



# Policy and Resources Committee – 7 November 2010

## Sex Establishments Policy

### Purpose of report

To establish a policy for East Northamptonshire dealing with the Licensing of sex entertainment establishments

### Attachment(s)

Appendix 1: Draft Policy

Appendix 2: Committee decision 11 October 2010

Appendix 3: Equalities Impact Assessment

### 1.0 Sex Establishments Policy

1.1 East Northamptonshire Council agreed in 2010 to adopt the provisions of the Policing and Crime Act 2009 which amended Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982 regarding sex entertainment venues.

1.2 It was agreed that a further report would be produced for consideration after consultation regarding a sex entertainment venues policy and associated licence fees.

### 2.0 Consultation

2.1 This consultation has taken place with the draft policy being viewed 80 times on the Council web site.

2.2 No responses were received by the end of the consultation period.

### 3.0 Equality and Diversity Implications

3.1 There are no equality and diversity implications. An Equalities Impact Assessment has been undertaken. See Appendix 3.

### 4.0 Financial Implications

4.1 There would be financial implications for the council if a fee was not set. It is suggested that the fee be set at the same level as for Sex Shops which is £1,082 on initial application and £288 on annual renewal.

### 5.0 Staff

5.1 There are no staffing implications

### 6.0 Risk Management

6.1 There are no material risks

### 7.0 Corporate Outcomes

7.1 The following corporate outcomes would be delivered

- Good quality of life
- Effective partnership working

- Good reputation
- Strong community leadership
- Knowledge of our customers and communities

**8.0 Consideration**

**8.1** The Committee is asked to:

- (a) Adopt the policy as written, and
- (b) Set the fees as recommended.

<b>Legal</b>	Power: The Policing and Crime Act 2009; Local Government (Miscellaneous Provisions) Act 1982 Schedule 3.				
	Other considerations:				
<b>Background Papers:</b> None					
<b>Person Originating Report:</b> Tom Morrissey Licensing Enforcement Officer 01832 742241					
<b>Date:</b> 19 October 2011					
<b>CFO</b>		<b>MO</b>		<b>CX</b>	

(Committee Report Normal Rev. 22)



East  
Northamptonshire  
Council

## Sex establishments policy

PRIVATE SHOW

ADULTS  
ONLY

This document states East Northamptonshire Council's policy on the regulation of Sex Establishments.

# **SEX ESTABLISHMENTS POLICY**

## **1. Introduction**

### **1.1 The Policy**

1.1.1 This document states East Northamptonshire Council's policy on the regulation of Sex Establishments.

### **1.2. The Law**

1.2.1. The Local Government (Miscellaneous Provisions) Act 1982 as amended; (The Act) introduced a licensing regime to control Sex Establishments. East Northamptonshire Council has adopted Schedule 3 of the Act. This means that the Council can control and regulate the operation of certain kinds of Sex Establishment within its District. No Sex Establishment can operate unless it has obtained a licence from the Council. Any such licence will contain conditions that will restrict how that premises may trade.

1.2.2 Under Section 17 of the Crime and Disorder Act 1998, local authorities must have regard to the likely effect of the exercise of their functions on, and do all that they can to prevent crime and disorder in their area. This policy has regard to the likely impact of such licences on related crime and disorder in the Borough.

1.2.3 Where applicable, the Council will involve the Community Safety Partnership(CSP) in decision making in relation to actual crime and disorder.

1.2.4 The Policy should be read in conjunction with, and without prejudice to, other existing National and European Union legislation, such as the Human Rights Act 1998; the Disability Discrimination Act 1995 and The Equalities Act 2010.

### **1.3 Current Premises**

1.3.1 At present there are no Sex Shops or Sex Entertainment Venues situated within the East Northamptonshire Council district.

## **2. SEX ESTABLISHMENT LICENCE APPLICATIONS**

### **2.1 Right to waiver**

2.1.1 East Northamptonshire Council may, upon application, waive the requirement for a licence in any case where it considers that to require a licence would be unreasonable or inappropriate.

2.1.2 Each application for a waiver will be considered on its own merits, however, any establishment that would normally require licensing under the provisions of The Act is unlikely to be granted a waiver other than in exceptional circumstances.

## **2.2 Application Details**

2.2.1 The Application will be required to make their application in accordance with Clause 10, Schedule 3, of The Act.

## **2.3 Fitness of the Applicant**

2.3.1. An applicant must be a fit and proper person to hold a licence. In determining suitability for a new licence, or a transfer of an existing one, the Council will take the following into account:

- a) Previous relevant knowledge and experience of the applicant;
- b) Any evidence of the operation of any existing or previous licence(s) held by the applicant, including any licence held in any other District or Borough.
- c) Any report about the applicant and management of the premises received from statutory objectors.
- d) Any responses from statutory consultees.

2.3.2 Whilst every application will be considered on its merits, the Council will be unlikely to grant an application from any person, or for the benefit of any person, with unspent criminal convictions.

## **2.4 Impact of the Sex Establishment**

2.4.1 In considering applications for the grant or renewal of licences or variations to conditions, the Council will assess the likelihood of such a grant, renewal or variation causing adverse impacts, particularly to local residents. The Council will take the following general matters into account:

- a) Type of activity;
- b) Duration of proposed licence;
- c) Layout and condition of the premises;
- d) The use to which other premises in the vicinity are put;
- e) The character of the locality in which the premises are situated. (This will include the likely character of an area as a result of redevelopment of that area).
- f) The cumulative impact of licensed sex establishments in the area, including hours of operation;

## **2.5 The Location of Premises**

2.5.1 In accordance with relevant case law, the Council shall decide on the suitability of a particular locality for a Sex Establishment as a matter of fact to be determined by the particular circumstances of each case and not by the prescription of boundaries as stated on a map.

2.5.2 The Council is mindful of its power to determine that no Sex Establishment should be located in a particular locality

2.5.3 Notwithstanding the above, licences will only be granted in predominately commercial areas and the Council is mindful of its power to determine each application on its own merits. Applications will not normally be granted if they are to be within:

- a) areas that are exclusively, or predominantly, residential in character; or;
- c) near to a school or any other premises used by children or by vulnerable adults; or access routes to such premises, or;
- d) a publicly accessible open space that is regularly frequented by children or vulnerable adults, or;
- e) near to a place of worship; or access routes to such premises, or;
- g) areas that are likely to be adversely effected due to the cumulative impact of existing Sex Establishments.

## **3. DETERMINATION OF APPLICATIONS**

### **3.1 General**

3.1.1 In determining an application relating to a Sex Establishment licence the Licensing Committee of the Council will assess the application on its merits having regard to the content of this policy, the relevant legislation and any relevant guidance that may be issued from time to time.

3.1.2 Where it is felt necessary for the Council to depart substantially from this policy clear and compelling reason for doing so will be given.

3.1.3 The Licensing Committee may consider granting licences normally of 12 month duration for a shorter term.

### **3.2 Grant of new Licence**

3.2.1 All applications for the grant of a new licence will be determined in accordance with the scheme of delegation determined by the Council.

3.2.2 The Council will give the applicant(s) the opportunity of appearing before and being heard by a Panel of the Licensing Committee before:

- a) refusing to grant a licence; or;
- b) refusing to renew a licence; or;
- c) refusing to transfer a licence; or

d) refusing to vary an existing licence.

3.2.3 In determining an application for the grant, renewal, transfer or variation of a licence, the Council must have regard to any representations that it has received.

### **3.3 Renewal, Transfer or Variation of an Existing Licence**

3.3.1 The granting of an application for renewal, transfer or variation of an existing licence will be determined in accordance with the scheme of delegation determined by the Council.

## **4. POWER TO PRESCRIBE CONDITIONS**

4.1.1 Schedule 3 section 13 of the Act provides a power for the Council to specify Standard Conditions in relation to Sex Establishment Licences.

4.1.2 Standard Conditions are detailed in Appendix A of this policy.

4.1.3 All licences will be granted, renewed, transferred or varied subject to these Standard Conditions unless expressly excluded or varied by the Licensing Committee.

## **5. HEARING PROCEDURE**

5.1.1 Where the Council is required to determine an application by reference to the Licensing Committee, the applicant and objectors will be advised of the date, time and venue of the hearing.

5.1.2 In preparation for the hearing, all parties will receive a copy of the Licensing Officer's report prior to the hearing. The report will contain a summary of the application, representations and any other relevant information.

5.1.3 At the hearing, parties will have the opportunity to address the Committee and, if permitted by the Chairman of the Committee, ask questions of parties that they feel relevant to the determination process.

## **DEFINITIONS TERM**

The Act	Local Government (Miscellaneous Provisions) Act 1982 as amended
Authorised Officer Scheme of	Any Officer if the Council authorised under the Council's Delegation as contained within the Constitution
The Council	East Northamptonshire Council
The Committee	Full Licensing Committee or panel made up of members of that Committee
He, his	All references to he 'or his' also include she' or hers
Head of Environmental Services	The current post-holder (or equivalent following any subsequent restructure), or any nominated Deputy authorised by the Council's Scheme of Delegation

Licence Holder	A person who holds a Sex Establishment Licence under the Act
This Policy	East Northamptonshire Council's Sex Establishment Policy
Premises	A building or part of a building and any forecourt, yard or place of storage used in connection with a building or part of a building which is the subject of a Sex Establishment Licence granted under the Act.
Sex Establishment	As defined in section 2 of Schedule 3 of the Act as amended
Sexual Entertainment Venue	As defined in Section 2A of Schedule 3 of the Act as amended.

(1) In this Schedule – “sexual entertainment venue” means any premises at which relevant entertainment is provided before a live audience for the financial gain of the organiser or the entertainer.

(2) In this paragraph “relevant entertainment” means—

- (a) any live performance; or
- (b) any live display of nudity;

which is of such a nature that, ignoring financial gain, it must reasonably be assumed to be provided solely or principally for the purpose of sexually stimulating any member of the audience (whether by verbal or other means).

(3) The following are not sexual entertainment venues for the purposes of this Schedule—

- (a) sex cinemas and sex shops;
- (b) premises at which the provision of relevant entertainment as mentioned in subparagraph (1) is such that, at the time in question and including any relevant entertainment which is being so provided at that time—
  - (i) there have not been more than eleven occasions on which relevant entertainment has been so provided which fall (wholly or partly) within the period of 12 months ending with that time;
  - (ii) no such occasion has lasted for more than 24 hours; and
  - (iii) no such occasion has begun within the period of one month beginning with the end of any previous occasion on which relevant entertainment has been so provided (whether or not that previous occasion falls within the 12 month period mentioned in subparagraph (i));
- (c) premises specified or described in an order made by the relevant national authority.



## Sex Cinema

As defined in Section 3 of Schedule 3 of the Act as amended

(1) in this Schedule, sex cinema means any premises, vehicle, vessel or stall used to a significant degree for the exhibition of moving pictures, by whatever means produced, which-

(a) Are concerned primarily with the portrayal of, or [primarily deal with or relate to, or are intended to stimulate or encourage-

(i) sexual activity; or

(ii) Acts of force or restraint which is associated with sexual activity;

Or

(b) Are concerned primarily with the portrayal of, or primarily deal with or relate to genital organs or urinary or excretory functions, but does not include a dwelling-house to which the public is not admitted

(2) No premises shall be treated as a sex cinema by reason only-

(a) if they may be used for an exhibition of a film (within the meaning of paragraph 15 schedule 1 to the Licensing Act 2003) by virtue of an authorisation (which the meaning of section 136 of the Act), of their use in accordance with that authorisation; or

(b) Of their use for an exhibition to which section 6 of that Act (certain non-commercial exhibitions) applies given by an exempted organisation within the meaning of section 6(6) if the Cinemas Act 1985.

## Sex Shop

As defined in Section 4 of Schedule 3 of the Act as amended

Section 4.—

(1) in this schedule sex shop means any premises, vehicle, vessel or stall used for a business which consists to a significant degree of selling, hiring, exchanging, lending, displaying or demonstrating-

(a) Sex articles; or

(b) Other things intended for use in connection with, or for the purpose of stimulating or encouraging-

(i) sexual activity; or

(ii) Acts of force or restraint which is associated with sexual activity.

(2) No premises shall be treated as a sex shop by reason only of their use for the exhibition of moving pictures by whatever means produced.

(3) In this schedule \_sex article means-

(a) anything made for use in connection with, or for the purpose of stimulating or

(i) sexual activity; or

(ii) acts of force or restraint which are associated with sexual activity; and (b) anything to which sub-paragraph (4) below applies. (4) this sub-paragraph applies- (a) to any article containing or embodying matter to be read or looked at or anything intended to be used, either alone or as one of a set, for the reproduction or manufacture of any such article; and (b) to any recording of vision or sound, which- (i) is concerned primarily with the portrayal of, or primarily deals with or relates to, or is intended to stimulate or encourage, sexual activity or acts of force or restraint which are associated with sexual activity; or (ii) is concerned primarily with the portrayal of, or primarily deals with or relates to, genital organs, or urinary or excretory functions.

## **APPENDIX A**

### Standard Conditions Applicable to Licences for Sex Establishments

#### **1 General**

- a) These standard conditions will apply to all licences unless varied by the Council
- b) The granting of a licence for a Sex Establishment shall not be deemed to convey any approval or consent which may be required under any enactment by law order or regulation other than the Third Schedule of the Local Government (Miscellaneous Provisions) Act 1982 as amended.
- c) In the event of a conflict between these Standard Conditions and any Special Conditions contained in a licence relating to a Sex Establishment, the Special Conditions shall prevail.

#### **2 Times of opening**

The opening times of premises shall be considered on the merits of the application received.

#### **3 Conduct and Management of Sex Establishment**

- a) Where the licensee is a body corporate or unincorporated body any change of director, company secretary or other person responsible for the management of the body is to be notified in writing to the Council within fourteen days of such change. Such written details as the Council may require in respect of any new director, secretary or manager are to be furnished within fourteen days of a request in writing from the Council.
- b) The name of the person responsible for the management of a Sex Establishment shall be prominently displayed within the premises.
- c) The licensee of a sex entertainment establishment shall maintain a daily register. It must record the name and address of any person who is to be responsible for managing the Sex Establishment in his absence and the names and addresses of those employed in the Sex Establishment. The register is to be completed each day within thirty minutes of the Sex Establishment opening for business and is to be available for inspection by the Police and by authorised officers of the Council.
- d) The licensee shall retain control over all portions of the premises and shall not let, licence or part with possession of any part of the Premises.
- e) No person under the age of eighteen shall be admitted to the premises or employed in the business of a Sex Establishment.
- f) The licensee shall ensure that the public are not admitted to any part or parts of the premises other than those which have been approved by the Council.
- g) No part of the premises shall be used by prostitutes (male or female) for the purpose of solicitation or otherwise exercising their calling.

- h) Neither the licensee or any employer or other person shall seek to obtain custom for the Sex Establishment by means of personal solicitation anywhere in the East Northamptonshire Council area.
- i) The copy of the licence and of these Standard Conditions required to accordance with paragraph 14 (1) of Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 shall be reproductions to the same scale as those issued by the Council. The copy of the licence shall be displayed, framed and exhibited to the satisfaction of the Council. A clean and legible copy of these Standard Conditions shall be retained on the premises and available upon request.
- j) No change of use of any portion of the premises from that approved by the Council shall be made without the consent of the Council.

#### **4 Goods available in Sex Establishments**

- a) The licensee shall, without charge, display and make available in the Sex Establishment such free literature on counselling of matters related to sexual problems as may be published by the Family Planning Association and by such other similar organisations as may be specified by the Council. Such literature is to be displayed in a prominent position approved by the Council adjacent to all cash collection points in the Sex Establishment.

#### **5 External Appearance**

- a) No display, advertisement, word, letter, model, sign, placard, board, notice, device representation, drawing, writing, or any matter or thing (whether illuminated or not) shall be exhibited so as to be visible from outside the premises except:-
  - i) Any notice of a size and in a form approved by the Council which is required to be displayed so as to be visible from outside the premises by law, or by any conditions of a licence granted by the Council.
  - ii) Such display, advertisement, word, letter, model, sign, placard, board, notice, device, representation, drawing, writing or any matter or thing as shall have been approved by the Council.
- b) The entrance to the premises shall be of a material or covered with a material which will render the interior of the premises invisible to passers by, and shall be so provided with a partition as to ensure that the interior of the premises remain invisible to such passers by when the entrance is open.
- c) Windows and openings to the premises other than entrances shall not be obscured otherwise than with the consent of the Council but shall have suspended behind them, in a position and at a position approved by the Council, opaque screens or blinds of a type and size approved by the council.

#### **6 State, Condition and layout of the Premises**

- a) Save in the case of emergency, no access shall be permitted through the premises to any unlicensed premises adjoining or adjacent.
- b) Suitable controlled access to the premises shall be maintained. Any mechanical device will be maintained in good working order.

- f) No fastenings of any description shall be fitted upon any booth or cubicle within the Sex Establishment. (This does not apply to toilet cubicles)
- g) Alterations or additions either internal or external and whether permanent or temporary to the structure, lighting or layout of the premises shall not be made except with the prior approval of the Council.

#### 7 Additional Conditions in respect of Sexual Entertainment Venues

- a) Any person engaged or employed for the purpose of public safety either as security or door staff inside and at the entrances or exits to the premises shall be registered with the Security Industry Authority; and
- b) The licensee shall ensure compliance with the requirements of the Security Industry Authority.
- c) There shall be displayed at each entrance to the premises notices, which clearly indicate the type of entertainment taking place herein.
- d) No person under the age of 18 years shall be admitted to the premises during hours that the premises are open, and notices shall be displayed in a conspicuous position at the entrance to any such part stating 'no persons under 18 to be admitted, entertainment within these premises involves a form of nudity. If you are likely to be offended please do not enter'.
- e) There shall be no physical contact between the customer and the performer during the performance or after the performance. Notices outlining this shall be clearly displayed at the entrance of the premises and in each bar area.
- f) Topless entertainment shall be given only by the performer/entertainer(s). There shall be no audience participation.
- g) Closed Circuit Television will be installed and maintained in accordance with the following
  - i) A Digital CCTV system - incorporating recording will operate throughout the whole of each period the premises are open.
  - ii) The system will include coverage of all public entrances and exits from the premises, the outside frontage and any other areas agreed with the police
  - iii) The recordings will be kept for a minimum period of 31 days and will be provided to the police or local authority upon reasonable request.
  - iv) Appropriate staff are to be trained in the use of the premises CCTV system in order that Police can obtain recordings as soon as possible.

**213. LICENSING OF SEXUAL ENTERTAINMENT VENUES**

It was reported that the Policing and Crime Act 2009 amended Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982 to include sexual entertainment venues. This altered the existing arrangement of licensing under the Licensing Act 2003, where decisions about licences could only be made based on the four licensing objectives.

Section 26 of the Policing and Crime Act introduced a new category of 'Sex Establishment' called a 'Sexual Entertainment Venue' which was defined as – 'any premises at which Relevant Entertainment is provided before a live audience for financial gain of the organiser or the entertainer'. This new category covered venues that provide 'Relevant Entertainment' which is defined as – 'any live performance or any live display of nudity which is of such a nature that, ignoring financial gain, it must be reasonably assumed to be provided solely or principally for the purpose of sexually stimulating any member of the audience (whether by verbal or other means)'. Such venues would require a Sex Establishment Licence.

This Council originally adopted the previous provisions of the LGMPA 1982 on in November 1982 and it was now necessary to adopt the new provisions which had been inserted into Schedule 3.

**R.6 RESOLVED TO RECOMMEND:**

That the provisions for Sexual Entertainment Venues under Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 be adopted and that a further report be produced following consultation for a Sexual Entertainment Venues Policy and associated licence fees.



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## Appendix 3

### EIA Initial Screening Form – policy

<b>1. Name of Policy:</b>	Sexual Entertainment Venues Policy
<b>2. Name and Job title / role of person completing Initial Screening:</b>	Tom Morrissey, Licensing Enforcement Officer
<b>3. What is the main purpose of the Policy?</b>	To set policy for licensing of sexual entertainment venues and establish fees to be charged
<b>4. Who is the Policy aimed at?</b>	Persons wishing to open such venues and the residents of East Northamptonshire
<b>5. How is the success of the Policy measured?</b>	Numbers of venues seeking licences
<b>6. Are equality monitoring systems for the Policy in place?</b>	Yes. Each application will be viewed on its merits and premises inspected on regular basis by Licensing Enforcement Officer and EHOs <i>(If yes give details)</i>

**7. Use the following table to indicate using a ✓:**

- a) Where you think that the Policy could have a positive impact on any of the groups or contribute to promoting equality of opportunity or improving relations within equality groups.
- b) Where you think that the Policy could have a negative impact on any of the equality groups i.e. it could disadvantage them.
- c) Where you think that the Policy could have a neutral impact on any of the equality group i.e. no impact

Equality Group	Positive Impact	Negative Impact	Neutral Impact	Reason
<b>Gender:</b>				
Women/Girls	✓			Licensing premises would help protect women girls
Men/Boys			✓	
Transgender people			✓	
<b>Sexual Orientation:</b>				
Lesbians, gay men and bisexuals			✓	
<b>Race/Ethnicity:</b>				
White British people			✓	
White non-British people (including Irish people)			✓	
Asian or Asian British people			✓	
Black or Black British people			✓	
People of mixed heritage			✓	
Chinese people			✓	
Travellers (Gypsy/Roma/Irish heritage)			✓	
People from other ethnic groups			✓	

Equality Group	Positive Impact	Negative Impact	Neutral Impact	Reason
People who do not have English as their first language			✓	
<b>Disability:</b>				
Physical impairment, e.g mobility issues which mean using a wheelchair or crutches.			✓	
Sensory impairment, e.g blind/having a serious visual impairment, deaf/having a serious hearing impairment.			✓	
Mental health condition, e.g depression or schizophrenia			✓	
Learning disability/difficulty, e.g. Down's syndrome or dyslexia, or cognitive impairment such as autistic spectrum disorder			✓	
Long-standing illness or health condition, e.g. cancer, HIV. Diabetes, chronic heart disease or epilepsy			✓	
Other health problems or impairments ( <i>please specify if appropriate</i> )			✓	
<b>Age:</b>				
Older People (60+)			✓	
Children and Young People (see guidance for definition)	✓			Licensing such venues will help protect this group as conditions will apply re ages of attendees.
<b>Religion/Belief:</b>				
Christian			✓	
Buddhist			✓	
Hindu			✓	
Jewish			✓	



Equality Group	Positive Impact	Negative Impact	Neutral Impact	Reason
Muslim			✓	
Sikh			✓	
Other religion (including holding no belief)			✓	
<b>Other Potentially Affected Groups</b>				
Rural Isolation - People who live in rural areas e.g isolated geographically, lack of internet access			✓	
Socio-economic Exclusion – e.g. people who are on benefits, have low educational attainment, single parents, people living in poor quality housing, people who have poor access to services, the unemployed or any combination of these and the other protected strands			✓	
Any other potentially affected groups ( <i>please specify</i> )			✓	
<b>8. If you have indicated that there is a negative impact on any group:</b>				
a) Is that impact against legislation?	Yes	No		
b) What is the level of impact?	High	Low		
9. Could you minimise or remove any negative impact that is of low significance?	How?			
10. Could you improve a positive impact of the Policy?	How? NO			

11. If there is no evidence that the Policy promotes equality of opportunity or improved relations, could it be adapted so that it does?	How? NO
Head of Service signature	
<b>Date of Initial Screening:</b>	

## NOTE

**If a negative impact has been highlighted and it is possibly discriminatory and not intended and/or of high impact you must complete a Full EIA.**

**If not, you should still consider if completing a Full EIA would be helpful in making a thorough assessment.**