NORWICH CITY COUNCIL

Report for Resolution

Report To Licensing Sub-Committee

17 March 2010

Report of Head of Legal, Regulatory & Democratic Services

Subject Licensing Act 2003:

Application for the Grant of a Premises Licence -

Christ Church Centre Magdalen Road Norwich NR3 4LA

Purpose

Members are asked, in accordance with the delegation of licensing functions contained in the Norwich City Council Statement of Licensing Policy (Licensing Act 2003), to consider the application to grant a Premises Licence in respect of the Christ Church Centre Magdalen Road Norwich NR3 4LA following the receipt of Interested Party objections.

Recommendation

That Members determine the application to grant a Premises Licence in respect of the Christ Church Centre Magdalen Road Norwich NR3 4LA in accordance with the:

- Licensing Act 2003;
- Guidance issued under Section 182 of the Licensing Act 2003; and
- Norwich City Council Statement of Licensing Policy.

Financial Consequences

The financial consequences for this report are nil.

Corporate Objective/Service Plan Priority

The report helps to achieve the service plan priority of protecting the interests of the public through the administration of the licensing function.

Contact Officer lan Streeter

Phone No 212439

Background Documents

The Licensing Act 2003
Guidance issued under Section 182 of the Licensing Act 2003
Norwich City Council Statement of Licensing Policy

1.0 The Application

- 1.1 The applicant is the Reverend Keith Crocker Christ Church Vicarage 65 Elm Grove Lane Norwich NR3 3LF.
- 1.2. The Christ Church Centre is a church hall with three rooms that are currently used for meetings (with a proposed use for regulated entertainment); toilets; small kitchen and pantry; and two further rooms that are used as offices.
- 1.3 This grant application seeks to allow the provision of regulated entertainment and entertainment facilities.
- 1.4 The details of the Operating Schedule are as follows:
- 1.4.1 The Licensable Activities are:
 - Plays (indoors)
 - Films (indoors)
 - Live Music (indoors)
 - Recorded Music (indoors)
 - Performances of Dance (indoors)
 - Anything of a similar description to live music, recorded music and performances of dance (indoors)
 - Provision of Facilities for Making Music (indoors)
 - Provision of Facilities for Dancing (indoors)
 - Provision of facilities for entertainment of a similar description to making music and dancing (indoors)
- 1.4.2 The proposed standard days and hours for the licensable activities are:

•	Plays	14:00 – 16:30	Mon – Sat
		19:30 – 22:00	
•	Films	19:00 - 22:30	Mon - Sat
•	Live Music	1900 – 22:30	Mon - Thurs
	•	19:00 - 23:30	Fri - Sat
•	Recorded Music	09:00 - 22:30	Mon - Sat
•	Performances of Dance	19:00 - 23:30	Fri – Sat
•	Anything of a similar description	19:00 - 23:30	Fri – Sat
•	Provision of Music Facilities	19:00 - 22:30	Mon - Wed
		19:00 - 23:30	Fri - Sat
•	Provision of Dance Facilities	19:00 - 23:30	Fri -Sat
•	Facilities of a similar description	19:00 – 23:30	Fri – Sat

1.4.3 The opening hours requested are:

09:00 - 22:30	Monday - Thursday
09:00 - 23:30	Friday – Saturday
08:00 - 21:00	Sunday

1.4.4 The steps proposed by the applicant to support the Licensing Objectives are attached to the report as Appendix A.

2. Relevant Representations

2.1 The responses from the Responsible Authorities are as follows:

Police – No representations.

Environmental Services – No representations.

Fire Officer – No representations.

Planning Officer – No representations.

Area Child Protection Committee – No representations.

Trading Standards – No representations.

- 2.2 Representations objecting to the application have been received from Interested Parties with concerns relating mainly to the licensing objective of the Prevention of Public Nuisance. Copies of these representations are attached to the report at Appendix B. Representations have also been received in support of the application and these are attached at Appendix C.
- 2.3 A site map of the area identifying the application premises in relation to the Interested Party addresses will be available at the meeting.

3.0 Norwich City Council Statement of Licensing Policy

3.1 Attached at Appendix D are the elements of the City Council's local Licensing Policy which are considered to have a bearing upon the application:

4.0 National Guidance (issued under section 182 of the Licensing Act 2003)

4.1 Attached at Appendix E are the elements of the National Guidance issued by the Secretary of State that are considered to have a bearing upon the application.

5.0 Summary

5.1 The Sub-Committee is obliged to determine this application with a view to promoting the licensing objectives which are:

the prevention of crime and disorder; public safety; the prevention of public nuisance; the protection of children from harm.

5.2 In making its decision, the Sub-Committee is also obliged to have regard to guidance issued under Section 182 of the Licensing Act 2003 (National Guidance) and the Council's own local licensing policy. The Sub-Committee must also have regard to all of the representations made and the evidence it hears.

- 5.3 The Sub-Committee must take such of the following steps as it considers necessary for the promotion of the licensing objectives:
 - Grant the application as asked;
 - Modify the conditions of the licence by altering or omitting or adding to them:
 - · Reject the whole or part of the application
- 5.4 The Sub-Committee is asked to note that it may not modify the conditions or reject the whole or part of the application merely because it considers it desirable to do so. It must actually be necessary in order to promote the licensing objectives.
- 5.5 The representations received from the Interested Parties appear to relate to issues that fall under the licensing objective of the prevention of public nuisance. The Sub-Committee is directed to paragraph 25 of the local licensing policy at Appendix D which contain examples of factors that impact on the licensing objective of the prevention of public nuisance that the applicant could consider when addressing these issues. These paragraphs also contains examples of control measures that may be taken into account in operating schedules having regard to the type of premises and/or the licensable activities.
- Insofar as the issue of licensing hours is concerned, the Sub-Committee is directed to paragraph 13.41 of the national guidance, which states that licensing hours should not inhibit the development of evening and night-time local economies, and that providing consumers with a greater choice and flexibility is an important consideration. However, this should always be carefully balanced against the duty to promote the four licensing objectives and the rights of local residents to peace and quiet. The Sub-Committee is also directed to paragraph 31.7 a) of the local licensing policy, authorising the restriction of licensing hours, where the licensing authority believes, on the basis of representations, that to not do so would exacerbate public nuisance.

The Committee must decide whether there is a strong enough case for the restriction of licensing hours, based on the representations made, to promote the licensing objectives.

5.7 The Sub-Committee is also reminded of the contents of appendices 2 and 4 of the local licensing policy (not re-produced in this report) that contain pools of model conditions relating to the prevention of crime and disorder and the prevention of public nuisance.



P Describe the steps you intend to take to promote the four licensing objectives:

a) General - all four licensing objectives (b,c,d,e) (please read guidance note 9)

Christ Church Centre is a Church Hall used for church purposes and also used by the wider community. All hirers are named people who agree to specific conditions covering not only care of the property but also the safety of those present.

b) The prevention of crime and disorder

Small scale social activities involve people who know each other and known miscreants can be excluded. Concerts and public entertainment events such as those put on by Norwich Folk Club are ticketed events and entry is controlled. There are sufficient committee members and associated responsible people to maintain calm order.

c) Public safety

All hirers are shown where emergency exits are located. Fire extinguishers are available at appropriate points. There is a fire alarm system in working order. Good assembly points outside the building. No smoking inside building.

d) The prevention of public nuisance

Users of Christ Church Centre are expected to leave premises quietly after their entertainment. Neighbours are not disturbed.

Experience of occasional use of Temporary Licence has raised no difficulties associated with the licensing objectives.

e) The protection of children from harm

Church has Child Protection Policy (and Vulnerable adults Protection Policy).
Users of Church Centre such as Brownies have their own Child Protection Procedures.
When on occasions Church Centre is used for Childrens parties - parents are responsible for their own children at such events.

Statement of support or objection to



CONSING OFFICE

an application	on for a premises licence
Your name/organisation name/name of body you represent (see note 1)	SOAN ALBON
Postal address	MORWICH MAZ HAX
Email address Contact telephone number	
Name of the premises you wish to support or object to	CHRIST CHURCH CENTRE MARDALEN RD NORWICH NR3 HLA
Address of the premises you wish to support or object to.	MAGDALEN RD NORWICH NRZHLA AZ AROVE
	to one of the four Licensing Objectives (see note 2) Please set out your support or objections below.
P	Please use separate sheets if necessary
To prevent crime and disorder	
Public safety	
To prevent public nuisance	lose so residential properties, lose so residential properties, los to the stated activities re likely to impair quality
To protect children from harm	
Please suggest any conditions which would alleviate your concerns.	NOWE
Signed: Please see notes on reverse	Date: 18 January 2010
	29 JAN 2010

Statement of support or objection to an application for a premises licence

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	MR. GILES HEWITT MRS. NATALLE HEWITT	
Postal address	21, LAWSON ROAD, NORWICH, NR3 HE	,
Email address Contact telephone number		<u> </u>

Name of the premises you wish to support or object to	CHRISTCHURCH CENTRE 10 00133 PRE
Address of the premises you wish to support or object to.	MAGDALEN ROAD, NORWILH, NR3 4LA

Your support or objection must relate to one of the four Licensing Objectives (see note 2) Please set out your support or objections below. Licensing Objective Please use separate sheets if necessary We object to a license being granted To prevent crime and disorder because with 3 licensed premises very close by and drunken behaviour already a problem in the areer, a fourth can only add to fuis problem. Public safety Also wither the outside areas & exits of the building adjoing our property we have concerns regarding privacy. To prevent public nuisance he are already aware of dayline activities, parties evening & inghtime, band rehearsals which take place and can be heard inside our house with the windows of doors closed To protect children from harm feel that it is unacceptable for disturbance levels to exceed those already Set.

Please suggest any conditions which would alleviate your concerns.			
<u> </u>		 	

Signed: .

Date: 5th February, 2010

Please see notes on reverse

If he are also concerned for the safety and effect on our more unnerable elderly neighbours.

Organisational Development			
1	0	FEB	2010
Post Room			

Statement of support or objection to an application for a premises licence

Your name/organisation name/name of body you represent (see note 1)	h block
Postal address	6. Italeombe Courl Denmork RD Norwich WR3 48X
Email address	
Contact telephone number	

Name of the premises you wish to support or object to	Chrick Cherch Cantre maydalen BD NR3 4 LA
Address of the premises you wish to	
support or object to.	,

Please suggest any conditions which would alleviate your concerns.	;	

Signed:

Date: とうこし

Please see notes on reverse

Statement of support or objection to an application for a premises licence



Your name/organisation name/name	e of
body you represent (see note 1)	
	Mr. M. J. William
Postal address	Mr. M. J. Withem 140 Magdelyn Road
	Morrioh, Moriolk
	NR3-13A
Email address	Minorphi
Contact telephone number	
•	
Name of the premises you wish to	CHRIST CHURCH CENTER
support or object to	
Address of the premises you wish t	· NADAALEN RODD NORWELL NR3 4LA
support or object to:	19 ADIT TILE 18 18 19 19 19 19 19 19 19 19 19 19 19 19 19
	te to one of the four Licensing Objectives (see note 2)
Licensing Objective	Please set out your support or objections below.
	Please use separate sheets if necessary
To prevent crime and disorder	
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Public safety	
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To prevent public nuisance	
	ممن
To protect children from harm	
Di da	
Please suggest any conditions which	;n
would alleviate your concerns.	
Signed:	Date: $2a - / - 2eic$
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Licensing Act 2003

—9 FEB 2010

Statement of support or objection to an application for a premises licence

Organisational Development

0 9 FEB 2010

MCET.		Post Room
Year name/organisation name/name of body you represent (see note 1)	PAMELA SUFFIELD	
Postal address	151, MAGDALEN ROAD	
	NORWICH NR3 HLA	
Email address		
Contact telephone number	,	

Name of the premises you wish to support or object to	CHRIST CHURCH CENTRE	
Address of the premises you wish to support or object to.	MAGDALEN ROAD, NORVICH NR34	

Your support or objection must relate to one of the four Licensing Objectives (see note 2)

Licensing Objective	Please set out your support or objections below. Please use separate sheets if necessary
To prevent crime and disorder	I HAVE LIVED NEXT DOOR TO THE CHURCH CENTRE FOR II YEARS, IN THAT TIME HAVE NEVER SEEN ANY INCOPENCE
Public safety	DE DISORDER/CRIME. ALL ACTIVITIES ARE WELL-DRYNNISED, END PUNCTUALLY AND CREATE NO DISTURBANCE OF ANY KIND TO ME.
To prevent public nuisance	
To protect children from harm	

Please suggest any conditions which would alleviate your concerns.	

Signed:

Date: 6th Feb 2010.

Please see notes on reverse

NORWICH NR33LW 15 FEB 2010

10 Feb 2010

LICETICING OFF 10E

N.C.C

15 FEB 2010

15 FEB 2010

15 FEB 2010

16 FEB 2010

17 FEB 2010

Licencing Team N.C.C City Hall St Peters St. Norwich

Dear Sirs

Re Application for Entertainments Licence, Christchuren Centre, New Catton.

I am a member of Norwich Folk Chib which meets regularly each Friday at this venue, and which hopes to benefit from the above licence.

I am a long-standing member of this chub and I know it men bers are highly unlikely to cause any runisance to any nearby residents or even other users of the halls. The music is almost invariably unamplified. On vare the music is almost invariably unamplified. On vare occasions visiting musicions will want to use amplification, but this will always be at a non-offensive level.

I hope the application will be granted

Yours sincerely

JOHN MATHEWS.



141 Magdalen Road, Norwich, NR3 4LB

5th February 2010

The Licensing Officer C/o The Christ Church Centre Magdalen Road.



Dear Sir,

I am writing to you to support the application of a licence to play music in the Church Hall, at the Christ Church Centre. I think this would be helpful, as it would hopefully encourage a wider use for the Centre, thus enabling it to become a good venue for creative outlet in the local community.

Yours faithfully,

Catherine Galwey

Cllr Brociek-Coulton
159 Angel Road
Norwich
Norfolk
NR3 3HX

Dear Ian Streeter

I would like to back the proposal for a music licence for the Norfolk Folk Club at the Christchurch Church Hall. It is so refreshing to see the hall being used for such great Community use.

The band which practises several nights a week and even though if youre upstairs while being in the Christchurch Church Hall they are very loud you can not hear them outside. I would suggest to you that the same applies here.

I hope that this group gets the licence that they are asking for and would appreciate you letting me know when it comes to the Licensing Committee as I would like to speak to that.

Yours sincerely

Cllr Julie Brociek-Coulton
Sewell Ward Councillor

APPENDIX D

Local Policy considerations

- 1.0 Introduction
- 1.4 The 2003 Act requires the Council to carry out its various licensing functions so as to promote the four licensing objectives. These are:
 - The Prevention of Crime and Disorder
 - Public Safety
 - The Prevention of Public Nuisance
 - The Protection of Children from Harm
- 1.5 The 2003 Act also requires that the Council publishes a 'Statement of Licensing Policy' that sets out the policies the Council will generally apply to promote the Licensing Objectives when making decisions on applications made under the Act.
- 2.0 Consultation and Links to other Policies and Strategies
- 2.7 So far as possible, the Council will avoid duplication with other regulatory regimes, and will not to use its powers under the Licensing Act 2003 to achieve outcomes that can be achieved by other legislation and other enforcement agencies.
- 3.0 Applications for Licences
- 3.2 Applicants must address the four licensing objectives in their operational plan. The operating plan must have regard to the nature of the area where the premises are situated, the type of premises, the licensable activities to be provided, operational procedures and the needs of the local community. The operating schedule must demonstrate how the premises will be "good neighbours" both to residents and to other venues and businesses.
- 3.3 Applicants must provide evidence that suitable and sufficient measures, as detailed in their operating schedule, will be implemented and maintained, relevant to the individual style, location and characteristics of their premises and activities. They must also also indicate if additional measures will be taken on an occasional or specific basis, such as when a special event or promotion is planned, which is, for example, likely to attract larger audiences.
- 4.0 Representations
- 4.1 "Responsible Authorities" will be asked to consider all applications and to make representations to the Council, if they relate to the promotion of the four licensing objectives and particularly in respect of applications which, might be

regarded as contentious. Representations must be evidentially based and the organisation should attend any hearing when the application is being considered.

- 4.2 The Council will consider all representations from any "Interested Party" (see Appendix 7), or their representative, which should preferably be evidentially based and supported by attendance at any hearing at which the application is being considered.
- 4.3 A representation, will only be accepted by the Council if it is 'relevant', in that it must relate to the likely effect of granting the licence on the promotion of at least one of the four licensing objectives. Representation's, which are regarded as being frivolous or vexatious, will not be considered, and in the case of a review of a licence, any representation which is regarded as repetitious, will also not be considered. A decision as to whether a representation is frivolous, vexatious or repetitive will be made by an officer of the Council.
- 5.0 Conditions attaching to Licences
- 5.1 Where relevant representations are made, the Council will make objective judgments as to whether conditions may need to be attached to the premises licence to secure achievement of the licensing objectives. Any conditions arising as a result of representations will primarily focus on the direct impact of the activities taking place at licensed premises, on those attending the premises, and members of the public living, working or engaged in normal activity in the area concerned, and will cover matters that are within the control of individual licensees.
- 5.2 All applications will be considered on an individual basis and any condition attached to such a licence, will be tailored to each individual premises, in order to avoid the imposition of disproportionate or burdensome conditions on those premises. Therefore, mandatory conditions, will only be imposed where they are necessary for the promotion of the licensing objectives.
- 8.0 The Impact of Licensed Premises
- 8.1 When considering whether any licensed activity should be permitted, and a relevant representation has been received, the likelihood of it causing unacceptable adverse impact will be assessed by taking into account relevant matters including:
 - the type of use, the number of customers likely to attend the premises and the type of customers at the time of the application;
 - the proposed hours of operation;
 - the level of public transport accessibility for customers either arriving or leaving the premises and the likely means of public or private transport that will be used by the customers;

- the means of access to the premises including the location of customer entrances and exits:
- the level of likely car parking demand on principal roads and surrounding residential streets and its effect on local residents, in comparison with the existing situation, and the effect on residential parking and emergency access;
- the frequency of the licensable activity.

With any adverse impact it may be possible to take steps to mitigate or prevent the impact and if such measures are reliable an activity may be licensed.

- 13.0 Management of Licensed Premises
- 13.1 A Premises Supervisor must be specified in the Operating Schedule for a premises, in which alcohol will be sold ('Designated Premises Supervisor' DPS). The DPS will have responsibility for running the premises on a daily basis. They should normally be present on the licensed premises on a regular basis. In addition to the DPS holding a personal licence, they should either undergo additional training, or to be able to demonstrate they have the experience commensurate with the size, capacity, nature and style of the premises and licensable activities to be provided.
- 13.2 There must be proper management arrangements in place in all licensed premises, whether or not alcohol is sold or not, which will ensure there is an appropriate number of responsible, trained/instructed persons at the premises to provide the proper management of the premises, the activities taking place and compliance with all statutory responsibilities and the terms and conditions of the premises licence.

LICENSING OBJECTIVES

25.0 Objective - Prevention of Public Nuisance

- 25.3 Applicants should be aware that stricter conditions, including controls on licensing hours for all or some licensable activities will be applied, where licensed premises are in residential areas or where their activities may impact on residents or other business premises, and where relevant representations have been received. Conversely, premises for which it can be demonstrated have effective measures to prevent public nuisance, may be suitable for longer opening hours.
- 25.7 When addressing the issue of prevention of public nuisance, the applicant must demonstrate that those factors that impact on the likelihood of public nuisance have been considered. These may include:
 - the location of premises and proximity to residential and other noise sensitive premises, such as hospitals, hospices, care homes and places of worship

- the hours of opening, particularly between 23.00 and 07.00
- the nature of activities to be provided, including whether those activities are of a temporary or permanent nature and whether they are to be held inside or outside premises
- the design and layout of premises and in particular the presence of noise limiting features
- the occupancy capacity of the premises
- the availability of public transport
- 'wind down period' between the end of the licensable activities and closure of the premises
- last admission time
- Preventing litter and refuse becoming an eyesore
- Consideration of local residents that they are not upset by loud or persistent noise or by excessive light.
- Preventing cars attending an event or premises from causing a noise nuisance and congestion, and from taking up local people's parking spaces.
- Avoid early morning or late night refuse collections
- Avoiding emptying bins into skips, especially if they contain glass, either late at night or early in the morning
- 25.8 The following examples of control measures are given to assist applicants who may need to take account of them in their operating schedule, having regard to their particular type of premises and/or activities:
 - Effective and responsible management of premises
 - Appropriate instruction, training and supervision of those employed or engaged to prevent incidents of public nuisance, e.g. to ensure customers leave quietly
 - Fit prominent signs requesting that customers respect local residents and leave quietly
 - Control of operating hours for all or parts (e.g. garden areas) of premises, including such matters as deliveries i.e not too early in the morning
 - Adoption of best practice guidance (e.g. Good Practice Guide on the Control of Noise from Pubs and Clubs, produced by Institute of Acoustics, Licensed Property: Noise, published by BBPA)
 - Installation of soundproofing, air conditioning, acoustic lobbies and sound limitation devices
 - Management of people, including staff, and traffic (and resulting queues) arriving and leaving premises
 - Liaison with public transport providers
 - Siting of external lighting, including security lighting
 - Management arrangements for collection and disposal of waste, empty bottles etc.
 - Effective ventilation systems to prevent the emission of unwanted odours
 - Take away packaging to include the name and address of the premises on it.

- Capacity levels for Fast Food Outlets
- Introduce a chill out area with coffee and mellow music where customers can settle before leaving
- Introduce a 'closed door' policy, with attendance prohibited for new customers 2-3 hours before licensable activities finish.
 - where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.

SECTION E - Hours of Trading

- 31.7 The policy options which will be applied to applications for premises licences where the sale or supply of alcohol for consumption on the premises is proposed, are as follows:
 - a) The Council will consider restricting the hours if it believes, on the basis of representations made, that not doing so would lead to or exacerbate problems of crime, disorder or public nuisance.
 - b) Where no relevant representations are received from either a responsible body or an interested party, the application will be granted in accordance with the terms of the operating schedule.
 - c) Where relevant representations are received from either a responsible body or an interested party, and those representations relate to the hours of trading then subject to (a) above, the Council will consider restricting the hours in relation to any of the licensable activities for which a licence is being sought, provided it is considered necessary to do so in order to promote one or more of the licensing objectives which may not be achieved without such restrictions. The Council may impose different restrictions on hours for different licensable activities and for different days of the week.

APPENDIX E

National Guidance (issued under section 182 of the Licensing Act 2003)

Standardised Conditions

13.20 "...statements of policy should make it clear that a key concept underscoring the 2003 Act is for conditions to be tailored to the specific premises concerned. This effectively rules out standardised conditions... However, it is acceptable for licensing authorities to draw attention in their statements of policy to pools of conditions which applicants and others may draw on as appropriate."

The Scope of the Licensing Act 2003

- 13.16 "...licensing is about regulating licensable activities on licensed premises...and the conditions attached to various authorisations will be focused on matters which are within the control of individual licensees and others with relevant authorisations, i.e. the premises and its vicinity."
- 13.17 "... whether or not incidents can be regarded as being "in the vicinity" of licensed premises is a question of fact and will depend on the particular circumstances of the case."

Licensing Law and the Control of Anti-Social Behaviour

13.18 "...licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from the licensed premises."

Licensing Hours

Extended Opening Hours

- 13.40 "...flexible licensing hours for the sale of alcohol can help to ensure that the concentrations of customers leaving premises simultaneously are avoided. This can help to reduce the friction at late night fast food outlets, taxi ranks and other sources of transport which lead to disorder and disturbance."
- 13.41 "...the Government wants to ensure that licensing hours should not inhibit the development of thriving and safe evening and night-time economies."

Consideration for Residents

13.41 "...providing consumers with greater choice and flexibility is an important consideration, but should always be balanced carefully against the duty to promote the four licensing objectives and the rights of local residents to peace and quiet."

- 9.4 "...it is for the licensing authority to decide in the first instance whether or not representations are relevant. This may involve determining whether they have been made by an interested party and whether or not, for example, an individual making a representation resides or is involves in business "in the vicinity" of the premises concerned."
- 9.5 "...licensing authorities should consider whether the individuals residence or business is likely to be directly affected by disorder and disturbance occurring or potentially occurring on those premises or immediately outside the premises."