

**Manchester City Council  
Report for Resolution**

**Report to:** Licensing Sub-Committee Hearing Panel – 14 November 2022

**Subject:** Flamingo Restaurant and Bar, 6 Honey Street, Manchester, M8 8RG  
(Review of Premises Licence, App ref - 280693)

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

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**Summary**

Review of the premises licence under s51 of the Licensing Act 2003

**Recommendations**

That the Panel, having regard to the application and any relevant representations, take what steps are appropriate for the promotion of the licensing objectives.

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**Wards Affected:** Deansgate

<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. 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

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**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 2018
- Licensing Act 2003 (Hearings) Regulations 2005
- Any further documentary submissions by any party to the hearing

## 1. **Introduction**

- 1.1 On 26/09/2022 an application was made by Lauren Connell on behalf of Licensing out of Hours under s51 of the Licensing Act 2003 for a Review of the Premises Licence for Flamingo Restaurant and Bar, 6 Honey Street, Manchester, M8 8RG in the Cheetham ward of Manchester. A location map and photograph of the premises is attached at **Appendix 1**.
- 1.2 A 28 day public consultation exercise has been 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 and details of the application to be published on the Council's website.
- 1.3 The licensing authority must hold a hearing to consider an application to review a premises licence and any relevant representations.

## 2. **The Application**

- 2.1 A copy of the application is attached at **Appendix 2**.
- 2.2 The applicant is Lauren Connell on behalf of Licensing out of Hours.
- 2.3 The application for a review was submitted on the grounds that the licence holder has failed to uphold the licensing objective(s) of the prevention of crime and disorder, public safety and the prevention of public nuisance.
- 2.4 Further details of the grounds for the review are as follows:
- The LOOH team have witnessed recurring offences under S136 of the Licensing Act 2003 and S8 of the Health Act 2006 (smoke free legislation)
- Unauthorised licensable activities
  - Breaches of premises licence conditions
  - Breaches of the Health Act
  - Persistent noise complaints

## 3. **Current Premises Licence**

- 3.1 A copy of the current licence is attached at **Appendix 3**.
- 3.2 The premises licence holder is Samsom Khsay who has held the licence since 15/01/2022.
- 3.3 The designated premises supervisor is Samsom Khsay who has held this position since 15/01/2022.
- 3.4 The licensable activities permitted by the licence are:

Licensable activities authorised by the licence
<ol style="list-style-type: none"><li>1. The sale by retail of alcohol*.</li><li>2. The provision of regulated entertainment, limited to: Live music;</li></ol>

- Recorded music;  
3. The provision of late-night refreshment.

\* All references in this licence to “sale of alcohol” are to sale by retail.

**The times the licence authorises the carrying out of licensable activities**

**Sale by retail of alcohol**

**Standard timings**

Day	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Start	1100	1100	1100	1100	1100	1100	1100
Finish	2400	2400	2400	2400	0200	0200	2400

The sale of alcohol is licensed for consumption both on and off the premises.

Seasonal variations and Non-standard Timings:

New Year’s Eve: Finish 0300

Christmas Eve, Boxing Day & Bank holidays: Finish 0200

**Live music**

**Standard timings**

Day	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Start	1200	1200	1200	1200	1200	1200	1200
Finish	2300	2300	2300	2300	0100	0100	2300

Licensed to take place indoors only.

Seasonal variations and Non-standard Timings:

Christmas Eve, Boxing Day, New years Eve & Bank holiday: Finish 0200

**Recorded music**

**Standard timings**

Day	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Start	0900	0900	0900	0900	0900	0900	1000
Finish	2430	2430	2430	2430	0230	0230	2430

Licensed to take place both indoors and outdoors.

Seasonal variations and Non-standard Timings:

New Year’s Eve: Finish 0330

Christmas Eve, Boxing Day & Bank holidays: Finish 0230

**Provision of late-night refreshment**

**Standard timings**

Day	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Start	2300	2300	2300	2300	2300	2300	2300
Finish	2400	2400	2400	2400	0200	0200	2400

Licensed to take place both indoors and outdoors.

Seasonal variations and Non-standard Timings:

Christmas Eve, Boxing Day, New Years’ Eve & Bank holiday: Finish 0200

Hours premises are open to the public							
Standard timings							
Day	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Start	0900	0900	0900	0900	0900	0900	0900
Finish	2430	2430	2430	2430	0230	0230	2430
Seasonal variations and Non-standard Timings: New Year's Eve: Finish 0330 Christmas Eve, Boxing Day & Bank holidays: Finish 0230							

#### 4. **Relevant Representations**

4.1 Representations may be made for or against a review application during the consultation period. To be 'relevant' and, therefore, able to be taken into account in determining the application, they must relate to one or more of the licensing objectives. Representations may be made by the holder of the premises licence, a responsible authority or any other person. Where representations are made by persons who are not a responsible authority, they must not be frivolous or vexatious.

4.2 A total of 5 relevant representations have been received in respect of this application (**Appendix 4**). The personal details of all members of the public have been redacted. Original copies of the representations will be available to the Panel at the hearing. Representations were received from the following persons / bodies:

Responsible Authorities:

- Greater Manchester Police
- Planning

Other Persons:

- Residents (x3).

Summary of the representation(s):

Party	Grounds of representation	Recommends
<b>Greater Manchester Police</b>	The premises are undermining the Licensing Objectives of the Prevention of Crime and Disorder and the Prevention of Public Nuisance. Since the licence was granted there have been a number of incidents that have occurred at the premises after they should have been closed. At a pre-review meeting, the premises licence holder could not explain why the	Revoke

	premises had still been open when they should have been closed and showed a limited understanding of the Licensing Objectives.	
<b>Planning</b>	The property does not have the correct planning permission in place to operate as a shisha bar/restaurant. In addition, the rear extension is unauthorised and not structurally sound, so a retrospective application would very not likely be supported.	Not applicable
<b>Residents x3</b>	On visits to the restaurant, staff have ensured that noise levels are kept to a minimum and have advised customers to leave at closing time. The premises appears to be well managed.	Not applicable

5. **Additional information**

5.1 No additional information has been received from any party to the application.

6. **Key Policies and Considerations**

6.1 **Legal Considerations**

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

6.2 **New Information**

6.2.1 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.

6.3 **Hearsay Evidence**

6.3.1 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.

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

- 6.4.1 The Secretary of State's Guidance to the Licensing Act 2003 is provided to licensing authorities in relation to the carrying out of their functions under the 2003 Act. It also provides information to magistrates' courts hearing appeals against licensing decisions and has been made widely available for the benefit of those who run licensed premises, their legal advisers and the general public. 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.
- 6.4.2 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.
- 6.4.3 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.

## 6.5 **Manchester Statement of Licensing Policy**

- 6.5.1 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.
- 6.5.2 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.
- 6.5.3 There are a number of references in the Policy to the licensing authority's expectations of applicants. The licensing authority will not apply the Policy rigidly, but will always have regard to the merits of the case with a view to promoting the licensing objectives.
- 6.5.4 Relevant to this application, 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 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. 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

MS8 Prevent noise nuisance from the premises

7. **Conclusion**

- 7.1 A licensing authority must carry out its functions under this Act (“licensing functions”) with a view to promoting the licensing objectives:
- a) the prevention of crime and disorder
  - b) public safety;
  - c) the prevention of public nuisance; and
  - d) the protection of children from harm.
- 7.2 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 licence holder. In reaching the decision, regard must also be had to relevant provisions of the national guidance and the Council’s licensing policy statement.
- 7.3 The authority must take such of the steps below as it considers appropriate for the promotion of the licensing objectives. The steps are –
- a) to modify the conditions of the licence;
  - b) to exclude a licensable activity from the scope of the licence;
  - c) to remove the designated premises supervisor;
  - d) to suspend the licence for a period not exceeding three months;
  - e) to revoke the licence.
- 7.4 The conditions of the licence are modified if any of them is altered or omitted or any new condition is added.



- 7.5 All licensing determinations should be considered on the individual merits of the application.
- 7.6 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.
- 7.7 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.
- 7.8 **The Panel is asked to take such steps, as set out in 7.3 above, as it considers appropriate for the promotion of the licensing objectives.**