

**Manchester City Council
Report for Resolution**

Report To: Licensing Subcommittee Hearing Panel – 19 March 2019

Subject: Santaboat, 818a Stockport Road, Manchester, M19 3AW
(App ref: 225871 - New Premises Licence)

Report of: Head of Planning, Building Control and Licensing

Summary

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

Recommendations

That the Panel determine the application.

Wards Affected:

Longsight

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 21/01/2019, an application for the grant of a Premises Licence under s17 of the Licensing Act 2003 was made in respect of Santaboat, 818a Stockport Road, Manchester, M19 3AW in the Longsight 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 Santaboat Ltd.
- 2.3 The description of the premises by the applicant is a restaurant on the ground floor with an ancillary bar, providing authentic African cuisine with a European twist. The premises will also provide a takeaway option
- 2.4 The proposed designated premises supervisor is Agyenim Boateng
- 2.5 The licensable activities applied for:

Provision of regulated entertainment - recorded music,
Mon to Thurs - noon to 11pm
Fri to Sun - noon to 3am
For the Thursday prior to Good Friday,
Boxing Day, Year's Eve until 3am the following

Provision of late night refreshment: Both on and off the premises
Fri to Sun - 11pm to 3am
For the Thursday prior to Good Friday,
Boxing Day, Year's Eve until 3am the following morning

The supply of alcohol for consumption both on and off the premises:
Mon to Thurs - noon to 11pm
Fri to Sun noon to 3am

For the Thursday prior to Good Friday,
Boxing Day, Year's Eve until 3am the following morning

Opening hours:

Mon to Thurs - noon to 11.30pm

Fri to Sun - noon to 3.30am

For the Thursday prior to Good Friday,
Boxing Day, Year's Eve until 3am the following morning

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**

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

2.9 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 5 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 Licensing and Out of Hours Compliance Team
- MCC Trading Standards
- Greater Manchester Police

Other Persons:

- Longsight Ward Councillor
- Residents (x1).

- 3.2 A total of 5 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.
- 3.3 Summary of the representations: Any concerns previous held by GMP, Trading Standards, Councillor Richards have been allayed following agreement of reduced hours by Licensing and Out of Hour.

Party	Grounds of representation	Recommends
GMP	<p>GMP have concerns regarding public nuisance due to late terminal hour. This will cause potential noise disturbance from arrival and dispersal. Also noise from customers smoking outside will effect nearby residents.</p> <p>Concerns regarding condition, notes part of the premises will predominantly operate a restaurant, and part of the premises will operate as something else.</p> <p>Contradictory condition notes alcohol will only be sold to customers seating and partaking in a meal. Although alcohol sales on and off premises.</p> <p>Amended Hours agreed with applicant</p> <p>Friday, Saturday and Sunday all licensable activities to cease at 01:00h, with 30 minutes drinking up time to close at 01:30h.</p>	<p>Grant with reduced hours for sale of alcohol with OOH and TS conditions</p> <p>See further reduced hours with OOH and Applicant agreed</p>
Licensing and Out of Hours Compliance	<p>Concerns regarding public nuisance due to location of premises close to residential area.</p> <p>LOOT believe noise from people congregating outside using smoking area and traffic noise from customer’s arrival and dispersal.</p> <p>No conditions have been detailed for patrons smoking outside the premises.</p> <p>Sunday to Thursdays: The supply of alcohol up to 22:30 hours with a closing time of 23:00 hours.</p> <p>Friday to Saturday: The supply of alcohol up to 00:30 hours with a closing time of</p>	<p>Grant with reduced hours for sale of alcohol with OOH and TS conditions</p> <p>Agreed</p>

	<p>01:00 hours.</p> <p>Licensing and Out of Hours also propose further conditions:</p> <p>1. Display taxi telephone numbers and make arrangements with those local taxi firm(s) to require taxis to ring back the pub and announce the taxi is waiting outside.</p> <p>2. Only 5 smokers shall be allowed to congregate outside the premises at any time.</p>	
<p>Trading Standards</p>	<p>Trading standards propose conditions to protect Children from Harm with conditions attached how to seek ID from anyone who appears to be underage”, a Challenge 25 policy to be adopted with proportionate signage displayed”, and “a refusals to serve log”.</p> <p>Amended Hours agreed with applicant</p> <p>Friday, Saturday and Sunday all licensable activities to cease at 01:00h, with 30 minutes drinking up time to close at 01:30h.</p> <p>The Challenge 25 scheme must be operated to ensure that any person who appears to be under the age of 25 shall provide documented proof that he/she is over 18 years of age. Proof of age shall only comprise a passport, photo card driving licence, an HM Forces warrant card, or a card bearing the PASS hologram.</p> <p>The premises shall display prominent signage indicating at any point of sale, at the entrance to the premises and in all areas where alcohol is located that the Challenge 25 scheme is in operation.</p> <p>The premises shall display prominent signage indicating at any point of sale, at the entrance to the premises and in all areas where alcohol is located that it is an offence to buy or attempt to buy alcohol for a person who is under 18 and</p>	<p>Grant with reduced hours for sale of alcohol with OOH and TS conditions</p> <p>See further reduced hours with OOH and Applicant agreed</p>

	<p>for a person under the age of 18 to buy or attempt to buy alcohol.</p> <p>In addition to any other training, the premises licence holder shall ensure all staff are trained to prevent underage sales, to be aware of and prevent proxy sales, to maintain the refusals log, enter sales correctly on the tills so the prompts show as appropriate and monitor staff to ensure their training is put into practice.</p> <p>Documented records of training completed shall be kept for each member of staff. Training shall be regularly refreshed and at no greater than 6 monthly intervals. Training records shall be made available for inspection upon request by a police officer or an authorised officer of Manchester City Council.</p>	
Longsight Ward Councillors	<p>Councillor has concerns regarding increase in public nuisance and public safety in a residential area at anti-social times.</p> <p>Amended Hours agreed with applicant</p> <p>Friday, Saturday and Sunday all licensable activities to cease at 01:00h, with 30 minutes drinking up time to close at 01:30h.</p>	<p>Grant with reduced hours for sale of alcohol with OOH and TS conditions</p> <p>See further reduced hours with OOH and Applicant agreed</p> <p>(in Bold)</p>
Residents (x1)	<p>Resident has concerns the late night opening of the premises near residential area will cause potential noise nuisance from increased traffic and people leaving the premises.</p>	<p>Refuse</p>

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

3.5 Agreements on conditions have been reached with Trading Standards.

4. Key Policies and Considerations

4.1 Legal Considerations

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

4.3 New Information

4.4 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.

4.5 Hearsay **Evidence**

4.6 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.

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

4.8 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.

4.9 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.

4.10 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.

4.11 Manchester **Statement of Licensing Policy**

4.12 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.

4.13 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.

- 4.14 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.
- 4.15 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:
- Identified risk factors specific to the licensed premises
- 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
- The availability of transport to and from the premises
- 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 Effective general management of the premises
- MS3 Responsible promotion and sale of alcohol
- MS4 Prevent on-street consumption of alcohol
- MS6 Provide a Duty of Care for intoxicated or vulnerable customers and medical emergencies
- MS7 Maintain a safe capacity
- 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
- MS11 Ensure the wellbeing of children on the premises
- MS12 Prevent underage sales of alcohol, including proxy sales

Section 9: Alcohol delivery services

This section sets out specific provisions for alcohol delivery services to be considered in conjunction with relevant standards from Section 8 of the Policy

Section 10: Adult entertainment (including striptease, nudity and other entertainment of a sexual nature)

This section sets out specific considerations in respect of applications to provide adult entertainment, including entertainment of a sexual nature e.g. nudity, striptease and lap dancing.

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.

Section 12: Premises Licences for large-scale public events

This section sets out particular expectations regarding large scale public events, given the specific associated risks.

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.