

# Licensing and Appeals Sub Committee Hearing Panel

Date: Monday, 25 March 2019

Time: 10.30 am, or at the rise of the Licensing Sub

Committee Hearing Panel.

Venue: Council Antechamber - Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

#### **Access to the Council Antechamber**

Public access to the Council Antechamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk.

There is no public access from the Lloyd Street entrances of the Extension.

### Membership of the Licensing and Appeals Sub Committee Hearing Panel

Councillors - Stone (Chair), Madeleine Monaghan and Reid

### **Agenda**

#### 1. Urgent Business

To consider any items which the Chair has agreed to have submitted as urgent.

#### 2. Appeals

To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.

#### 3. Interests

To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.

#### 4. Exclusion of the Public

The officers consider that the following item or items contains exempt information as provided for in the Local Government Access to Information Act and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. The Executive is recommended to agree the necessary resolutions excluding the public from the meeting during consideration of these items. At the time this agenda is published no representations have been that this part of the meeting should be open to the public.

# 5. Application for a Street Trading Consent for Gemma Gill, Layby next to cemetery entrance on Nell Lane.

The report of the Head of Planning, Building Control and Licensing is attached.

5 - 40

#### Information about the Committee

The Licensing and Appeals Committee fulfills the functions of the Licensing Authority in relation to the licensing of taxi drivers.

A procedure has been agreed which governs how the Panel will consider such applications.

Decisions made by the Panel will be under delegated authority and will not require to be referred to the Council for approval. Meetings are controlled by the Chair, who is responsible for seeing that the business on the agenda is dealt with properly.

Copies of the agenda are published on the Council's website. Some additional copies are available at the meeting from the Governance Support Officer.

The Council is concerned to ensure that its meetings are as open as possible and confidential business is kept to the strict minimum. When confidential items are involved these are considered at the end of the meeting at which point members of the public are asked to leave.

Smoking is not allowed in Council buildings.

Joanne Roney OBE
Chief Executive
Level 3, Town Hall Extension,
Albert Square,
Manchester, M60 2LA

### **Further Information**

For help, advice and information about this meeting please contact the Committee Officer:

Beth Morgan Tel: 0161 234 3043

Email: b.morgan@manchester.gov.uk

This agenda was issued on **Friday**, **15 March 2019** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Mount Street Elevation), Manchester M60 2LA.



# Manchester City Council Report for Resolution

**Report to:** Licensing and Appeals Sub-Committee – 25 March 2019

**Subject:** Application for a Street Trading Consent

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

#### Summary

The Licensing and Appeals Committee approved the Street Trading Policy without modification on 28 November 2011. The policy included the provision that Street Trading Licence and Consent applications, which attract objections, shall be considered by a Licensing and Appeals Sub-Committee.

Appeals from this Sub-Committee in relation to Street Trading Consent applications will be considered by the full Licensing and Appeals Committee.

Appeals in relation to Street Trading Licence applications will be considered by Manchester Magistrates Court, as provided by Schedule 4 of the Local Government (Miscellaneous Provisions) Act 1982.

#### Recommendations

That the Sub-Committee consider the application for a Street Trading Consent, having regard to the information contained within the report, any information provided at the hearing.

#### Wards Affected:

**Chorlton Park** 

#### **Contact Officers:**

Name: Julie Roscoe Fraser Swift

Position: Head of Planning, Building Principal Licensing Officer (Premises)

Control and Licensing

Email: j.roscoe@manchester.gov.uk f.swift@manchester.gov.uk

Telephone: 0161 234 4552 0161 234 1176

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

- Local Government (Miscellaneous Provisions) Act 1982 (Schedule 4)
- Statement of Policy and Guidelines Relating to the Relevance of Convictions for Street Trading Licence and Consent Applications (effective from 9 May 2012)

#### 1 Introduction

- 1.1 The Sub-Committee are requested to consider the application made by Ms Gemma Gill for a street trading consent. This application for a street trading consent has been brought before the Sub-Committee for consideration because the application has attracted objections. Details of the objection(s) received are given in section (2c) below.
- 1.2 The application is in relation to a stall located in the layby next to the cemetery entrance on Nell Lane. This area is not currently designated as a prohibited street in relation to street trading, nor is it licence street and an application for a street trading consent can therefore be considered.
- 1.3 The legislation provides a right of appeal to the Magistrates Court in respect of a decision by the Council not to grant or to refuse to renew a street trading licence.
- 1.4 The legislation does not provide for a statutory right of appeal to the Magistrates Court in respect of any decision made in relation to a street trading consent. Any appeal therefore can be made to the full Licensing and Appeals Committee.

#### 2 Application for a Street Trading Consent

- 2.1 On 22/01/2019 Ms Gemma Gill submitted an application for a street trading consent. The application is attached at Appendix 1. The location map and photograph are attached at Appendix 2.
- 2.2 The requested trading hours for this application are:

Mon to Fri 8.30am to 4.30pm Sat 9am to 5pm Sun 9am to 2pm.

2.3 The requested goods for this application are:

Flowers, wreaths, small plants, graveside candles

2.4 The applicant shall be trading from:

Stall

#### 3 Objections

3.1 The Licensing Unit has received an objection from the following –

Designer Flowers by Rodgers Ltd

- 3.2 All objections are included in their original form in Appendix 3
- 3.3 The main points of all objections are summarised as follows -

Designer Flowers by Rodgers object to the application being granted on the grounds that:

- A further trader would impact on their business, both at the shop and at the stall which is situated further along in the same layby;
- Similar products are available at a number of outlets in the vicinity;
- A further stall would exacerbate existing congestion and obstruction in the area.

#### 4 Legal Considerations

4.1 This section relates to legislation and other legal issues, which shall be taken into consideration by the Sub-Committee when making their decision.

#### Decision

4.2 The decision maker will make their decision in accordance with the rules of natural justice, ensuring that the hearing is fair to all parties and that there is no bias, perception or pre-determination.

#### **Human Rights Act**

- 4.3 Article 1 of Protocol 1 of the European Convention of Human Rights confers on individuals (and companies) the Right to Peaceful Enjoyment of their Possessions and the Protection of Property.
- 4.4 A Licence is a possession.
- 4.5 No one can be deprived of their property or have controls put on his/her property except where the action is permitted by law and justifiable in the public or general interest.
- 4.6 When considering matters relating to the grant, revocation, renewal or refusal of licences and the placing of conditions on licences, the Sub-Committee must consider whether the decision affects an individual, group or company's Human Rights as set out in the Convention and if it does, whether the interference with those rights is permissible by reason of the justifications set out in the Convention. In addition, consideration must be given to whether the interference is proportionate to the general purpose.

#### The conduct of the hearing

4.7 Manchester City Council will determine the conduct of the hearing. The decision maker should be able to adjourn the hearing if, in his/her opinion, he/she considers that it is appropriate to do so. In deciding whether to adjourn the hearing, and if so for how long, the decision maker's overriding objective should be that the applicant is made fully aware of any objections or other relevant information in relation to his application and that he has a proper opportunity to prepare and present his case.

#### The right to legal representation

4.8 A person is entitled to have legal representation or be accompanied by a legal advisor or friend.

#### The decision and the reasons for it

4.9 Reasons for a decision should be given either at the hearing or a soon as practicable after the hearing.

#### Manchester City Council Act 2010

- 4.10 The Manchester City Council Act extends the definition of street trading to include:
  - (a) The supplying of or offering to supply any service in a street for gain or reward
  - (b) Services can now be included in any application for a street trading authorisation

#### Crime and Disorder Act 1998 Section 17

4.11 The contents of this report have been considered in the context of the requirements placed on the Council by Section 17 of the Crime and Disorder Act 1998, namely, the duty on the Council to exercise its functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area. It is not considered that the contents of this report have any such effect.

# Relevant extract from Local Government (Miscellaneous Provisions) Act 1982 (Schedule 4)

- 7(1) An application for a street trading consent or the renewal of such a consent shall be made in writing to the district council.
- (2) Subject to sub-paragraph (3) below, the council may grant a consent if they think fit.
- (3) A street trading consent shall not be granted —
- (a) to a person under the age of 17 years; or
- (b) for any trading in a highway to which a control order under section 7 of the Local Government (Miscellaneous Provisions) Act 1976 is in force, other than trading to which the control order does not apply.
- (4) When granting or renewing a street trading consent the council may attach such conditions to it as they consider reasonably necessary.
- (5) Without prejudice to the generality of sub-paragraph (4) above, the conditions that may be attached to a street trading consent by virtue of that sub-paragraph include conditions to prevent —
- (a) obstruction of the street or danger to persons using it; or

- (b) nuisance or annoyance (whether to persons using the street or otherwise).
- (6) The council may at any time vary the conditions of a street trading consent.
- (7) Subject to sub-paragraph (8) below, the holder of a street trading consent shall not trade in a consent street from a van or other vehicle or from a stall, barrow or cart.
- (8) The council may include in a street trading consent permission for its holder to trade in a consent street—
- (a) from a stationary van, cart, barrow or other vehicle; or
- (b) from a portable stall.
- (9) If they include such a permission, they may make the consent subject to conditions —
- (a) as to where the holder of the street trading consent may trade by virtue of the permission; and
- (b) as to the times between which or periods for which he may so trade.
- (10) A street trading consent may be granted for any period not exceeding 12 months but may be revoked at any time.
- (11) The holder of a street trading consent may at any time surrender his consent to the council and it shall then cease to be valid.

#### Other Legal Implications

4.12 At the time of writing there are no issues that the City Council Solicitor considers need to be brought to the specific attention of the Sub-Committee, other than those highlighted in the report. Any issues that subsequently arise will be brought to the attention of the Sub-Committee at the hearing.

#### 5 Recommendations

- 5.1 The Sub-Committee is requested to consider the application for the grant of the street trading consent, having regard to the information contained within the report and any information provided at the hearing, with regard to the options below:
- 5.2 The Council may grant the consent if they see fit. When granting the consent:
  - (a) it may be granted for a period not exceeding 12 months; and
  - (b) such conditions may be attached to it as the Council considers reasonably necessary; including any conditions to prevent obstruction of the street or

danger to persons using it, or nuisance or annoyance (whether to persons using the street or otherwise).

5.3 The Council may refuse the application.

Local Government (Miscellaneous Provisions) Act 1982  Application for a new Street Trading Licence or Consent or to renew an existing Street Trading Licence or Consent  Please complete all sections of the form. All applicants must sign and date the form. Submit the application to the Licensing Business Unit at the above address. If you are applying to renew an existing licence or consent but want to change the location, the trading hours or the type of goods being sold, you may need to make a new application – please contact the Licensing Business Unit for advice before submitting the application.  SECTION A  Please indicate the type of application you want to make by ticking the appropriate box below -  I want to apply for a new street trading licence:  I want to renew an existing street trading licence:  I want to renew an existing street trading consent:  Current licence/consent number:  SECTION B - PERSONAL DETAILS – 1st Applicant
I want to apply for a new street trading licence:  I want to apply for a new street trading consent:  I want to renew an existing street trading licence:  I want to renew an existing street trading consent:  Current licence/consent number:
I want to apply for a new street trading consent:  I want to renew an existing street trading licence:  I want to renew an existing street trading consent:  Current licence/consent number:
I want to apply for a new street trading consent:  I want to renew an existing street trading licence:  I want to renew an existing street trading consent:  Current licence/consent number:
I want to renew an existing street trading licence:  I want to renew an existing street trading consent:  Current licence/consent number:
I want to renew an existing street trading consent:  Current licence/consent number:
Current licence/consent number:
SECTION B - PERSONAL DETAILS - 1 <sup>st</sup> Applicant
SECTION B - PERSONAL DETAILS - 1 Applicant
Call
Surname GILL  First Name(s) GEMMA SAMANTHA
Home Address
Postcode  National Insurance No.
Date of Birth  National Insurance No.  Mobile Telephone No.
Email address
Has the above applicant ever peen refused a Street Trading Licence or Consent by this or any other local authority?

irst Name(s)						
ome Address						
		-	Postcode			
ate of Birth				surance No.		
ome Telephone No.			Mobile Tel	ephone No.		
as the above applicant een refused a Street Tr cence or Consent by the y other local authority	ading his or	es 🗆 No		If yes, give	dates and deta	ils below
ing Name (if applicate trame and precise treet where trading we (fixed location tradice describe exactly what the trading unit is locate corner of', 'next do ent to' etc. You may e a map to illustrate the where trading will (mobile trading): e list all streets where e. Use a separate she wary.  Wing a licence or consets in which you trading and add any additional eparate sheet if necessions.	location or will take ing): ere on the ated; e.g. or to', want to ne location. take you wish eet if sent, and e have not is last il streets.	Nell lang the cars cemetery	e, in park		by lane, to the (co	where
ease state what til wish to trade (e.g. s or over Bank Hos etc):	mes of		Yes	☑ N	o 🗆	+

## SECTION E - TRADING DAYS & TIMES (state the times you wish to trade each day)

Day	Times					
		AM		PM		
Example:	Start	Finish	Start	Finish		
Monday	0800	1200	1300	1500		
Monday	08.30	16.30	1900	2100		
Tuesday	08.30	16.30				
Wednesday	08-30	16.30				
Thursday	08:30	16.30				
Friday	08.30	16.30				
Saturday	09.00	17.00				
Sunday	69.00	14.00				

#### SECTION F- GOODS TO BE SOLD (Please give details of all items to be sold

E samplie Confestionary	sweits, crisps, chocolate
Ice Cream	
Confectionary	
Fresh Fruit/Vegetables	
Flowers	flowers for grave side, wreaths at xmas time
Hot Drinks	There to dien sier, recess of way to
Cold Drinks	
Wet and Dry Fish	
Seafood	
Cold Food	
Hot Food	Tick all boxes that apply  Baked Potatoes
ther – please specify	Small plants, flowers, wreaths, Gravesial candels +

C. W. W. State OF	oF FOOD BUSINESS REGISTRA epare, distribute or sell food on ar all authority where the trading unit	ny premises une	e busin	C22 211	ould
Do you intend to trade in a		Yes		No	102
If you please give details	of the local authority where the bu	siness is regist	ered:		
Local Authority Name:					
Local Authority Address:	10.				
	N/A'				
Registration Reference:					
Date first Registered:					
Vehicle Registration (if applicable): Colour(s) of trading unit:  Trading unit measurements:  SECTION I – ASSISTANT	Stall Barrow Cart Other (please state)  N/A White Victorian Style Whose a flower Star  Height: at mtrs 2 Width: mtrs 5 Length: mtrs 14  TDETAILS (all assistants must we additional charge of £11 per badge	g cms	ed by t	he Lice	nsina
Important note for existing Premises Team there is no r	f each assistant with this application traders – if assistants already have leed to apply for a new one when re and indicate whether a badge is requ	e a badge issue	ed by th	e Licer	sing
Do you intend to engage as		Yes 🗆	No		
If yes, please state how ma	ny:				
	4	This section co	ontinue	ed over	the page

Full Name:	etails of all assistants:		
Address:		Full Name: Address:	
Post Code:		Post Code:	
Date of Birth: Badge Required:	Yes □ No □	Date of Birth:  Badge Required:  Yes  No	
Full Name: Address:		Full Name: Address:	
ost Code:		Post Code:	
eate of Birth: adge Required:	Yes 🗆	Date of Birth:  Badge Required:  No	
riod of cover: nount of cover (£m): portant note: a stree equate public liability	t trading licence or on the strategy insurance.	consent will not be granted unless the operations ood the guidance notes. Before you submit	tor has
ase ensure you hav		the state of the second decimal and the secon	Anv
lication, tick the foll	owing boxes to ens the return and dela	ure you have <u>all</u> the necessary documents. y of your application.	
lication, tick the foll	the return and delay	y of your application.	Please tick
lication, tick the following the signs will result in the ompleted and signe	the return and delayed application form:	y of your application.  reet trading licence or £420 for a street	Please tick
lication, tick the follossions will result in ompleted and signerelevant application on goodstation.	the return and delayed application form: n fee (£720 for a str	y of your application.	Please tick

A full list of every street in which you intend to trade (for ice cream or other mobile trading applications);	N/A
A passport-sized photograph of each applicant for the licence and of each assistant named in the application (where a badge is required):	
Three colour photographs of the trading unit illustrating the front, rear and side views of the unit:	12
Written permission from the landowner (only applicable where the location is private land):	NIA
Written details of the proposed arrangements for the storage, collection, removal and disposal of refuse:	
The following documents do not need to be submitted with an application for a nelicence or consent but must be submitted and verified prior to the licence or consbeing granted.  These items must be submitted with an application to renew an existing licence or consenses.	ent
Consent:  A copy of the certificate of insurance covering third party and public liability risks:	
Written permissions/certificates relating to advertisements, power source or generator (where applicable):	D N/A
A copy of the food business registration certificate, where applicable. Please note; registration is with the local authority where the trading unit is usually kept:	NIA
Please ensure you have read and understood the guidance notes particularly with	1
	nd in wer
Please ensure you have read and understood the guidance notes particularly with regard to prohibited streets - applications for licences and consents in prohibited streets cannot be accepted.  Refuse disposal; my flowers are delivered from Hollar buckets, after use they collect them, the flow	nd in wer

#### Declaration and signature(s):

Please note, it is a criminal offence, for which you may be prosecuted, if you knowingly make a false statement or omit any information from this application.

I declare that to the best of my knowledge and belief, the answers given herein are true. I understand that if I knowingly or recklessly make a false statement or omit any material particular, I shall be guilty of an offence, which is punishable by a fine.

The information I have provided will be held by the Council on computerised and manual files (some data will be made available on a public register as required by relevant legislation). The data may also be disclosed to other departments within the Council or other organisations, but only in order to ensure compliance with relevant legislation or for identification purposes or to prevent or detect fraud or a crime. Manchester City Council is a registered Data Controller in accordance with the Data Protection Act 1998.

Signature of 1st applicant: Date: 811/2019. Full Name: ... Signature of 2<sup>nd</sup> applicant: ..... Full Name: ...... Date: Signature of 3<sup>rd</sup> applicant: Full Name: \_\_\_\_\_ Date: \_\_\_\_\_

#### **Notes**

- 1. A licence or consent can be held by more than one person providing that person has a business interest and authority to manage the street trading site. Joint licence or consent holders shall be equally responsible for any breach of terms of conditions of a Street Trading Licence or Consent.
- 2. Applicants must be over the age of 17 years.





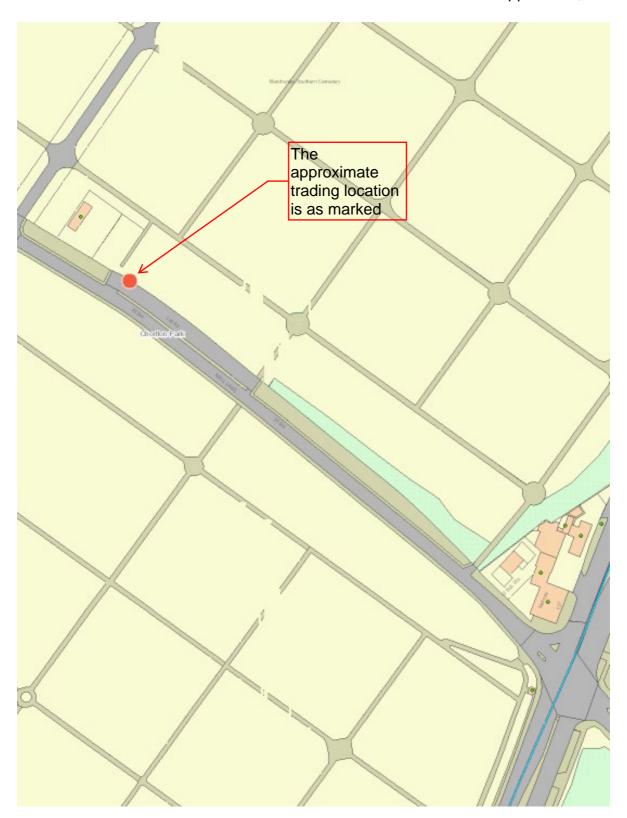
**CONSENT NO: 225250** 

TRADER NAME: Gemma Gill

LOCATION: Layby next to cemetery entrance on Nell Lane

Document is Restricted



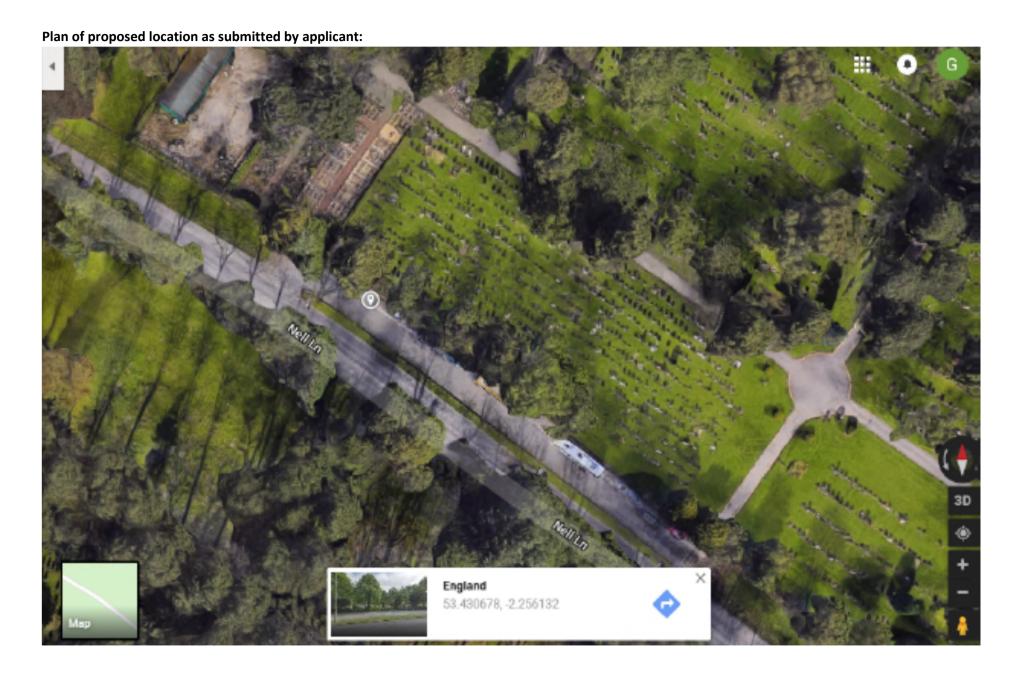


Ms Gemma Gill Layby next to Southern Cemetery entrance, Nell Lane

Premises Licensing Manchester City Council © Crown copyright and database rights 2018. Ordnance Survey100019568.



PREMISE NAME:	Ms Gemma Gill
PREMISE ADDRESS:	Layby next to Southern Cemetery entrance, Nell Lane
WARD:	Chorlton Park
HEARING DATE:	25/03/2019



This page is intentionally left blank

#### Dear Sirs

Many thanks for the notification that you have received an application for a street trading license in the layby next to the cemetery entrance on Nell Lane. It is with great concern we reply as you will be aware we already have a current trading licence for this area to trade at weekends. We have held this licence for many years (approximately around 25 years) since when you first set up the area now a layby for parking for visitors to the cemetery.

When the layby was first set up on Nell Lane we found our trade at the shop on the corner Princess Road /Nell Lane was dramatically affected as it was far easier for Cemetery visitors to park further down Nell Lane in your new layby than around our shop at the corner of Nell Lane and Princess Rd. At that time you allowed a street trader to trade there. This dramatically affected our business. We appealed to you and your department suggested as it was affecting our business that we applied for a licence also to trade. Eventually you consented to this for weekends and bank holidays only. We have held this license ever since.

We would respectfully suggest that your licensing committee take this letter not purely as an objection but more as a constructive observation on behalf of a long standing family business, that has over the years provided employment to many Manchester people and in addition paid considerable business rates into the City's funds.

For a number of years from first running a stall at this location trading was at a reasonable level and both the other trader and ourselves enjoyed reasonable trading. From around 10years ago this trade(sales of flowers for the cemetery) decreased considerably as we believed supermarkets were making buying flowers more of a convenience when doing weekly shopping and it was obvious(from seeing supermarket packed flowers being carried into the cemetery that more and more people were not relying on buying nearby). A few years ago (around 5 years) the other trader approached us to take over his pitch as he was finding it totally unprofitable. Of course, we were also finding it less and less profitable but carried on trading as previously stated because of the parking problems around our shop. By then we had established a few regular clients(mainly older people who perhaps would not have walked all the way down Nell Lane to our premises if they had parked in the layby).

However in the last year or so, the Cemetery have allowed visitors to take their cars directly into the cemetery grounds at weekends thus bypassing ourselves in many cases. Perhaps more importantly and especially at Christmas Time, and around Mothers Day & Fathers day the layby becomes overfull and Nell Lane becomes almost totally blocked by cars, and by adding another trader actually on the car park area will create even more congestion, where as our stall is situated on the grass verge next to the gate not creating any obstructions. The general traffic along Nell Lane is continually getting heavier and heavier and with all the new apartments on Nell Lane and the large new school now on the Didsbury Point site being built, and

the continuing expansion of the Loretto school, Nell Lane is almost impossible to pass through and will only get worse. A suggestion would be to expand the car park area on Nell Lane replacing the wide grass verge that is almost as wide as the current layby on Nell Lane. (we appreciate this is not within the remit of the Licensing Committee, but could be looked into)

Since cars have been allowed into the cemetery our cemetery trade both at the shop and also on our licenced stall has continually gone down. We are aware retail in general is now more difficult but to reintroduce more traders in this area around the Cemetery, when there is ample flower selling offerings from full rate paying businesses, such as the florist on Nell Lane opp. the Southern Hotel, a supermarket on corner of Mauldeth Road and Barlow Moor Road and a florist opposite main gates on Barlow Moor Road., would appear to be overkill and no one will benefit.(Apart from The Council with another licence fee.)

You may not be aware as to the history of our trading in Nell Lane. Way back in 1911 my grandparents bought a considerable amount of the land down Nell Lane for a market garden and nursery where they produced many horticultural products and traded and lived in a cottage (on a site near the layby) In in 1960s the Manchester Council compulsory bought the land from my father for extra cemetery land with very low compensation with great upset and impact on the growing side of the business, then later the Council built the housing estate next to Lorreto School, so it was not all used for cemetery land. Since then over the years our family feel that the Council have hindered our business rather than supported us and this yet again appears to be the case.

In conclusion we object for a further trader to trade from the area of the car park layby where we trade from as firstly we believe the current level of trade would definitely not sustain a further trader and it would be not only unfair to our stall and our nearby shop, but also to a number of other local business rate paying florists on Barlow Moor Road (Collins opp. main gate) and also another florists on Nell Lane (opposite Southern Hotel). I am sure the applicant would object if we set up a stall near to their florist premises.

As the viability of trading is continually decreasing, we feel it would not be fair firstly to ourselves but also to a new trader to set up and further obstruct parking in the layby. May we suggest the best outcome from all angles, such as street trading, car parking and accessing Nell Lane that you designate Nell Lane as a <u>NON</u> allowable street area for street trading. That of course would mean we would not be allowed to continue a license for our stall, but in the interest non conflict in the future we would agree to this course of action.

We would be only too pleased to further consult with your committee but would appreciate a date avoiding dates around 14<sup>th</sup> February and ideally after 29<sup>th</sup> March as these periods of Valentines Day and Mothers day are the two trading periods essential to a progressive florist.

We thank you in advance for your consideration of all aspects of our concerns.

Yours faithfully

(information redacted)

Director- Designer Flowers by Rodgers Ltd.



Document is Restricted

