

Report to: **Licensing Sub-Committee**
Date: **8th November 2017**
Title: **Application for a new premises licence at 76 West Street, Tavistock, PL19 8AJ**
Portfolio Area: **Customer First**
Wards Affected: **Tavistock North**
Relevant Scrutiny Committee:

Urgent Decision: **Y** Approval and clearance obtained: **Y**

Author: **Naomi Stacey** Role: **Specialist – Licensing**
Contact: **01803 861268 / naomi.stacey@swdevon.gov.uk**

Recommendations:

That the Sub-Committee consider the application for a new Premises Licence and make determinations in respect of this application, namely to:

- i) grant the application as submitted, subject to any Mandatory Conditions required;**
- ii) modify the conditions of the licence;**
- iii) exclude any of the licensable activities to which the application relates;**
- iv) to refuse to specify a person in the licence as the premises supervisor;**
- v) reject the application,**

in line with the licensing objectives contained within the Licensing Act 2003.

1. Executive summary

- 1.1 The purpose of the Licensing Sub-Committee meeting is to determine an application for a new Premises Licence at **Bronsons, 76 (part of) West Street, Tavistock, PL19 8AJ** in accordance with Section 18 of the Licensing Act 2003.
- 1.2 The Licensing Authority received an application for a new Premises Licence for the above on 21st September 2017. The premises is currently a furniture shop. The intention is for half of the ground floor to be converted into a café/bar, while the rest of the property remains as a furniture shop. There will be a wall erected to separate the two areas and a separate entrance door for access to the licensed area. A copy of the application and plan is attached at **Appendix A**.
- 1.3 The application is for:
- Live music (indoors)
 - Monday to Thursday 08:00 – 23:30;
 - Friday and Saturday 08:00 – 00:30;
 - Sunday 08:00 – 23:00;
 - Bank Holiday Sundays 08:00 – 00:30;
 - Christmas Eve and New Year's Eve 08:00 – 01:30.
 - Recorded music (indoors)
 - Monday to Saturday 08:00 – 23:30;
 - Friday and Saturday 08:00 – 00:30;
 - Sunday 08:00 – 23:00;
 - Bank Holiday Sundays 08:00 – 00:30;
 - Christmas Eve and New Year's Eve 08:00 – 01:30.
 - Late night refreshment (indoors)
 - Friday and Saturday 23:00 – 00:30;
 - Bank Holiday Sundays 23:00 – 00:30;
 - Christmas Eve & New Year's Eve 23:00 – 01:30.
 - Supply of alcohol for consumption on the premises
 - Monday to Thursday 11:00 – 23:00;
 - Friday and Saturday 11:00 – 00:00;
 - Sunday 11:00 – 22:30.
 - Bank Holiday Sunday 11:00 – 00:00;
 - Christmas Eve & New Year's Eve 11:00 – 01:00.
 - Hours premises are open to the public
 - Monday to Thursday 08:00 – 23:30;
 - Friday and Saturday 08:00 – 00:30;
 - Sunday 08:00 – 23:00
 - Bank Holiday Sundays 08:00 – 00:30
 - Christmas Eve & New Year's Eve 08:00 – 01:30.
- 1.4 During the consultation period, in liaison with the Police, the applicant has agreed to reduce the opening hours and the hours for licensable activities. Details of the changes agreed between the applicant and the Police can be found at **Appendix B**. The changes to the hours will mean that the premises will not stay open past midnight on Friday and Saturday, and closing time on Christmas

Eve and New Year's Eve has been amended to 01:00. The hours for the sale of alcohol have been reduced on all days so that the last sale is 30 minutes before closing time. The Police have confirmed that they are satisfied that these changes, in addition to the conditions proposed on the application, will address their concerns in relation to the prevention of crime and disorder.

2. Background

- 2.1 The premises is located in the town centre of Tavistock, in an area containing both businesses and residential properties. A plan showing the location of the premises and photographs of the area can be found at **Appendix D**.
- 2.2 Nine relevant representations were received during the consultation period, four of which are in objection to the application and five of which are in support, copies of the representations are attached at **Appendix C**. Objections were received from persons living in close proximity to the premises and also from Environmental Health.
- 2.3 All of the representations in objection to the application relate to the 'Prevention of Public Nuisance' licensing objective with concerns raised about potential noise nuisance from music and from customers coming and going, leading to disruption for local residents. Also included are concerns about vibration from music which may pass to adjoining premises and the potential problems this may cause.
- 2.4 Environmental Health have raised concerns that due to listed building restrictions on the property, it may not be possible to adequately install the acoustic insulation required to prevent a public nuisance.
- 2.5 The Live Music Act 2012 and subsequent amendments, allow the provision of live and recorded amplified music at any premises licensed for the sale of alcohol for consumption on the premises between the hours of 08:00 and 23:00. There is no way to restrict these activities through the premises licence during these hours other than through the review process once a licence has been granted. Music played in the background (at a level where a conversation can be easily held) is never licensable.
- 2.6 Other concerns raised in the objections relate to the 'Prevention of Crime and Disorder' licensing objective. There is the perception that the use of the premises for licensable activities will lead to increased anti-social behaviour and crime in the area.
- 2.7 All of those who have made a representation in objection to the application have been made aware of the amendments to the hours agreed between the applicant and the Police. At the time of writing this report, none of the objectors were satisfied that these changes

addressed their concerns and were therefore unwilling to withdraw their objections.

- 2.8 If a premises licence were to be granted at this location, the applicant is aware that planning permission would be required before these activities may take place. A planning application for the premises has been received by West Devon Borough Council and is in the process of being determined.
- 2.9 As relevant representations in respect of this application have been received, which have not been withdrawn and mediation has not been possible, the Licensing Sub-Committee acting on behalf of the Licensing Authority must make a determination on this application. When coming to a decision, the Licensing Sub-Committee must give consideration to the Council's Statement of Licensing Policy (the Policy) and Home Office guidance issued under Section 182 Licensing Act 2003 (revised April 2017).
- 2.10 Section 3.1 of the Policy states: The Licensing Authority has a duty under the Act to carry out its licensing functions with a view to promoting the four licensing objectives. (These objectives are the only matters to be taken into account in determining the application and any conditions attached must be appropriate to achieve the licensing objectives).
- 2.11 The four licensing objectives are:
- The prevention of crime and disorder
 - Public safety
 - The prevention of public nuisance
 - The protection of children from harm
- 2.12 Section 3.2 of the Policy states: A licence (or club premises certificate) will only be granted where the Licensing Authority is satisfied that these objectives have been met.
- 2.13 Section 4.1 of the Policy sets out additional legislation, strategies, policies and guidance to which the Licensing Authority will have regard.
- 2.14 The Guidance issued under Section 182 of the Licensing Act 2003 which was revised and re-published in April 2017 state: The Licensing Authority may not impose conditions unless its discretion has been engaged following receipt of relevant representations and it is satisfied as a result of a hearing (unless all parties agree a hearing is not necessary) that it is appropriate to impose conditions to promote one or more of the four licensing objectives (paragraph 10.8 of the guidance).
- 2.15 The following responsible authorities are statutory consultees under the Licensing Act 2003:
- Devon and Cornwall Police
 - Devon and Somerset Fire and Rescue Service

- Devon Safeguarding Children's Board
- Devon County Council Trading Standards
- Devon Drug and Alcohol Action Team, NHS Devon
- West Devon Borough Council Planning Department
- West Devon Borough Council Environmental Health (Health & Safety)
- West Devon Borough Council Environmental Health (Pollution Control)

2.16 Out of the above responsible authorities, representations were received from the Police and amendments have been agreed with the applicant. Representations were also received from Environmental Health.

2.17 In addition to the above responsible authorities, any person may make a representation in relation to a premises licence application.

3. Outcomes/outputs

3.1 When determining an application for a premises licence, particularly when considering appropriate conditions and operating hours, the following sections of the Statement of Licensing Policy (the policy) and Section 182 Guidance (the guidance) are especially relevant:

3.2 Where applications have given rise to representations, any appropriate conditions should normally focus on the most sensitive periods. In certain circumstances, conditions relating to noise immediately surrounding the premises may also prove appropriate to address any disturbance anticipated as customers enter and leave (paragraph 2.19 of the guidance).

3.3 Section 6.1 & 6.2 of the policy states: The Licensing Authority will deal with the issue of licensing hours on the individual merits of each application. When the Authority's discretion is engaged, consideration will be given to the individual merits of an application but the presumption will be to grant the hours requested unless there are objections to those hours raised by Responsible Authorities or other persons on the basis of the licensing objectives. However, when dealing with licensing hours beyond midnight it is more likely that relevant representations will be made unless there are higher standards of control within operating schedules to promote the licensing objectives, especially for premises which are situated near residential areas or in areas where anti-social disorder takes place.

3.4 Section 6.4 of the policy states: The terminal hours will normally be approved where the Applicant can show that the proposal would not adversely affect the licensing objectives unless, after hearing relevant representation the Licensing Authority believe it necessary, proportionate and reasonable to restrict the hours required. The Licensing Authority may set an earlier terminal hour where it

considers this is appropriate to the nature of the activities and the amenity of the area.

- 3.5 Paragraph 10.14 of Guidance issued under Section 182 of the Licensing Act 2003 states: where there are objections to an application to extend the hours during which licensable activities are to be carried on and the licensing authority determines that this would undermine the licensing objectives, it may reject the application or grant it with appropriate conditions and/or different hours from those requested.
- 3.6 Paragraph 10.15 of the Guidance then continues: Shops, stores and supermarkets should normally be free to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open for shopping unless there are good reasons, based on the licensing objectives, for restricting those hours. Section 6.8 of the Policy gives the following as reasons for a restriction: This could be if an individual shop is known to be a focus of disorder and disturbance and relevant representations have been received. Another such reason may be a particularly early opening time, where there are reasons to believe that the availability of alcohol at that hour could impact adversely on the licensing objectives.
- 3.7 Section 10.1 of the Policy states: The Licensing Authority recognises the great variety of premises for which licences may be sought. These will include theatres, cinemas, restaurants, pubs, nightclubs, cafes, takeaways, community halls and schools. Access by children to all types of premises will not be limited unless it is considered necessary to do so in order to protect them from harm.
- 3.8 Section 10.2 of the Policy states: When deciding whether or not to limit access to children the Licensing Authority will judge each application on its own individual merits. Examples which may give rise to concern and warrant restrictions in the operating schedule include premises: -
 - where entertainment of an adult or sexual nature is provided
 - where there is a strong element of gambling taking place
 - with a known association with drug taking or dealing
 - where there have been convictions of the current management for serving alcohol to minors
 - with a reputation for allowing underage drinking
 - where the supply of alcohol for consumption on the premises is exclusive or primary purpose of the services provided at the premises.
- 3.9 The desired outcome is a determination of the application with reasons provided which relate to the four licensing objectives and when conditions are imposed, that these are appropriate to address the licensing objectives.

4. Options available and consideration of risk

- 4.1 The Licensing Authority may decide to impose additional conditions to address the four licensing objectives, or to amend or remove requested licensable activities. When coming to their decision the Licensing Sub-Committee must give consideration to the Section 182 Guidance and the Statement of Licensing Policy. Reasons must be given which relate to the licensing objectives for any decision made.
- 4.2 The Sub-Committee will need to consider the hours of operation proposed, the effectiveness of the operating schedule proposed by the applicant, the representations received, the location of the premises in relation to residential properties, the history of the management of the premises (if applicable), the evidence provided of any problems in the past, the likely impact of any extension of hours and activities, public transport, taxi availability, the right the applicant has to operate a business and balancing the rights of residents to the quiet enjoyment and privacy of family life. West Devon relies on tourism, with holidaymakers both from this country and international visitors who are, in the main, families with young children and retired people – the very segment of society who would perhaps be deterred by anti-social behaviour. These, and any other relevant issues, may be explored at the hearing in so far as it reflects the four licensing objectives.
- 4.3 A decision made by the Licensing Sub-Committee may be appealed by the applicant or any person who has made relevant representations. The right of appeal is to the Magistrates' Court by virtue of Section 181 and Schedule 5 of the Licensing Act 2003. The Magistrates' Court may dismiss the appeal, or substitute its own decision, or send back the case to the Licensing Authority with directions as to how the case is to be dealt with. The Magistrates' Court may make any costs order it thinks fit.
- 4.4 The Licensing Act 2003 contains a provision which enables a responsible authority or any other person to apply to this Licensing Authority for a review of the premises licence once granted. A hearing follows which enables the Sub-Committee to use the normal powers available, but also to suspend the licence for a period of up to three months or to withdraw it.

5. Proposed Way Forward

- 5.1 That the Sub-Committee consider the application for a new Premises Licence and make a determination in respect of this application, namely to:
- i) grant the application as submitted, subject to any Mandatory Conditions required;
 - ii) modify the conditions of the licence;

- iii) exclude any of the licensable activities to which the application relates;
- iv) to refuse to specify a person in the licence as the premises supervisor;
- v) reject the application,

in line with the licensing objectives (Section 4) contained within the Licensing Act 2003.

6. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance	Y	<p>The Licensing Act 2003 gives Licensing Authorities the responsibility for determining applications submitted under this provision. This is a statutory obligation.</p> <p>As there have been relevant representations in respect of this application which have not been resolved, this hearing must be held. Relevant representations are about the likely effect of the grant of the application on the promotion of the licensing objectives, by responsible authorities or any other person. The Licensing Sub-Committee must disregard any information or evidence not relevant to the licensing objectives.</p> <p>The Licensing Sub-Committee must consider this application in accordance with Section 4 of the Licensing Act 2003, which requires that licensing functions must be carried out with a view to promoting the four licensing objectives. The Licensing Authority must also have regard to its own licensing policy and the Secretary of State's guidance, but may depart from both if it has good reason to do so. Those reasons should be stated.</p> <p>The Act requires (Section 18) that in dealing with a new premises licence application, the committee takes any of the following steps which are appropriate for the promotion of the licensing objectives:</p> <ul style="list-style-type: none"> (a) to grant the licence subject to:- <ul style="list-style-type: none"> i) the conditions mentioned in section 18 (2)(a) [ie as applied for] modified to such as extent as the authority considers necessary for the promotion of the licensing objectives, and ii) any conditions which must under section 19, 20 or 21 be included in the licence; (b) to exclude from the scope of the licence any of

		<p>the licensable activities to which the application relates;</p> <p>(c) to reject the application</p> <p>The Sub-Committee must give its reasons for its decision to take any of these steps. Similarly, if the application is rejected, the Sub-Committee must give its reasons.</p> <p>The applicant or any person who has made relevant representations has the right to appeal a decision made by the Licensing Sub-Committee to the Magistrates' Court by virtue of Section 181 and Schedule 5 of Licensing Act 2003.</p> <p>On appeal, the Magistrates' Court may:</p> <ul style="list-style-type: none"> a) dismiss the appeal; b) substitute for the decision appeal against another decision which could have been made by the Licensing authority; c) remit the case to the Licensing Authority to dispose of it in accordance with the direction of the court.
Financial	N	<p>There are no direct financial implications to the Council from this Report. However, should a decision be challenged this could result in the Council facing an appeal to the Magistrates Court with the risk of costs being awarded against the Council.</p>
Risk	Y	<p>The Licensing Authority must follow strict legislation in accordance with the Licensing Act 2003 and adhere to the statutory instruments contained with the Act.</p> <p>All decisions must be taken in consideration of the four licensing objectives (section 2.3). These objectives are in place to give protection to the public from the potential negative impacts caused by licensed premises.</p> <p>Decisions may be appealed (see financial and legal/governance sections above).</p>
Comprehensive Impact Assessment Implications		
Equality and Diversity		<p>Compliance with the Human Rights Act 1998 – Article 6: right to a fair trial.</p>
Safeguarding		<p>All decisions must take into consideration the 'protection of children from harm' licensing objective.</p>
Community Safety, Crime		<p>Section 17 Crime and Disorder Act 1998 applies. Decisions made must relate to the four licensing</p>

and Disorder		objectives as detailed in section 2.3 of this report.
Health, Safety and Wellbeing		All decisions must take into consideration the four licensing objectives, including 'public safety' and 'protection of children from harm'.
Other implications		

Supporting Information

Appendices:

Appendix A – premises licence application and plan

Appendix B – amendments agreed between the Police and the Applicant

Appendix C – representations

Appendix D – location map and photographs

Background Papers:

[under provisions of the Local Government Act 1972]

The Licensing Act 2003

Guidance issued under Section 182 of the Licensing Act 2003

West Devon Borough Council's Statement of Licensing Policy

Responses to Notices of Hearing

Agreement from Applicant to Police amendments

Consent to be DPS form

Process checklist	Completed
Portfolio Holder briefed	Yes/No
SLT Rep briefed	Yes/No
Relevant Exec Director sign off (draft)	Yes/No
Data protection issues considered	Yes/No
If exempt information, public (part 1) report also drafted. (Committee/Scrutiny)	Yes/No