Committee :	Date	Classification	Report No.	Agenda Item No.
Licensing Committee	17 October 2017	Unrestricted		

Report of:

David Tolley

Head of Environmental Health & Trading

Standards

Originating Officer: **Mohshin Ali**

Senior Licensing Officer

Title:

Local Government (Miscellaneous Provisions) Act 1982 (as amended) Application for a renewal of a Sexual Entertainment Venue Licence for the Nags Head, 17-19 Whitechapel Road, London E1

1DU

Ward affected:

Spitalfields and Banglatown

1.0 **Summary**

Applicant: Karpal Singh, Shamsher Singh and

Manpal Singh

Name and The Nags Head

Address of Premises: 17-19 Whitechapel Road

London E1 1DU

Licence sought: Sexual Entertainment Venue Licence under

Local Government (Miscellaneous Provisions) Act 1982 (as amended) Application for a renewal of a Sexual

Entertainment Venue Licence

Objectors: Licensing Authority (supported by Police)

2.0 **Recommendations**

2.1 That the Licensing Committee considers the application and objections then adjudicate accordingly.

LOCAL GOVERNMENT 2000 (Section 97)
LIST OF "BACKGROUND PAPERS" USED IN THE DRAFTING OF THIS REPORT

Brief description of "background paper"

Tick if copy supplied for register

If not supplied, name and telephone number of holder

Tower Hamlets S.E.V. Policy

Mohshin Ali 020 7364 5498

3.0 Background

- 3.1 This is an application made by Karpal Singh, Shamsher Singh and Manpal Singh for a renewal of Sexual Entertainment Venue licence under Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 (as amended by reg 47 (4), Provisions of Services Regulations 2009 'the service regulations') and the Policing and Crime Act 2009 for The Nags Head, 17-19 Whitechapel Road, London, E1 1DU.
- 3.2 A licence from the Council is required for the use of a premise as a sex Establishment. A sexual entertainment venue is any premises at which relevant entertainment is provided before a live audience for the financial gain of the organiser or the entertainer.

Relevant entertainment means:

- any live performance; or
- 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).

3.3 The premises is currently granted a Sexual Entertainment Venue Licence under the Local Government (Miscellaneous Provisions) Act 1982 (as amended). A copy of the existing licence is enclosed as **Appendix 1**. The licence consists of the basic licence, plus additional conditions relevant to that premises only. In addition, the Tower Hamlets Standard SEV Conditions also apply and form part of the licence.

This licence is in force up to: 31st May 2017 or during the time that the licensee(s) is/are the occupier of the premises, whichever is the shorter period, or unless the licence is surrendered or revoked.

The hours permitted are:

- Monday to Saturday from 11:00hrs to 03:00hrs (the following day)
- Sunday from 12:00hrs (midday) to 22:30hrs

The named management responsible for this premises are:

- Manpal Singh and Shamsher Singh Managers
- Bahadur Singh Relief Manager
- Alcir Orlandi Relief Manager

This licence is granted subject to conditions as follows:

1. The Standard Conditions of the London Borough of Tower Hamlets made under paragraph 13 of Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982 as revised on 23rd June 2015. It is the duty of the licence holder to be aware of and abide by those conditions;

- 2. The following additional conditions specific to this Premises:
 - 42. The number of persons to be accommodated in the Premises at any one time shall not exceed 100 persons.

Other requirements or restrictions:

- 43. This licence must be prominently and visibly displayed inside the entrance to the Premises.
- 44. This licence together with the standard conditions must be available at the Premises at all times.
- 3.4 The current renewal application is to permit the premises to operate as a sexual entertainment venue with opening hours as follows:
 - The hours permitted are: Monday to Saturday from 11:00hrs to 03:00hrs (the following day)
 - Sunday from 12:00hrs (midday) to 22:30hrs
- 3.5 The premises also holds a licence under the Licensing Act 2003. A copy of the existing licence is enclosed for Members' information as **Appendix 2**. The licence was originally granted on 7th October 2005 and amended via a minor variation on 11th November 2010.

The licence grants the following licensable activities:

The sale by retail of alcohol (on and off sales) and the provision of regulated entertainment; consisting of recorded music, performance of dance (performed by striptease artists), anything of similar nature, the provision of facilities for making music and the provision of facilities for dancing (performed by striptease artists) and the provision of facilities for entertainment of a similar nature.

- Monday to Saturday from 11:00hrs to 03:00hrs (the following day)
- Sunday from 12:00hrs (midday) to 22:30hrs

The opening hours of the premises:

- Monday to Saturday from 11:00hrs to 03:30hrs (the following day)
- Sunday from 12:00hrs (midday) to 23:00hrs
- 3.6 A copy of the renewal application is enclosed as **Appendix 3**.
- 3.7 Maps of the premises location are available in **Appendix 4**.
- 3.8 Members should note that the two regimes run concurrently therefore the premises licence granted under the Licensing Act 2003 could effectively run without the SEV in operation, if alcohol and regulated entertainment was solely taking place.

4.0 Layout of the Premises

- 4.1 Layout plan of the premises is available in **Appendix 5**.
- 4.2 The premises was visited on Monday 12th June 2017 by Licensing Officers with one of the licence holders and his legal representative. The layout of the premises was confirmed to be the same as contained in the application. A completed checklist of the visit is included in **Appendix 6.** Photographs of the interior of the premises were also taken and will be provided at the hearing.

The checklist covered the following points:

- The Code of Conduct for performers
- The House Rules
- The Performer Safety Policy
- Retention of performers' personal details
- · Details of Door Staff attending each evening
- The venue interior and exterior (for example, whether the interior of the premises is visible from the outside)
- Public access areas and approved access to dressing rooms
- CCTV Coverage
- Functionality of the CCTV
- Advertising, both externally to the premises and online
- Information on tariffs, including both dances and beverages
- 4.3 Photographs of the exterior of premises are available in **Appendix 7**.

5.0 Adverts and Flyers

- 5.1 No adverts or flyers used to promote the premises have been included in the application; however, Management informed the Licensing Officer at the inspection that advertising is done outside of Tower Hamlets, the same as previous years.
- 5.2 It was noted that there were no adverts at the exterior of the premises. The premises does however have a website, available at www.nagsheadgentlemensvenue.com/. There is no 'Over 18' entry tab on the website.

6.0 Standard Conditions

6.1 The Council has adopted Standard Conditions that were revised on 23rd June 2015, which act as default conditions that are attached to all Sexual Entertainment Venue Licences. These are available as part of the licence in **Appendix 1**.

7.0 Codes of Conduct and Policies

- 7.1 The applicant has provided Codes of Conduct and policies as required by the Standard Conditions, see **Appendix 8**, namely:
 - Code of Conduct for Performers
 - Code of Conduct of Customers (Customer House Rules)
 - Performer Welfare Policy
- 7.2 During the compliance check visit, it was confirmed that the Code of Conduct for Performers was available in the dressing rooms. It was also confirmed that the House Rules was available in the public area of the premises.
- 7.3 Members have discretion to modify the standard conditions or add appropriate conditions.
- 8.0 Assessment and information for the vicinity
- 8.1 **Appendix 9** is a map of the Licensing Service's determination of the vicinity around the premises, set at 100meters from the premises. It is noted that there has been no significant changes since the original application.
- 8.2 Determination of the "use" of other Premises in the "vicinity" "vicinity" is likely to be a narrower and smaller area than the "relevant locality" much will depend upon the physical location of the premises, its appearance and upon the nature and hours of its operation.

Below is a list of notable premises within the vicinity as observed by the Licensing Officer visiting the area on foot and using GIS maps:

Residential accommodation	There is no obvious residential accommodation above the Nags Head.		
	The floors above the Whitechapel Road premises within the vicinity are primarily used for commercial purposes.		
	There are residential developments accessed from Old Montague Street: Kings Arms Court, Green Dragon Yard and Black Lion House.		
	Naylor Build Yard, residential accommodation next to Altab Ali Park, is on the edge of the vicinity.		
Schools	There are no schools within the vicinity.		
Premises used	There is a medical centre (The Spitalfields Practice) in Old Montague Street.		

by children and vulnerable		
persons		
Youth community and leisure	There are none in the vicinity.	
centres		
Religious centres and public places of worship	There are none in the vicinity.	
Access routes to and from premises listed	The premises sits on the north side of the A11, Whitechapel Road, one of London's busiest arterial roads.	
above	Whitechapel Road is busy 24 hours a day.	
	There are a number of bus routes, as well as night buses.	
	Aldgate East Tube Station is a 5 minute walk away.	
Existing licensed	Whitechapel Road same side as applicant	
premises in the	<u>premises</u>	
vicinity	 Restaurant: (Efes), 1 Whitechapel Road, London E1 6TY 	
	Restaurant: (Pixxa Limited), 11 Whitechapel Road, London, E1 1DU	
	Off licence Best Star One, 23 Whitechapel Road, E1	
	Off Licence Tesco Stores Ltd45 Whitechapel Road E1 1DU	
	Hotel Adagio London 45 Whitechapel RoadE1 1DU	
	Whitechapel Road opposite side from applicant premises	
	• Fast Food: (City Fried Chicken & Grill), 14 Whitechapel Road, London E1 1EW	
	Bar/night club: (The Stable), Ground Floor, 16-18 Whitechapel Road, London E1 1EW	

Adler Street

• **Hotel** QBIC London City Hotel, 42 Adler Street, E1 1EE

Osborn Street

- Bar and function space: City Hotel and Conference, 12-20 Osborn Street, E1 6TE
- Restaurant Shahi Karahi 22 Osborn Street, E1 6TD
- Bar Apples and Pears, 26 Osborn Street, E1 6TD
- Restaurant /Café (Nabrasa Express), 30 Osborn Street, London E1 6TD
- Restaurant Sonargaon Restaurant,32-38
 Osborn Street, E1 6TD
- Public House: Archers, 42 Osborn Street, E1 6TD

Whitechapel High Street

- Restaurant and function space: Whitechapel Art Gallery, 80 Whitechapel High Street, E1 7QX
- Restaurant/Café: (Khushbu), 74 Whitechapel High Street, London E1 7QX
- Fast food Restaurant, KFC Express, 84 Whitechapel High Street, E1 7QX
- Restaurant: SushinoEn, 2 White Church Lane, E1 7QR
- **Public House:** Bar Locks, 21 White Church Lane, E1 7QR

9.0 Assessment and information for the Locality

9.1 **Appendix 10** contains the Ward Profile of Whitechapel produced by the Corporate Research Unit in May 2014 to provide members with details in

relation to the locality of the premise. It should be noted that although this was produced in 2014 it is the most up-to-date profile available.

- 9.2 In regards to the "relevant locality":
 - The relevant locality was assessed as being within a 100 metre radius centred on the premises, 17-19 Whitechapel Road
 - The premises sits on the A11, one the capital's busiest roads
 - The vicinity is overwhelming commercial, with a smattering of accommodation
 - Opposite the premises is Altab Ali Park. The Council's maps show the area as St Mary's Gardens
- 9.3 The character of the locality:
 - The area has been assessed to have a commercial character with about 11% of the Borough's residents across the two wards: Spitalfields and Banglatown and Whitechapel
 - The premises is in Spitalfields and Banglatown ward, albeit on the boundary with Whitechapel ward
 - The wards profiles downloaded from the council's website are appended
 - Both wards abut the City of London and have a commercial character, and have about 11% of the Borough's population - according to their profiles

10.0 Other Sexual Entertainment Venues

10.1 The following premises have applied for Sexual Entertainment Venues under the new licensing Regime within Tower Hamlets:

Club Enviee (now 30 Alie Street, London, E1 8DA Flamingos)

• **Metropolis** 234 Cambridge Heath Road, London, E2

9NN

• Whites 32-38 Leman Street, London, E1 8EW

Gentleman's Club

• White Swan 556 Commercial Road, London, E14 7JD

11.0 Consultation

11.1 The application has been consulted on in accordance with the Local Government (Miscellaneous Provisions) Act 1982 (as amended) and the Tower Hamlets Sexual Entertainment Policy.

This has included:

- a) A site notice at the premises displayed by the applicant during the required period. A copy of the notice is appended as **Appendix 11**.
- b) A press advert was placed in the Docklands and East London Advertiser on the Thursday 1st June 2017, by the applicant, which is appended as **Appendix 12**.
- 11.2 The following is a list of those also consulted in regards to the application:
 - The Police
 - The Fire Brigade
 - Building Control
 - Health and Safety
 - Ward Councillors

12.0 Objections/Responses to the Consultation

- 12.1 The Licensing Authority is objecting to the renewal application and the Police are supporting the Licensing Authority in their objections. The objections have already been made available to the licence holder's legal representative and will also be made available to Members. The objections are due to the following reasons:
 - Alleged sexual assault between a Performer and a customer on 4th May 2017.
 - Evidence gained from a Test Purchase visits on the 11th May 2017.
 This shows a number of breaches of the Standard Conditions attached to this premises current Sexual Entertainment Licence.
- 12.2 The applicant has submitted additional documents in support of their application. These documents have been made available to the objectors and will also be made available to Members.
- 12.3 The Fire Brigade were consulted, please find below a summary of their comments.
 - None, no response received.
- 12.4 The Council expects the premises to have planning consent for the intended use and hours of operation, or otherwise have lawful planning status before making an application for a new licence. Building Control were consulted, please find below a summary of their comments.

- None, therefore it is assumed that all planning permissions are acceptable.
- 12.5 Health and Safety were consulted, please find below a summary of their comments.
 - None, no response received.
- 12.6 Ward Councillors were consulted, please find below a summary of their comments.
 - None, no response received.
- 12.7 Local residents (Members should note that no written public consultation is required for the renewal process), please find below a summary of their comments.
 - None

13.0 Licensing Authority Recommendations Following Consultation

13.1 Following objection from the Licensing Authority which is supported by the Police, Members are asked to consider the representations when determining the renewal application.

14.0 Summary of Premises and Licence History

- 14.1 A copy of the existing premises licence is available in **Appendix 1**.
- 14.2 The current licence holders ares Karpal Singh and Shamsher Singh.
- 14.3 The current Designated Premises Supervisor is Karpal Singh.

15.0 Complaints and Enforcement History

15.1 The premises has received the following complaints in the last 24 months:

Date	Complainant	Nature of Complaint
18/5/2017	Police to Licensing	Allegation of an incident that was reported to Police where a dancer at the venue has reported that she has been the victim of a serious sexual assault which took place on Thursday the 4th May 2017.
12/2/2016	Public to Trading Standards	The complainant claims that during a visit on 9 th February 2016 that he was charged extra for a strip dance that was advertised on their website and on premises as £10.

He states he understood that he would be charged £20, plus £4 (a 40% charge for paying by card). However, when he checked his receipt he found he had been charged £240. The venue refused to give a refund.
The complaint was investigated by Trading Standards. Licence holder clarified the £10 offer has lapsed and their website was due to be updated. The venue do not believe overcharging has occurred but willing to refund £40 as a goodwill gesture.

15.2 The premises has received the following visits by the Local Authority in the last 24 months:

Date	Authority (TS/Lic)	Nature of visit
12/6/2017	Licensing	Two Licensing Officers met with one of the licence holders and his legal representative to carry out a compliance check for the SEV renewal application.
17/10/2016	Licensing	Licensing Officer hand - delivered third SEV CCTV retention letter - Gave to PLH Mr Singh
17/10/2016	Licensing	Licensing Officer Visit at 15:30 to hand deliver letter a requesting retention of CCTV.
22/06/2016	Licensing	SEV renewal application inspection visit. A Licensing Officer met with the licence holder and his legal representative and found there to be no issues under either the SEV or the Licensing Act.
02/06/2016	Licensing	SEV renewal notice check. All ok
04/03/2016	Trading Standards	Visit to investigate a complaint of overcharging on 09/02/2016.
06/11/2015	Licensing, Trading Standards and Police	Conditions check – All complied with (including pricing)

15.3 The premises has been subject to the following enforcement actions in the last 12 months:

Date	Authority (TS/Lic)	Nature of Enforcement
None	N/a	N/a

16.0 Policy - Appropriate Number of Sexual Entertainment Venues

- 16.1 The Council has determined that there are a sufficient number of sex shops, sex cinemas and sexual entertainment venues currently operating in the borough and it does not want to see an increase in the numbers of premises that are currently providing these activities.
- 16.2 The Council intends to adopt a policy to limit the number of sexual entertainment venues in the borough to nil however it recognises that there are a number of businesses that have been providing sexual entertainment in Tower Hamlets for several years. The Council will not apply this limitation when considering applications for premises that were already trading with express permission for the type of entertainment which is now defined as sexual entertainment on the date that the licensing provisions were adopted by the authority if they can demonstrate in their application:
 - High standards of management;
 - A management structure and capacity to operate the venue;
 - The ability to adhere to the standard conditions for sex establishments.
- 16.3 The Council will consider each application on its merit although new applicants will have to demonstrate why the Council should depart from its policy. Furthermore if any of the existing premises cease trading there is no presumption that the Council will consider any new applications more favourably.

17.0 Home Office Guidance

- 17.1 The Home Office issued guidance to local authorities in March 2010 to assist local authorities in carrying out their functions under the Act.
- 17.2 The Council can refuse applications on grounds related to an assessment of the relevant locality. A licence can be refused if either, at the time the application is determined the number of Sexual Entertainment Venues, or Sexual Entertainment Venues of a particular kind, in the relevant locality is equal to or exceeds the number that the authority considers appropriate for that locality; or that a Sexual Entertainment Venue would be inappropriate having regard to the character of the relevant locality, the use to which any premises in the vicinity are put or the layout, character or condition of the premises. Nil may be the appropriate number.
- 17.3 The decision regarding what constitutes the 'relevant locality' is a matter for the Council. However, such questions must be decided on the facts of the individual application.

17.4 Once the Council has determined the relevant locality, it should seek to make an assessment of the 'character' of the relevant locality and how many, if any, Sexual Entertainment Venues, or Sexual Entertainment Venues of a particular kind, it considers appropriate for that relevant locality.

18.0 Licence Conditions

- 18.1 Once the Council has decided to grant a licence they are able to impose terms, conditions and restrictions on that licence, either in the form of conditions specific to the individual licence under paragraph 8 of Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982, or standard conditions applicable to all Sexual Entertainment Venues, or particular types of Sexual Entertainment Venues.
- 18.2 Where the Council decides to produce standard conditions under paragraph 13 they will apply to every licence granted, renewed or transferred by the authority unless they have been expressly excluded or varied.
- 18.3 Most sexual entertainment venues will require a Licensing Act 2003 licence as well as a Sexual Entertainment Venue licence. Where this is the case, local authorities should avoid duplicating licence conditions and should ensure that conditions imposed on the each licence are relevant to the activities authorised by that licence. For example, conditions relating to the sale of alcohol should only appear on a premises licences or clubs premises certificate and should not be imposed on sexual entertainment venue licence. Likewise, conditions relating the provisions of relevant entertainment should appear on the sexual entertainment venue licence and not a premises licence or club premises certificate. Local authorities should also avoid imposing conditions on either licence that are contradictory.
- 18.4 In many cases licences granted under the 2003 Act to existing operators will contain conditions that relate expressly and exclusively to the provision of relevant entertainment. Such a condition might prohibit contact between a performer and customer during a lap dance. In these cases, in order to avoid duplication, where conditions on premises licences or club premises certificates relate only to the provision of relevant entertainment, they shall be read as if they were deleted from the 3rd appointed day onwards.
- 18.5 In cases where conditions on a premises licence or clubs premises certificate are inconsistent with, and less onerous than, the conditions in the licence granted under the 1982 Act they shall likewise be read as though they have been deleted.

19.0 Sexual Entertainment Venues and Determination

- 19.1 Members should consider the relevant legislation; the Council's SEV Policy and Standard Conditions (see Appendix 13 and Appendix 1 respectively).
- 19.2 A copy of LBTH Sexual Entertainment Venue Policy is produced in **Appendix 13** for Member's information.

20.0 Legal Comments

- 20.1 The Council may refuse an application for the grant or renewal of a licence on one or more of the grounds specified below (Sch 3 of the LGMPA 1982 as amended ('the Act')).
- 20.2 The Committee has to refuse the application if any of the following grounds for refusal apply under para. 12(2) of Schedule 3 of the Act.
- 20.2 The mandatory grounds for refusal are as follows:
 - (a) to a person under the age of 18; or
 - (b) to a person who is for the time being disqualified under paragraph 17(3) below; or
 - (c) to a person, other than a body corporate, who is not resident in an EEA state or was not so resident throughout the period of six months immediately preceding the date when the application was made; or
 - (d) to a body corporate which is not incorporated in an EEA state 1 : or
 - (e) to a person who has, within a period of 12 months immediately preceding the date when the application was made, been refused the grant or renewal of a licence for the premises, vehicle, vessel or stall in respect of which the application is made, unless the refusal has been reversed on appeal.
- 20.4 The Committee has discretion to refuse the application if any of the following grounds for refusal apply under para. 12(3) of Schedule 3 of the Act.
- 20.5 The discretionary grounds for refusal are as follows:
 - the applicant is unsuitable to hold a licence by reason of having been convicted of an offence or for any other reason;
 - (b) that if the licence were to be granted, renewed or transferred, the business to which it relates would be managed by or carried on for the benefit of a person other

- than the applicant who would have been refused a licence if they had applied themselves;
- (c) that the number of sex establishments, or of sex establishments of a particular kind, in the relevant locality at the time the application is determined is equal to or exceeds the number which the authority consider is appropriate for that locality; or
- (d) the grant or renewal of licence would be inappropriate because of:
 - i. the character of the relevant locality;
 - ii. the use to which the premises in the vicinity are put; or
 - iii. the layout, character or condition of the premises, vehicle, vessel or stall in respect of which the application is made.

(In relation to premises, 'the relevant locality' means the locality where the premises are situated).

- 20.6 There is a right of appeal to the Magistrates' Court, as set out in para. 27 of Schedule 3 of the Act.
- 20.7 The Committee should only consider those comments within the letters of objection or made orally at the hearing which are relevant to the mandatory or discretionary grounds for refusal.

21.0 Finance Comments

21.1 The Chief Finance Officer has been consulted on this report and has no additional comments to make.

22.0 Additional information requested by Members

22.1 Additional information has been sought by Members to ascertain if the area around The Nags Head, 17-19 Whitechapel Road, London, E1 1DU has changed with regard to the balance of commercial and residential properties. This information is contained in **Appendix 14.**

23.0 Appendices

Appendix 1	A copy of the existing SEV Licence (including the LBTH Standard Conditions)	
Appendix 2	A copy of the existing Premises Licence	
Appendix 3	A copy of the renewal application	
Appendix 4	Maps of the premises showing the site location	
Appendix 5	Location plan and internal layout plans of the premises	
Appendix 6	Compliance Visit Checklist	
Appendix 7	Photographs of the premises	
Appendix 8	Code of Conduct for Performers, Code of Conduct for Customers (House Rules) and Dancers Welfare Policy	
Appendix 9	Vicinity Map	
Appendix 10	Ward profile for Spitalfields and Banglatown	
Appendix 11	Copy of Site Notice	
Appendix 12	Copy of Press Advert	
Appendix 13	Copy of LBTH SEV Policy	
Appendix 14	Information for Members	
Appendix 15	Restricted witness statements (contained in a Supplemental Agenda pack)	
Appendix 16	Supporting documents submitted on behalf of the Applicants (contained in a Supplemental Agenda pack)	