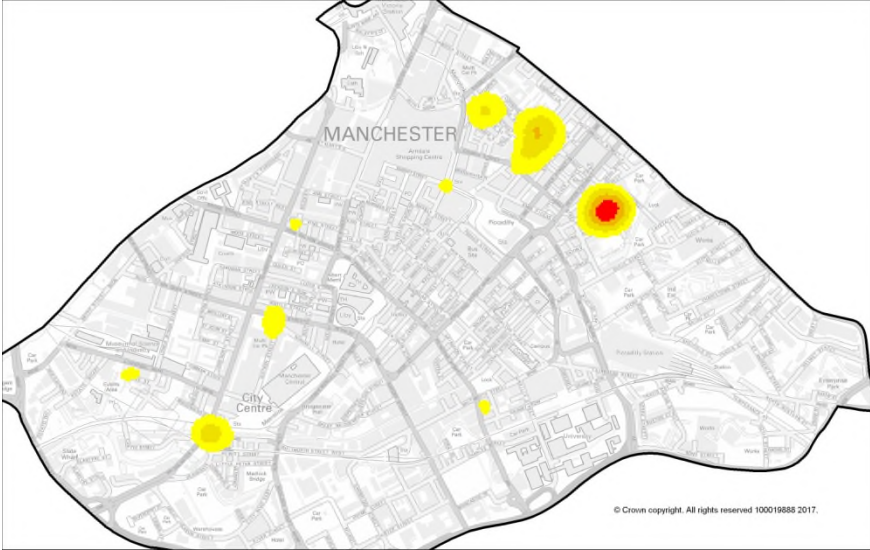


*Noise complaints to MCC*

There were 488 Service Requests in 2016 categorised as “EP1 NOISE - Licensed Premises – 1” or “EP2 NOISE - Licensed Premises (2hrs)”. 139 of these were mapped to the City Centre, and a further 75 to Ancoats and Clayton.

The most concentrated issues in the City Centre were situated in the Northern Quarter, with smaller pockets on Peter Street and Deansgate Locks. This highlights some different areas to the hotspots seen in the police data:

Map 3: Noise complaints relating to licensed premises, City Centre, 2016



## **Special Policy – Ancoats and New Islington**

- 4.1.1 The special policy shall apply to the Ancoats and New Islington Regeneration Framework Area as identified on the map at Appendix 1 of this Licensing Policy.
- 4.1.2 The effect of the special policy is that the Council will generally only permit licensable activities until a terminal hour of 11pm for premises in the Ancoats and New Islington Regeneration Framework area, whenever it receives relevant representation, unless an applicant can demonstrate there are exceptional circumstance to justify a departure from the policy in the individual circumstances.
- 4.1.3 Where alcohol is sold for consumption on the premises, our policy will be to generally provide 30 minutes ‘drinking up’ time between the terminal hour for the sale of alcohol and the closing time of the premises (up to a maximum of 11.30pm).
- 4.2 Each application will be considered on its individual merits.
- 4.2.1 Exceptional circumstances will not include the quality of management or size of venue.
- 4.2.2 We are adopting this policy with paragraph 10.13 of the Government's statutory Guidance in mind, which recognises that different licensing strategies may be appropriate for the promotion of the licensing objectives in different areas and that licensing authorities are best placed to make decisions about appropriate opening hours in their areas based on their local knowledge and in consultation with responsible authorities.
- 4.2.3 The Council's vision for the area as set out in the Ancoats and New Islington Regeneration Framework (as updated November 2016) is “to guide the positive regeneration of the area comprehensively and to deliver an attractive and successful residential-led neighbourhood with opportunities for a wider mix of complementary uses where increasing numbers of people would choose to live, work and spend leisure time”.
- 4.2.4 The 2016 City Centre Strategic Plan recognises that Ancoats and New Islington are increasingly growing in popularity as places to live. The extension of the city centre boundary to include Ancoats and New Islington increases the overall population of the city centre to almost 50,000 people.
- 4.2.5 The expanded city centre neighbourhoods are seen as locations where young and skilled workers will choose to live, but also where a broader population, including retirees will choose to live. The City Centre Strategic Plan outlines Ancoats and New Islington as an opportunity to deliver a range of housing tenures to meet demand. Therefore, it is important that the mix of licensed premises within this area should complement the needs of the local community.



- 4.2.6 The Northern Quarter is the centre for creativity within the city centre and with plans to expand this eastwards into Ancoats and New Islington, there is a high likelihood that the vibrant night time economy that has developed in the Northern Quarter would also seek to extend into Ancoats and New Islington.
- 4.2.7 The aim of the special policy is not to block all forms of development and so does not impose quotas on the number or type of licensed premises permitted or the capacity of those premises. However, controlling the lateness of the hours for licensed premises is regarded as particularly important, having regard to the predominantly residential character of the Ancoats and New Islington neighbourhoods.
- 4.2.8 With this in mind, the Council considers that a terminal hour of 11pm is appropriate in this area in order to prevent issues that can arise with the night time economy during later hours, particularly such as increases in noise from patrons coming and going to licensed premises; anti-social behaviour; litter; and alcohol-related crime and disorder; which would undermine the promotion of the licensing objectives locally.
- 4.2.9 This approach is supported in paragraph 14.41 of the Guidance, which states “As part of its licensing policy, the licensing authority may also wish to consider the use of alternative measures such as fixed closing times, staggered closing times and zoning within its area, providing such mechanisms are justified on the basis of the licensing objectives and are only presumptive, with final decisions continuing to be made in relation to individual premises on a case by case basis in accordance with what is appropriate to promote the licensing objectives”.
- 4.2.10 The Council recognises the Government’s recommendation at 10.15 of the Guidance that ‘shops, stores and supermarkets should normally be free to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open for shopping unless there are good reasons, based on the licensing objectives, for restricting those hours’. However, in this locality, it is considered appropriate to restrict the hours permitted for the sale of alcohol to prevent any off-licensed premises becoming a draw to the area, thereby increasing the risk of public nuisance.
- 4.2.11 The Council will not use this special policy as grounds for revoking an existing licence or certificate when relevant representations are received about problems with those premises.
- 4.3 The Council will regularly review the special policy in place.