Crawley Borough Council

Report No: ES/217	

Report to Licensing Sub Committee Wednesday 15thJuly 2009

Review of a Premises Licence

Licensing Act 2003;

Co-op

8 Maidenbower Square

Maidenbower

Crawley

West Sussex

RH10 7QH

Angela Tanner – Head of Environmental Services

1.	Details of Application	Reference Documents and Guidance
1.1	On the 01 st June 2009, Sussex Police as a 'responsible authority', submitted an application to the Council as the Licensing Authority for the Borough of Crawley for a REVIEW of above mentioned premises licence.	Appendix A Copy of the Review Application plus supporting material
1.2	Sussex Police has requested a review on the grounds that the licence holder is not promoting the statutory objective(s) of:- (I) Preventing crime and disorder (II) The protection of children from harm	s.51 – LA03 Information pack Part 7
1.3	Additional material comprising of witness statements and other documents in support of the review application to follow.	Appendix B – to follow
1.4	'The Co-Operative Group Ltd', currently has a premises licence for the sale by retail of alcohol for consumption off the premises which is at 8 Maidenbower Square, Maidenbower, Crawley.	Appendix C Copy of the current premises licence

1.5 The premises licence was granted in accordance with the provisions of the Act to:

Appendix C

"The Co-Operative Group Ltd"

1.6 The 'designated premises supervisor' (DPS) named on the licence is:

Miss Daven Penny Fowler

Appendix C

1.7 On Monday 29th June 2009, the premises licence holder, through their representative, submitted documentation for the consideration of the Licensing Authority, copy attached as Appendix D. (The information contained in this appendix is exempt from disclosure by virtue of Paragraphs 1 (information relating to an individual) and 3 (information relating to business affairs) of Part 1 of Schedule 12A to the Local Government Act 1972. It is, therefore,

circulated separately to Members of the Sub-Committee and the applicant)

Appendix D

2 Consultation

- 2.1 In accordance with legislation the Council, as the relevant Licensing Authority, shall advertise any application for a review of a premises licence by displaying prominently a notice at:
 - (a) on or near the site of the premises to which the application relates where it can be conveniently read from the exterior of the premises by the public.
 - (b) the offices of the Council in a central and conspicuous place
 - (c) on the Council website if so available.
- 2.2 This notice must be displayed for no less than 28 consecutive days starting on the day after the application was received by the licensing authority.
- 2.3 The notice in accordance with legislation was posted in and immediately outside of the premises by the Council's Licensing Staff on the 02ndJune 2009. The notice was also posted on the Town Hall notice board and on the Council's website.
- 2.4 No representations were received for or against the application (other than from the licence holder).

3 Background

The Council is the 'relevant licensing authority' in relation to any premises 3.1 within the Borough of Crawley which is to be used for one or more 'licensable activities' in accordance with the Licensing Act 2003 ("the Act").

Information Pack Part 3

3.2 Section 51 of the Act states where a premises licence has effect, an interested party or a responsible authority may apply to the relevant

s.51 - LA03

licensing authority for a review of a licence provided that the grounds for the review are relevant to the 'licensing objectives' are not frivolous, vexatious or repetitious.

Information pack

3.3 The proceedings set out in the Act for reviewing premises licenses represent a key protection for the community where problems associated with the licensing activities are occurring after the grant or variation of a premises licence.

Part 7 S182 – Guidance 11.1

3.4 There is certain criminal activity that may arise in connection with licensed premises which the Secretary of State considers should be treated particularly seriously. These are, amongst others, the use of licensed premises for the purchase and consumption of alcohol by minors which impacts of the health, educational attainment, employment prospects and propensity for crime of young people.

S182 – Guidance 11.25

- 3.5 Upon receipt of an application for the review of a premises licence the licensing authority must hold a hearing to consider it and any relevant representations.
- The licensing authority must, having regard to the application and any relevant representations, take such of the steps below (if any) as it considers necessary for the promotion of the licensing objectives:-

Section 52

- Modify the conditions of the premises licence (that is, to alter or omit any existing conditions or to add any new conditions)
- Exclude a licensable activity (permanently or for a temporary period not exceeding 3 months)
- Remove the designated premises supervisor.
- Suspend the licence (for a period not exceeding 3 months),
- Revoke the licence.
- 3.7 Failure to comply with any condition attached to a licence is a criminal offence, which on conviction is be punishable by a fine of up £20,000 or up to 6 months imprisonment or both.
- 3.8 The following parties may appeal the decision of a licensing authority on any application for review of a premises licence:
 - (a) the applicant for the review,
 - (b) the holder of the premises licence,
 - (c) any other person who made a relevant representation in relation to the application.
- On an appeal against a decision of a licensing authority a magistrates court may:
 - (a) dismiss the appeal,

- (b) substitute for the decision appealed against any other decision which could have been made by the licensing authority, or
- (c) remit the case to the licensing authority to dispose of in accordance with the direction of the court

and make such order as to costs as it thinks fit.

- 3.10 In anticipation of any such appeal, it is therefore important that licensing authorities should give comprehensive reasons for its decisions. Failure to give adequate reasons could itself give rise to grounds for an appeal.
- 3.11 It is particularly important that reasons should also address the extent to which the decision has been made with regard to the licensing authority's statement of policy and the Secretary of State's Guidance issued under section 182 of the Act.

'Statement of Policy' Information Pack Part 1

3.12 In deciding the application for review it is expected that licensing authorities should so far as possible seek to establish the cause or causes of the concerns which the application identifies. The remedial action taken should generally be directed at these causes and should always be no more than a necessary and proportionate response.

S182 – Guidance 11.18

4 Staffing, Financial and Legal Implications

4.1 There are no extra staffing or financial implications to the Council, save for those laid out in Part 10 of the Information Pack in respect of possible appeals

Information Pack: Part 10 (General)

4.2 The Council is required to consider the impact any decision may have on an individual's Human Rights.

Information Pack: Part 10 (General)

4.3 The Council is required to consider the impact any decision may have on crime and disorder in the area (Section 17, Crime and Disorder Act, 1998).

5 Community Strategy and Corporate Plan;

5.1 See part 10 (General); Information pack

Information Pack: Part 10

6 Considerations to be Addressed in Accordance with Licensing Guidance issued under section 182 of the Licensing Act 2003

6.1 Members must give due consideration to the merits of each individual case. Attention is drawn to the following sections of the 'Members' Information Pack';

Council's Licensing Policy, LACORS Guidance, CBC Hearing Procedures, Premises Guidance, Licensing Act (premises), Regulations (premises), Conditions (premises)		Part 1 Part 2 Part 2 Part 3 Part 3 Part 3 Part 3 Part 3	
The aim of the Council's policy is to out in the Act whilst securing the sa communities and facilitating a sustaindustry.	CBC Alcohol Licensing Policy 1.2		
Members should also consider the Act, issued by the Secretary of State	Guidance under section 182 of the e, in particular the following parts of it:		
Reviews;	Section 11		
Conditions; Crime & Disorder Protection of Children	Annex D Part 1 Part 5		
It is envisaged that licensing author enforcement agencies, which are re review procedures effectively to det	S182 – Guidance 11.26		
Where reviews arise and the licensi prevention objective is being underrused to further crime, it is expected in the first instance – should be seri	S182 – Guidance 11.26		
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 requirement is therefore binding on all licensing authorities to that extent.			
that any requirement of lice overridden (including the ob under human rights legislat way replace the statutory p	idance should be taken as indicating nsing law or any other law may be bligations placed on the authorities ion). The Guidance does not in any rovisions of the Act or add to its scope ould note that interpretation of the Act	S182 – Guidance 1.8	
The guidance cannot anticipate ever circumstances that may arise and a properly understood the Guidance to reason to do so as long as they are	S182 – Guidance Page 10		
Departure from the Guidance could review, and the reasons given will the courts when considering the lawfuln		S182 – Guidance Page 10	

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6.9 Each application must be considered on its own merits and any conditions attached to licences and certificates must be tailored to the individual style and characteristics of the premises and events concerned. This is essential to avoid the imposition of disproportionate and overly burdensome conditions on premises where there is no need for such conditions. Standardised conditions should be avoided and indeed may be unlawful where they cannot be shown to be necessary for the promotion of the licensing objectives in any individual case.

Section 182 Statutory Guidance 1.15

6.10 In addition, when considering a new premises licence or following reviews that have identified problems with a particular premises, licensing authorities may consider imposing conditions as appropriate such as door supervisors, CCTV etc

Section 182 Statutory Guidance 1.27

6.11 All local authorities must fulfil their obligations under section 17 of the Crime and Disorder Act 1998 when carrying out their functions as licensing authorities under the 2003 Act.

Section 182 Statutory Guidance 1.28

6.12 Section 17 is aimed at giving the vital work of crime and disorder reduction a focus across the wide range of local services and putting it at the heart of local decision-making. It places a duty on certain key authorities, including local authorities and police and fire and rescue authorities to do all they reasonably can to prevent crime and disorder in their area

Section 182 Statutory Guidance 1.29

6.13 In determining the application with a view to promoting the licensing objectives in the overall interests of the local community, the licensing authority must give appropriate weight to:

Section 182 Statutory Guidance 9.25

- the steps that are necessary to promote the licensing objectives;
- the representations(if any), (including supporting information) presented by all the parties;
- section 182 Guidance:
- its own statement of licensing policy.
- 6.14 Conditions which relate to the four licensing objectives could be used where necessary and appropriate to the particular circumstances of an individually licensed premises. It is important that they should not be applied universally and treated as standard conditions irrespective of circumstances.

Section 182 Statutory Guidance 10.5

6.15 The Act requires that licensing conditions should be tailored to the size, style, characteristics and activities taking place at the premises concerned. This rules out standardised conditions which ignore these individual aspects. It is important that conditions are proportionate and properly recognise significant differences between venues.

Section 182 Statutory Guidance 10.13

6.16 Licensing authorities should therefore ensure that any conditions they impose are only those which are necessary for the promotion of the licensing objectives, which means that they are not only necessary but realistic, practical and achievable so that they are capable of being met

Section 182 Statutory Guidance 10.14 Annex D (4) but must not go further than what is needed for that purpose.

6.17 Examples of conditions which may assist in the promotion of the licensing objectives can be found in the information pack.

Information Pack: Part 1, Policy Part 9, conditions

7 Recommendations

7.1 Having had regard to the application and any relevant representations the Sub-Committee must take (if any) one or more of the following steps which the Sub-Committee considers necessary for the promotion of the licensing objectives. Those steps are:

Section 52

- 7.1.1 Modify the conditions of the premises licence (alter or omit any existing conditions or to add any new conditions).
- 7.1.2 Exclude a licensable activity from the scope of the premises licence (permanently or for a temporary period not exceeding 3 months).
- 7.1.3 Remove the designated premises supervisor from the premises licence.
- 7.1.4 Suspend the premises licence (for a period not exceeding 3 months).
- 7.1.5 Revoke the premises licence.
- 7.2 Alternatively, if the Sub-Committee does not consider that any of the steps (as set out in 7.1.1 to 7.1.5 above) are necessary for the promotion of the licensing objectives, then the Sub-Committee should take no action.

Background Papers

All associated paper work regarding this application. The information pack
Statutory Guidance
Statement of Policy

Contact officer Mike Lyons
Direct Line 01293 438698



Application for the review of a premises licence or club premises certificate under the Licensing Act 2003

PLEASE READ THE FOLLOWING INSTRUCTIONS FIRST

Before completing this form please read the guidance notes at the end of the form. If you are completing this form by hand please write legibly in block capitals. In all cases ensure that your answers are inside the boxes and written in black ink. Use additional sheets if necessary.

You may wish to keep a copy of the completed form for your records.

Chief Inspector Steve Curry for and on behalf of the Chief Constable of Sussex Police

(Insert name of applicant)

apply for the review of a premises licence under section 51 of the Licensing Act 2003 for the premises described in Part 1 below (delete as applicable)

Part 1 - Premises or club premises details

Postal address of premises or, if none, ordnance survey map reference or description

CO-OP

8 Maidenbower Square

Post town

Crawley

Post code (if known)

RH10 7QH

Name of premises licence holder or club holding club premises certificate (if known)

The Co-Operative Group (CWS) Ltd

Number of premises licence or club premises certificate (if known 05/00114/LAPRE

Part 2 - Applicant details

Please tick yes an interested party (please complete (A) or (B) below) 1) a) a person living in the vicinity of the premises \Box b) a body representing persons living in the vicinity of the premises \Box c) a person involved in business in the vicinity of the premises \Box d) a body representing persons involved in business in the vicinity of the premises a responsible authority (please complete (C) below) 2) M a member of the club to which this application relates (please complete 3) (A) below) (A) DETAILS OF INDIVIDUAL APPLICANT (fill in as applicable) Please tick Mrs Miss Ms Other title (for example, Rev) Surname First names Please tick yes I am 18 years old or over Current postal address if different from premises address Post town **Post Code** Daytime contact telephone number E-mail address (optional)

(B) DETAILS OF OTHER APPLICANT

Name and address	
Telephone number (if any)	
E-mail address (optional)	
Name and address Inspector Piper Horsham Police Station Hurst Road HORSHAM West Sussex RH12 2DJ On behalf of the applicant)	ANT
elephone number (if any) 845 60 70 999 ex 30309	
-mail address (optional) orthdowns.licensing@sussex.pnn.police.uk	

This application to review relates to the 1) the prevention of crime and disorder 2) public safety 3) the prevention of public nuisance 4) the protection of children from harm	e following licensing objective(s) Please tick one or more boxes
Please state the ground(-)	<u></u>
Please state the ground(s) for review (ple	ease read guidance note 1)
Sussex Police conducted alcohol test purch following concerns around anti-social behaviorshing. The Co-Op Store Maidenbower failed two to	ases at premises in the Crawley area riour and young people and underage
May 2009, whereby alcohol was sold to child	dren.
Sussex Police state that the following licensi undermined:	ng objectives have been seriously
 The prevention of crime and disorder; and The protection of children from harm. 	·
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Please provide as much information as possible to support the application (please read guidance note 2)

This Co-Operative store is located in a densely residential area. Situated adjacent to a primary school, it is the only off-licensed premises in the parade of shops serving the area. As such it attracts considerable attention.

On 7th March 2009 a test purchase operation was conducted in the area due to public nuisance problems from youths. A volunteer test purchaser aged 16 years entered the premises. Plain clothed police officers witnessed the child select 4 cans of Kronenburg Lager, the child completed the purchase & left the store. At no stage was she asked her age nor for any form of ID. Uniformed officers then entered the store interviewed the cashier and issued an £80 Penalty Notice.

On 30th March 2009 the Designated Premises Supervisor (DPS), Ms Daven Penny Fowler and Marion Heming, Diligence Manager for Co-Operative attended Horsham Police Station at the request of the North Downs Licensing Unit to discuss the failed test purchase. They met with PS Bradford and Mr Boyle, the Licensing Officer. During the meeting Ms Fowler was issued a formal written warning and a list of actions which would assist in preventing under age sales. Copies of these letters are attached.

On 2nd May 2009 two volunteer test purchasers aged 15 and 16 years entered the premises. They were witnessed picking up a bottle of Becks Lager and proceeding to the checkout near the front of the shop. Plain clothed officers witnessed the sale. At no point were the two children asked for any form of ID or their age. The children completed the purchase & left the store. Uniformed officers then entered and confronted the cashier who made the sale. The assistant was interviewed and issued with an £80 Penalty Notice.

Sussex Police submit that the management of these premises has fallen below an acceptable standard and in doing so has failed to promote the licensing objectives. Sussex Police believe that local incidents of youth disorder are being exacerbated by the ability of children to obtain alcohol.

Sussex Police therefore request that the Licensing Committee consider suspending the Premises Licence for a period of 6 weeks. It is contended that this is proportionate and necessary to enable full training to be carried out to all employees within the store who are involved in the sale of alcohol. It will also break the link between the premises and the sale of alcohol to children in the area.

The police also request that the Licensing Committee consider applying the following conditions to the Premises Licence:

- A Personal Licence Holder to be on site at all times between 16:00 hours and closure of the premises on Thursdays, Fridays & Saturdays. (To oversee the sales of alcohol to prevent further offence).
- 2) A refusals register be kept in which details of all refused sales of alcohol are entered. This register is to be checked by the DPS once a month and feedback given to staff on the details in the register. The register is to be made available upon to request to police employees and Trading Standards.
- 3) Fully documented staff training must be carried out for all staff (in consultation with Trading Standards and/or Sussex Police) on the prevention of sales to underage children and refusing sales to intoxicated persons. This training must take place prior to staff serving alcohol. Refresher staff training must be

delivered by management every 2 months. All training records and documentation must be made available to Sussex Police and Trading Standards on request.

- 4) A 'Challenge 25' policy to be implemented in the venue with sufficient and suitable posters advertising that policy, to be on display at prominent locations within the premises.
- 5) An internal and external CCTV system shall be installed, fully maintained and operated in accordance with police recommendations to a standard acceptable to Sussex Police. Images shall be retained for at least 28 days and except for mechanical breakdown beyond the control of the proprietor, shall be made available upon request to the police. Any breakdown or system failure will be notified to the police as soon as possible & remedied as soon as practicable.

Further it is requested that Annex 2 (1)* is removed from the licence in order that the licence conditions are brought in line with current legislation.

(*Annex 2 - Conditions consistent with the Operating Schedule

- (1) The times shown above limiting licensable activities do not prohibit the following:
 - During the first twenty minutes after the above hours, the taking of alcohol from the premises, unless the alcohol is supplied or taken in an open vessel.
 - ii. The ordering of alcohol to be consumed off the premises or the dispatch by the vendor of the alcohol so ordered.
 - iii. The sale of alcohol to a trader or club for the purposes of the trader or club.
 - iv. The sale or supply of alcohol to any canteen or mess, being a canteen in which the sale or supply of alcohol is carried out under the authority of the Secretary of State or an authorised mess of members of Her Majesty's naval, military or air-force.)

Ha	/e you made a	n application f	or review rel	ating to this p	Ple premises before	ease tick yes
lf ye	es please state	the date of th	at applicatio	n Mon Year		
lf you what	have made re they were and	epresentation when you m	ns before re nade them	lating to this	premises ple	ase state

Please tick yes

M

- I have sent copies of this form and enclosures to the responsible authorities and the premises licence holder or club holding the club premises certificate, as appropriate
- I understand that if I do not comply with the above requirements my application will be rejected

IT IS AN OFFENCE, LIABLE ON CONVICTION TO A FINE UP TO LEVEL 5 ON THE STANDARD SCALE, UNDER SECTION 158 OF THE LICENSING ACT 2003 TO MAKE A FALSE STATEMENT IN OR IN CONNECTION WITH THIS **APPLICATION**

Part 3 - Signatures (please read guidance note 3)

Signature of applicant or applicant's solicitor or other duly authorised agent (See guidance note 4). If signing on behalf of the applicant please state in what

Signature	Sulwing	
Date	27/05/09	
Capacity	FORCE LICENSING + PUBLIC SAKETY M.	POACT

Contact name (where not previously given) and postal address for correspondence associated with this application (please read guidance note 5) Inspector AP640 M Piper

Telephone number (if any) 01243 520280

If you would prefer us to correspond with you using an e-mail address your email address (optional) northdowns.licensing@sussex.pnn.police.uk

Notes for Guidance

- 1. The ground(s) for review must be based on one of the licensing objectives.
- 2. Please list any additional information or details for example dates of problems which are included in the grounds for review if available.
- The application form must be signed.
- 4. An applicant's agent (for example solicitor) may sign the form on their behalf provided that they have actual authority to do so.
- 5. This is the address which we shall use to correspond with you about this

Premises Licence

(Licensing Act - Part A)



Licensing Section, Town Hall, The Boulevard, Crawley, West Sussex. RH10 1UZ 01293 438279



PREMISES LICENCE NUMBER

05/00114/LAPRE

Part 1 - Premises details

Postal address of premises, or if none, ordnance survey map reference or description:

Co-op

8 Maidenbower Square

Maidenbower

Post town:

Crawley

Post code:

RH10 7QH

Telephone number:

01293 888457

Where the licence is time limited the dates:

Not Applicable

Licensable activities authorised by the licence:

SALE BY RETAIL OF ALCOHOL FOR CONSUMPTION OFF THE PREMISES.

The times the licence authorises the carrying out of licensable activities:

Standard days and timings:

Monday - Saturday

06.00 - 23.00

Sunday

06.00 - 23.00

The opening hours of the premises:

Standard days and timings:

Monday - Saturday

06.00 - 23.00

Sunday

06.00 - 23.00

Where the licence authorises supplies of alcohol whether these are on and/or off supplies:

For Consumption Off The Premises

Off Sales of alcohol shall not be sold in an open container or be consumed on the licensed premises

GRANTED BY CRAWLEY BOROUGH COUNCIL

2 6 NOV 2008

LICENSING SECTION

08/00553/LAPRE/VAR/26.11.08

Part 2

Name, (registered) address, telephone number and email address (where relevant) of holder of premises licence:

The Co-operative Group Ltd
New Century House
Manchester
M60 4ES
0141 304 5426
Susanne.Dickie@co-op.co.uk

Registered number of holder, for example company number, charity number (where applicable):

525R

Name, address and telephone number of designated premises supervisor where the premises licence authorises the supply of alcohol:

Miss Daven Penny Fowler

Personal licence number and issuing autnority of personal licence held by designated premises supervisor where the premises licence authorises for the supply of alcohol:

CRAWLEY BOROUGH COUNCIL 08/00619/LAPER

IMPORTANT;

Embedded Restrictions under the Licensing Act 1964 apply to the licence otherwise indicated at annex 2 – Conditions consistent with the Operating Schedule.

This licence is issued subject to the relevant (Licensing Act 2003, the Act) legislation and does not constitute an authorisation for any other purpose administered by Crawley Borough Council and it may not be construed that the grant of this premises licence shall indicate the approval of any other authorisation administered by this Council.

This licence forms an authorisation which indicates the approved licensable activities applicable to the premises so mentioned, the times of these activities, the approved layout of the premises and the conditions by which the premises may lawfully operate.

You are advised that in accordance with s136 on the Act, a person commits an offence if they carry on or attempt to carry on a licensable activity on or from any premises otherwise than under and in accordance with an authorisation or knowingly allow a licensable activity to be so carried on.

GRANTED BY CRAWLEY BOROUGH COUNCIL

2 6 NOV 2008

LICENSING SECTION

Annex 1 - Mandatory Conditions;

- (1) If this premises licence authorises the supply/sale of alcohol, the following two conditions apply:
 - No supply of alcohol may be made under the premises licence at time when there is no designated premises supervisor in respect of the premises licence, or at a time when the designated supervisor does not hold a personal licence or his personal licence is suspended.
 - ii. Every supply/sale of alcohol under the premises licence must be made or authorised by a person who holds a personal licence
- (2) If this premises licence authorises the exhibition of film(s), the admission of children under the age of 18 years is restricted in accordance with the age restrictions of the British Board of Film Classification (BBFC) or authority designated under Section 4 of the Video Recordings Act 1984.
- (3) If this premises licence includes a condition that at specified times one or more individuals must be at the premises to carry out a security activity (as defined by the Private Security Industry Act 2001) then such individuals must be licensed by the Security Industry Authority.

Annex 2 - Conditions consistent with the Operating Schedule

- (1) The times shown above limiting licensable activities do not prohibit the following:
 - i. During the first twenty minutes after the above hours, the taking of alcohol from the premises, unless the alcohol is supplied or taken in an open vessel.
 - ii. The ordering of alcohol to be consumed off the premises or the dispatch by the vendor of the alcohol so ordered.
 - iii The sale of alcohol to a trader or club for the purposes of the trader or club.
 - iv. The sale or supply of alcohol to any canteen or mess, being a canteen in which the sale or supply of alcohol is carried out under the authority of the Secretary of State or an authorised mess of members of Her Majesty's naval, military or air-force.
- (2) Alcohol shall not be sold in an open container or be consumed on the premises.

Annex 3 – Conditions attached after a hearing by the licensing authority Not Applicable

Annex 4 - Plans:-

This licence is issued subject to the attached approved plan (plan which was submitted as part of the application process) and now forms a very important part of the 'authorisation'.

(Any alternation made to the premises or a substantial change to the approved plans which are currently in the possession of the Council may require a variation of the licence. You are advised to consult with this Licensing Authority <u>before</u> you make any proposed changes).

GRANTED BY
CRAWLEY BOROUGH COUNCIL

2 6 NOV 2008

LICENSING SECTION