

**Manchester City Council
Report for Resolution**

Report to: Licensing Sub-Committee Hearing Panel – 31 August 2021

Subject: Krakow Supermarket, 20-30 Bury Old Road, Manchester, M8 5BN -
App ref: Premises Licence (new) 260913

Report of: Director of Planning, Building Control & Licensing

Summary

Application for the grant of a premises licence which has attracted objections.

Recommendations

That the Panel determine the application.

Wards Affected: Crumpsall

Manchester Strategy Outcomes	Summary of the contribution to the strategy
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. The efficient processing of applications as well as effective decision making in respect of them, plays an essential role in enabling businesses to thrive and maximise contribution to the economy of the region and sub-region.
A highly skilled city: world class and home grown talent sustaining the city's economic success	An effective Licensing regime will enable growth in our City by 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.
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	
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Full details are in the body of the report, along with any implications for:

Equal Opportunities Policy
Risk Management
Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

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Background documents (available for public inspection):

- Manchester City Council Statement of Licensing Policy 2016 - 2021
- Guidance issued under section 182 of the Licensing Act 2003, April 2017
- Licensing Act 2003 (Hearings) Regulations 2005
- Any further documentary submissions by any party to the hearing

1. **Introduction**

- 1.1 On 08 July 2021, an application for the grant of a Premises Licence under s17 of the Licensing Act 2003 was made in respect of Krakow Supermarket, 20-30 Bury Old Road, Manchester, M8 5BN in the Crumpsall ward of Manchester. A location map and photograph of the premises is attached at **Appendix 1**.
- 1.2 A 28-day public consultation exercise was undertaken in accordance with Licensing Act 2003 regulations; requiring the application to be advertised by the displaying of a blue notice at or on the premises, a notice published in a newspaper or similar circulating in the local area, and details of the application published on the Council's website.
- 1.3 Representations may be made for or against an application during the consultation period. To be 'relevant' and, therefore, able to be taken into account in determining the application, they must be about the likely effect of the grant of the premises licence on the promotion of the licensing objectives. Where representations are made by persons who are not a responsible authority, they must not be frivolous or vexatious.
- 1.4 Relevant representations have been received in respect of this application and so it must be determined by a Licensing Hearing Panel in accordance with the Council's Constitution.

2. **The Application**

- 2.1 A copy of the application is attached at **Appendix 2**.
- 2.2 The applicant is Super Sklep Ltd.
- 2.3 The description of the premises given by the applicant is:

Large main road empty premises (ex Poundstretcher). To be re-fitted to become a modern convenience store with an extensive range of mixed products catering for family shopping. There will be 3 full time and 4 part time staff. All members of staff are trained and are aware of their personal responsibilities with regards to sales of alcohol. Challenge 21 notices are to be displayed with "valid proof of age required" message and a refusal of service book will be in operation. Security is provided by 24 high resolution CCTV cameras, visible monitor and recording system.

- 2.4 The proposed designated premises supervisor is Joanna Elzbieta Ciepluch

2.5 **The licensable activities applied for:**

The supply of alcohol for consumption off the premises only:

Mon to Sat 7am to midnight, Sun 10am to 4pm

Opening hours:

Mon to Sat 7am to midnight, Sun 10am to 4pm

2.5.1 In accordance with the Live Music Act 2012 and Deregulation Act 2015, performances of Live Music and Recorded Music between the hours of 0800 and 2300 hours have been deregulated and so should not be regarded as licensable activities for the purposes of this application.

2.5.2 Any further details provided relating to any of the individual licensable activities are specified on the application form at **Appendix 2**.

2.6 **Activities unsuitable for children**

2.6.1 The applicant has not highlighted any adult entertainment or services, activities, other entertainment or matters ancillary to the use of the premises that may give rise to concern in respect of children.

2.7 **Steps to promote the licensing objectives**

2.7.1 The applicant proposes to promote the licensing objectives by taking the steps identified in the operating schedule.

2.7.2 These steps must be translated into conditions by the licensing authority to be included in any granted premises licence, unless the conditions are modified by the Panel following consideration of relevant representations. These conditions are set out in the Schedule of Conditions at **Appendix 4**.

2.8 **Further documentation accompanying the application**

2.8.1 The applicant submitted additional information for the hearing on 20/08/2021 in support of the application, and summarising the objections received and concerns raised in them. This additional information is included as **Appendix 5**

3. **Relevant Representations**

3.1 A total of 12 relevant representations were received in respect of the application (**Appendix 3**). The personal details of all members of the public have been redacted. Original copies of these representations will be available to the Panel at the hearing.

Responsible Authorities:

- Greater Manchester Police (agreed);
- MCC Licensing and Out of Hours Compliance Team (agreed);

Other Persons:

- Residents x 10

3.2 Summary of the representations:

Party	Grounds of representation	Recommends
GMP	This representation has been agreed on the basis that conditions will be attached to the licence (see schedule of conditions for details)	Attach conditions (as per agreement)

		reached)
Licensing and Out of Hours Compliance	<p>This representation has been agreed on the basis that the hours for sale of alcohol will be amended as below, and conditions will be attached to the licence (see schedule of conditions for details)</p> <p>Hours agreed for sale of alcohol: 8am to 11pm Mon to Sat, 10am to 4pm Sun</p>	Amend hours & attach conditions (as per agreement reached)
RES1	<p>Grant of this licence will exacerbate issues of crime and antisocial behaviour in the area. Specific issues mentioned are:</p> <p>begging, drug use and shooting and stabbing</p>	Objects, recommendation not stated
RES2 RES3 RES4 RES5	<p>These residents submit similar representations and consider that grant of this licence will exacerbate issues of crime and antisocial behaviour in the area. Specific issues mentioned are:</p> <p>anti-social behaviour, violence, shooting and stabbing reportedly linked with another nearby off-licence.</p> <p>Drug dealing and drunks causing nuisance, locals afraid to walk alone, fearing harassment</p> <p>Littering – untidy and hazardous for children and pets, exacerbates issues with rodents and pigeons</p> <p>In addition, RES 2 is cites proximity to doctors surgery as a specific concern; RES 3, 4 and 5 are concerned at the potential impact on children of the above issues.</p>	Refuse
RES6	<p>This resident considers that the lateness of the licence will cause increased noise, traffic and unsociable behaviour in this residential area and will exacerbate existing problems with drug addicts and drunks, homelessness litter and vermin.</p>	Objects, recommendation not stated
RES7	<p>This resident is concerned that the new premises will have a “significant impact on the crime and drug crisis in the community” and cites a recent stabbing, several shootings and drunk driving in the area. People drink in the street and the resident is also a business owner who has had to deal with people who</p>	Objects, recommendation not stated

	are “heavily intoxicated”. A further concern is the impact on children in the area who are put at risk.	
RES8	This resident considers that an off licence in this particular location is likely to attract further anti-social behaviour, violence and further crime. There is an “obvious issue” with drug and alcohol abuse in the area which will be exacerbated by the addition of this premises	Objects, recommendation not stated
RES9	This representation cites “a lot of issues with addicts in the area” citing the car park behind Iceland as a particular problem area The shop opening times should work in line with opening times of the local stores More drunk people are likely to gather outside the job centre deterring people from visiting other local stores.	Objects, recommendation not stated
RES10	This representation points out that the premises is in the “local shopping area for the community and it is important that residents feel safe” It is likely to “attract more of the unwanted crime and anti-social behaviour that has taken place” including a recent stabbing. Allowing the premises to sell alcohol will “increase the level of violence and drug abuse which is a serious problem in the area. Residents should not fear for their safety.”	Objects, recommendation not stated

3.3 Any conditions proposed by objectors are set out in the Schedule of Conditions at **Appendix 4**.

3.4 Agreements on conditions have been reached with Greater Manchester Police and the Licensing Out of Hours Compliance team.

4. **Key Policies and Considerations**

4.1 **Legal Considerations**

4.1.1 Hearings under the Licensing Act 2003 operate under the Licensing Act 2003 (Hearings) Regulations 2005.

4.2 **New Information**

4.2.1 In accordance with Regulation 18 of the Licensing Act 2003 (Hearings) Regulations 2005, the authority may take into account documentary or other information produced by a party in support of their application, representations

or notice either before the hearing or, with the consent of all parties, at the hearing.

4.3 **Hearsay Evidence**

4.3.1 The Panel may accept hearsay evidence and it will be a matter for the Panel to attach what weight to it that they consider appropriate. Hearsay evidence is evidence of something that a witness neither saw nor heard, but has heard or read about.

4.4 **The Secretary of State's Guidance to the Licensing Act 2003**

4.4.1 The Secretary of State's Guidance to the Licensing Act 2003 is provided for all parties involved in licensing. It is a key medium for promoting best practice, ensuring consistent application of licensing powers across England and Wales and for promoting fairness, equal treatment and proportionality.

4.4.2 Section 4 of the 2003 Act provides that, in carrying out its functions, a licensing authority must 'have regard to' guidance issued by the Secretary of State under section 182. The Guidance is therefore binding on all licensing authorities to that extent. However, the Guidance cannot anticipate every possible scenario or set of circumstances that may arise and, as long as licensing authorities have properly understood this Guidance, they may depart from it if they have good reason to do so and can provide full reasons.

4.4.3 Departure from the Guidance could give rise to an appeal or judicial review, and the reasons given will then be a key consideration for the courts when considering the lawfulness and merits of any decision taken.

4.5 **Manchester Statement of Licensing Policy**

4.5.1 Section 4 of the 2003 Act provides that, in carrying out its functions, a licensing authority must 'have regard to' its statement of licensing policy.

4.5.2 The Licensing Policy sets out the vision the licensing authority has for the regulation of licensed premises throughout Manchester and outlines the standards expected in order to ensure the promotion of the licensing objectives in the city. The Panel may depart from the policies should it consider doing so would benefit the promotion of the licensing objectives. Reasons are to be given for any such departure from the Policy.

4.5.3 Section 4 of the Policy (Operation of the Policy) sets out how the Licensing Policy is intended to be used in practice for licence applications and licensed premises.

4.5.4 Relevant to this application and the grounds of the representations made, the Panel are recommended to have regard to the following sections of the Policy:

Section 6: What we aim to encourage

This section identifies certain types of venues and initiatives the licensing authority aims to encourage in order to promote an inclusive evening and

night-time economy not simply focused on the consumption of alcohol. We aim to encourage:

- Premises that will extend the diversity of entertainment and attract a wider range of participants
- Live music, especially original material, which will provide a range of live performances and styles of music, provided that such entertainment does not undermine the licensing objectives
- National cultural institutions, global sports events and cultural festivals
- Non-drink-led premises, including restaurants, cafes, theatres and cinemas
- Communication and integration with local residents and businesses through licensees consulting with those in the local area prior to an application
- Participation in Pubwatches, off licence forums and other crime-reduction partnerships
- Engagement with the NITENET radio scheme and DISC secure information sharing platform by city centre venues through the Cityco Manchester Business Crime Reduction Partnership
- Designing out crime in the layout of the premises

Section 7: Local factors

This section sets out key issues that applicants are expected to take into account relevant to the individual characteristics of the premises when preparing their operating schedule and address any local factors relevant to their premises.

Having regard to the grounds of the representations made, the Panel are recommended to have regard to the following Factors:

- Evidence of pre-existing problems in the area
- The proximity of the premises to local residents and other local businesses, particularly in relation to the potential for nuisance
- Proximity to sensitive uses
- Ability to clean and maintain the street scene

Section 8: Manchester's standards to promote the licensing objectives

This section identifies the standards that the licensing authority expects of licensed premises in Manchester. It is recognised that not all standards will be appropriate to apply in every situation to every premises, and applicants are not obliged to include all standards in their operating schedule. The degree to which standards would be appropriate is expected to be proportionate to the risk posed against the promotion of the licensing objectives having regard to the individual circumstances of the premises. The standards are not exhaustive and the licensing authority will have regard to any relevant issues raised in any representation that may fall outside them.

- MS2 Effective general management of the premises
- MS3 Responsible promotion and sale of alcohol
- MS5 Prevent on-street consumption of alcohol
- MS8 Prevent noise nuisance from the premises

MS10 Operate effective cleansing arrangements, including ensuring the premises and surrounding area are kept clean and free of litter, and adequate arrangements for the secure and responsible storage of refuse

Conclusion

- 4.6 A licensing authority must carry out its functions under this Act (“licensing functions”) with a view to promoting the licensing objectives:
- the prevention of crime and disorder
 - public safety;
 - the prevention of public nuisance; and
 - the protection of children from harm.
- 4.7 In considering the matter, the Panel should take into account any representations or objections that have been received from responsible authorities or other persons, and representations made by the applicant or premises user as the case may be. In reaching the decision, regard must also be had to relevant provisions of the national guidance and the Council’s licensing policy statement.
- 4.8 Having regard to the representations, the Panel must take such of the steps set out below that it considers appropriate for the promotion of the licensing objectives:
- a) To grant the licence subject to:
 - i. the conditions consistent with the operating schedule accompanying the application, which the Panel may modify to such extent as they consider appropriate, and
 - ii. any mandatory conditions that must be included in the licence;
 - b) To exclude from the scope of the licence any of the licensable activities to which the application relates;
 - c) To refuse to specify the person proposed in the application as the designated premises supervisor;
 - d) To reject the application.
- 4.9 The conditions consistent with the operating schedule may be modified to alter or omit any of them or to add any new condition, including restricting the times at which licensable activities authorised by the licence can take place.
- 4.10 All licensing determinations should be considered on the individual merits of the application.
- 4.11 The Panel’s determination should be evidence-based, justified as being appropriate for the promotion of the licensing objectives and proportionate to what it is intended to achieve. Findings on any issues of fact should be on the balance of probability.
- 4.12 It is important that a licensing authority should give comprehensive reasons for its decisions in anticipation of any appeals. Failure to give adequate reasons could itself give rise to grounds for an appeal.

4.13 **The Panel is asked to determine the application.**