

Licensing Committee Supplementary Information



Date: Thursday, 22 October 2020

Time: 10.00 am

Venue: Virtual Meeting - Zoom Committee Meeting
with Public Access via YouTube

7. Sex Establishment Policy Consultation Outcome Report

The Committee is asked to note the results of the consultation.

(Pages 2 - 425)

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Date: Thursday, 15 October 2020



BRISTOL CITY COUNCIL

Licensing Committee

22 October 2020

Report of: Executive Director: Growth & Regeneration

Title: Sex Establishment Policy Consultation

Ward: Citywide

Officer Presenting Report: Nick Carter

Contact Telephone Number: 0117 3574900

RECOMMENDATION

That the Licensing Committee agree to:

(1) Note and accept the results of the consultation.

Summary

1. The Local Government (Miscellaneous Provisions) Act 1982 allows the Council, as the Licensing Authority, to develop and implement a policy in respect of exercising its functions under the Act. The Council adopted additional provisions in respect of Sexual Entertainment Venues in 2011. The current policy covers only Sexual Entertainment Venues and has not been reviewed since 2011.

2. There is no statutory requirement to review a Sex Establishment Policy however it is good practice to review policy on a periodic basis.

The significant issues in the report are:

- The consultation was undertaken between August and November 2019 and received a high number of responses.

Policy

3. The Sex Establishment Policy must comply with the requirements of the Local Government (Miscellaneous Provisions) Act 1982 (the Act). The Act defines the type of activity which can be regulated, but does not specify a requirement for a policy or review of any such policy.

4. The Council adopted additional parts of the Local Government (Miscellaneous Provisions) Act 1982 in 2011 which gave it the ability to control and regulate Sexual Entertainment Venues. A policy was developed at that time which resulted in three sexual entertainment venues becoming licensed under the legislation, along with the five existing sex shops already covered by the same Act. It has not been reviewed since this date.
5. There are now two licensed sexual entertainment venues and two licensed sex shops within Bristol City Council's administrative area. There are currently no licensed sex cinemas.

Context

6. Decisions in respect of this policy are not an executive function, and are dealt with by the Licensing Committee.
7. A working group was set up in 2016 by the Licensing Committee to review the policy. The working group met a number of times and considered a range of information before putting a draft policy out for consultation.
8. The consultation was open between 16 August 2019 and 10 November 2019. It sought responses from the public to questions around the policy approach as well as specific areas of the policy. 1046 responses were received.
9. The consultation was available online, and paper copies of the questions and alternative accessible formats were available on request. The questionnaire was publicised through media, social media and communications with the public including relevant responsible authorities, equalities groups, and stakeholders.
10. Additional comments were also received outside of the consultation questions, details of which are included in the attached detailed report.
11. A total of 49 responses were received to the consultation outside of the 12 week consultation period and which are included within the results. These were submitted between 11 November 2019 and 11 December 2019, with the majority being submitted within one week of the closing date.
12. The questions were also distributed to the Citizen Panel for response and those results are included separately in this document. The survey was sent to 1213 panel members and 425 completed it, giving a 35% response rate.

13. The full details of the responses are in the report and Appendices attached at **Appendix A**. Some of the information in the Appendices of the report is restricted as the contributors have not given permission for it or their details to be made available to the public, however all the information in full has been made available to the members of this committee.

Consultation

14. There are no requirements as to who should be consulted in respect of a Sex Establishment Policy under the Act, however officers consulted with a broad range of persons and bodies including:

- The Chief Officer of Police
- The Police and Crime Commissioner
- Avon Fire and Rescue
- Members of the Public
- Persons involved in the types of premises which are regulated
- Equalities Groups
- Neighbourhood groups
- Business groups
- Citizen Panel

15. Internal

The views and guidance of the following Council teams were sought:

- Children and Families Services
- Public Health
- Pollution Control

Proposal

16. The committee is asked to note the results of the consultation.

Other Options Considered

17. Do nothing: The policy could be left in place with no changes.

Risk Assessment

The risks associated with the implementation of the recommendations of the report							
No	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Criticism that an appropriate consultation has not been undertaken	Medium	Low	Demonstrate that Bristol City Council has followed a clear and comprehensive consultation process	Low	Low	

The risks associated with <u>not</u> implementing the recommendations of the report							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	The Council could be criticised for not taking into account the consultation process that it has undertaken	High	High	Demonstrate that the consultation has been considered as part of any decisions taken	Medium	Medium	

Public Sector Equality Duties

15a. Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of

people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);

- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.

15b. Officers have completed an Equalities Impact Assessment which will be reviewed in light of the consultation results.

Legal and Resource Implications

Legal

Local Authorities are not bound to have a sexual establishment policy but may have one if they wish to do so. Any policy must not prevent individual applications from being considered on their own merits at the time they are made.

A consultation has taken place and the outcomes of this should be conscientiously taken into account by the committee when making decisions about the policy

Financial

Not applicable

Personnel

Not applicable

Appendices:

Appendix A Detailed Consultation Report and Appendices

**LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985
Background Papers:**

Licensing Service

Sex Establishment Policy Review



Consultation Survey Responses and Results

Draft report v1.1

15 October 2020



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1. Summary

S1 Sex Establishment Policy Review

The Council adopted additional parts of the Local Government (Miscellaneous Provisions) Act 1982 in 2011 which gave it the ability to control and regulate Sex Establishments. Five premises operated as venues offering sexual entertainment at that time. A policy was developed at that time which resulted in three sexual entertainment venue premises becoming licensed under the legislation, along with the four existing sex shops already covered by the same Act.

Currently there are two licensed sexual entertainment venues and two licensed sex shops within Bristol City Council's administrative area. There are currently no licensed sex cinemas.

The Council is undertaking a review of the policy and as part of this review the Council engaged with the public and stakeholders in a variety of ways, inviting comments from previous stakeholders, through a questionnaire requesting general views on sex establishments as well as opinions about specific locations in the Council's administrative area, and finally through a 12 week consultation by way of a number of questions seeking views on the draft policy published alongside it.

S2 Consultation

The consultation was open for 12 weeks between 16 August 2019 and 10 November 2019 and sought responses from the public to questions around the policy approach as well as specific areas of the policy. 1,046 responses were received.

The consultation was available online, and paper copies of the questions and alternative accessible formats were available on request. The questionnaire was publicised through media, social media and communications with the public including relevant responsible authorities, equalities groups, and stakeholders.

Additional comments were also received outside of the consultation questions, details of which are included in this report.

A total of 49 responses were received to the consultation outside of the 12 week consultation period which have been included within the results below. These were submitted between 11 November 2019 and 11 December 2019, with the majority being submitted within one week of the closing date.

The questions were also distributed to the Citizen Panel for response and those results are included separately in this document. The survey was sent to 1,213 panel members and 425 completed it, giving a 35% response rate.

S3 Scope

This report presents the findings of the sex establishment’s consultation. It includes the overall responses to the consultation.

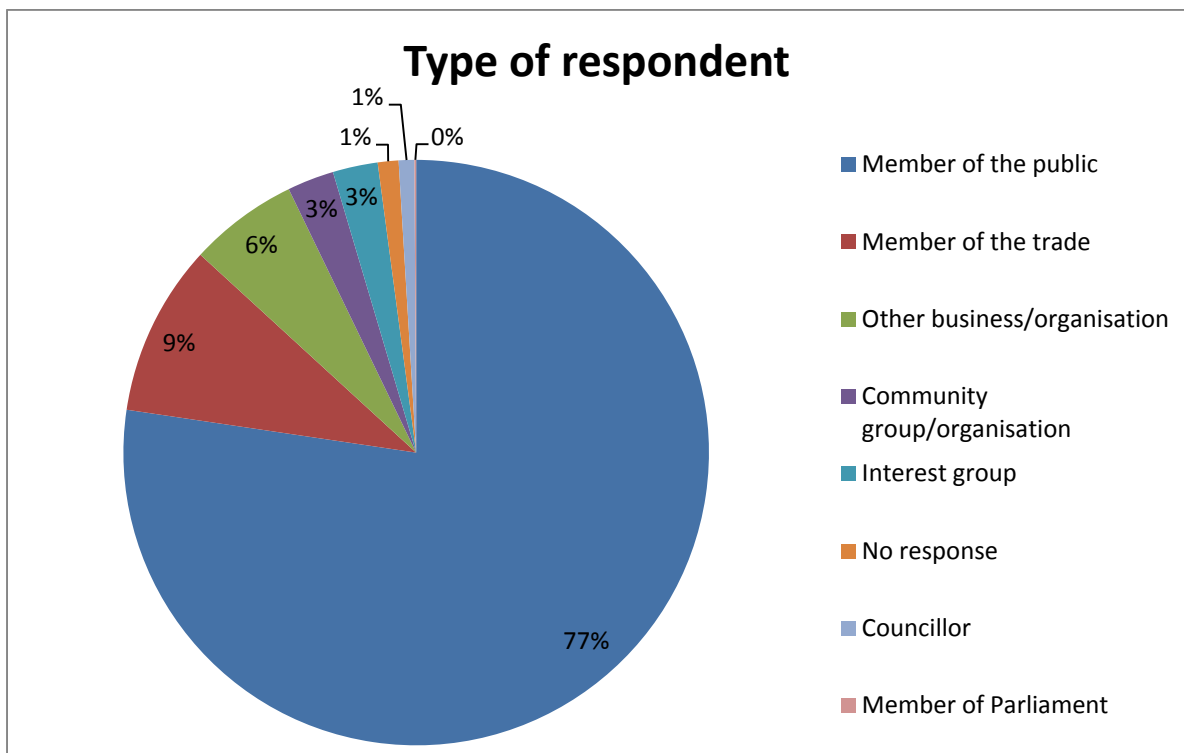
The results are broken down into consultation responses to the survey, and Citizen Panel responses and which are displayed in separate graphs.

2. Response rate and respondent characteristics

2.1 Response rate

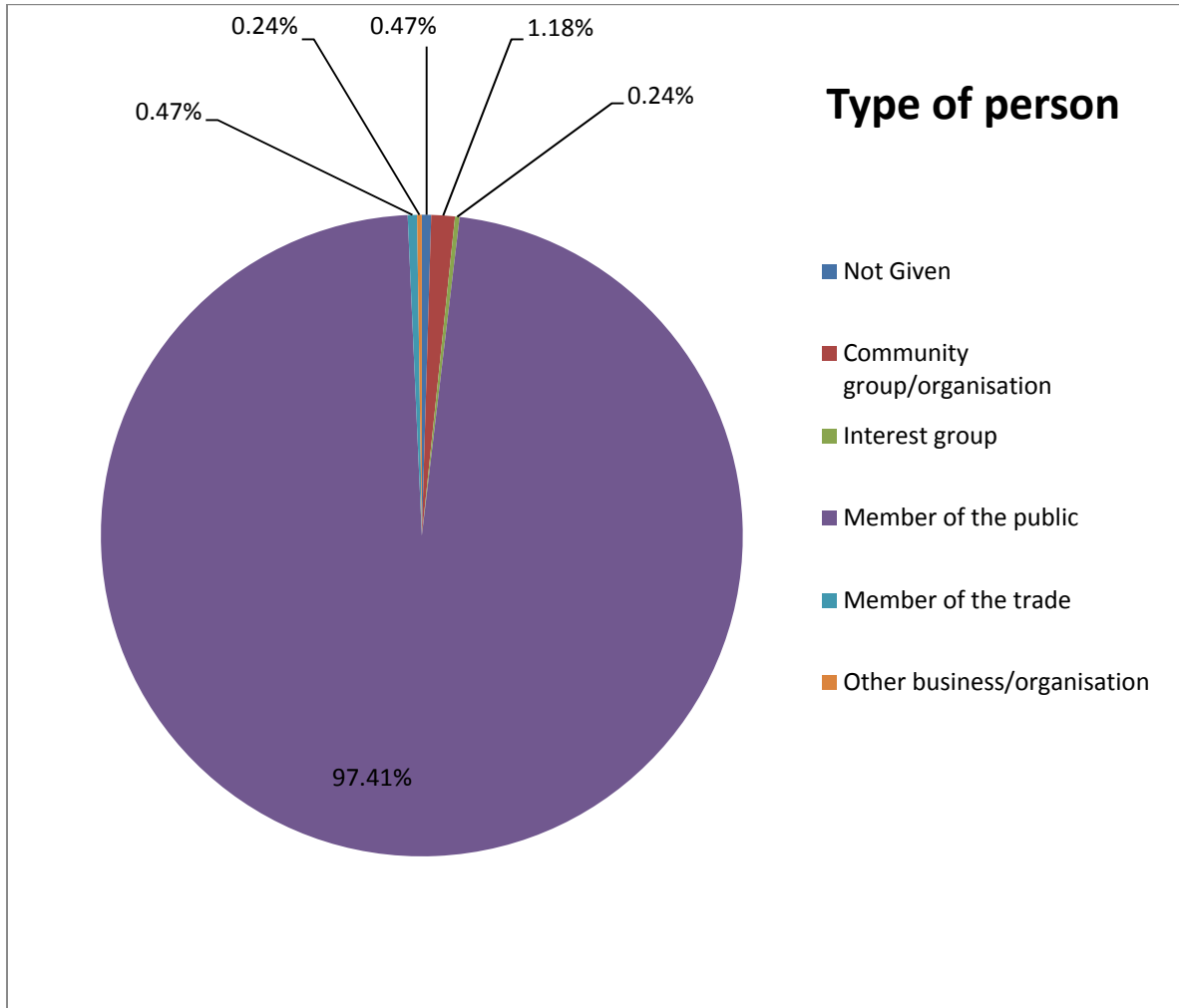
1046 responses were received to the consultation via the online and paper based survey.

The majority of respondents were members of the public at 77%. 9% of respondents were members of the trade. 6% were from other businesses or organisations. 6% were from community groups/organisations or interest groups. A total of 9 councillors and 1 MP answered the survey.



425 responses were received from the Citizen Panel, representing 35% of the membership.

The vast majority of respondents were members of the public.



2.2 Respondent characteristics

Consultation

The majority of people answered one or more of the equalities monitoring questions.

The majority of respondents were between the ages of 25-44 with a total of 45% in these age ranges.

50% of respondents were female. 33% of respondents were male, and 17% either preferred not to say, or included a comment without saying which sex they are. A total of 7 respondents were with transgender or non-binary.

A full breakdown of consultation respondent characteristics is found in Table 1 below.

Location

It is important to note that of 1046 respondents to the consultation only 60% of the responses were from within the Bristol postcode area. 231 respondents (22%) did not give their postcode or a valid postcode. The remaining respondents come from across the UK, and 4 from the USA.

Postcode location	Count	Percentage
Bristol	635	61%
Bath	40	4%
Newport	10	1%
Taunton	6	0%
Cardiff	12	1%
Other / Not given	343	33%
Grand Total	1046	

Citizen Panel

The majority of people answered one or more of the equalities monitoring questions.

More than 50% of the respondents were between the ages of 55-74.

The majority of respondents (50%) were male. 46% were female, and 4% were of another sex or preferred not to say.

A full breakdown of Citizen Panel respondent characteristics is found in Table 2 below.

2.3.1 Table 1: respondent characteristics - all responses to the survey

	Respondent characteristic	Number of responses to questionnaire	% responses to equalities question
Age	18-24	81	8%
	25-34	254	24%
	35-44	215	21%
	45-54	151	14%
	55-64	141	14%
	65-74	51	5%
	75-84	10	1%
	85 or over	3	<1%
	Not given	140	13%
Gender	Female	523	52%
	Male	340	34%
	Prefer not to say	129	13%
	Other	17	2%
Transgender	Yes	13	1%
	No	858	86%
	Prefer not to say	131	13%
Ethnicity	White British / English / Irish / Scottish	743	71%
	Other White	49	5%
	Mixed / Multi ethnic group	27	3%
	Black / African / Caribbean / Black British	18	2%
	Asian / Asian British	12	1%
	Gypsy / Roma / Irish Traveller	5	<1%
	English	1	<1%
	Other ethnic group	1	<1%
	Not given	190	18%
Disability	Yes	95	9%
	No	789	75%
	Prefer not to say	123	12%
	No response to question	39	4%
Religion	No religion	572	55%
	Christian	172	16%
	Buddhist	9	1%
	Hindu	3	<1%
	Jewish	9	1%
	Muslim	9	1%
	Sikh	1	<1%
	Any other religion or belief	33	3%
	Not given	238	23%
Sexual orientation	Heterosexual (straight)	629	60%
	Bisexual	102	10%
	Gay Man	32	3%
	Gay woman/lesbian	27	3%
	Other	6	<1%
	Not given	250	24%

2.3.2 Table 2: Citizen Panel respondent characteristics - all responses to the survey

	Respondent characteristic	Number of responses to questionnaire	% responses to equalities question
Age	18-24	3	<1%
	25-34	36	8%
	35-44	43	10%
	45-54	73	17%
	55-64	103	24%
	65-74	113	27%
	75-84	39	9%
	85 or over	2	<1%
	Not given	13	3%
Gender	Female	195	46%
	Male	213	50%
	Other	1	<1%
	Not given/ Prefer not to say	16	4%
Ethnicity	White British / English / Irish / Scottish / Other	342	81%
	White Minority Ethnic	40	10%
	Black and Minority Ethnic (BAME)	14	3%
	Not given / prefer not to say	29	7%
Disability	Yes	56	13%
	No	350	82%
	Prefer not to say	14	3%
	No response to question	5	1%
Religion	No religion	204	48%
	Christian	158	37%
	Buddhist	7	2%
	Hindu	1	<1%
	Jewish	4	1%
	Muslim	1	<1%
	Sikh	1	<1%
	Any other religion or belief	16	4%
	Not given / prefer not to say	32	8%
Sexual orientation	Heterosexual (straight)	342	80%
	Bisexual	13	3%
	Gay Man	11	3%
	Gay woman/lesbian	9	2%
	Other	3	1%
	Not given / prefer not to say	47	9%

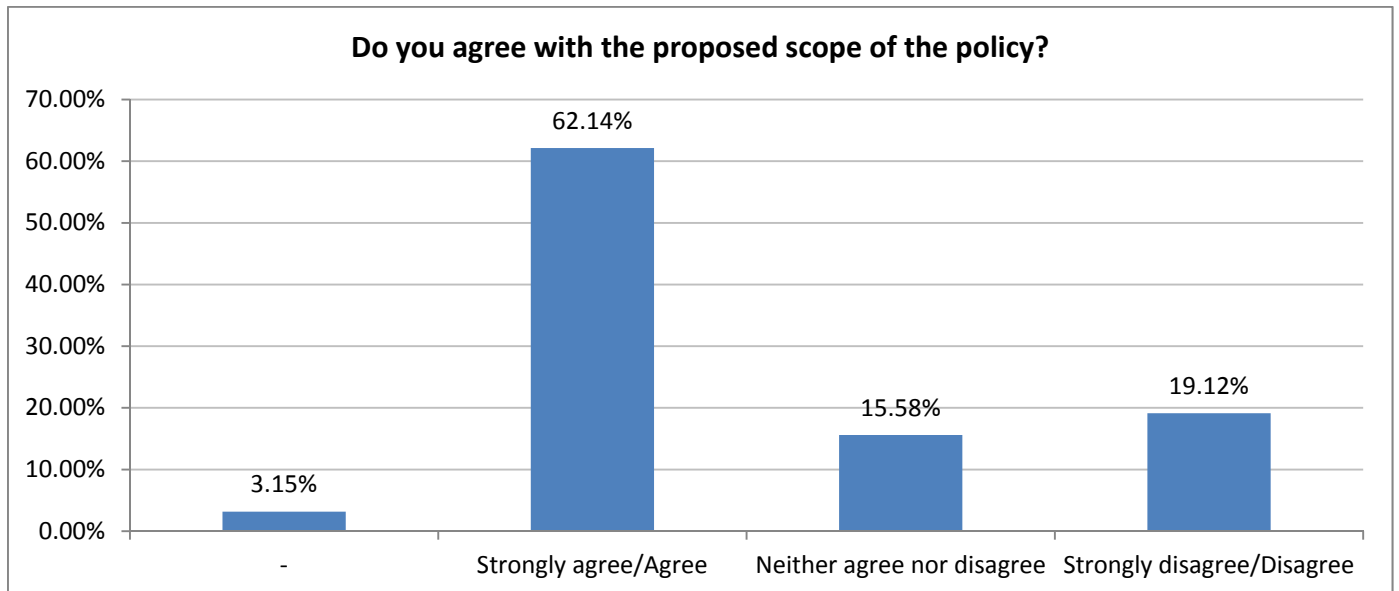
3. Survey Responses to the questions

3.1 Introduction

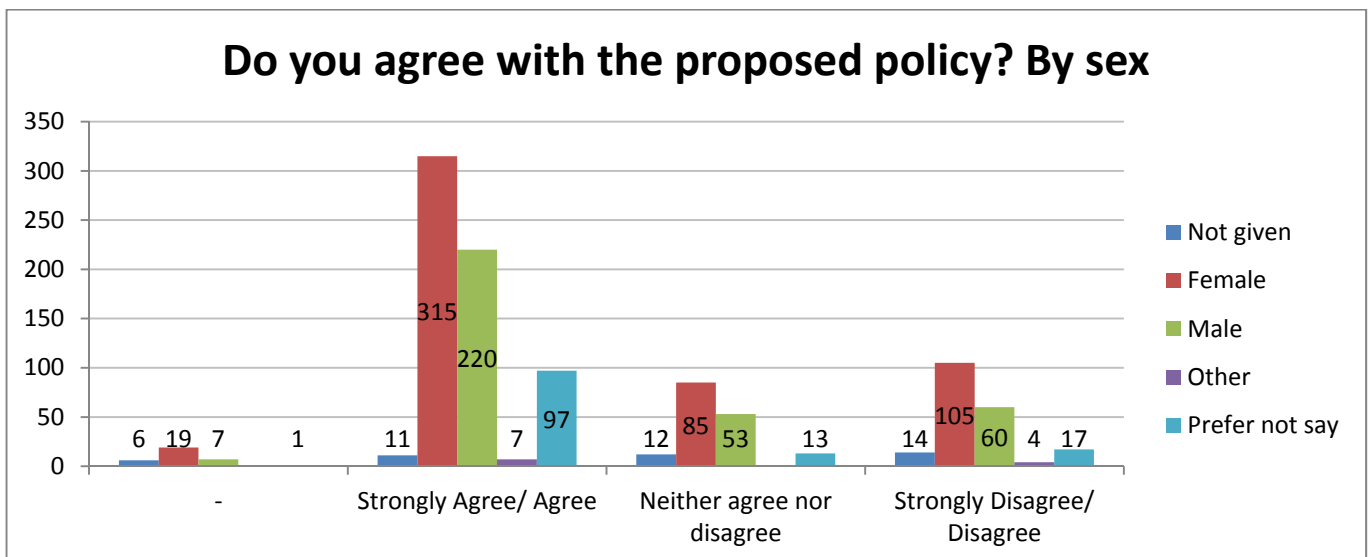
The consultation survey had a number of questions relating to the proposed policy overall as well as specific elements of the policy such as conditions, and numbers of premises in defined localities. There were a number of supporting documents provided with the survey, including the proposed policy, equalities impact assessment, proposed conditions, summary of changes, and plain English descriptions.

3.2 Do you agree with the proposed scope of the policy?

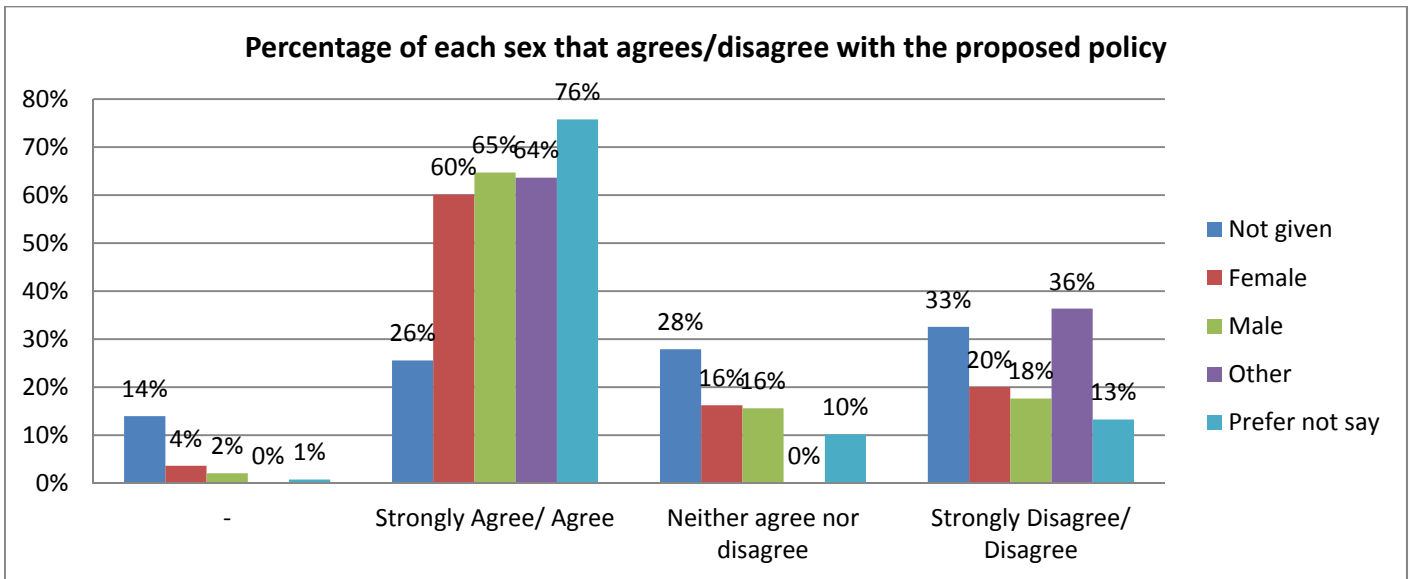
Respondents were asked whether they agreed with the proposed scope of the policy. Overall, the majority of people (62%) agreed or strongly agreed with the proposed policy. 16% neither agreed nor disagreed, and 19% disagreed, or strongly disagreed with the policy.



Looking at the split by sex, it can be seen that the majority of respondents were women, and agreed with the proposed policy.

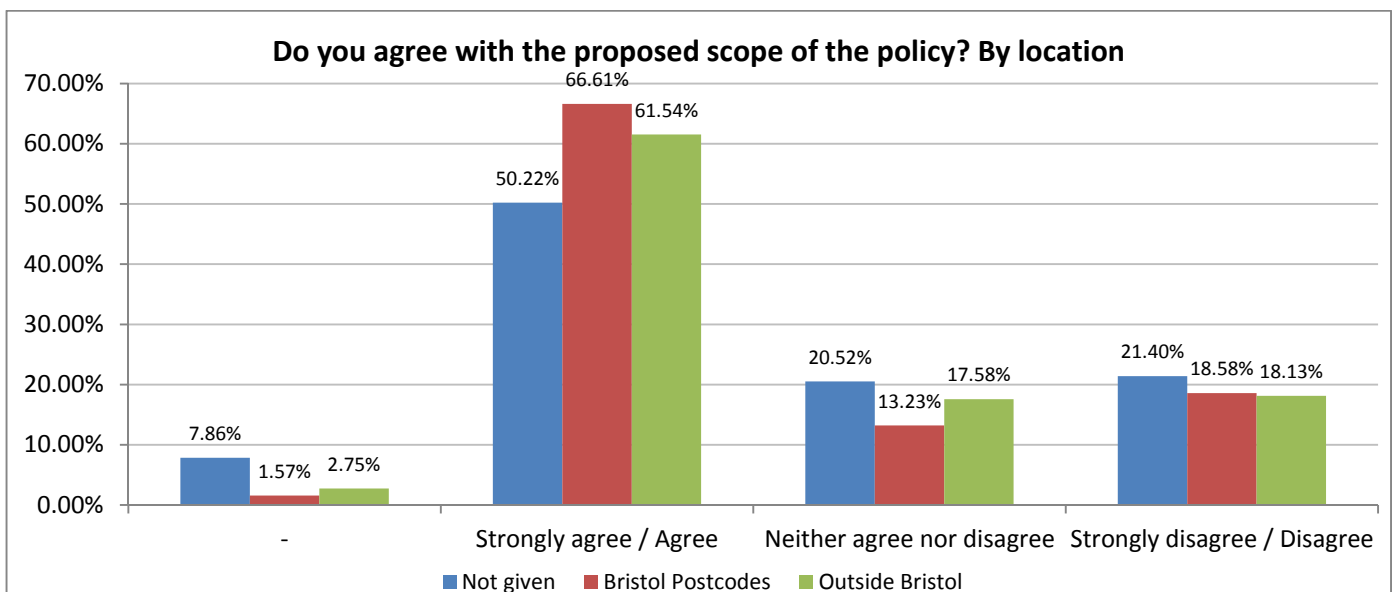


By looking the percentage that each sex agreed/disagreed with the proposed policy, it can be seen that almost all the sexes agreed with the proposed scope of the policy more than disagreed with it.



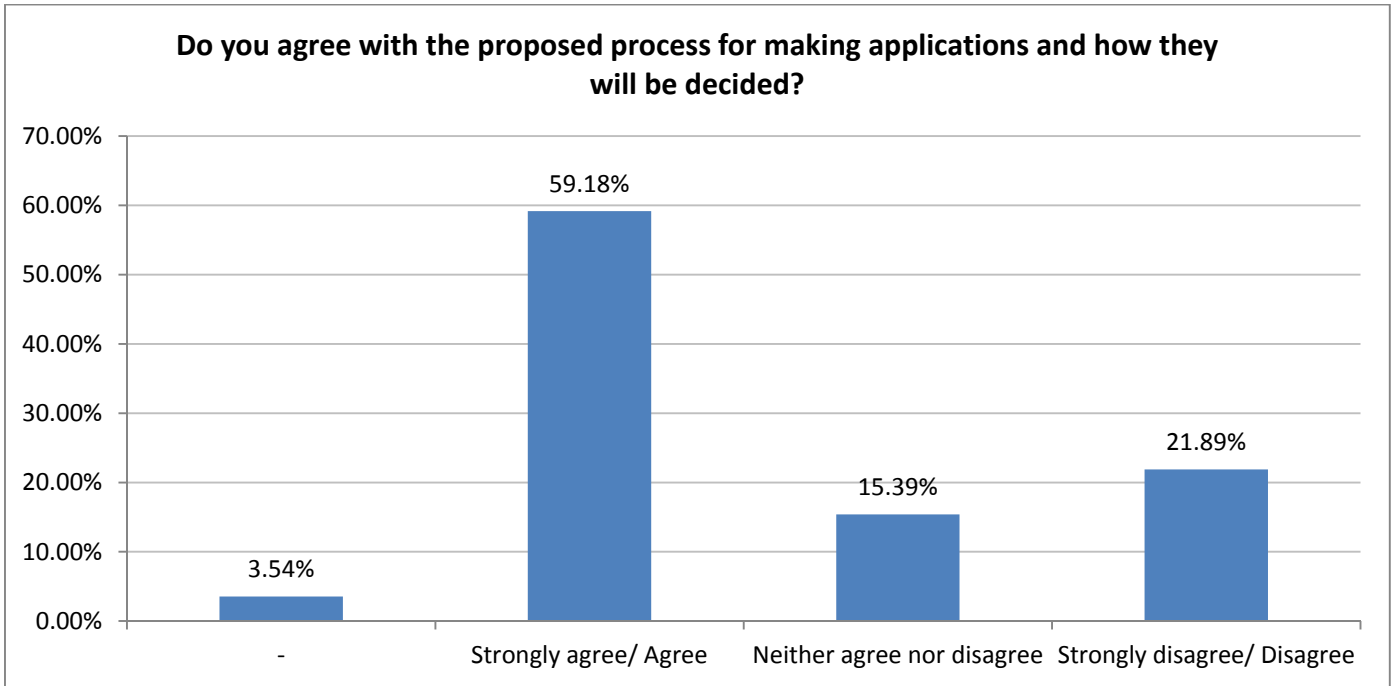
Response	Female	Male
Not responded	4%	2%
Strongly Agree/ Agree	60%	65%
Neither agree nor disagree	16%	16%
Strongly Disagree/ Disagree	20%	18%

When respondents were grouped by location (Bristol Postcodes vs non-Bristol postcodes) it can be seen that those from Bristol are more likely to agree with the scope of the proposed policy than those who live outside Bristol. Those who have not given their postcode are the least likely to agree with the scope of the proposed policy.

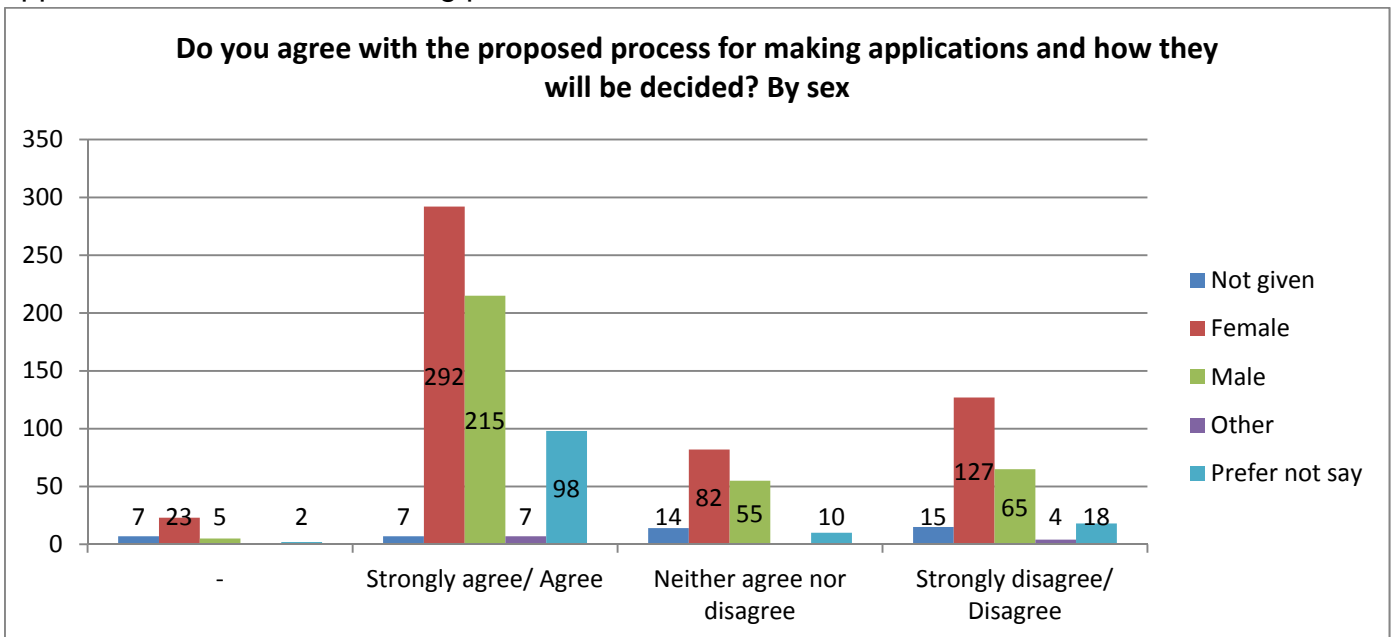


3.3 Do you agree with the proposed process for making applications and how they will be decided?

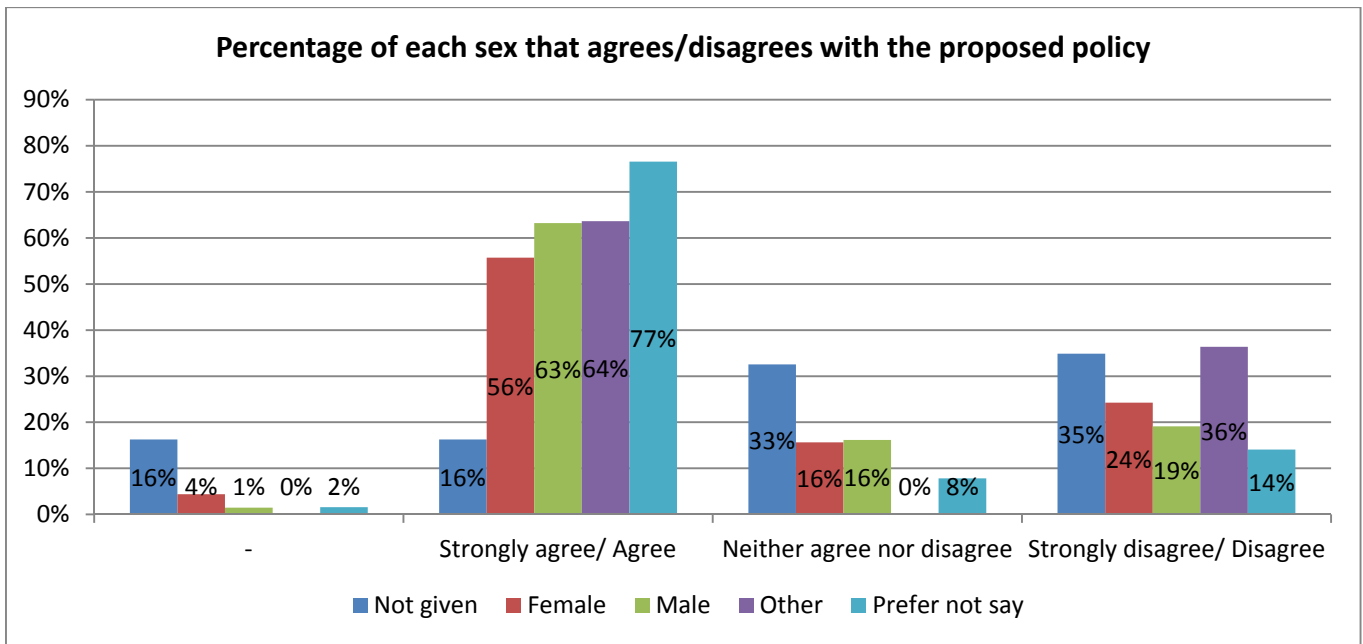
Respondents were asked whether they agreed with the application and decision making process set out in the proposed policy. The majority of respondents (59%) agreed or strongly agreed with the proposed process.



Looking at the split by sex, it can be seen that the majority of all sexes agreed with the proposed application and decision making process.



By looking the percentage that each sex agreed/disagreed with the proposed process, it can be seen that the majority of people agreed with the proposed process.



Response	Female	Male
-	4%	1%
Strongly agree/ Agree	56%	63%
Neither agree nor disagree	16%	16%
Strongly disagree/ Disagree	24%	19%

3.3.1 Comments

There were a total of 244 comments on this question. The main themes of the comments were:

Theme	Number of mentions	Explanation
Licences should last longer	56	These were related to the policy wanting licences renewed every year which is expensive, costing both the venue and the council money. This was linked to the worker's rights comments with respect to job security and fear of loss of income.
Supporting SEV worker's rights and choices	33	These were both in relation to the fact that the dancers have chosen to work in the sex industry, and that the policy should be based more on ensuring the working rights of the dancers.
SEVs are sexist	31	These were in relation to the belief that SEVs contribute to increased sexual abuse, domestic violence and exploitation of women and girls. These comments also bring up that SEVs create a culture of objectification and commodification of women's bodies. They believe that

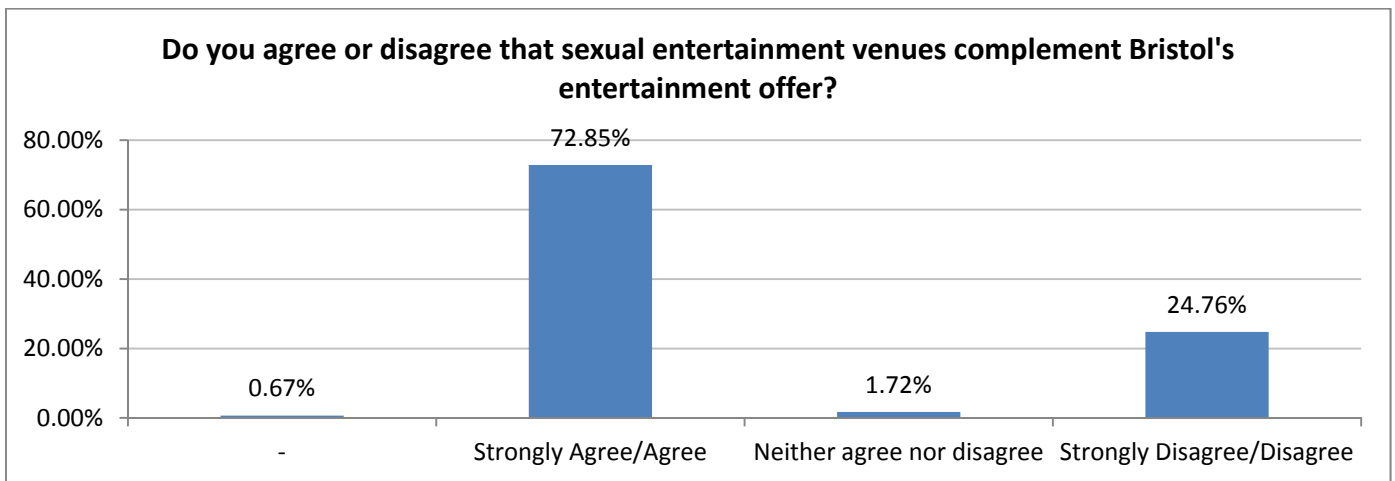
		these venues are not part of the type of society Bristol should be.
Supportive of SEVs	27	Many of these comments were linked to supporting the workers in the venues and that they should be able to have a livelihood. The money they bring into the city was also mentioned.
Against SEVs	23	These comments were linked to the view that SEVs perpetuate a misogynistic society and increased sexual violence and exploitation.
Supportive of a nil cap	23	These comments were linked to the view that SEVs perpetuate a misogynistic society and increased sexual violence and exploitation. They therefore thought there should be no SEVs.
Want to change some of the language of the policy	19	These comments wanted some of the wording of the policy changed
Issues with committee or hearings	13	These comments raised issues with the current or proposed committees or hearings held.
The current policy is working, don't change it	10	
Regulating of SEVs is important	8	
There should be public access to SEV applications	8	
There should be the ability to object to applications online	8	
Experienced managers should be allowed to run SEVs	6	
Unlicensed brothels and massage parlours	6	
Issues with the survey or consultation	5	
Licensing fees too high	3	
Supporting proposed policy	3	
Freedom to choose to visit SEVs	1	
Query about number of SEVs in certain areas	1	

Want more SEVs	1
Against proposed policy	1

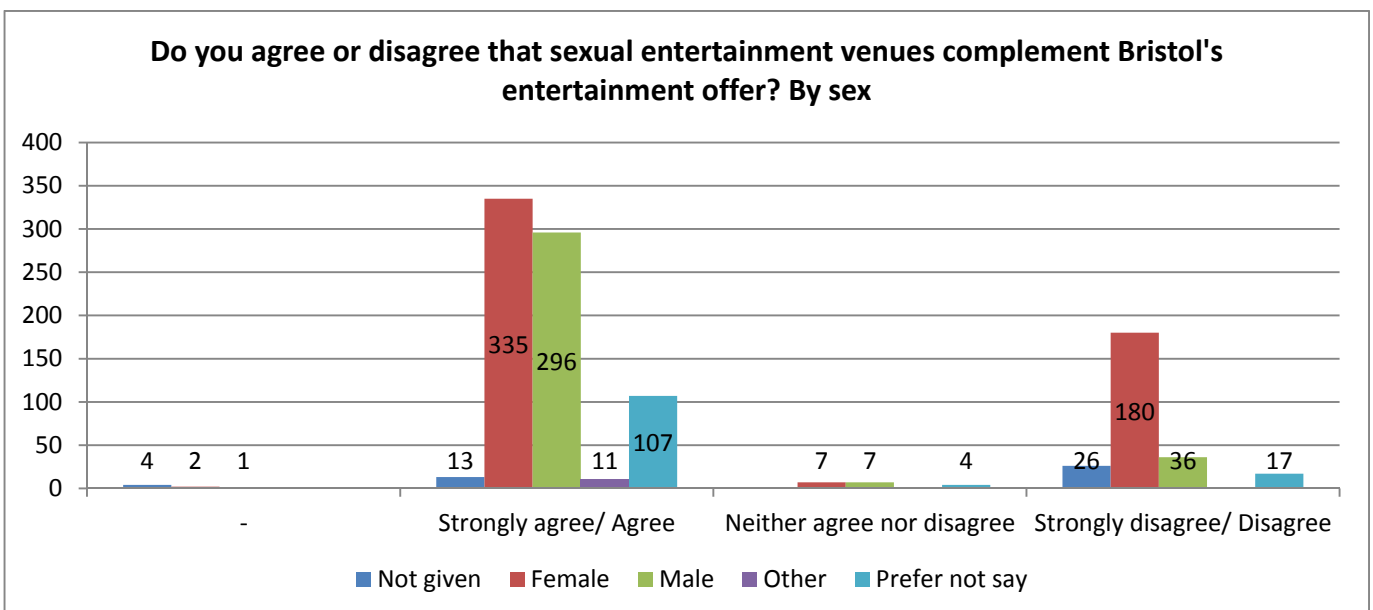
The comments made on this question are attached in full at **Appendix A**.

3.4 Do you agree or disagree that sexual entertainment venues complement Bristol's entertainment offer?

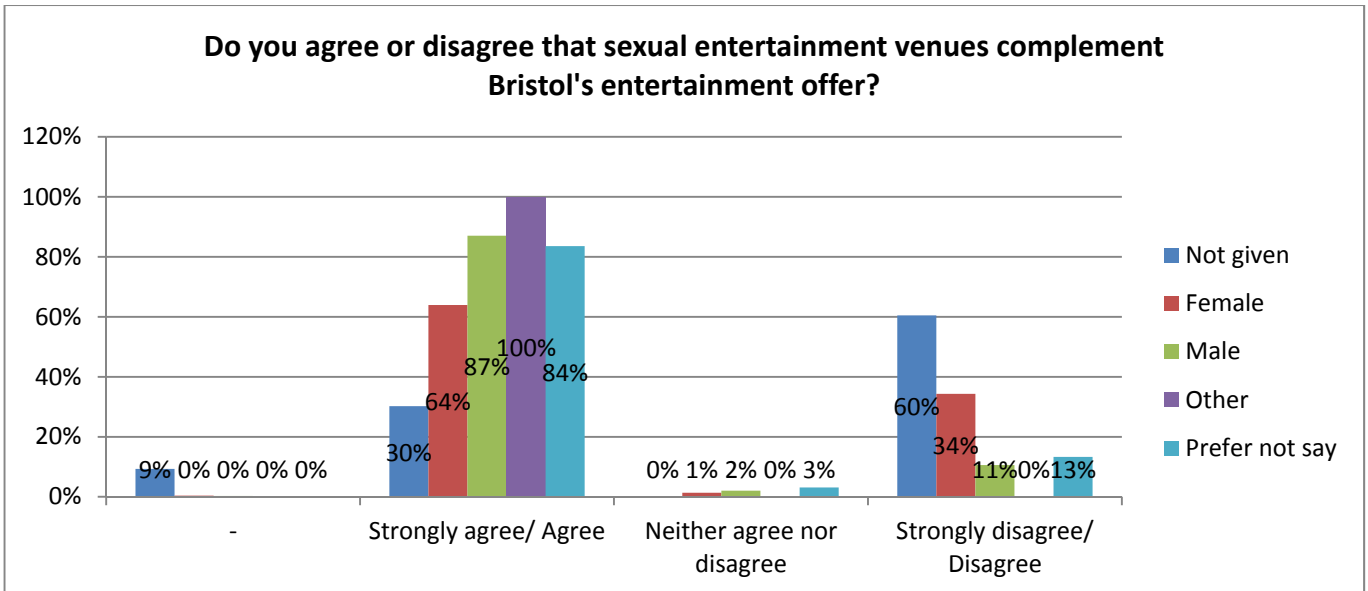
This question focused solely on sexual entertainment venues, and whether respondents felt they complemented Bristol's entertainment offer. 73% of respondents agreed or strongly agreed that SEVs compliment Bristol's entertainment offer.



Looking at the split by sex, it can be seen that the majority of all sexes agreed that SEVs complemented Bristol's entertainment offer. More females than males agreed with this statement, and more females than males disagreed, however both groups overall agreed more than disagreed.



By looking the percentage that each sex agreed/disagreed with the statement, it can be seen that there is a large difference between male and females respondents. 87% of men and 63% of females agree with the statement. Both sexes agree with this statement more than in any other question, but males agree with this statement much more than females.



Response	Female	Male
Not responded	<1%	<1%
Strongly agree/ Agree	64%	87%
Neither agree nor disagree	1%	2%
Strongly disagree/ Disagree	34%	11%

3.4.1 Comments

There were a total of 293 comments in response to this question. The main themes were:

Theme	Number of mentions	Explanation
Agree with question	136	These comments agreed with the idea that SEVs complement Bristol's entertainment offer.
SEVs are sexist	80	These comments reiterate the belief that SEVs are sexist and promote sexual exploitation.
Against SEVs	48	These comments are linked with the view that SEVs are sexist, and so are against having SEVs in Bristol.
SEVs bring in people and money to Bristol	44	These comments support SEVs and that they bring in people and money. Lots of these comments mentioned stag/hen parties and the tourism and money that goes

		along with this.
Disagree with question	42	These comments are related to SEVs being “repellent”, “seedy” or “tacky”. Some of them are also directly linked to the belief that SEVs are sexist.
Supporting SEVs	11	These comments range in reasons for supporting SEVs.
SEV worker’s rights	10	These comments expressed that the dancers choose to work there, and the possibility of their work going underground is the licenced SEVs are banned.
Sexual harassment, abuse, violence	7	These comments are linked with the SEVs are sexist comments, linking SEVs with sexual harassment, abuse and violence.
SEVs need regulation	6	
Unlicensed brothels	5	These comments were about the fact the SEVs are legal and BCC are focused on putting conditions on these licences, however there are no licences or repercussion for the illegal brothels or massage parlours in the city.
Banning SEV will make them go underground	4	
SEVs for disabled customers	2	There were two comments relating to disabled access to sexual entertainment: There are some people in our society for who a normal sexual relationship is unlikely. I refer principally to those with disabilities; I am not sure where, in this policy, their provision is provided for. Sex venues are important for people who for various reasons are unable to have a full sex life. These proposals don't take into account the sexual entertainment needs of disabled people.
Same limitations don’t apply to male stripping	1	

The comments made on this question are attached in full at **Appendix B**.

3.5 Do you agree or disagree that the proposed policy approach supports these aims [of the European Charter of Equality of Women and Men in Local Life]?

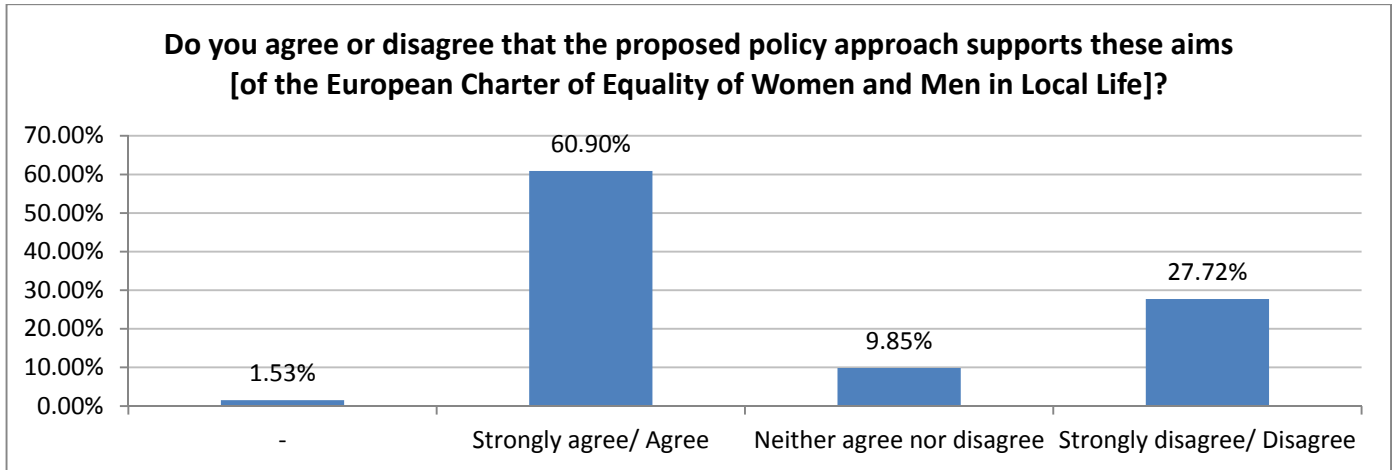
A statement accompanied this question as follows:

Bristol has signed up to the European Charter for Equality of Women and Men in Local Life and has a duty to consider the need to promote equality for persons with “protected characteristics” and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. Protected characteristics include

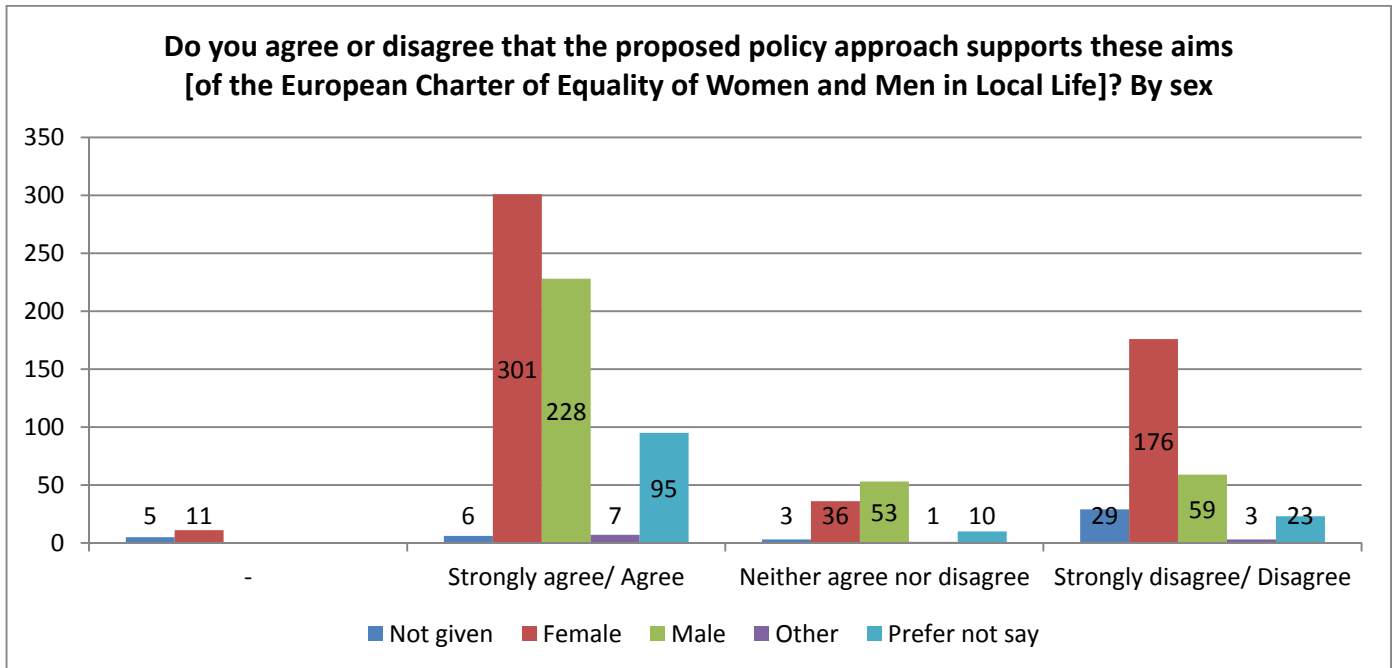
age, disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage and civil partnership and pregnancy and maternity.

Respondents were asked whether they agreed or disagreed that the proposed policy approach supports these aims.

The majority of respondents (61%) believe that the proposed policy supports the aims of the European Charter.

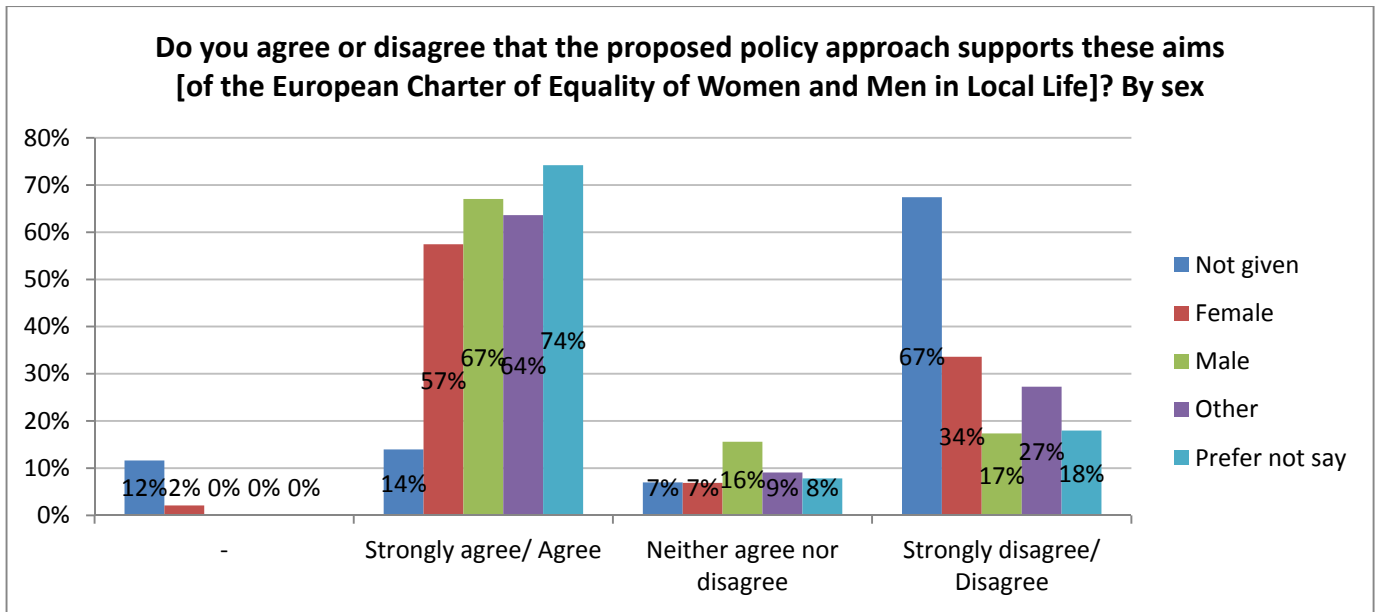


Looking at the sex-split, it can be seen that females are more likely than males to say that the policy does not support the European Charter of Equality. Equally females are more likely than males do say that the policy does support the Charter.



Looking at just the male and female responses, it can be seen that although the majority of women agree that it supports the statement, 34% of females disagreed. There is a 10% difference

between males and females who agree/strongly disagree with the statement, and females disagree with the statement twice as much as males.



Response	Female	Male
Not responded	2%	0%
Strongly agree/ Agree	57%	67%
Neither agree nor disagree	7%	16%
Strongly disagree/ Disagree	34%	17%

3.5.1 Comments

There were a total of 217 comments on this question. The main themes were:

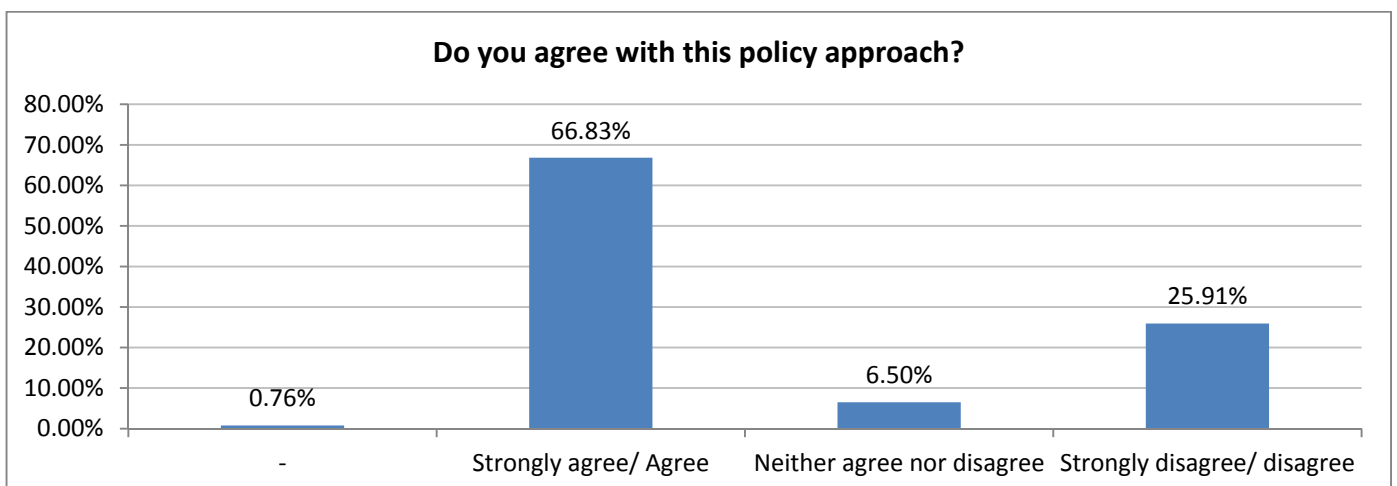
Theme	Number of mentions	Explanation
Against charter	89	These comments say that supporting SEVs goes against the charter as by allowing SEVs to exist in Bristol, there is an unsafe environment for women, thereby not creating an equal society.
SEVs are sexist	87	As this question is directly related to the idea that SEVs could go against gender equality, there are many comment reiterating how licensing SEVs are contributing to the inequality between genders.
SEV worker's rights	58	There were many comments about how the workers at SEVs are mostly women, and that their rights as women should be protected. Many comments pointed out that dancers choose to

		work there and want the right to a secure job.
Male dancers	23	These comments pointed out that there are many conditions that female dancers must adhere to, but not as many for male dancers, which would suggest some level of inequality.
SEV dancers dance by choice	16	This is linked to the SEV worker’s rights comments, that those who choose to dance have a much right to as those who do not.
Supporting a nil cap	15	These comments all linked back to the belief that SEVs are sexist.
Charter irrelevant to consultation	5	A number of comments said that the charter and policy were unrelated.
Unlicensed massage parlours	5	Multiple comments mention the fact that BCC are focusing on the SEVs rather than the massage parlours in the city
Supports charter	4	These comments link with the worker’s right’s comments, about women having the right to work there and choose to do so.
Dependant on administration	3	These comments say it depends how the policy is administered as to whether it supports or goes against the charter.
Current policy good, don’t change it	2	
Disabled access to sexual entertainment	2	

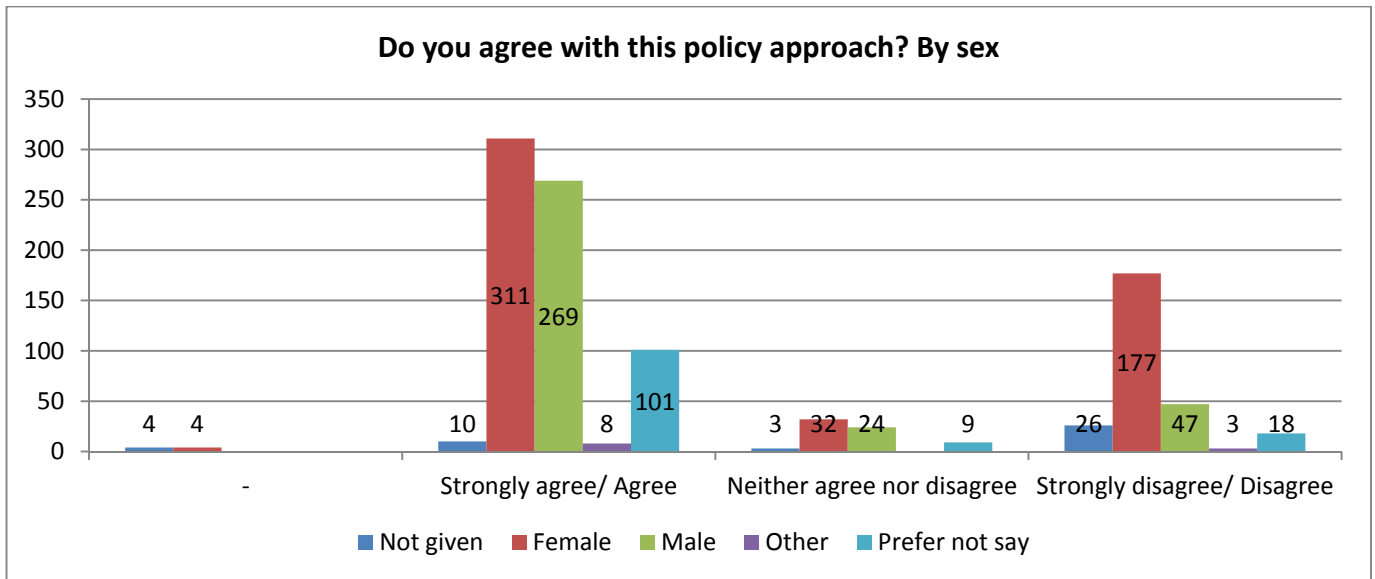
The comments made on this question are attached in full at **Appendix C**.

3.6 Historically we have had licensed a small number of SEVs with the aim of safeguarding people in Bristol by strictly regulating lawful activity. Do you agree with this policy approach?

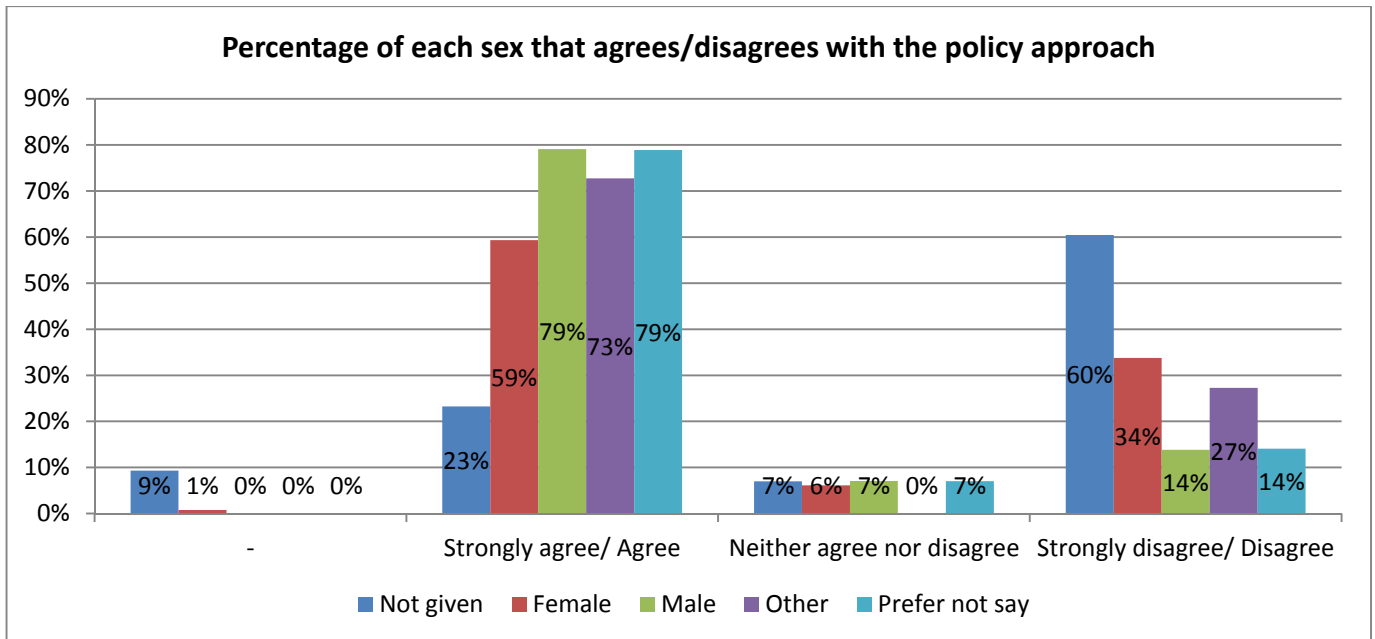
67% of people agreed with the current way of regulating the SEVs by strictly regulating lawful activity.



By looking at the split by sex it can be seen that females disagreed more than males with the current approach, though overall more men and women agreed with the approach than did not.



Looking at the percentage of each sex, it can be seen that there is a 20% difference between the percentage of females and males who agree with the policy approach.



Response	Female	Male
Not responded	1%	0%
Strongly agree/ Agree	59%	79%
Neither agree nor disagree	6%	7%
Strongly disagree/ Disagree	34%	14%

3.6.1 Comments

There were a total of 254 comments. The main themes were:

Theme	Number of mentions	Explanation
SEVs need to be regulated	67	The majority of comments agreed that, whether they were for or against SEVs, the ones that exist should be regulated so that the workers are protected.
Limited number of SEVs	58	These comments agreed that there should be a limit (a small number) on the number of venues that could exist in Bristol.
Zero cap/ no licensed SEVs	55	These comments supported a nil cap in Bristol. These comments are linked to the SEVs are sexist comments.
SEVs are sexist	54	These comments support the belief that SEVs are contributors to sexism and violence in society.
Other	39	These comments range from agreeing/disagreeing with the approach, to supporting the Nordic model for SEVs.
SEVs will just go underground	14	These comments said that if there is a nil cap the SEVs will just go underground and be unregulated.
Worker's rights	14	The comments supported the rights of workers to choose to work in these venues, and the job insecurity is a large issue.
Non-licenced massage parlours/venues. Links with sex trafficking	14	These comments reference the illegal massage parlours and that BCC is not looking into these venues. They also reference sex trafficking the link with unlicensed brothels.
More SEVs	12	These comments support more SEVs being licensed in Bristol.
Keep current policy	5	
SEVs won't go underground	5	These comments support the theory that SEVs won't go underground if there is a nil cap. These comments are all linked with the nil cap comments.
The restrictions are too strict	5	
Safeguarding by BCC not needed	4	
Male dancers	3	Comments point out there are no conditions on male dancers, which is viewed as unequal.
Too many SEVs in Bristol	1	
Disabled access to sexual entertainment	1	

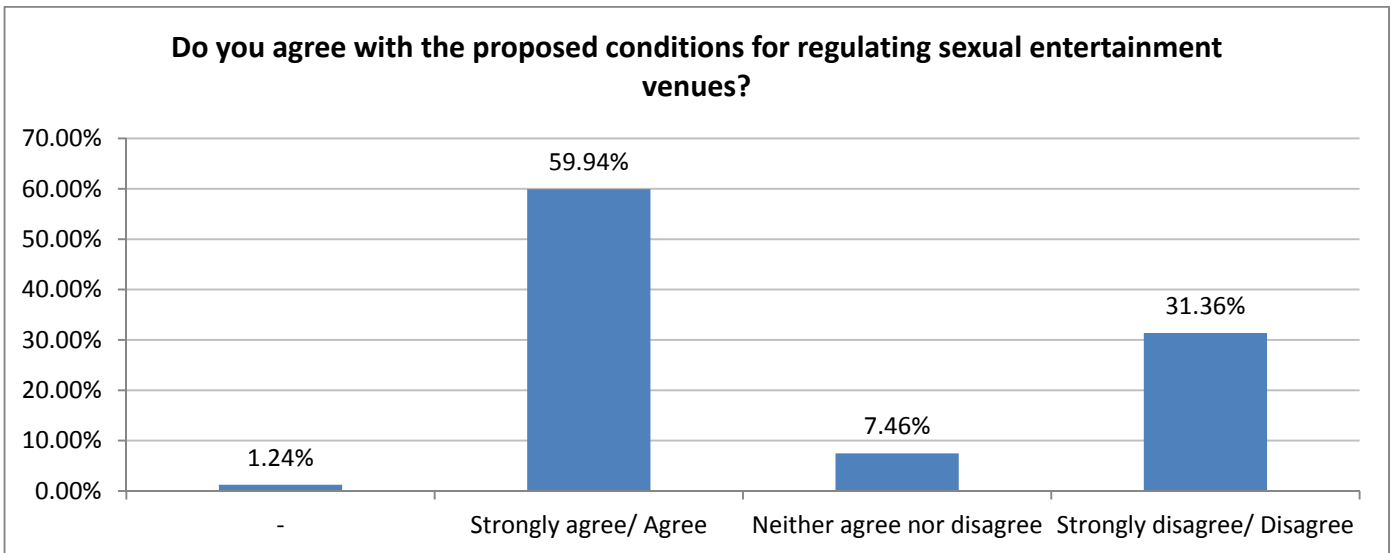
Not for BCC to decide	1
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The comments made on this question are attached in full at **Appendix D**.

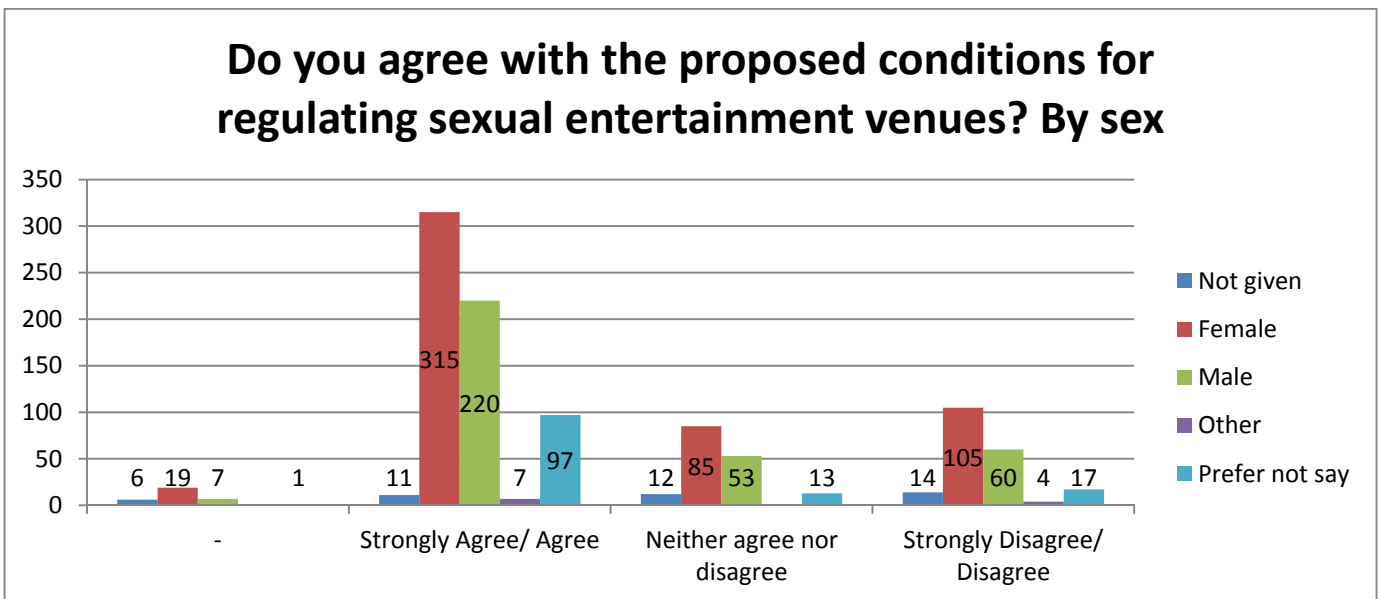
3.7 Do you agree with the proposed conditions for regulating sexual entertainment venues?

Respondents were asked specifically about the proposed conditions relating to SEVs. A copy of the proposed conditions was available at the time of consultation.

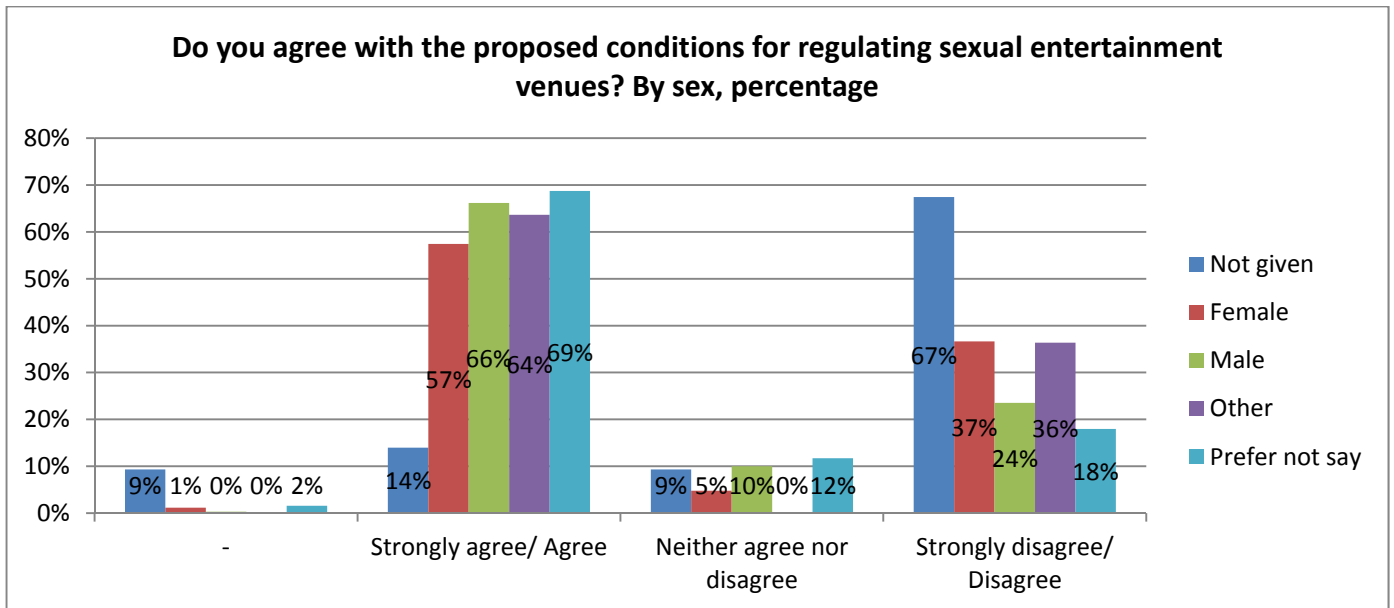
The majority of respondents (60%) agree with the proposed conditions however this is fewer, by about 22 people, than the number who agreed with the proposed policy.



Looking at the sex-split, can see that the majority of all sexes agree with the proposed conditions.



By looking at females and males only, it can be seen that males agreed with the proposed conditions 10% more than females.



Response	Female	Male
Not responded	1%	<1%
Strongly agree/ Agree	57%	66%
Neither agree nor disagree	4%	10%
Strongly disagree/ Disagree	37%	24%

3.7.1 Comments

There were a total of 167 comments for this question. The main themes were:

Themes	Number of mentions	Explanation
Zero cap	39	These comments were in favour of having no SEVs in Bristol. These were mostly linked with the belief that SEVs are sexist.
SEV worker's rights	34	These comments mostly supported the idea that conditions were positive for the workers in the SEVs. However some pointed out flaws with the policy and that BCC should work with the workers to make sure the conditions helped them.
Conditions too strict	30	
Other	25	These comments were mostly referring to previous comments, or about how if the venues were not abiding by the conditions they would be shut down.

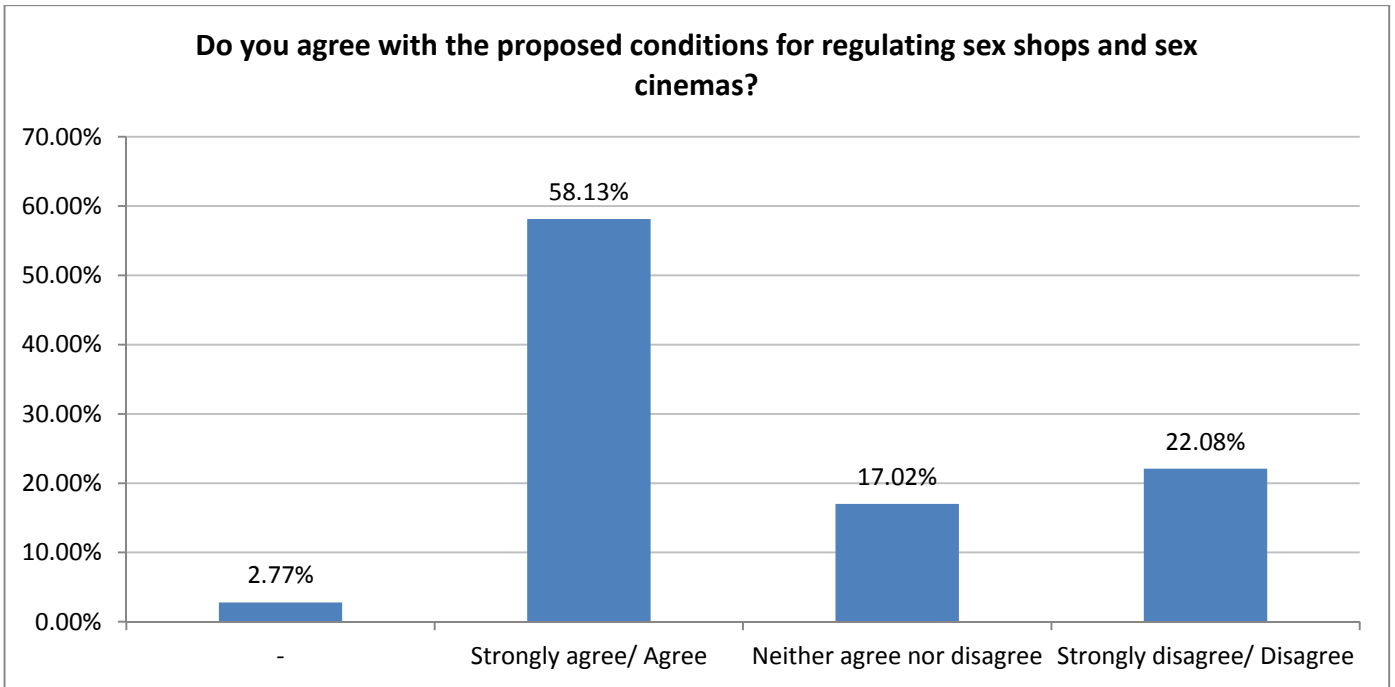
Keep the current policy	22	
Change wording of the proposed conditions	17	These comments had suggestions for how to change the wording of the conditions.
There is a need for regulation	17	These comments supports the idea that there needs to be regulation for SEVs.
SEVs are sexist	17	These comments reiterated the idea that SEVs promote inequality.
Allow SEVS to exist	6	
Touching	5	These comments were mostly in relation to changing the wording around touching.
SEVs are highly regulated	5	
Male dancers	4	These comments related to conditions being applied to female dancers not male dancers.
Breaches happen even with conditions	3	
Change language around the marketing of SEVs	2	
Don't ban SEVs	1	
Non-licenced brothels	1	

The comments made on this question are attached in full at **Appendix E**.

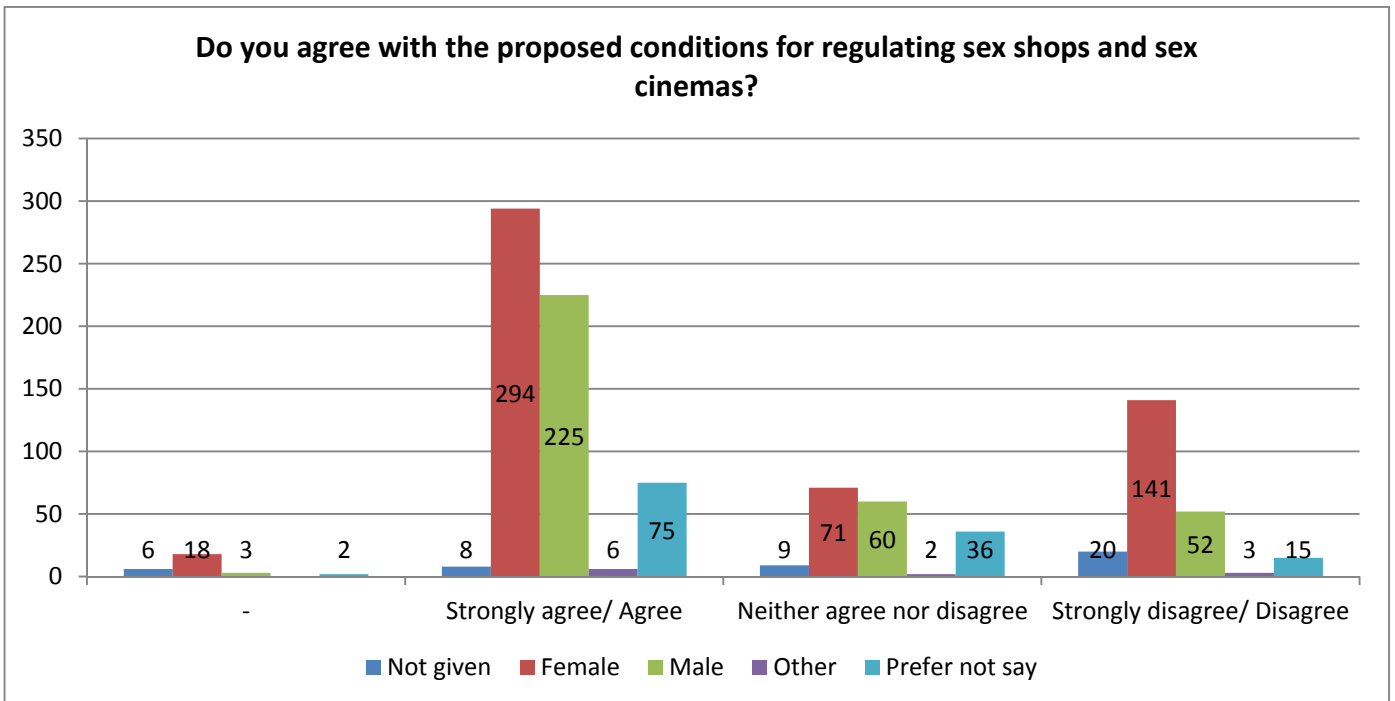
3.8 Do you agree with the proposed conditions for regulating sex shops and sex cinemas?

Respondents were asked specifically about the proposed conditions relating to sex shops and sex cinemas. A copy of the proposed conditions was available at the time of consultation.

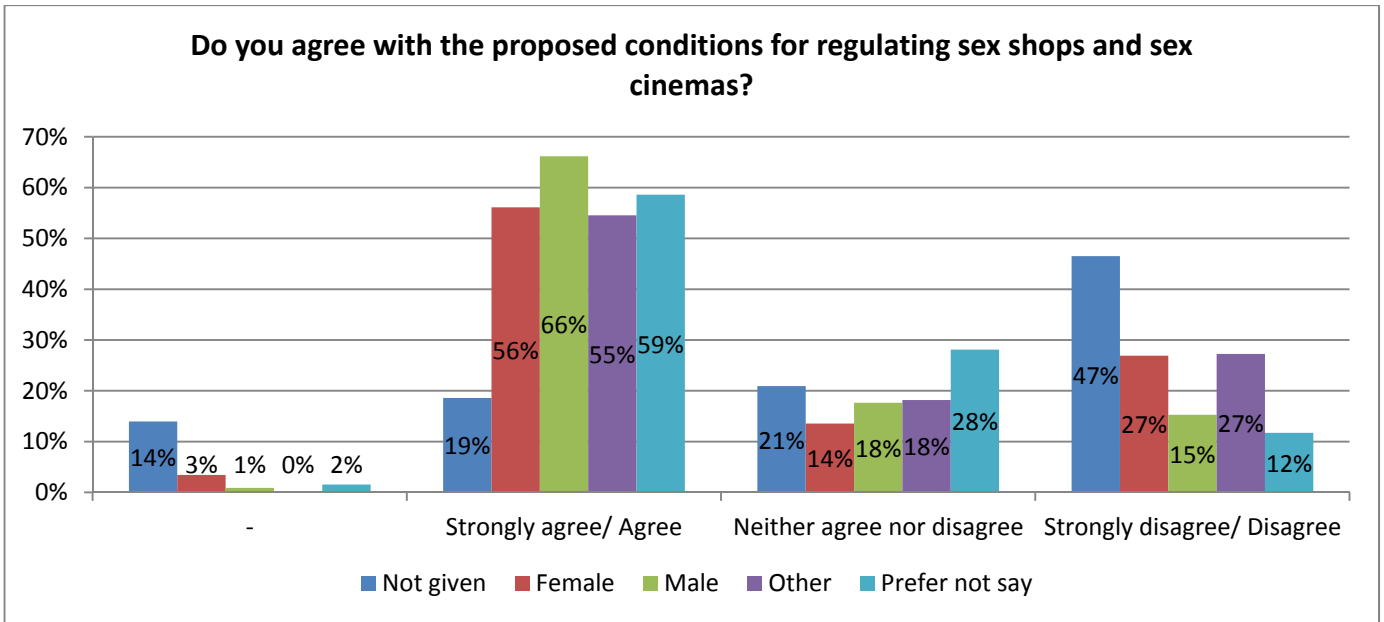
The majority of people agreed with the proposed conditions on sex shops and cinemas (58%). However this is less than the number of those who agreed with the proposed policy.



By looking at the sex-split, can be seen that the majority of all sexes agree with the proposed conditions.



By looking at the percentages of each that males are more likely to agree with the proposed conditions than females, There is a 10% difference between the males and females.



Response	Female	Male
Not responded	3%	1%
Strongly agree/ Agree	56%	66%
Neither agree nor disagree	14%	18%
Strongly disagree/ Disagree	27%	15%

3.8.1 Comments

There were a total of 84 comments for this question. The main themes were:

Theme	Number of mentions	Explanation
There should be a cap on the number of sex shops and/or cinemas	23	The majority of comments agree that there should be a limit to the number – whether they are for or against sex shops/cinemas. 17 wanted zero of both sex shop and sex cinemas. 5 said no sex cinemas, but were either ok with or didn't mention sex shops.
Sex shops/cinemas need regulating	17	These comments agreed that they should be regulated if they exist.
Other	14	These were mostly referring to previous comments made.
SEVs are sexist	11	These comments reiterate that licensing these venues promote sexual violence and inequality.
Non licensed brothels/venues, sex trafficking	6	These comments ask why there has been no mention of brothels/ massage parlours in the survey.

Do we have sex cinemas/ shops?	5	These respondents weren't aware of these venues in Bristol.
Bondage, restraints	3	These comments believed that bondage restraints should either not be sold, or be discreet.
Worker's/ venue rights	3	These comments want the worker's right prioritised.
Agree with conditions	2	
Keep the current policy	2	
Want more venues	2	
The conditions are too strict	2	
Change the wording of the conditions	2	
Disagree with conditions	2	
Sex shops should be treated like other shops	2	
Add conditions	2	These comments suggest conditions that should be added to the policy.
SEVs can't be regulated	2	

The comments made on this question are attached in full at **Appendix F**.

3.9 Do you agree with the proposed numbers for each locality?

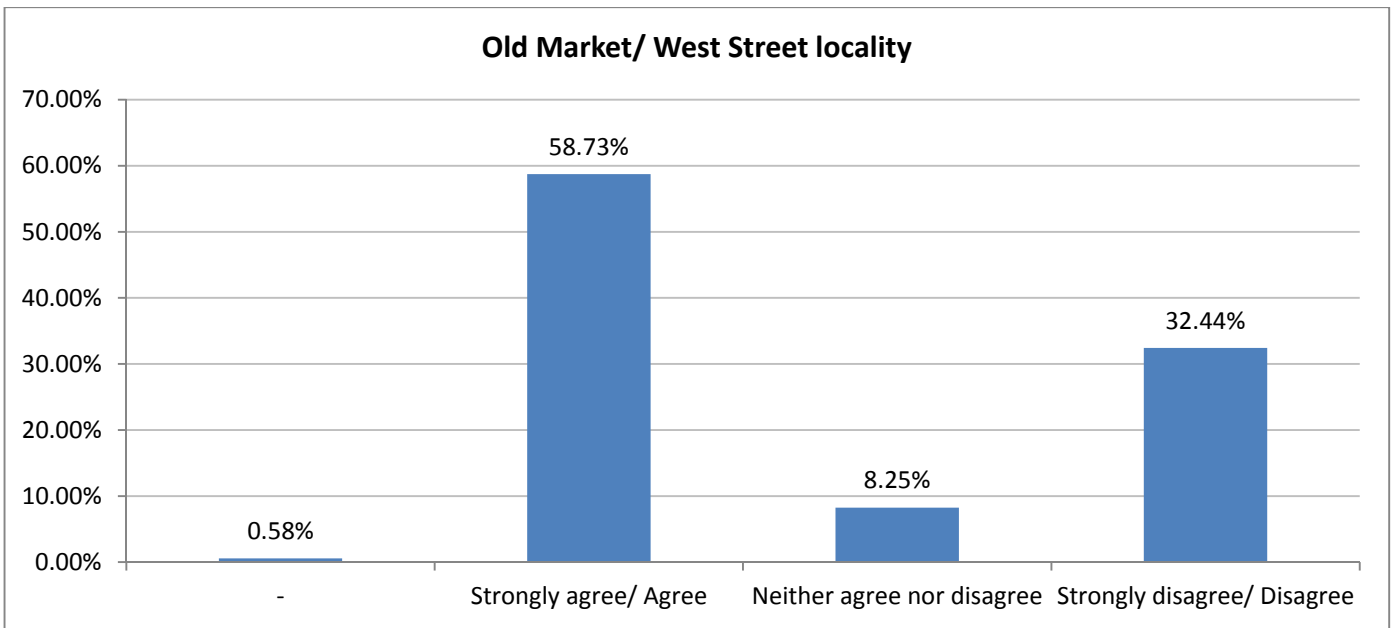
This question asked respondents to confirm whether they agreed with the proposed numbers of SEVs, sex shops and sex cinemas in the three currently defined localities of Old Market/West Street, City Centre, and Bishopston/Redland/Cotham/Ashley.

3.9.1 Old Market

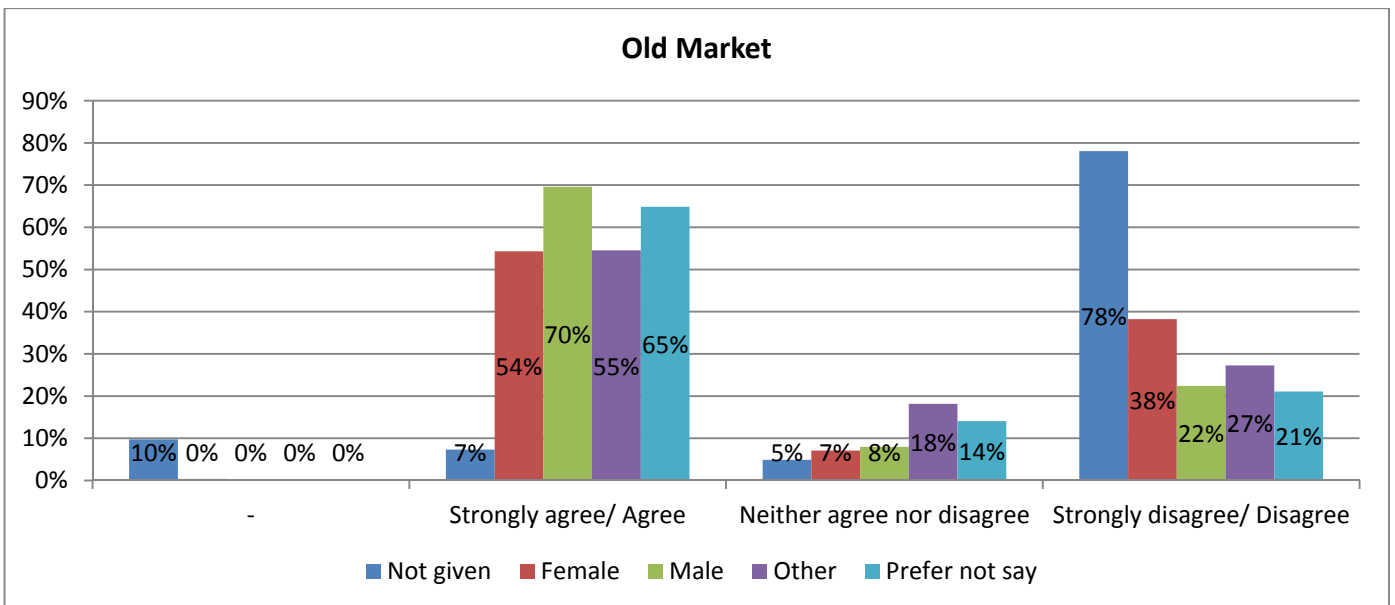
The proposed numbers for this locality are:

Type	Number
SEV	1
Sex Shop	2
Sex Cinema	0

The majority of respondents, 59%, agree with the proposed numbers of Sex Establishments in Old Market.



By looking at the percentage that each sex agreed/disagreed with the number of proposed Sex Establishments, there is a 15% difference between males and females agreeing with the number with 54% of females agreeing with the proposed number compared with 70% of males.



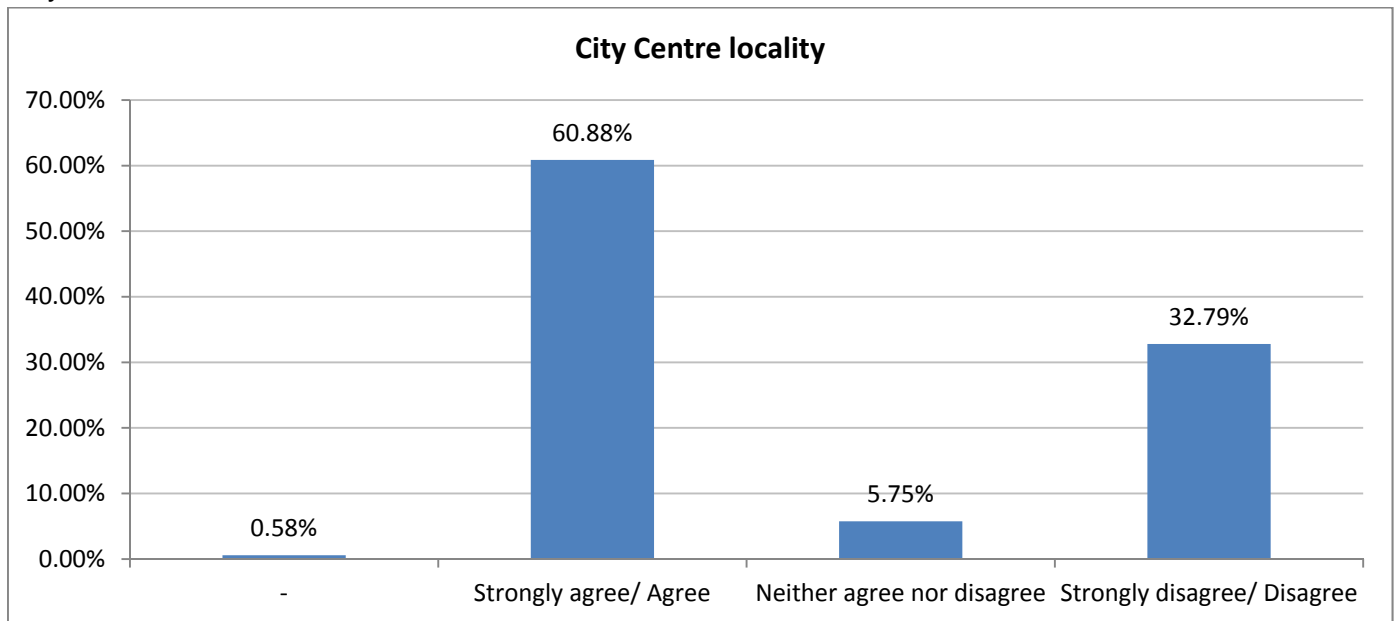
Response	Female	Male
Not responded	<1%	0%
Strongly agree/ Agree	54%	70%
Neither agree nor disagree	7%	8%
Strongly disagree/ Disagree	38%	22%

3.9.2 City Centre

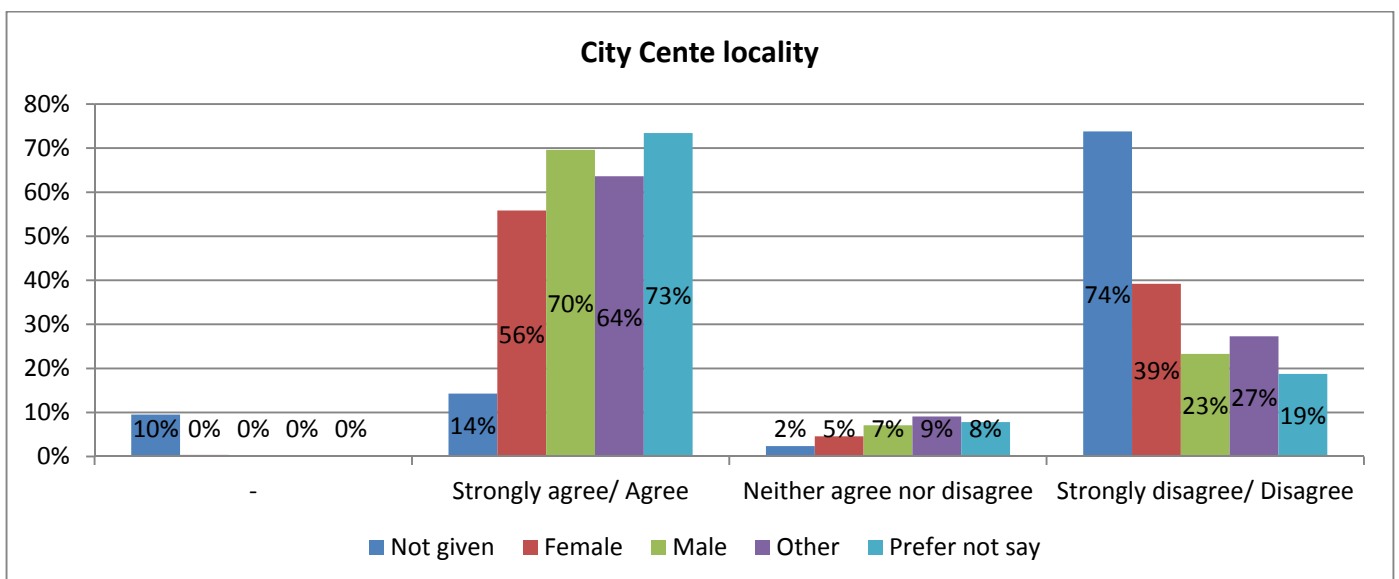
The proposed numbers for this locality are:

Type	Number
SEV	2
Sex Shop	2
Sex Cinema	0

The majority of respondents, 61%, agree with the proposed numbers of Sex Establishments in the City Centre.



By looking at the percentage that each sex agrees with the proposed number, can see that there is a 14% difference between males and females on whether they agree/disagree with the number of proposed Sex Establishments in the City Centre locality.



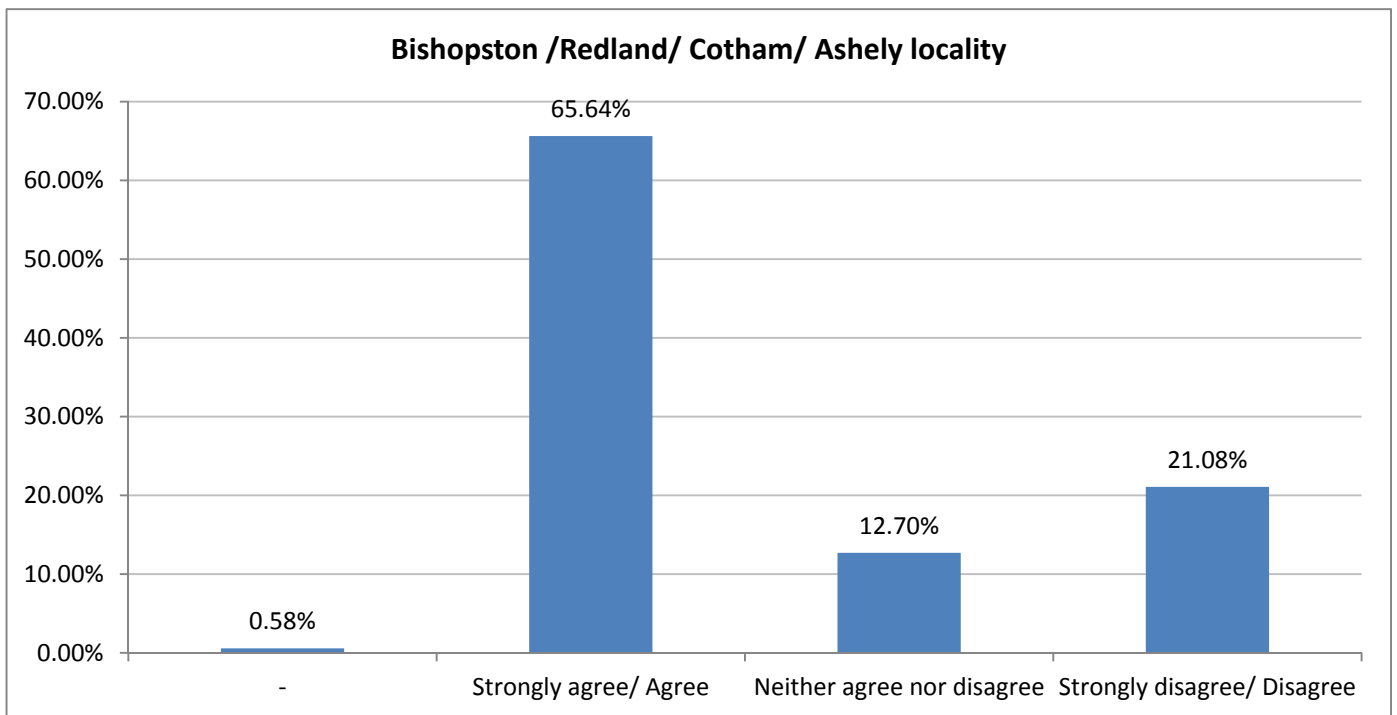
Response	Female	Male
Not responded	<1%	0%
Strongly agree/ Agree	56%	70%
Neither agree nor disagree	5%	7%
Strongly disagree/ Disagree	39%	23%

3.9.3 Bishopston/ Redland/ Cotham/ Ashley

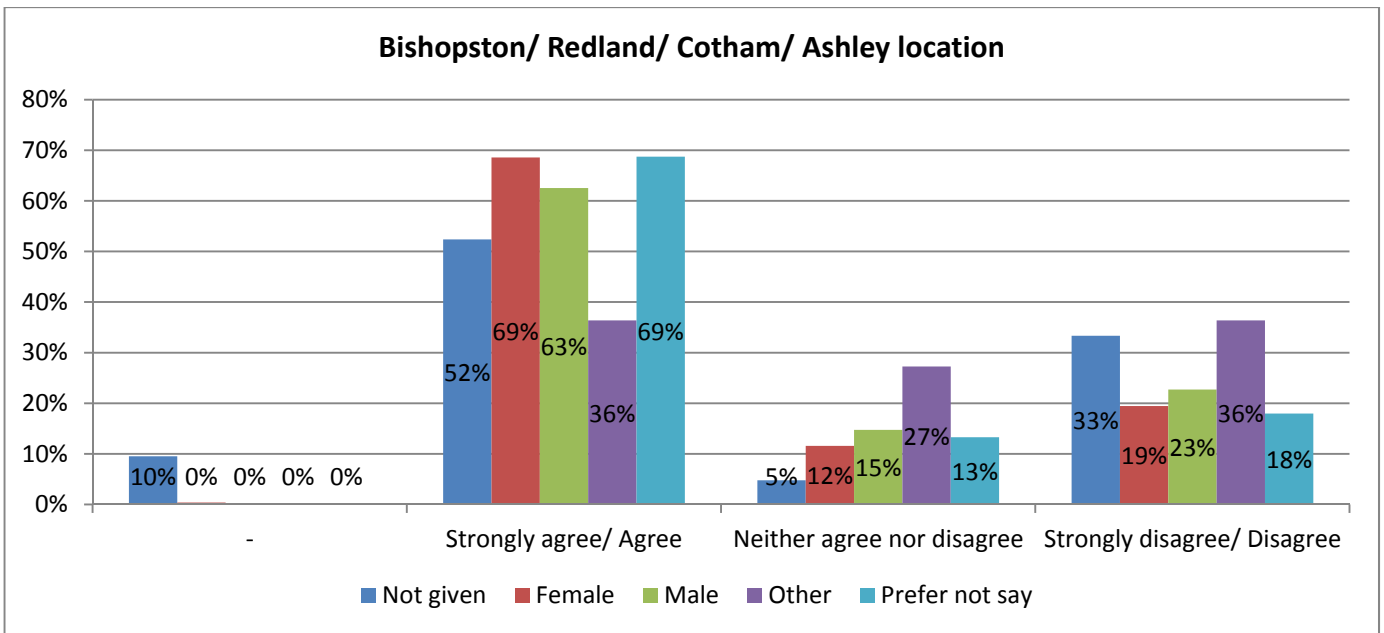
The proposed numbers for this locality are:

Type	Number
SEV	0
Sex Shop	0
Sex Cinema	0

A larger majority of respondents agreed with the numbers suggested for this locality.



By looking at the percentages per sex, females agree with this number more than males.



Response	Female	Male
Not responded	<1%	0%
Strongly agree/ Agree	69%	63%
Neither agree nor disagree	12%	15%
Strongly disagree/ Disagree	19%	23%

3.10 If you have further comments on the proposed number of sexual entertainment venues, sex shops and sex cinemas in the defined localities, please provide them.

This was a free-text box. There were 354 comments. The main themes were:

Theme	Number of mentions	Explanation
Supporting a zero cap	127	These comments were against having any SEVs/ sex shops. These were mostly linked with the idea that SEVs contribute to violence against women.
SEVs are sexist	88	
Venues belong in city centre	74	These comments supported SEVs existing in the city centre, as opposed to other places. They were of the opinion that this was the best and most obvious place to put them.
More SEVs, or no cap on number	51	These comments varied from the belief that there shouldn't be any limits to a couple more would be

		OK.
Location issues	20	<p>These comments were asking about why only the specific three areas were chosen for allowing/ refusing SEVs.</p> <p>These comments are sometimes linked with the ‘Class issues’ comments: the “more affluent” areas have none, whereas the “lower class areas” have some.</p>
SEV worker’s rights	20	<p>These comments were mostly about the rights of the workers in SEVs to choose their work, and that working in a regulated legal club was safer than working in an illegal one.</p> <p>There were a couple of comments that pointed out that dancers are not employed by the clubs, and so do not have the same employee rights as other workers in the club (i.e. bartenders etc).</p>
Other	12	These comments were either referring to previous comments, or were unrelated to the question.
Keep the current SEVs, or current number of SEVs	11	These comments want to keep either the current policy, the current number of SEVs, or the current venues at their locations.
Brothels or massage parlours	11	These comments were mostly about the fact that there are existing illegal brothels or massage parlours, and they are not capped, so why should legal venues be capped.
Well run places are ok	10	These comments pointed out that the SEVs that currently exist are well run.
Trafficking	10	These comments linked SEVs with the practice of human/sex trafficking.
Class issues	9	These comments were commenting on the policy’s consequence would be that the “more affluent” areas have none, and the “lower class areas” would have multiple SEVs.
Having SEVs in Bristol is ok	9	These comments believed that having SEVs was either fine, or beneficial to Bristol.
SEVs should be regulated	9	These comments supported having SEVs regulated.
Sex shops should be treated separately	6	These comments believed that sex shops were separate from SEVs. Most were not against sex shops, but were against SEVs.
Limiting the number is positive	7	These comments agreed with having a cap, however they did not say whether there should be more/less.

Disagreement with “feminists”	6	These comments were against the perceived notion that “feminists” are against SEVs, and that this is a bad thing.
Male dancers	5	These comments pointed out that the policy was not conditioning male dancers.
LGB+ equality	5	These comments supported the idea that some clubs should still be open so that members of the LGB+ community have access to SEVs.
Financial reasons for dancing	4	These comments were mostly against SEVs, and mentioned that some dancers may be doing so due to dire financial circumstances.
SEVs less disturbing than clubs	4	These comments supported SEVs by saying that their experience of SEVs was better than in normal nightclubs.
Supply & demand	3	
Sex cinemas fine	2	

The comments made on this question are attached in full at **Appendix G**

3.11 Additional submissions as part of consultation response

A number of documents were uploaded to support the individual consultation responses. Some of these responses contain personal information or were requested not to be made public. They are attached in full at **Appendix O**.

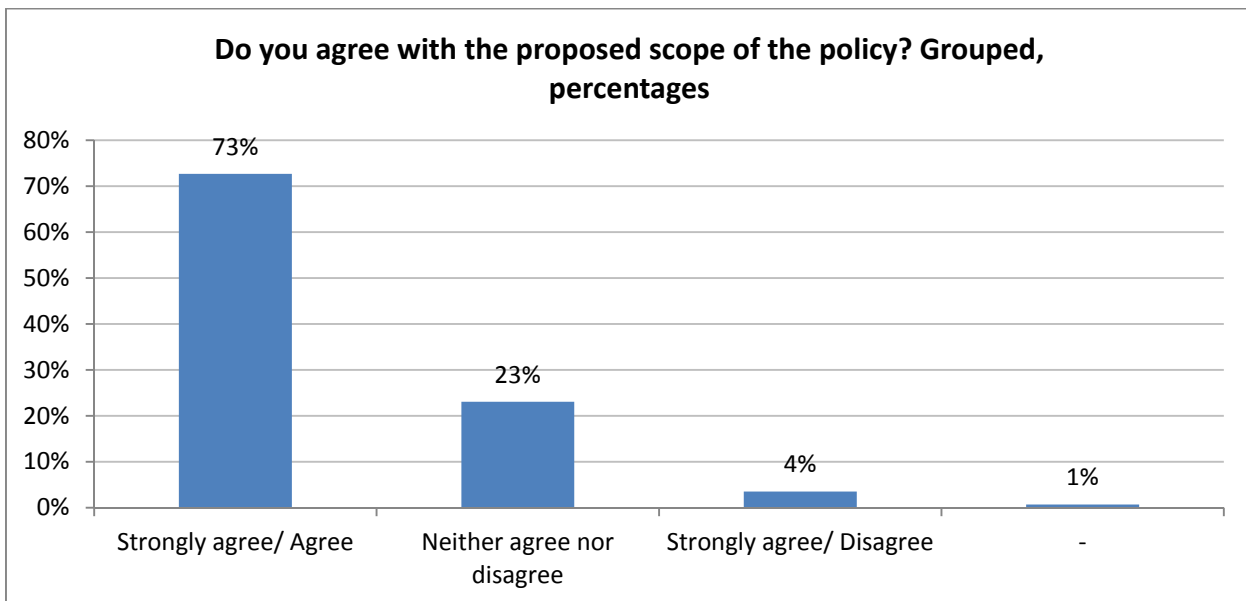
4. Citizen Panel Responses

4.1 Introduction

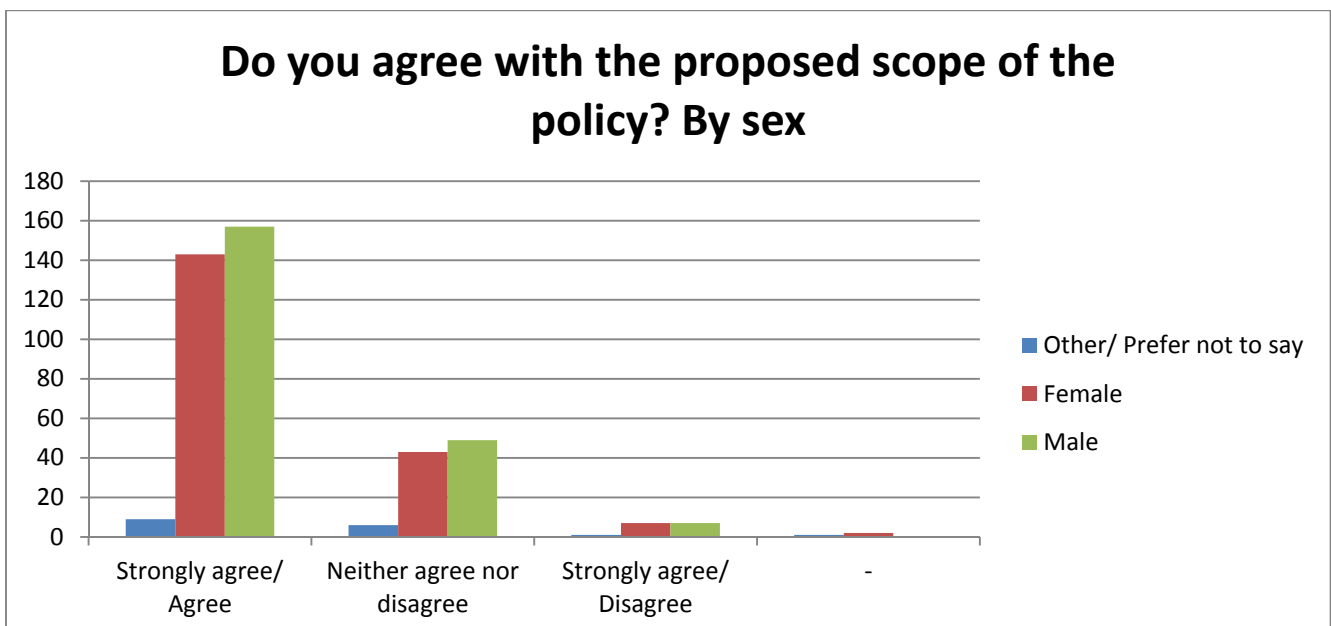
The consultation survey was made available to the Citizen Panel for one month during the consultation period. The questions provided were the same as in the wider consultation, and the same supporting documents were available to commenters.

4.2 Do you agree with the proposed scope of the policy?

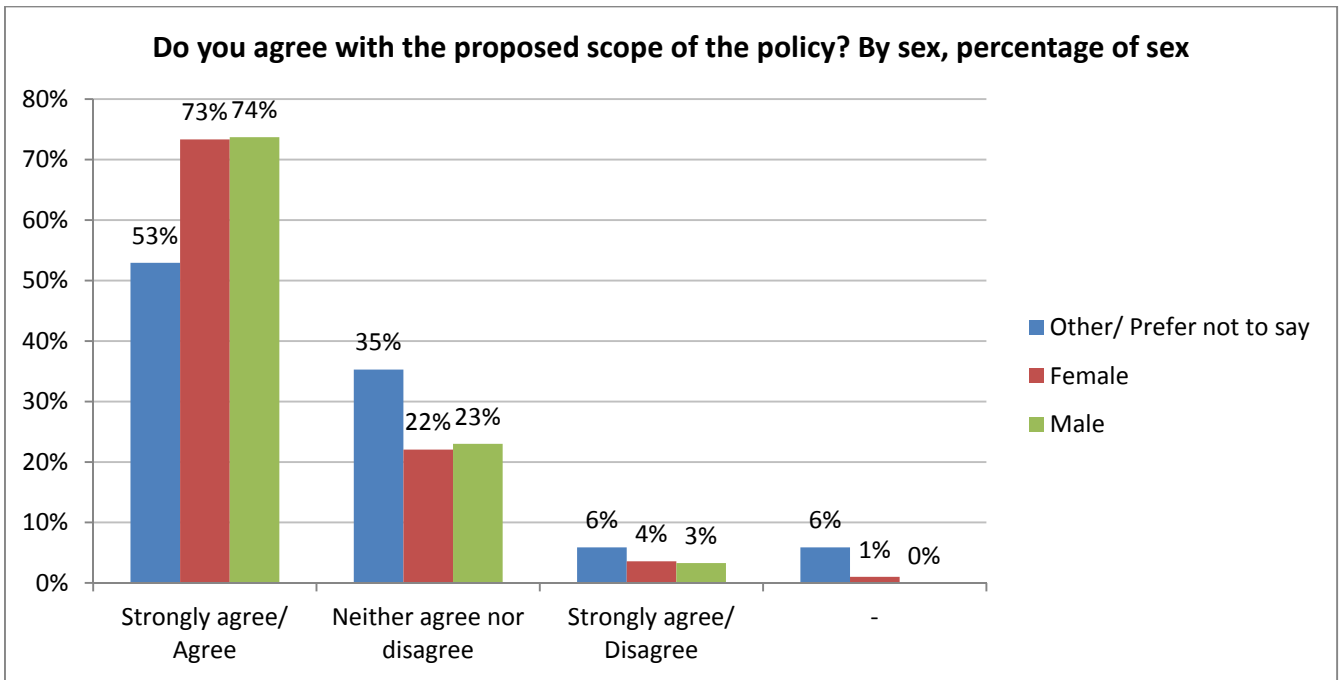
The majority of people (73%) agreed with the proposed scope of the policy.



When looking at the split by sex, the majority of respondents were men and agreed with the proposed scope of the policy.

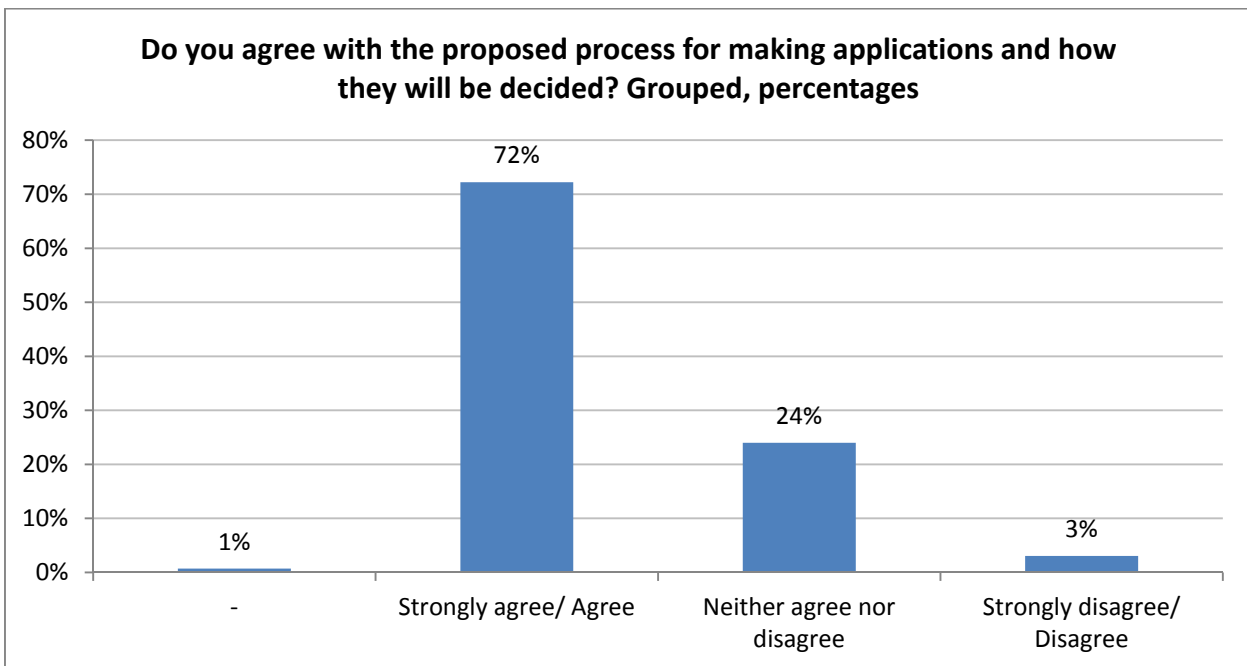


By looking at the percentage that each sex agreed/disagree with the proposed scope of the policy it can be seen that a similar percentage of both males and females agreed with the policy.

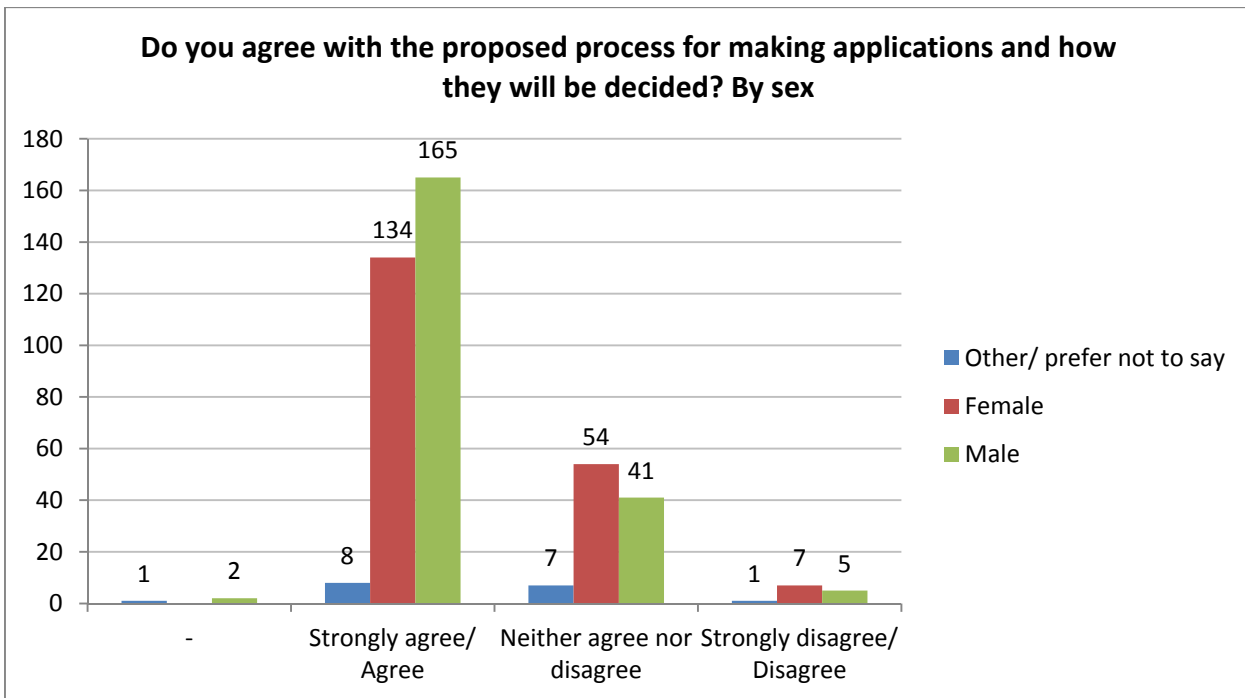


4.3 Do you agree with the proposed process for making applications and how they will be decided?

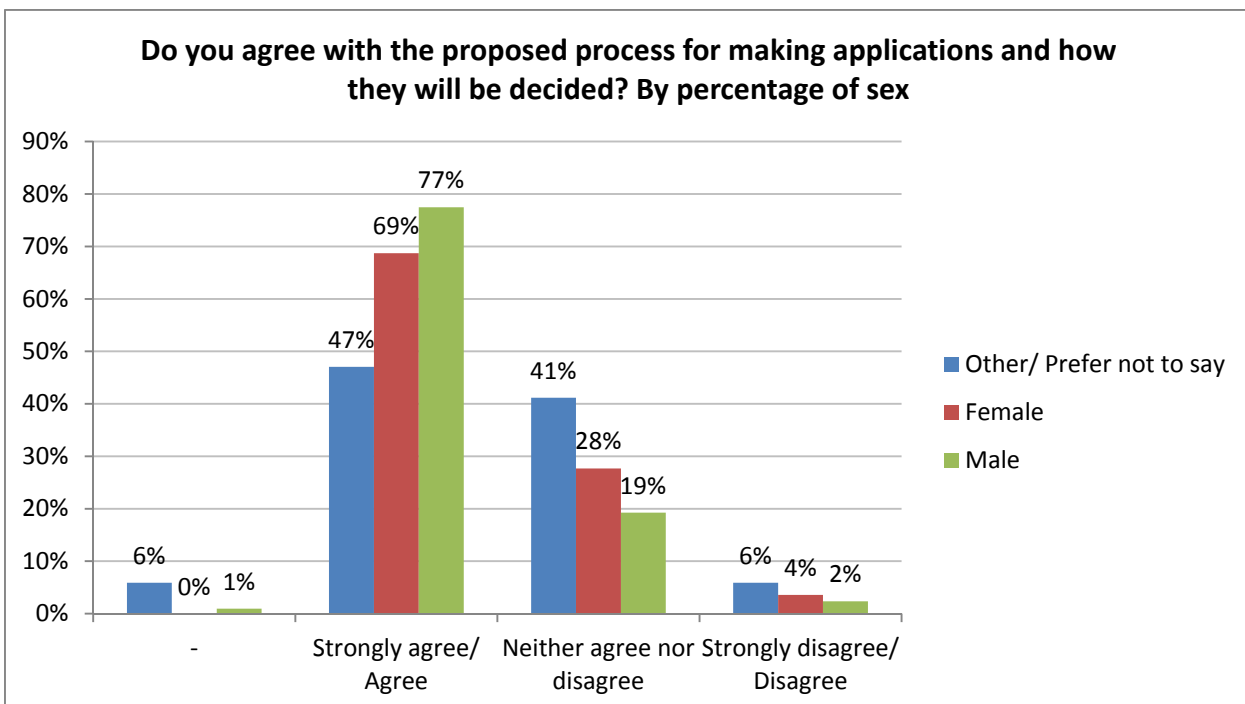
The majority of people (72%) agreed with the proposed process for making applications.



Looking at the split by sex, it can be seen that the majority of males and females agreed with the proposed application and decision making process.



Looking at the percentage of each sex that agreed or disagreed with the proposed process females disagreed with the proposed process more than males, at 28% compared with 19%.



4.3.1 Comments

There were a total of 70 comments for this question. The main themes were:

Topic	Number of comments	Notes
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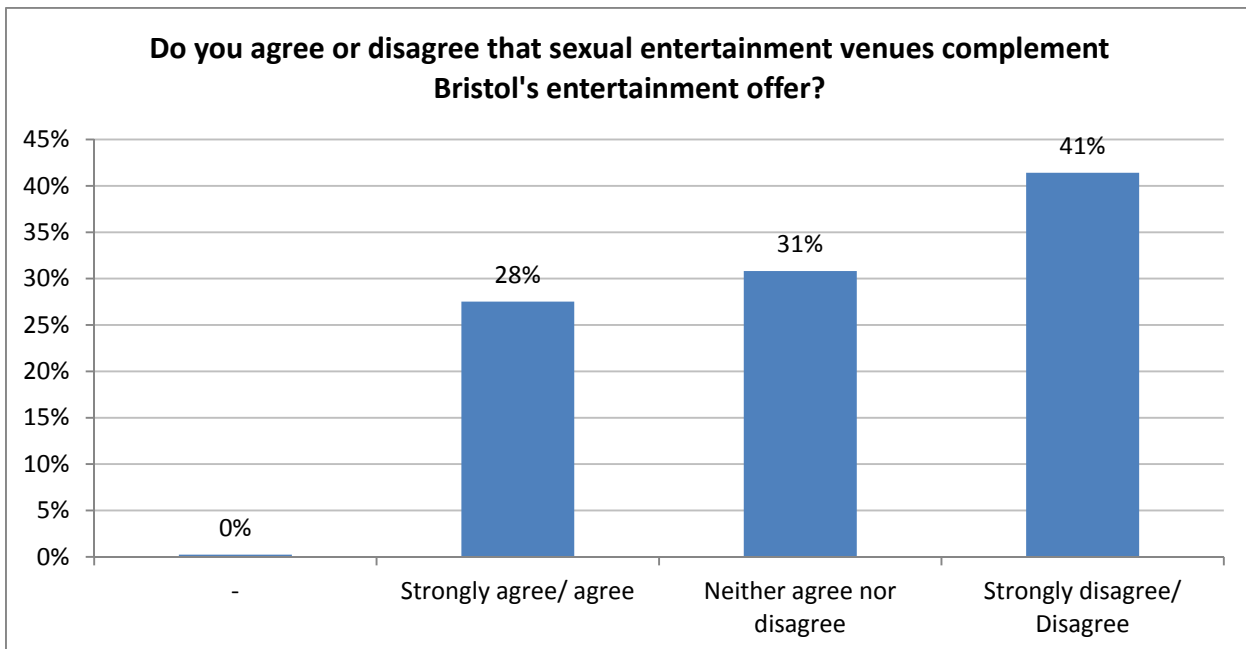
Other	11	
Importance of safety of any performers	10	These commenters believe that the performer's safety should be considered in the policy. These included making sure conditions are followed, the performers are not coerced into working there, and that their working conditions are safe.
Comments on specific policy points	10	
SEVs have a negative impact on women's rights	8	These comments linked SEVs to the objectification of women's bodies and sexual violence.
Comments on committee/decision maker	7	Mentioning the importance of a fair and balanced decision making process
The location is important	5	These comments believed that where the SEVs were was important, several suggesting they should not be in the City Centre but instead in industrial estates
Comments against SEVS	5	
Enforcement of policy is important	5	
Comments about the survey or the policy they were given to read being too long	5	
Should allow SEVs and be less restrictive	4	
Want SEVs regulated rather than 'pushed underground'	3	
Disagree with specific policy point	3	
DBS/ Other checks needed	3	
Comments about the waivers	2	These comments said the reasons for granting a waiver should be made public and there is no guidance on when a wavier may be applied for or granted.
The length of time that an SEV worker has been a resident here should be considered in the	2	

application	
No mention of massage parlours	2
Belief that neighbours should be informed of a new application	2
Sex shops should be treated differently to SEVs	1
Area doesn't feel safe with SEVs in	1
Too many SEVs opening up	1
Worries about trafficking/slavery	1

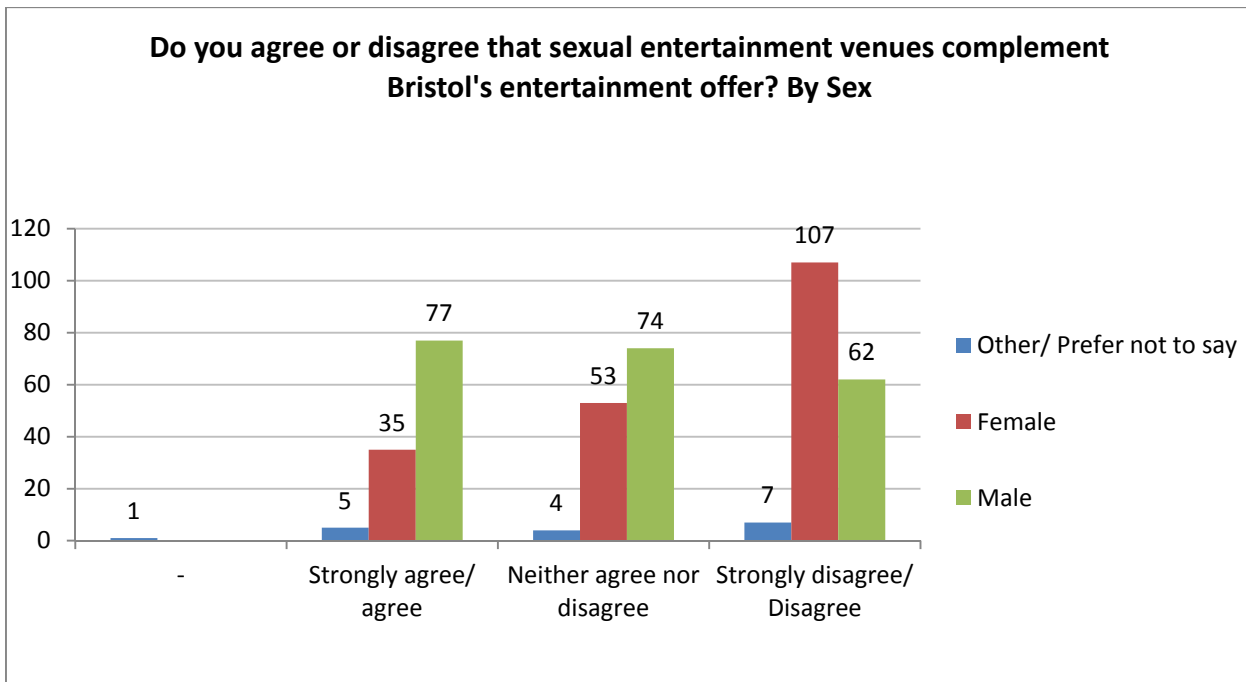
The comments made on this question are attached in full at **Appendix H**.

4.4 Do you agree or disagree that sexual entertainment venues complement Bristol's entertainment offer?

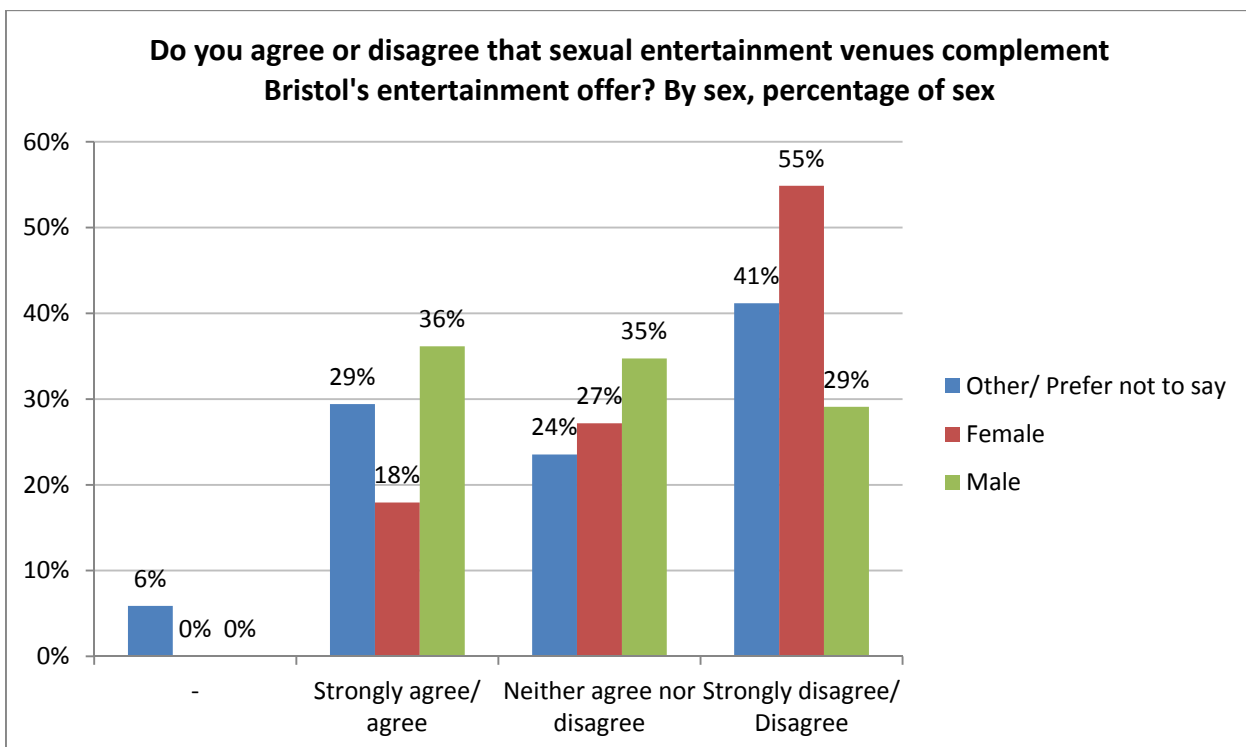
The majority of respondents (41%) disagreed with this statement, however a significant proportion neither agreed, nor disagreed at 31%. These are both higher than the number that agreed with the statement which was 28%.



When you look at the split by sex males are evenly spread across all responses, whereas females were more likely to disagree with the statement.



By looking at the percentage of each sex that agreed/disagreed with the statement it can be seen that the percentage of females who disagreed with the statement is almost double the percentage of males who disagreed.



4.4.1 Comments

There were a total of 90 comments for this question. The main themes were:

Topic	Number	Notes
SEVs do not compliment the entertainment offer	28	
SEVs have a negative impact on women's rights	24	
Other	19	
SEVs should be regulated	19	
SEVs do compliment the entertainment offer	15	
Would rather SEVs are regulated rather than 'going underground'	12	
The importance of worker's rights and protection	6	Both having regulation and reducing risk to performers
Comment on the locations	5	For example not near schools, maybe in industrial estates
Comments on impact on safety (public & worker's) due to SEVs in area	3	
No mention of massage parlours in policy	2	
Economic factors	2	Such as money coming into the city because of these venues
Children should not be exposed to inappropriate content	1	
Importance of SEVs for LGBT+ communities	1	

The comments made on this question are attached in full at **Appendix I**

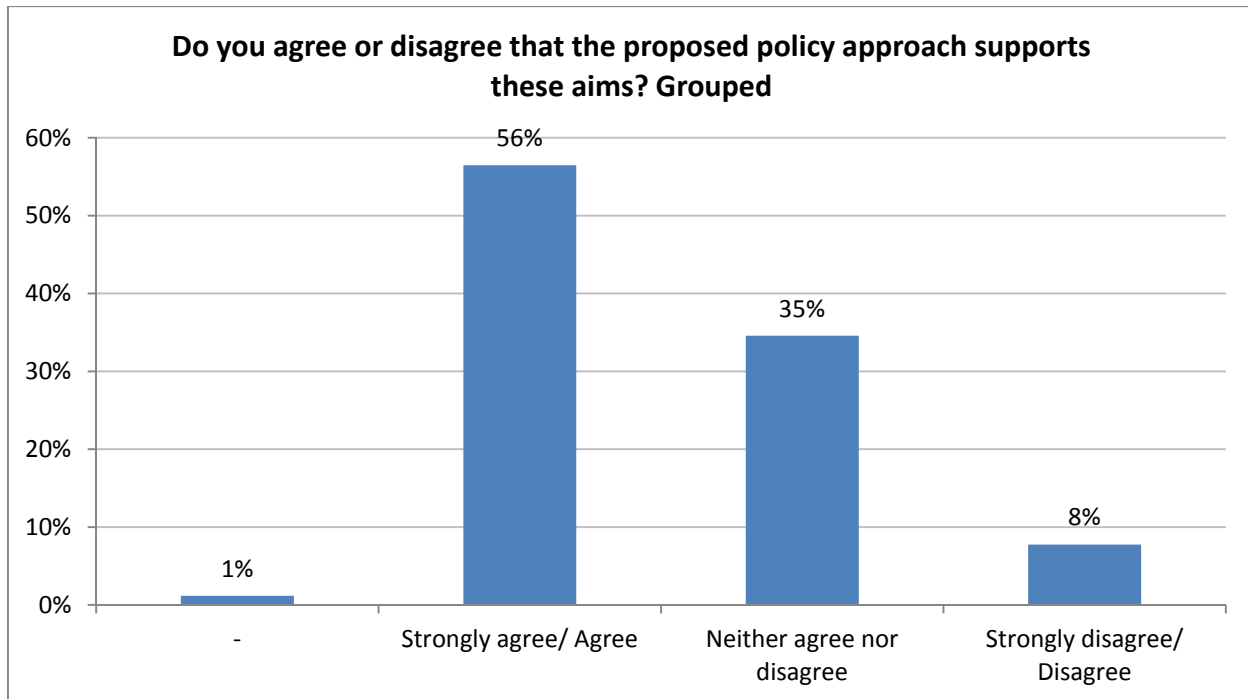
4.5 Do you agree or disagree that the proposed policy approach supports these aims [of the European Charter of Equality of Women and Men in Local Life]?

A statement accompanied this question as follows:

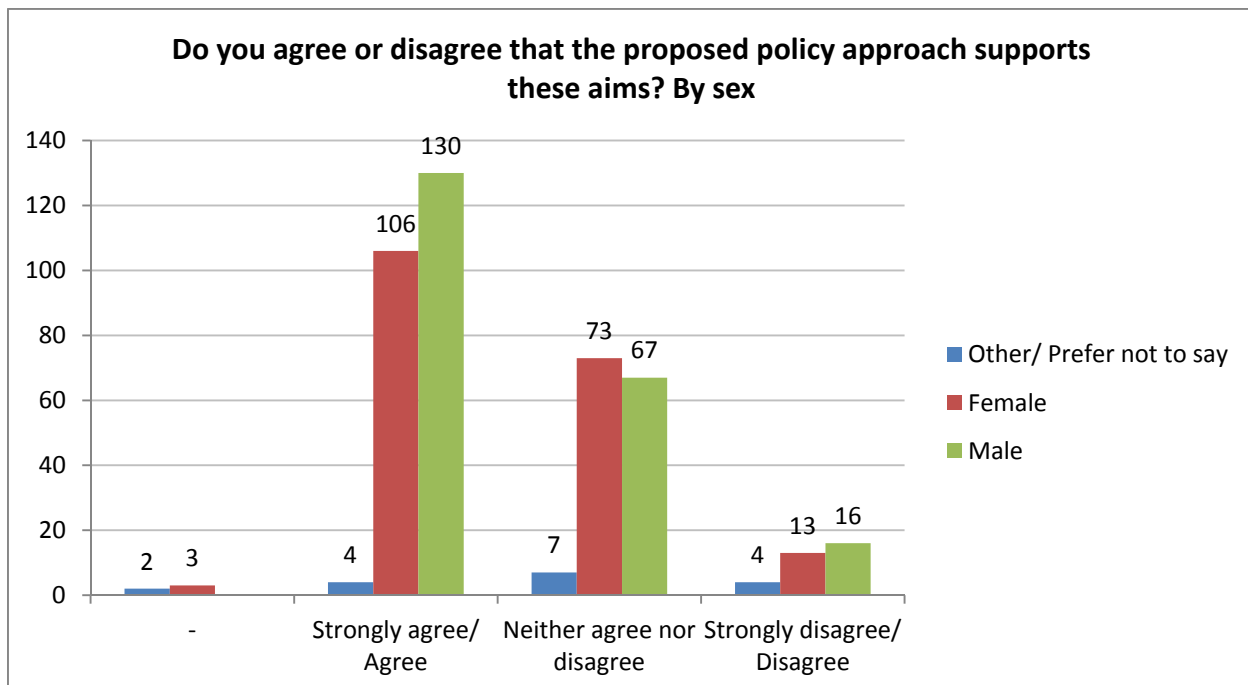
Bristol has signed up to the European Charter for Equality of Women and Men in Local Life and has a duty to consider the need to promote equality for persons with "protected characteristics" and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. Protected characteristics include age, disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage and civil partnership and pregnancy and maternity.

Respondents were asked whether they agreed or disagreed that the proposed policy approach supports these aims.

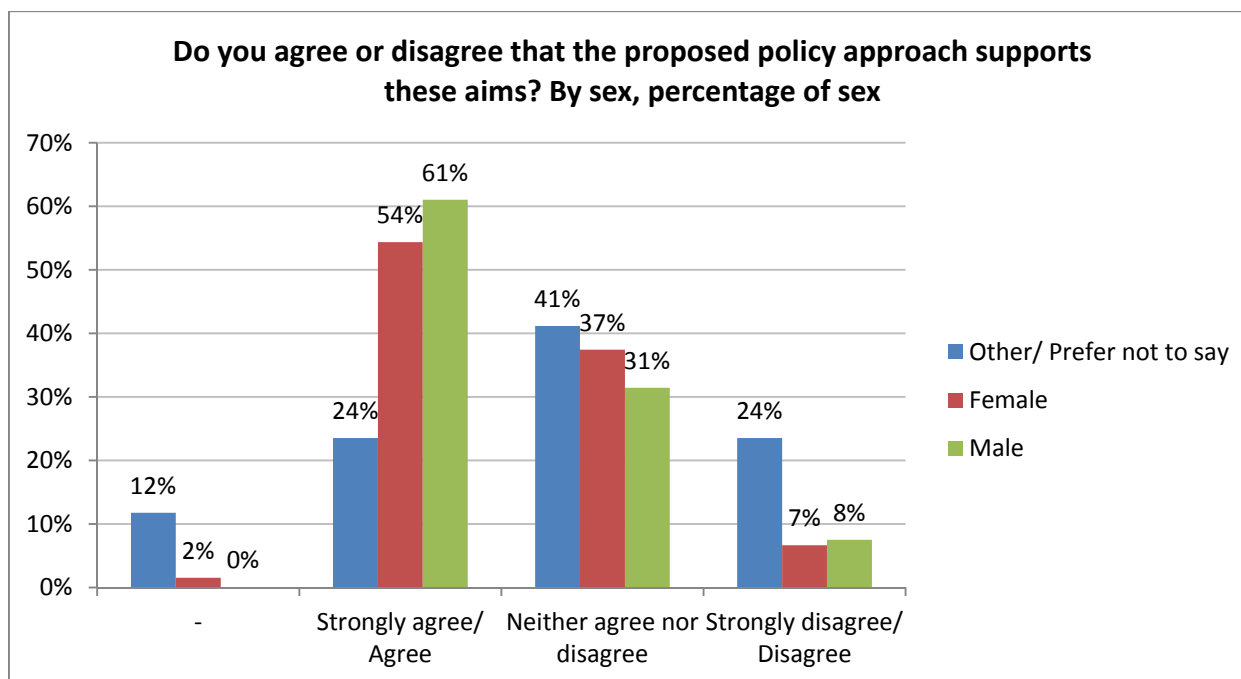
The majority of respondents (56%) agreed that the proposed approach supported the aims.



Looking at the split by sex it can be seen that the majority of males and females agreed that the proposed policy supports these aims.



By looking at the percentage of each sex that agreed/disagreed with the question it can be seen that a large percentage of all groups neither agreed nor disagreed with the question. The majority of males and females agreed that the policy supported these aims.



4.5.1 Comments

There were a total of 51 comments for this question. The main themes were:

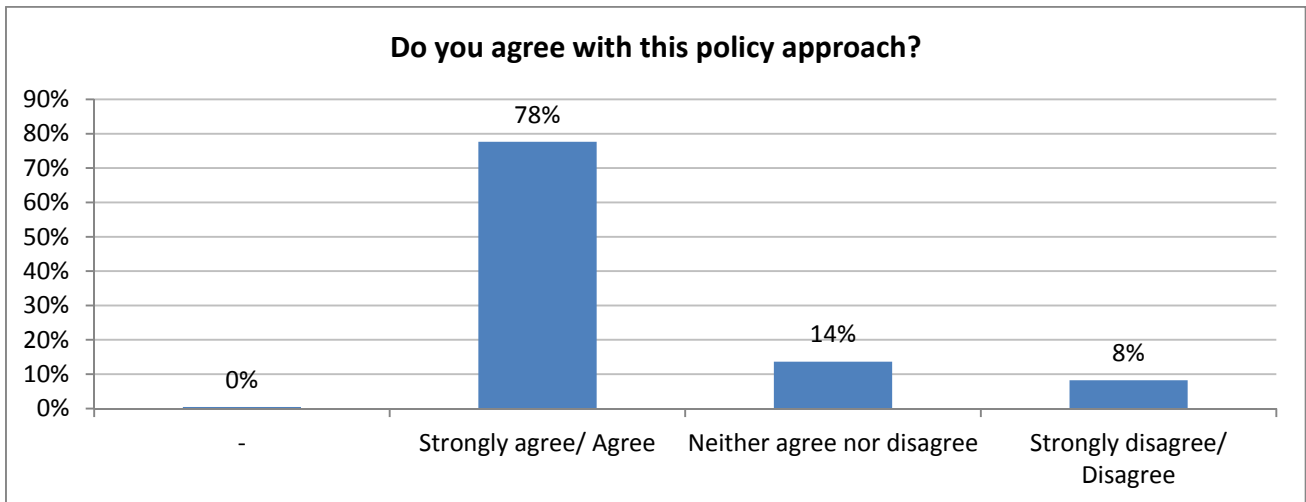
Subject	Number	Notes
Other	12	
The policy does not support the Equality Charter	11	This mostly comes from the idea that SEVs are by definition not able to promote equality.
References to women's rights	8	Including points that: The definition of nudity for women is different from for men, which is not equal SEVs have a negative impact on women's rights
References to workers & performers rights	6	
Agree that the policy promotes the Equality Charter	5	
regulated/ not underground good	4	
Comments on the survey itself	4	For example about the language used and the long policy document it's referring to
Comment on policy points	3	Change definition of nudity, should include 'consent' and 'education'
other' rights	3	
The policy should be enforced and the SEVs monitored properly	2	
Issues with the waiver clause	2	

The policy is too restrictive	1
The SEVs should not be near 'a women's refuge', for example	1
SEVs can also be seen as spaces for LGBT+ people	1

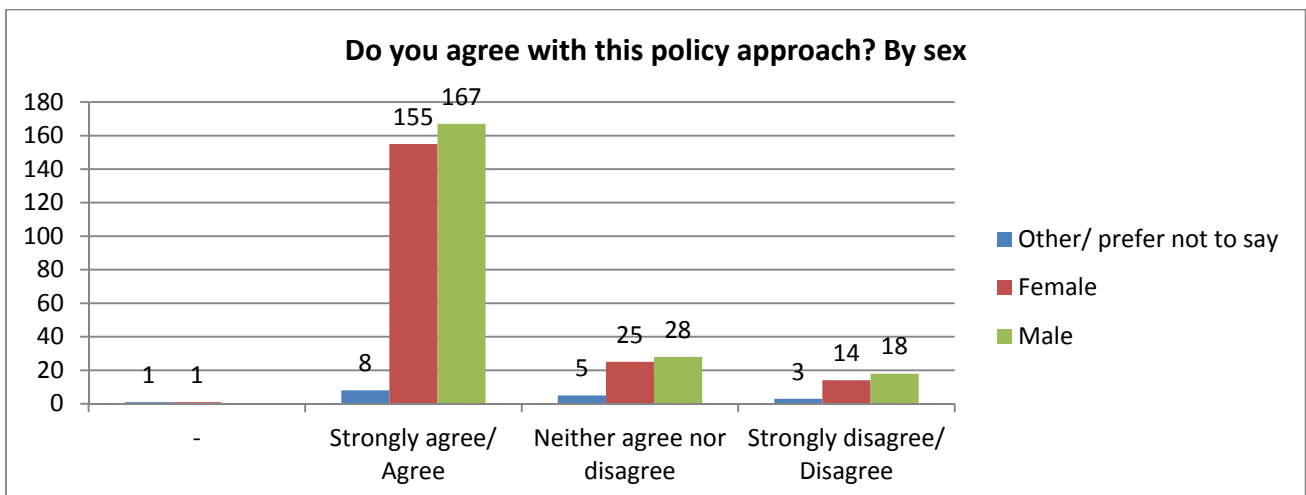
The comments made on this question are attached in full at **Appendix J**.

4.6 Historically we have licensed a small number of SEVs with the aim of safeguarding people in Bristol by strictly regulating lawful activity. Do you agree with this policy approach?

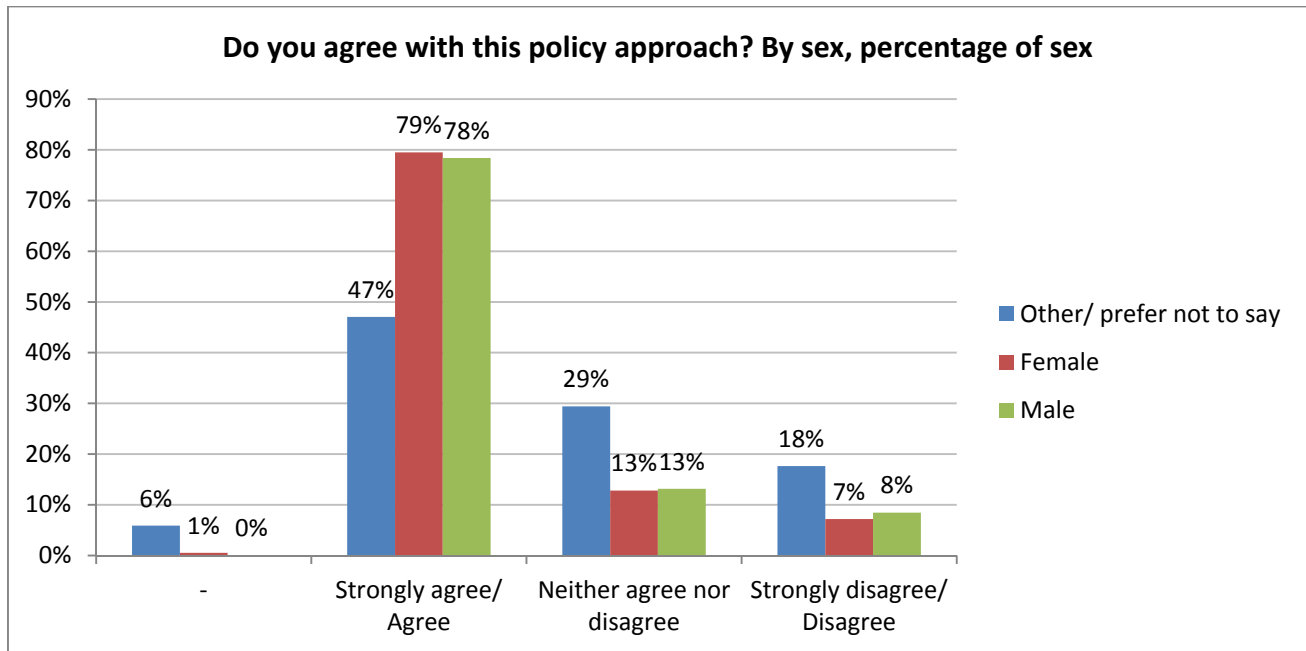
The majority of respondents (78%) agreed with the policy approach of strictly regulating a small number of SEV's.



Looking at the split by sex it can be seen that the majority of all sexes agreed with the policy approach.



By looking at the percentages that each sex agreed/disagreed it can be seen that the percentage of males and females is similar that agreed is similar at 79% and 78% respectively.



4.6.1 Comments

There were a total of 58 comments for this question. The main themes were:

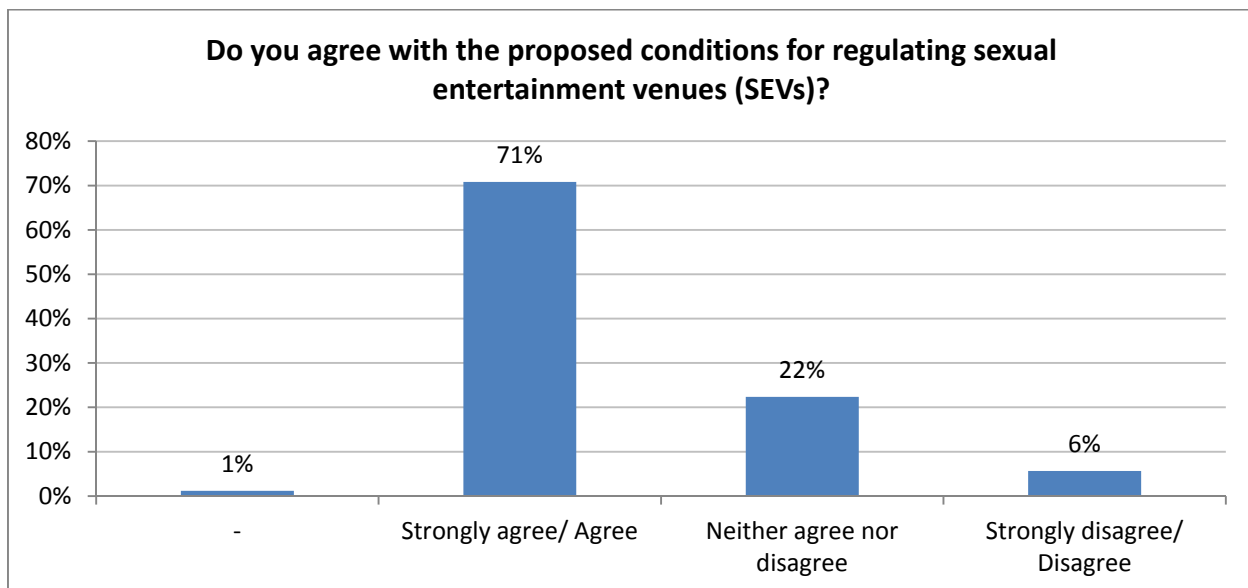
Subject	Number	Notes
Other	11	
Worker's rights	10	In general, agreeing it is important to protect the performers in their place of work, and that this policy appears to do this
No SEVS should be licensed	10	
The importance of regulating the SEVs so they do not go underground	8	
References to women's rights	7	Mostly around the idea that SEVS have a negative impact on women's rights
Enforcement of conditions and policy is important	5	
There needs to be a limit	5	These limits were not zero
There should be no limit	5	
The importance of the location when licensing	3	One comment was against any SEVs, one wanted them in other places, one thought it was ok so long as the local people were ok with it

them	
The policy is too restrictive	3
Some SEVs are aimed at the LGBT+ community, or more should be	2
No mention of massage parlours	2
References to a link between SEVs and possible crime	2
Surprise at the number of sex shops in the area	1
Well run businesses should be allowed, irrespective of the cap	1

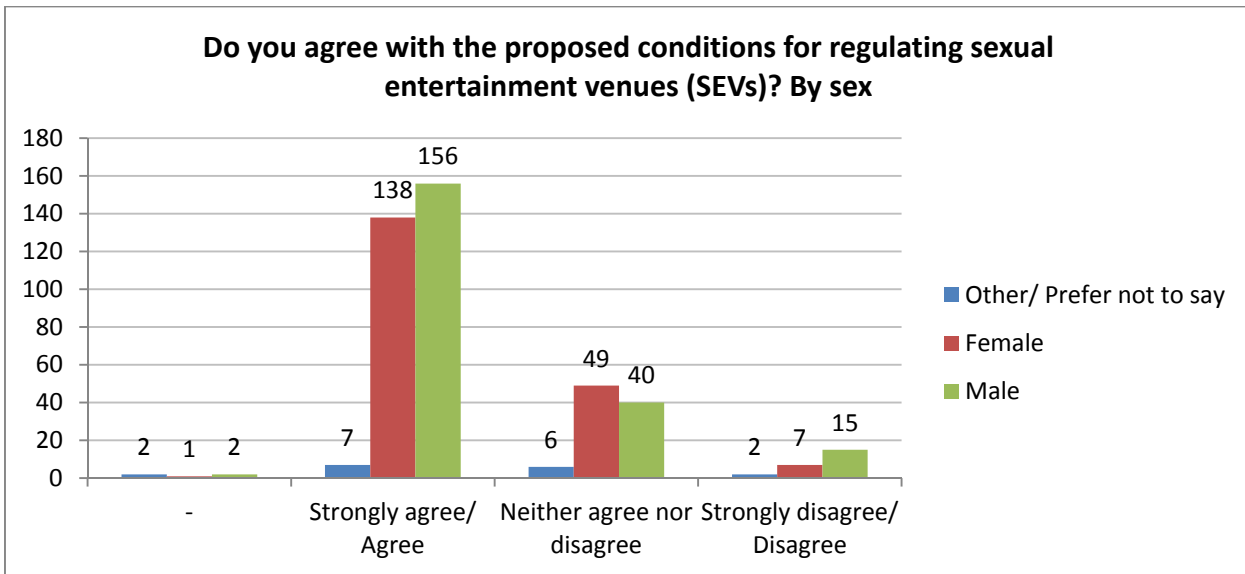
The comments made on this question are attached in full at **Appendix K**.

4.7 Do you agree with the proposed conditions for regulating sexual entertainment venues?

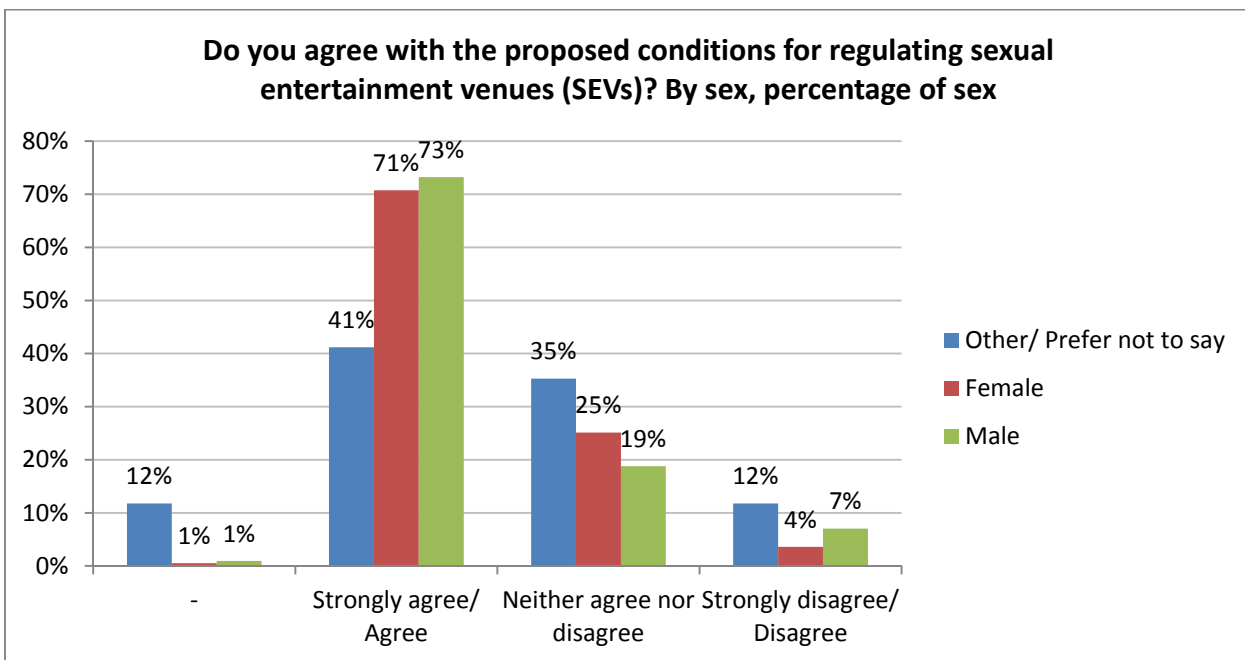
The majority of respondents (71%) agreed with the proposed conditions for regulating sexual entertainment venues.



When looking at the split by sex it can be seen that more females than males neither agreed nor disagreed with the conditions.



By looking at the split by sex it can be seen that those in the other/prefer not to say category were relatively evenly split between agreeing and neither agreeing nor disagreeing. Both males and females predominantly agreed with the proposed conditions.



4.7.1 Comments

There were a total of 34 comments for this question. The main themes were:

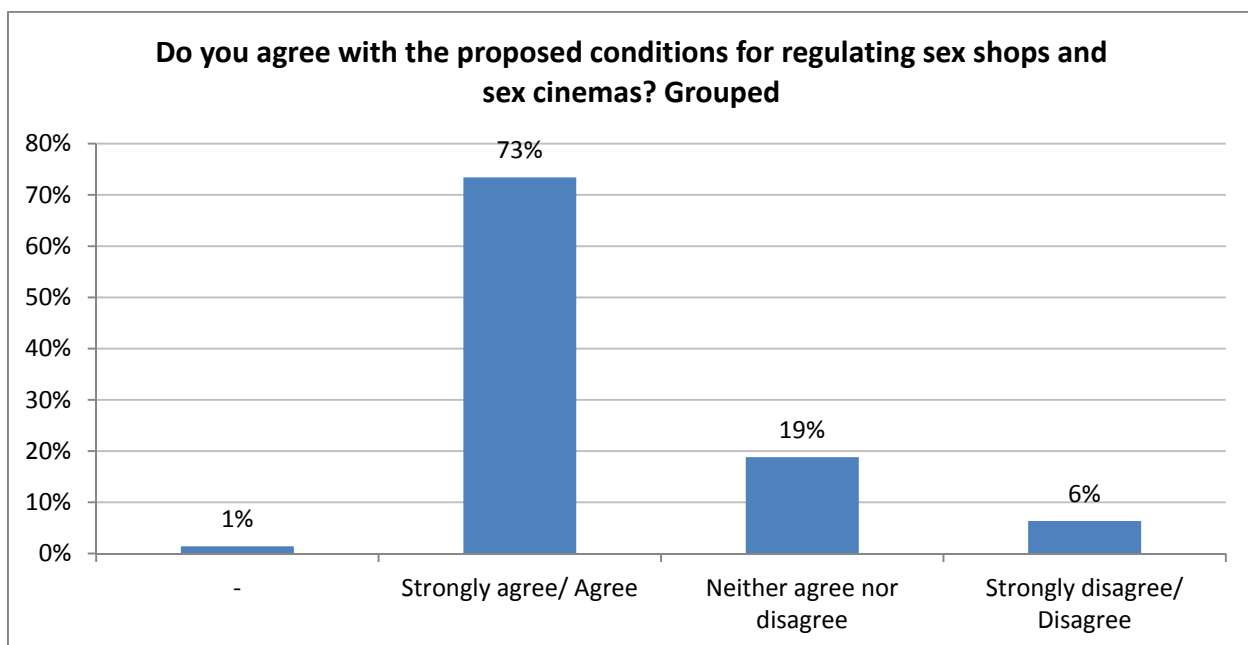
Subject	Number	Notes
Other	11	
Specific policy suggestions	8	
There should be no SEVs	5	

References to women's rights	4	Including mentions of the 'restraints' or 'acts of force'
The importance of enforcement	4	
If we have SEVs then the conditions are good ones	3	
Wanting worker's rights to be protected	2	
The importance of venues being regulated	2	
Not within 2 miles of any school	1	
The link between SEVs and sexual assaults	1	
The policy is too restrictive	1	

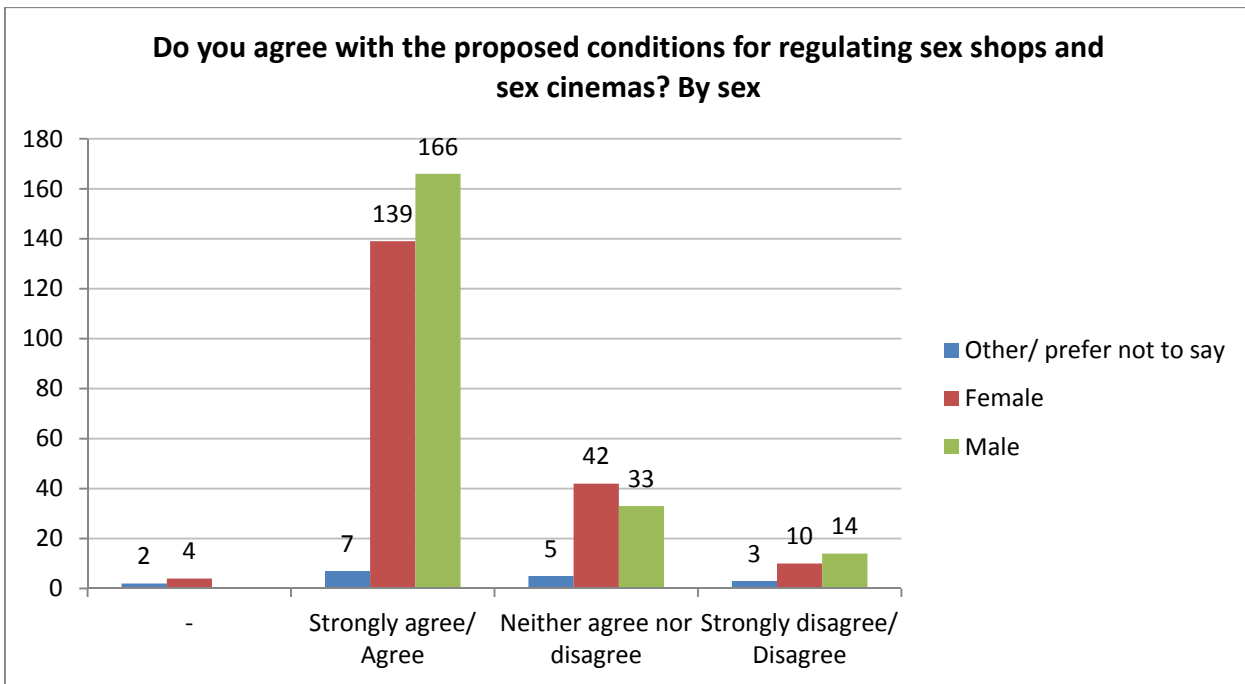
The comments made on this question are attached in full at **Appendix L**.

4.8 Do you agree with the proposed conditions for regulating sex shops and sex cinemas?

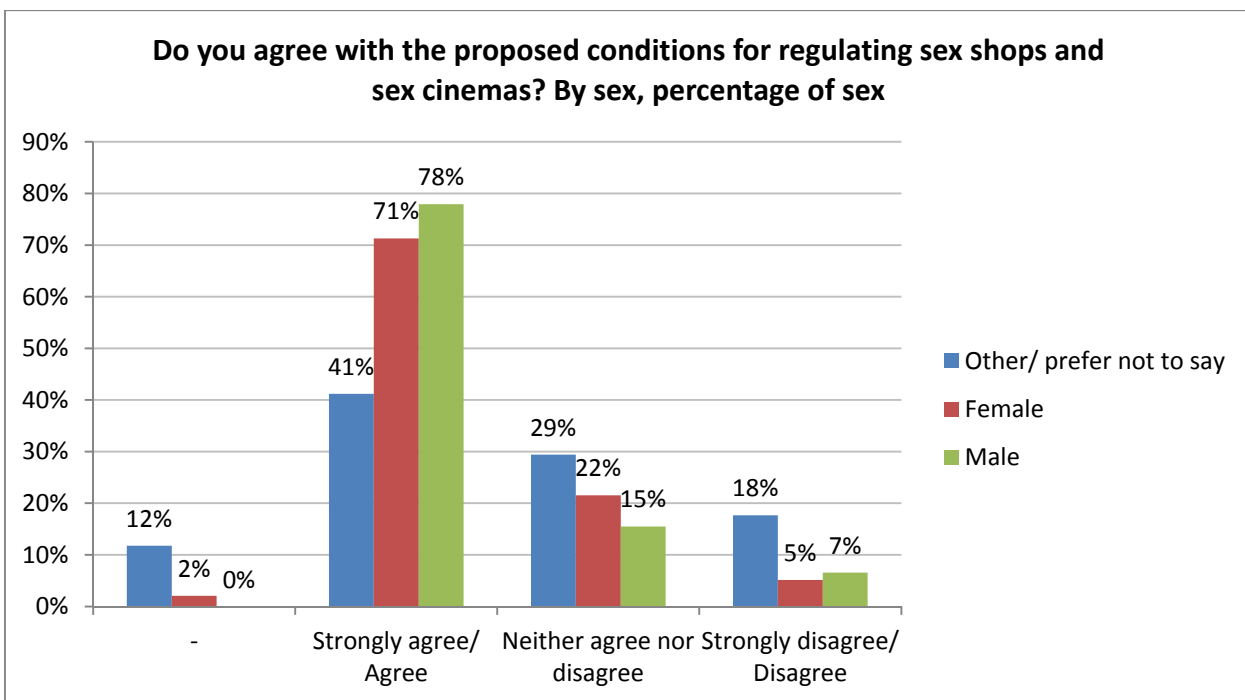
The majority of respondents (73%) agreed with the proposed conditions for regulating sex shops and sex cinemas.



Looking at the split by sex it can be seen that the majority of all sexes agreed with the proposed conditions for regulating sex shops and sex cinemas.



By looking at the percentage that each sex agreed/disagreed with the proposed conditions it can be seen that females and those in the other/prefer not to say category disagree with the proposed conditions more than males.



4.8.1 Comments

There were a total of 26 comments for this question. The main themes were:

Subject	Number	Notes
Sex shop policy suggestion	6	
References to SEVs or Sex	4	

establishments having a negative impact on women’s rights	
Sex cinema policy suggestion	3
Don’t want any sex establishments	3
Regulation of sex establishments is important	3
The conditions should be enforced	3
Other	2
Comments agreeing with the conditions	2
Comments about letting the market regulate the number of SEVs	2
Not within 2 miles of any school	1
Disabled accessibility	1
The policy is too restrictive	1
Comment about the survey itself	1

The comments made on this question are attached in full at **Appendix M**.

4.9 Do you agree with the proposed numbers for each locality

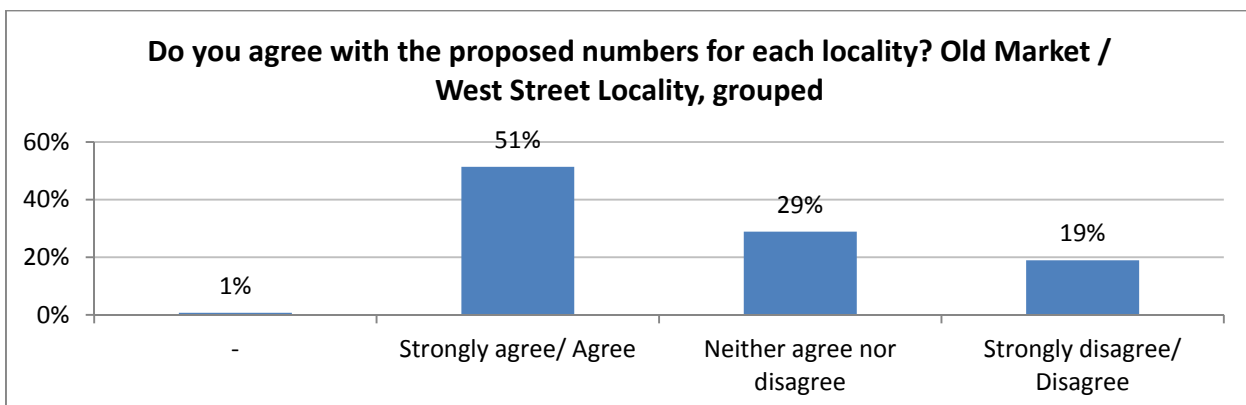
This question asked respondents to confirm whether they agreed with the proposed numbers of SEVs, sex shops and sex cinemas in the three currently defined localities of Old Market/West Street, City Centre, and Bishopston/Redland/Cotham/Ashley.

4.9.1 Old Market

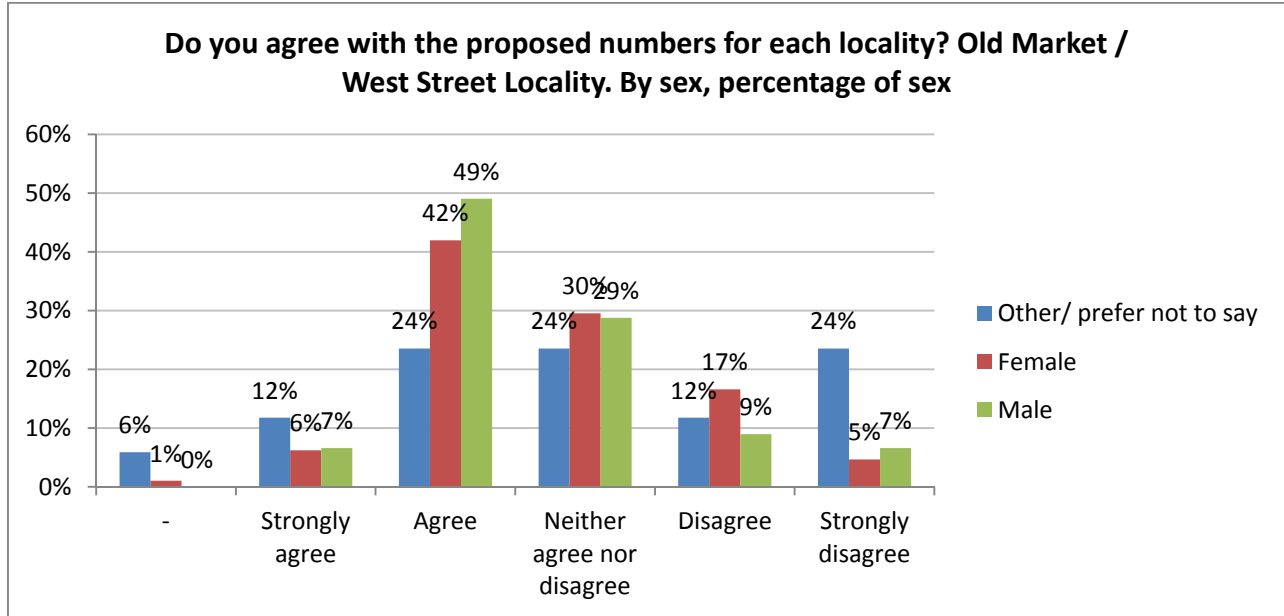
The proposed numbers for this locality are:

Type	Number
SEV	1
Sex Shop	2
Sex Cinema	0

The majority of respondents (51%) agreed with the proposed numbers for the Old Market locality, however a significant proportion (29%) neither agreed nor disagreed.



By looking at the percentage that each sex agrees/disagrees with the proposed number the majority of all sexes agree with the proposed numbers and a significant percentage neither agree nor disagree.

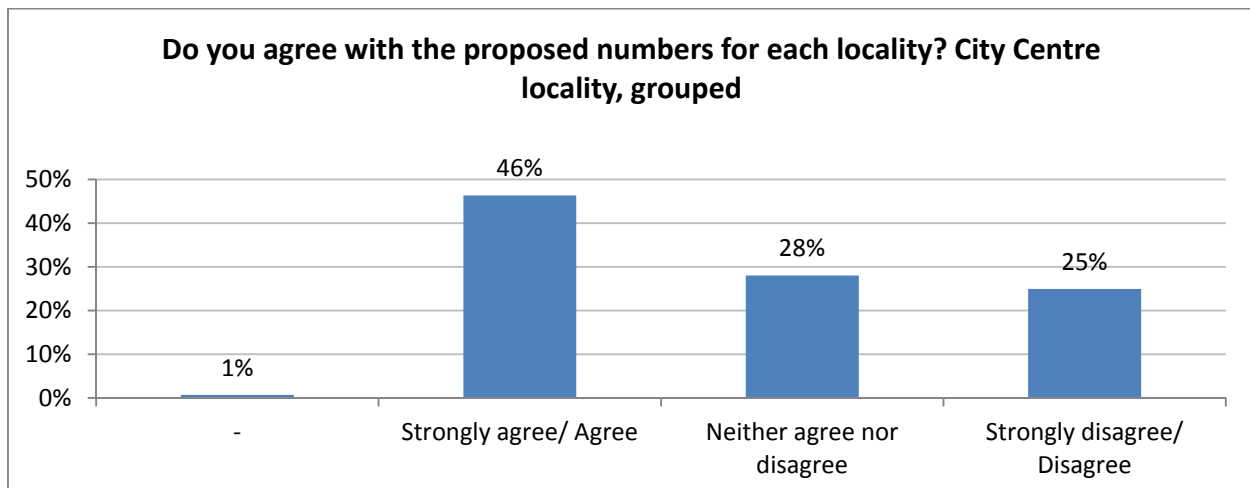


4.9.2 City Centre

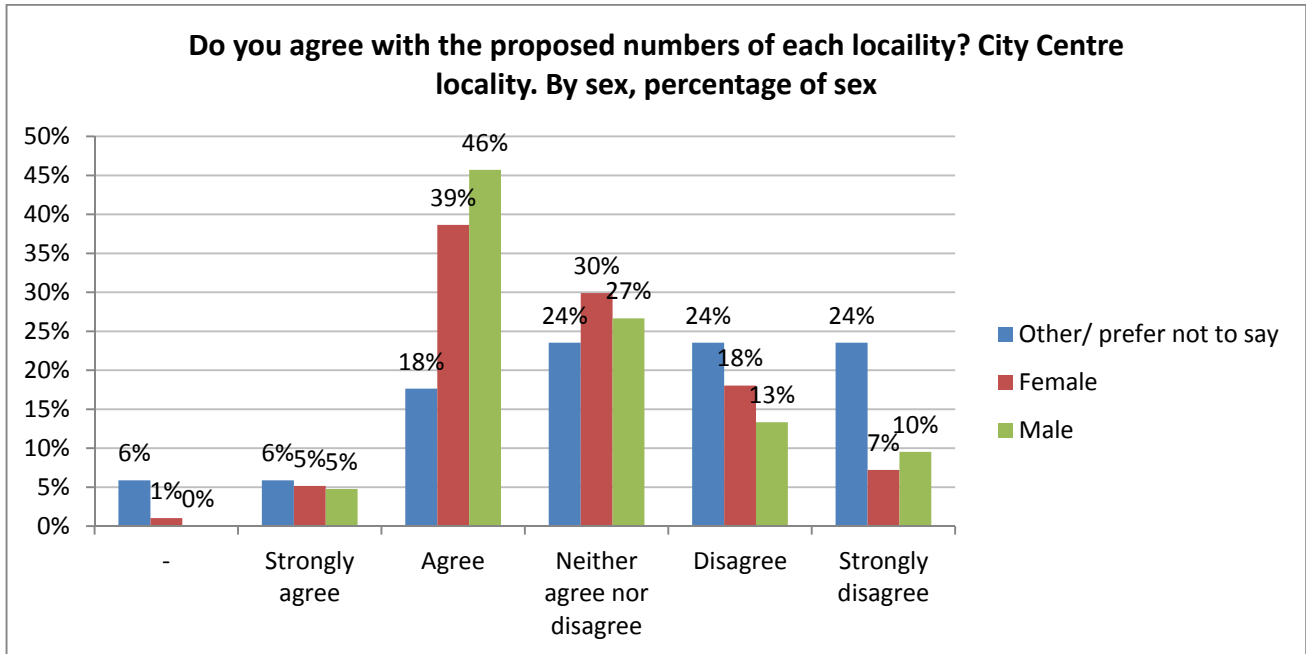
The proposed numbers for this locality are:

Type	Number
SEV	2
Sex Shop	2
Sex Cinema	0

The majority of respondents (46%) agreed with the proposed numbers for the city centre, however the remainder of responses were fairly evenly split between neither agree nor disagree, and disagree at 28% and 25% respectively.



By looking at the percentages of each sex that agreed/disagreed with the proposed numbers a significant number of respondents neither agreed nor disagreed with the proposals, with the majority of respondents agreeing with the proposals.

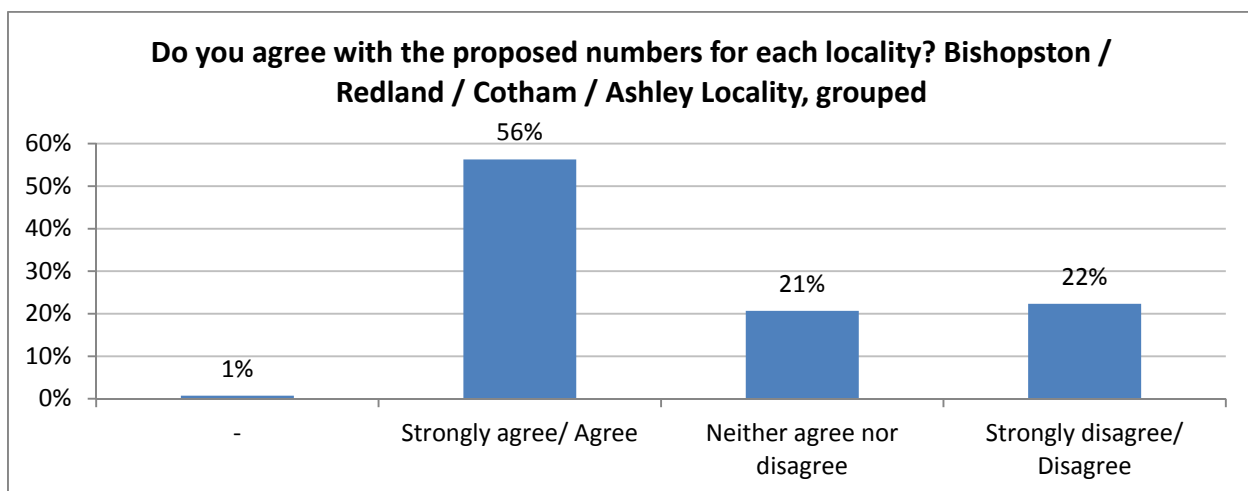


4.9.3 Bishopston/ Redland/ Cotham/ Ashley

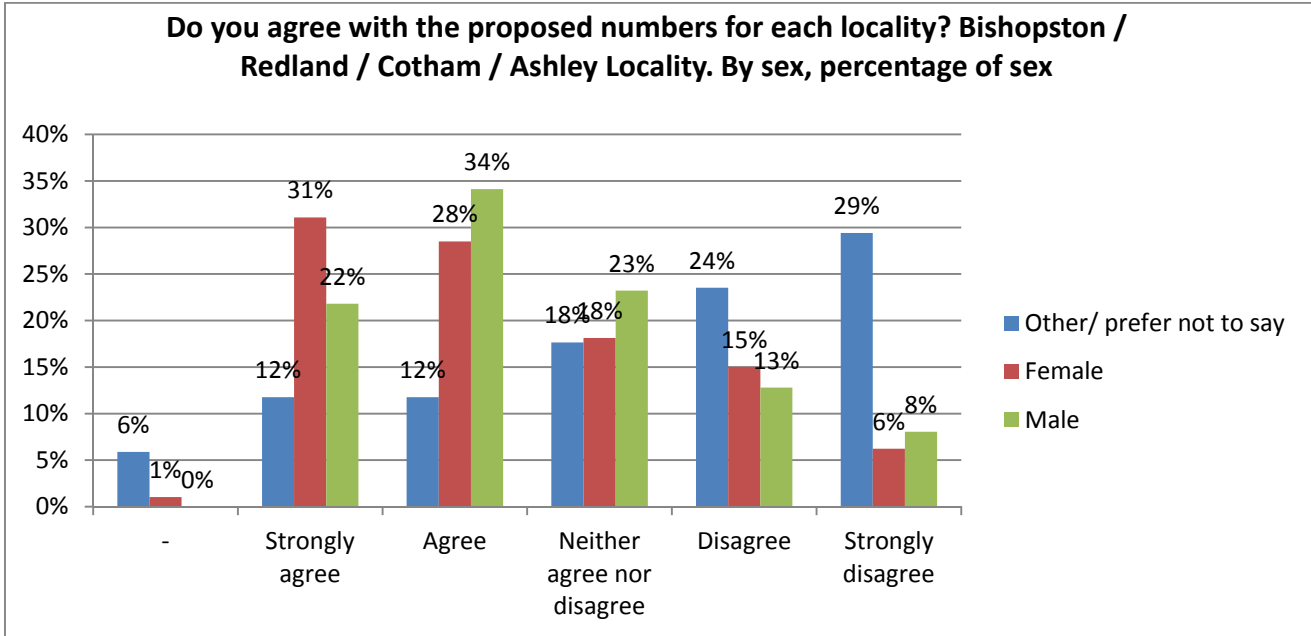
The proposed numbers for this locality are:

Type	Number
SEV	0
Sex Shop	0
Sex Cinema	0

The majority of respondents (56%) agreed with the proposed numbers for this locality.



When looking at the percentages of each sex who agree/disagree with the proposed numbers it can be seen that a similar number of both males and females agreed with the proposed numbers for this locality.



4.10 If you have further comments on the proposed number of sexual entertainment venues, sex shops and sex cinemas in the defined localities, please provide them.

This was a free-text box. There were 108 comments. The main themes were:

Subject	Number	Notes
Comments about the chosen locations or where would be better	22	Many commenters did not want them in residential areas, or near schools. Some wanted them all in one area – like a red light district
Other	20	
Commentators did not understand the rationale for choosing these areas specifically, and not including others	15	Was mentioned areas such as Clifton or St Werberghs were not covered in policy
No sex establishments	15	Commenters wanted to Sex Establishments
Comment about sex cinemas	10	In relation to the nil cap on sex cinemas
The cap is too high	8	
There should be no cap	6	
Children should be protected from being able to see the sex establishments	6	Referencing the importance of being able to go into the city centre without seeing SEVs
Comments referring to ‘posh’	6	Pointing out that Clifton and similar wealthier

areas		areas are not included and that less wealthy areas are given the establishments
Wanting to keep them regulated and not underground	5	
The cap is too low	5	
References to women’s rights	4	
Sex shops are different	4	They should be treated differently
Sex shop comment	3	Two were disagreeing with the number of sex shops, one was not.
Comments about massage parlours or women street walking	3	
The numbers are about the right level	3	
Sex establishments should not be near residential areas	2	
Comment about the survey itself	1	
The numbers are arbitrary	1	
Keep numbers the same as they currently are	1	

The comments made on this question are attached in full at **Appendix N**.

5. Additional responses

A total of 7 responses were received in addition to the survey and Citizen Panel responses. They range from supporting information from respondents who had also completed the survey to statements and presentations from groups or organisations as a separate response. Some of these responses contain personal information or were requested not to be made public, and are summarised in brief here. The full responses are available to members of the committee in **Appendix P**.

Response 1 – Police and Crime Commissioner

Completed survey response, also calling for a nil cap throughout the city

Response 2 – Not Buying It

Call for a nil cap throughout the city, regulation is not effective, allowing SEVs is incompatible with the PSED, SEVs are a gateway to other parts of the sex industry, emotional harm as well as physical harm is done to performers.

Response 3 – You My Sister

Call for nil cap throughout the city, regulation is not effective, industry is harmful even if there are no breaches of rules, exit support should be provided.

Response 4 – Individual - gender equality expert

Highlights the key points for policy makers, including acts, legislation and policy which apply to decision making.

Response 5 – Inspector Mark Runacres, Avon and Somerset Constabulary

Call for a nil cap throughout the city.

Response 6 – Nice 'N' Naughty

Concern about fee levels for sex shops

Response 7 – Bristol based gender equality and women's rights organisation

Call for a nil cap throughout the city, detailed response covering regulation, harm, gender equality, violence against women and girls and PSED.

6. Differences and similarities between Survey and Citizen Panel Responses

In the respondents it can be seen that more women than men responded to the consultation (

7. How will this report be used?

This report will be used by the working group to assist them in producing a final version of the policy.

The latest consultations can be found online at www.bristol.gov.uk/consultationhub, where you can also sign up to receive automated email notifications about consultations.

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