

**Manchester City Council
Report for Resolution**

Report to: Licensing Sub-Committee Hearing Panel – 16 January 2023

Subject: Swanky's, 320 Wilmslow Road, Manchester, M14 6XQ –
App ref: Premises Licence (new) 282819

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: Old Moat

| 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 | |

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| 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 23/11/2022, an application for the grant of a Premises Licence under s17 of the Licensing Act 2003 was made in respect of Swanky's, 320 Wilmslow Road, Manchester, M14 6XQ in the Old Moat 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 Swankys Bar Ltd.
- 2.3 The description of the premises given by the applicant is "Café bar with associated toilet facilities with outside seating area to the front".
- 2.4 The proposed designated premises supervisor is Natalie Power.

2.5 The licensable activities applied for:

Provision of regulated entertainment (live music, recorded music) (Indoors):

- Mon to Sun 11pm to 12 midnight
- Once a month soul and Motown night on the last Saturday of each month until 2am
- New Year's Eve, Halloween 31st October until 2am
- Easter bank holiday weekend until 2am
- Both May bank holidays and August bank holiday Friday/Saturday until 2am

Provision of regulated entertainment (anything of a similar description to live music, recorded music or performances of dance) (Indoors):

- Mon to Sun 11pm to 12 midnight
- Once a month soul and Motown night on the last Saturday of each month until 2am

- New Year's Eve until 2am

Provision of late night refreshment (Both on and off the premises):

- Mon to Sun 11pm to 12 midnight

The supply of alcohol for consumption both on and off the premises:

- Mon to Sun 9:30am to 12 midnight
- Once a month soul and Motown night on the last Saturday of each month until 2am
- New Year's Eve, Halloween 31st October until 2am
- Easter bank holiday weekend until 2am
- Both May bank holidays and August bank holiday Friday/Saturday until 2am

Opening hours:

- Mon to Sun 9:30am to 12 midnight
- Once a month soul and Motown night on the last Saturday of each month until 2am
- New Year's Eve, Halloween 31st October until 2am
- Easter bank holiday weekend until 2am
- Both May bank holidays and August bank holiday Friday/Saturday until 2am

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 has submitted the following documents in support of their application, which are included with the application form at **Appendix 5**:

- Plan of the premises

3. **Relevant Representations**

3.1 A total of ten 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:

- MCC Trading Standards
- MCC Licensing and Out of Hours Compliance Team
- Greater Manchester Police

Other Persons:

- Withington Civic Society Planning Group;
- Fallowfield Community Guardians
- South East Fallowfield Residents' Group (SEFRG)
- Sherwood Tenants and Residents Association (Sherwood TRA)
- Residents (x3).

3.2 Summary of the representations:

| Party | Grounds of representation | Recommends |
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| Trading Standards | Concerns regarding the lack of conditions offered relating to underage sales and the potential impact on the Protecting Children from Harm Licensing Objective. | Grant with conditions |
| Licensing and Out of Hours Compliance | The premises fall within the Fallowfield Special Policy Area, but the applicant has not shown why the operation of the premises will not add to the cumulative impact and has not demonstrated there will be no harm to the licensing objectives or presented a genuinely exceptional case for the application to be granted. There are concerns the granting of this licence is likely to undermine the licensing objectives, especially in regard to public nuisance in the form of noise to nearby residents and businesses. It is noted that the non-standard hours applied are outside those permitted by Planning and that the outside seating area should not be operational beyond | Refuse |

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| | 9.30pm.. | |
| GMP | Concerns regarding Prevention of Crime and Disorder and the Prevention of Public Nuisance and the potential increase in littering, noise disturbance and other anti-social behaviour in the Fallowfield Special Policy Area. | Refuse |
| Withington Civic Society Planning Group | Concerns that the non-standard hours applied for are outside those permitted by Planning; that premises fall within the Cumulative Impact area of Fallowfield; the potential increase of anti-social behaviour and crime and disorder. | Refuse |
| Fallowfield Community Guardians | Concerns regarding the potential for increased incidences of public nuisance and crime and disorder by the addition of another premises selling alcohol in the Fallowfield Special Policy Area. | Refuse |
| South East Fallowfield Residents' Group | Concerns that existing problems of ASB in the area which include "littering including drug/alcohol debris, noise, drug dealing, theft/burglary, intimidation, vandalism", as well as crime, will be added to. Recent "serious incidents" in the area are also referred to. SEFRG consider these issues to be "closely related to the numbers of licensed premises in this area and the fact that Fallowfield is home to a very large transient population". This further licensed premises will add to existing problems. The hours applied for are considered excessive, and the potential for submitting TENs could lead to even later closing. Grant of the application "would definitely lead to increased noise, litter and ASB". Safety concerns are also raised, with some students having a "misguided sense of security" from regarding the area as an "off shoot of the Owens Park campus." | Refuse |
| Sherwood Tenants and Residents Group | Concerns that a further licensed premises will add to existing issues of noise disturbance, littering and glass in the area. Night-time noise disturbance is a particular concern, especially during student term-time, from people coming to and leaving the premises. The proposed outside seating area is a potential further source of noise nuisance. Residents are | Refuse |

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| | currently “badly disturbed” by noise from people returning home from licensed premises, leading to sleep disruption for both adults and children. | |
| Residents (x3) | Concerns regarding noise nuisance, anti-social behaviour and crime and disorder including vandalism, littering, broken glass, drunkenness, street urinating and vomiting; that the applicant has not shown that they will not add to the problems in the Cumulative Impact Policy Area or that there is a genuinely exceptional reason for the council to depart from this policy. Residents also make reference to serious crime in the area including a recent murder. | Refuse |

- 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 Trading Standards.
- 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 5: Special Policy Area

The premises is located within the following special policy area:

Fallowfield and Wilmslow Road

The effect of the Special Policy is that the Council will refuse applications for a new Premises Licence or Club Premises Certificate, or variation of an existing licence or certificate, whenever it receives relevant representation, unless an applicant can demonstrate why the operation of the premises involved will not add to the cumulative impact already being experienced. In relation to variations, this includes any variation that seeks to add a licensable activity, increase the capacity/size of a licensed premises, or extend the hours for licensable activities, but will usually exclude minor variations.

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:

- Identified risk factors specific to the licensed premises
- Evidence of pre-existing problems in the area
- Consistency with relevant Council strategies
- The proximity of the premises to local residents and other local businesses, particularly in relation to the potential for nuisance
- 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.

- MS1 Implement effective security measures at the premises
- MS5 Prevent on-street consumption of alcohol
- MS8 Prevent noise nuisance from the premises
- MS9 Effectively manage exterior spaces (e.g. beer gardens, smoking areas, table and chair areas on the highway)

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

MS12 Prevent underage sales of alcohol, including proxy sales

Section 11: The use of tables and chairs on the public highway

This section provides that the operation of any areas on the public highway licensed for tables and chairs should be considered with regard to all relevant Standards set out in Section 8 of the Policy.

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.**