

**Manchester City Council  
Report for Resolution**

**Report to:** Licensing Subcommittee Hearing Panel – 4 January 2024

**Subject:** Insomnia Cookies, 222 Wilmslow Road, Manchester, M14 6LF - App ref: Premises Licence (new) 295344

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

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**Summary**

Application for the grant of a premises licence made under the Licensing Act 2003, which has attracted objections.

**Recommendations**

That the Panel determine the application.

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**Wards Affected:** Fallowfield

<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):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background 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.

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

## 1. Introduction

- 1.1 On 10/11/2023, an application for the grant of a Premises Licence under s17 of the Licensing Act 2003 was made in respect of Insomnia Cookies, 222 Wilmslow Road, Manchester, M14 6LF in the Fallowfield 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 Insomnia Cookies UK Limited.
- 2.3 The description of the premises given by the applicant is:

*'Bakery selling sweet treats including hot drinks and warm cookies for consumption on and off the premises.'*

### 2.4 The licensable activities applied for:

Provision of late-night refreshment:

Sun to Mon 11pm to 1am

Tue to Sat 11pm to 4am

The provision of late-night refreshment will take place both indoors and outdoors.

Opening hours:

Sun to Mon 10am to 1am

Tue to Sat 10am to 4am

- 2.4.1 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.

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

## 2.5 **Activities unsuitable for children**

2.5.1 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.

## 2.6 **Steps to promote the licensing objectives**

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

2.6.2 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**.

## 3. **Relevant Representations**

3.1 A total of 6 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;
- MCC Licensing and Out of Hours Compliance Team;

### **Other Persons:**

- Withington Civic Society;
- Fallowfield Community Guardians;
- Residents (x2).

3.2 Summary of the representations:

<b>Party</b>	<b>Grounds of representation</b>	<b>Recommends</b>
<b>GMP</b>	<p>GMP have submitted a representation against the application on the grounds of the Licensing Objectives relating to the prevention of crime and disorder and the prevention of public nuisance.</p> <p>Due to the pre-existing/on-going (and very well documented) problems affecting the Wilmslow Road corridor, GMP are satisfied that (should the application be granted) those pre-existing/on-going problems would only be exacerbated by the licensable activities and</p>	Refuse

	<p>operating hours as being applied for for the premises. Granting the licence would, as far as GMP are concerned, only serve to add further to the existing high levels of antisocial behaviour, late-night littering and noise disturbance which, cumulatively, already 'blight' the local and wider Wilmslow Road Corridor area.</p> <p>As a consequence of the above GMP are requesting that the application be refused.</p>	
<p><b>Licensing and Out of Hours Compliance</b></p>	<p>LOOH Compliance Team have submitted a representation against the application with regard to all of the Licensing Objectives likely to be negatively impacted upon by the granting of such an application, but with specific regard to the prevention of public nuisance.</p> <p>For reasons as explained in greater depth via the representation document itself, LOOH Compliance Team have expressed severe doubt that the premises, and its staff, would/will be able to correctly enforce and uphold both the Licensing Objectives and those conditions as being offered via the applications 'Operating Schedule' document. It is of specific concern to LOOH Compliance Team that there exists great scope for existing levels of antisocial behaviour, noise disturbance and general litter/waste materials to be noticeably added to should the licence application be granted, which would only serve to add to the existing and on-going issues within the local area that already negatively affect and impact upon local residents.</p> <p>Furthermore, LOOH Compliance Team do not believe that the operating hours as being applied for are appropriate for the locality, in fact they are regarded as being 'excessive', and it is felt that such operating hours would only create additional and unnecessary noise disturbance issues/events at a highly antisocial time of the day.</p> <p>Consequently so, LOOH Compliance Team are, therefore, recommending that the application be refused.</p>	<p>Refuse</p>

<p><b>Withington Civic Society</b></p>	<p>Withington Civic Society are objecting to the application on the same grounds as GMP and the LOOH Compliance Team: that the granting of such an application would serve only to add to and further exacerbate those well documented issues of (pre-existing and on-going) antisocial behaviour, noise disturbance and general littering that affect the area along Wilmslow Road in Fallowfield.</p> <p>Although the premises is not alcohol-led at all (the provision of Late-Night Refreshment being the only licensable activity being applied for) it is felt by the complainant that such an establishment, operating to the early trading hours as applied for, would attract inebriated persons (post nearby and wider located alcohol-led premises closing times) and that the likely congregation of such alcohol-affected individuals (both inside and immediately outside of the premises) would quite easily lead on to the generation of antisocial behaviour and noise-nuisance incidents and issues at an unacceptably antisocial time of the day.</p> <p>It is requested by Withington Civic Society that the application, therefore, be rejected.</p>	<p>Refuse</p>
<p><b>Fallowfield Community Guardians</b></p>	<p>A further request to refuse the application has been received via the representation submitted by Fallowfield Community Guardians residents group.</p> <p>Citing precisely the same reasons behind their objection to the application as all other Responsible Authorities, Residents Groups and Private Individuals (increased antisocial behaviour, noise nuisance/disturbance, littering, etc.) Fallowfield Community Guardians only perceive a negative outcome to the granting of such an application, for the local area in Fallowfield.</p> <p>It has also been stated by FCG, via their representation, that there is a noticeable 'imbalance' within the local area regarding commercial premises, with an excess of licensed premises within a geographically restricted area. It is felt that this 'imbalance' is the main driver behind the pre-existing/on-</p>	<p>Refuse</p>

	<p>going issues of alcohol induced antisocial behaviour, noise disturbance and general food waste/litter which affects the local area.</p> <p>Taking the above into account Fallowfield Community Guardians perceive little, if any, reason to grant such an application. FCG have stated in their representation that the premises should not be permitted to trade daily beyond 11.00pm/2300hours, which (if so decided) would obviate the need for a Premises Licence at the premises.</p>	
<b>Residents (x2)</b>	<p>Both private residents who have submitted a representation against the application have cited the same reasons for their objection as all other objectors: the likelihood of increased levels/incidents of alcohol induced antisocial behaviour, noise nuisance/disturbance and increased volumes of discarded food waste and associate packaging litter within the local area, should the application be granted.</p> <p>Both persons have requested that the application be refused as they perceive no benefit being provided to the local area, and its residents by permitting such a premises to operate to the trading hours as applied for. It has been stated that local residents already have sufficient adverse issues to deal with (in regard to issues created by the patrons of the existing licensed premises located on their stretch of Wilmslow Road) and that the addition of another premises operating into the early hours would only serve to exacerbate and contribute further to those negative issues.</p> <p>Both private residents have requested that the application be refused.</p>	Refuse

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

#### **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
- Proximity of takeaways and off-licences to nightlife entertainment areas
- 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
- MS2 Effective general management of the premises
- MS6 Provide a Duty of Care for intoxicated or vulnerable customers and medical emergencies
- 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
- MS11 Ensure the wellbeing of children on the premises

## **5. Conclusion**

- 5.1 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.
- 5.2 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 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.
- 5.3 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.

- 5.4 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.
- 5.5 All licensing determinations should be considered on the individual merits of the application.
- 5.6 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.
- 5.7 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.
- 5.8 **The Panel is asked to determine the application.**