

Licensing Committee Agenda



Date: Monday, 8 March 2021

Time: 9.00 am

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

Distribution:

Councillors: Peter Abraham, Barry Clark, Harriet Clough, Eleanor Combley, Chris Davies, Richard Eddy, Paul Goggin, Fi Hance, Margaret Hickman, Hibaq Jama, Brenda Massey, Paula O'Rourke, Chris Windows and Lucy Whittle

Copies to: Nick Carter, Ashley Clark (Legal Advisor), Claudette Campbell (Democratic Services Officer), Abigail Holman (Licensing Policy Advisor) and Carl Knights (Licensing Policy Advisor)

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Date: Friday, 26 February 2021



Agenda

1. Welcome, Introductions and Safety Information

(Pages 4 - 5)

2. Apologies for Absence.

3. Declarations of Interest

To note any declarations of interest from the Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Please note that the Register of Interests is available at

<https://www.bristol.gov.uk/councillors/members-interests-gifts-and-hospitality-register>

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

4. Minutes of Previous Meeting

To agree the minutes of the 22nd October 2020

(Pages 6 - 7)

5. Public Forum

Any member of the public or Councillor may participate in Public Forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Public Forum items should be emailed to democratic.services@bristol.gov.uk and please note that the following deadlines will apply in relation to this meeting:-

Questions - Written questions must be received 3 clear working days prior to the meeting. For this meeting, this means that your question(s) must be received in this office at the latest by 5 pm on **2nd March**.

Petitions and Statements - Petitions and statements must be received on the working day prior to the meeting. For this meeting this means that your submission must be received in this office at the latest by 12.00 noon on **5th March**.



6. Sex Establishments Policy Consultation

(Pages 8 - 614)

7. City Centre Cumulative Impact Assessment Report

(Pages 615 - 736)



Licensing Public Information Sheet

Inspection of Papers - Local Government
(Access to Information) Act 1985

You can find papers for all our meetings on our website at www.bristol.gov.uk.

Other formats and languages and assistance
For those with hearing impairment

You can get committee papers in other formats (e.g. large print, audio tape, braille etc) or in community languages by contacting the Democratic Services Officer. Please give as much notice as possible. We cannot guarantee re-formatting or translation of papers before the date of a particular meeting.

Public Forum

Residents who are affected by the business of the Committee, may present a petition or submit a statement at ordinary meetings of the Licensing Committee and at Licensing Sub-Committee meetings. Petitions, questions and statements presented to the Licensing Sub-Committee can be received only in respect of hearings already decided and licence applications not subject to a hearing.

The petition or statement must relate to the terms of reference and role and responsibilities of the Committee or Sub-Committee concerned.

**Further information on representations is available from the Licensing Office email address:
Licensing@bristol.gov.uk or from Democratic Services.**

Please see www.bristol.gov.uk and <https://www.bristol.gov.uk/licences-permits/premises-licence-appeals-and-review>

Public Forum process

- The statement is received no later than **12.00 noon on the working day before the meeting** and is about a matter which is the responsibility of the committee concerned.
- The question is received no later than **three clear working days before the meeting**.

Any statement submitted should be no longer than one side of A4 paper. If the statement is longer than this, then for reasons of cost, only the first sheet will be copied and made available at the meeting. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated. This information will also be made available at the meeting to which it relates and placed in the official minute book as a public record (available from Democratic Services).

We will try to remove personal information such as contact details. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement contains information that you would prefer not to be in the public domain. Public Forum statements will not be posted on the council's website. Other committee papers may be placed on the council's website and information in them may be searchable on the internet.

Webcasting/ Recording of meetings

Members of the public attending meetings or taking part in Public forum are advised that all Full Council and Cabinet meetings and some other committee meetings are now filmed for live or subsequent broadcast via the council's [webcasting pages](#). The whole of the meeting is filmed (except where there are confidential or exempt items) and the footage will be available on YouTube for two years. If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive.

**Bristol City Council
Minutes of the Licensing Committee****22 October 2020 at 10.00 am****Members Present:-**

Councillors: Peter Abraham, Barry Clark, Eleanor Combley, Chris Davies, Paul Goggin, Fi Hance, Brenda Massey, Chris Windows and Lucy Whittle

Officers in Attendance:-

Nick Carter, Ashley Clark (Legal Advisor), Claudette Campbell (Democratic Services Officer) and Abigail Holman (Licensing Policy Advisor)

1. Welcome, Introductions and Safety Information**2. Apologies for Absence.**

Apologies were received from:

Cllr Clough
Cllr Eddy
Cllr O'Rourke

Cllr Massey informed the committee she would need to leave after 20 minutes as she was double booked.

3. Declarations of Interest

None received.

4. Minutes of Previous Meeting

RESOLVED – the minutes of the previous meeting are agreed as a correct record.

5. Public Forum

None received.

6. Election of Chair for the remainder of the 2020/21 Municipal Year

RESOLVED – Cllr Barry Clark was elected chair of Licensing Committee for the remainder of the 2020/21 Municipal Year.

7. Sex Establishment Policy Consultation Outcome Report

The Licensing Officer introduced the report and summarised it for the Committee.

Discussion notes:

- In para 3.2, there seems to be confusion about whether the question relates to the policy or scope of the policy. It was confirmed the question was about scope and the chart was incorrectly labelled.
- There was a discussion about the number of responses that were from Bristol citizens and whether the results could have been skewed by people gaming the system. It was confirmed that responses were via an online portal that recorded IP addresses, so it would be obvious if one person was submitting many responses. There was a high number of responses in general which is a good thing. Most are from Bristol or the surrounding area.
- It was confirmed that this decision is about the committee accepting the integrity of the consultation and it would not be making any critical analysis of the data at this point. A final decision on the policy would be taken later and all the information would be considered at that point.
- P.411 cites a number of policies to be mindful of during development. It was confirmed these were listed by a consultation respondent, not officers.
- The consultation response is important, but should not be considered alone when it comes to policy development. It will need to be considered among other pieces of research.
- As this matter has been debated for some time, the working group should meet quickly to develop the Sex Establishment policy and refer it back to the full licensing committee when ready.

RESOLVED – The Licensing Committee Notes and accepts the results of this consultation.

RESOLVED – The Licensing Committee delegates the development of a Sex Establishment Policy to the working group.

ACTION OH consult with officers and arrange date for a working group meeting. Circulate the details to all licensing members so that any member that wishes to join the working group can do so.

Meeting ended at 10.40 am

CHAIR _____

BRISTOL CITY COUNCIL

Licensing Committee

8 March 2021

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) Approve the draft policy for full public consultation as set out in the report.
- (2) Consult on the draft policy for a twelve week period, dates to be determined, as set out in the report
- (3) Request officers to amend the draft policy (if required) following consultation and bring back to this committee for formal approval

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 regular basis.

The significant issues in the report are:

- The policy proposes a change to the appropriate numbers in respect of Sexual Entertainment Venues for two of the three defined localities: City Centre locality, and Old Market/West Street locality.

- The proposed draft policy has been updated to take account of changes to legislation, and expanded to cover all forms of sex establishments, rather than just Sexual Entertainment Venues.
- Updated standard conditions are proposed for Sexual Entertainment Venues, Sex Shops and Sex Cinemas.

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. Currently there are two licensed sexual entertainment venues and four 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 has met with stakeholders, and other interested parties and has reviewed a wide range of documentation in considering the draft policy.
8. Between October 2016 and February 2021 the working group met thirteen times. During these sessions they considered a wide range of information, and heard from various stakeholders including the Police & Crime Commissioner, Avon & Somerset Constabulary, a number of groups and individuals who oppose sexual entertainment venues, proprietors and performers and destination Bristol. They had a range of views, often with competing interests, and opinions. They also heard from officers regarding the legal framework under which the policy is created and maintained, and about decisions of other local authorities with regard to their policies.

9. A copy of the summary of other local authority decisions, which gives brief details about whether the local authorities have designated numbers, or has a nil cap, is attached at **Appendix C**.
10. The working group invited comments from a wide range of stakeholders and received seventeen responses. A copy of these responses is attached at **Appendix D**. One response was requested to not be disclosed publicly and is attached at **Appendix E** as a restricted document for the committee only to view. Four respondents did not provide permission to disclose their responses and therefore these are not included in the documents.
11. The working group invited the respondents to speak to them and nine attended. The working group additionally invited a performer and the Operations Director for the Bristol Improvement District to speak to them. A copy of the summary of the minutes from each respondent is attached at **Appendix F**. Two respondents did not provide permission to disclose the summaries and therefore these are not included in the documents.
12. In advance of a formal consultation on any revised policy a questionnaire was distributed online and was available to the public either online or in a paper format between 3 April 2018 and 31 May 2018. The questionnaire was publicised through media, social media and communications with the public including relevant responsible authorities, equalities groups, and stakeholders.
13. The questionnaire sought the views of a wide range of people on the types of venues regulated under the Act.
14. The questionnaire received 1430 responses, with 1279 (90%) of responses from members of the public. The full report of responses is attached at **Appendix G**.
15. In the questionnaire there were a number of questions where a large proportion of people neither agreed nor disagreed with the statement, indicating that there is not a definitive split between those who believe sex establishments should be permitted in Bristol and those who do not.
16. Following consideration of the questionnaire response a consultation on a draft policy which was similar to the previous policy, and

maintained the same proposed localities and numbers, was available to the public between 16 August 2019 and 10 November 2019. The consultation was publicised through media, social media and communications with the public including relevant responsible authorities, equalities groups, and stakeholders.

17. The consultation sought the views of a wide range of people on various aspects of the policy. It was also distributed to the Citizen Panel for comment. The Citizen Panel is made up of a range of people who reflect the demographics of the City and regularly respond to consultations across a range of issues.
18. The consultation received 1046 responses with 809 (77%) of responses from members of the public. Separately 425 responses were received from the Citizen Panel, representing 35% of their membership. Additional submissions were received outside of the questionnaire from a range of groups, as well as comments made alongside the questions within the consultation. The full report is available at **Appendix H**.
19. The draft EQIA was reviewed after the consultation results had been analysed and an updated draft EQIA is at **Appendix I**.
20. In the results of the consultation it can be seen that the majority of members of the public agreed with the proposed numbers for the localities in Old Market, City Centre and Bishopston/Redland/Cotham/Ashley areas, between 59% and 66%. However a significant proportion of people, between 21% and 33% did not agree with the proposed number. Strong representations were also received outside of the consultation questions from a number of groups who felt that to permit SEVs in particular undermined the public sector equality duty and the Council's commitment to ensuring the safety of women in public spaces.
21. A number of comments were made alongside consultation responses relating to the fear that some women experience when in proximity to these premises, whether objectively justified or not which is relevant when the committee consider whether to impose a particular policy.
22. During the course of the policy review a number of decisions have been taken by other local authorities in respect of either their licensed venues or their policies, most notably Sheffield City Council who were

the subject of two judicial reviews. One was in respect of an application to renew an SEV licence, and the other was in respect of their policy review. In particular in respect of the policy review the court found that Sheffield City Council had failed to have due regard to eliminate discrimination, harassment and victimisation, advance equality and foster good relations.

23. The council must in its decision making have due regard to the requirements under the Equalities Act 2010. This is not to say that it must come to one conclusion or another, but that it must weigh the evidence and give equality considerations the weight which is proportionate in the circumstances, given the potential impact of the policy on equality.
24. The questionnaire, consultation responses, information from other Licensing Authorities, and submissions from respondents assisted the working group in the formulation of the draft policy, EQIA and draft standard conditions. A copy of the draft policy, draft standard conditions and draft EQIA, are attached at **Appendix A, B, and I** respectively.
25. In consideration of the above, and taking into account the revised EQIA it is proposed that a revised policy is put out for consultation with revised numbers in the localities which are already defined.

Consultation

26. It is proposed that the public consultation is open for 12 weeks, in line with government guidance, at dates to be determined. These dates should be defined so that they don't result in the consultation being launched or the results being published during the pre-election period for elections currently scheduled for May 2021.
27. In light of the Covid-19 pandemic it is understood that the elections may be delayed. If this should happen officers request that the scheduling of dates for the consultation be delegated to the Licensing and Trading Standards Manager to agree in consultation with the Chair of the Licensing Committee.
28. There are no requirements as to who should be consulted in respect of a Sex Establishment Policy under the Act, however officers propose that the following persons or bodies are included in the consultation:
 - 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

29. Internal

It is proposed that the views and guidance of the following Council teams are sought:

- Children and Families Services
- Public Health
- Pollution Control

Proposal

30. The Act does not require the Council to produce a policy in respect of the premises regulated under it. The Council considers that it is appropriate to produce and review a policy relating to these types of premises to assist applicants and the public with both the process and the expectations of the Council in respect of applications, and regulation of licensed premises.
31. The proposed draft policy has been updated to take account of changes to legislation and information provided to the working group, in addition to the information provided, questionnaire and consultation results.

Other Options Considered

32. 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	
1	Any policy decision is open to challenge	Med ium	Mediu m	Bristol City Council has followed a clear process in reviewing the policy, however this is a contentious issue and following a clear process may not be sufficient to	Low	Mediu m

				mitigate against a challenge			
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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 reviewing the policy and taking account of changes within the Council's administrative area.	Medium	Medium	Review of policy and consultation on proposals	Low	Low	

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 attached as Appendix D. The risks identified were moderate but the policy ensures that the Council is well placed to identify any adverse impact in respect of all protected groups when it is engaged in considering applications.

Legal and Resource Implications

Legal

The committee is not bound by a statutory procedure for formulating the policy or consulting in respect of Sex Establishments. The Government Guidance suggests the consultation exercise should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach. The Government Guidance recommends that the Consultation period should be 12 weeks.

Financial

This paper requests approval to undertake a 12 week consultation on draft revisions to the Council's current Sex Establishment policy. No financial costs, savings or income are expected to arise as a consequence of this recommended activity.

Personnel

No HR implications evident

Appendices:

Appendix A	Draft Policy for consultation
Appendix B	Proposed Standard Conditions
Appendix C	Local authority policy decisions
Appendix D	Responses to stakeholder invitation
Appendix E	Restricted response to stakeholder invitation
Appendix F	Summaries of responses to working group
Appendix G	Pre consultation responses
Appendix H	Consultation responses

Appendix I Equalities Impact Assessment

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



BRISTOL CITY COUNCIL

Local Government (Miscellaneous Provisions) Act 1982

Control of Sex Establishments

1. Introduction

The Local Government (Miscellaneous Provisions) Act 1982 introduced a regime for the control of sex establishments. The regime is adoptive and Bristol City Council has for many years been able to control the provision of sex shops and sex cinemas within its administrative area. The provisions of the 1982 Act were extended in 2009, to include the control of "sexual entertainment venues". The Council has adopted the amended Schedule. This enables applicants to apply for licences for sex establishments.

The Act places a duty on the Council to refuse an application in certain cases (for example if an individual applicant is under the age of 18 years) and confers powers on the Council to refuse to grant or refuse to renew a licence by reference to matters such as the maximum number of sex establishments which the Council considers appropriate for the locality of the premises, the premises that are subject of the application and the character of the locality.

The legislation may be viewed here:

<http://www.legislation.gov.uk/ukpga/1982/30>

Local Government (Miscellaneous Provisions) Act 1982 Chapter 30

<http://www.legislation.gov.uk/ukpga/2009/26/section/27>

Policing and Crime Act 2009 Part 2 Section 27 - Regulation of lap dancing and other sexual entertainment venues etc

2. Scope of this policy

This policy will guide the Council when determining applications made in connection with sex establishments. It will assist it in achieving the purpose of the legislation in a manner that is consistent with the body of case law that has developed since the regime was first enacted.

This policy applies to every type of sex establishment (as defined in the Act) unless an exemption applies. Reference should be made to the legislation itself for a full understanding of what might fall within the definition and when exemptions may apply, but in summary the types of sex establishment have been detailed below:

1. A sexual entertainment venue is:

- (a) **premises** (which includes traditional premises as well as vehicles, vessels and stalls etc. – but not private dwellings to which the public are not admitted) **at which**
- (b) **relevant entertainment** (i.e. either: (i) a live performance of such a nature that, ignoring financial gain, it must reasonably be assumed to be provided solely or principally for the purposes of sexually stimulating any member of the audience whether by verbal or other means; or (ii) a live display of nudity of such a nature that, ignoring financial gain, it must reasonably be assumed to be provided solely or principally for the purposes of sexually stimulating any member of the audience whether by verbal or other means.)
- (c) **Is provided** (i.e. provided or permitted to be provided by or on behalf of the organiser)
- (d) **before a live audience**
- (e) **for the financial gain of the organiser or entertainer** (this can be direct or indirect)
- (f) **unless an exemption applies** (exemptions are detailed in par 2A of the third schedule – see link above)

2. A sex cinema is:

- (a) **premises** (which includes traditional premises as well as vehicles, vessels and stalls etc. – but not private dwellings to which the public are not admitted) **which**
- (b) **are used to a significant degree for the exhibition of moving pictures**
- (c) **which are concerned primarily** with the portrayal of, or primarily deal with or relate to, or are intended to encourage, sexual activity, or acts of force or restraint associated with sexual activity
- (d) **or are concerned primarily** with the portrayal of, or primarily deal with or relate to, genital organs or urinary or excretory functions

3. A sex shop is:

- (a) **premises** (which includes traditional premises as well as vehicles, vessels and stalls etc. – but not private dwellings to which the public are not admitted) **which**
- (b) is used for a business which consists to a **significant degree**
- (c) **of selling, hiring, exchanging, lending, displaying or demonstrating**
- (d) **sex articles** (anything made for use in connection with, or for the purpose of stimulating or encouraging sexual activity; or acts of force or restraint which are associated with sexual activity, and any article to be read or looked at, and any recording of vision or sound which includes or is intended to encourage sexual activity; or acts of force or restraint which are associated with sexual activity)
- (e) **or other things** intended for use in connection with, or for the purpose of stimulating or encouraging sexual activity; or acts of force or restraint which are associated with sexual activity

A glossary of terms is provided at the end of this document

This policy is intended to be strictly applied, but will not operate inflexibly; the Council will take all relevant factors into consideration when determining applications and each and every case will be decided on its merits.

3. Decision making responsibility

By law all functions of the local authority concerning this regime, including the making of this policy and determination of applications, are matters that cannot be the responsibility of its Executive. As such the Full Council is the body that controls the way decisions are made. The Full Council exercised its powers under Section 7 of the Licensing Act 2003 to arrange for the Licensing Committee to be responsible for the Schedule 3 functions on behalf of the Council. By virtue of Section 10 the Licensing Act 2003 a licensing committee may arrange for the discharge of any functions exercisable by it:-

- (a) By a sub-committee established by it, or
- (b) (Subject to certain statutory restrictions) by an officer of the licensing authority.

The Licensing Committee has made such arrangements.

4. Determining applications

The overriding objective of this Policy is to ensure that premises licensed by this Authority under this legislation do not contribute directly or indirectly to crime, disorder or harm to individuals or groups within the community; whilst seeking also not to be unduly restrictive of the rights of persons seeking to operate well-run premises in appropriate locations. It will be the intention of this Authority to consider each application on its individual merits, and to act in a fair and proportionate way to achieve this objective.

5. General obligations that apply to the discharge of all of the Council's powers and duties

There are a number of general obligations that apply whenever the Council is discharging any of its many functions. Those most likely to be relevant are highlighted in this part of the policy and must be borne in mind when considering any aspect of the regime including all of the things specifically addressed in the following paragraphs. For the avoidance of doubt, the Council has screened this policy statement to ensure it is compatible with those obligations and will, through its information gathering powers, seek to ensure that relevant information may come forward through the application process to enable all of its general obligations to be satisfied in the discharge of the function of determining applications for sex establishment licences. Material that is relevant to the achievement of these obligations will be properly taken into account.

There are many such general obligations applying to the work of a local authority, amongst which are (in no particular order of priority):-

- its fiduciary duties to the Council Tax and Rate payers of the City (protection of the public purse).
- its obligations to act compatibly with rights conferred under the European Convention of Human Rights
- its general and specific duties under Equalities Law
- its obligations under Crime and Disorder legislation

6. Considering applications and representations

Applications have to be made in writing and must contain the particulars specified in paragraphs 10.2 to 10.5 of the third schedule (see hyperlink above) and such particulars as the appropriate authority may reasonably require in addition. The Council's application form will be designed to elicit information that enables its decision making to be guided by this policy, including information that is relevant to enabling it to meet all of its general obligations such as those referred to in the preceding paragraph.

Public notice must be given of all applications and that notice shall be in the form that the Council may prescribe. The Council has prescribed a form of application that facilitates public representations, including, for example, requiring applicants to identify the brand name under which the premises are intended to operate and other material information.

The council will record that applications have been received on its licensing web pages. In respect of applications for SEVs the council will also display additional notices in the area making use of street furniture and community notice boards. It also intends to notify local councillors about any applications within their wards.

Persons objecting to an application for the grant renewal or transfer of a licence must give notice in writing of their objection to the Council, stating in general terms the grounds of the objection not later than 28 days after the date of the application. Providing they comply with the statutory requirements their format of written objections is entirely a matter for the objector.

The Council will give an opportunity of appearing before and being heard by a committee or sub-committee:

- (a) before refusing to grant a licence, to the applicant;
- (b) before refusing to renew a licence, to the holder; and
- (c) before refusing to transfer a licence, to the holder and the person to whom the applicant desires that it shall be transferred.

The Council will also usually permit objectors to address the Committee or subcommittee in respect of the matters raised in their written objection (but no other matter).

The Council has arranged for hearings to take place before committees and subcommittees whose Members are accustomed to conducting such business in accordance with the rules of natural justice and other relevant obligations. Training has been made available to all Councillors concerned in the conduct of hearings and determination of such matters.

When considering applications the Councillors will usually enhance their existing local knowledge of the locality by use of maps and site visits. Applicants should be required to provide a location map and plan of the premises.

7. Grounds for refusal

Mandatory grounds

A licence shall not be granted where one of the mandatory refusal grounds applies, that is:-

- (a) to a person under the age of 18; or
- (b) to a person who is for the time being disqualified by virtue of revocation in the previous twelve months;
- (c) to an individual applicant who has not been resident in the UK for the previous six months;
- (d) to a body corporate which is not incorporated in an EEA state;
- (e) to an applicant 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 was reversed on appeal.

If the Council finds any of these grounds apply then it must refuse the application

Discretionary grounds for refusal

A licence may otherwise be refused on one or more of the following grounds.

- (a) That the applicant is unsuitable to hold the licence by reason of having been convicted of an offence or 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 be refused the grant, renewal or transfer of such a licence if he made the application himself;
- (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. (Nil may be an appropriate number for these purposes)
- (d) That the grant or renewal of the licence would be inappropriate, having regard -
 - (i) to the character of the relevant locality; or
 - (ii) to the use to which any premises in the vicinity are put; or
 - (iii) to the layout, character or condition of the premises, vehicle, vessel or stall in respect of which the application is made

If the Council finds any of these grounds apply then it may refuse the application

Factors for consideration

Discretionary grounds (a) and (b)

In considering the suitability of those persons referred to in (a) and (b) above the factors the Council may take into account includes:

- relevant experience;
- relevant criminal convictions;
- whether the person has committed relevant offences;
- relevant observations or findings by public authorities, including licensing authorities, in connection with the conduct of the person or their ability to manage and control premises;
- relevant findings by courts and tribunals in connection with the treatment of protected groups (within the meaning of the Equalities Act 2010)
- information germane to the person's ability to, among other things:
 - ensure the safety and wellbeing of performers;
 - ensure the proper protection of the public;
 - ensure the suitability of employees, performers and others using the venue;
 - prevent performance by or for those who may thereby be harmed, including minors;
 - understand and adhere to conditions imposed on any licence granted and ensure they are observed by others on the premises;
 - engage constructively with the Council and other relevant regulators

Discretionary ground (c)

The Council is mindful of its power to determine an appropriate maximum number of sex establishments, in the relevant locality at the time the application is determined. The Council will adopt a consistent approach to this issue when determining applications for a sex establishment. It will not seek to predetermine the localities that are comprised within the City of Bristol or predetermine the appropriate number for each such locality, but will consider this issue on a case by case basis. That is to say, it will decide what the relevant locality is as a matter of fact in each particular application and not by drawing boundaries on a map or some other method.

Having established the relevant locality, in considering the issue in ground 'c' the Council will take into account all relevant considerations including:-

- The character of the locality:
 - residential
 - leisure
 - educational establishments
- Other uses in the locality:
 - faith / religious institutions
 - churches
 - family friendly facilities
- Impact on regeneration
- Impact on tourism, including considerations of the perception of the City at gateway locations
- Impact on retail attraction
- Risk of public nuisance
- Whether the locality is subject of stress caused by a cumulative impact of premises authorised to provide licensable activities under the Licensing Act 2003;

- Impact on crime and disorder
- Public perception of the safety of the locality and impact on that perception, e.g. typical footfall at material times, level of street lighting, use by lone females
- Existence of social problems in the locality and impact on any initiatives to tackle them, e.g. kerb crawling, prostitution.
- Levels of recorded crime
- Levels of anti social behaviour

For any locality within the Licensing Authority's administrative area that has not yet been defined the authority will treat each application on its own merits. However, applicants should be aware that there will be a general presumption for refusal especially where the characteristic of the locality is made up of primarily:

- residential accommodation,
- parks and children's play areas,
- schools, nurseries, children centres, colleges or university
- religious and communal buildings
- family tourist attractions
- family shopping or leisure areas

Appendix A shall be maintained within this policy to record all decisions made to control the number of sex establishments under this provision.

Discretionary grounds (d)

For d(i)

Having regard to the character of the locality (see ground (c) above) the Council will consider whether the particular application is appropriate , taking into account:

- The size and appearance of the premises
- Their proximity to places where the public congregate for purposes other than use of the premises, such as bus stops and taxi ranks
- The nature and style of the relevant entertainment that is proposed
- The nature of the clientele it is likely to attract and their number
- The duration of the proposed licence/activity
- The manner in which the relevant entertainment is likely to be managed
- The risk of nuisance to others engaged in legitimate activity
- The proposed hours of operation.

For d(ii)

Whether premises in the vicinity are put to any of the following uses:

- residential, in particular homes occupied by families
- leisure
- educational establishments
- churches and other places of worship
- family friendly facilities
- other sex-oriented/adult premises (whether or not they are licensed/licensable)
- youth clubs
- womens refuges

- community centres
- parks and other open spaces
- swimming pools
- public transport

For d (iii)

In considering these factors the council will take into account information concerning:-

- whether the premises are fit for the purpose proposed
- their planning status
- the general appearance to others using the locality
- whether premises are self-contained
- means of access and egress, whether shared with other building users (if any)
- accessibility
- sightlines
- 'hidden' areas and other places where effective monitoring may hampered
- standard of decoration and "fit –out"
- visibility from the street
- facilities for smokers
- facilities for performers (changing, washing, wc, smoking areas etc) and whether they are adequately separated from those provided for customers

8. Conditions

The council has set out standard conditions that will normally be applied to any sex establishment licence granted by it.

The conditions are intended to promote the safety and wellbeing of the public, employees and customers, as well as reducing the impact of these types of premises by imposing certain restrictions.

An applicant may request to vary or be exempt from any of these conditions and will be afforded the opportunity to provide information as to why a variation or an exemption should be granted in that instance.

9. Reasons

The Council will usually make available the reasons for its Committee and subcommittee decisions on its web pages. Rarely publication of reasons may be deferred where there is good reason (for example where relevant information is sub judice or otherwise reasonably judged to be exempt from publication).

10. Waiver

In circumstances in which the Council reasonably judges that it would be unreasonable or inappropriate to require a licence for the sexual establishment concerned it may waive the requirement for a licence. An applicant for a waiver must submit the information prescribed in the legislation and such other information as the council may reasonably require. There are no advertising or publicity provisions governing waivers.

If an application for waiver is allowed a waiver notice is given which can be for a specific

period or open ended. When it is open ended the council, by giving at least 28 days' notice, can bring it to an end.

The Council will consider each waiver application received on its own merits

APPENDIX A

RECORD OF DECISIONS TAKEN TO CONTROL THE NUMBER OF SEX ESTABLISHMENTS IN LOCALITIES IN BRISTOL

These are the localities for which numbers have been set, any other localities would be determined on a fresh application.

On 23rd November 2011 the Licensing Committee determined three localities in Bristol and specified the maximum number of Sex Shops, Sex Cinemas and Sexual Entertainment Venue within each locality. The numbers for each locality were considered on review of the policy in 2021 and amended to the numbers below.

Old Market / West Street Locality

2 Sex Shops, 0 Sex Cinemas, 0 Sexual Entertainment Venue

City Centre Locality (see map)

2 Sex Shops, 0 Sex Cinemas, 0 Sexual Entertainment Venues

Bishopston / Redland / Cotham / Ashley Locality

0 Sex Shops, 0 Sex Cinemas, 0 Sexual Entertainment Venues

APPENDIX B**GLOSSARY OF TERMS**

Audience - includes an audience of only one person

Nudity - nudity is the exposure of the pubic area, genitals or anus and, in the case of women, their nipples

Organiser - the person who is responsible for the organisation or management of the entertainment itself or the premises

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26/09/18	1.3	Abigail Holman	Policy Review

CONDITIONS RELATING TO SEX ESTABLISHMENTS

Standard Conditions for Sexual Entertainment Venues

1. The Council makes these regulations pursuant to its power under paragraph 13 of the Third Schedule to the Local Government (Miscellaneous Provisions) Act 1982 ("The Act").

2. In these conditions

'Audience'; 'Sexual Entertainment Venue'; and 'Relevant Entertainment'; each have the meaning given in the Act .

'Performer' means any individual who performs or actively participates in Relevant Entertainment (whether or not they are an employee) and "Performance" and "Performing" shall be construed accordingly.

'Permitted Relevant Entertainment' means entertainment falling within the description specified on the licence as being permitted at the licensed premises

'Relevant Offence' means

1. An offence under the Local Government (Miscellaneous Provisions) Act 1982 Schedule 3.

2. A sexual offence, being an offence listed in Part 2 of Schedule 15 to the Criminal Justice Act 2003, other than the offence mentioned in paragraph 95

(an offence under section 4 of the Sexual Offences Act 1967 (procuring others to commit homosexual acts));

3. Every Sexual Entertainment Venue Licence granted, renewed or transferred by the Council shall be presumed to have been so granted, renewed or transferred subject to the standard conditions contained in the schedule unless they have been expressly excluded or varied by the Council.

Schedule

A. Only Permitted Relevant Entertainment is authorised under this licence.

B. Permitted relevant entertainment may only take place on those parts of the premises as are identified on the plan annexed to the licence.

C. Relevant entertainment shall not occur in private rooms, cubicles or other enclosed areas. For these purposes a room, cubicle or other area is private unless it is completely open on one side so that activities within may be supervised from the exterior.

D. The Council shall be provided with a Code of Conduct for Performers and Rules to be observed by members of the audience.

E. The Code and Rules referred to in Condition D above shall be brought to the attention of all performers and members of the audience and reasonable measures shall be taken to ensure that they are complied with.

F. 1. At no time during the performance may there be any physical contact between a performer and a customer. Prior to the performance or at the completion of the performance there may be hand-to-hand payment for the performance.

2. At no time except during the performance may a performer or employee be unclothed. Immediately following the performance, the performer must dress, so that (for example) the performer may not be unclothed when seeking payment for a performance.

3. No performer or employee may at any time (and whether or not performing):

- a. sit or lie on the lap or any other part of any customer;
- b. kiss, stroke, fondle, caress or embrace any customer;
- c. engage in any other contact of a sexual nature with any customer.

4. In these conditions:

- a. "customer" means any person visiting the premises other than employees or performers, whether or not they have paid for or intend to pay for services provided;
- b. "employee" means any person working at the venue whether under a contract of employment or some other contract;

c. “unclothed” means when breasts and/or genitals and/or anus are fully or partially uncovered.

d. “other contact of a sexual nature” means contact which must reasonably be assumed to be provided solely or principally for the purpose of sexually stimulating the customer.

G. As soon as is reasonably practicable, and in any event within seven days, the Council shall be notified of any material change in the management structure, where a material change means one which is at variance with the information provided in the most recent application for a license, or its renewal or variation as the case may be;

H. No person shall be employed or shall perform at the premises who has unspent convictions for any Relevant Offence;

I. Copies of the license and the conditions applicable to it shall be displayed on the premises in a place where it is likely to be seen by every member of the audience;

J. The licensee shall retain control over all parts of the licensed premises when used for Relevant Entertainment;

K. Customers shall be made aware of any charge for admission to the premises, and of any further charges that may be levied in connection with the provision of Relevant Entertainment, before being admitted to the premises;

L. There shall be no display either upon or outside of the licensed premises (in such a way that it is visible on the exterior) of photographs or other images which indicate or suggest that Relevant Entertainment is provided upon the premises, with the exception of any registered trade mark, trading name or trading symbol that has been provided to the Council in connection with the most recent application for licence, its renewal or variation as the case may be;

M. The licensee shall ensure that no area where Relevant Entertainment may take place can be viewed from outside the licensed premises at any time;

N. The licensed premises shall be sufficiently illuminated to ensure that usable CCTV images can be captured;

O.1. Performers shall not be permitted to share the following facilities with any customers and suitable separate provision must be made;

- (i) water closet;
- (ii) washing facilities;

2. Performers and customers shall not be permitted to share any smoking area

3. No customers shall be permitted to enter any changing area used by Performers

P. All external doors affording access to the licensed premises shall be fitted with a device to provide for their automatic closure and such device shall be maintained in good working order;

Q. The availability of relevant entertainment shall not be marketed or advertised in any of the following ways:-

- (a) by means of personal solicitation in the locality of the licensed premises;
- (b) by means of leafleting in the locality;
- (c) by means of externally displayed advertisement (such as on billboards) in any part of the Council's administrative area

R. The following shall be made available without charge to performers and the Audience:

Literature and contact names and telephone numbers of organisations that provide advice and counselling on matters relating to:-

- (i) sexual problems;
- (ii) family planning;
- (iii) sexually transmitted diseases
- (iv) rape and sexual assault.

S. (i) No telephone number, residential address, email address or other information that may facilitate further contact between performers and members of the Audience is passed from audience to performer, or vice versa; and

(ii) This prohibition shall be brought to the attention of all members of the Audience

T. (i) Performers may perform only in accordance with written contracts, which define their rights and obligations, including terms as to the nature of their performance and payment. No deduction shall be made from such payment unless permitted by the contract, and no deduction by way of penalty shall be permitted;

(ii) No relevant entertainment shall be provided by any performer unless sufficient checks have been made of documents evidencing the performer's age, identity and right to work in the United Kingdom;

(iii) Copies of all documents referred to in (i) and (ii) above shall be retained for not less than 12 months after the last provision of Relevant Entertainment by the said Performer and shall be produced to an authorised officer of the Council or a Constable upon request at any reasonable time.

U. The licensee shall exercise all due diligence and take all reasonable steps to ensure that the terms and conditions imposed on the licence are observed and complied with at all times.

V. CCTV.

CCTV shall be in use at the premises.

(i) Where a CCTV system is to be installed, extended or replaced, it shall be to an appropriate standard as agreed with the Licensing Authority in consultation with the Police. Where a CCTV system is to be installed it shall be fully operational by commencement of the licence.

(ii) The CCTV equipment shall be maintained in good working order and continually record when licensable activity takes place.

(iii) The premises licence holder shall ensure images from the CCTV are retained for a period of 31 days. This image retention period may be reviewed as appropriate by the Licensing Authority

(iv) The correct time and date will be generated onto both the recording and the real time image screen.

- (v) If the CCTV equipment (Including any mobile units in use at the premises) breaks down the Premises Licence Holder shall ensure the designated premises supervisor, or in his/her absence other responsible person, verbally informs the Licensing Authority and the Police as soon as is reasonably practicable. This information shall be contemporaneously recorded in the incident report register and shall include the time, date and means this was done and to whom the information was reported. Equipment failures shall be repaired or replaced as soon as is reasonably practicable and without undue delay. The Licensing Authority and the Police shall be informed when faults are rectified.
- (vi) The premises Licence holder shall ensure that there are trained members of staff available during licensable hours to be able to reproduce and download CCTV images into a removable format at the request of an authorised officer of the Licensing Authority or a constable.
- (vii) There shall be clear signage indicating that CCTV equipment is in use and recording at the premises during all trading hours
- (viii) If relevant entertainment is specifically provided for an audience of one (for example what is sometimes referred to as a private dance) the camera must be positioned and operated so as to ensure that both parties are clearly identifiable from the captured images.
- (ix) All monitors shall be positioned so that customers may not observe images.

W. Relevant entertainment shall not include any word, action or imagery that endorses or depicts, or might reasonably be taken as endorsing or depicting, or be promoted as including, any conduct which, if taking place in reality, would amount to a criminal offence; for the avoidance of doubt this imposes a prohibition on any performer being clothed in a school uniform or otherwise attired or presented as being a school student or a child or being promoted as such in any media.

Standard Conditions for Sex Shops and Sex Cinemas

Save where they have been expressly excluded or varied, as particularised in paragraph 1 of this schedule, the licence is granted subject to the terms, conditions and restrictions prescribed by the Authority in regulation (Standard Conditions applying to sex shops and sex cinemas) and also to any additional terms, conditions and restrictions set out in paragraph 2 of this schedule..

SCHEDULE

1 A copy of this licence together with a copy of the conditions shall be exhibited.

STANDARD CONDITIONS APPLICABLE TO LICENCES FOR SEX SHOPS AND CINEMAS

In these Conditions the following expressions shall have the following meanings:

- (i) 'The Council' - The City Council of Bristol.
- (ii) 'Sex Establishment', 'sex cinema', 'sex shop', and 'sex article', shall have the meanings given them in Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982.
- (iii) 'Premises' any vehicle, vessel, stall or premises (which shall include any building, any part thereof, forecourt, yard or storage place in connection with any building) which is the subject of a licence granted under Schedule 3 aforesaid.
- (iv) 'Special Conditions' any terms, conditions or restrictions contained or referred to in the Schedule to a licence granted under Schedule 3 aforesaid.

1 A sex shop or sex cinema shall not be open to the public before 9 a.m. and shall not be kept open after 8.00 p.m.

2 The licensee shall ensure that the public are not admitted to any part or parts of the premises which have not been licensed by the Council.

3 No part of the premises shall be used by male or female prostitutes for the purposes of soliciting.

4 The licensee shall notify the Council in writing of the person responsible for management of a sex shop or sex cinema at any time and no person may be responsible for such management unless he is approved by the Council.

5 The name of the person responsible for management of a sex shop or sex cinema shall be prominently displayed on the premises throughout the time of his management.

6 Where the licensee is a body corporate or an unincorporated body any change of director, company secretary or other person responsible for management of the body shall be notified to the Licensing Authority in writing within 14 days of the change.

7 The licensee shall not let, licence or otherwise dispose of any part of the premises.

8 Any displays must be arranged in such a way that the interior of the premises, other than the window display itself, is not visible from the exterior.

Wording shall not be used in any window display or on the exterior of the premises that could be considered as stimulating or encouraging sexual activity, or acts of force or restraint associated with sexual activity.

No article or material shall be displayed on the premises so as to be visible from outside of the premises that are for use in connection with, or for the purpose of stimulating sexual activity, acts of force or restraint associated with sexual activity, genital organs, urinary or excretory functions.

A maximum of three mannequins may be used in any window display for the purpose of displaying such clothing as lingerie, nightwear, fancy dress, etc. Such displays shall not include any clothing or item which could be considered to be for use in connection with, or for purpose of acts of force or restraint. Where mannequins are used they shall not be posed in such a fashion as to suggest sexual activity or acts of force or restraint.

If the Council notifies the licensee in writing of the unsuitability of any poster, photograph, sketch, painting, image or any form or display visible to members of the public who are not on the premises, then the item shall be removed or obscured from the sight of members of the public not on the premises

9 Neither the licensee nor his servant or agent shall personally solicit custom for a sex establishment outside or in the vicinity of a sex shop or sex cinema.

10 There shall be no change of use from a sex cinema to a sex shop or from a sex shop to a sex cinema without written consent from the Council.

11 No sex articles or other things intended for the use in connection with, or for the purpose of stimulating or encouraging sexual activity or acts of force or restraint which are associated with sexual activity shall be displayed, sold, hired, exchanged, loaned or demonstrated in a sex cinema.

12 All sex articles and other things displayed for sale, hire, exchange or loan in a sex shop shall be clearly marked with their prices.

13 All printed matter offered for sale, hire, exchange, or loan shall be available for inspection prior to purchase.

14 Alterations or additions either internal or external shall not be made to the licensed premises without written consent from the Council.

15 The licensee shall take all reasonable precautions for the safety of the public and employees.

16 In the event of any inconsistency between these conditions and any special conditions of the licence the special conditions shall prevail.

17 Where in these Conditions reference is made to 'approval' or 'consent' by the Council this shall be approval or consent in writing from the Licensing Authority and no approval given under any other powers of the Council will be sufficient, e.g. planning permission approval under building regulations, and approval given under any other powers exercised by the Council shall not preclude the necessity for approval or consent in writing under these Conditions.

Local Authority	Type of policy	Type of policy cont...	LA Address	Email address	
Guildford	nil cap	no upper or lower limit	Licensing Team Guildford Borough Council Millmead House Millmead Guildford Surrey GU2 4BB	licensing@guildford.gov.uk	
newcastle	core city / nil cap	outside city centre only	Licensing Authority Civic Centre Barras Bridge Newcastle upon Tyne NE1 8PB	licensing@newcastle.gov.uk	
coventry	nil cap	grandfather rights for one venue	Licensing Team Coventry City Council Floor 6 Civic Centre 4 Much Park Street Coventry CV1 2PY	licensing@coventry.gov.uk	
north tyneside	nil cap	current nil cap in Whitley Bay, consultation on new policy underway	Licensing, Block C, Harvey Combe, Killingworth, Newcastle upon Tyne, NE12 6UB	liquor.licensing@northtyneside.gov.uk	
swansea	nil cap	no previous venues	Licensing Division Housing and Public Protection Service Directorate of Place Swansea SA1 3SN	evh.licensing@swansea.gov.uk	
winchester	nil cap	no previous venues	Licensing Winchester City Council City Offices Colebrook Street Winchester SO23 9LJ	licensing@winchester.gov.uk	
exeter	nil cap	no previous venues	Licensing Team Civic Centre Paris Street Exeter EX1 1RQ	licensing.team@exeter.gov.uk	

warwick	nil cap	city centre districts only	Licensing Team Warwick District Council, Riverside House, Milverton Hill, Leamington Spa, CV32 5HZ	Licensing@warwickdc.gov.uk	
cornwall	no limit				Implied in representations that newquay district reduced crime because of sole open venue licence revocation. Cornwall has no limits and Newquay still has a lapdancing venue
slough	nil cap	2?	Licensing Slough Borough Council Landmark Place High Street Slough SL1 1JL	licensing@slough.gov.uk	
birmingham	core city	Limit 8	Birmingham City Council Licensing Section PO Box 17013 Birmingham B6 9ES	licensing@birmingham.gov.uk	
cardiff	core city	no cap	Licensing Cardiff Council City Hall Cardiff CF10 3ND	licensing@cardiff.gov.uk	
leeds	core city	nil cap outside city centre, four in city centre	Entertainment Licensing Leeds City Council Civic Hall Leeds LS1 1UR	entertainment.licensing@leeds.gov.uk	
liverpool	core city	nil cap outside city centre, 8 in city centre, 2 in riverside	Licensing and Regulatory Services, Liverpool City Council, Municipal Buildings, Dale Street, Liverpool, L2 2DH	licensingact2003@liverpool.gov.uk	
manchester	core city	nil cap outside city centre, grandfather rights for existing?	Licensing Team Manchester City Council MANCHESTER M60 2LA	premises.licensing@manchester.gov.uk	

nottingham	core city	no cap	Commercial & Operations Licensing Central Police Station Byron House Maid Marian Way Nottingham NG1 6HS	general.licensing@nottinghamcity.gov.uk	
sheffield	core city	no cap	The Licensing Service, Place Portfolio, Block C, Staniforth Road Depot, Staniforth Road, Sheffield, S9 3HD	licensingservice@sheffield.gov.uk	
portsmouth	nil cap	grandfather rights for existing	Licensing Team Portsmouth City Council Civic Offices Guildhall Square Portsmouth PO1 2AL	licensing@portsmouthcc.gov.uk	
bolton	nil cap	city centre districts only, grandfather rights for existing venue	Licensing Team Regulatory Services Ground Floor Town Hall Victoria Square Bolton BL1 1RU	licensing.unit@bolton.gov.uk	
cheltenham	nil cap	outside city centre locality only	Licensing Section, Cheltenham Borough Council, Municipal Offices, Promenade, Cheltenham, GL50 9SA	licensing@cheltenham.gov.uk	
kirklees	unclear	unknown	Kirklees Licensing Service Flint Street Depot, Flint Street, Fartown, Huddersfield, HD1 6LG	licensing@kirklees.gov.uk	

1. Response 1

Thank you for inviting me to respond to Bristol City Council's SEV policy review.

I urge the council in the strongest possible terms to implement a nil-cap on SEVs in all areas of Bristol with immediate effect. This would be in accordance with the council's repeated claims to be committed to gender equality.

Implementing a nil-cap would send a very strong message to all Bristol residents, and to other towns and cities across the UK, that SEVs have no place in contemporary societies that are moving with the times and recognising that sexism and violence against women is completely unacceptable, and absolutely should not be licensed and therefore endorsed by councils. Going into 2017, we should not be putting out the message that women's bodies are available to be bought on the high street by men with the money and power to do so.

As a journalist of 15+ years, I can appreciate that the council may be reluctant to incite the predictable, hyperbolic stories that the Bristol Post, Bristol 24/7 and other local media may sink to in response to you implementing a nil-cap. These news outlets are all edited by men whose businesses thrive not on the reporting of news but on generating website hits to keep their advertisers happy. And inevitably any story that can be illustrated with a photograph of a young woman in scant clothing will generate the hits these websites want.

These news outlets also have a long history of pitting one type of woman against another (eg women who campaign for gender equality against SEV workers). And despite the scuffles generated by the local papers, these stories also blow over very quickly to be replaced by tomorrow's news stories. So any negativity the council might experience from the local media in response to you implementing the nil-cap Bristol needs would be very short-lived, and the benefits to Bristol and to the council would be seen for decades to come and would be much more far-reaching and influential.

Additionally, Bristol would be cited as a good example of a city that took the brave and courageous step of standing up to pressure, and implemented a nil-cap. This has been evidenced in other local authorities where nil-caps are already in effect and the cities and councils are already enjoying the plentiful benefits.

2. Response 2

Thank you for your letter regarding the above review. I welcome your asking for feedback at this early stage in preparing a draft policy for consultation and am pleased to offer my thoughts.

I have general rather than specific comments on sections of the policy as my view is that the policy should be completely revised to state that there should be no SEVs in Bristol. There should not be any SEVs and those that currently operate should no longer be granted a licence so that none remain.

My main reason for proposing that there be no SEVs in Bristol is that having SEVs in the city runs directly counter to promoting equality between men and women. SEVs reinforce in men (and also in women) the attitude that women and men are unequal in that access to women can be bought by men and that men are entitled to treat women as they wish. Women are thus treated as objects, dehumanised and seen as lesser to men. This extends to women as a group and not just the specific women that men meet in the SEVs.

The Council must consider the aims of the public sector equality duty (PSED) when formulating the new policy on sexual establishments. Where the aims of the PSED are to advance equality of opportunity and to foster good relations between men and women then there can be no other conclusion than to have a policy of no SEVs in Bristol.

The Council must seek views from experts in the field of gender equality such as academics and public health specialists and must understand the evidence for the negative impacts of SEVs on gender equality in order to properly research the PSED implications of this policy review. I hope that you will now do this next step in developing your thinking on the new draft policy.

A further reason for revising the policy at this time to not have any SEVs in Bristol is the distinct change in the character of the city centre this year since the conversion of so many city centre buildings to residential property. There are several thousand more residents in new building conversions such as Electricity House and the nearby new student accommodation. SEVs have never been seen as appropriate in residential areas and as the city centre has now become very much a residential area it is no longer appropriate for SEVs to be present there.

3. Response 3

Thank you for the opportunity to comment at an early stage as you prepare a draft policy for approval by the Licensing Committee.

About me and my work

My name is (redacted), I am a Bristolian and a gender equality consultant. I have a PhD in Psychology from the University of Bristol, on how and why sexual harassment happens to women. I work in the fields of gender equality, and the psychology of social change. I have worked at the Universities of Bristol, Lancaster and most recently UWE where I spent two years developing an evidence-based programme to change social norms at English universities, in order to prevent rape, sexual assault and sexual harassment. My work on the programme was commissioned by Public Health England. I am a member of the national End Violence Against Women Coalition and was appointed in 2015 to the national High-Level Task Force on violence against women in universities commissioned by Sajid Javid MP and Jo Johnson MP. For 6 years I was on the board of directors of The Fawcett Society, the UK's national campaign for equality between women and men. My most recent publication, with colleagues, was an evaluation of how the UK nations are performing in legislation, policy and practice, against the United Nations Sustainable Development Goal for gender equality. In that comprehensive [report](#), available from the British Council website, over 30 gender equality specialists and experts were interviewed in depth and over 400 research reports were digested by the research team. A headline conclusion was: "Like all countries, there is still more work to do in the UK: for example, to change sexist cultural norms about gender that demean women, that are supportive of male violence and that act to limit the horizons of women and girls" (p5).

My response to the policy review

I advise the working group to set a cap of zero in each locality of Bristol for Sexual Entertainment Venues. This will promote equality between women and men in the city and

it will contribute to a change in culture – a culture that is currently supportive of discrimination, harassment and violence against women and girls as data show. Such violence is currently the largest human rights abuse worldwide, and it is not inevitable. It is preventable. The culture is not solely influenced by what goes on inside SEVs but also by the message sent by the local authority that until now has permitted the licensing of SEVs and their presence on the high street.

It seems obvious but it is a distinction worth repeating that:

- inequality between men and women is not fuelled by sex difference, sexual attraction or sexual activity engaged in by individual, consenting, equal adults for the purpose of pleasure for both parties

But:

- inequality between men and women, that includes men's social norms of disrespect, harassment and violence towards women as a group, **is** fuelled by sexual activity that is in the public domain of society, involving (almost always) men paying to have access to, objectify and dictate the performance of the bodies of (almost always) young women where the customer alone is expected and entitled to obtain pleasure.

The history of Bristol's policy is not an impressive one. At the time the last policy was written, gender equality stakeholders (including but not limited to people whose work is to understand how and why violence against women is so common in our culture) contacted the chair of the Licensing Committee with requests to **set a nil cap for SEVs**, as is perfectly allowable under the law. The University of Bristol's Centre for Gender and Violence Research very kindly arranged an information seminar at which several such knowledgeable persons gave presentations explaining how the existence of SEVs in itself is a powerful cultural signal in support of sexism. In this short submission I will not attempt to give a long description of how and why this is judged to be the case but I will be glad to do this if the working group would find it helpful. I refer you also to the longer submission by Bristol Fawcett which provides some research references and which should be useful in drawing up an Equality Impact Assessment. At the time of the last review, one single member of the Committee (who then supported a nil cap) attended the information seminar. No other members, nor the chair, nor any officers, attended - although the chair had been offered three alternative dates - and an opportunity was lost. Members of the Public Health team in Bristol, whose role was to help prevent violence against women, were told they were unable to offer their view as trained specialists in prevention *because of their role as public servants*. Later, the policy was decided and a cap was set at 3 SEVs. At the meeting in November 2011 where this policy was decided, there were concerning comments made, resulting in a letter to the then chair of the Committee, from the Chair of Bristol's Strategic Partnership for the Prevention of Violence Against Women and Girls (a copy of this letter is attached for information).

It is therefore with great feeling that I welcome the opportunity to advise the working group at this stage, in the 2016/17 policy review. In short:

- The working group may set policy taking into account representations from local residents and representative groups

- The working group may take advice on the potential adverse or positive impact of policy upon specific groups (in this case, a particularly large group – women and girls) from those who are most familiar with the challenges faced by that group.
- The working group may reflect on the degree of care taken by numbers of experts in the area to contribute to its deliberation on this particular policy area: care taken because it is judged in their view to be a meaningful, important issue in the field and whose resolution represents a significant shift in promoting equality and preventing violence.
- I hope that the working group will decide that a weight of objective, credible, authoritative information (as opposed to simply ‘opinion’) has been provided, which explains that SEVs make a negative impact upon the chances that Bristol’s women and girls have for making progress towards equality with men and boys, equal enjoyment of the city and safer lives.
- I hope that the working group and the Licensing Committee share the vision for a 21st-century city where women and girls are the equal of men and boys in every way and that they seek to prioritise this vision.
- I trust that the working group will therefore produce a draft policy reflecting this process, that will set a cap of zero SEVs in each locality.
- I will be pleased to assist with providing evidence, for example from peer-reviewed academic journals, to assist in any decision making and in any Equality Impact Assessment. The Equality Impact Assessment from 2011/12 appears to indicate that further Equality Impact Assessments would be made with each application but this has not happened in practice.

Please do not hesitate to contact me for any further information.

“The right to equality is not subject to progressive realization, it is an immediate obligation ... to ensure that women are able to enjoy their right to equality” Mayra Gómez, Co-Executive Director of the Global Initiative for Economic, Social and Cultural Rights

4. Response 4

Thank you for giving me the opportunity to respond to the preliminary consultation on the Sex Establishment Policy Review, 2016-17. As someone who has been concerned about SEVs for many years, I am grateful for the invitation to comment on what might be included in the new policy.

It is my hope that the Licensing Committee will take this opportunity to include a nil cap in its revised SEV policy. Bristol City Council, along with many other cities, now has the chance to bring its SEV policy in line with its obligations under the White Ribbon Status which it was awarded in 2013. The White Ribbon Status marks a commitment to ending violence against women.

There are numerous reasons why a nil cap is desirable, many of which no doubt will be covered in other consultation responses. In my response, I would like to concentrate on the benefits to the local economy of refusing SEV licences.

During licence applications and policy reviews, it is posited by those with a vested interest that SEVs contribute to the local economy and that the performers will lose their employment if a licence is refused. I would suggest the opposite; that a different kind of establishment would contribute more to the local economy and that a performer would arguably have better employment opportunities and rights if a premises and alcohol licence alone were granted.

The reasons for this are as follows:

- The performers are not employed by the club, but are self-employed. Work is ad-hoc and performers pay a house fee to work in the club.
- If refused a SEV licence, a club would still retain its alcohol/premises licence. It could therefore operate as a restaurant and/or bar and offer the performers more regular employment with associated rights that they do not currently enjoy. The argument that performers would automatically lose their jobs is therefore false. The loss of one type of ad-hoc, often inadequately recompensed work could be substituted for more regular employment.
- Because the premises licence is retained, a new business could open that doesn't effectively exclude 50% of the population. Pata Negra on Corn Street is a highly successful tapas bar that was once Lounge@30, a sex entertainment venue. It is no doubt more lucrative and contributes more to the local economy than a SEV which caters for a very niche market.
- Market trends are showing that the demand for lap dancing clubs is decreasing. Despite many clubs' attempt to normalise their existence and market themselves to couples, their main clientele are men. Research is showing that members of stag parties – the staple market for lap dancing clubs - are moving away from spending time in lap dancing clubs to other doing other less "seedy" activities . It has also become unacceptable for most companies to use lap dancing clubs for corporate entertainment because it is seen as unethical and discriminatory.
- Policing SEVs consumes police resources. Even if the clubs claim to be 'well run', they have to be monitored on a regular basis for licence breaches, links to people trafficking, drugs etc. In 2012, Newquay Town Council reported that one reason why crime in the town had reduced by a quarter was that a lap dancing club which had continually breached its licence conditions had had its licence revoked . It must be weighed up as to whether the little that the clubs contribute to the local economy offsets the disproportionate amount of policing required to ensure compliance with licence conditions. Research in America has shown that sexually oriented businesses (strip clubs and sex shops) are clearly associated with increased rates of all types of crime in their immediate vicinity.

In 2011, to a huge outcry, the Licensing Committee missed the opportunity to turn down a premises licence applied for by 'Hooters', a 'sports bar'. This semi-SEV thankfully did not last very long in the city and, like Pata Negra, is now also a popular restaurant and bar (The Cuban). It is unthinkable now that such a licence would be granted again and it is hoped that the city has moved on from endorsing this type of establishment. The Committee will

remember receiving a letter from the Chair of the Safeguarding Children Board in Bristol about "sexy schoolgirl" promotions in Urban Tiger recently. Years ago, this type of sexualisation was a routine part of our culture and may not have even raised an eyebrow but it is now recognised as wrong and harmful. I think Bristol is now ready to recognise that endorsing SEVs is also wrong and harmful, and that our city does not want to be associated with practices that were once accepted as normal even though they demeaned women and men.

5. Response 5

In the last review of this policy in 2010/2011 I made a personal representation and the Centre which I currently head, also made written representations to the council to have a policy that the appropriate number of sexual entertainment venue's in each locality of Bristol is zero.

I hope that my own personal expertise on the prevention of violence against women, as well as the considerable expertise of my colleagues in the Centre for Gender and Violence Research might be of assistance to you as you fulfil your Council obligations to consult under the Equalities Act 2010.

We believe that in order for the city of Bristol to address inequality and violence against women, that the working group draft a policy setting a cap of zero SEVs as an appropriate number for each locality of Bristol.

6. Response 6

I am a Bristol GP and gender violence researcher based in the School of Social and Community Medicine at the University of Bristol. I chaired the NICE DVA and the WHO intimate partner and sexual violence guidelines.

During your last review (2010/11) I supported a policy of zero sexual "entertainment" venues in Bristol.

As a locally based expert on gender violence (with an international research and policy profile), I would like to make the case that a policy of 0 SEVs would make a substantial contribution to Bristol Council's duty to reduce inequality and violence against women.

7. Response 7

Thank you for the opportunity to be consulted on the review. I have written to you previously of my objections to the granting of a SEV licence to Urban Tiger.

I urge the council to set a cap of zero as the appropriate number of SEVs in each locality of Bristol, in order to promote gender equality and to do everything in its power to change the sadly dominant culture of men's violence against women in Bristol, which is fuelled by SEVs.

I am aware that during the history of many of the SEVs in Bristol, breaches of licence policy and poor practice have repeatedly been identified. For example, advertisements for "sexy schoolgirl" nights sexualising children, advertisements encouraging men to lie to their wives about going to SEVs, constructing and permitting private booths, failing to ensure appropriate levels of CCTV coverage, failing to stop touching between dancers and customers during dances, failing to ensure privacy for performers. During hearings, lawyers for the clubs routinely apologise on their behalf and promise that this kind of thing will not happen again. However, this is a pattern. It shows that as long as the council continues to issue licenses, it is likely that there will continue to be breaches and poor risk management. This is the nature of the SEV trade and our city will be much better off replacing the SEVs with businesses that do not trade on men's use of women's bodies for paid entertainment.

Briefing for Bristol City Council's Sex Establishment Policy Review 2016/2017, presented by Bristol Women's Voice

Introduction

Bristol Women's Voice (BWV) welcomes this opportunity to respond to the council's review of Sexual Entertainment Venues (SEVs) and we are pleased to be able to share our specialist expertise. We call unequivocally for a nil-cap on SEVs in Bristol.

Bristol Women's Voice was established in 2011 to represent the women of Bristol, to promote women's equality and to work with Bristol City Council to support it in its mission for gender equality.

The inequality between women and men, boys and girls, in Bristol has many aspects that are all related to one another. As gender specialists in Bristol, it is our view that the women of this city stand no chance of gaining equality with men while the council continues to licence sexism via SEVs. We recognise this policy review also covers sex cinemas and sex shops, but due to time constraints we are restricting our response to SEVs (business which promote the financial and social inequality between women and men, and the assumption that women's bodies are objects which men can buy).

In the past 12 months, Bristol City Council has consulted us on numerous policies with regards to the impact of those policies on women. We now present our views on the impact for women as a consequence of SEVs existing in Bristol: a topic that is 100% about women.

BWV is pleased to read that Bristol City Council's website states that the council is committed to advancing gender equality in the city, specifically stating that: "We will improve the safety of women and men by measuring street sexual harassment and follow up action and we will increase the uptake of specialist sexual violence services."¹

We highlight the facts that Bristol:

1. was the first city to sign up to the European Convention against Trafficking,
2. was the first UK city to sign up to the European Charter for Equality of Women and Men in Local Life,
3. was the first city to create a mayoral Women's Commission,
4. was one of the first UK cities to have a violence against women strategy,
5. was awarded White Ribbon status, showing the city's commitment to eliminating violence against women and girls,

¹ <https://www.bristol.gov.uk/people-communities/gender-equality>

6. has the 'This Is Not An Excuse' programme of public advertising across the city to challenge ideas of sexual entitlement,
7. has a programme of education available to all of Bristol's early years, primary and secondary schools via the Bristol Ideal,
8. offers workplace DV training sessions being developed by Public Health Bristol; and
9. Bristol is host to the widely acclaimed Zero Tolerance initiative, working towards a city that is free from gender-based violence, abuse, harassment and exploitation.

Given all of this, it is incomprehensible that Bristol City Council should still licence SEVs to operate in the city. Bristol more than any other city should be nil-cap and should be proud to be so.

However, the very existence of SEVs licensed by the Council poses a risk to the wider society in Bristol and has a detrimental impact on the vast majority of people in Bristol who choose not to work in or frequent these establishments. Indeed, the existence of SEVs is the polar opposite of a city that celebrates equality and offers a sanctuary for all who need it. This is why we strongly call for Bristol to have a nil-cap on all SEVs with no exceptions.

Since the austerity cuts that began in 2010, BWV has seen an unacceptable number of women lose their jobs from specialist services working to prevent men's violence against women. These job losses are a direct result of funding cuts and the impact of their work has been felt acutely as the city struggles with increasing levels of violence towards women and decreased capacity to respond to these women. These job losses significantly outweigh the number of women who are self-employed in SEVs and who may lose their temporary, un-contracted zero-hours work when you implement a nil-cap.

Questions for the Council

Can Bristol City Council definitively say with 100% certainty that no SEV workers in Bristol are trafficked, have complex needs or are controlled and pimped by men?

Can Bristol City Council ensure the safety of all women and girls in the vicinity of these establishments and in the wider city?

How can Bristol City Council square its support for the Bristol Ideal school programme while supporting the objectification of women for the purpose of male gratification in SEVs?

How can boys in the city grow up to respect women as their equals, and how can girls grow up to have equal aspirations? Clear evidence exists that this equality does not extend to the adult world given that outdated performances of outdated sex roles persist. Bristol City Council has the opportunity to change this right now.

Existing Examples of Successful Nil-Cap Cities

There is already evidence of a nil-cap being successful elsewhere in the UK and we call on Bristol City Council to join other cities and be clear about your commitment to gender equality. Nil caps exist in similar forward-thinking university cities such as Swansea, Exeter, Coventry, North Tyneside and Warwick. Bristol must be next.

We invite Bristol City Council to make the links between its numerous pledges to gender equality and its licensing of establishments that exploit women, and to implement a nil-cap on all SEVs.

Impact on Bristol

Bristol city centre is rapidly changing, and since the council's last SEV policy review there has been a dramatic rise in residential housing in the city centre, particularly around Old Market and the Hippodrome where two of the city's current SEVs operate. As such, it is even less appropriate now than it ever was for SEVs to remain in these residential areas.

With this in mind, we invite the council to consider how two former Bristol SEVs have seen their premises become much more inclusive businesses.

1. Pata Negra (formerly Lounge @ 33) is now a thriving and respected tapas restaurant in the city centre. With rave reviews from more than 210 happy customers on TripAdvisor, the restaurant is rated the 92nd best in the city (out of 1,219)².
2. The Platinum Club on Denmark Street was more recently the Kush nightclub, and is now planned to be a café opening in January 2017³.

Both of these examples show that there is no shortage of entrepreneurs in Bristol who would welcome these central sites that SEVs currently occupy in which to set up successful, gender inclusive and popular businesses, and which would offer employment to many.

Conclusions

We ask that Bristol City Council takes heed of the points raised in this response and instils a nil-cap in Bristol, ensuring that this city truly is a safe and welcoming space for all women and girls, and demonstrating that sexism and gender inequality will not be tolerated any longer in Bristol.

² https://www.tripadvisor.co.uk/Restaurant_Review-g186220-d7147357-Reviews-Pata_Negra-Bristol_England.html

³ <http://www.bristol247.com/channel/news-comment/daily/animals/bristol-cat-cafe-to-open-in-january>

Bristol City Council has been claiming for many years that it is a city striving for gender equality, we urge it to take action to ensure this becomes a reality.

A nil-cap is the only option.

**Bristol Women's Commission and Bristol Zero Tolerance Initiative response
to preliminary consultation on the Bristol City Council Sex Establishment
Policy Review 2016/17**

January 2017

Bristol Women's Commission supports a nil cap policy on Sexual Entertainment Venues (SEVs) within the local authority of Bristol. The Commission believes that the granting of licences to these establishments contradicts the policies and obligations the City Council has in tackling exploitation and violence against women. The Commission trusts that the Licensing Committee will adopt a policy that no SEV licenses will be granted within the local authority area in the future. This will enable the Council to meet many of its obligations and legal objectives in terms of equality and human rights and wider government policy.

Our focus is on supporting a nil cap on SEVs in Bristol because of the incompatibility of the current policy with a city that is equal and safe for all.

As a key signatory to the European Charter for Equality of Women and Men in Local Life¹ Bristol City Council must recognise that "*gender-based violence arises from the idea, on the part of the perpetrator, of the superiority of one sex over the other in... an unequal relationship of power*" (Article 22.2). SEVs can be seen to contribute to a popular culture whereby women's bodies are objectified. This culture perpetuates the notion of "*the superiority of one sex over the other*" as identified in the Charter.² The Council's duty under the Equality Act 2010 and the Public Sector Equality Duty (PSED) includes the need to have 'due regard' to the need to eliminate discrimination and harassment of women and advance equality of opportunity for women, as well as foster good relations between men and women which arguably the presence of SEVs does not do. In fact, research³ demonstrates that the sexual objectification of women, which can be seen to be encouraged and practiced within SEVs, acts to reinforce gender inequality.

¹ Council of European Municipalities and Regions, The European Charter of Equality for Women and Men in Local Life http://www.ccre.org/docs/charter_egalite_en.pdf

² Bristol Women's Commission, Sexual Entertainment Venue Policy Statement, Licensing Special Purposes Sub Committee, 6th November 2014

³ See for example Home Office Sexualisation Review 2010

<http://webarchive.nationalarchives.gov.uk/20100418065544/http://homeoffice.gov.uk/documents/Sexualisation-of-young-people.html>

Therefore, continued licensing of SEVs by Bristol City Council fails to meet obligations under the Charter and national equalities legislation and diminishes the status of Bristol as a modern European City where both women and men can lead fulfilled lives in a safe and fair society.

Bristol as a city is committed to the eradication of violence and abuse of women and girls. In 2012 the city was awarded White Ribbon City status which requires cities to work towards a status of zero SEVs.

Bristol City Council has taken on and is supportive of the Women's Commission's Bristol Zero Tolerance initiative and both previous and current Mayors have pledged their support.⁴ The Bristol Zero Tolerance initiative⁵ seeks to address all forms of gender-based violence, abuse, harassment and exploitation in the city and a nil cap policy on SEVs is a part of this work. So far over 40 high profile organisations and businesses in Bristol have signed up to the Bristol Zero Tolerance pledge and are taking action on gender-based violence in the city.⁶

Other current approaches to addressing violence and abuse in the city include:

- www.thisisnotanexcuse.org
- www.bristolideal.org.uk
- UWE Intervention Initiative⁷
- Bristol Against Violence and Abuse Strategy 2015-2020⁸ includes an aim to challenge the sexualisation and subordination of women and children.

These projects are supported by or run by Bristol City Council therefore the Commission believes that the continued licensing of SEVs directly undermines the council's own work and is not compatible with the wider outcomes and aims that the city hopes to achieve in terms of gender equality and the eradication of gender-based violence. These local policies and strategies highlight the importance of equality, safety and addressing gender-based violence, however, there are no local policies which see the presence of SEVs in the city as positive.

Research published in 2014 shows that sexual objectification has a key role in the link between men's alcohol use and sexual violence perpetration.⁹

⁴ <http://www.bristolzerotolerance.com/our-partners-2/bristol-city-council-2/>

⁵ <http://www.bristolzerotolerance.com/>

⁶ <http://www.bristolzerotolerance.com/our-partners-2/>

⁷ <http://www1.uwe.ac.uk/bl/research/interventioninitiative.aspx>

⁸ <http://www.bava.org.uk/wp-content/uploads/Bristol-Against-Violence-and-Abuse-Strategy-2015-2020.pdf>

Therefore, the presence of SEVs in Bristol can be seen to impact on the safety of women and girls and a local authority policy which permits the licensing of SEVs contributes to the normalisation of exploitation and gender-based violence which initiatives such as Bristol Zero Tolerance are trying to combat.

Good practice on SEVs:

An increasing number of local authorities in the UK are now taking a nil policy approach to SEV licensing and have implemented policy approaches that acknowledge the links between SEVs and gender-based violence and inequality.

The Commission understands that the following local authorities have taken a nil cap approach:

- Coventry
- London – (different licensing regime) Bromley Town, City of London, Enfield, Haringey, Harrow, Hounslow, Richmond, Havering, Camden, Merton
- North Tyneside
- Slough
- Exeter
- Swansea
- Warwick
- Winchester

Others are under consideration. Swansea, Coventry and Winchester local authorities have also developed appropriate wording for their nil cap policies.¹⁰

Home Office Guidance 2010¹¹ states that nil may be an appropriate number of SEVs for a local authority and that licensing authorities may refuse to renew a license even if there is no change in circumstances.

⁹ Gervais et al (2014) Understanding the Link Between Men's Alcohol Use and Sexual Violence Perpetration: The Mediating Role of Sexual Objectification. *Psychology of Violence*.

¹⁰ See http://www.swansea.gov.uk/media/4651/Sex-Establishment-Policy/pdf/Licensing_of_Sex_Establishments_Policy_2013.pdf ; http://www.coventry.gov.uk/downloads/file/8505/sexual_entertainment_venue_policy and <http://www.winchester.gov.uk/licensing/sex-establishment-licence/>

¹¹

<http://webarchive.nationalarchives.gov.uk/20100413151441/http://crimereduction.homeoffice.gov.uk/crimereduction057a.pdf>

The Air Weapons and Licensing (Scotland) Act 2015¹² also includes ‘reducing violence against women’ as a consideration for local authorities when preparing an SEV policy statement and considering the local impact. The Commission would urge Bristol City Council to adopt a similar position.

The Commission is also concerned about some areas of the existing policy and issues these raise for those working within SEVs as well as the general public. These issues would be resolved if a nil cap were to be put in place. The Commission is also concerned about the ability of the general public to respond to the Licensing Committee processes as outlined below.

Concerns with the Regulations prescribing standard conditions applicable to licenses for sexual entertainment venues:

Section D - Code of Conduct

There is currently no standard Code of Conduct that performers or audience members should comply with to protect the rights and safety of performers and enforce a Zero Tolerance approach to any form of violence or harassment.

Section F (a) – contact between performers and customers

The Commission is concerned that there is evidence that this aspect of the policy has not been complied with¹³ and is another reason for a nil cap on SEVs.

Section O – facilities for performers

Given the strong anecdotal evidence that even with current cap levels in the city the most basic provision of separate toilets, changing facilities, and free information on local gender-based violence services and other support for performers in existing establishments is lacking, it is clear that with stretched resources enforcement visits cannot be made often enough or do not have the effect of eliminating unsafe practices or licence breaches.

The specific reference to literature on sexual problems, family planning and sexually transmitted diseases (i - iii) suggests that performers engage in prostitution, whereas gender-based violence is a more likely occurrence during their work. No establishments in the city should exist which could encourage and enable either prostitution or gender-based violence. The idea that the City

¹² <http://www.legislation.gov.uk/asp/2015/10/section/76/enacted>

¹³ see <http://www.bristolpost.co.uk/bristol-club-fined-lap-dancers-far/story-19690487-detail/story.html>

Council is licensing establishments where these are likely to occur is extraordinary.

Section T (ii) – performers' documents

There is a constant concern that trafficked or exploited women could end up working in SEVs and that clubs themselves have responsibility for checking documents. Again, the Commission believes that a nil cap policy on SEVs is another way to ensure that human trafficking and other forms of exploitation are eliminated from the city.

Concerns with Bristol City Council Local Government (Miscellaneous Provisions) Act 1982 Control of Sexual Entertainment Venues:

Section 6 – general obligations that apply to the discharge of all the Council's powers and duties

Council obligations under Equalities Law are outlined above and the Commission believes that the continued licensing of SEVs will not enable the Council to meet these.

Research has also shown that women who work in SEVs can be subject to high levels of abusive behaviour from customers - in a UK study published in 2011 almost half reported frequent verbal harassment and unwanted touching from customers.¹⁴ Again, the Commission believes the council should not be complicit in this type of activity by agreeing licenses when professing to seek a society where women are equal to men.

Section 7 – considering applications and representations

The Commission appreciate being involved in the preliminary consultation process for the policy review and are pleased that other organisations who have made representations in the past have also been invited to be involved in this process. However, the Commission believes that the application process for SEVs and consultation around this lacks transparency and that the information and timetables for these processes must be made more clearly available to members of the public who may wish to comment. The relevant web pages on the Council website cannot be found through searches and the application process and information about this is not clearly available. The timetable for establishments to make an application, representations to be

¹⁴ University of Leeds Faculty of Education, Social Sciences and Law, The Regulatory Dance <http://www.sociology.leeds.ac.uk/research/projects/regulatory-dance>

submitted and dates of hearings should be available to ensure accessibility and participation. This process should also be more focused, for example, hearings taking place within a time limit such as 3 weeks after the end of the application and consultation process.

The Commission is also not aware of information on applications being available on street furniture and community notice boards and being made available to Ward Members and Neighbourhood Forum Coordinators as the policy states. The Commission would therefore like to see a more robust consultation process built into the policy and included in future application cycles. This process should also be accessible including the consultation and papers being advertised clearly online as well as being available in different languages and formats if requested. Responses should also be able to be made online or through electronic and paper copies. A draft Equality Impact Assessment of any draft Council policies should also be made available.

For example, the change in conditions applied for by one of Bristol's SEVs directly contravenes section F (b) of the Regulations prescribing standard conditions applicable to licenses for sexual entertainment venues.¹⁵ However, the application for a proposed change in conditions was not advertised and so local people who it may impact on did not make objections.

Section 8 – discretionary grounds for refusal

The Commission broadly support the grounds for refusal outlined by the policy. However, the Commission believes that the policy has not been followed in terms of the appropriateness of venues considering the character and use of the locality. The proximity to bus stops, residences and public spaces as well as public perception has not been taken into consideration with the current SEVs in Bristol City Centre.

The Council have received a number of objections in the past to the renewal of SEV licenses including details of sexual harassment that some women have experienced in the vicinity of SEVs. Women also report feeling unsafe, unwelcome and intimidated when near these establishments. As Philip Kolvin QC notes¹⁶ “the fears of women using the vicinity of premises may be reflected in decisions as to the location of such facilities... These concerns are directly reflected in the Royal Town Planning Institute’s Gender and Spatial Planning

¹⁵ see <http://www.bristolpost.co.uk/reaction-your-views-on-bristol-s-first-topless-bar/story-29776106-detail/story.html>

¹⁶ Sex Licensing p86-87 <http://kolvin.co.uk/areas-of-licensing-law/sex-licensing/>

Good Practice Note, which states: ‘...ensure that the views of women are considered. Evidence shows that in certain locations, lap-dancing and exotic dancing clubs make women feel threatened or uncomfortable.’” When will the Licensing Committee have due and demonstrable regard to these concerns?

Bristol is at the forefront of national thinking in promoting women’s equality and addressing gender-based violence by signing the European Charter of Equality of Women and Men in Local Life, setting up Bristol Women’s Commission and supporting the Commission’s Bristol Zero Tolerance initiative to drive the agenda forward. The Commission now urges Bristol City Council Licensing Committee to give utmost consideration to the issues raised in our response when reviewing the overall policy of whether the presence of SEVs within the city of Bristol is appropriate or desirable and that the outcome of the updated policy will be for a nil cap.

Signed by Bristol Women’s Commission members:

(Redacted)



AVON & SOMERSET POLICE & CRIME COMMISSIONER

Avon and Somerset Police and Crime Commissioner Response (January 2017)

Preliminary consultation on the Bristol City Council Sex Establishment Policy Review 2016/17

Submitted by email by Inspector Martin Rowlands on behalf of the Office of the Police and Crime Commissioner

Contact email: PCC@avonandsomerset.police.uk

Introduction

The Police and Crime Commissioner (PCC) for Avon and Somerset, Sue Mountstevens supports a nil cap policy on Sexual Entertainment Venues (SEVs) within the local authority of Bristol. This view is based on the PCC's commitment to *Protect the Most Vulnerable From Harm* as set out in the Avon and Somerset Police and Crime Plan.¹ As PCC, Sue Mountstevens is determined to take up every opportunity to reduce and tackle crime in Avon and Somerset. In terms of protecting the most vulnerable from harm, this is relevant to SEVs when it comes to tackling in particular, violence against women and girls (VAWG).

Prevention

The Police and Crime Plan sets out the PCC's ambition to *Protect the Most Vulnerable From Harm* which covers a range of crime types including domestic and sexual abuse and exploitation. This priority includes the objective to 'take a preventative approach and raise awareness of these crimes to challenge perpetrators and give victims confidence to report'.² The Constabulary and other agencies are seeing significant increases in reporting both in Bristol and Avon and Somerset. While this is positive, showing increased confidence in statutory and support agencies, we must not be complacent in our ambition to prevent future harm.

This focus on prevention is in line with the Home Office 2016 VAWG Strategy which states:

¹ <http://www.avonandsomerset-pcc.gov.uk/Your-PCC/Police-Crime-Plan-2016.aspx> p.8

² *Ibid* p.10

Preventing violence and abuse from happening in the first place will make a significant difference to overall prevalence of these crimes. We will continue to challenge the **deep-rooted social norms, attitudes and behaviours that discriminate against and limit women and girls** across all communities. [emphasis added]³

This is of significance when looking at SEV policy as it is the PCC's view that SEVs, by offering paid performances by women contribute to social norms, attitudes and behaviours that discriminate against women and girls by objectifying them and placing them as a commodity. Indeed, the Home Office states that violence against women and girls is 'both a cause and consequence of gender inequality' which is an important statement to consider when the Licensing Committee is reviewing its policy on SEVs.⁴

Bristol's commitments

As a signatory to the **European Charter for Equality of Women and Men in Local Life**, Bristol City Council recognises that "*gender-based violence arises from the idea, on the part of the perpetrator, of the superiority of one sex over the other in... an unequal relationship of power*".⁵ SEVs can be seen to contribute to a popular culture whereby women's bodies are objectified. This culture perpetuates the notion of "*the superiority of one sex over the other*" as identified in the Charter.⁶ Similarly, the Council's duty under the Equality Act 2010 and the Public Sector Equality Duty includes the need to have due regard to the need to eliminate discrimination and harassment of women and advance equality of opportunity for women, as well as foster good relations between men and women which arguably the presence of SEVs does not do. In fact, research demonstrates that the sexual objectification of women, which can be seen to be encouraged and practiced within SEVs, acts to reinforce gender inequality.⁷

The PCC is proud of the **Bristol Zero Tolerance** initiative and is a signatory.⁸ This is important in the context of SEVs given that research published in 2014 shows that sexual objectification has a key role in the link between men's alcohol use and perpetration of sexual violence.⁹ Therefore, the presence of SEVs in Bristol can be seen to impact on the safety of women and girls. The licensing of SEVs contributes to the normalisation of exploitation and gender-based violence which initiatives such as Bristol Zero Tolerance are trying to combat.

³https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/522166/VAWG_Strategy_FINAL_PUBLICATION_MASTER_vRB.PDF p.9

⁴ *ibid* p.16

⁵ Council of European Municipalities and Regions, The European Charter of Equality for Women and Men in Local Life http://www.ccre.org/docs/charter_egalite_en.pdf Article 22.2

⁶ Bristol Women's Commission, Sexual Entertainment Venue Policy Statement, Licensing Special Purposes Sub Committee, 6th November 2014

⁷ See for example Home Office Sexualisation Review 2010
<http://webarchive.nationalarchives.gov.uk/20100418065544/http://homeoffice.gov.uk/documents/Sexualisation-of-young-people.html>

⁸ <http://www.bristolzerotolerance.com/our-partners-2/police-and-crime-commissioner/>

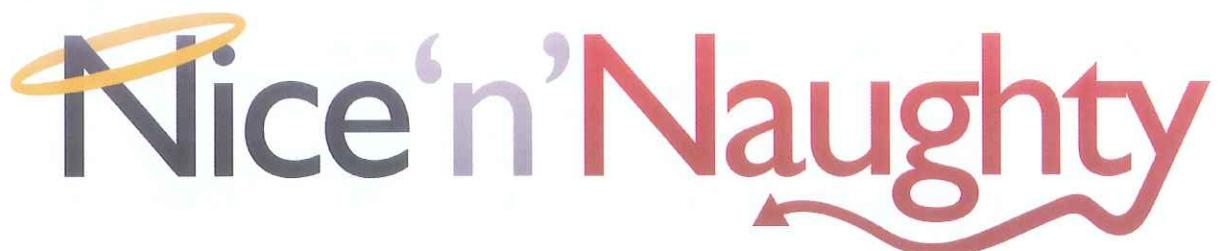
⁹ Gervais et al (2014) Understanding the Link Between Men's Alcohol Use and Sexual Violence Perpetration: The Mediating Role of Sexual Objectification. Psychology of Violence.

The PCC has also been pleased to work jointly with **Safer Bristol** and **Bristol Public Health** on campaigns, services and initiatives aimed at tackling domestic and sexual abuse during her time in office. As such, the PCC cannot support the continuation of a licensing position which contravenes these efforts.

Concluding Remarks

Both in terms of the safety of performers at the venues and more globally in terms of preventing violence against women and girls, it is clear that Bristol has an opportunity to support the ambitions in the PCC's Police and Crime Plan in considering its policy on SEVs.

If Bristol is to take its commitment to tackling these crimes and gender equality seriously, then it should take the bold step of setting a nil cap for SEVs in Bristol.



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Nick Carter
Regulatory Services Manager
Licensing Team (Temple Street)
PO Box 3176
Bristol
BS3 9FS



16th December 2016

Dear Mr Carter,

RE: SEX ESTABLISHMENT POLICY REVIEW 2016/2017

Thank you for your letter of the 11th November 2016 requesting comments on the sex establishment policy review 2016/2017

I would like to refer to the many letters I have sent to Bristol Council questioning the policy and charges associated with the sex establishment licensing (please find enclosed)

Many of these letters have gone unanswered and to date I do not feel that the fees charged are justified.

I have requested meetings to discuss this further in person all of which have been ignored.

I wish to be able to make full representation to any committee that will be reviewing the Sex Establishment policy 2016/2017

I request that this review include the fees associated with the licesning reviews for sex shops.

Bristol Council is one of the highest in the UK and has not justified the fees although we have continually requested this.

Other councils that Nice 'n' Naughty deal with charge the following:

Liverpool	£190.96
Warrington	£457.00
Wigan	£610.00
Southport	£600.00

I look forward to hearing from you in due course.

Yours sincerely

Trish Murray

Trish Murray
Operations Manager
T: 0844 88 44 784
E: operations@nicennaughty.co.uk



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Licensing Team (Temple Street)
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BS3 9FS

13th September 2016

Dear Sirs,

RE: LICENCE RENEWAL – NICE ‘N’ NAUGHTY, 45 COLSTON STREET, BRISTOL, BS1 5AX

With reference to the above, we have written to you on the following dates with no response:

5th July 2016
16th June 2016
16th May 2016

The letter from the 16th May 2016 enclosed our Licence renewal application without the fee as we advised that we were awaiting a response from Jonathan Martin regarding fees.

We have had no response from Mr. Martin or any of the licensing team regarding the fees or our licence renewal.

I would be grateful therefore if a member of the licensing team would acknowledge receipt of this letter and advise on the situation of the fees at this time.

Yours sincerely

Emma Humphreys
Nice N Naughty
Senior Executive Administrator
T: 0844 88 44 784
E: accounts2@nicennaughty.co.uk



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Licensing Team (Temple Street)
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5th July 2016

Dear Sirs,

RE: LICENCE RENEWAL – NICE ‘N’ NAUGHTY, 45 COLSTON STREET, BRISTOL, BS1 5AX

With reference to the above, we sent our licence renewal paperwork to you on the 16th May 2016 and subsequently sent copies of the public notice published in the Western Daily Press on the 18th May 2016 and the Window notice following the 21 day period.

No fee was sent with the renewal as we had written to Jonathan Martin under the Freedom Of Information act asking for information regarding how the fees were set to which he responded on the 13th June 2016.

We sent a further letter which I have attached regarding the fees for 2016/2017 as Mr Martin advised that the last time the fees were set was 2013/2014.

There was no response received from this letter so I would be grateful if you could please arrange for this to be responded too as I am conscious that we have not made payment for the licence or received the licence renewal documents.

Yours sincerely

Emma Humphreys
Nice N Naughty
Senior Executive Administrator
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Licensing Team (Temple Street)
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16th May 2016

Dear Sirs,

RE: LICENCE RENEWAL – NICE ‘N’ NAUGHTY, 45 COLSTON STREET, BRISTOL, BS1 5AX

With reference to the above, please find enclosed the completed paperwork for the renewal of our licence at Nice N Naughty Leisurewear Ltd, 45 Colston Street, Bristol, BS1 5AX.

Further to our letter to Jonathan Martin regarding fees and our FOI request, once we have had a response to these, the fee for the licence will be sent seperately.

A copy of the completed documentation has also been sent to Chief Constable, Avon & Somerset Constabulary, New Bridewell (6th Floor), Bristol, BS1 2QH.

If you have any queries regarding the application, please do not hesitate to contact me

Yours sincerely

Emma Humphreys
Nice N Naughty
Senior Executive Administrator
T: 0844 88 44 784
E: accounts2@nicennaughty.co.uk



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Jonathan Martin
Trading Standards & Licensing Manager
Trading Standards Section
Brunel House
St Georges Road
Bristol
BS1 5UY

RECORDED DELIVERY

12th May 2016

Dear Jonathan,

RE: Nice 'n' Naughty, 45 Colston Street, Bristol, BS1 5AX

Please find enclosed a copy of my letter to you dated the 10th November 2015, which was signed for on the 13th November 2015 (copy of the proof of delivery is also enclosed) to which I have had no response.

We have also received no final response to our Freedom of Information request that was sent to Bristol City Council on the 2nd February 2016.

You did respond to the FOI with a query on the 4th March 2016 which was received by us on the 10th March 2016.

We responded to you on the 11th March 2016 providing the further details you had requested, again copies of this correspondence is enclosed, but we have received no further details from you regarding this request.

As we are about to start the 2016/2017 licence renewal process I would be grateful if you could provide the information requested by return.

I look forward to hearing from you in due course.

Yours Sincerely

Trish Murray
Operation Manager
Nice n Naughty Ltd
07890758627



Head Office, Unit 5 Crown Parade, Warrington, Cheshire, WA1 2AE

T: 0844 88 44 784

enquiries@nicennaughty.co.uk

Page 66 [nicennaughty.co.uk](http://www.nicennaughty.co.uk)

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Jonathan Martin
Regulatory Compliance Unit Manager
Bristol City Council
Licensing Services
Princes House
Princess Street
Bedminster
Bristol
BS3 4AG

RECORDED DELIVERY

10th November 2015

Dear Jonathan,

RE: Nice 'n' Naughty, 45 Colston Street, Bristol, BS1 5AX

Thank you for your time on the telephone today and the chance to discuss my issues with the current renewal fee for a Sex Establishment Licence in Bristol.

As I am sure you are aware, I have been campaigning for a fair and reasonable licensing renewal fee for all the Nice 'n' Naughty shops across the UK and Bristol in particular due to its high fees when we took the store from Clonezone in 2009. This was prior to the Hemming vs. Westminster Council court case.

Although we have seen a significant drop in the fees since 2009, we find it difficult to understand how Bristol fees are so much higher than other local councils we deal with, when the process is identical across the country. Having looked at other Councils near to Bristol City, Bath is £1,680, Newport £378, Cardiff is £804 and although these are higher than some of our other stores, they are a lot less than Bristol City Council.

Below are six examples of councils that Nice 'n' Naughty have applied for licenses with that have applied significant reductions to their licence fees.

Chester reduced fees from £3,800 to £900
Warrington reduced fees over a period of 3 years from £3,800 to £451
Liverpool city council reduced fees from £1,600 to £192
Wigan Borough Council reduced fees over 3 years from £3,600 to £571
Manchester Council reduced fees from £5,412 to £398
Leeds Council reduced fees from £8,000 to £700

The reductions were a result of the Councils actual costing of the renewal process for a sex establishment many of which supplied a breakdown of the cost and how they arrived at the new fees. We understand every council sets fees independently but I am sure you can appreciate the £5,000 we pay Bristol Council seems excessive when looking at other councils.



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I would be grateful if you could send me the cost breakdown for Bristol City Council sex shop renewal process and would like the opportunity to meet to discuss when I visit Bristol in December.

We have worked very closely with other councils to help reduce costs of the renewal process and would like to think this is possible with yourselves over the coming months.

Thank you again for your time on the phone today and look forward to hearing from you.

Yours Sincerely

Trish Murray
Operation Manager
Nice n Naughty Ltd
07890758627



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Sarah Flower
Licensing Services
Princes House
Princess Street
Bedminster
Bristol
BS3 4AG

WITHOUT PREJUDICE

18th February 2015

Dear Sarah,

RE: Nice 'n' Naughty, 45 Colston Street, Bristol, Avon, BS1 5AX

Further to our telephone conversation today, Nice 'N' Naughty has been kept aware of Westminster Council being granted leave to appeal to the Supreme Court from Philip Kolvin and Tim Hemming. Whilst we understand the basis of this decision, we are advised that it is unlikely the Supreme Court will arrive at a different verdict and as a result several councils we work with are offering a full and final settlement to prevent larger sums being claimed at a later date.

Since 2009, we have paid £33,767.00, based on an approximate renewal fee of £500.00 going forward based on other local Councils we have finalised this issue with, we calculate a refund request of £27,119.00, our workings out are detailed below. This figure does not include any element of interest to date.

The figures for 2009/2010 have been worked out as a pro rata figure for January to June 2010 due to the EU Directive coming into place in December 2009 and what we believe to be an fair transfer fee.

Transfer Fee	£150.00
2009/2010	£250.00
2011/2010	£500.00
2012/2011	£500.00
2013/2012	£500.00
2013/2014	£500.00
2014/2015	£500.00
	<u>£2,900.00</u>



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If we are unable to resolve the issue now it is likely the future figure would be significantly higher, including interest charges as specified by the courts going back to 2009. In addition the legal team have estimated additional costs of up to £10,000.00 per sex shop which will be charged to the relevant Council as I mentioned on the phone I would like to avoid involving Lawyers if at all possible.

As with other Councils I have agreed full and final settlements with we will sign a confidentiality agreement and will not make any future claims against the Council irrelevant of the ruling outcome and additional interest that will accrue.

Having spent 6 years working with Bristol City Council arguing the fees I am sure you appreciate that the fact it was only ever addressed was when the Westminster case came to Court is frustration for me personally as I feel I was ignored for many years by the licensing team.

If in the very unlikely event the Supreme Court go against the ruling of the Court of Appeal Nice n Naughty would reimburse the £27,119.00 and this can be written into any confidentiality agreement or contract you wish for us to sign.

I appreciate the time and effort from yourself in trying to resolve this issue and would appreciate a further chance to meet and finalise the matter as I know that you have much more pressing issues to deal with and I would like to finalise this matter as I am sure you would, rather than us to proceed with an information access request to submit to our legal team as this will only add to costs and more importantly time taken up in gathering the information, I would like to think having worked closely with the Council to get to this stage we can agree to finalise the matter without legal involvement.

The Lawyers dealing with this have now requested a list of councils that we currently deal with that a final settlement has not been agreed so that they can prepare the legal papers, I would therefore appreciate a response by return so I can take the necessary action.

I can be contacted on 07890 758 627 to discuss further or arrange a meeting at your convenience

Yours Sincerely

Trish Murray
Nice n Naughty Ltd



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Jonathan Martin
Regulatory Compliance Unit Manager
Bristol City Council
Licensing Services
Princes House
Princess Street
Bedminster
Bristol
BS3 4AG

RECORDED DELIVERY

13th January 2015

Dear Mr Martin,

RE: Nice 'n' Naughty, 45 Colston Street, Bristol, BS1 5AX
Your Ref: JPM/Licensing/Sex Shop

Further to our letter of the 17th March 2014 and your response letter of the 31st March 2014, copies of which I enclose, we have received no further correspondence regarding the issues raised.

Our original letter to you regarding the fees for Sex Shop Licence renewals was sent back in April 2013, since this time all the Councils that Nice 'n' Naughty deal with have reduced their fees and in most cases refunded the overpayment paid by Nice 'n' Naughty.

Councils' such as Manchester City Council have reduced their fees to £348, Warrington Borough Council have reduced their fee to £457.00 and Wigan Council have reduced their fees to £591. Liverpool City Council has also confirmed by phone that they will be reducing their fees to less than £300.

In your last letter, you advised that the fee setting process was being dealt with during the months of April and May with a view to being implemented from July. However, your website shows that the fee still appears to be set at £5,000.00 and we have had no correspondence to detail any further changes from you.

I will be visiting our Bristol store on the 20th and 21st January, if you would like to arrange a meeting.

I look forward to hearing from you in due course but should you need to discuss this further please do not hesitate to contact me on the number below.

Yours sincerely

Trish Murray
Nice 'n' Naughty Ltd
07890 758627



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Jonathan Martin
Regulatory Compliance Unit Manager
Bristol City Council
Licensing Services
Princes House
Princess Street
Bedminster
Bristol
BS3 4AG

17th March 2014

Dear Mr Martin,

RE: Nice 'n' Naughty, 45 Colston Street, Bristol, BS1 5AX
Your Ref: JPM/Licensing/Sex Shop

Thank you for your letter of 8th January regarding the proposed license fee for the current year. As you are aware Nice 'n' Naughty have been paying £5,050 in previous years and are looking to see a substantial reduction in the light of the Westminster ruling.

Your letter states that you will revert back to us at the earliest opportunity but more than two months have elapsed since that communication. You will appreciate that we operate in a difficult market due to increased internet competition, and an even more difficult economy. It is vital that all costs are controlled and monitored in order that detailed financial planning can be effective but in the absence of clarification of such a key cost to the business, financial prudence is proving difficult.

I would be grateful if you would please clarify both the proposed level of fee and the justification behind it within the next twenty eight days. To be clear we are expecting a material reduction in license fees since virtually every other Council with whom we interact, have reduced fees to less than £1,000, by way of example Manchester Council is £348.

I look forward to hearing from you in due course but should you need to discuss this further please do not hesitate to contact me on the number below.

Yours sincerely

Trish Murray
Nice 'n' Naughty Ltd
07890 758627

Jonathon Martin
Licensing Services
Princes House
Princess Street
Bedminster
Bristol
BS3 4AG

6th January 2014

Dear Mr Martin,

RE: NICE N NAUGHTY, 45 COLSTON STREET, BRISTOL

Further to the letter sent to you dated 22nd November 2013, to which I haven't received a reply, I am currently working with all my local councils regarding the licensing renewal fees.

As you indicated in your letter dated 6th November 2013, Bristol City Council believe the fees charged are justified and not inflated to cover any cost other than those directly associated with the administration and enforcement of the licensed sex shop I request a breakdown of how the fee of £5,000.00 is calculated.

Many of the councils I am working with have carried out a detailed analysis of direct costs and the licensing renewal fees have been reduced to less than £600 in several cases.

It is Nice 'n' Naughty's intention to work directly with the councils to reach a satisfactory resolution on the issue where possible. However, as you are aware Darker Enterprises have two stores in Bristol and I am unable to accept any offer without liaising with them.

Please provide details of the costings, to enable us to determine the next course of action in this matter.

Yours Sincerely

Patricia Murray

Licensing Team (Temple Street)
Bristol City Council
P O Box 3176
Bristol
BS3 9FS

Our Ref: AS/MB/HAL012/0009
Your Ref:
Date: 21st December 2016

licensing@bristol.gov.uk

Dear Mr Carter

Sex Establishment Policy Review 2016/2017

We act on behalf of Reedbed Limited and Nightlife Bristol Limited who operate, respectively, Central Chambers at 9-11 St Stephens Street and Urban Tiger at 4 Broad Quay.

We are grateful to be given an opportunity to make a contribution, and hope that the following, brief, remarks assist the Council in its initial work on this topic.

The regulation of sexual entertainment

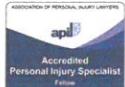
As the Council will know, prior to 2009 sexual entertainment was governed by the Licensing Act 2003, and therefore by the licensing objectives under that legislation. There was concern that those objectives did not cover the field in terms of the issues which have to be considered in relation to sex establishments. The resolution adopted by Parliament was to bring sexual entertainment venues within the same regime as applied to sex shops and sex cinemas. This has been a positive solution for local communities for reasons we set out below.

It is, perhaps, important to emphasise that the Act does not permit refusal on moral grounds or values. In legislating for the licensing of sexual entertainment venues, Parliament has made it

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Directors: John F. Morse, Andrew P. Sivertsen LLB (Hons), Laura Johnson LLB (Hons), Michelle Valerio BA Hons, Sonia McGarrigle LLB (Hons)



abundantly clear that sexual entertainment is a lawful activity. This is further borne out by paragraph 3.23 of the Home Office Guidance on sexual entertainment venues.

It is fair to say that, in Bristol, there have been objections to our clients' licences and renewals which are, when properly understood, inadmissible objections to the nature of the activity.

It would certainly assist the efficient determination of applications for licence renewals if licensing officers could consider objections to renewal and advise whether individual objections are in fact relevant to the objectives of the legislation. Where they are not relevant, they ought to be discounted. In those cases where the only objections are on the basis of grounds which are not relevant to the legislation, there ought to be no need for a public hearing of the application for renewal. If this approach is taken, it will save legal costs for our clients and administrative costs for the Council.

The Council is also asked to make it clear in the policy that objections cannot be made on moral grounds and that any such objections will be discounted.

Standards for sexual entertainment

The regulation of sex establishments through the Local Government (Miscellaneous Provisions) Act 1982 has brought about a series of benefits for communities, as well as performers and customers. Each of these benefits can and, it is submitted, should, be reflected in a modern sexual entertainment venue policy.

The suitability test for licensees, owners and managers creates the opportunity to establish protective policies, since having such policies may be considered an incident or indicator of propriety:

- Codes of conduct for dancers. These may include rules such as no touching policies, standards of dress, exchanging details, reporting of misconduct and so forth.
- Codes of conduct for customers. These are generally the correlative of codes of conduct for dancers and ensure that customers know exactly what conduct is and is not permitted in the venue.
- Welfare policies for dancers. These may include the privacy of dressing rooms, private toilet facilities, the employment of a "house mother", protection of performers, accompanied exit arrangements and so forth.

The test for suitability of premises enables standards to be laid down in the Council's policy concerning CCTV coverage, ability to supervise premises (e.g. prevention of wholly enclosed booths), provision of proper facilities for performers, standard of toilet facilities etc.

The "locality" grounds in the Act enable Council's to impose a series of controls which minimise or even obviate any impact of the sexual entertainment use on the locality. These controls may include:

- A ban on logoed limousines.
- A ban on leafleting, advertising or other forms of touting in the public realm.
- Prevention of use of sexual imagery or language outside the premises.
- Controls on the nature of lighting to ensure that it is discrete and unobtrusive.
- Prevention of views inside the premises.
- Control of smoking areas, including supervision of smoking areas used by customers and, if performers smoke at the front of the venue, ensuring that they are segregated, discreetly dressed, and in strictly limited numbers.

The appropriate number of SEVS

The Council's current policy suggests that the appropriate number of SEVs for the city centre is two. It is submitted that there is no good ground to decrease that number. The following points are made:

1. The fact that the Council's Licensing Committee has repeatedly renewed the licences of our clients' venues demonstrates that they are not considered to have a detrimental impact on the city centre.
2. After many years of these venues trading in Bristol, the numbers of people actually objecting to renewal is extremely modest, particularly in comparison with the size of the Bristol population. Even then, a significant portion of the objections are based on moral grounds.
3. Moreover, to provide for two SEVs is certainly not excessive for a city with a population of 450,000. It cannot be said that there is over-provision.

4. The two venues provide jobs for 20 staff, 14 SIA-licensed security operatives and 40 performers, nearly all of whom are local to Bristol.

5. The venues contribute significantly to the local economy. For example:

- They pay £32,496.80 in rates.
- They pay £146,969.03 in VAT.
- They pay £60,491.38 in PAYE & NI.
- They pay £82,180.10 in corporation tax.

NB the above figures are commercially confidential and should not be publicly disclosed.

6. Moreover, the venues are subject to large investments which are dependent on the continuation of their licences. For example:

- The lease for Urban Tiger is for 10 years at an annual rent of £60,000 and the lease for Central Chambers is for 10 years at an annual rent of £42,000.
- In addition £25,000 has recently been spent at Urban Tiger upgrading the front of house facilities and a further £20,000 will be spent on the back of house facilities including toilet areas and changing rooms for the dancers and also putting in a shower for the dancers' sole use.
- £32,000 has also been spent at Central Chambers on new seating areas, upgrading the dancing facilities and installing new fire doors, windows and mirrors.

NB the above investments are commercially confidential and should not be publicly disclosed.

7. The businesses are entitled to protection under Article 1 of the First Protocol of the European Convention on Human Rights.

8. Further, the performers themselves are entitled to protection under section 149 of the Equality Act 2010. Closure of SEVs in Bristol would involve them losing their livelihoods as sexual entertainment performers in the city.

For the above reasons, it is suggested that there are strong, positive grounds not to remove the right of our client's businesses to continue to operate.

If, however, the Council has it in mind to make a provision in its policy to reduce the appropriate number of SEVs in the city centre, it may be aware that, in some other council

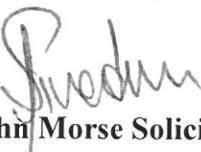
areas, policy provision is made for the preservation of existing business as an exception to the policy provided they are well-run, so as to avoid arguments that their closure involves a breach of Convention and legal rights. A form of wording which has been used elsewhere is:

“The Council recognises that there are established operators who have traded for a long period of time. In deciding whether to make an exception to any provision within this Sex Establishment policy, including the nil policy and any other policy consideration within this policy, the Council will give due weight to the fact, if proved, that the applicant is an established operator whose establishment is a long-standing, well-run sex establishment which has not generated significant levels of concern among the community or statutory authorities.”

In this way, while existing rights are preserved, the Council is enabled to make a policy which indicates that no further licences are likely to be granted and that closure of the existing premises will not be treated as making way for a newcomer to take its place.

It is hoped that these observations are found to be of assistance.

Yours faithfully


John Morse Solicitors

By virtue of paragraph(s) 1, 2 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

1. John Morse solicitors representing Urban Tiger (Nightlife Bristol Ltd) and Central Chambers (Reedbed)

In attendance: Andrew Sivertsen (John Morse solicitors) plus Carrie Hale and Robert Hale (proprietors).

Summary of points raised (written submission referred to):

- The policy review should take account of the framework for the regulation of sexual entertainment. Objections to SEVs should be relevant to the regulation of sexual entertainment and this should be made clear in terms of any consultation. In particular, it should be made clear that moral objections are not relevant. The local authority should be pro-active in stressing this point as part of any consultation.
- In legislating for the licensing of SEVs, Parliament has made it clear that sexual entertainment is a lawful activity. This is further borne out by para. 3.23 of the Home Office guidance on SEVs.
- The 2 current SEVs were well managed by experienced staff, with clear “house” rules and appropriate measures in place to protect the safety of staff. This should be taken into account in reaching a balanced and proportionate view of whether a limited number of SEVs should be permitted.
- Bristol has a robust approach to the renewal of SEV licences. On average, at the time of licence renewal, there have been only 8 objections.
- 75 people are employed in the 2 current SEVs – this accordingly results in a contribution to the local economy.
- Suggested that a balanced view of the situation in Bristol should be taken. Given the level of demand, the population of Bristol, and that the current premises are well run and only a small number of objections have been received when licences are renewed, a total of 2 SEVs seems to be an appropriate level for Bristol.
- Feels that the current rules regarding staff safety are appropriate and are committed to maintaining a robust approach to this. Facilities are kept under constant review. Feels that one operator running the 2 venues is beneficial in terms of maintaining credible and effective operation of premises, and consequently is of benefit to the local licensing authority in this regard.

2. Bristol Women's Voice (BWV)

Summary of points raised (written submission referred to):

Note – a Powerpoint presentation was displayed and referred to in support of the points raised.

- BWV was a representative body for women in Bristol, working to promote women's equality and to work with the Council to support its mission for gender equality.
- BWV's view on SEVs was based on the fundamental principle of equality – SEVs were businesses that promoted the financial and social inequality between women and men, and also promoted the assumption that women's bodies were objects which men can buy.

- The objections were based fundamentally on the grounds of gender equality rather than morality.
- BWB therefore supported a nil cap on SEVs in Bristol.
- As a city, Bristol generally has a good record and reputation in relation to gender equality. Permitting SEVs was the opposite of a city that strives for equality and “lets the city down”.
- There were important issues raised by permitting SEVs in the city, including the issue of how to ensure the safety of women working in SEVs and the safety of all women in the vicinity of SEVs and the wider city.
- There were examples of other cities with nil caps on SEVs. Bristol should be next.
- There has been a dramatic rise in residential housing in the city centre, including the areas around the 2 current SEVs.
- A document was circulated – copy of an article from GRAZIA magazine relating the experiences of a Bristol student who paid for her degree though working as a lap dancer.
- BWV was also opposed to sex cinemas on the grounds that they also promoted the objectification of women’s bodies and acted against the principles of gender equality. Indicated that they would wish to conduct research before submitting comments about sex shops.
- BWV felt that a nil cap on SEVs was the only acceptable policy for a diverse city like Bristol that promotes equality. Permitting any SEVs meant the continuation of tolerating the objectification of women’s bodies for the gratification of men.
- BWV requested that in carrying out this policy review, the group should follow up on the research that they had drawn attention to in their written submission.

3. Bristol Women’s Commission and Bristol Zero Tolerance Initiative

Summary of points raised (written submission referred to):

- This response was supported by a wide range of organisations made up of key agencies.
- A nil cap for SEVs was supported.
- The commission believes that the granting of licences to these establishments contradicts the policies and obligations the Council has in tackling exploitation and violence against women.
- A nil cap on SEVs in Bristol should be introduced because of the incompatibility of the current policy with a city that is equal and safe for all. SEVs reinforce gender inequality and contribute to women’s bodies being sexually objectified.
- The Council’s policies should reflect zero tolerance to gender based violence.
- In terms of safety, it was understood more than 50% of lap dancers / performers had reported unwanted touching in spite of any house rules that may be in place. In response to this particular point, the Chair advised that all relevant evidence of this kind should be forwarded to the group for consideration.
- In response to a question, the view was expressed that even in highly regulated venues, high levels of enforcement-related activity would be required to ensure compliance. The fundamental point remained, however, that within SEVs, women’s

bodies were the subject of sexual objectification, and undermined the principle of equality between women and men.

- The commission had not specifically discussed the issues around sex cinemas (noting there that were currently no sex cinemas in Bristol).
- Whilst individual organisations had been consulted on the commission's submission, the commission had not had the resources to engage in wider public consultation.

4. Bristol Fawcett

Summary of points raised (written submission referred to):

- A nil cap on SEVs in Bristol was supported.
- SEVs were not appropriate for a city that actively promoted equality.
- Nil cap policies have been introduced by other cities.
- SEVs promote harmful attitudes to women and run counter to promoting equality between women and men.
- There is evidence of harm to women who worked in SEVs.
- Evidence based research has now resulted in recommendations that the most effective way to bring down the prevalence of men's violence against women is to refocus on community-level prevention - to change the cultural conditions that facilitate men's belief that they are entitled to harass, abuse and violate women. This new focus is beginning to be reflected in policy and legislation. Last year, as part of the revision to Scottish licensing law, an amendment to legislation was passed and enacted (the Air Weapons and Licensing (Scotland) Act 2015) - S76 recognised the relevance of SEVs to violence against women.
- It was important to recognise that the case for a nil cap was based on the principles of equality rather than morality.
- Drew attention to the extensive legal issues highlighted in part 2 of the written submission and urged the group to be fully mindful of the information supplied, including the views of Philip Kolvin QC.
- Also drew attention to and asked the group to be fully mindful of part 3 of the written submission – specific observations and suggestions for consultation on the draft policy.
- In response to a question about links between SEVs and harm to women in the vicinity of SEVs, referred to a 2011 police mapping exercise that suggested a statistical increase in reported acts of violence against women in the immediate zone around Bristol's SEVs.
- The submission was in relation to policy on SEVs; not commenting on sex cinemas and sex shops.

5. Respondent 5

Summary of points raised (written submission referred to):

- Supports a nil cap on SEVs. Having SEVs in Bristol runs counter to promoting equalities in the city.

- SEVs promote the sexual objectification of women's bodies, whereby women's bodies are seen as objects paid for by men.
- In reviewing the SEV policy, the Council must take into account the public sector equalities duty, and ensure it takes account of all relevant research.
- Also need to note a material change in the character of the city centre, with the recent large increase in residential accommodation set to continue. More young people and students are living in this area. This further adds to the inappropriateness of SEVs being located in this area.
- It will be important to effectively publicise consultation on a revised policy, to help maximise consultation responses.

6. Respondent 6

Summary of points raised (written submission referred to):

- Advises the adoption of a policy setting a cap of zero in each locality of Bristol for SEVs.
- This will promote equality between women and men in the city and will contribute to a change in culture – a culture that is currently supportive of discrimination, harassment and violence against women and girls as data shows.
- Important for the local authority to send a clear message on this issue. It is not appropriate for men's social norms to be influenced by being able to pay to access and dictate what women do with their bodies.
- Recommends the group should take into account representations from local residents and representative groups.
- The group should also reflect on the available research from experts in this policy area.
- This is a strategic, equalities issue.

7. Sue Mountstevens, Police and Crime Commissioner (P&CC), Avon and Somerset Constabulary (A&SC). Inspector Martin Crawford was in attendance representing Avon and Somerset Constabulary.

- The Police and Crime Commissioner made an initial presentation – the following points reflect this:-
- She was pleased that the Council was reviewing the policy as she believed it was damaging to Bristol;
- A core principle of the A&SC was to protect the most vulnerable from harm. Safer Bristol which was a joint plan with the Police and the Council shared this principle;
- There were nationally 473,000 survivors of sex abuse and 40,000 survivors of sexual violence last year;
- There was a need to challenge the deep rooted norms and behaviours linked to this. By allowing SEV's the Council endorsed and normalised the continuation of deep rooted attitudes that women were the object of men's titillation;
- Healthy and equal attitudes were undermined by SEV's;
- Men who used SEV's believed they had a sense of entitlement to access women's bodies;

- She had worked hard with the Mayor to make PHSE mandatory in schools so that children understood what a healthy relationship was. She had heard children of 13/14 talk of their unhealthy relationships;
- The Council endorsed healthy relationships and the importance of equality;
- In Bristol there had been 1600 sexual offences against women by men last year.
- The following points arose from the discussion with the Working Group:-
- The P&CC clarified that these points were her personal view and therefore the office of the P&CC. She added that the A&SC core principle was to protect the vulnerable from harm and this was what she was arguing for;
- She was asked if there was evidence that this attitude was perpetuated down to schools and replied that there was very little direct evidence of this. The Inspector added that there was a plethora of evidence-based academic information that such attitudes were reinforced in children;
- Many of the women working in SEVs were self-employed or on zero hours contracts and could sometimes be linked to modern slavery. It was noted that the Police would be undertaking an Operations Exercise on modern slavery in the City Centre next week;
- Councillor Langley observed that closing down SEVs would be considered illegal. The Inspector replied that Bristol would not be the first to make such a decision and such venues had successfully transitioned to restaurants elsewhere;
- It was noted that the demographic in the City Centre had changed as there was far more student accommodation. Also one of the SEVs was located opposite the Hippodrome which concerned the P&CC;
- The Inspector observed that there were many more residential premises within Old Market although this was increasing in the City Centre. For operational purposes, Old Market was not part of the late Friday/Saturday night Operation BRIO. He added that neither one of the SEVs were considered poorly run. Academic research stated that the impact of these premises was more around their location as customers went away and committed offences on the way home or at home. He stated that in the last 12 months there had been 471 offences, 16 sexual offences, 9 sexual assaults on females, 5 rapes, 1 of a man and 1 indecent exposure in the areas around the two SEVs. Around a previously licenced SEV there had been 184 offences, 128 of them violent and 11 sexual offences;
- Councillor Abraham asked for clear evidence of other cities that had closed their SEVs and was informed the picture nationally was mixed. In Swansea there was a nil policy. There was 1 SEV licenced but owned by the Council so it never opened. Leeds had reduced their numbers and a number of other Councils had a nil cap but had allowed those in SEVs operating before the policy to stay open;
- The Inspector confirmed that he believed the presence of an SEV in an area made it more challenging. Rapes were not directly linked to an SEV but any venue likely to increase sexual offences against women was a problem. He noted that there was no formal statistics on the sort of crimes around an SEV and a random sample would not produce the same results. He
- believed that there would be a reduction in sexual offences if SEVs were not in place. He added that if opportunity was removed, demand would also go noting that all licenced premises could currently operate sexual entertainment evenings under the TENs regime but there did not appear to be the demand for this;
- Councillor O'Rourke asked if there were SEVs in more remote areas that caused difficulties to the police and whether it was possible to run such premises in a more subversive way so that it did not cause difficulties. The P&CC replied that she was unaware of more remote premises but would research this;
- Nick Carter questioned whether the presence of such establishments encouraged certain behaviours and cited as an example the two sex shops within 100 yards of the SEV in Old Market. He asked whether there was an issue re consistency of message. The P&CC

responded that if they were able to sell sex dolls that looked like children she would be very concerned as research had shown there was a direct link to child abuse from those who had purchased them. Abi Holman confirmed that this concern was raised by Police so visits were undertaken and no evidence of that product was found. The Inspector stated that he was far less concerned about sex shops as they were a much different offer though their location was important, ie. next to a school would not be acceptable. The P&CC agreed adding that women attended such shops as well as men and it related to consensual relationships;

- Nick Carter stated that the debate about SEVs was not new and there were real tensions on the matter. Conditioning such premises protected the women working there. If not licensed it could be driven underground or licensed premises might operate under the TENs regime without controls. It was also important to consider whether an SEV or sex shop should be part of a City Centre offer especially with a Purple Flag status. Have these localities changed since the policy came into place? The P&CC observed that the debate had now shifted as the City Council had done so much work on equalities since the policy was introduced;
- Reference was made to Burlesque and male dancers with a female audience and whether these types of entertainment could be licensed. The P&CC stated that male dancing establishments should be treated the same as it was important to challenge such behaviours. She added that A&S Constabulary were currently considering making misogyny a hate crime. The definition of misogyny would be provided to this Working Group by A&SC at a later date;
- The Inspector referred to the increase in online abuse and sexting. A&SC had increased their investigations into child sex exploitation and worked closely with Barnardos on long-term investigations. This was a significant cost and meant they were not doing other Police work whilst also coping with 600 less officers. However, their first priority was to protect the vulnerable;
- Councillor Abraham questioned whether all the sins of the world were being focused on SEVs and whether SEVs provided a freedom people should be able to express. He was genuinely worried about the image of the city with SEVs in place but also realised that the Council had some control through conditions, if they went underground this was lost. He asked whether the arguments being put forward were properly balanced and put above other pressures such as the proliferation of pornography on the internet. The P&CC replied that these premises did make a difference as it provided unsuitable role models for children. The unacceptable state of changing rooms at SEVs showed how employers regarded women. They were willing to allow women to work in those conditions until challenged. The Inspector added that misogyny would continue whilst SEVs still existed and the City council endorsed this;
- Councillor O'Rourke, referring to sex shops as consensual, argued that this could be said of SEVs also as women consented to work there. There would always be women who believed it was their right to do so. These women should also be heard so that the review was properly balanced. The P&CC suggested that the Working Group contact the 125 charity who work with sex workers to get them out of prostitution. Councillor Langley suggested the GMB Union as some sex workers were members of it;
- It was agreed that a piece of work be done to plot the statistics of sexual crime last year in relation to venues.
- The P&CC, in sum up, thanked the Working Group for allowing her to address them. It was her priority to work with partners and hoped she could influence the decision of the Licensing Committee. It was helpful for the Licensing Authority and Police to work together on licensed premises in light of reduced budgets. All tax payers across A&SC were paying for Operation BRIO and that's why the Police were arguing for a late night levy. The Chair thanked the P&CC and Inspector for their attendance.

8. EW (performer)

Summary of introductory / initial comments from EW:

- a. EW has worked as a performer for approx. 10 years.
- b. She works / has worked at a number of venues in Bristol: Urban Tiger, Central Chambers, Temptation, Jack of Diamonds. She also works at SEVs in Swindon.
- c. EW's overall view is that licensed / regulated SEVs have increased safety in and around clubs for performers.
- d. EW expressed concern that Urban Tiger and Central Chambers now have the same owner, as this has created a "monopoly" position for this sector of the economy in Bristol.
- e. The terms of employment, specifically the fees charged by SEVs for performers can vary – in SEVs located in the larger cities, performers often have to pay a set "house fee". The size of the house fee can vary, e.g. a larger house fee is usually payable on Friday and Saturday nights; sometimes, a commission percentage will need to be paid by the performer to the SEV owner/management as well. On a Saturday night at Urban Tiger in Bristol, the house fee is £120.
- f. As per the above, fees charged by SEVs to performers vary. Some venues for example, charge a lower house fee of £20-30 but also take a commission of 25% of performers' earnings.
- g. On occasions, up to 20 performers may be competing for trade. If trade is quiet and there are a limited number of customers, performers can often struggle to earn enough money to cover the house fee. This "overstaffing" can create a less pleasant, competitive working environment at times, with performers effectively competing for business from a limited number of customers.
- h. EW's experience was that performers and venue managers generally ensure strict compliance with licensing conditions, e.g. in terms of enforcing the "no touching" rule.

Summary of main points raised/noted in discussion:

1. Cllr Abraham queried the extent to which the group may be able to comment on / look to influence various aspects of the way SEVs are managed, e.g. in relation to how clubs set house fees, and limiting the number of performers working at any one time. It was important for the group to be clear about the terms of its remit.

The Chair noted that at this stage, the working group was in the process of gathering a wide range of evidence from a number of contributors and different perspectives. Once this had been completed, a careful assessment would need to be undertaken about which matters fell appropriately within the group's remit in terms of forming their recommendations. Officers advised that there were a range of conditions that could potentially be considered in due course – for example, it may be possible to consider particular regulation around limiting the number of performers linked to evidenced demand.

2. In relation to the specific issue of potentially introducing regulation around the setting of performer fees by SEVs, it was noted that MB would need to research relevant case law etc. His initial legal view, however, was that the Council could look to apply conditions that are reasonable and proportionate in terms of achieving set objectives. Therefore, in relation to house fees / fees charged by clubs to performers, there probably would be reasonable grounds for the Council to

introduce a level of control to be applied if this was considered appropriate, e.g. to take account of the minimum wage. Subject to the outcome of research, it would though probably not be possible to introduce conditions around drink pricing, as the decision to purchase a drink(s) was essentially a transactional decision taken by a customer (subject to clear information being made available by the venue about drink prices).

3. Members asked EW's view in relation to changing and backstage conditions, and health and safety generally within SEVs.

EW's view was that the changing conditions at Bristol SEVs were acceptable from a performer perspective and similar to backstage environments elsewhere, i.e. a shared changing room, with availability of a bathroom / toilet / shower. Venues usually had CCTV cameras covering all areas – this was welcomed by performers as helping to ensure safety within the premises. In her experience, managers would respect the changing room environment, e.g. by always knocking on the changing room door before entering.

4. Members asked EW's views and observations about the impact of new legislation and the ability of local authorities to regulate SEVs, and on whether a nil cap on SEVs in Bristol might be appropriate, bearing in mind that some councils have already introduced a nil cap.

EW expressed the following further views:

- a. A nil cap in Bristol could lead to performers seeking employment in SEVs elsewhere. She was concerned that some performers may, as a consequence of a nil cap, engage in unregulated activity.
- b. She felt it was important to recognise that a lot of women in her position faced barriers to work – as a single mother, for example, working as a performer in a SEV currently gave her the ability to work flexibly, on 1 or 2 nights a week, in a regulated, safe environment.
- c. From her personal perspective, the alternative to her current employment would most likely be to work in a pub/bar environment. In her experience, working in a pub/bar had seen a more disrespectful working environment compared to working as a performer in a properly regulated SEV (where she felt protected by trained security staff, knowing also that key rules of behaviour were made clear to customers on entry). She had experienced more inappropriate, sexually motivated behaviour and unwanted sexual advances in pubs/bars than in regulated SEVs.
- d. In her view, a lot of performers regarded some aspects of the legislation / regulation as having a degree of negative impact. For example, some customers would pay to spend additional time with a performer (sometimes for several hours), some of which might simply be spent talking with a performer rather than paying to watch a dance – again, in her view, having to get dressed immediately (and only being able to collect money when dressed) after performing a dance could affect the building of a performer's individual rapport with a customer, some of whom were repeat customers. Similarly, there were occasions when, after experiences with particular customers, she would like to be able to initiate a quick "kiss on the cheek" or a short hug with a customer in terms of amicably bringing the customer session to a close (i.e. she would be fully dressed at this point) – this though was prohibited by the current "no touching" rule. Bearing in mind that premises were fully covered by CCTV cameras, she would personally like to see a degree of relaxation of the "no touching" rule, to permit this type of limited form of contact, initiated by the performer when clothed. She felt this would enable her to deliver a full customer experience, reflecting "companionship" time, not just a dance.

- e. In her view, it was best if regulated SEVs were not located in or adjacent to predominantly residential/family areas, and there should be an appropriate degree of distance between the two. The SEVs in Bristol city centre, however, were discreet and often people walking past would not know they were there. There was not a lot of family accommodation, in her view, near the current SEV central city locations.
- f. She was aware that a number of organisations with a feminist viewpoint argued that a nil cap should be brought in, as SEVs were viewed as promoting the objectification of women. In her view, some of these organisations' outlook on these issues was academically or morally based and not based on any actual experiences of women working in SEVs. The key thing for her was that the SEV working environment should be regulated and kept safe. She had never felt unsafe in a regulated SEV.
- g. Whilst EW was not able to quantify the extent to which it happened, she was aware that a number of performers preferred a situation where there was some geographical distance between the SEV in which they worked and the place they lived. She was aware, for example, of a number of performers in Bristol who lived in Cardiff and Swindon, and vice versa.
- h. In her view, Bristol could look to have 3-4 regulated SEVs as part of Bristol's creative and vibrant night time economy offer. In her opinion, the availability of cheap alcohol in low price drinking establishments was much more of a "problem" than the existence of SEVs in the context of Bristol night life and the potential for anti-social behaviour.
- i. She would prefer the SEVs to be under separate ownerships rather than the current "monopoly" situation.
- j. EW indicated she had no personal concerns in relation to sex shops and hostess bars being licensed in Bristol.
- k. EW suggested that there were more "working class" performers at Old Market venues compared to the 2 city centre SEVs. She felt this was probably due to the fee structure, especially the level of the "up front" house fee required at the city centre SEVs.
- l. In terms of further measures that could be taken to protect the safety of performers, it would be useful provide clear information to performers about how they could report complaints (e.g. about any inappropriate behaviour). This might be through the mandatory display of an appropriate notice within all regulated SEV premises (it would be essential that an individual performer could report a complaint confidentially and safely). Another option could be to look to include this information within a performer's dancing agreement (as issued to all performers by SEVs). In this context, the Chair suggested that it would be useful for the working group to see some examples of performers' dancing agreements.

9. Keith Rundle, Destination Bristol – City Centre BID Development Manager (now Operations Director, City Centre Business Improvement District (BID))

Summary of main points raised/noted in discussion:

1. Keith Rundle briefly outlined details of the 2 year consultation carried out in advance of the approval of the City Centre BID.

2. During the consultation, no views had been raised in terms of the issue of whether SEVs should continue to be permitted or not in the central city area. No specific question on this subject had been asked during the consultation.
3. It was clarified that the consultation on the BID had been focused on measures that could be taken to improve the local business environment (e.g. street scene/cleansing improvements), to be funded by a levy paid by the local businesses. Keith Rundle agreed to supply the group with a copy of the BID prospectus (which had been produced as a result of the consultation and then voted on by businesses in the BID area).
4. In response to a question from the Chair, Keith Rundle confirmed that, from the perspective of the BID consultation and subsequent prospectus (as approved by businesses within the BID area), there were no discernible positive or negative impacts, in terms of the continuation of SEVs in the city centre area.
5. Keith Rundle confirmed that he had no opinion on whether there should be an increase or decrease in the number of SEVs in the city centre area.

Licensing Service

Sex Establishment Policy Review



Pre Consultation Questionnaire Responses and Results

Final report v1.3

23 April 2019



www.bristol.gov.uk

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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 four licensed sex shops within Bristol City Council's administrative area. There are currently no licensed sex cinemas or hostess bars.

The Council is undertaking a review of the policy and as part of this review the Council sought to engage with the public and stakeholders initially using a questionnaire. This feedback will be used to help develop the Council's thinking in advance of preparing a draft policy. The draft policy will then undergo a wider consultation later in the year.

S2 Questionnaire

The questionnaire was open between 3 April 2018 and 31 May 2018 and sought responses from the public to questions around the appropriateness of these types of venues in relation to locations, other types of premises, and specific locations within Bristol.

The questionnaire was available online, and paper copies of the survey 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.

S3 Scope

This report presents the findings of the sex establishments questionnaire. It includes the overall responses to the questionnaire.

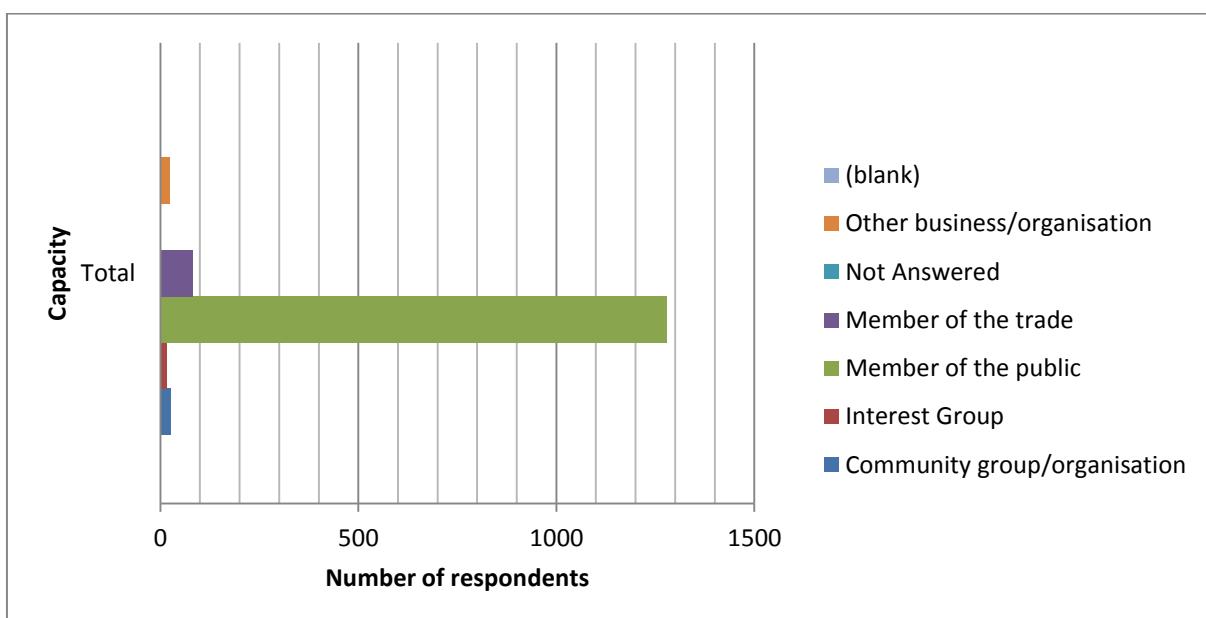
This report does not contain any officers' proposals in respect of the draft policy, having considered the consultation feedback.

2. Response rate and respondent characteristics

2.1 Response rate

1430 responses were received to the questionnaire, via the online and paper based survey.

1279 (90%) of responses were from members of the public, 82 (6%) were from members of the trade, 24 (1%) were from other businesses or organisations, 26 (2%) were from community groups or organisations, 17 (1%) were from interest groups, and 2 respondents did not provide this information.



2.2 Respondent characteristics

1404 (98%) people answered one or more of the equalities monitoring questions.

The most common age of respondents was 25-44 years (54%), followed by 45-64 years (28%), 18-24 years (8%), 65-74 (6%), Over 75 years (1%), Under 18 years (less than 1%). 4% preferred not to say.

58% of responses were from women and 33% from men. 8% preferred not to say.

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

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

	Respondent characteristic	Number of responses to questionnaire	% responses to equalities question
Age	Under 18	2	<1%
	18 – 24	115	8%
	25-44	767	54%
	45-64	399	28%
	65-74	78	6%
	Over 75	11	1%
	Prefer not to say	50	4%
	No response to question	8	<1%
Gender	Female	835	58%
	Male	465	33%
	Prefer not to say	118	8%
	No response to question	12	1%
Transgender	Yes	27	2%
	No	1275	89%
	Prefer not to say	102	7%
	No response to question	26	2%
Ethnicity	White British	1136	79%
	Other White	119	8%
	Mixed / Dual Heritage	48	3%
	Black / Black British	11	1%
	Asian / Asian British	12	1%
	Other ethnic group	6	<1%
	Prefer not to say	89	6%
	No response to question	9	1%
Disability	Yes	125	9%
	No	1186	83%
	Prefer not to say	102	7%
	No response to question	17	1%
Religion	No religion	898	63%
	Christian	298	21%
	Buddhist	22	2%
	Hindu	1	<1%
	Jewish	10	1%
	Muslim	6	<1%
	Sikh	0	0%
	Any other religion or belief	61	4%
	Prefer not to say	125	9%
	No response to question	9	1%
Sexual orientation	Heterosexual (straight)	974	68%
	Lesbian, Gay or Bisexual	288	19%
	Prefer not to say	173	12%
	No response to question	15	1%

3. Survey responses to the questions – Sex Shops

3.1 How many sex shops would be acceptable for the following localities?

Respondents were asked how many sex shops they thought it would be appropriate to have in the following types of area:

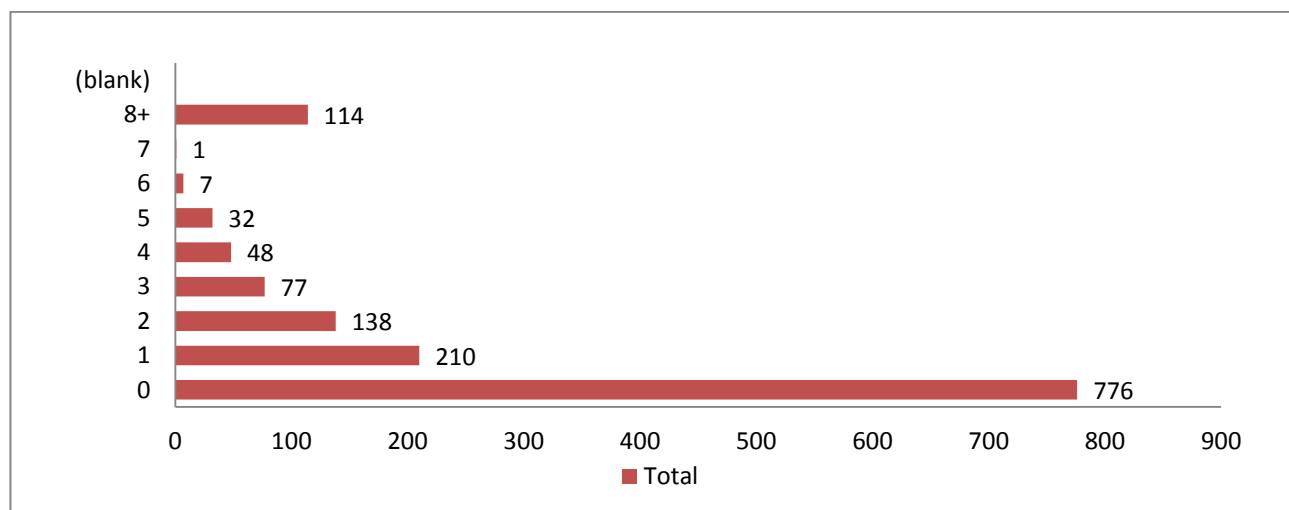
- A residential area
- A deprived area
- A suburban area
- An industrial area
- A busy late night economy area
- A built up area eg shopping precincts/local high streets
- A city centre, or area immediately surrounding it
- A rural area

They were given the option of numbers from zero to eight plus.

3.1.1 A residential area

776 (54%) of respondents stated zero was the appropriate number, 210 (15%) said one would be appropriate, 138 (10%) said two, 114 (8%) said eight or more, 77 (5%) said three, 48 (3%) said four, 32 (2%) said five, 7 (less than 1%) said six, and 1 respondent (less than 1%) said seven would be appropriate. 27 (2%) people did not respond.

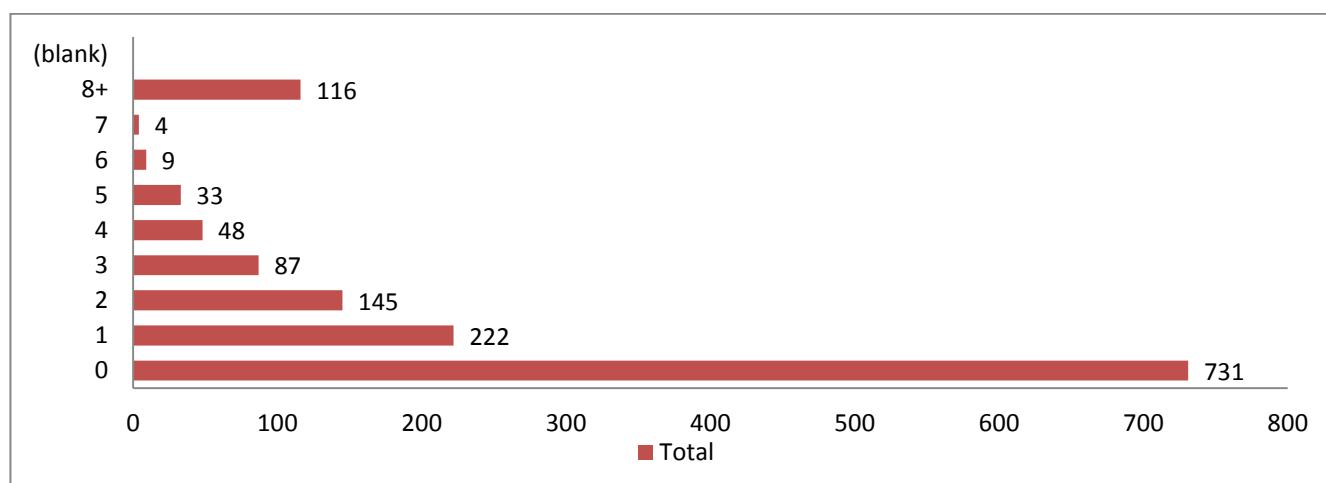
The majority of people (54%) said zero was an appropriate number in a residential area. The remainder (44%) felt that it would be appropriate to have at least one sex shop in a residential area.



3.1.2 A deprived area

731 (51%) of respondents stated zero was the appropriate number, 222 (16%) said one would be appropriate, 145 (10%) said two, 116 (8%) said eight or more, 87 (6%) said three, 48 (3%) said four, 33 (2%) said five, 9 (1%) said six, and 4 (less than 1%) respondents said seven would be appropriate. 32 (2%) did not respond

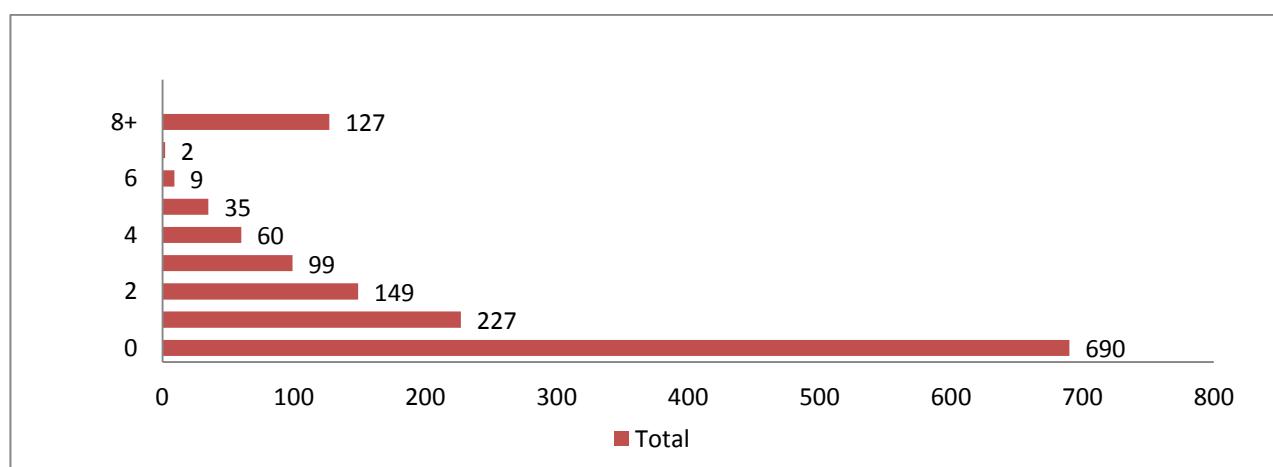
The majority of people (51%) said zero was an appropriate number in a deprived area. The remainder (47%) felt that it would be appropriate to have at least one sex shop in a deprived area.



3.1.3 A suburban area

690 (48%) of respondents stated zero was the appropriate number, 227 (16%) said one would be appropriate, 149 (10%) said two, 127 (9%) said eight or more, 99 (7%) said three, 60 (4%) said four, 35 (2%) said five, 9 (1%) said six, and 2 (less than 1%) respondents said seven would be appropriate. 32 (2%) did not respond.

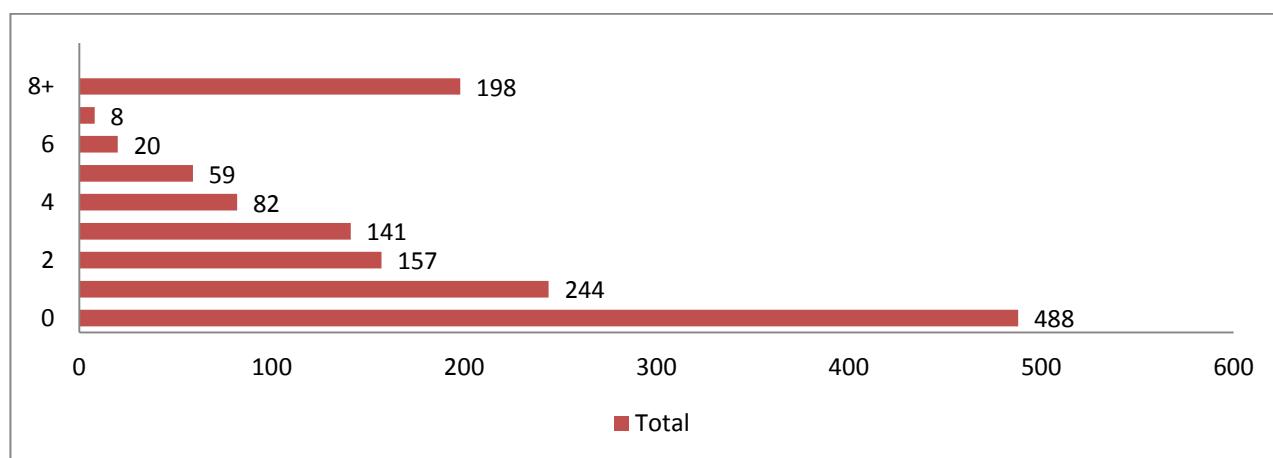
The majority of people (50%) said that at least one sex shop would be appropriate in a suburban area. The remainder (48%) said zero was an appropriate number for a suburban area.



3.1.4 An industrial area

488 (34%) of respondents stated zero was the appropriate number, 244 (17%) said one would be appropriate, 198 (14%) said eight or more, 157 (11%) said two, 141 (10%) said three, 82 (6%) said four, 59 (4%) said five, 20 (1%) said six, 8 (1%) respondents said seven would be appropriate. 33 (2%) did not respond.

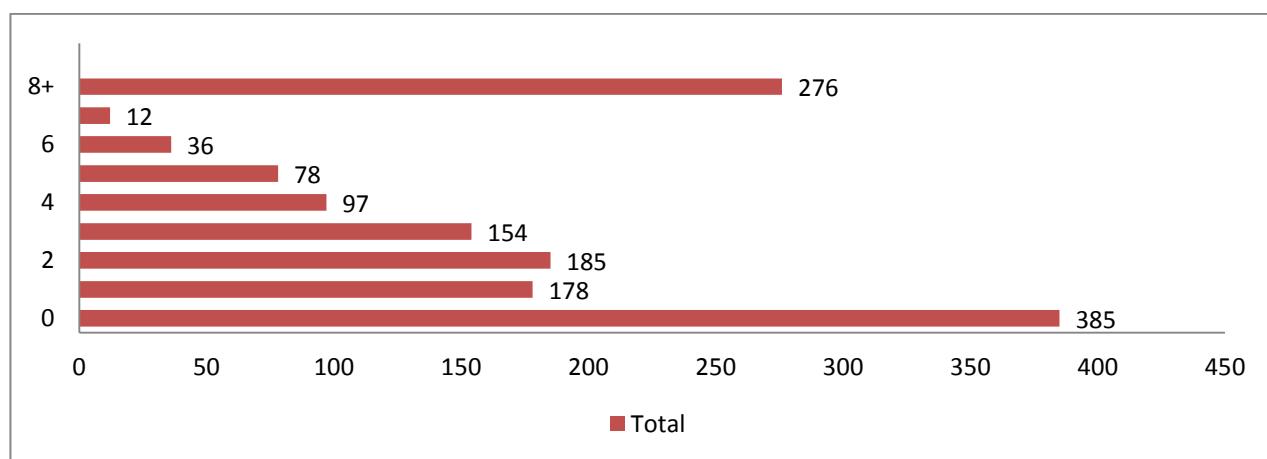
The majority of people (64%) said that at least one sex shop would be appropriate in an industrial area. The remainder (34%) said zero was an appropriate number.



3.1.5 A busy late night economy area

385 (27%) respondents stated zero was the appropriate number, 276 (19%) said eight or more would be appropriate, 185 (13%) said two, 178 (12%) said one, 154 (11%) said three, 97 (7%) said four, 78 (5%) said five, 36 (3%) said six, and 12 (1%) respondents said seven. 29 (2%) did not respond.

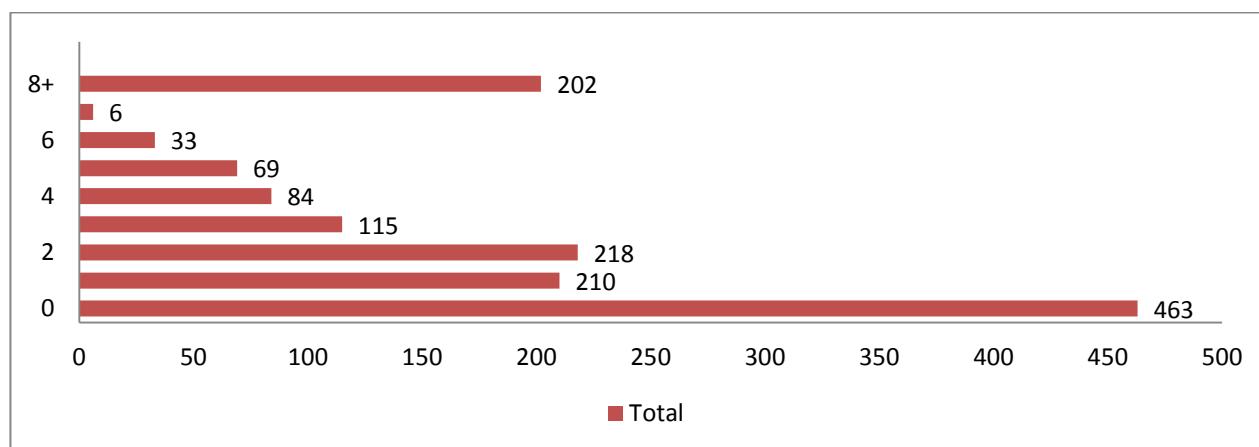
The majority of people (71%) said that at least one sex shop would be appropriate in a busy late night economy area. The remainder (27%) said zero was an appropriate number.



3.1.6 A built up area e.g. shopping precincts/local high streets

463 (32%) respondents stated zero was the appropriate number, 218 (15%) said two would be appropriate, 210 (15%) said one, 202 (14%) said eight or more, 115 (8%) said three, 84 (6%) said four, 69 (5%) said five, 33 (2%) said six, and 6 (less than 1%) said seven. 30 (2%) did not respond.

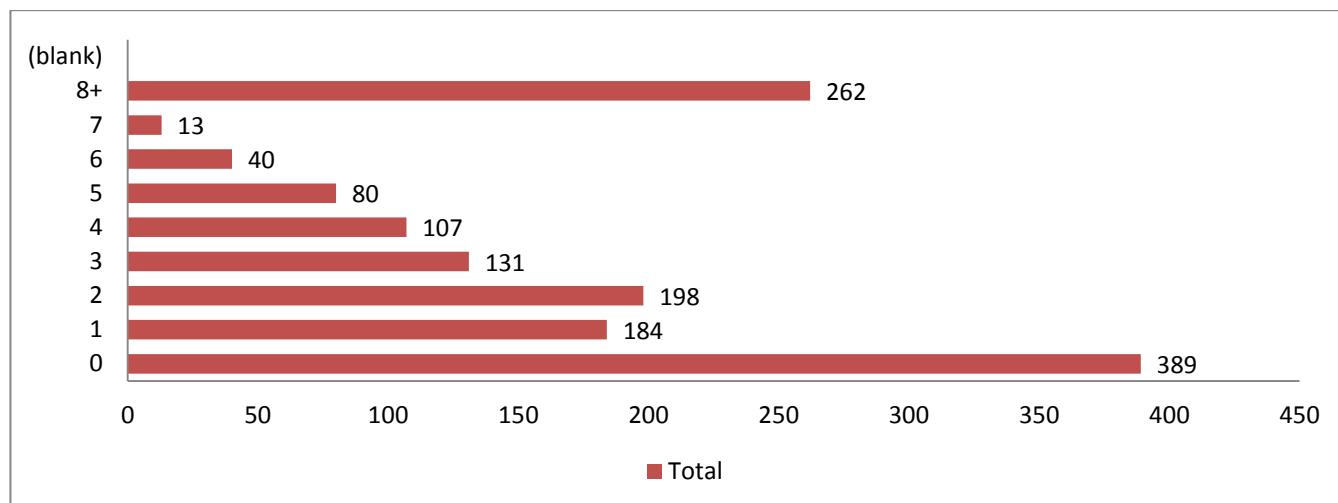
The majority of people (66%) said that at least one sex shop would be appropriate in a built up area. The remainder (32%) said zero was an appropriate number.



3.1.7 A city centre, or area immediately surrounding it

389 (27%) respondents stated zero was the appropriate number, 262 (18%) said eight or more would be appropriate, 198 (14%) said two, 184 (13%) said one, 131 (9%) said three, 107 (7%) said four, 80 (6%) said five, 40 (3%) said six, and 13 (1%) said seven. 26 (2%) did not respond.

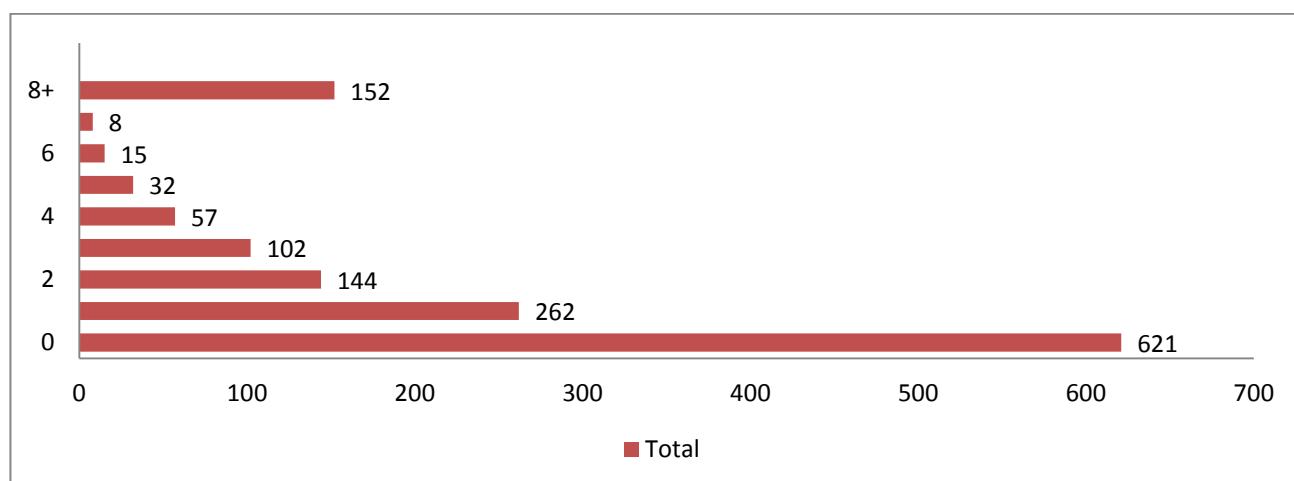
The majority of people (71%) said that at least one sex shop would be appropriate in a city centre, or area immediately surrounding it. The remainder (27%) said zero was an appropriate number.



3.1.8 A rural area

621 (43%) respondents stated zero was the appropriate number, 262 (18%) said one would be appropriate, 152 (11%) said eight or more would be appropriate, 144 (10%) said two, 102 (7%) said three, 57 (4%) said four, 32 (2%) said five, 15 (1%) said six, and 8 (1%) said seven. 37 (3%) did not respond.

The majority of people (54%) said that at least one sex shop would be appropriate in a rural area. The remainder (43%) said zero was an appropriate number.



3.2 It would not be acceptable to locate a sex shop in?

Respondents were asked whether they agreed with the statement that it would **not** be acceptable to locate a sex shop in the following areas:

- A residential area
- A deprived area
- A suburban area
- An industrial area
- A busy late night economy area
- A built up area eg shopping precincts/local high streets
- A city centre, or area immediately surrounding it
- A rural area

They were given the options below:

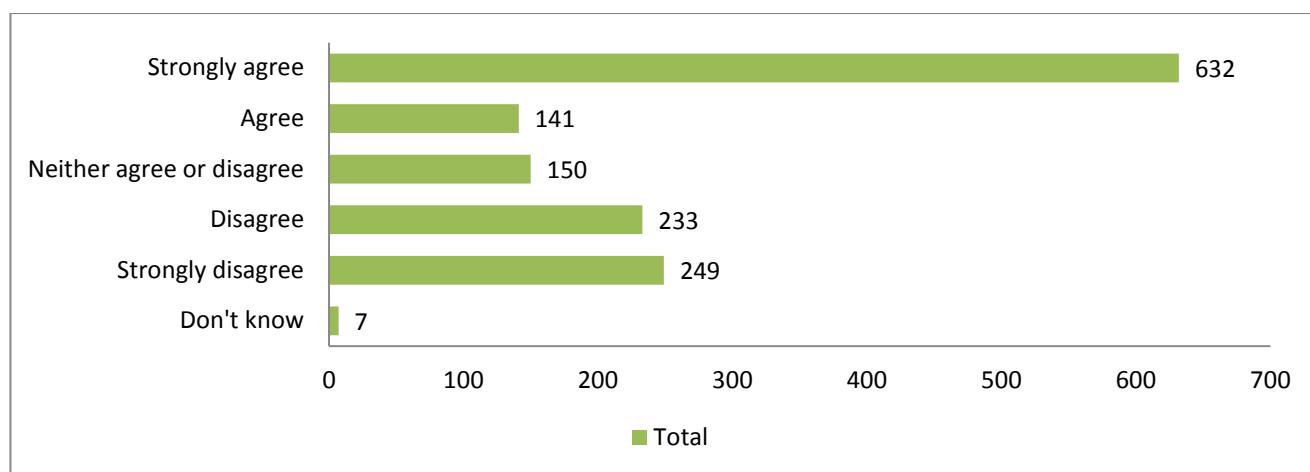
- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree

- Strongly Disagree
- Don't know

3.2.1 A residential area

632 (44%) respondents strongly agreed that it was not acceptable to locate a sex shop in a residential area, 249 (17%) strongly disagreed, 233 (16%) disagreed, 150 (10%) neither agreed, nor disagreed, 141 (10%) agreed and 7 (less than 1%) did not know. 18 (1%) did not respond.

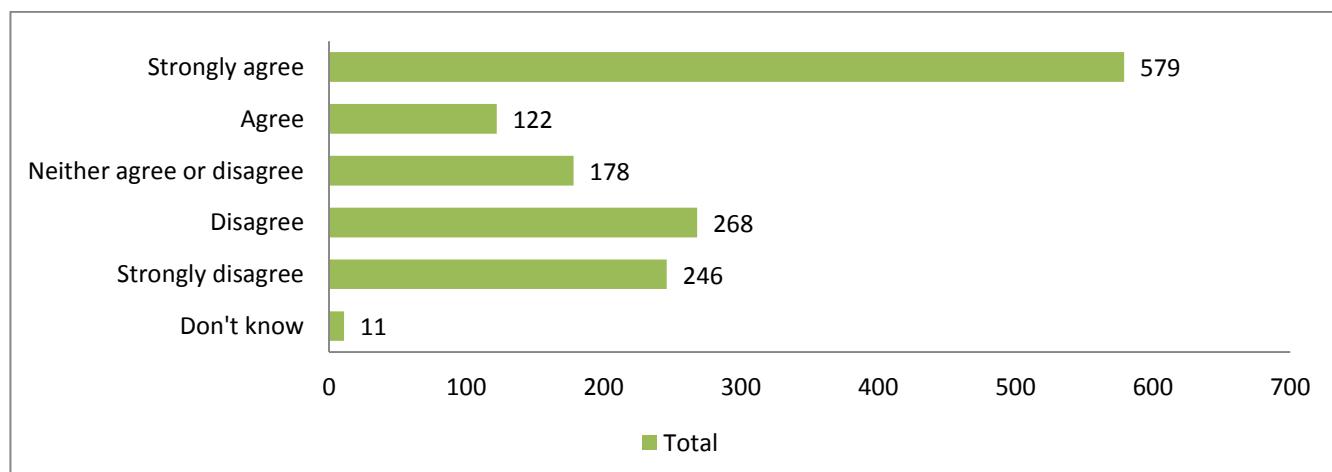
Overall 54% of people agreed or strongly agreed with the statement, and 33% disagreed, or strongly disagreed.



3.2.2 A deprived area

579 (40%) respondents strongly agreed that it was not acceptable to locate a sex shop in a deprived area, 268 (19%) disagreed, 246 (17%) strongly disagreed, 178 (12%) neither agreed nor disagreed, 122 (9%) agreed, and 11 (1%) did not know. 26 (2%) did not respond.

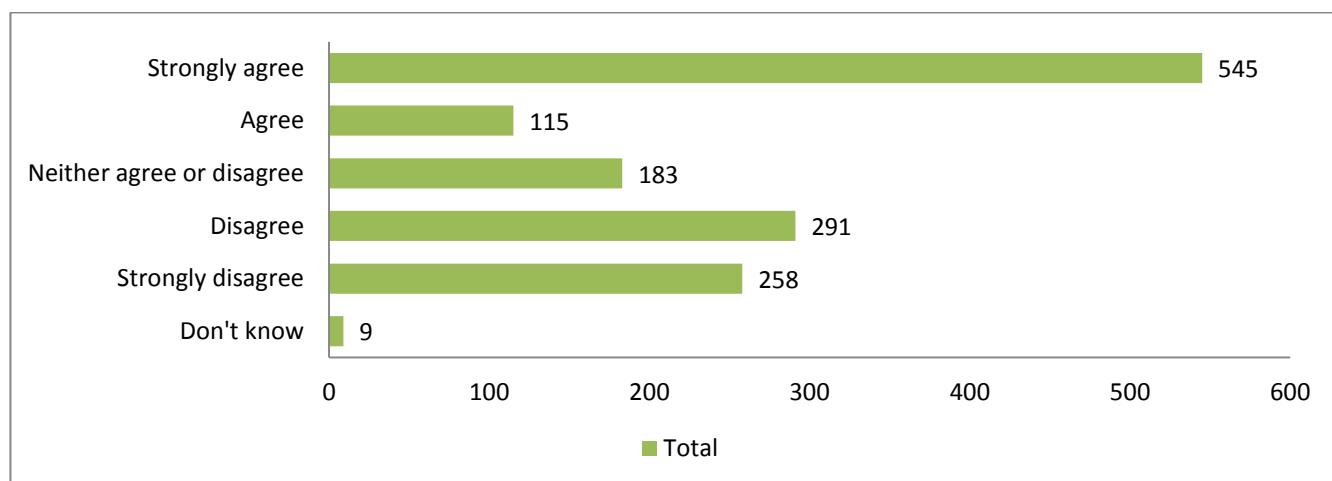
Overall 49% of people agreed or strongly agreed with the statement, and 36% disagreed or strongly disagreed.



3.2.3 A suburban area

545 (38%) respondents strongly agreed that it was not acceptable to locate a sex shop in a suburban area, 291 (20%) disagreed, 258 (18%) strongly disagreed, 183 (13%) neither agreed nor disagreed, 115 (8%) agreed, and 9 (1%) did not know. 29 (2%) did not respond.

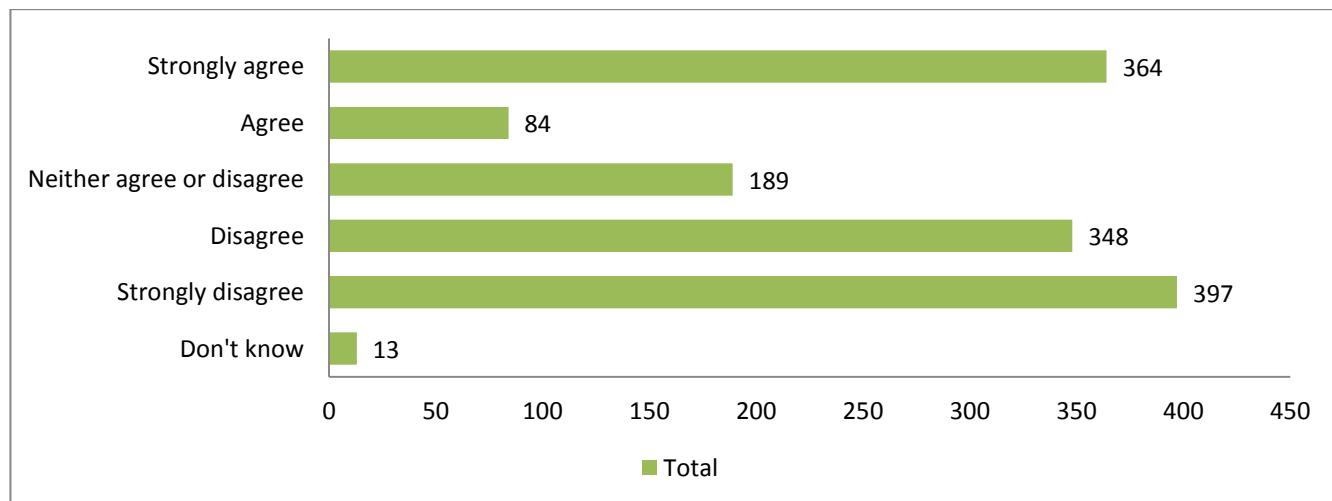
Overall 46% of people agreed or strongly agreed with the statement, and 38% disagreed or strongly disagreed.



3.2.4 An industrial area

397 (28%) respondents strongly disagreed that it was not acceptable to locate a sex shop in an industrial area, 364 (25%) strongly agreed, 348 (24%) disagreed, 189 (13%) neither agreed nor disagreed, 84 (6%) agreed, and 13 (1%) did not know. 35 (2%) did not respond.

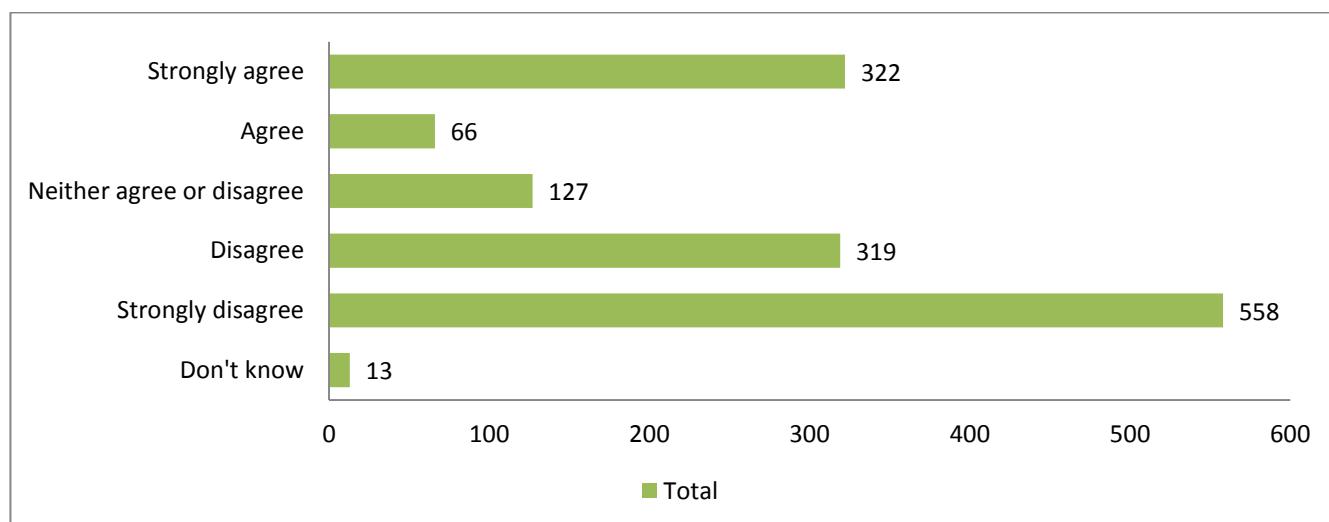
Overall 52% of people disagreed or strongly disagreed with the statement, and 31% agreed or strongly agreed.



3.2.5 A busy late night economy area

558 (39%) strongly disagreed that it was not acceptable to locate a sex shop in a busy late night economy area, 322 (23%) strongly agreed, 319 (22%) disagreed, 127 (9%) neither agreed nor disagreed, 66 (5%) agreed, and 13 (1%) did not know. 25 (2%) did not respond.

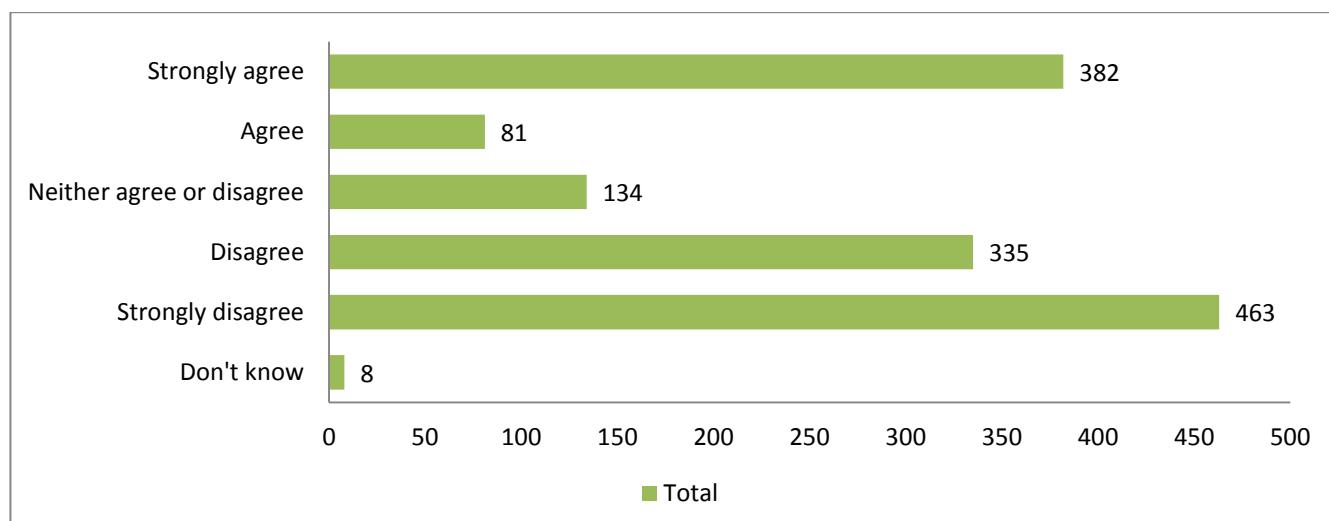
Overall 61% of people disagreed or strongly disagreed with the statement, and 28% agreed or strongly agreed.



3.2.6 A built up area e.g shopping precincts/local high streets

463 (32%) strongly disagreed that it was not acceptable to locate a sex shop in a busy late night economy area, 382 (27%) strongly agreed, 335 (23%) disagreed, 134 (9%) neither agreed nor disagreed, 81 (6%) agreed, and 8 (1%) did not know. 27 (2%) did not respond.

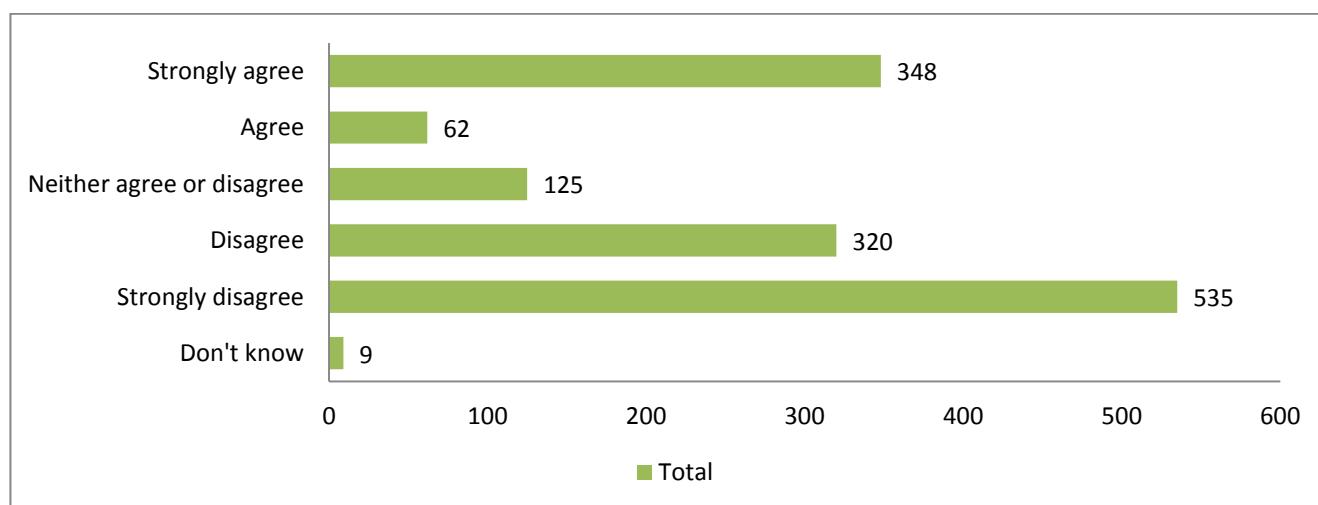
Overall 55% of people disagreed or strongly disagreed with the statement, and 33% agreed or strongly agreed.



3.2.7 A city centre, or area immediately surrounding it

535 (37%) respondents strongly disagreed that it would not be acceptable to locate a sex shop in a city centre, or area immediately surrounding it, 348 (24%) strongly agreed, 320 (22%) disagreed, 125 (9%) neither agreed nor disagreed, 62 (4%) agreed, and 9 (1%) did not know. 31 (2%) did not respond.

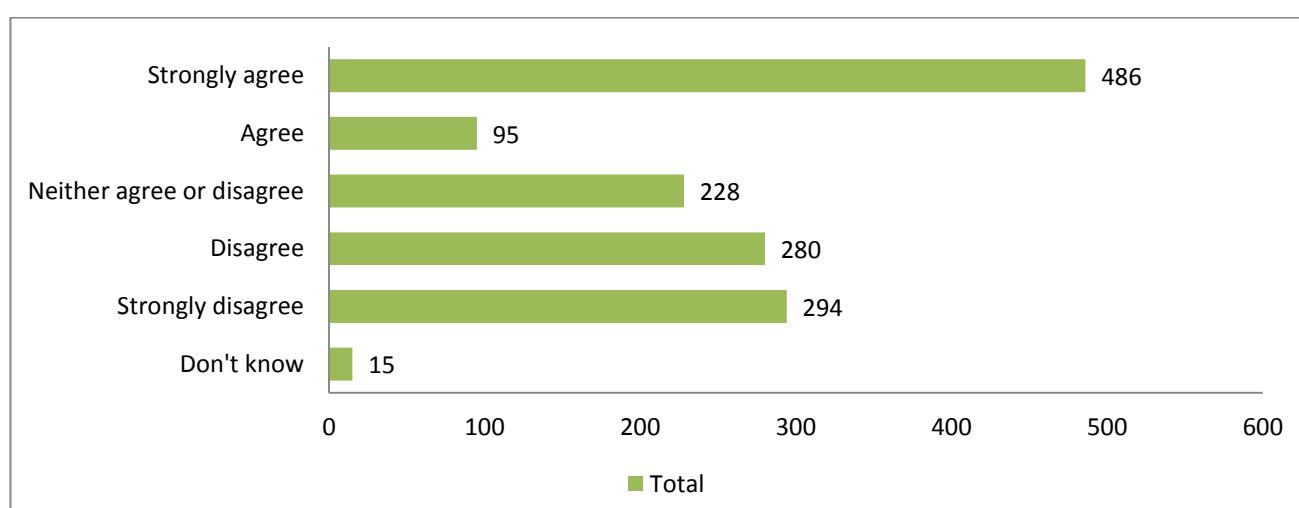
Overall 60% of people disagreed or strongly disagreed with the statement, and 28% agreed or strongly agreed.



3.2.8 A rural area

486 (34%) strongly agreed that it would not be acceptable to locate a sex shop in a rural area, 294 (21%) strongly disagreed, 280 (20%) disagreed, 228 (16%) neither agreed nor disagreed, 95 (7%) agreed, and 15 (1%) did not know. 32 (2%) did not respond.

Overall 42% of people disagreed or strongly disagreed with the statement, and 41% of people agreed or strongly agreed.



3.3 It would be acceptable to locate a sex shop on or near to the following city centre areas?

Respondents were asked whether they agreed with the statement that it would be acceptable to locate a sex shop on or near to the following city centre areas:

- Harbourside area
- Old City (the area between Broad Quay, St Augustines Parade, and Corn Street, including the area around the Cenotaph)
- Broadmead Area, including Quakers Friars and Cabot Circus areas
- Queen Square and Welsh Back
- Temple Quarter
- Old Market
- Park Street and the Triangle area
- The Stokes Croft and Gloucester Road area
- The area west of Lewins Mead including University, Hospital and Bus Station areas
- Area surrounding Feeder Road including the proposed arena area, Temple Meads area and the Dings and St Philips Marsh areas

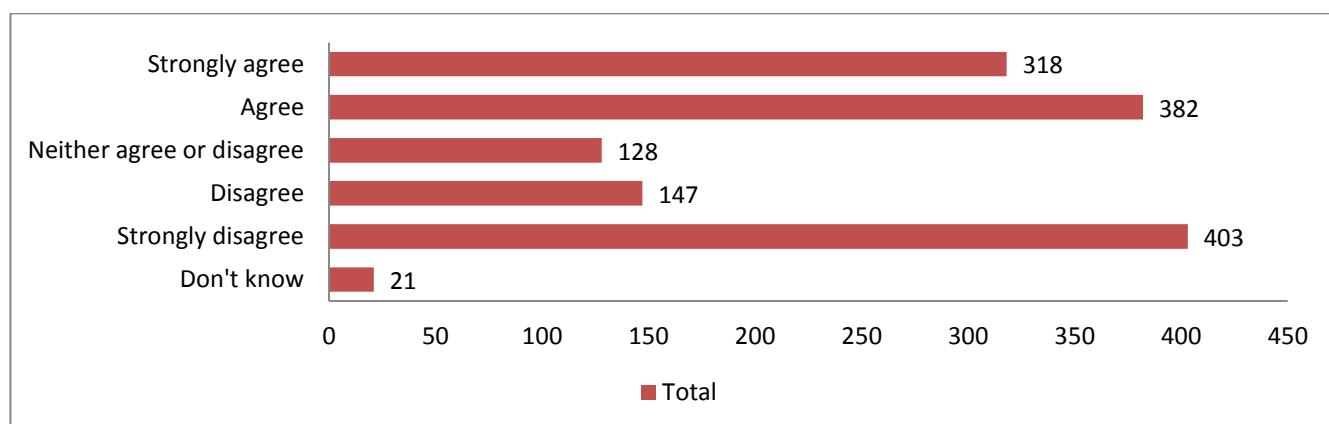
They were given the options below:

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly Disagree
- Don't know

3.3.1 Harbourside area

403 (28%) respondents strongly disagreed that it would be acceptable to locate a sex shop on the Harbourside area, 382 (27%) agreed, 318 (22%) strongly agreed, 147 (10%) disagreed, 128 (9%) neither agreed nor disagreed, and 21 (1%) did not know. 31 (2%) did not respond.

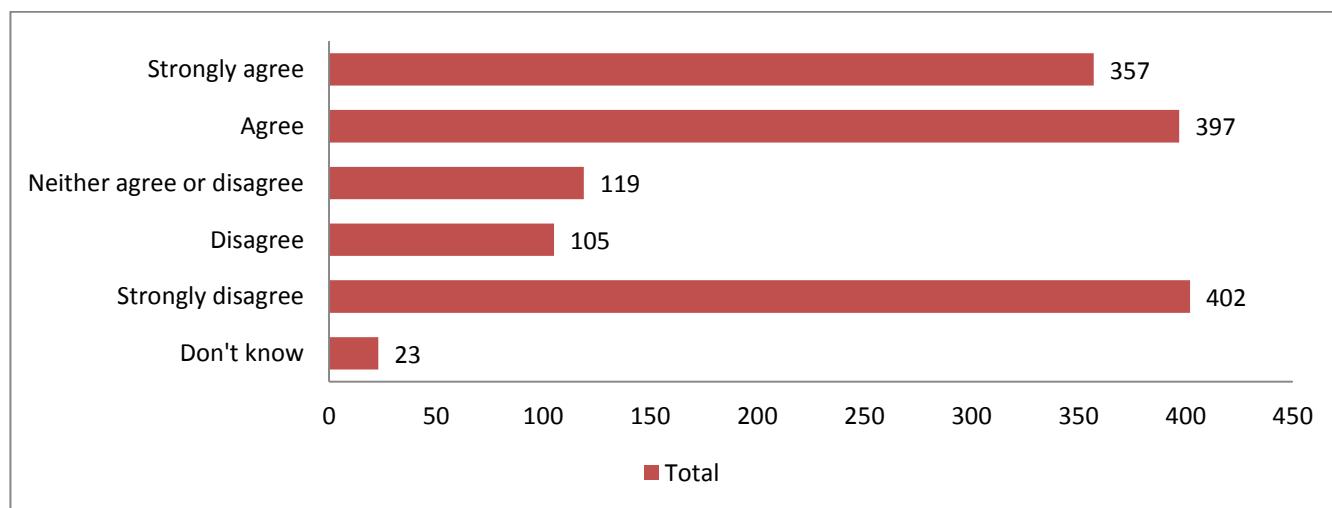
Overall 49% of people agreed or strongly agreed with the statement, and 38% disagreed or strongly disagreed.



3.3.2 Old City (the area between Broad Quay, St Augustines Parade, and Corn Street, including the area around the Cenotaph)

402 (28%) respondents strongly disagreed that it would be acceptable to locate a sex shop in the old city, 397 (28%) agreed, 357 (25%) strongly agreed, 119 (8%) neither agreed nor disagreed, 105 (7%) disagreed, and 23 (2%) did not know. 27 (2%) did not respond.

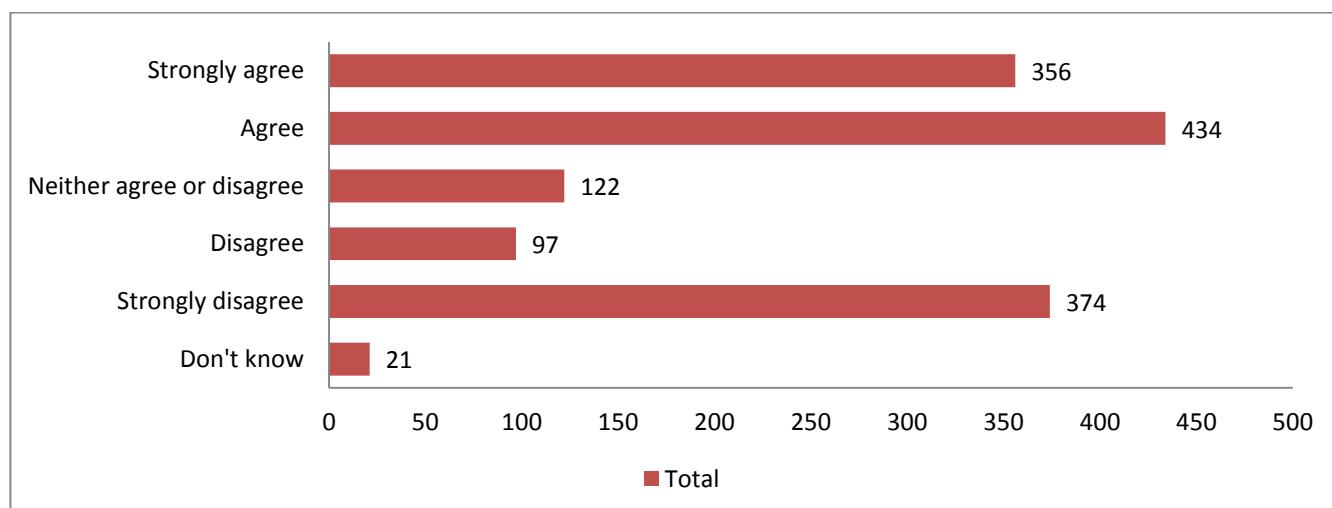
Overall 53% of people agreed, or strongly agreed with the statement, and 35% disagreed or strongly disagreed.



3.3.3 Broadmead Area, including Quakers Friars and Cabot Circus areas

434 (30%) of respondents agreed that it would be acceptable to locate a sex shop in the Broadmead area, 374 (26%) strongly disagreed, 356 (25%) strongly agreed, 122 (9%) neither agreed nor disagreed, 97 (7%) disagreed, and 21 (1%) did not know. 26 (2%) did not respond.

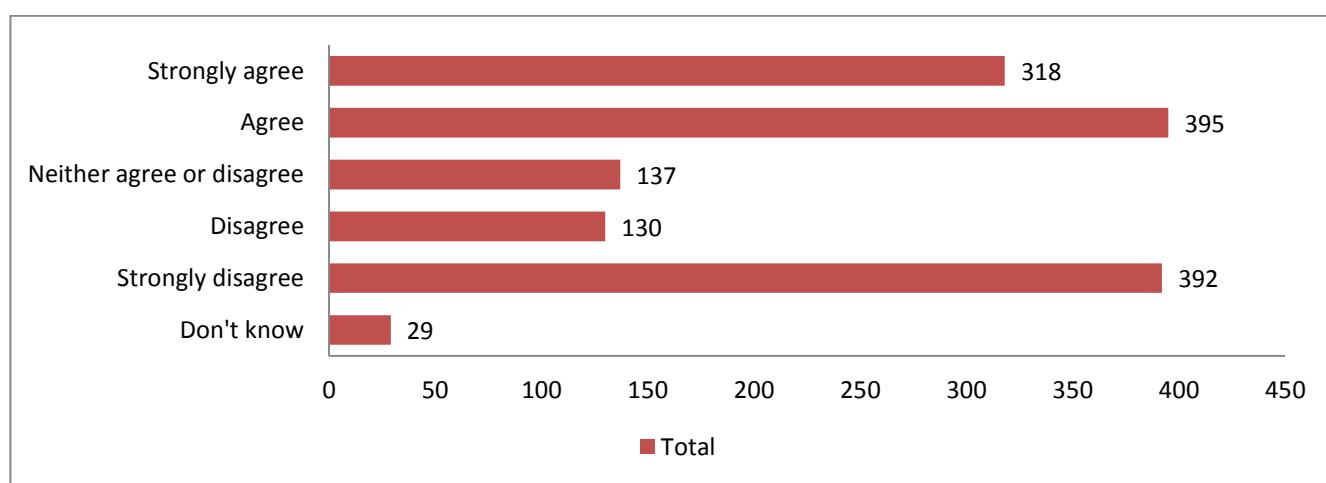
Overall 55% of people agreed or strongly agreed with the statement, and 33% disagreed or strongly disagreed.



3.3.4 Queen Square and Welsh Back

395 (28%) respondents agreed that it would be acceptable to locate a sex shop in the Queen Square and Welsh Back area, 392 (27%) strongly disagreed, 318 (22%) strongly agreed, 137 (10%) neither agreed nor disagreed, 130 (9%) disagreed and 29 (2%) did not know. 29 (2%) did not respond.

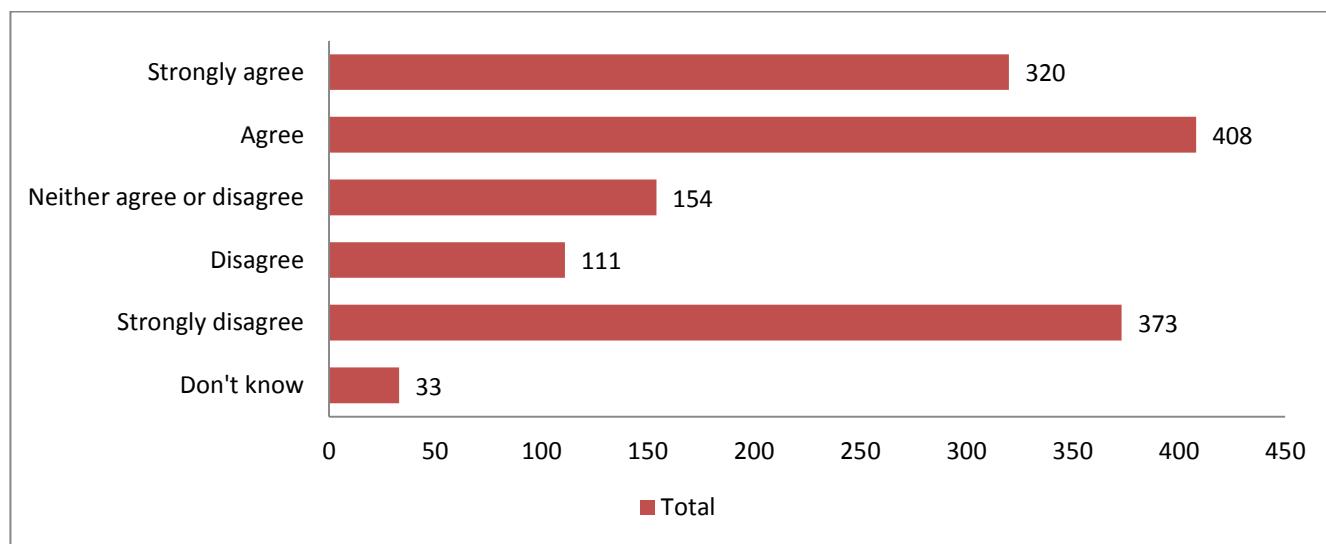
Overall 50% of people agreed or strongly agreed with the statement, and 36% disagreed or strongly disagreed.



3.3.5 Temple Quarter

408 (29%) agreed that it would be acceptable to locate a sex shop in temple quarter, 373 (26%) strongly disagreed, 320 (22%) strongly agreed, 154 (11%) neither agreed nor disagreed, 111 (8%) disagreed and 33 (2%) did not know. 31 (2%) did not respond.

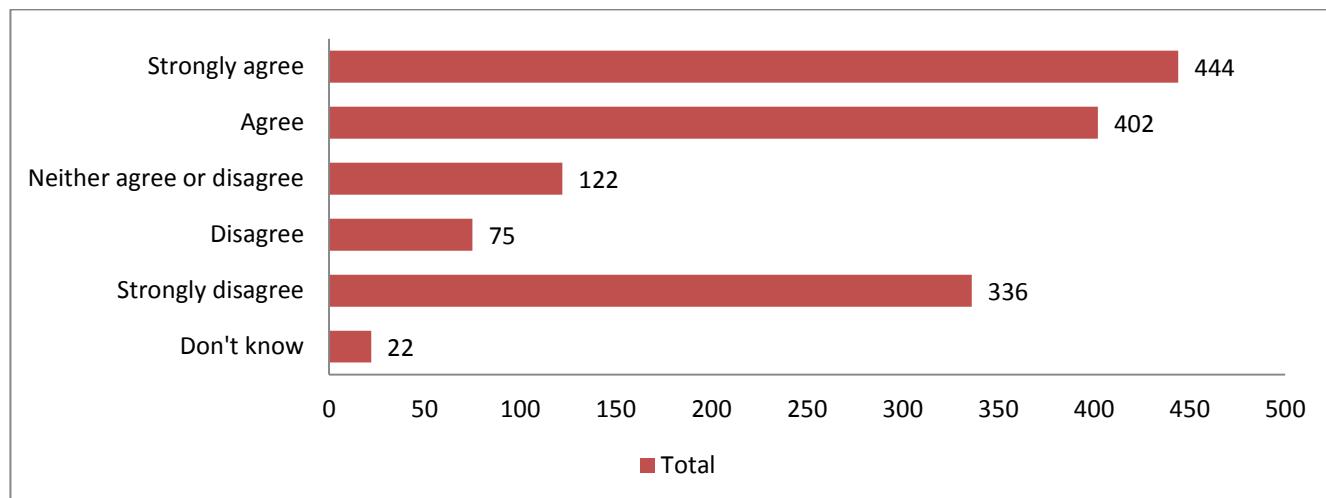
Overall 51% of people agreed or strongly agreed with the statement, and 34% disagreed or strongly disagreed.



3.3.6 Old Market

444 (31%) respondents strongly agreed that it would be acceptable to locate a sex shop in Old Market, 402 (28%) agreed, 336 (24%) strongly disagreed, 122 (9%) neither agreed nor disagreed, 75 (5%) disagreed and 22 (2%) did not know. 29 (2%) did not respond.

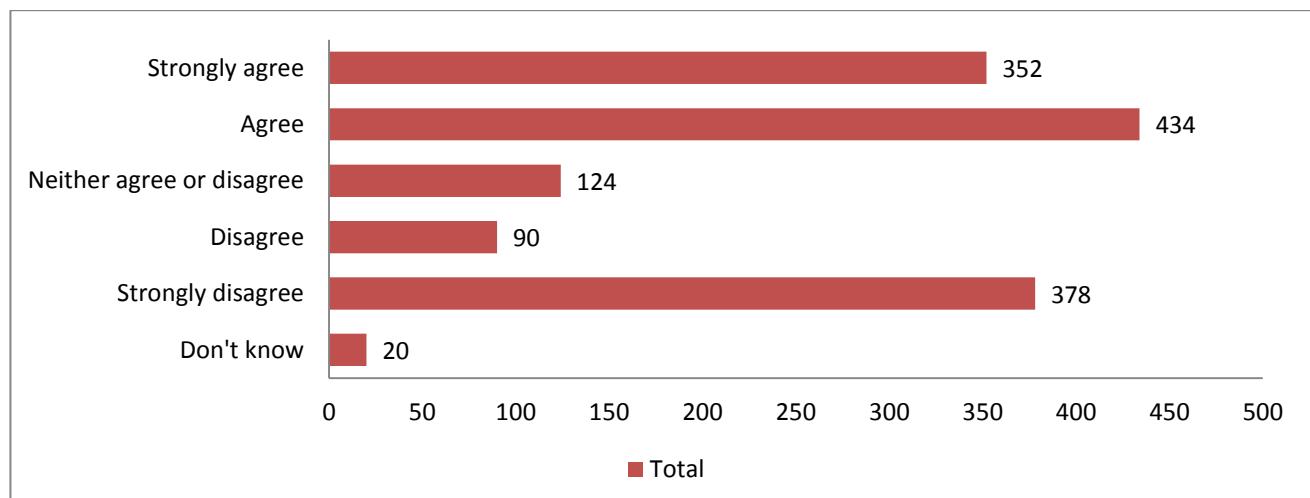
Overall 59% of people agreed or strongly agreed with the statement, and 33% disagreed or strongly disagreed.



3.3.7 Park Street and the Triangle area

434 (30%) respondents agreed that it would be acceptable to locate a sex shop in the Park Street and Triangle area, 378 (26%) strongly disagreed, 352 (25%) strongly agreed, 124 (9%) neither agreed nor disagreed, 90 (6%) disagreed, and 20 (1%) did not know. 32 (2%) did not respond.

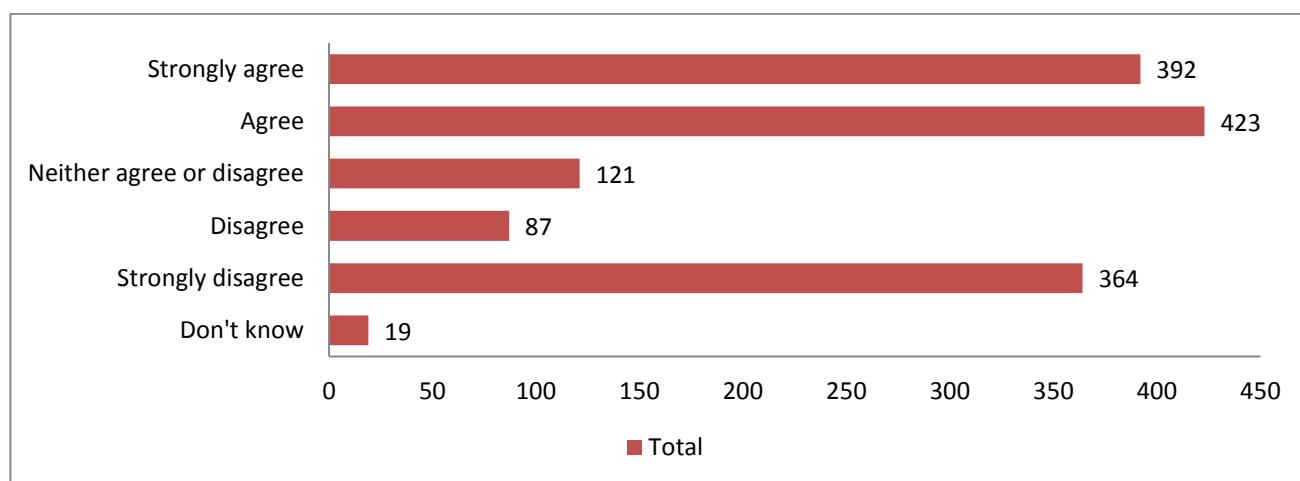
Overall 55% of people agreed or strongly agreed with the statement and 32% disagreed or strongly disagreed.



3.3.8 The Stokes Croft and Gloucester Road area

423 (30%) respondents agreed that it would be acceptable to locate a sex shop in the Stokes Croft and Gloucester Road area, 392 (27%) strongly agreed, 364 (25%) strongly disagreed, 121 (8%) neither agreed nor disagreed, 87 (6%) disagreed, and 19 (1%) did not know. 24 (2%) did not respond.

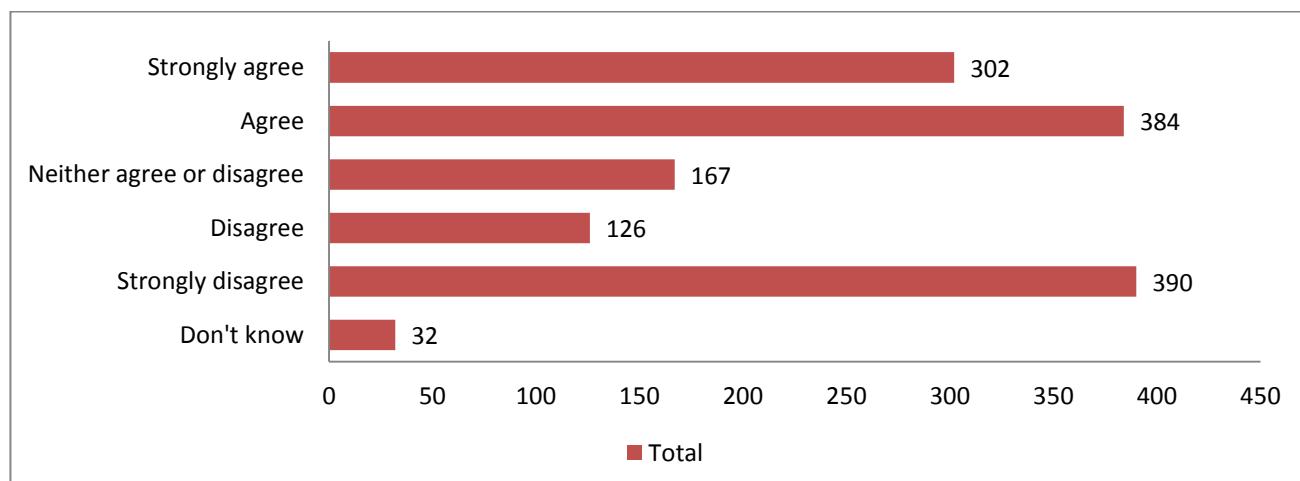
Overall 57% of people agreed or strongly agreed with the statement, and 31% disagreed or strongly disagreed.



3.3.9 The area west of Lewins Mead including University, Hospital and Bus Station areas

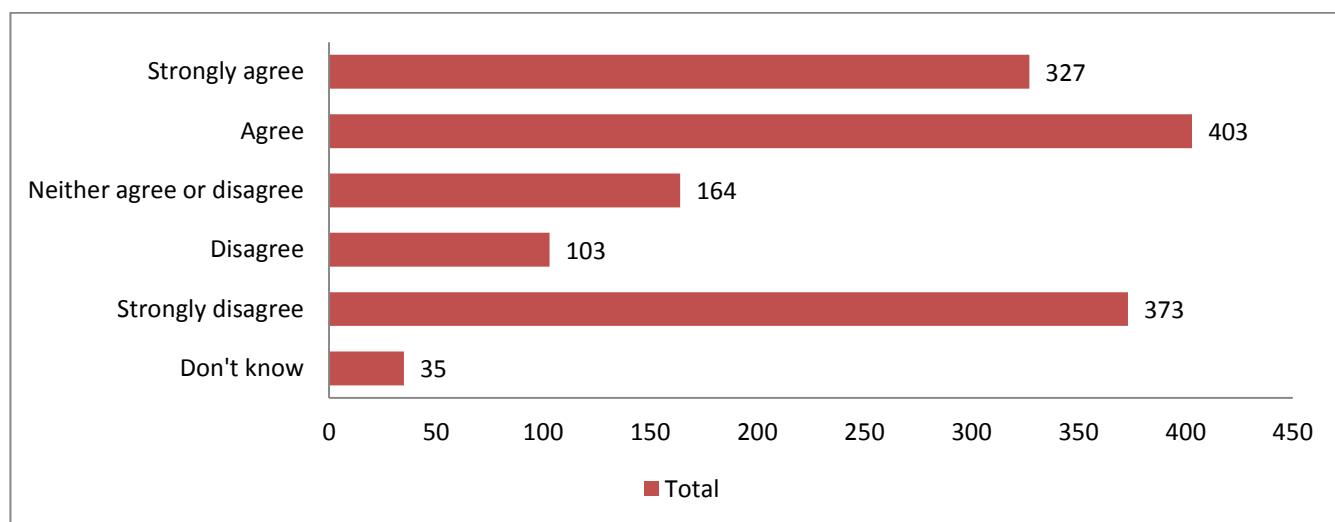
390 (27%) respondents strongly disagreed that it would be acceptable to locate a sex shop in the area west of Lewins Mead, 384 (27%) agreed, 302 (21%) strongly agreed, 167 (12%) neither agreed nor disagreed, 126 (9%) disagreed, and 32 (2%) did not know. 20 (2%) did not respond.

Overall 48% of people agreed or strongly agreed with the statement, and 36% disagreed or strongly disagreed.



3.3.10 Area surrounding Feeder Road including the proposed arena area, Temple Meads area and the Dings and St Philips Marsh areas

403 (28%) respondents agreed that it would be acceptable to locate a sex shop in the areas of Feeder Road, the Dings and St Philips Marsh, 373 (26%) strongly disagreed, 327 (23%) strongly agreed, 164 (11%) neither agreed nor disagreed, 103 (7%) disagreed, and 35 (2%) did not know. 25 (2%) did not respond.



3.4 It would not be acceptable to locate a sex shop near to?

Respondents were asked whether they agreed with the statement that it would not be acceptable to locate a sex shop on or near to the following types of premises or locations:

- Schools and other places of education
- Residential areas
- Play areas or parks
- Youth Facilities
- Women's refuge facilities
- Family leisure facilities such as cinemas, theatres and concert halls
- Places of worship
- Places used for celebration or commemoration
- Cultural leisure facilities such as libraries, museums
- Retail shopping areas
- Historic buildings
- Sports centres/facilities
- Transport Hub (bus or train stations etc)
- Financial institutions such as banks
- Late night entertainment areas
- Other

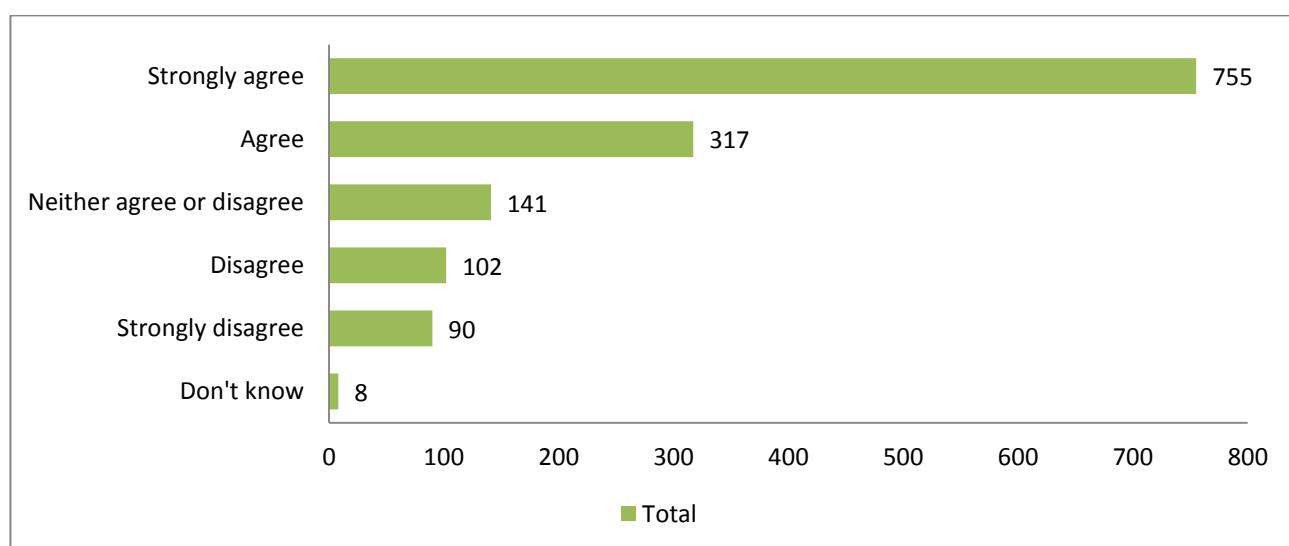
They were given the options below:

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly Disagree
- Don't know

3.4.1 Schools and other places of education

755 (53%) respondents strongly agreed that it would not be acceptable to locate a sex shop near to a school or other place of education, 317 (22%) agreed, 141 (10%) neither agreed nor disagreed, 102 (7%) disagreed, 90 (6%) strongly disagreed and 8 (1%) did not know. 17 (1%) did not respond.

Overall 75% of people agreed or strongly agreed with the statement, and 13% disagreed or strongly disagreed.

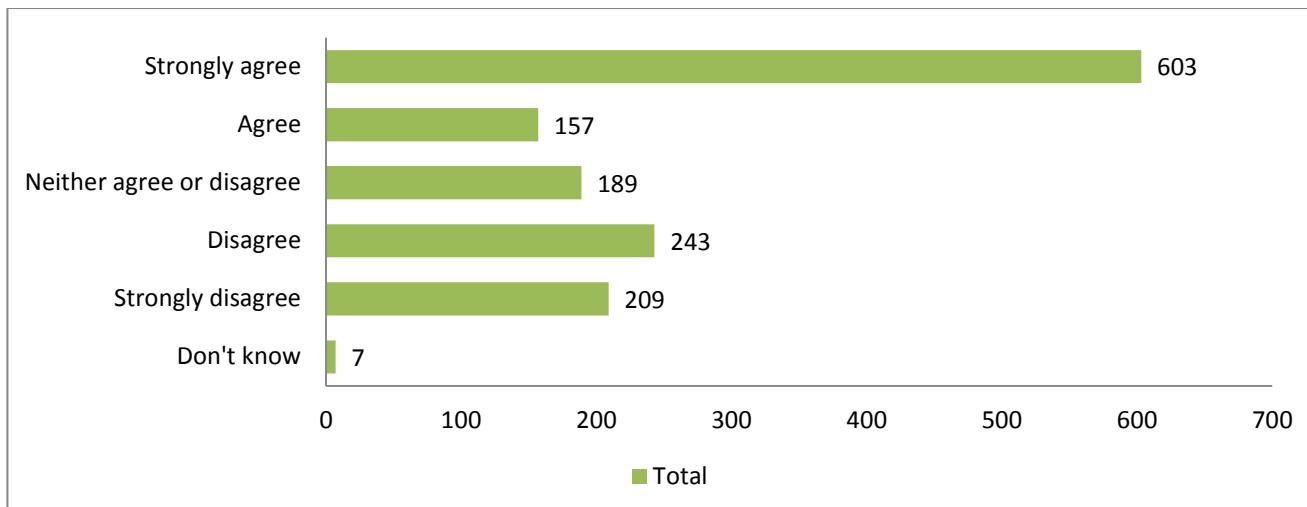


3.4.2 Residential areas

603 (42%) respondents strongly agreed that it would not be acceptable to locate a sex shop near to a residential area, 243 (17%) disagreed, 209 (15%) strongly disagreed, 198 (13%) neither agreed nor disagreed, 157 (11%) agreed, and 7 (less than 1%) did not know. 22 (2%) did not respond.

Overall 53% of people agreed or strongly agreed with the statement, and 32% disagreed or strongly disagreed.

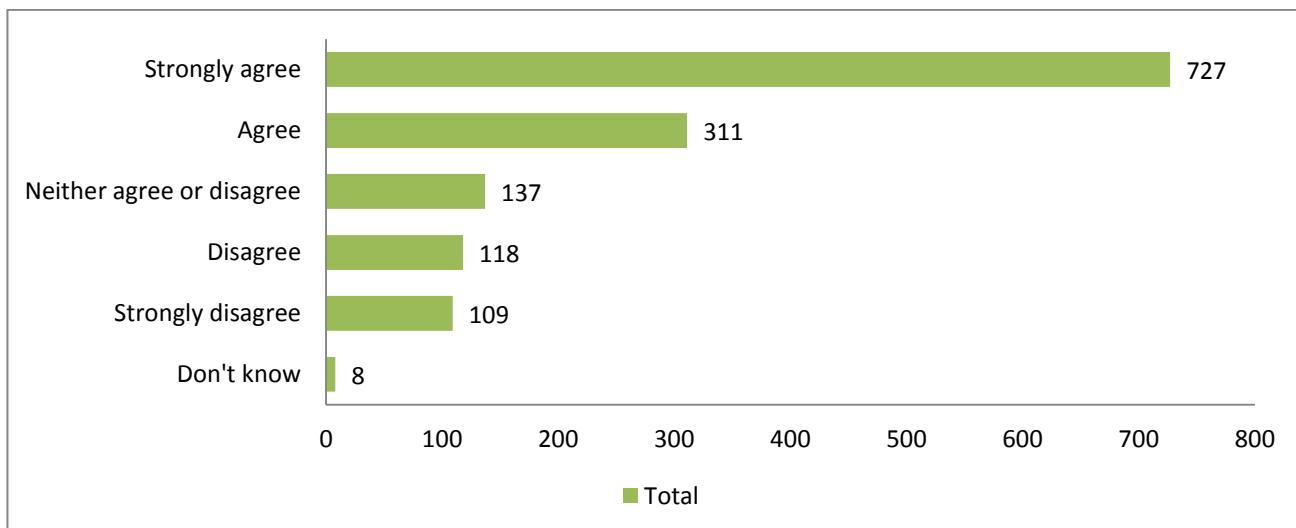
Sex Establishment Policy Review – Pre consultation questionnaire responses



3.4.3 Play areas or parks

727 (51%) respondents strongly agreed that it would not be acceptable to locate a sex shop near a play area or park, 311 (22%) agreed, 137 (10%) neither agreed nor disagreed, 118 (8%) disagreed, 109 (8%) strongly disagreed and 8 (1%) did not know. 20 (1%) did not respond

Overall 73% of people agreed or strongly agreed with the statement and 16% disagreed or strongly disagreed.

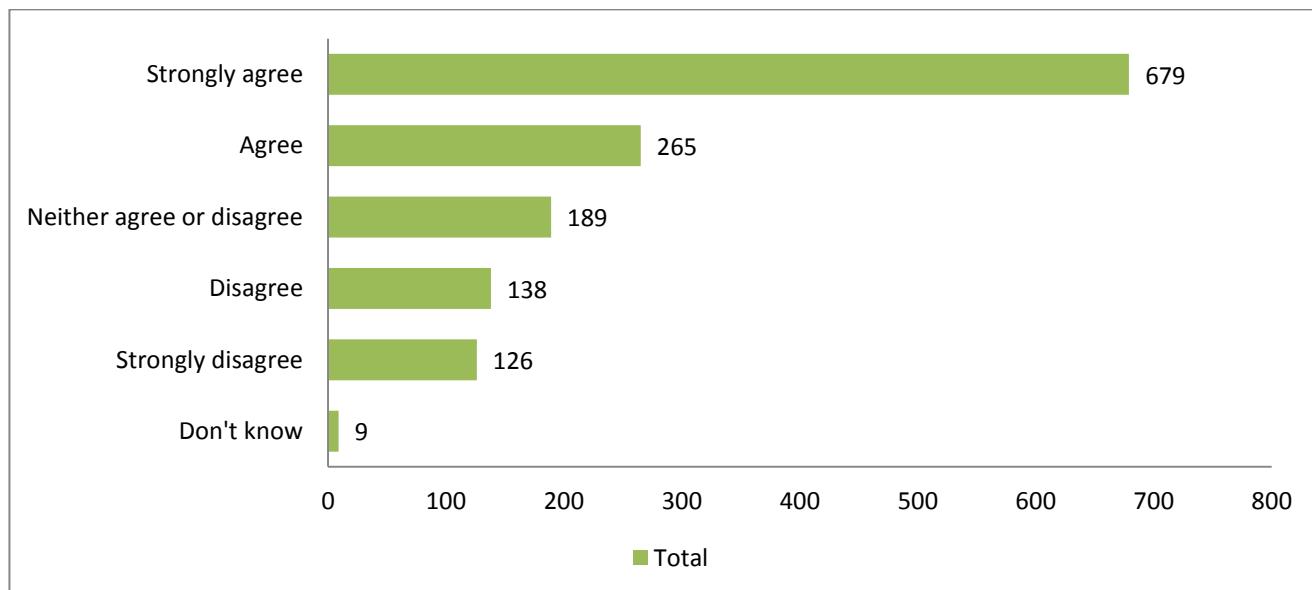


3.4.4 Youth Facilities

679 (47%) respondents strongly agreed that it would not be acceptable to locate a sex shop near to youth facilities, 265 (19%) agreed, 189 (13%) neither agreed nor disagreed, 138 (10%) disagreed, 126 (9%) strongly disagreed and 9 (1%) did not know. 24 (2%) did not respond.

Sex Establishment Policy Review – Pre consultation questionnaire responses

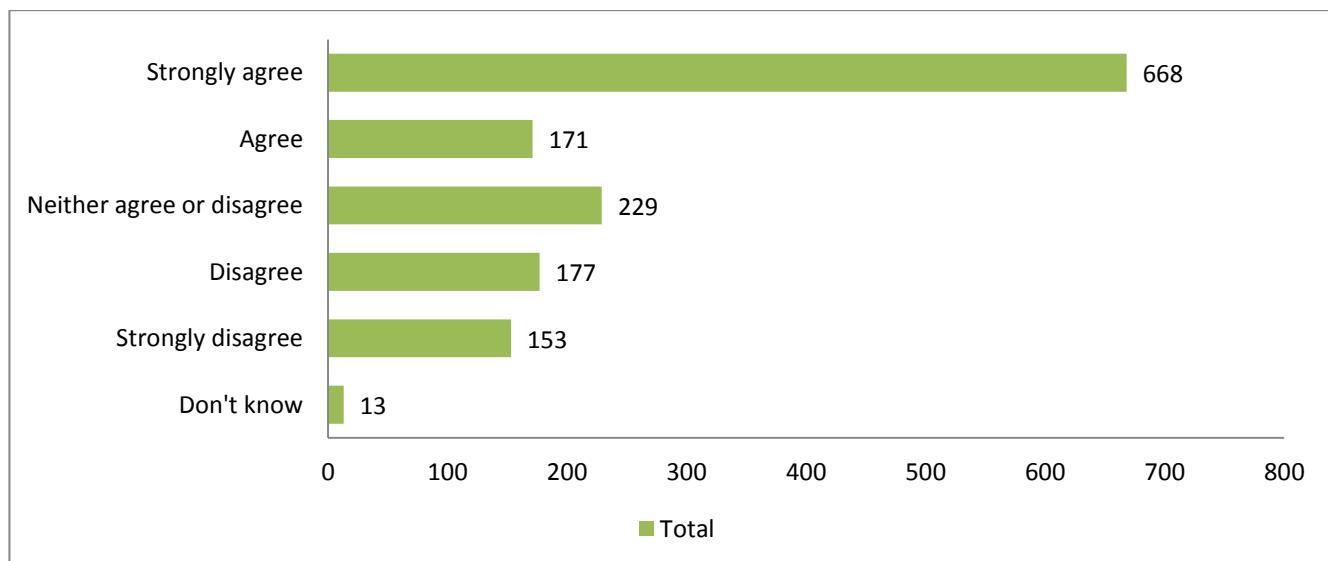
Overall 66% of people agreed or strongly agreed with the statement, and 19% disagreed, or strongly disagreed.



3.4.5 Women's refuge facilities

668 (47%) strongly agreed that it would not be acceptable to locate a sex shop near to women's refuge facilities, 229 (16%) neither agreed nor disagreed, 177 (12%) disagreed, 171 (12%) agreed, 153 (11%) strongly disagreed, and 13 (1%) did not know. 19 (1%) did not respond.

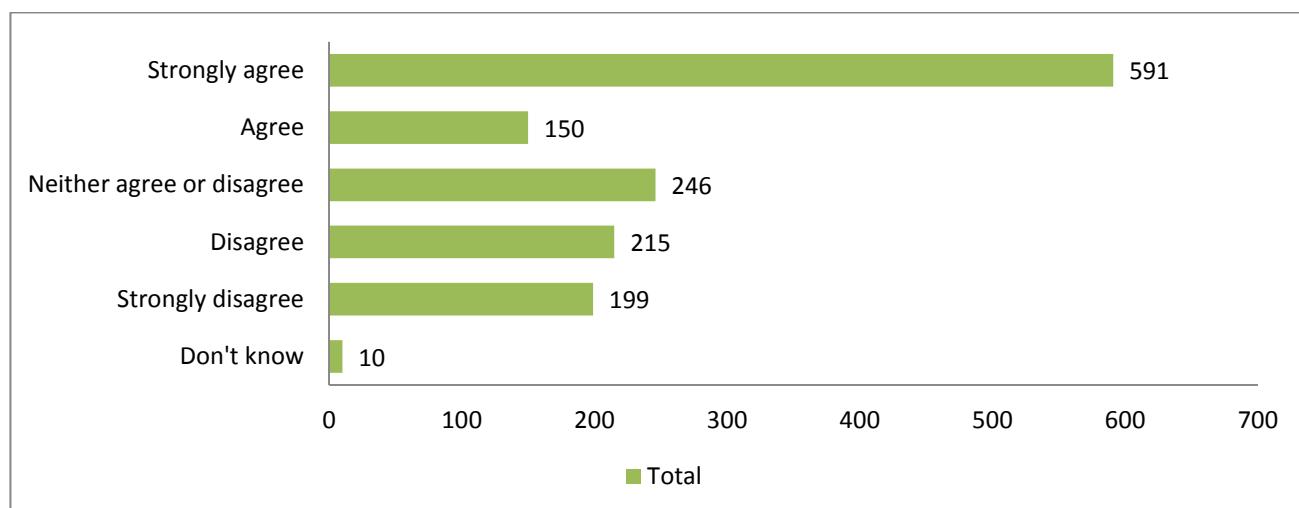
Overall 59% agreed or strongly agreed with the statement, and 23% disagreed or strongly disagreed.



3.4.6 Family leisure facilities such as cinemas, theatres and concert halls

591 (41%) respondents strongly agreed that it would not be acceptable to locate a sex shop near to family leisure facilities, 246 (17%) neither agreed nor disagreed, 215 (15%) disagreed, 199 (14%) strongly disagreed, 150 (10%) agreed, and 10 (1%) did not know. 19 (1%) did not respond.

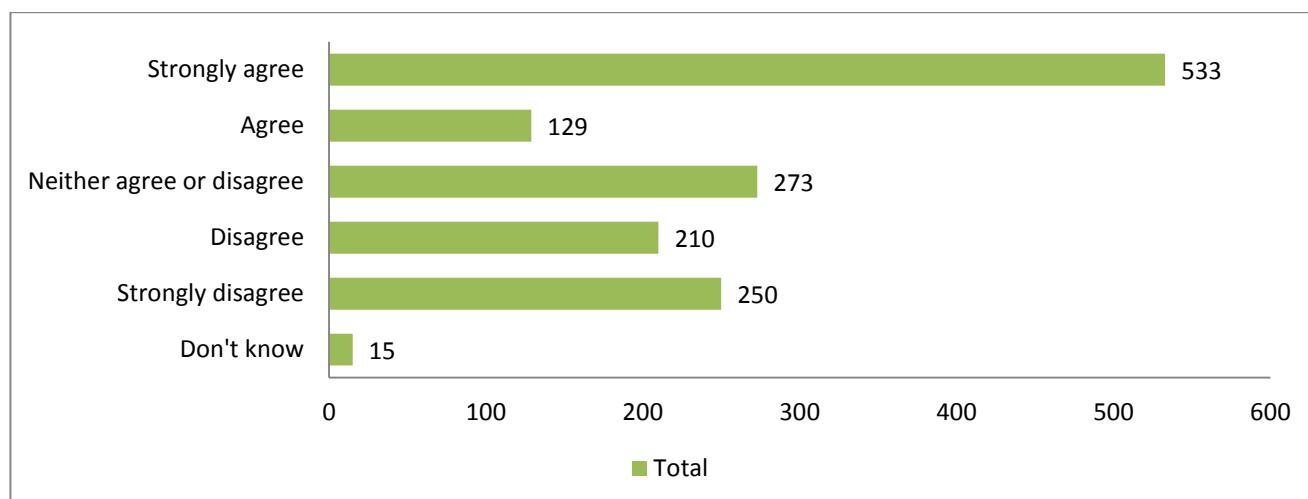
Overall 51% of people agreed or strongly agreed with the statement and 29% disagreed or strongly disagreed.



3.4.7 Places of worship

533 (37%) respondents strongly agreed that it would be inappropriate to locate a sex shop near to places of worship, 273 (19%) neither agree nor disagree, 250 (17%) strongly disagree, 210 (15%) disagree, 129 (9%) agree and 15 (1%) did not know. 20 (1%) did not respond.

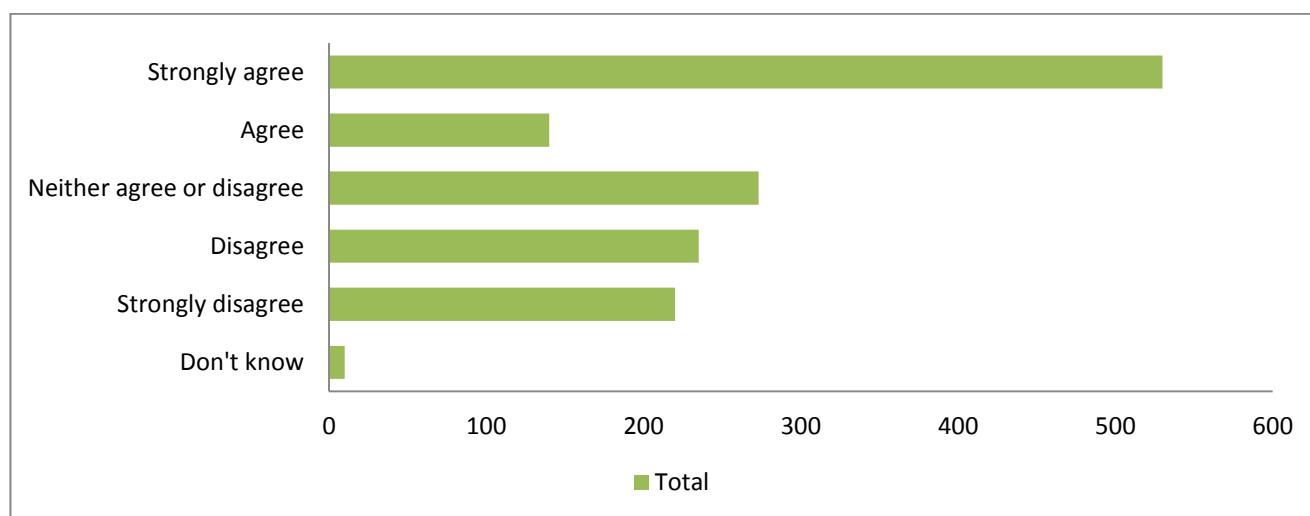
Overall 46% of people agreed or strongly agreed with the statement, and 32% disagreed or strongly disagreed.



3.4.8 Places used for celebration or commemoration

530 (37%) respondents strongly agreed that it would not be appropriate to locate a sex shop near to places used for celebration or commemoration, 273 (19%) neither agreed nor disagreed, 235 (16%) disagreed, 220 (15%) strongly disagreed, 140 (10%) agreed, and 10 (1%) did not know. 22 (2%) did not respond.

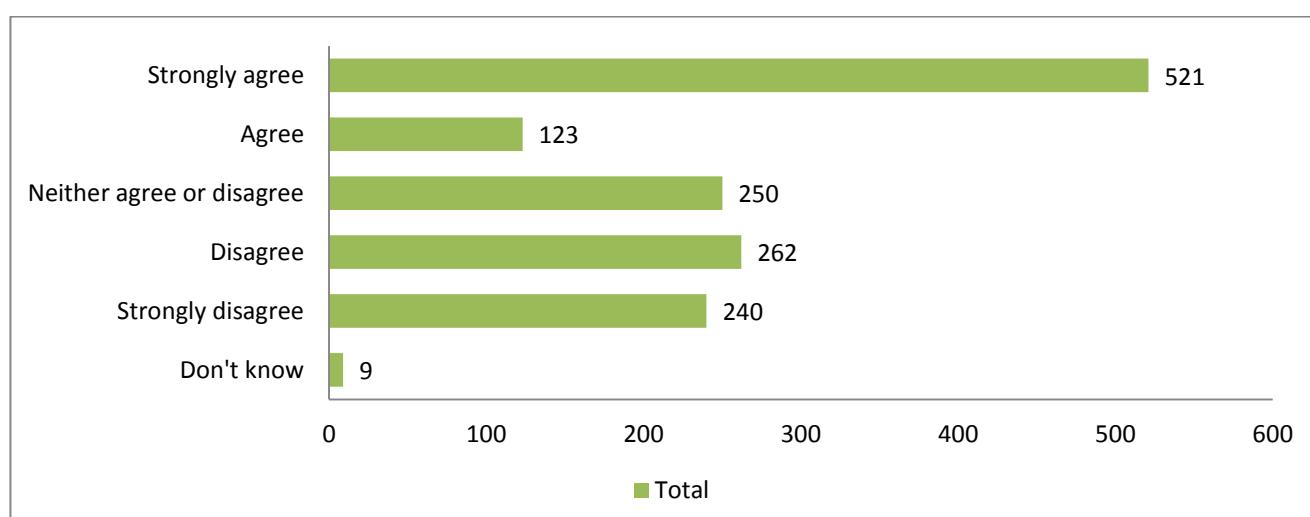
Overall 47% of people agreed or strongly agreed with the statement, and 31% disagreed, or strongly disagreed.



3.4.9 Cultural leisure facilities such as libraries, museums

521 (36%) respondents strongly agreed that it would not be acceptable to locate a sex shop near to cultural leisure facilities, 262 (18%) disagreed, 250 (17%) neither agreed nor disagreed, 240 (17%) strongly disagreed, 123 (9%) agreed, and 9 (1%) did not know. 25 (2%) did not respond.

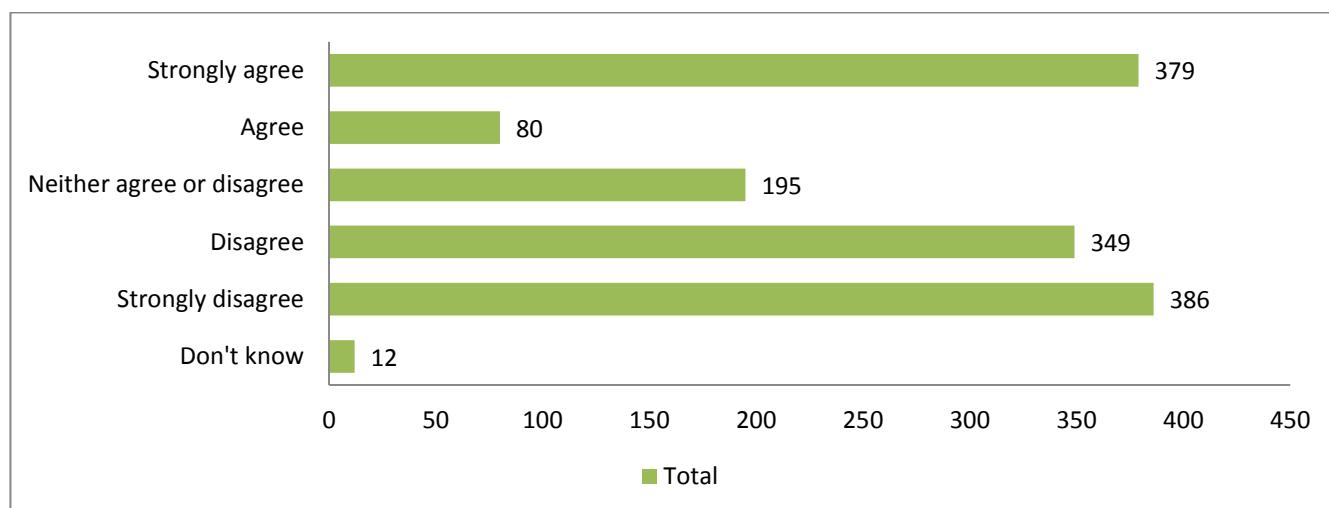
Overall 45% agreed or strongly agreed with the statement and 35% disagreed or strongly disagreed.



3.4.10 Retail shopping areas

386 (27%) respondents strongly disagreed that it would not be appropriate to locate a sex shop in a retail shopping area, 379 (27%) strongly agreed, 349 (24%) disagreed, 195 (14%) neither agreed nor disagreed, 80 (6%) agreed, and 12 (1%) did not know. 29 (2%) did not respond.

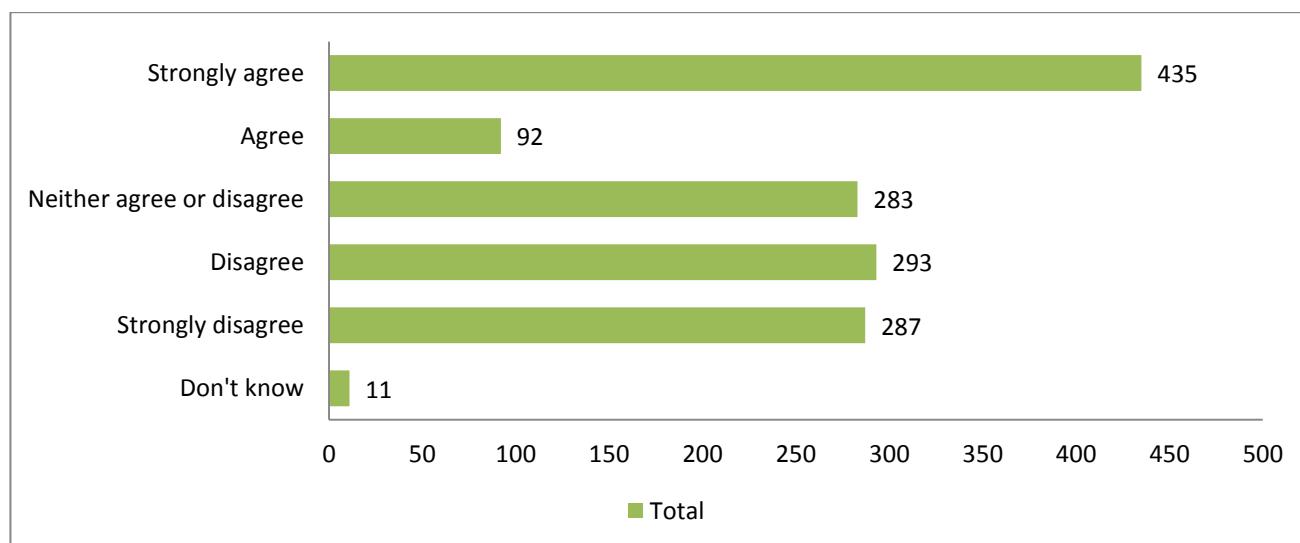
Overall 51% of people disagreed, or strongly disagreed with the statement, and 33% agreed or strongly agreed.



3.4.11 Historic buildings

435 (30%) respondents strongly agreed that it would not be acceptable to locate a sex shop near historic buildings, 293 (20%) disagreed, 283 (20%) strongly disagreed, 283 (20%) neither agreed nor disagreed, 92 (6%) agreed, and 11 (1%) did not know. 29 (2%) did not respond.

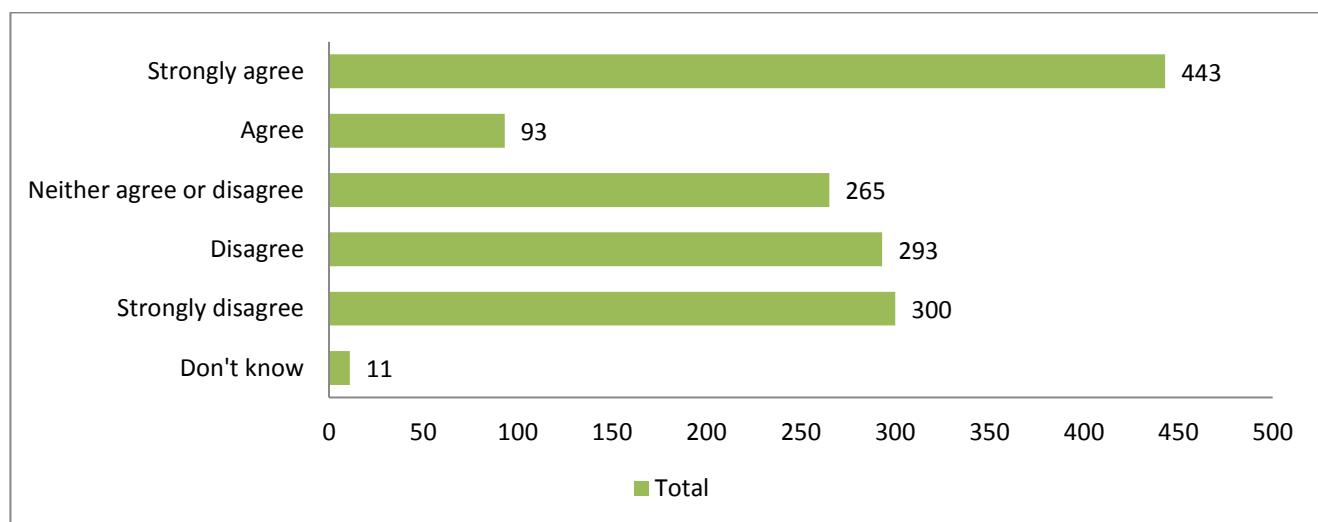
Overall 40% of people disagreed or strongly disagreed with the statement, and 36% agreed or strongly agreed.



3.4.12 Sports centres/facilities

443 (31%) respondents strongly agreed that it would not be acceptable to locate a sex shop near to sports centres/facilities, 300 (21%) strongly disagreed, 293 (20%) disagreed, 265 (19%) neither agreed nor disagreed, 93 (7%) agreed, and 11 (1%) did not know. 25 (2%) did not respond.

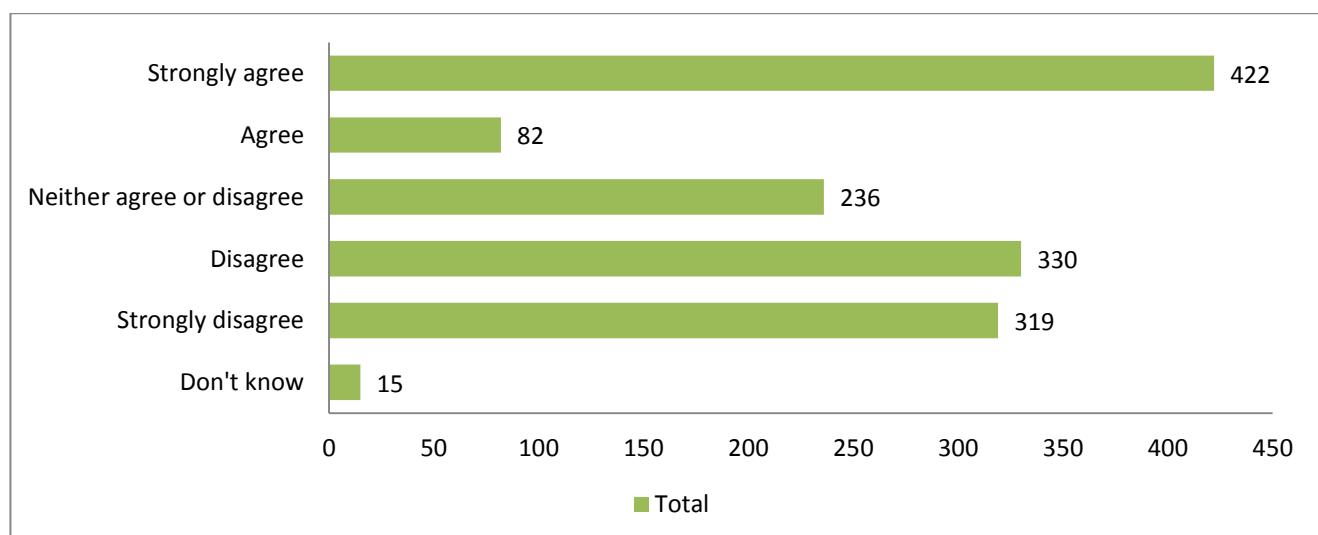
Overall 41% of people disagreed or strongly disagreed with the statement, and 38% agreed or strongly agreed.



3.4.13 Transport Hub (bus or train stations etc)

422 (30%) respondents strongly agreed that it would not be acceptable to locate a sex shop near to a transport hub, 330 (23%) disagreed, 319 (22%) strongly disagreed, 236 (17%) neither agreed nor disagreed, 82 (6%) agreed, and 15 (1%) did not know. 26 (2%) did not respond.

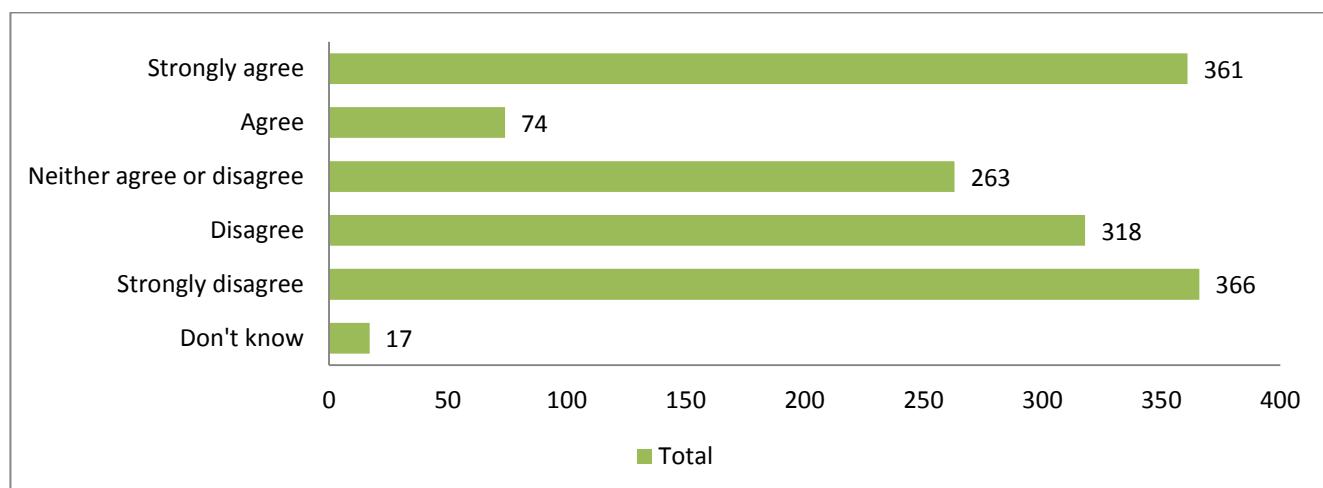
Overall 45% of people disagreed or strongly disagreed with the statement, and 36% agreed or strongly agreed.



3.4.14 Financial institutions such as banks

366 (26%) respondents strongly disagreed that it would not be acceptable to locate a sex shop near to a financial institution, 361 (25%) strongly agreed, 318 (22%) disagreed, 263 (18%) neither agreed nor disagreed, 74 (5%) agreed, and 17 (1%) did not know. 31 (2%) did not respond.

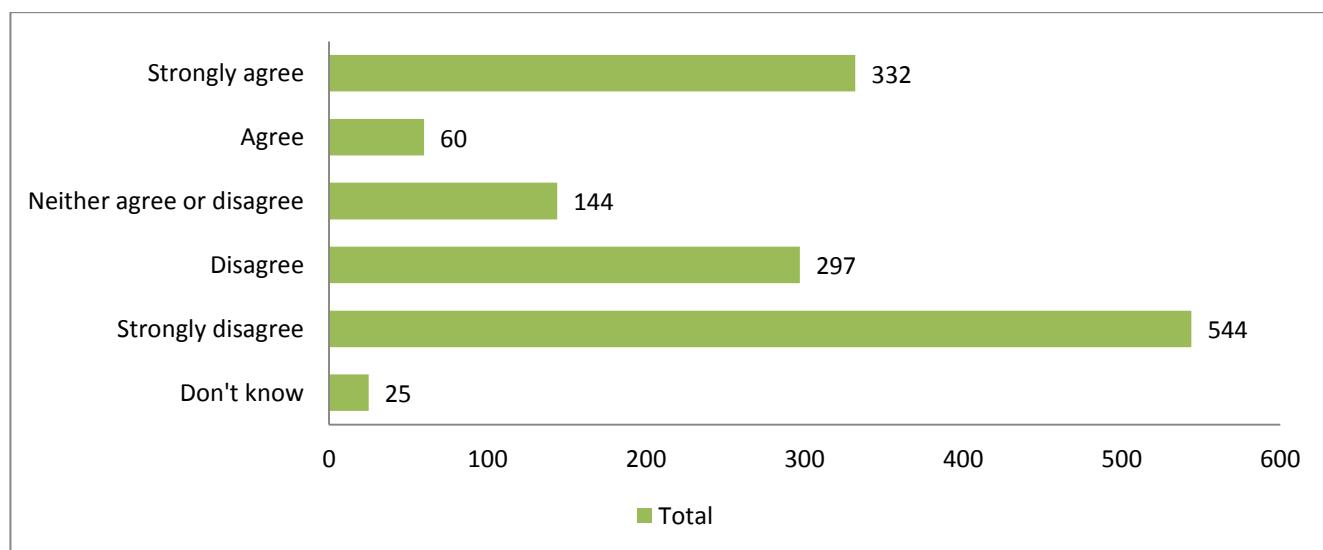
Overall 48% of people disagreed or strongly disagreed with the statement, 30% agreed or strongly agreed.



3.4.15 Late night entertainment areas

544 (38%) respondents strongly disagreed that it would not be acceptable to locate a sex shop in a late night entertainment area, 332 (23%) strongly agreed, 297 (21%) disagreed, 144 (10%) neither agreed nor disagreed, 60 (4%) agreed, and 25 (2%) did not know. 28 (2%) did not respond.

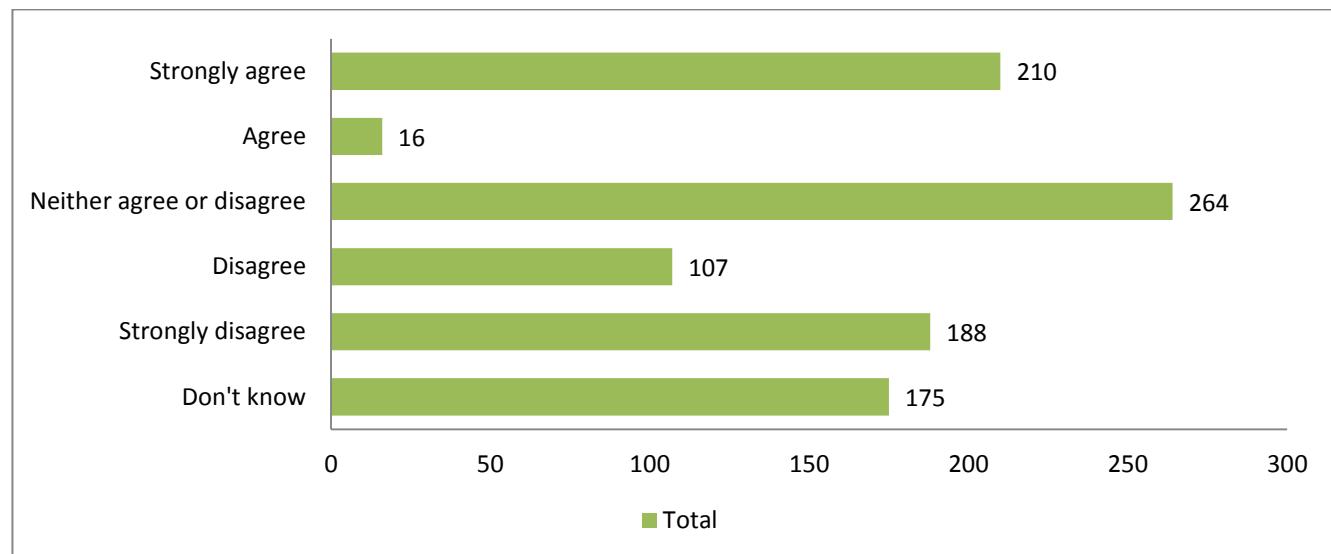
Overall 59% disagreed or strongly disagreed with the statement, and 27% agreed or strongly agreed.



3.4.16 Other

264 (18%) neither agreed nor disagreed that it would not be acceptable to locate a sex shop at another location not named above, 210 (15%) strongly agreed, 188 (13%) strongly disagreed, 175 (12%) did not know, 107 (7%) disagreed, and 16 (1%) agreed. 470 (33%) did not answer.

72 other options and comments were given by respondents alongside this question. A summary of the responses has been included in **Appendix A** to this report.



4 Survey responses to the questions – Sexual Entertainment Venues

4.1 How many sexual entertainment venues would be acceptable for the following localities?

Respondents were asked how many sexual entertainment venues they thought it would be appropriate to have in the following types of area:

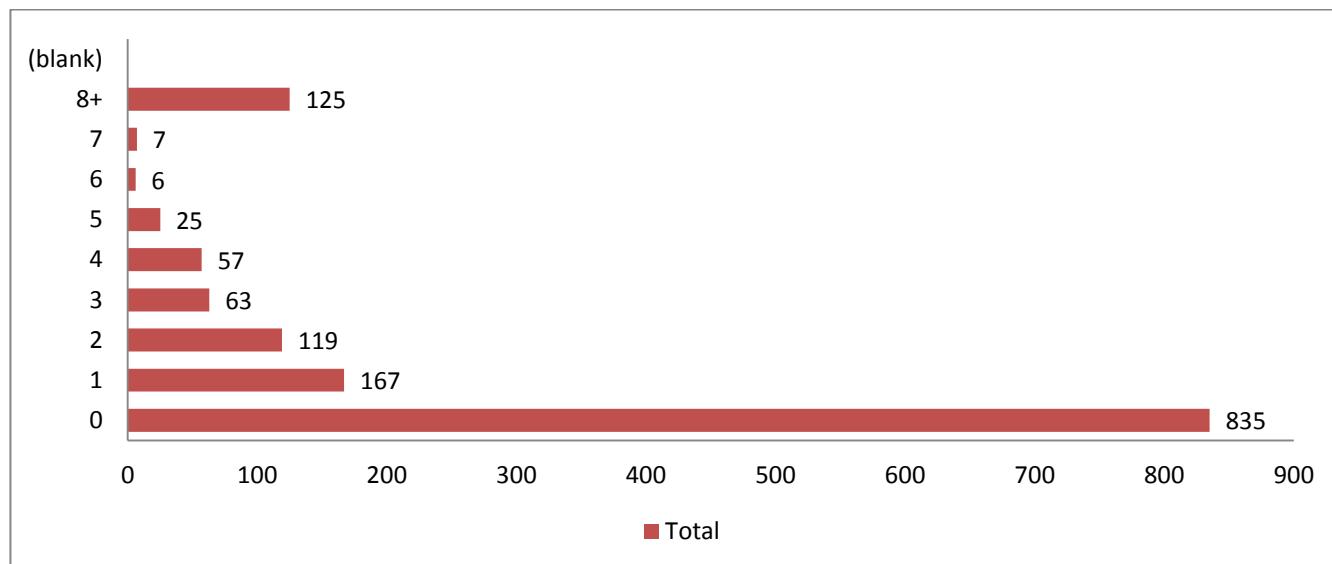
- A residential area
- A deprived area
- A suburban area
- An industrial area
- A busy late night economy area
- A built up area eg shopping precincts/local high streets
- A city centre, or area immediately surrounding it
- A rural area

They were given the option of numbers from zero to eight plus.

4.1.1 A residential area

835 (58%) respondents stated zero was the appropriate number, 167 (12%) said one would be appropriate, 125 (9%) said eight or more, 119 (8%) said two, 63 (4%) said three, 57 (4%) said four, 25 (2%) said five, 7 (less than 1%) said seven, 6 (less than 1%) said six. 26 (2%) did not respond.

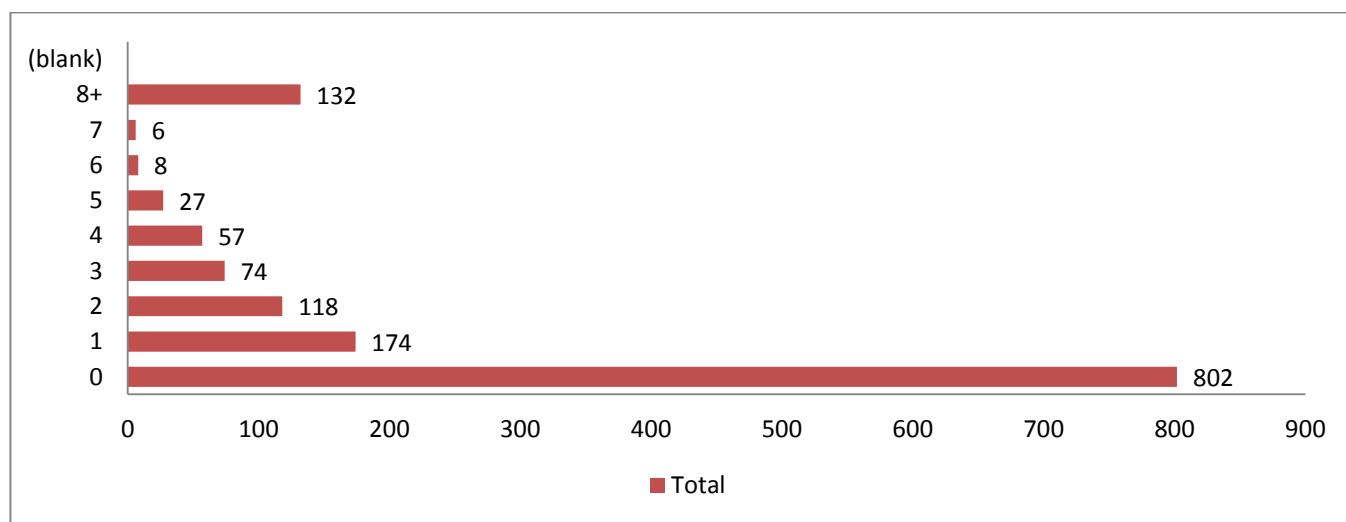
The majority of people (58%) said zero was the appropriate number in a residential area. The remainder (40%) felt that it would be appropriate to have at least one sexual entertainment venue in a residential area.



4.1.2 A deprived area

802 (56%) respondents stated zero was the appropriate number, 174 (12%) said one would be appropriate, 132 (9%) said eight or more, 118 (8%) said two, 74 (5%) said three, 57 (4%) said four, 27 (2%) said five, 8 (1%) said six, and 6 (less than 1%) said seven. 32 (2%) did not respond.

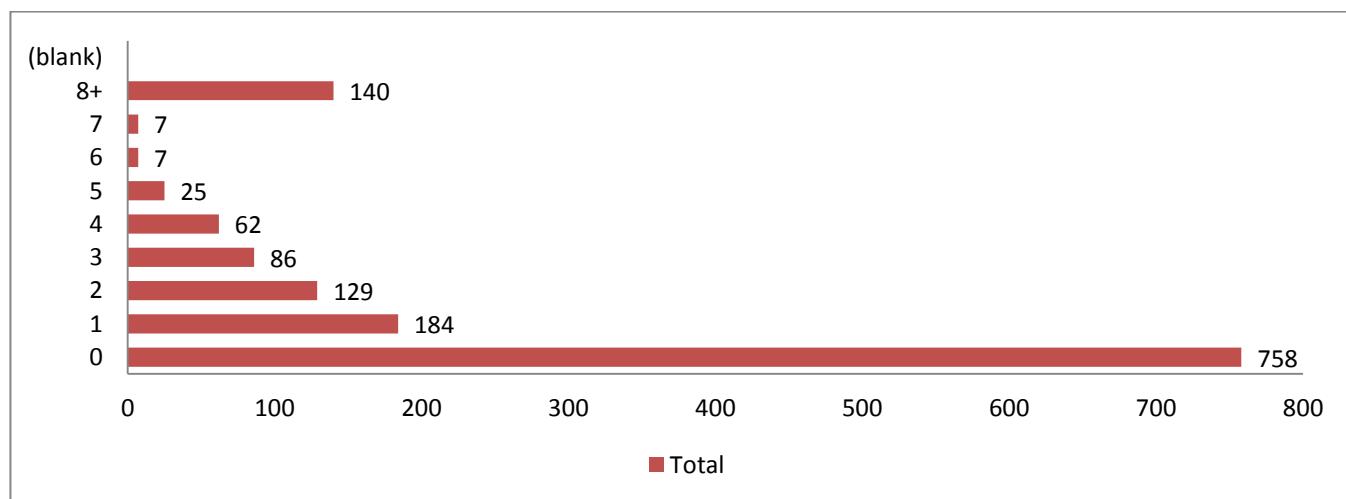
The majority of people (56%) said zero was the appropriate number. The remainder (42%) felt that it would be appropriate to have at least one sexual entertainment venue.



4.1.3 A suburban area

758 (53%) respondents stated zero was the appropriate number, 184 (13%) said one would be appropriate, 140 (10%) said eight or more, 129 (9%) said two, 86 (6%) said three, 62 (4%) said four, 25 (2%) said five, 7 (less than 1%) said six and 7 (less than 1%) said seven. 32 (2%) did not respond.

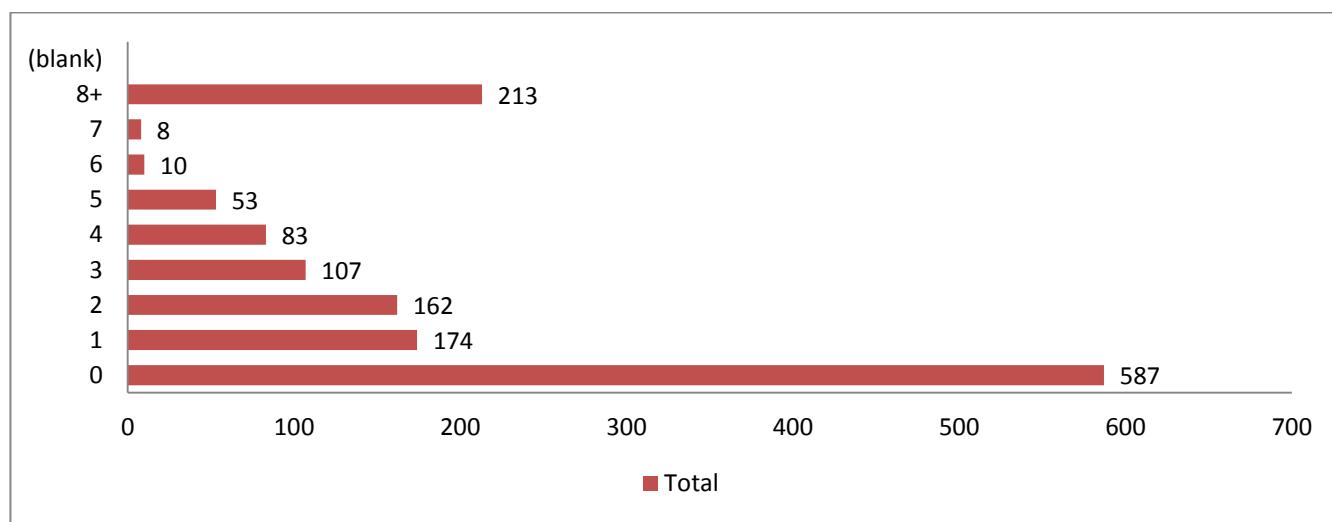
The majority of people (53%) said zero was the appropriate number. The remainder (45%) felt that it would be appropriate to have at least one sexual entertainment venue.



4.1.4 An industrial area

587 (41%) respondents stated zero was the appropriate number, 213 (15%) said eight or more would be appropriate, 174 (12%) said one, 162 (11%) said two, 107 (7%) said three, 83 (6%) said four, 53 (4%) said five, 10 (1%) said six and 8 (1%) said seven. 33 (2%) did not respond.

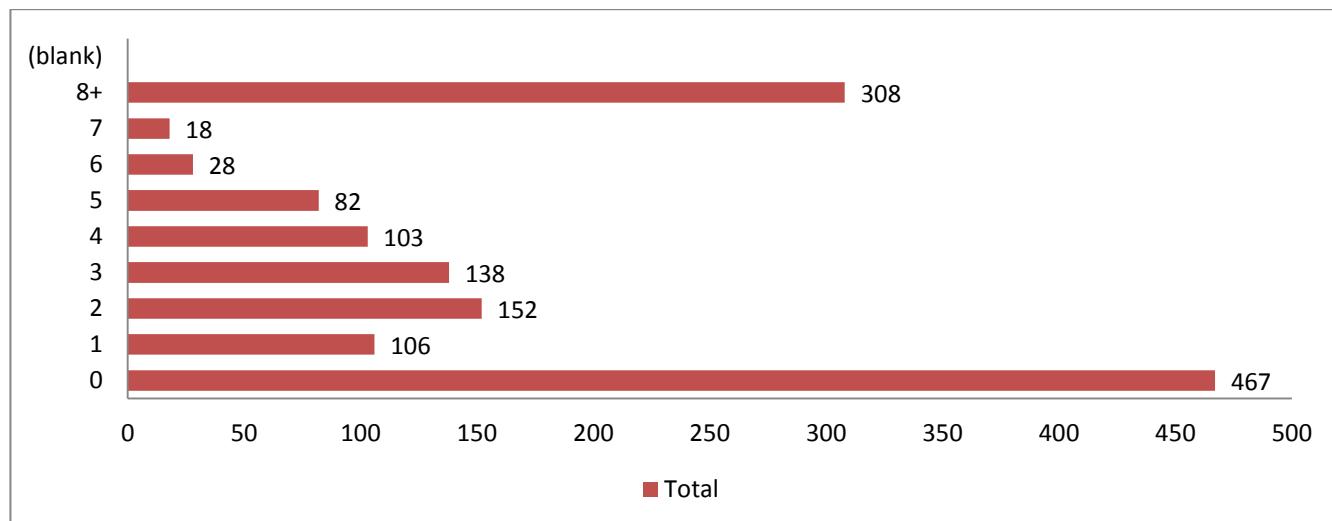
The majority of people (57%) said that it would be appropriate to have at least one sexual entertainment venue. The remainder (41%) felt that zero was the appropriate number.



4.1.5 A busy late night economy area

467 (33%) respondents stated zero was the appropriate number, 308 (22%) said eight or more was appropriate, 152 (11%) said two, 138 (10%) said three, 106 (7%) said one, 103 (7%) said four, 82 (6%) said five, 28 (2%) said six, and 18 (1%) said seven. 28 (2%) did not respond.

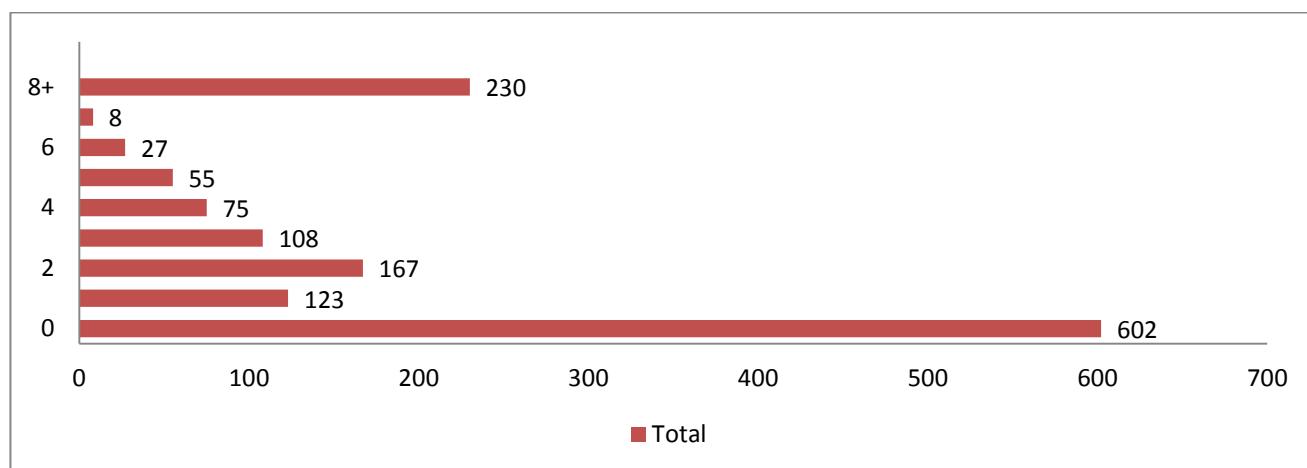
The majority of people (65%) said that it would be appropriate to have at least one sexual entertainment venue. The remainder (33%) felt that zero was the appropriate number.



4.1.6 A built up area eg shopping precincts/local high streets

602 (42%) respondents stated zero was the appropriate number, 230 (16%) said eight or more was appropriate, 167 (12%) said two, 123 (9%) said one, 108 (8%) said three, 75 (5%) said four, 55 (4%) said five, 27 (2%) said six and 8 (1%) said seven. 35 (2%) did not respond.

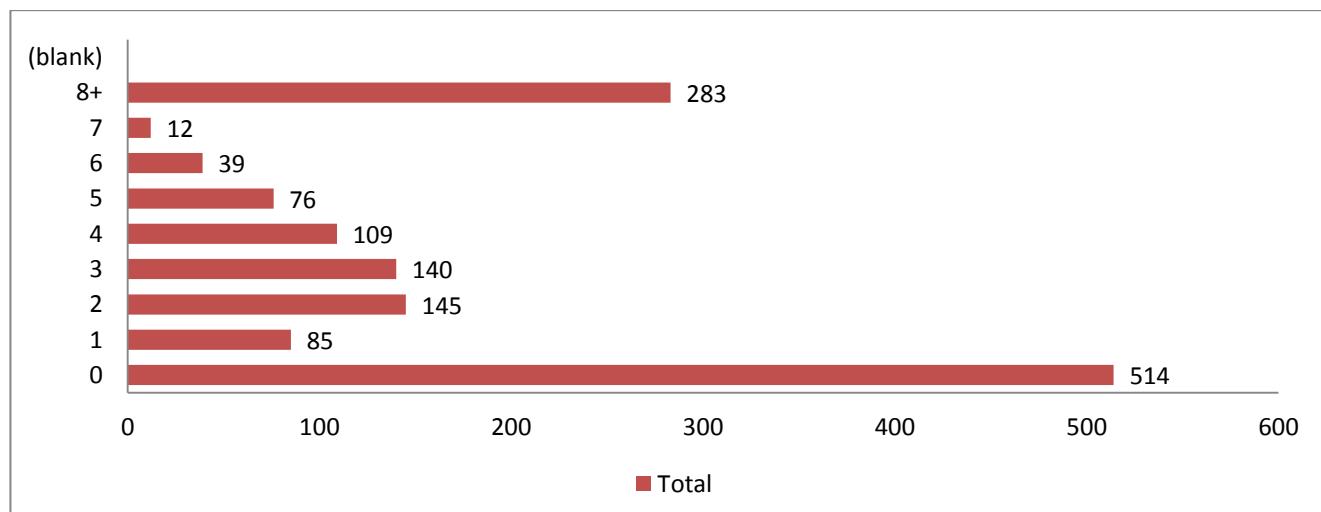
The majority of people (56%) said that it would be appropriate to have at least one sexual entertainment venue. The remainder (42%) felt that zero was the appropriate number.



4.1.7 A city centre, or area immediately surrounding it

514 (36%) respondents stated zero was the appropriate number, 283 (20%) said eight or more was appropriate, 145 (10%) said two, 140 (10%) said three, 109 (8%) said four, 85 (6%) said one, 76 (5%) said five, 39 (3%) said six, and 12 (1%) said seven. 27 (2%) did not respond.

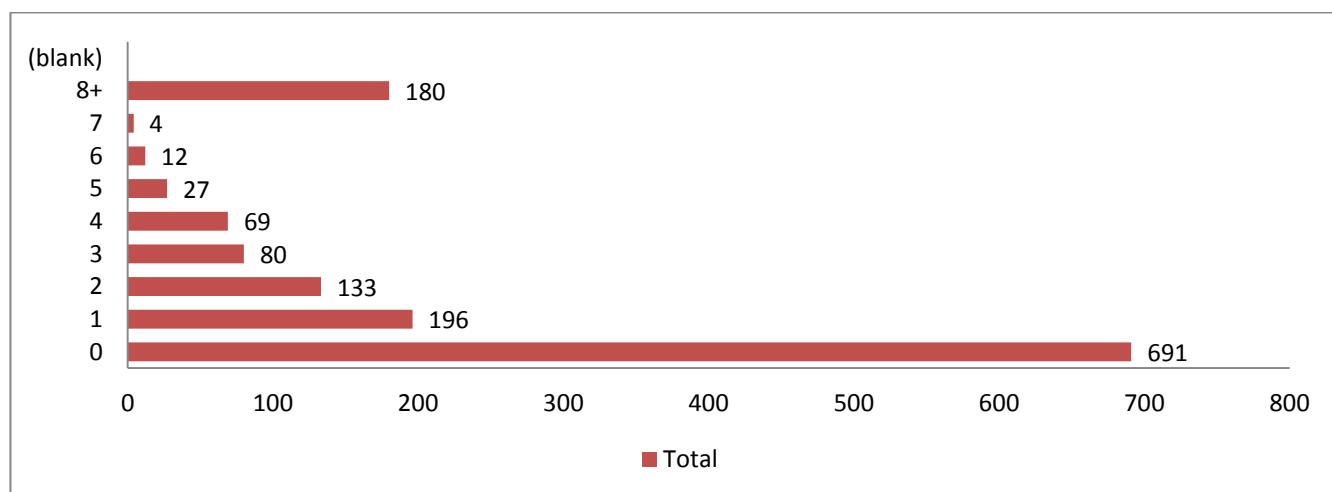
The majority of people (52%) said that it would be appropriate to have at least one sexual entertainment venue. The remainder (36%) felt that zero was the appropriate number.



4.1.8 A rural area

691 (48%) respondents stated zero was the appropriate number, 196 (14%) said one was appropriate, 180 (13%) said eight or more, 133 (9%) said two, 80 (6%) said three, 69 (5%) said four, 27 (2%) said five, 12 (1%) said six and 4 (less than 1%) said seven. 38 (3%) did not respond.

The majority of people (49%) said that it would be appropriate to have at least one sexual entertainment venue. The remainder (48%) felt that zero was the appropriate number.



4.2 It would not be acceptable to locate a sexual entertainment venue in?

Respondents were asked whether they agreed with the statement that it would **not** be acceptable to locate a sexual entertainment venue in the following areas:

- A residential area
- A deprived area
- A suburban area
- An industrial area
- A busy late night economy area
- A built up area eg shopping precincts/local high streets
- A city centre, or area immediately surrounding it
- A rural area

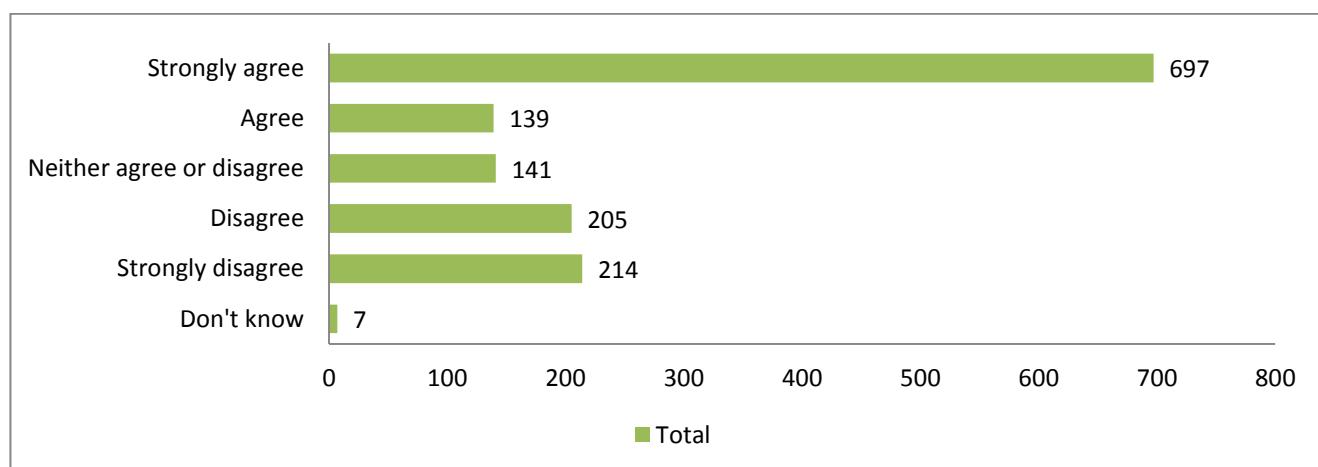
They were given the options below:

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly Disagree
- Don't know

4.2.1 A residential area

697 (49%) respondents strongly agreed that it would not be acceptable to locate a sexual entertainment venue in a residential area, 214 (15%) strongly disagreed, 205 (14%) disagreed, 141 (10%) neither agreed nor disagreed, 139 (10%) agreed, and 7 (less than 1%) did not know. 27 (2%) did not respond.

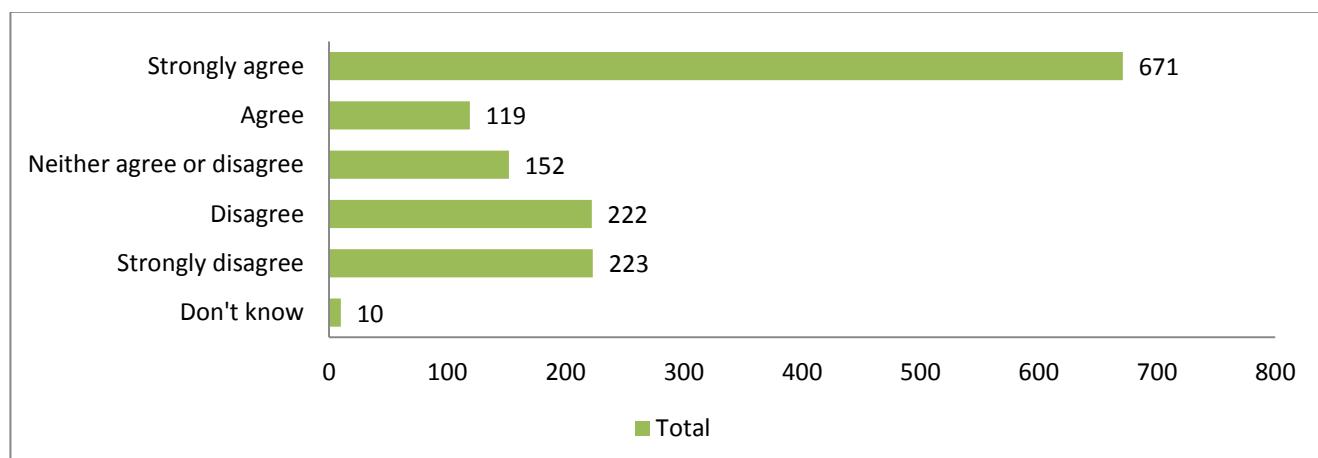
Overall 59% of people agreed or strongly agreed with the statement, and 29% disagreed or strongly disagreed.



4.2.2 A deprived area

671 (47%) respondents strongly agreed that it would not be acceptable to locate a sexual entertainment venue in a deprived area, 223 (16%) strongly disagreed, 222 (16%) disagreed, 152 (11%) neither agreed nor disagreed, 119 (8%) agreed, and 10 (1%) did not know. 33 (2%) did not respond.

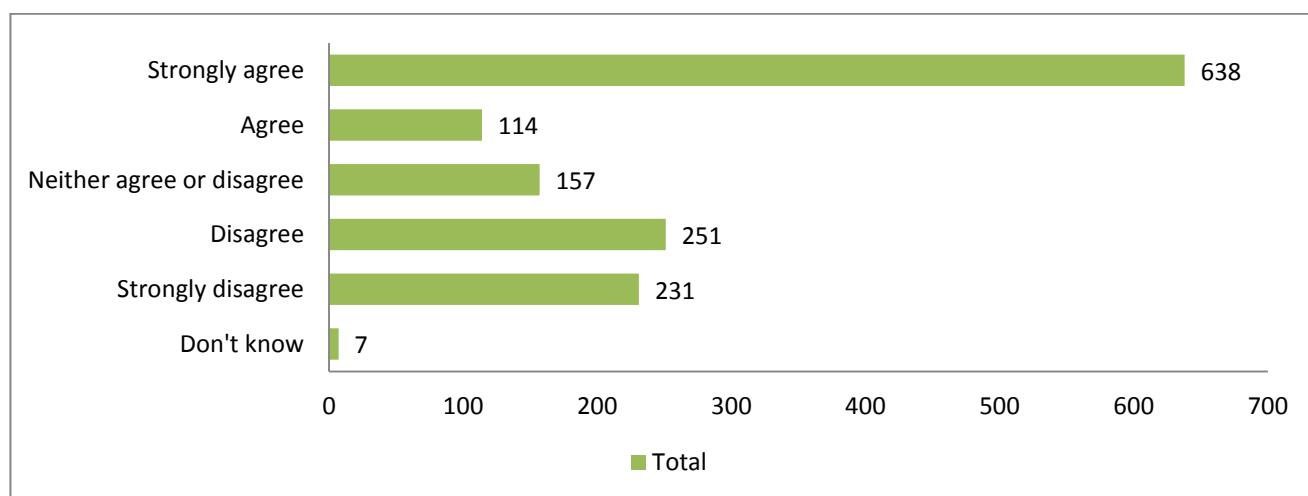
Overall 55% of people agreed or strongly agreed with the statement, and 32% disagreed or strongly disagreed.



4.2.3 A suburban area

638 (45%) respondents strongly agreed that it would not be acceptable to locate a sexual entertainment venue in a suburban area, 251 (18%) disagreed, 231 (16%) strongly disagreed, 157 (11%) neither agreed nor disagreed, 114 (8%) agreed and 7 (less than 1%) did not know. 32 (2%) did not respond.

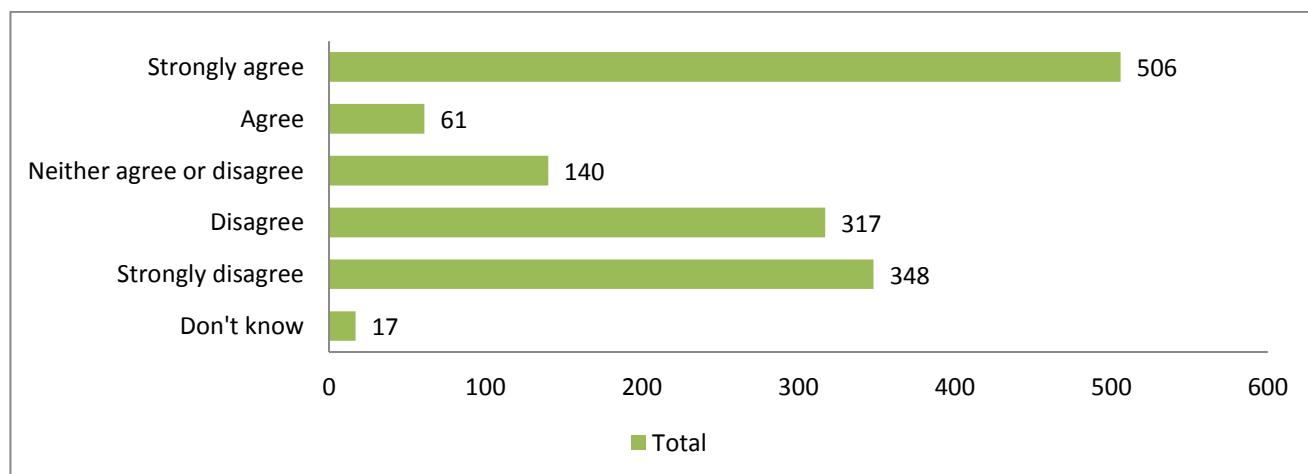
Overall 53% of people agreed or strongly agreed with the statement, and 34% disagreed or strongly disagreed.



4.2.4 An industrial area

506 (35%) respondents strongly agreed that it would not be acceptable to locate a sexual entertainment venue in an industrial area, 348 (24%) strongly disagreed, 317 (22%) disagreed, 140 (10%) neither agreed nor disagreed, 61 (4%) agreed, and 17 (1%) did not know. 41 (3%) did not respond.

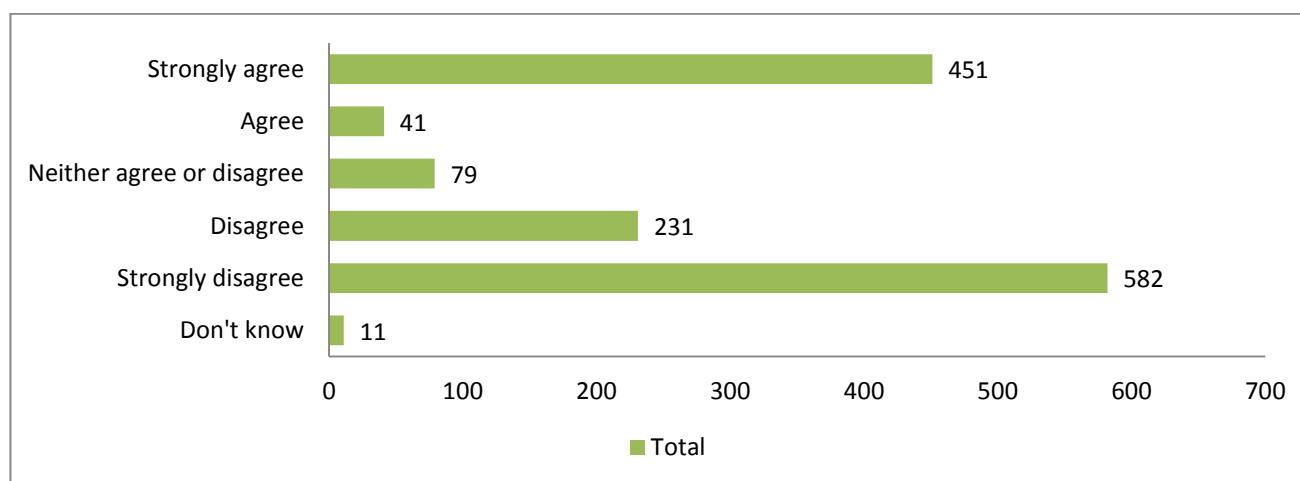
Overall 46% of people disagreed or strongly disagreed with the statement, and 39% agreed, or strongly agreed.



4.2.5 A busy late night economy area

582 (41%) of respondents strongly disagreed that it would not be acceptable to locate a sexual entertainment venue in a busy late night economy area, 451 (31%) strongly agreed, 231 (16%) disagreed, 79 (6%) neither agreed nor disagreed, 41 (3%) agreed, and 11 (1%) did not know. 35 (2%) did not respond.

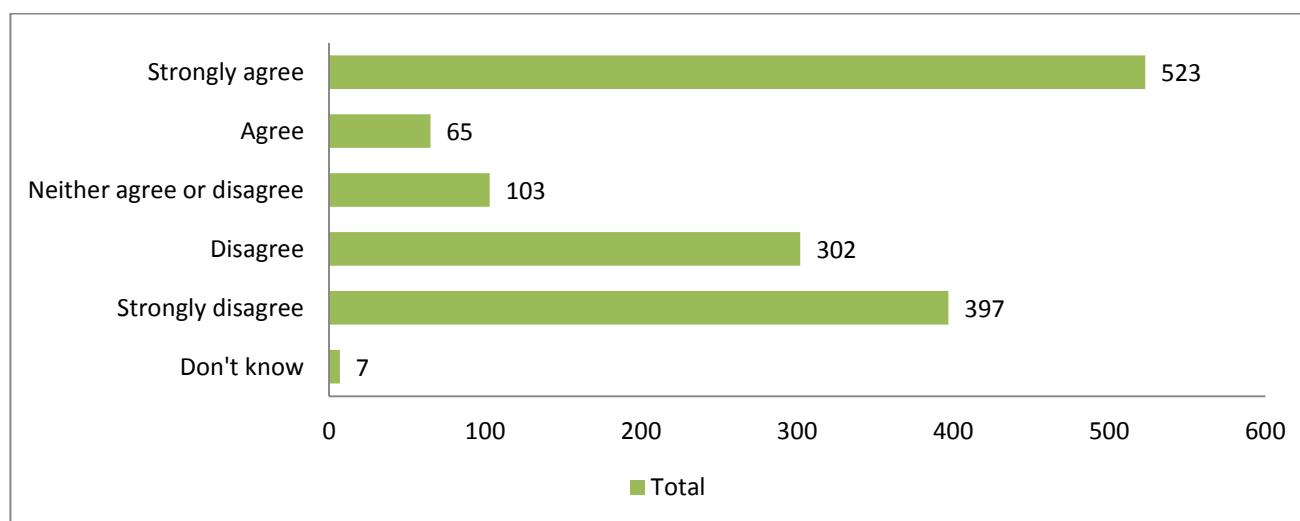
Overall 57% of people disagreed or strongly disagreed with the statement, and 34% agreed or strongly agreed.



4.2.6 A built up area eg shopping precincts/local high streets

523 (37%) strongly agreed that it would not be appropriate to locate a sexual entertainment venue in a built up area, 397 (28%) strongly disagreed, 302 (21%) disagreed, 103 (7%) neither agreed nor disagreed, 65 (5%) agreed, and 7 (less than 1%) did not know. 33 (2%) did not respond.

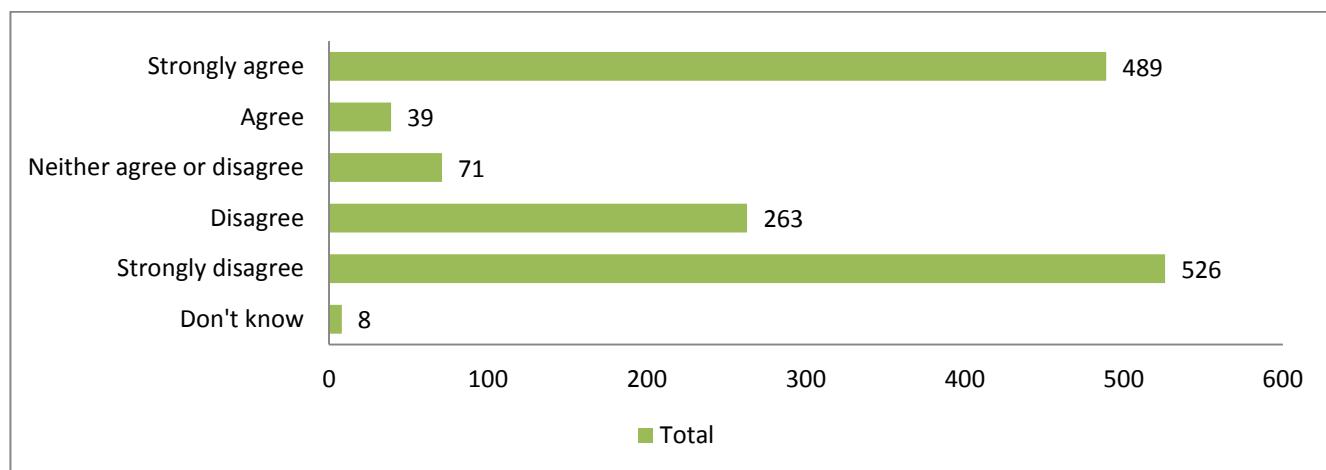
Overall 49% of people disagreed or strongly disagreed with the statement, and 42% agreed or strongly agreed.



4.2.7 A city centre, or area immediately surrounding it

526 (39%) respondents strongly disagreed that it would not be appropriate to locate a sexual entertainment venue in a city centre area or area immediately surrounding it, 489 (34%) strongly agreed, 263 (18%) disagreed, 71 (5%) neither agreed nor disagreed, 39 (3%) agreed, and 8 (1%) did not know. 34 (2%) did not respond.

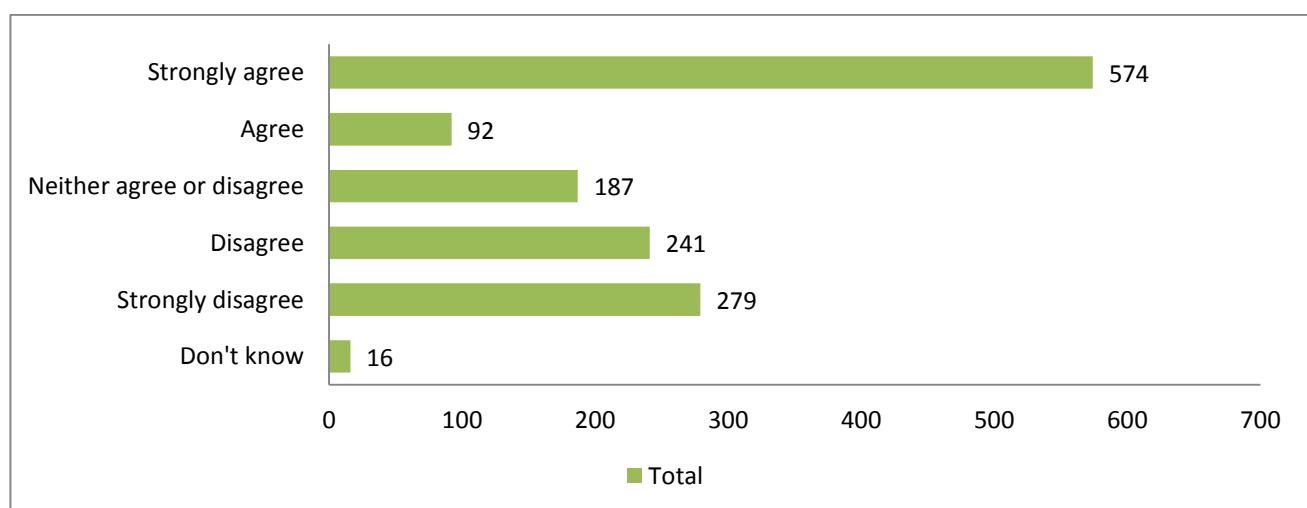
Overall 57% of people disagreed or strongly disagreed with the statement, and 37% agreed or strongly agreed.



4.2.8 A rural area

574 (40%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue in a rural area, 279 (20%) strongly disagreed, 241 (17%) disagreed, 187 (13%) neither agreed nor disagreed, 92 (6%) agreed, and 16 (1%) did not know. 41 (3%) did not respond.

Overall 46% of people agreed or strongly agreed with the statement, and 37% disagreed or strongly disagreed.



4.3 It would be acceptable to locate a sexual entertainment venue on or near the following city centre areas?

Respondents were asked whether they agreed with the statement that it would be acceptable to locate a sexual entertainment venue on or near to the following city centre areas:

- Harbourside area
- Old City (the area between Broad Quay, St Augustines Parade, and Corn Street, including the area around the Cenotaph)
- Broadmead Area, including Quakers Friars and Cabot Circus areas
- Queen Square and Welsh Back
- Temple Quarter
- Old Market
- Park Street and the Triangle area
- The Stokes Croft and Gloucester Road area
- The area west of Lewins Mead including University, Hospital and Bus Station areas
- Area surrounding Feeder Road including the proposed arena area, Temple Meads area and the Dings and St Philips Marsh areas

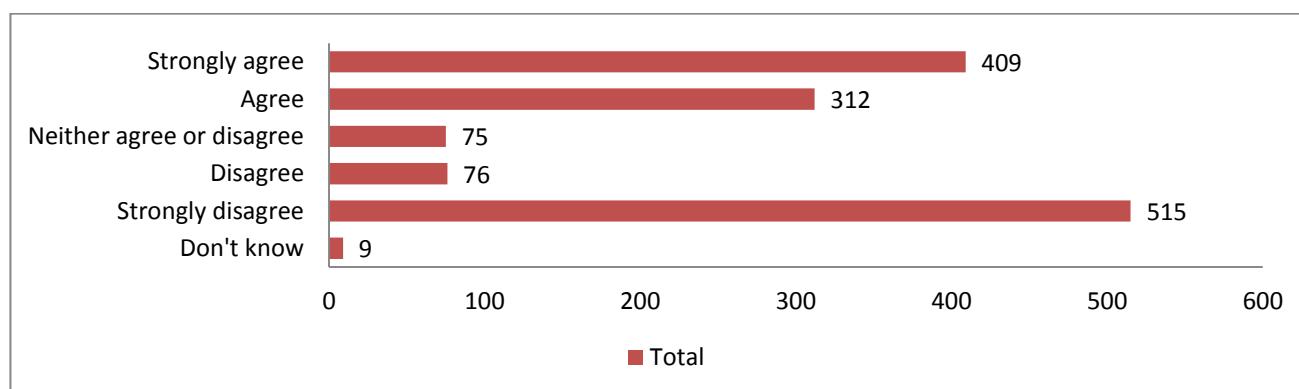
They were given the options below:

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly Disagree
- Don't know

4.3.1 Harbourside area

515 (36%) respondents strongly disagreed that it would be acceptable to locate a sexual entertainment venue near the harbourside area, 409 (29%) strongly agreed, 312 (22%) agreed, 76 (5%) disagreed, 75 (5%) neither agreed nor disagreed, and 9 (1%) did not know. 34 (2%) did not respond.

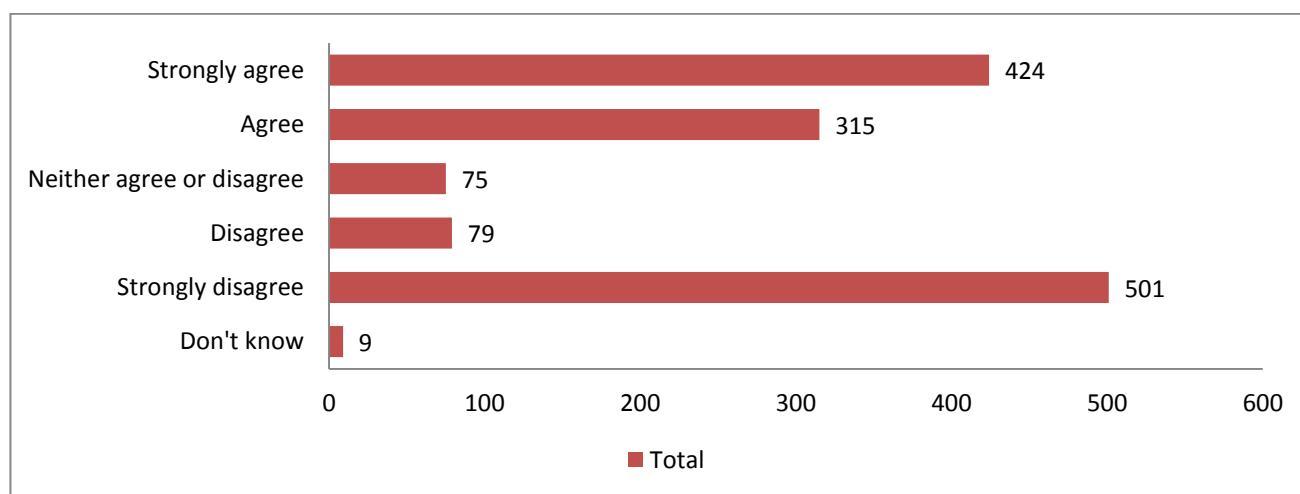
Overall 51% of people agreed or strongly agreed with the statement and 41% disagreed or strongly disagreed.



4.3.2 Old City (the area between Broad Quay, St Augustines Parade, and Corn Street, including the area around the Cenotaph)

501 (35%) strongly disagreed that it would be acceptable to locate a sexual entertainment venue near the Old City, 424 (30%) strongly agreed, 315 (22%) agreed, 79 (6%) disagreed, 75 (5%) neither agreed nor disagreed, and 9 (1%) did not know. 27 (2%) did not respond.

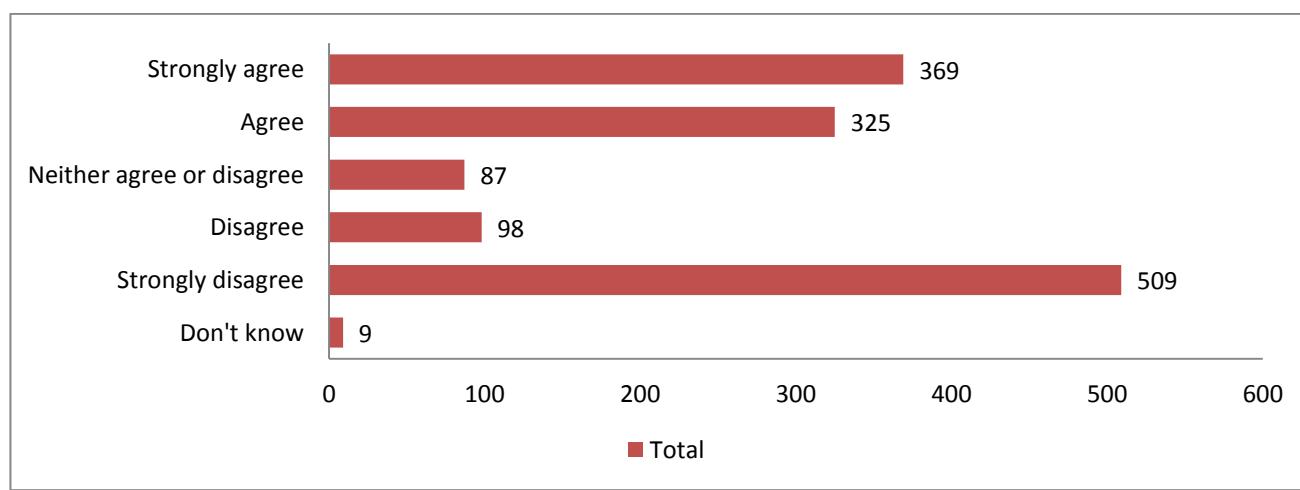
Overall 52% of people agreed or strongly agreed with the statement, and 41% disagreed or strongly disagreed.



4.3.3 Broadmead Area, including Quakers Friars and Cabot Circus areas

509 (36%) respondents strongly disagreed that it would be acceptable to locate a sexual entertainment venue near the Broadmead area, 369 (26%) strongly agreed, 325 (23%) agreed, 98 (7%) disagreed, 87 (6%) neither agreed nor disagreed, and 9 (1%) did not know. 33 (2%) did not respond.

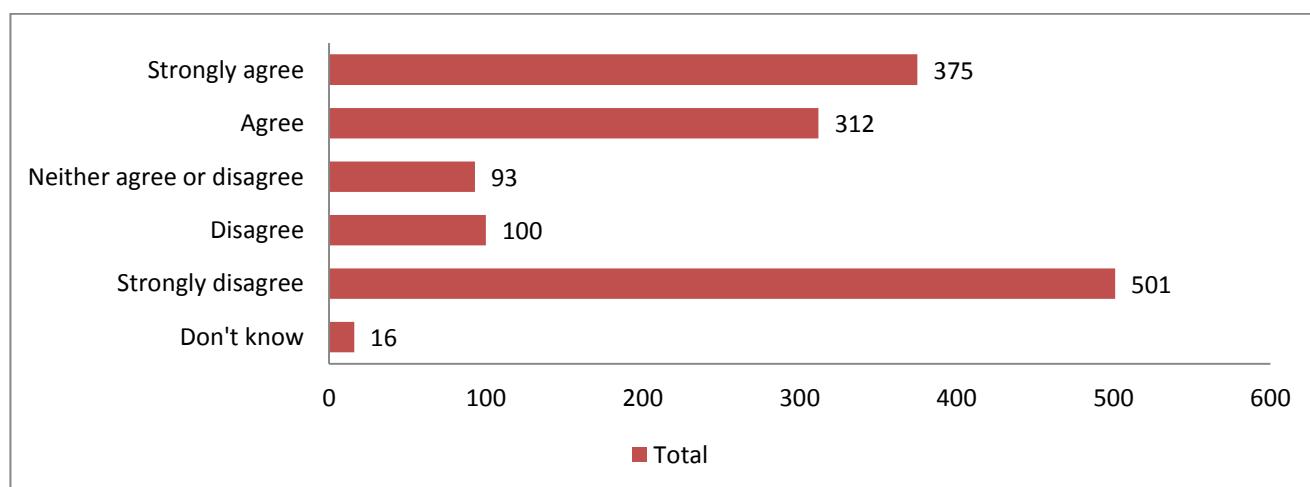
Overall 49% agreed or strongly agreed with the statement and 43% disagreed or strongly disagreed.



4.3.4 Queen Square and Welsh Back

501 (35%) strongly disagreed that it would be acceptable to locate a sexual entertainment venue near Queen Square and Welsh Back, 375 (26%) strongly agreed, 312 (22%) agreed, 100 (7%) disagreed, 93 (7%) neither agreed nor disagreed, and 16 (1%) did not know. 33 (2%) did not respond.

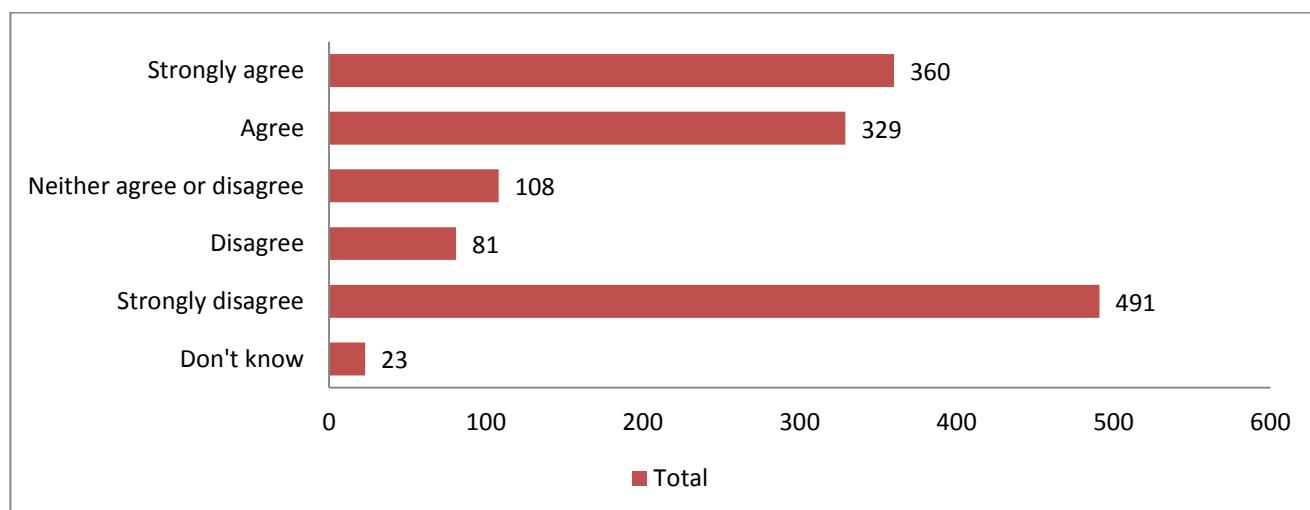
Overall 48% of people agreed or strongly agreed with the statement, and 43% disagreed or strongly disagreed.



4.3.5 Temple Quarter

491 (34%) strongly disagreed that it would be acceptable to locate a sexual entertainment venue near Temple Quarter, 360 (25%) strongly agreed, 329 (23%) agreed, 108 (8%) neither agreed nor disagreed, 81 (6%) disagreed, and 23 (2%) did not know. 38 (3%) did not respond.

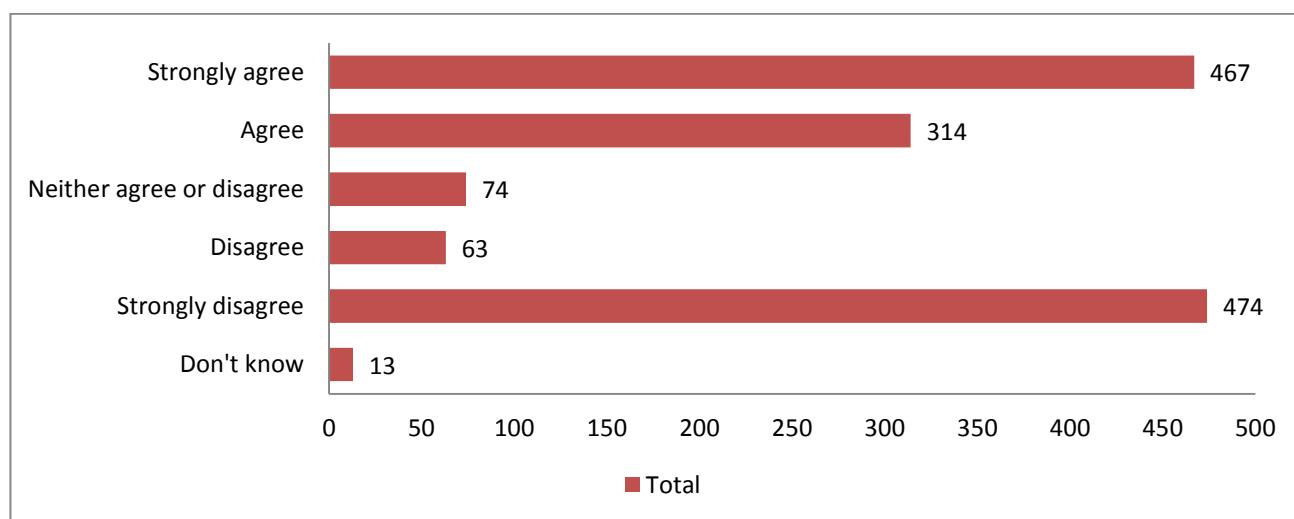
Overall 48% of people agreed or strongly agreed with the statement, and 40% disagreed or strongly disagreed.



4.3.6 Old Market

474 (33%) respondents strongly disagreed that it would be acceptable to locate a sexual entertainment venue near Old Market, 467 (33%) strongly agreed, 314 (22%) agreed, 74 (5%) neither agreed nor disagreed, 63 (4%) disagreed, and 13 (1%) did not know. 25 (2%) did not respond.

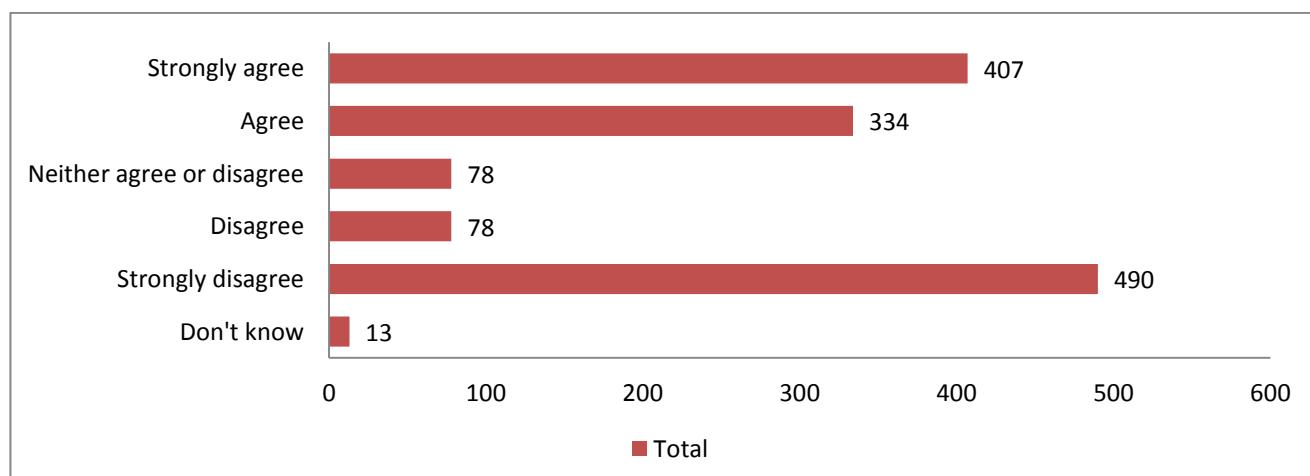
Overall 55% of people agreed or strongly agreed with the statement, and 37% disagreed or strongly disagreed.



4.3.7 Park Street and the Triangle area

490 (34%) strongly disagreed that it would be appropriate to locate a sexual entertainment venue near Park Street and the Triangle area, 407 (28%) strongly agreed, 334 (23%) agreed, 78 (5%) neither agreed nor disagreed, 78 (5%) disagreed, and 13 (1%) did not know. 30 (2%) did not respond.

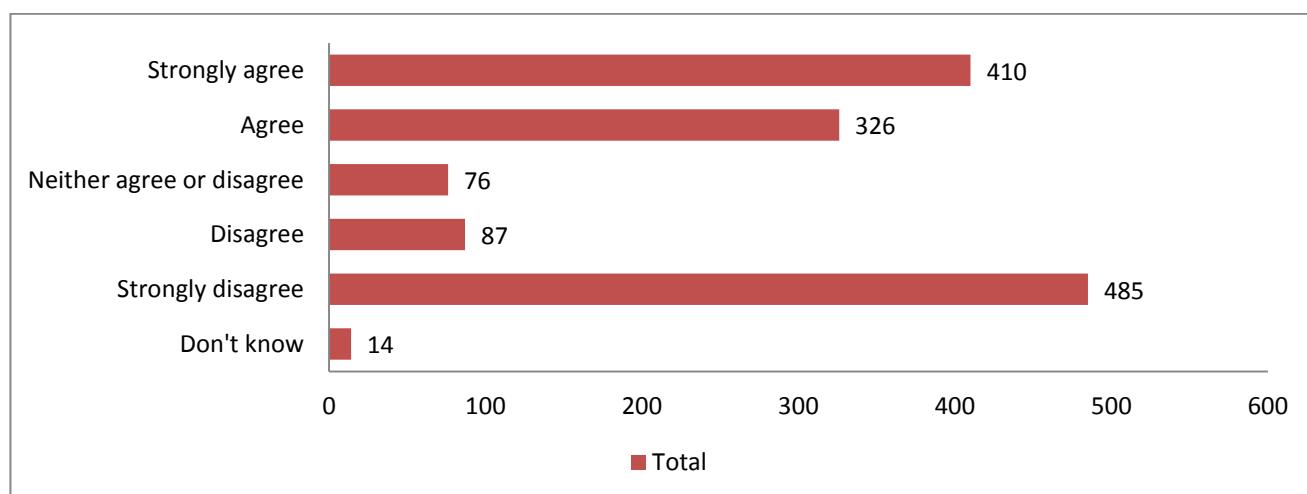
Overall 51% of people agreed or strongly agreed with the statement, and 39% disagreed or strongly disagreed.



4.3.8 The Stokes Croft and Gloucester Road area

485 (34%) respondents strongly disagreed that it would be acceptable to locate a sexual entertainment venue near the Stokes Croft and Gloucester Road area, 410 (29%) strongly agreed, 326 (23%) agreed, 87 (6%) disagreed, 76 (5%) neither agreed nor disagreed, and 14 (1%) did not know. 32 (2%) did not respond.

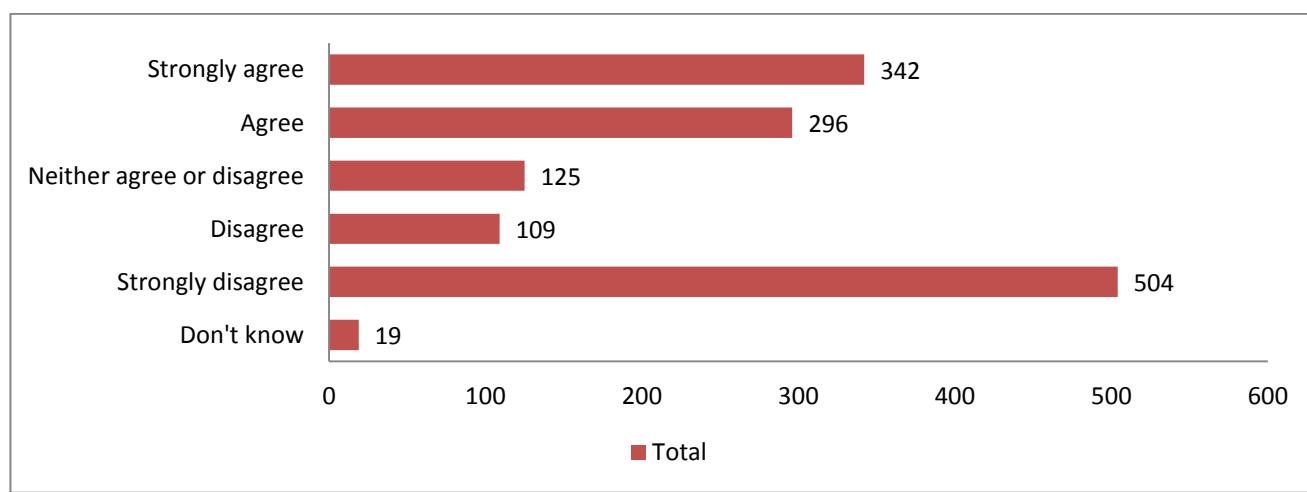
Overall 52% of people agreed or disagreed with the statement and 40% disagreed or strongly disagreed.



4.3.9 The area west of Lewins Mead including University, Hospital and Bus Station areas

504 (35%) respondents strongly disagreed that it would be acceptable to locate a sexual entertainment venue near the area west of Lewins Mead, 342 (24%) strongly agreed, 296 (21%) agreed, 125 (9%) neither agreed nor disagreed, 109 (8%) disagreed, and 19 (1%) did not know. 35 (2%) did not respond.

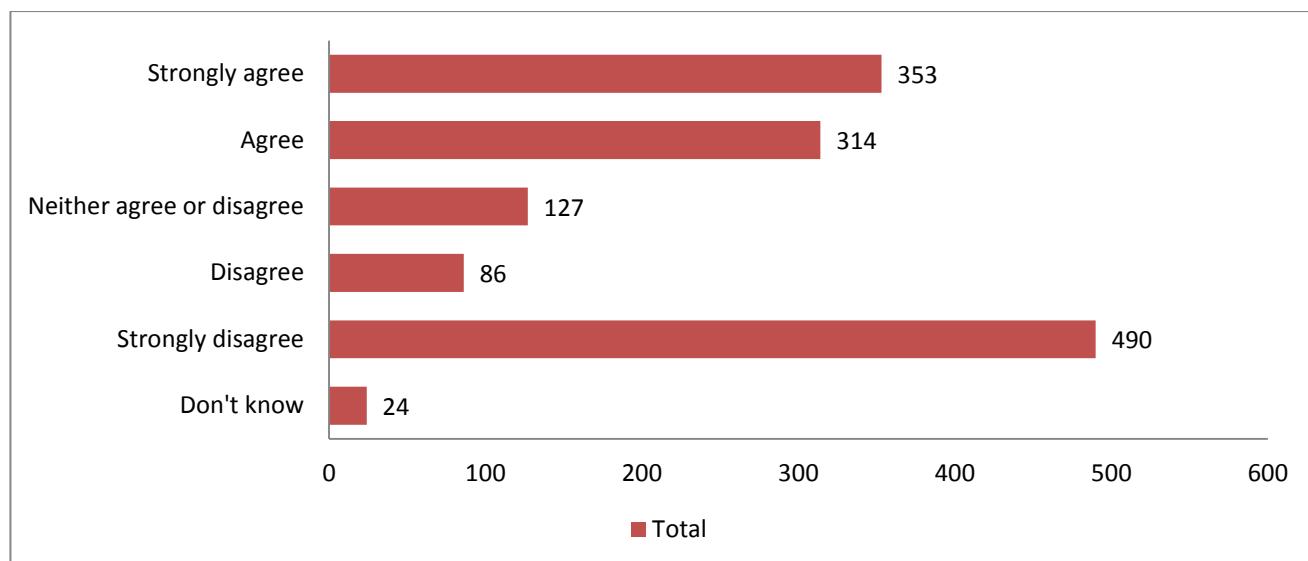
Overall 45% of people agreed or strongly agreed with the statement and 43% disagreed or strongly disagreed.



4.3.10 Area surrounding Feeder Road including the proposed arena area, Temple Meads area and the Dings and St Philips Marsh areas

490 (34%) respondents strongly disagreed that it would be acceptable to locate a sexual entertainment venue near the Feeder Road, Dings and St Philips Marsh areas, 353 (25%) strongly agreed, 314 (22%) agreed, 127 (9%) neither agreed nor disagreed, 86 (6%) disagreed, and 24 (2%) did not know. 36 (3%) did not respond.

Overall 47% of people agreed or strongly agreed with the statement, and 40% disagreed or strongly disagreed.



4.4 It would not be acceptable to locate a sexual entertainment venue near to?

Respondents were asked whether they agreed with the statement that it would not be acceptable to locate a sexual entertainment venue on or near to the following types of premises or locations:

- Schools and other places of education
- Residential areas
- Play areas or parks
- Youth Facilities
- Women's refuge facilities
- Family leisure facilities such as cinemas, theatres and concert halls
- Places of worship
- Places used for celebration or commemoration
- Cultural leisure facilities such as libraries, museums
- Retail shopping areas
- Historic buildings

- Sports centres/facilities
- Transport Hub (bus or train stations etc)
- Financial institutions such as banks
- Late night entertainment areas
- Other

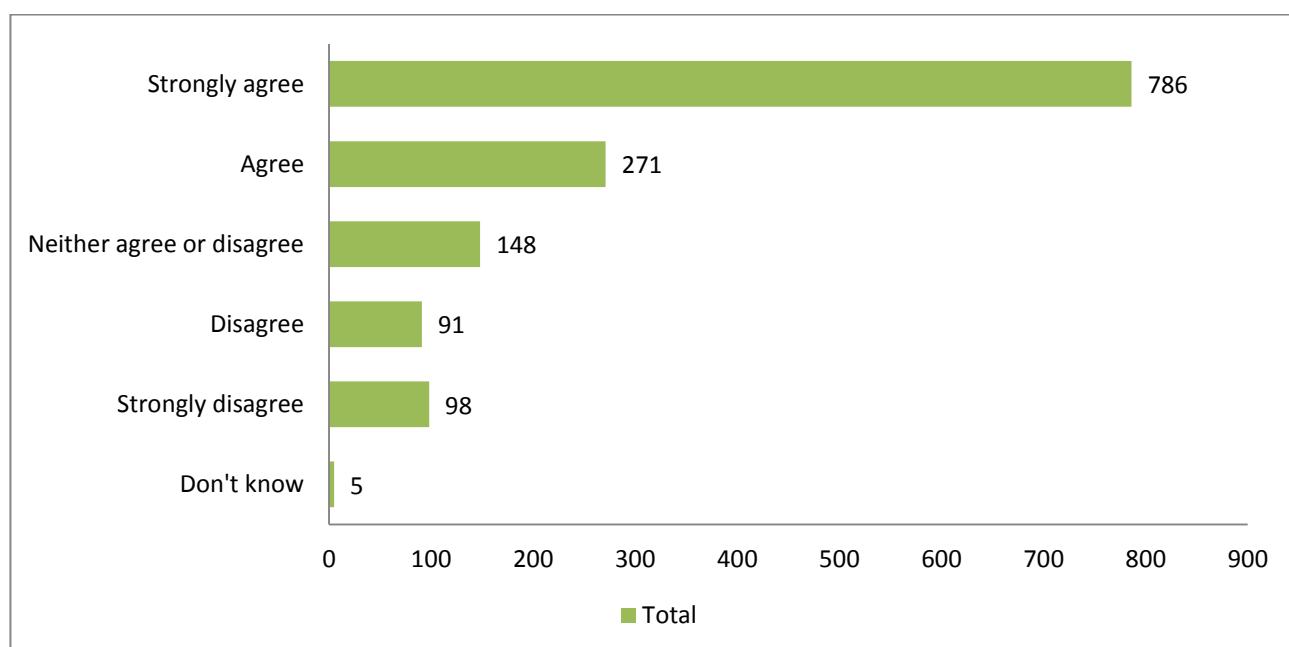
They were given the options below:

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly Disagree
- Don't know

4.4.1 Schools and other places of education

786 (55%) respondents strongly agreed that it would not be acceptable to locate a sexual entertainment venue near to schools or other places of education, 271 (19%) agreed, 148 (10%) neither agreed nor disagreed, 98 (7%) strongly disagreed, 91 (6%) disagreed, and 5 (less than 1%) did not know. 31 (2%) did not respond.

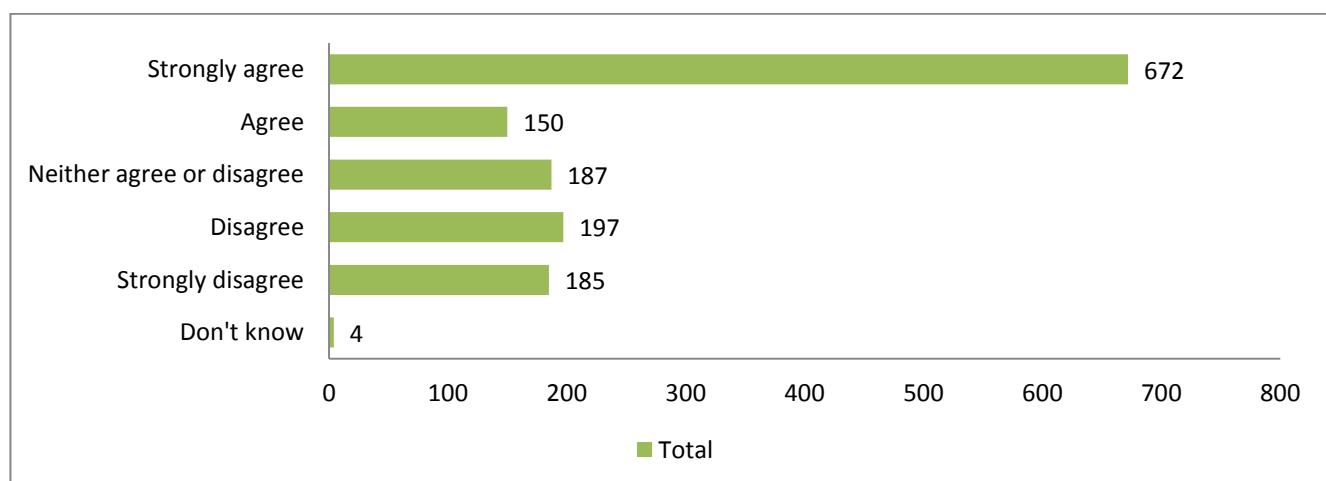
Overall 74% of people agreed or strongly agreed with the statement, and 13% disagreed or strongly disagreed.



4.4.2 Residential areas

672 (47%) respondents strongly agreed that it would not be acceptable to locate a sexual entertainment venue near a residential area, 197 (14%) disagreed, 187 (13%) neither agreed nor disagreed, 185 (13%) strongly disagreed, 150 (10%) agreed, and 4 (less than 1%) did not know. 35 (2%) did not respond.

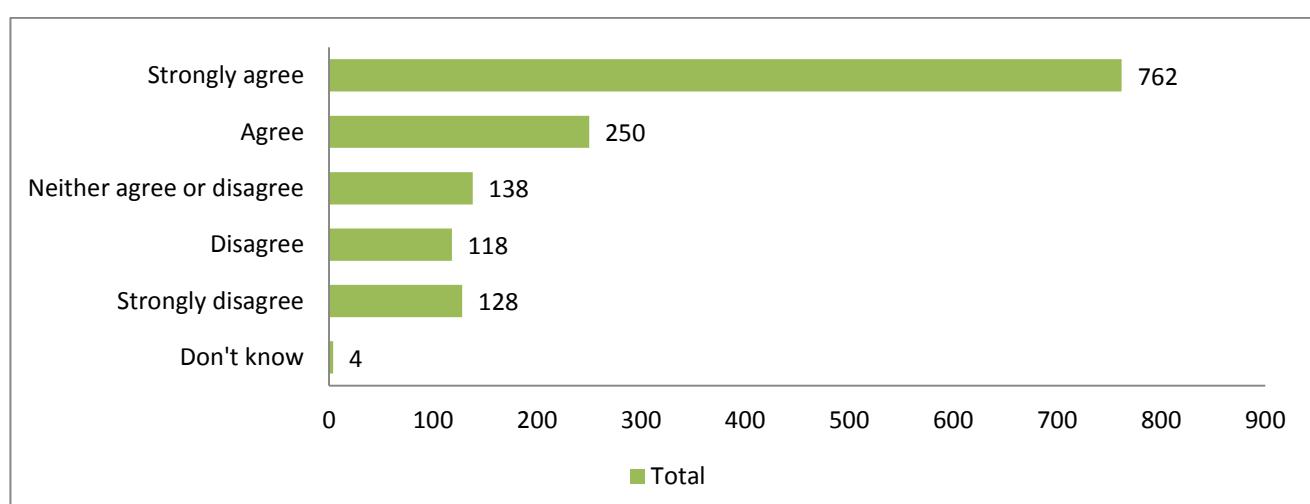
Overall 57% of people agreed or strongly agreed with the statement and 27% disagreed or strongly disagreed.



4.4.3 Play areas or parks

762 (53%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue near to play areas or parks, 250 (17%) agreed, 138 (10%) neither agreed nor disagreed, 128 (9%) strongly disagreed, 118 (8%) disagreed, and 4 (less than 1%) did not know. 30 (2%) did not respond.

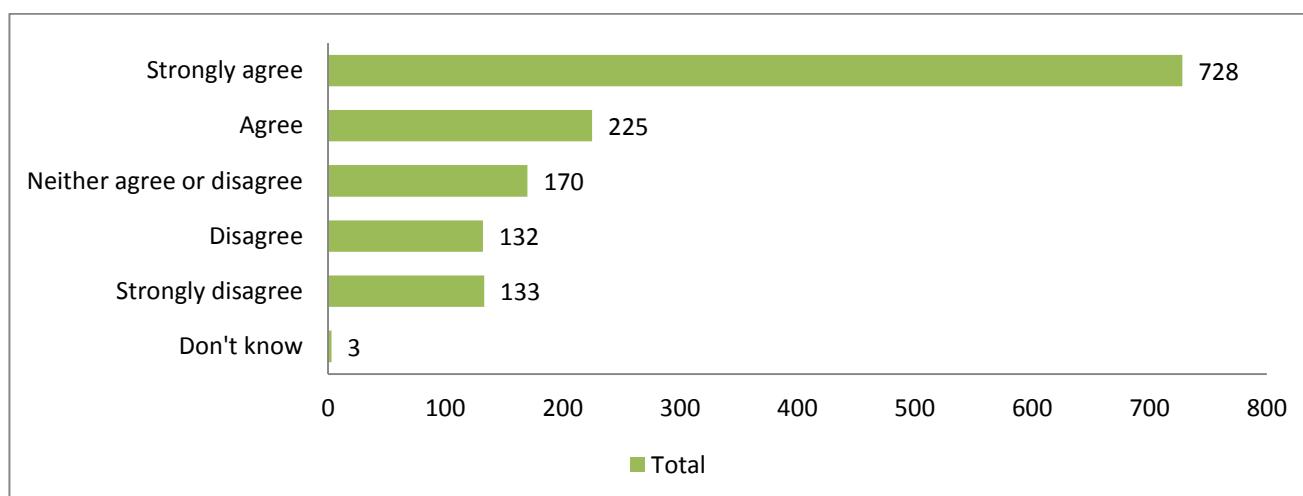
Overall 70% of people agreed or strongly agreed with the statement, and 17% disagreed or strongly disagreed.



4.4.4 Youth Facilities

728 (51%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue near to youth facilities, 225 (16%) agreed, 170 (12%) neither agreed nor disagreed, 133 (9%) strongly disagreed, 132 (9%) disagreed, and 3 (less than 1%) did not know. 39 (3%) did not respond.

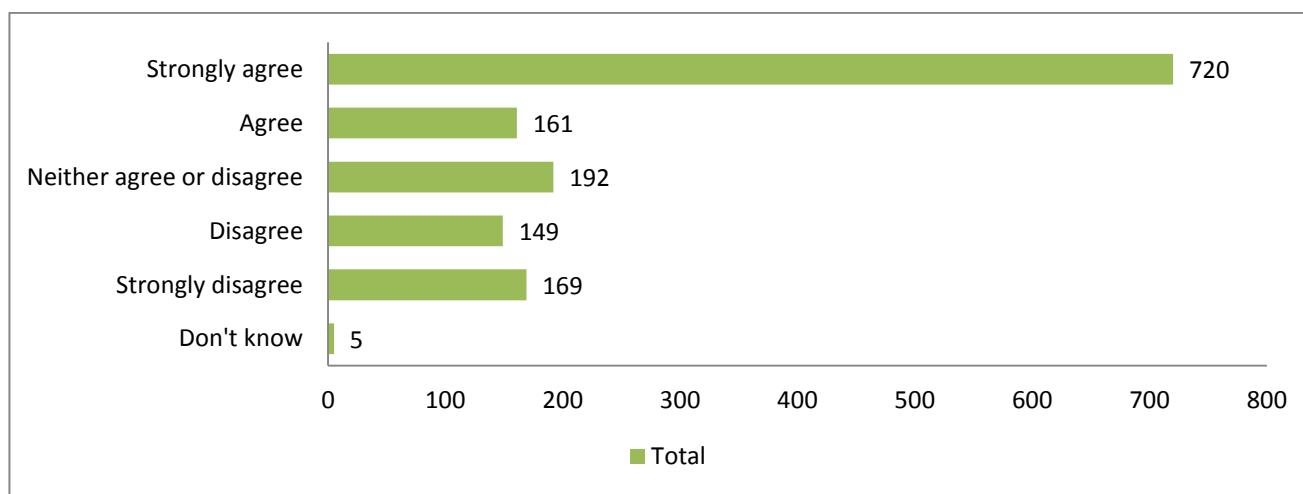
Overall 67% of people agreed or strongly agreed with the statement, and 18% disagreed or strongly disagreed.



4.4.5 Women's refuge facilities

720 (50%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue near to women's refuge facilities, 192 (13%) neither agreed nor disagreed, 169 (12%) strongly disagreed, 161 (11%) agreed, 149 (10%) disagreed, and 5 (less than 1%) did not know. 34 (2%) did not respond.

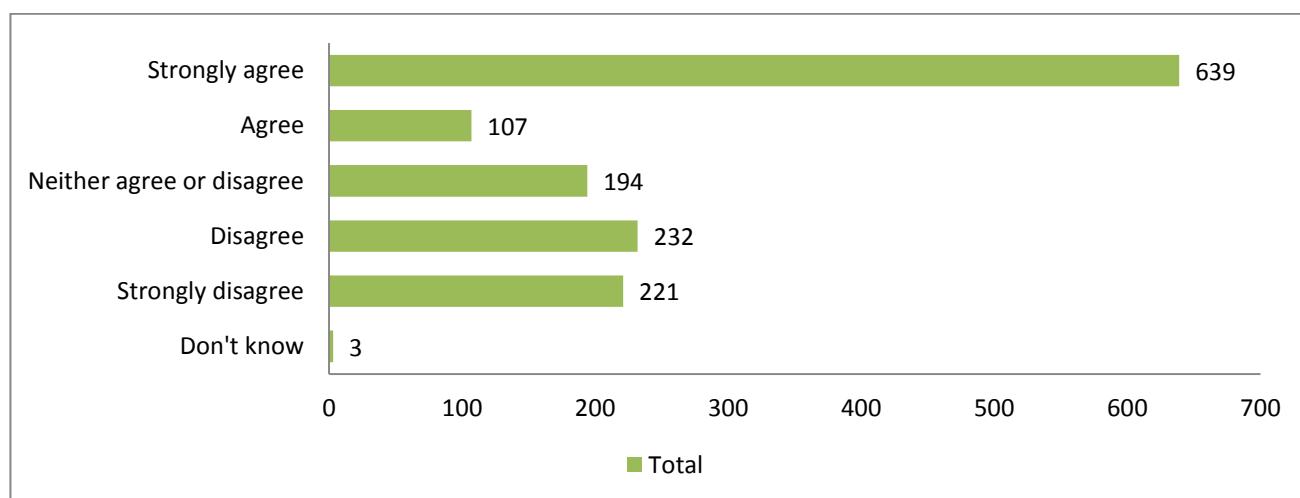
Overall 61% agreed or strongly agreed with the statement, and 22% disagreed or strongly disagreed.



4.4.6 Family leisure facilities such as cinemas, theatres and concert halls

639 (45%) strongly agreed that it would not be appropriate to locate a sexual entertainment venue near to family leisure facilities, 232 (16%) disagreed, 221 (15%) strongly disagreed, 194 (14%) neither agreed nor disagreed, 107 (7%) agreed, and 3 (less than 1%) did not know. 34 (2%) did not respond.

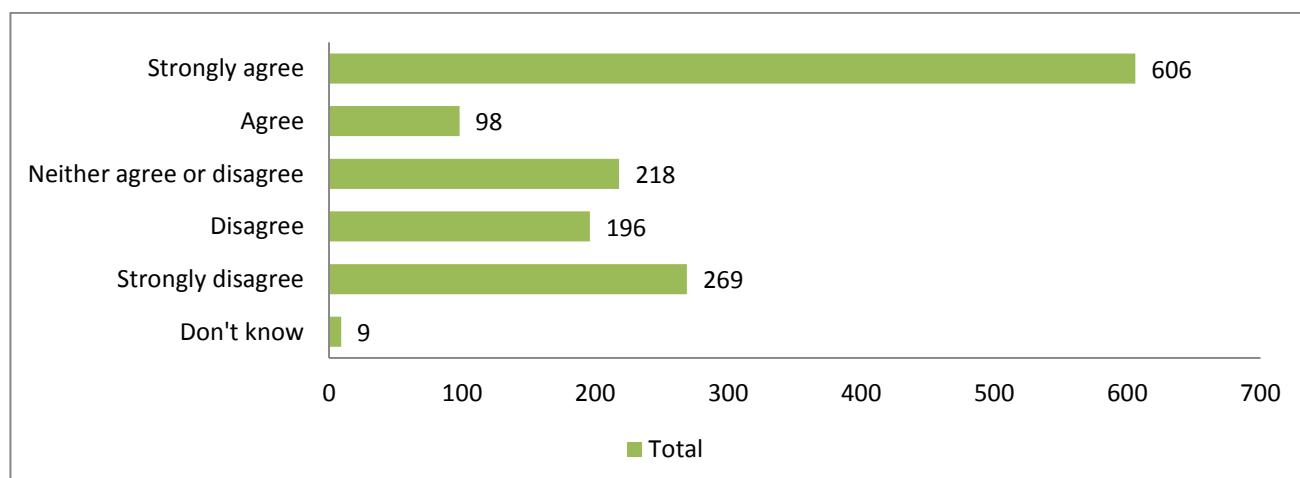
Overall 52% of people agreed or strongly agreed with the statement, and 31% disagreed or strongly disagreed.



4.4.7 Places of worship

606 (42%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue near to places of worship, 269 (19%) strongly disagreed, 218 (15%) neither agreed nor disagreed, 196 (14%) disagreed, 98 (7%) agreed, and 9 (1%) did not know. 34 (2%) did not respond.

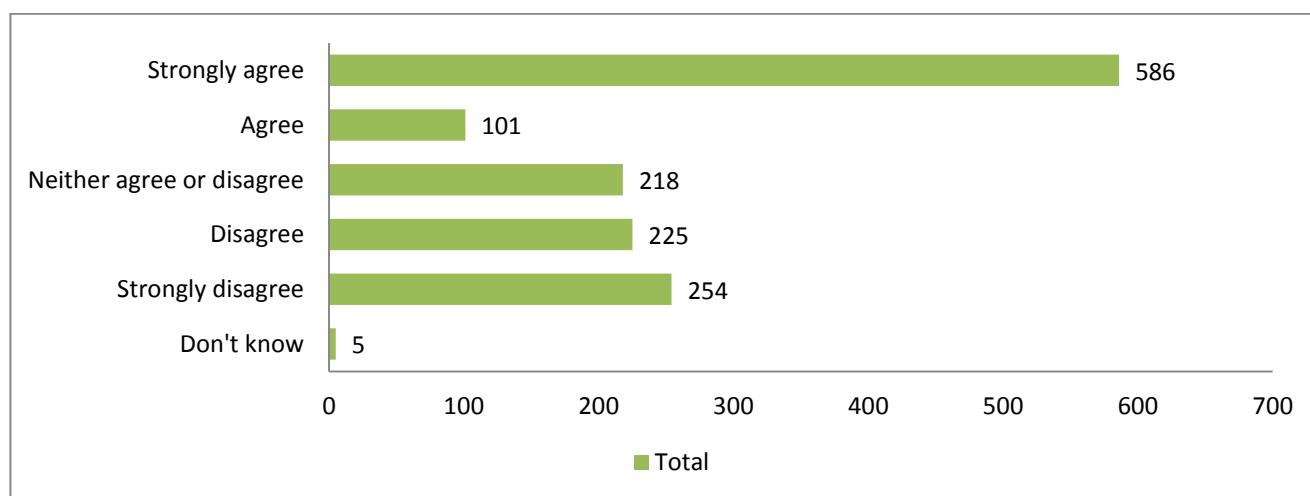
Overall 49% of people agreed or strongly agreed with the statement and 33% disagreed or strongly disagreed.



4.4.8 Places used for celebration or commemoration

586 (41%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue near places used for celebration or commemoration, 254 (18%) strongly disagreed, 225 (16%) disagreed, 218 (15%) neither agreed nor disagreed, 101 (7%) agreed, and 5 (less than 1%) did not know. 41 (3%) did not respond.

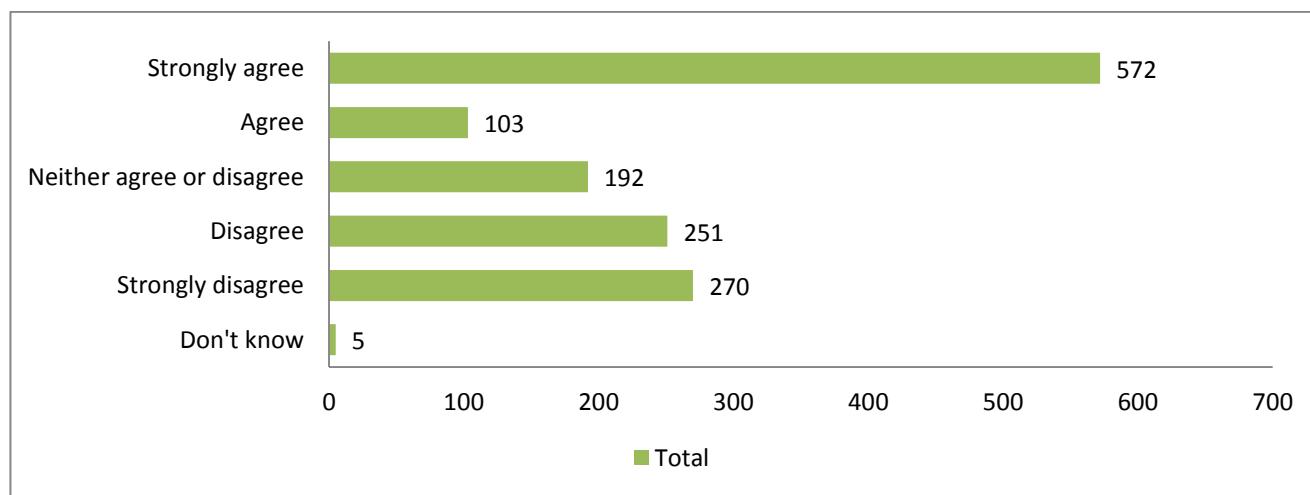
Overall 48% agreed or strongly agreed with the statement and 34% disagreed or strongly disagreed.



4.4.9 Cultural leisure facilities such as libraries, museums

570 (40%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue near to cultural leisure facilities, 270 (19%) strongly disagreed, 251 (18%) disagreed, 192 (13%) neither agreed nor disagreed, 103 (7%) agreed, 5 (less than 1%) did not know. 37 (3%) did not respond.

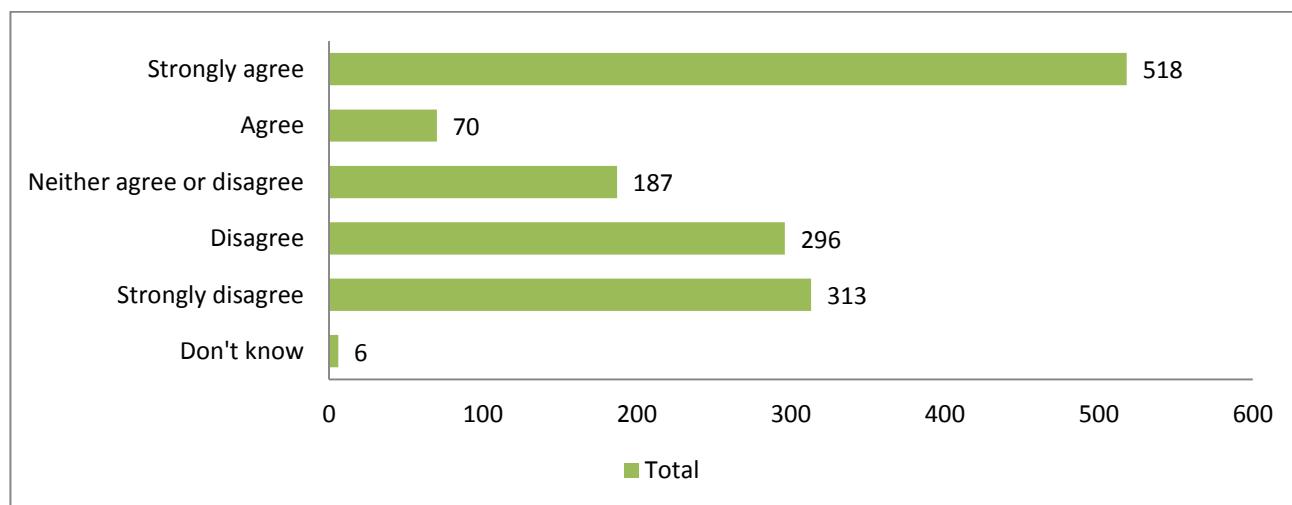
Overall 47% agreed or strongly agreed with the statement, and 37% disagreed or strongly disagreed.



4.4.10 Retail shopping areas

518 (36%) respondents strongly agreed that it would not be acceptable to locate a sexual entertainment venue near retail shopping areas, 313 (22%) strongly disagreed, 296 (21%) disagreed, 187 (13%) neither agreed nor disagreed, 70 (5%) agreed, and 6 (less than 1%) did not know. 40 (3%) did not respond.

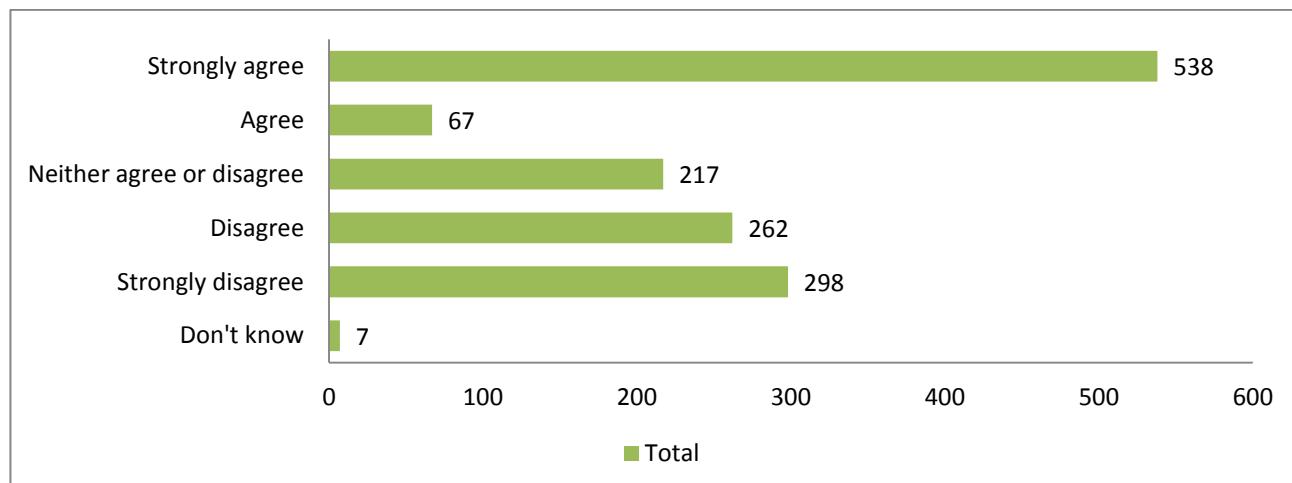
Overall 43% disagreed or strongly disagreed with the statement, and 41% agreed or strongly agreed.



4.4.11 Historic buildings

538 (38%) respondents strongly agreed that it would not be acceptable to locate a sexual entertainment venue near historic buildings, 298 (21%) strongly disagreed, 262 (18%) disagreed, 217 (15%) neither agreed nor disagreed, 67 (5%) agreed, and 7 (less than 1%) did not know. 41 (3%) did not respond.

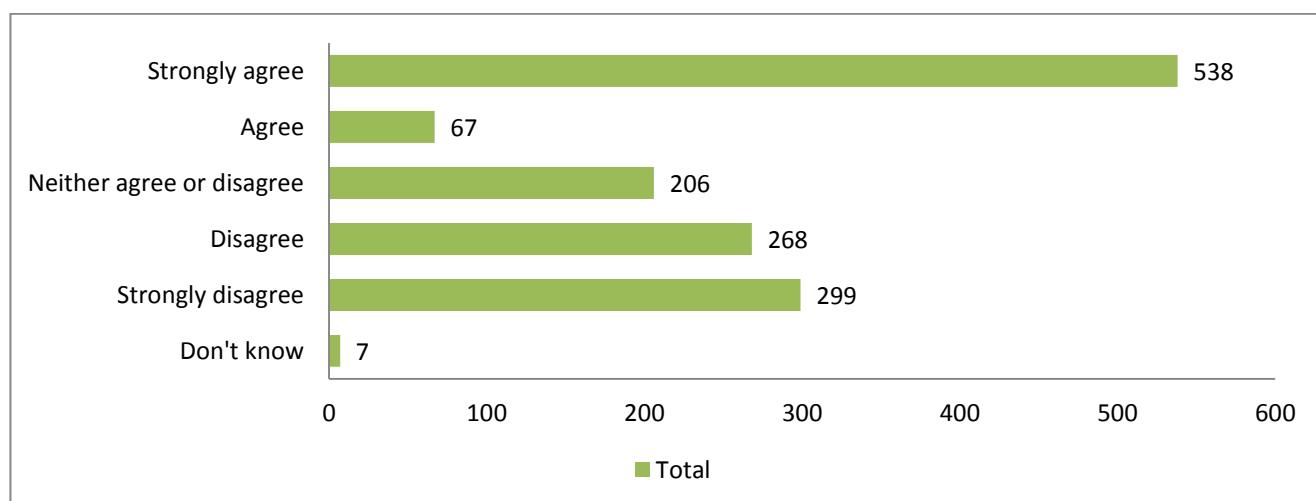
Overall 43% of people agreed or strongly agreed with the statement, and 39% disagreed or strongly disagreed.



4.4.12 Sports centres/facilities

538 (37%) strongly agreed that it would not be appropriate to locate a sexual entertainment venue near sports centres/facilities, 299 (21%) strongly disagreed, 268 (19%) disagreed, 206 (14%) neither agreed nor disagreed, 67 (5%) agreed, and 7 (less than 1%) did not know. 45 (3%) did not respond.

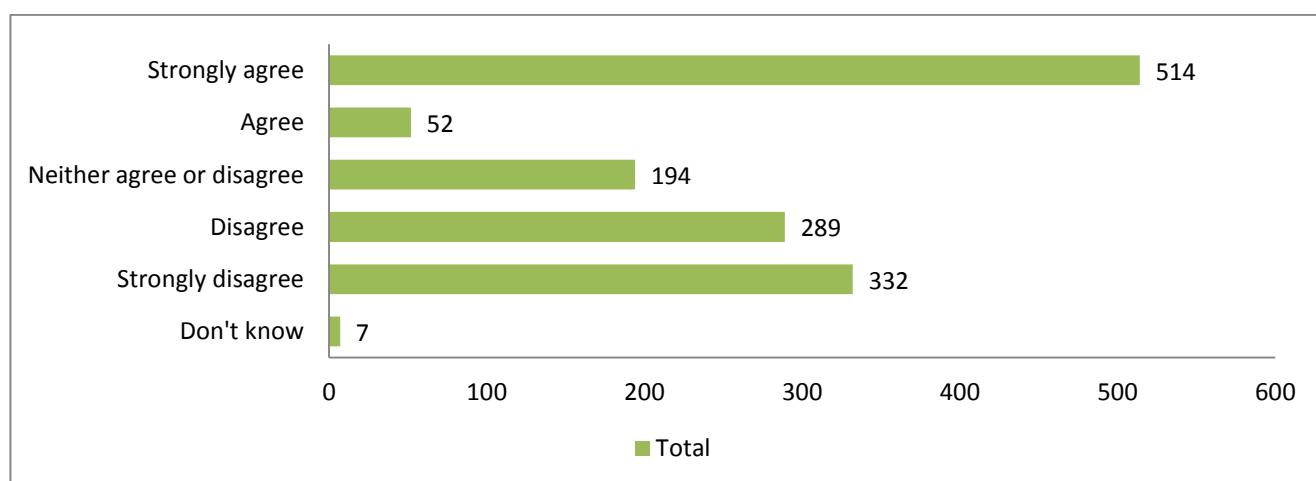
Overall 42% of people agreed or strongly agreed with the statement, and 40% disagreed or strongly disagreed.



4.4.13 Transport Hub (bus or train stations etc)

514 (36%) strongly agreed that it would not be appropriate to locate a sexual entertainment venue near transport hubs, 332 (23%) strongly disagreed, 289 (20%) disagreed, 194 (14%) neither agreed nor disagreed, 52 (4%) agreed, and 7 (less than 1%) did not know. 42 (3%) did not respond.

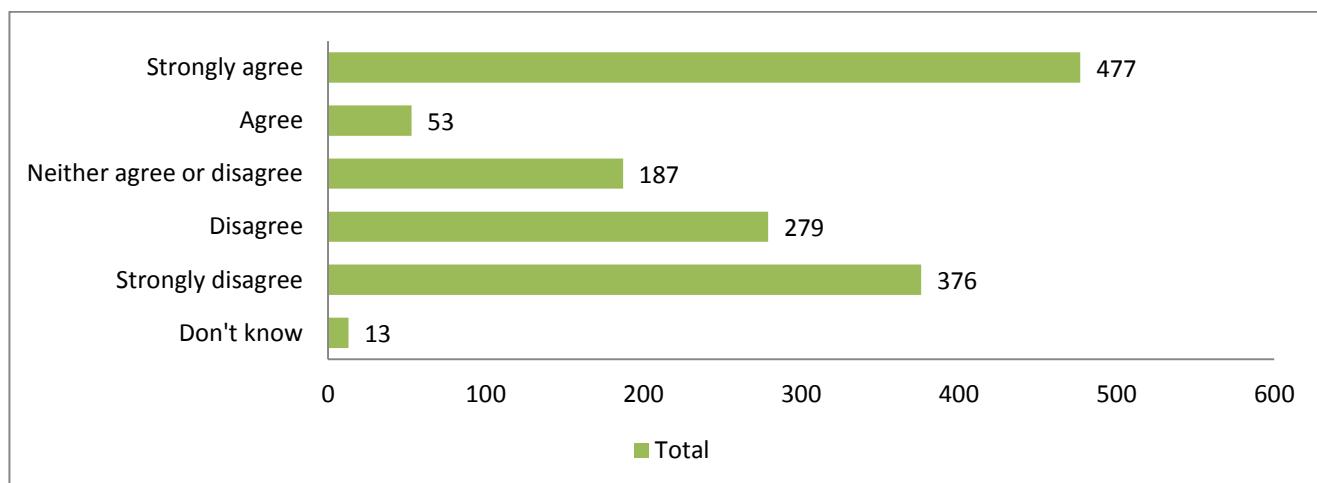
Overall 43% disagreed or strongly disagreed with the statement, 40% agreed or strongly disagreed.



4.4.14 Financial institutions such as banks

477 (33%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue near financial institutions, 376 (26%) strongly disagreed, 279 (20%) disagreed, 187 (13%) neither agreed nor disagreed, 53 (4%) agreed, and 13 (1%) did not know. 45 (3%) did not respond.

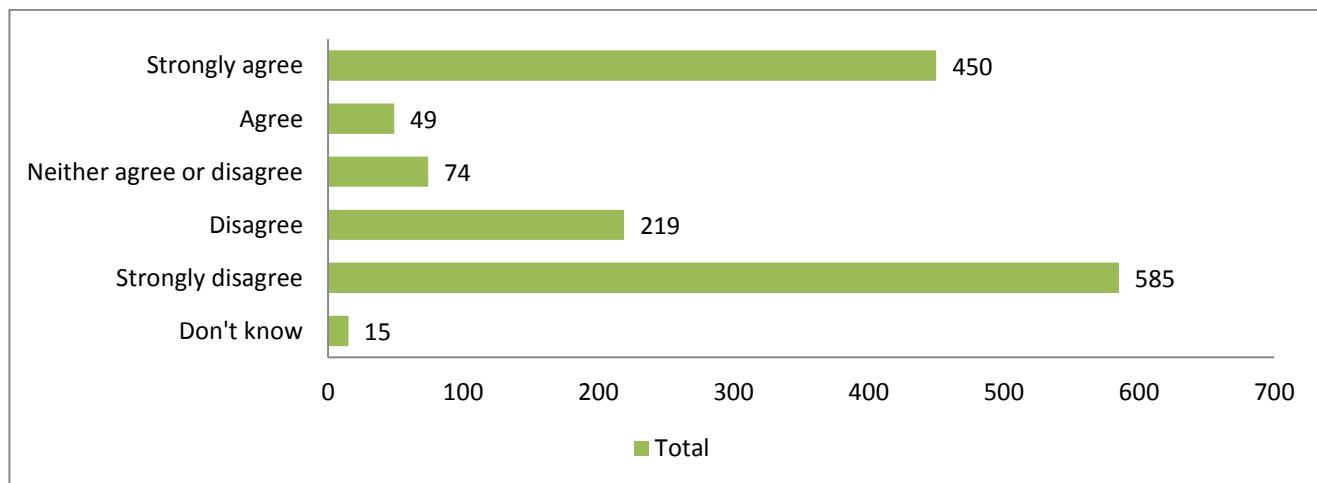
Overall 46% disagreed or strongly disagreed with the statement and 37% agreed or strongly agreed.



4.4.15 Late night entertainment areas

585 (41%) respondents strongly disagreed that it would not be appropriate to locate a sexual entertainment venue near a late night entertainment area, 450 (31%) strongly agreed, 219 (15%) disagreed, 74 (5%) neither agreed nor disagreed, 49 (3%) agreed, and 15 (1%) did not know. 38 (3%) did not respond.

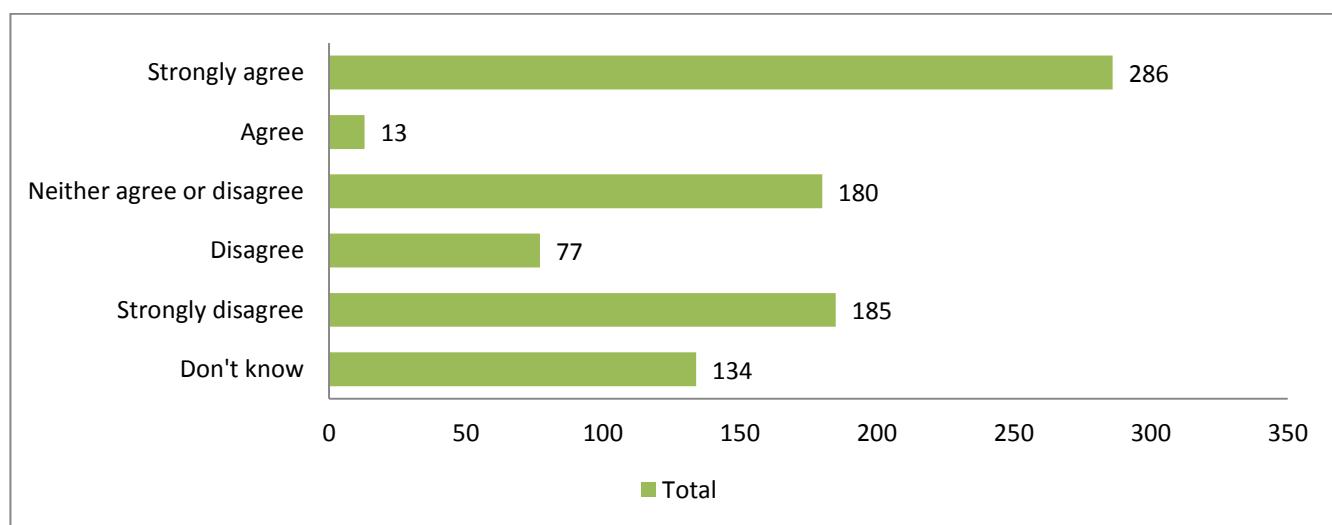
Overall 56% disagreed or strongly disagreed with the statement, and 34% agreed or strongly agreed.



4.4.16 Other

286 (20%) respondents strongly agreed that it would not be appropriate to locate a sexual entertainment venue in a place not listed above, 185 (13%) strongly disagreed, 180 (13%) neither agreed nor disagreed, 134 (9%) did not know, 77 (5%) disagreed, and 13 (1%) agreed. 555 (39%) did not respond.

79 other options and comments were given by respondents alongside this question. A summary of the responses has been included in **Appendix B** to this report.



5. Survey responses to the questions – Sex Cinemas

5.1 Bristol does not currently have any sex cinemas. It would be acceptable to have sex cinemas in Bristol?

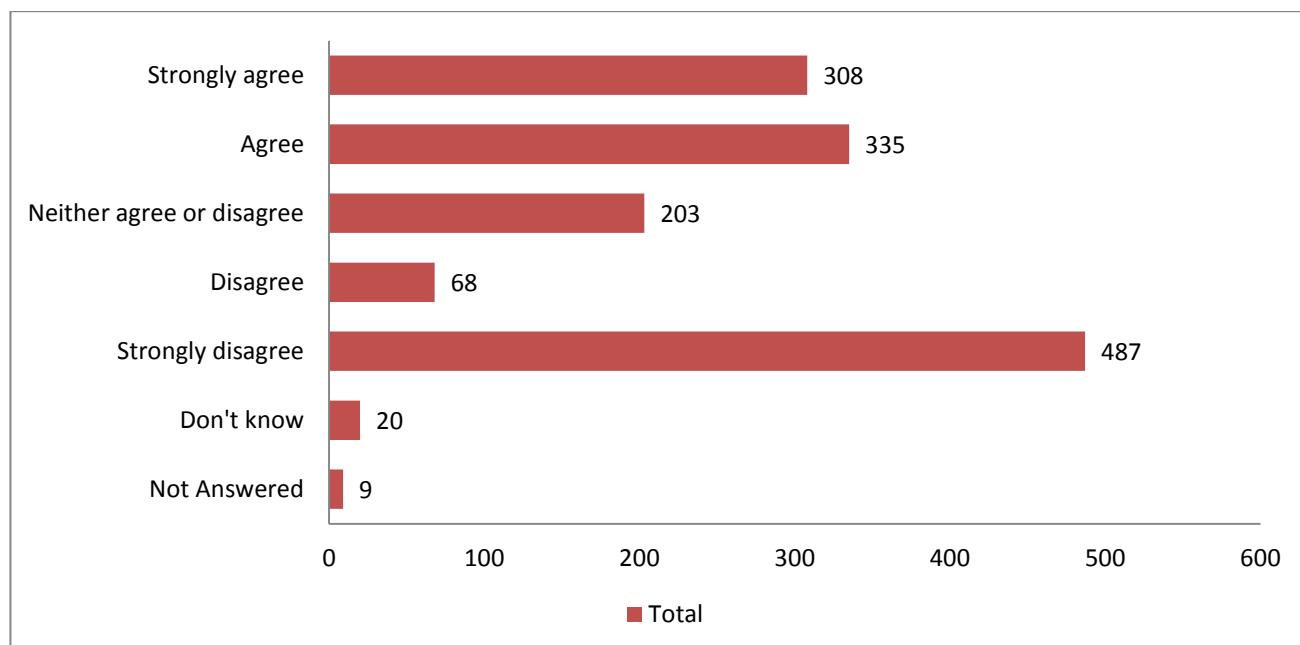
Respondents were asked whether they agreed with the statement that it would be acceptable to have sex cinema in Bristol

They were given the options below:

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly Disagree
- Don't know

487 (34%) respondents strongly disagreed that it would be appropriate to have sex cinemas in Bristol, 335 (23%) agreed, 308 (22%) strongly agreed, 203 (14%) neither agreed nor disagreed, 68 (5%) disagreed, and 20 (1%) did not know. 9 (1%) did not respond.

Overall 45% of people agreed or strongly agreed with the statement and 39% disagreed or strongly disagreed.



6. How will this report be used?

This report will be used by the working group to assist them in producing a draft of the sex establishment policy. The draft policy will then be published for consultation to further inform the final 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.

Appendix A

..I don't use sex shops and am not personally keen on them..so I don't see the use of them
almost completed this and found nowhere to put comments -why not? what about zero tolerance, bcc signed up didn't they? see BWV
Although I do not disagree with sex shops in principle I feel it is important to regulate these shops to ensure they are selling products for all genders and sexualities and that they do not focus solely on heterosexual pornography that exploits women.
Anywhere at all
Anywhere
Anywhere
Anywhere is fine, discretion is key. If venues such as these aren't in Bristol, Bristol will just lose the revenue and income and cause further unemployment as these places will definitely open elsewhere. Sex shops, sex workers, and the demand for anything sex related is human nature, we are born to mate as all mammals are. To try and condemn people or ban people for wanting to partake in any kind of sex related activity be it a strip club, a brothel or a sex shop it is an outrage. I find it hard to believe that not a single member of any Bristol council members have any interest or joy in sex or sex related activities. It seems to just be women in the council against it, which screams jealousy rather than pity.
Anywhere there are alleyways and enclosed paths
anywhere, sex shops currently available encourage rape culture & are inherently sexist, including using objectifying images on their packaging and shop fronts
Areas of deprivation. Areas where poorer/uneducated/ vulnerable people could be influenced by presence of sex places & those who work in them or use them.
Areas of concentrated social housing with related socioeconomic issues
As a woman I do not feel sex shops have a place on the streets. IF they sell items that are not degrading or physically harming then someone can purchase the items online
Bars and off licences , supermarkets and shops where alcohol is sold .
Booking shops
Businesses should be located in areas where they will reach the most customers, no matter what they sell.

Sex Establishment Policy Review – Pre consultation questionnaire responses

Council chamber
Everywhere.
Food shop
For me a catagorical difference between selling sex toys (very little to object to) and sellung pornography (typically mysogynistic)
Hospitals, care facilities, rehab centres and homeless shelters
Hotels and Accommodation
I am starting to feel that perhaps they should be banned
I think they're acceptable everywhere.
If Ann Summers is ok, why not a local business?
in any area of the city
Industrail areas
Industrial Area
Industrial area away from all schools shops bars residential areas but only in the evening. Not during the working day.
Industrial Areas
'It all depends'.... The above questions are impossible to respond to without knowing more about the establishments, and the restrictions placed on them. At the moment, I know of no problems or issues caused by thesespremises. The first section, asking for nymbers, is poor. There should be more room here for comment.
It depends on the opening times and access crossing over to the area itself
It is never acceptable to promote the exploitation & objectification of women and girls
It should not be acceptable to Have sex shops anywhere!
It should not be acceptable to locate these anywhere. They feed into the narrative that this is ok when in fact all forms of the sex trade disadvantage women and girls.
It's fine anywhere.
Just needs to be in a sensible place and not advertised in a way that children would find out what the venue is

Lawrence weston, shirehampton, sea mill, avonmouth, henbury, southmead
Nature reserves, city farms.
Near high streets, or night club areas
NEVER appropriate ANYWHERE
next to council offices
No Sex shops anywhere. It allows an illegality to persist and the Council policy should not condone this in any way!
no sex trade in bristol
NOT Acceptable near other Community Centres, drop-in centres etc...
Off licences or any shop or bar where alcohol is sold.
People can feel vulnerable in late night / entertainment areas - the addition of a sex shop only adds to the perceived 'seediness' of an area and makes it worse
Places frequented by the public
Places of education should be split into ages, under 16 areas Agree, over 16 areas Disagree.
Properly run sex shops would be unobtrusive and acceptable anywhere.
Questions are not specific enough
Regardless of location, such shops should be discreet and have blacked out windows
Residential areas which border trading estates
Sex is a fact of life, people need to learn that it is not wrong to indulge in sex within a loving couple
Sex is natural; there are therefore no places it is inappropriate to have a sex shop.
Sex shops anywhere are unacceptable. They normalise abusé and prop up rape culture
Sex shops are horrible things to look at and walk past where ever they are located. It is ridiculous to say that because they would seem out of place in one part of the city where you would not want to see them that they would be better suited being somewhere else where other people who also loathe them will have to endure seeing and being around them. The window displays are often sexualised mannequins of women. This objectifies women and makes us feel uncomfortable. Every day I have to walk past the one on Colston Street on my way to and from work. As do the many women and school children who walk that way. The one on Bond Street right by the Megabus stop also makes for a really uncomfortable

experience, having to stand there waiting for your bus while men walk past and stop to leer in the windows and then at you. I don't want to have to deal with this sexism while I am waiting for the bus or walking to work. Men don't have to! I don't think the solution is moving them out of my own sight so I don't have to see them anymore either because then some other poor women will have to. Why are women put in the situation of feeling objectified and uncomfortable in public spaces in 2018? Because of men's desires to make us feel that way? It is unacceptable.
Sex shops are no different to any other retail, and should be allowed to establish wherever market forces allow. It is not for the council to dictate how the market should operate.
Sex shops are not inappropriate. You don't protect anyone by pretending they don't exist.
Shops devoted to pornography/sexual abuse/rape culture have no place in our society
Shops like Ann Summers which are targeting both genders are acceptable in shopping areas.
Should be allowed ANYWHERE
The hours these places are open , wouldn't make no difference to them if a sex shop ect was next door
There should be a zero tolerance approach to sex shops in Bristol
They should be allowed wherever they want.
We've got enpugh..we dont need any more..and we don't need any lapdancing/stripclubs
You can't ring fence it needs to be decided on a application process . We are not a nanny state

Appendix B

Again, Anywhere is fine, discretion is key. If venues such as these arent in Bristol, Bristol will just lose the revenue and income and cause further unemployment as these places will definitely open else where. Sex shops, sex workers, and the demand for anything sex related is human nature, we are born to mate as all mammals are. To try and condemn people or ban people for wanting to partake in any kind of sex related activity be it a strip club, a brothel or a sex shop it is an outrage. I find it hard to believe that not a single member of any bristol council members have any interest or joy in sex or sex related activities. It seems to just be women in the council against it, which screams jealousy rather than pity.
Again, I dont see how it is possible to place limits without some further detail on the premises, their hours of operation, oversight etc. etc. . Oversight is essential., especially where employees welfare is concerned. I do not want exploitation of employees in my city. Or anywhere else.
Any Community centres, drop-in centres, play activities, like Boing, Playspace etc...
Any place
Anywhere
Anywhere
Anywhere people go for any other reason
Anywhere where it makes sense to have them. Busy late night areas seem sensible
Anywhere, they encourage sexual harassment of women. Studies show women in the industry and near the vicinity of the venue are much more likely to be raped or sexually harassed near a venue of objectification by the customers of the venue than a street without such a venue..
ANYWHERE
As previous other (education).
Best place for them is with the other bars and clubs in the city centre
Bristol
bristol should not facilitate sex trade
city centre is a good location
Comments as above
Council offices
Everywhere else
Flower market late at night
Hospitals, care facilities, rehab centres, homeless shelters, animal shelters, zoo
How can u judge the 1-8+ depends on size of area
I am raising a daughter and I do not want her to grow up in this city believing women are sex objects. I want her to see a positive view of women all around her in our lovely city.
I don't believe these venues are acceptable in the city at all. They are exploitative and encourage sexual violence.
I would like to see a zero cap on SEVs. They are contrary to gender equality, contribute to sexual assault and harassment of women outside as well as inside venues. You may quote me if you wish - Thangam Debbonaire MP
If you attempt to hide this industry you are saying it is dirty, it is not dirty people with small minds make it dirty.
I'm old enough to remember when, in the late 1980s, some women leaving The Scarlet Coat Lesbian nightclub were subjected to an unprovoked physical attack by straight men leaving

the She strip club next door in Fairfax St. At least two of the women were hospitalised & The Scarlet Coat (our one and only club) never re-opened.
in any place in the city
Industrial
It depends how the opening hours and access impinge on the locality. Also there should be equality but I have huge concerns as a gay man that many older men visit the monthly fetish night (which operate just under the SEV radar) are predatory on younger men/models that advertise the nights. I don't imagine it's any different for men who seek younger women.
It is never acceptable to normalise women as disposable objects to be abused & purveyed for the pleasure and profit of men.
It is unacceptable to locate a 'sexual entertainment venue' anywhere in a city that values and seeks to promote equality between women and men
It should not be acceptable to locate these anywhere. They feed into the narrative that this is ok when in fact all forms of the sex trade disadvantage women and girls disproportionately. By normalising these activities and behaviours we teach our young boys that women are objects - THIS IS NOT OK.
LET SEX ENTERTAINMENT WORKERS DO THEIR JOBS SOMEWHERE SAFE AND CLEAN
Major routes where women may need to walk to, to get home and areas that are isolated for workers when they leave.
nature reserves, city farms
Near alleyways or enclosed paths
Needs to be in a sensible place and not advertised in a way that would be noticeable to children
no appropriate location for a sexual entertainment venue
No SEVs anywhere - they exploit women and encourage objectification of women leaving to VAWG
Not near Lawrence Weston, Avonmouth, Henbury, Southmead, Shirehampton.
Not suitable in deprived areas or near any charity/addiction centre/place working with any vulnerable people
Of this type of venue is not appropriate next to a school or a church or a women's refuge, what makes it APPROPRIATE to have it anywhere??
Once again the hours they are open would not interfere with anyone
Other?
Paying for access to women's bodies is not acceptable anywhere in Bristol
Places of work .
Places where alcohol is bought and sold
Questions are not specific enough regards what is meant by sexual venue?
see also https://www.fawcettsociety.org.uk/sex-power-2018
Sex entertainment just encourages people to feel that their unwanted sexual advances are ok because it has been authorised by the local authority. All of these areas have families who would prefer this sort of "entertainment" to be anywhere. I take exception to the view that it would in any way be acceptable in a poor area of the city. The questionnaire does not suggest it would be acceptable in a wealthy residential area, I assume because those wealthy people would not like it. Guess what, the less wealthy don't like it either!
Sex entertainment venues are not acceptable anywhere. They normalise abusé and prop up rape culture
Sex is natural; there are therefore no areas it is inherently inappropriate to have consensual sexual venues

Sexual entertainment venues are a gross violation of women's rights, and are not acceptable in any location. They encourage human trafficking and degrading behaviour towards women.
Sexual entertainment venues legitimise objectification of women in a way which normalises sexual harassment and abuse
Shops, Local high streets
The number option at the start of this is unfair as there is no example to give you reference and feels like a leading question or badly thought out at the least
The paid rape of women is never appropriate. Johns do not care if women are coerced/trafficked or not.
The presence of sexual entertainment venues is not a threat or a problem, anywhere
The right place for these venues are obviously in the city centre.
There should be a zero tolerance approach to sexual entertainment venues in Bristol
These establishments only make the world more toxic for women. They objectify women and have no place in our society
These should not acceptae anywhere.
These venues contribute to sexism in society and research shows more rapes and sexual assualts occur near them
These venues exist to serve men. Men's desires to objectify, demean and sexualise women. How are other women meant to be OK with this? I have lived in and around the Bristol area for four years now. The first time I walked through Old Market I cried knowing that women were being bought and sold like pieces of meat to men who have no respect for them whatsoever in a city I live in. A city that some people would say is on the more 'progressive' side at that. One place was advertising 'two girls' for £75. I felt physically sick and ended up just going home instead of to the gig I was planning on attending because I was so upset. It ruined my night knowing that my sisters were inside those doors at the mercy of men with a few quid who wanted to rent the inside of their bodies to masturbate into. When I got home I looked up some of the places I saw on google maps and men were leaving reviews about the women they encountered there, rating and comparing them like meals in a restaurant. One man complained that one of the women was not 'compliant' enough in letting him do whatever he wanted to do to her. This is disgraceful and should be stopped. These venues are not helping further women's opportunities in an already difficult life. Thwy are putting them in danger at the hands of abusive men. Men's demand for prostitutes and strippers is the driving force behind sex trafficking.
These venues have no place in our city
They are acceptable anywhere
They should not be located anywhere
This is a very biased survey and a deliberate attempt to trick the public. Shame on you BCC
Town hall
We should not have venues if this sort anywhere in our city. We should be doing everything possible to discourage the objectification of women.
We shouldn't have them. They perpetuate the idea that women exist to entertain / arouse men.
Where the public would like entertainment
Where women are, at any time, vulnerable tp men.
You have not put a comments section. I believe this questionnaire does not take into account the current situation of the number of sex shops and strip clubs in Bristol currently. Right now I believe the locations of the shops and clubs is an ideal balance. The clubs are very well run in Bristol which should be a great reflection for our city. The clubs in particular are discrete and provide good fun for people

Licensing Service

Sex Establishment Policy Review



Consultation Survey

Responses and Results

Draft report v1.2

12 November 2020



www.bristol.gov.uk

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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.

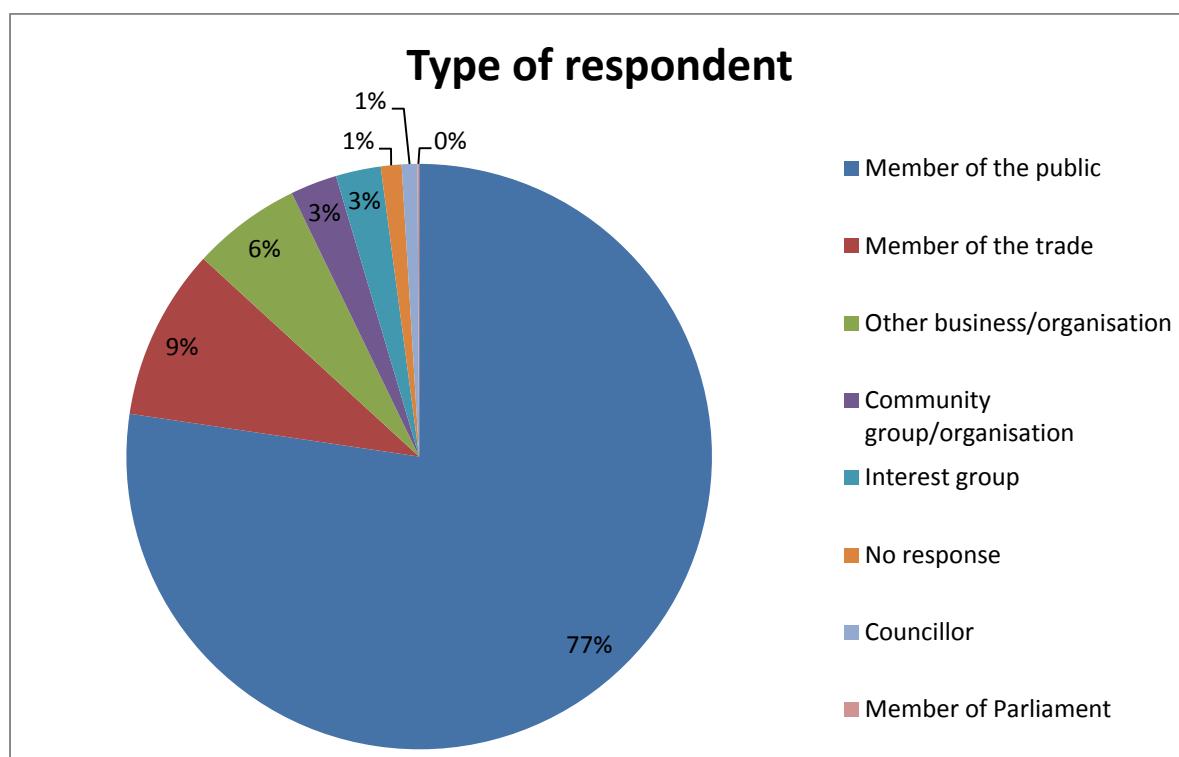
The results are broken down into consultation responses to the survey, and Citizen Panel responses and which are displayed in separate graphs.

2. Response rate and respondent characteristics

2.1 Response rate

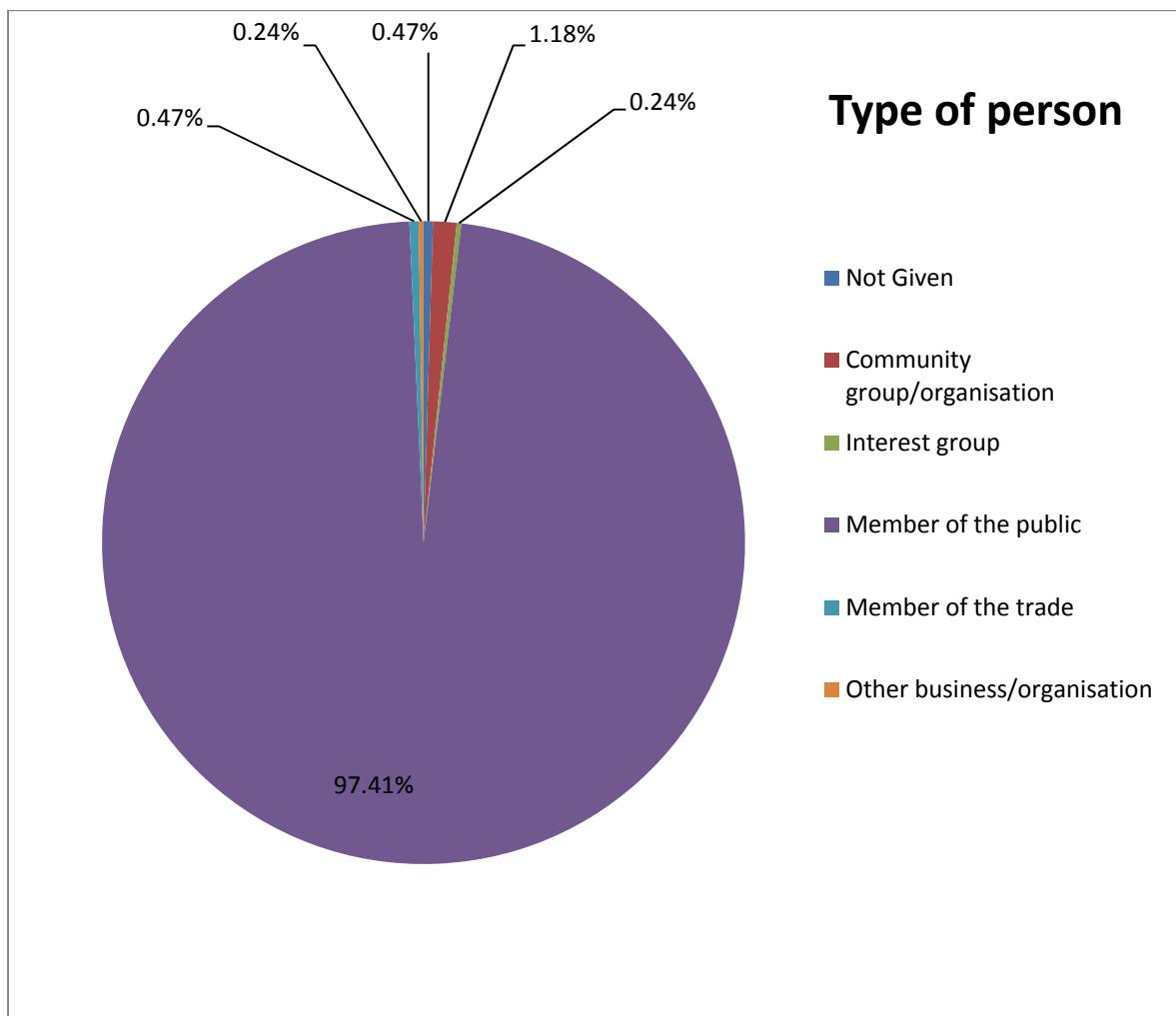
1046 responses were received to the consultation via the online and paper based survey.

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%

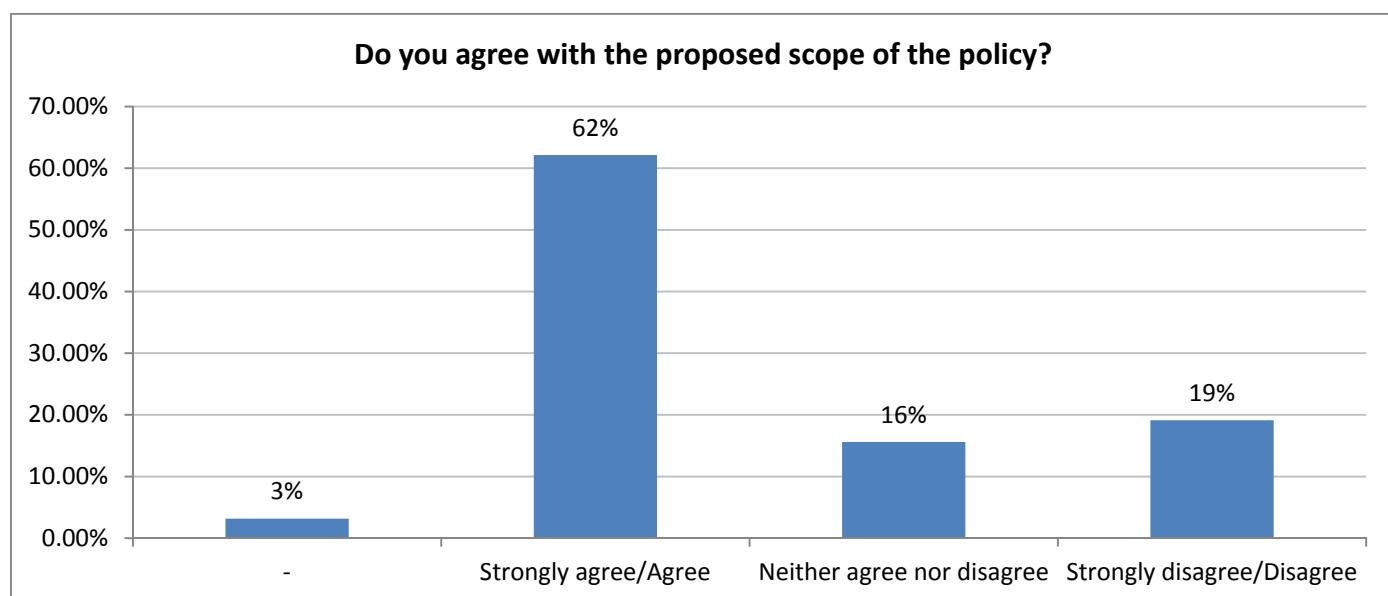
3. Survey Responses to the questions

3.1 Introduction

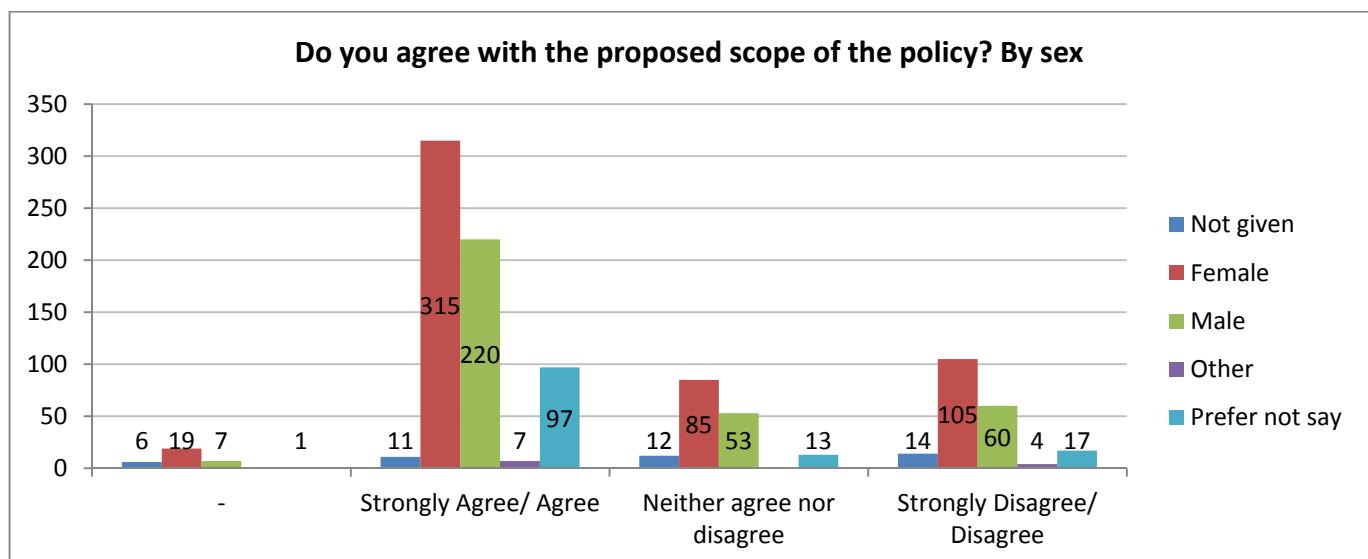
The consultation survey had a number of questions relating to the proposed policy overall as well as specific elements of the policy such as conditions, and numbers of premises in defined localities. There were a number of supporting documents provided with the survey, including the proposed policy,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

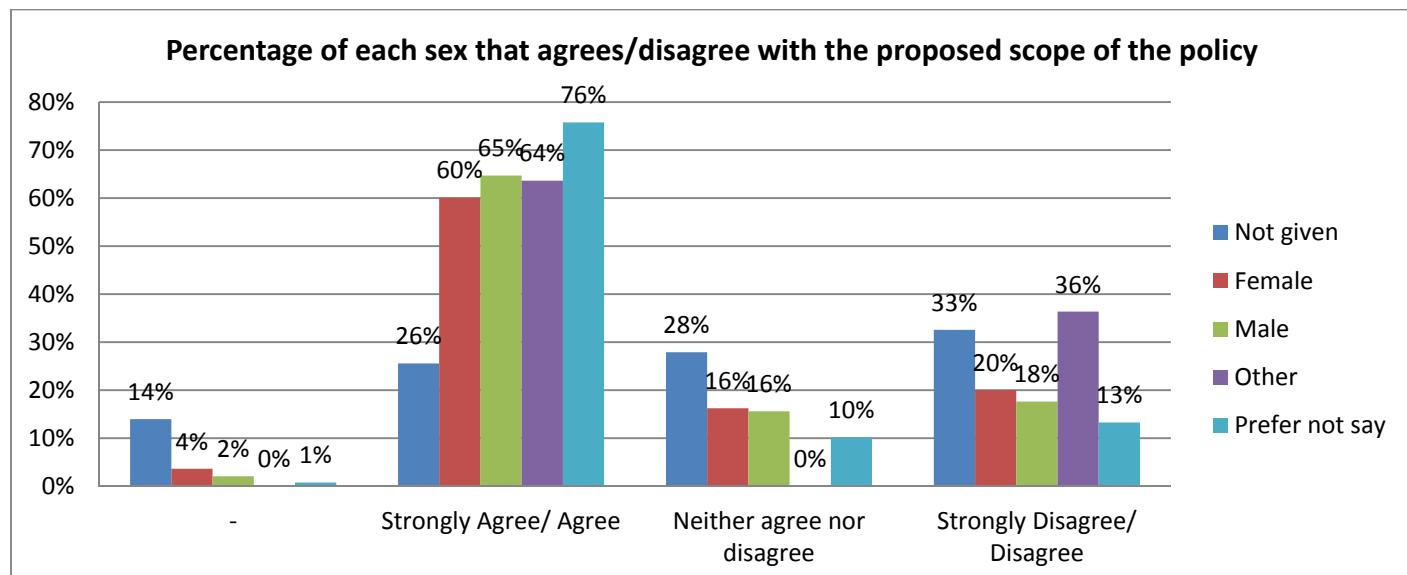


Looking at the split by sex, it can be seen that the majority of respondents were women, and agreed with the proposed policy.



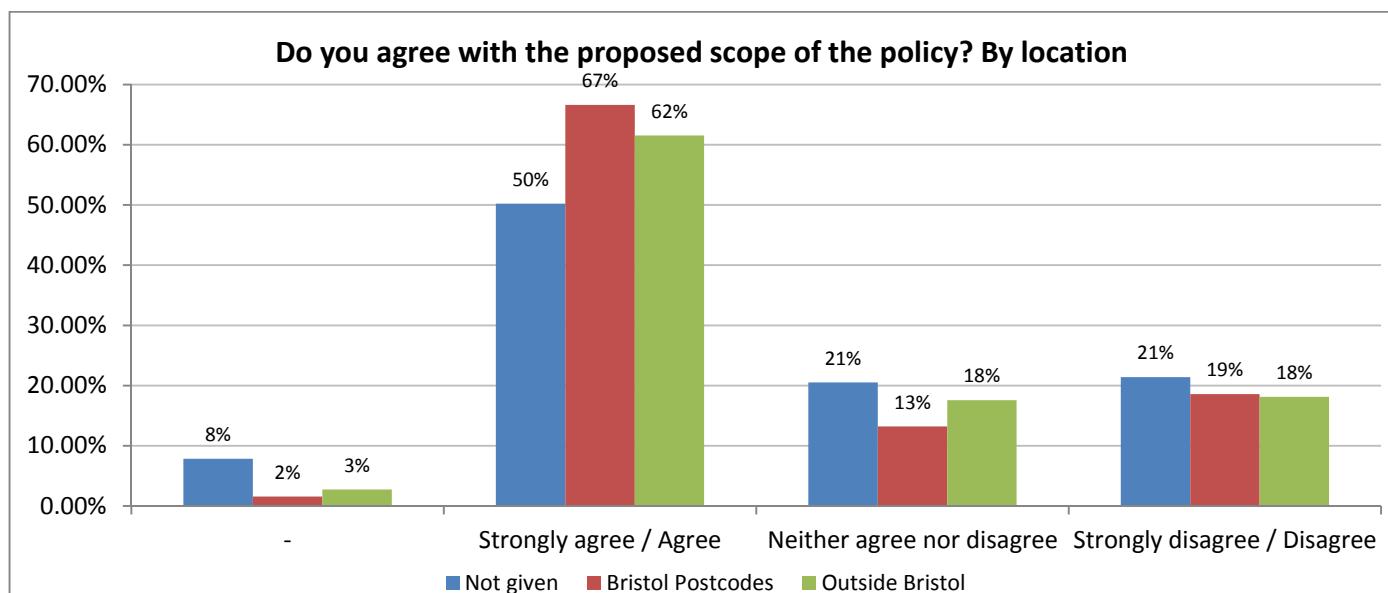
Sex Establishment Policy Review – Consultation responses

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.



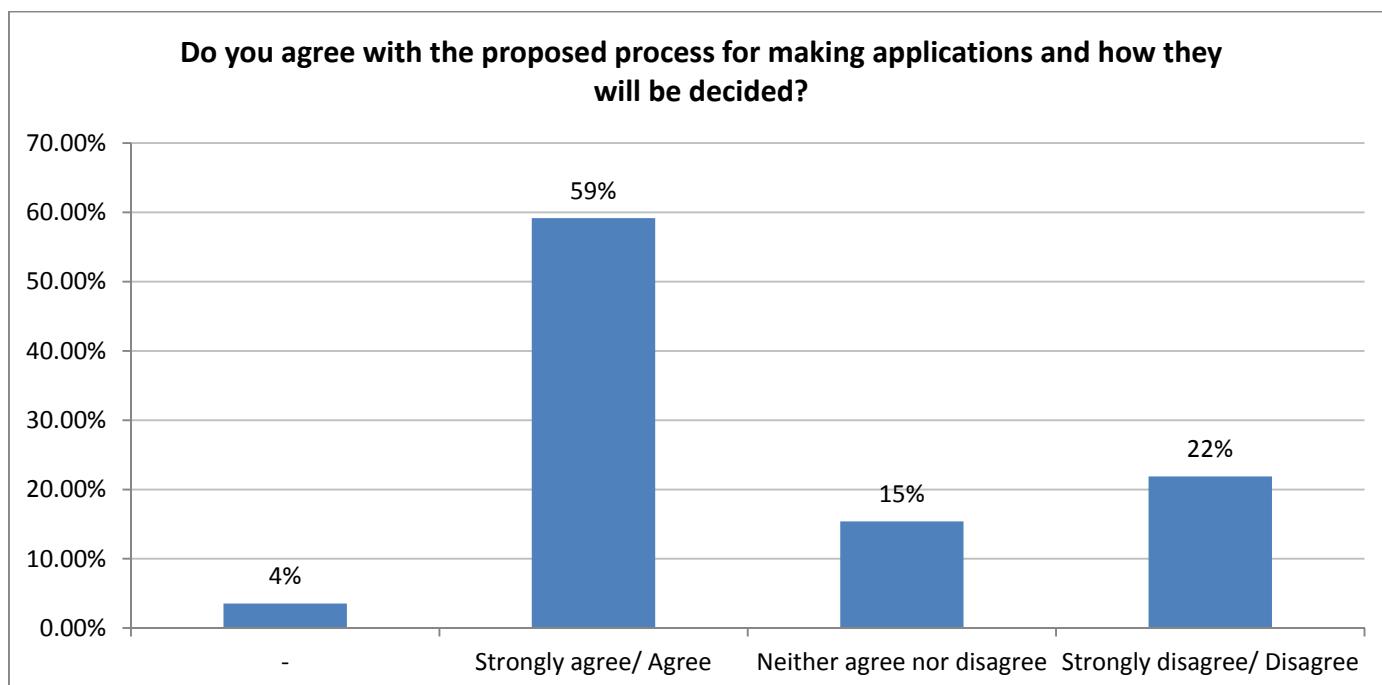
Response	Female	Male
Not responded	4%	2%
Strongly Agree/ Agree	60%	65%
Neither agree nor disagree	16%	16%
Strongly Disagree/ Disagree	20%	18%

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.

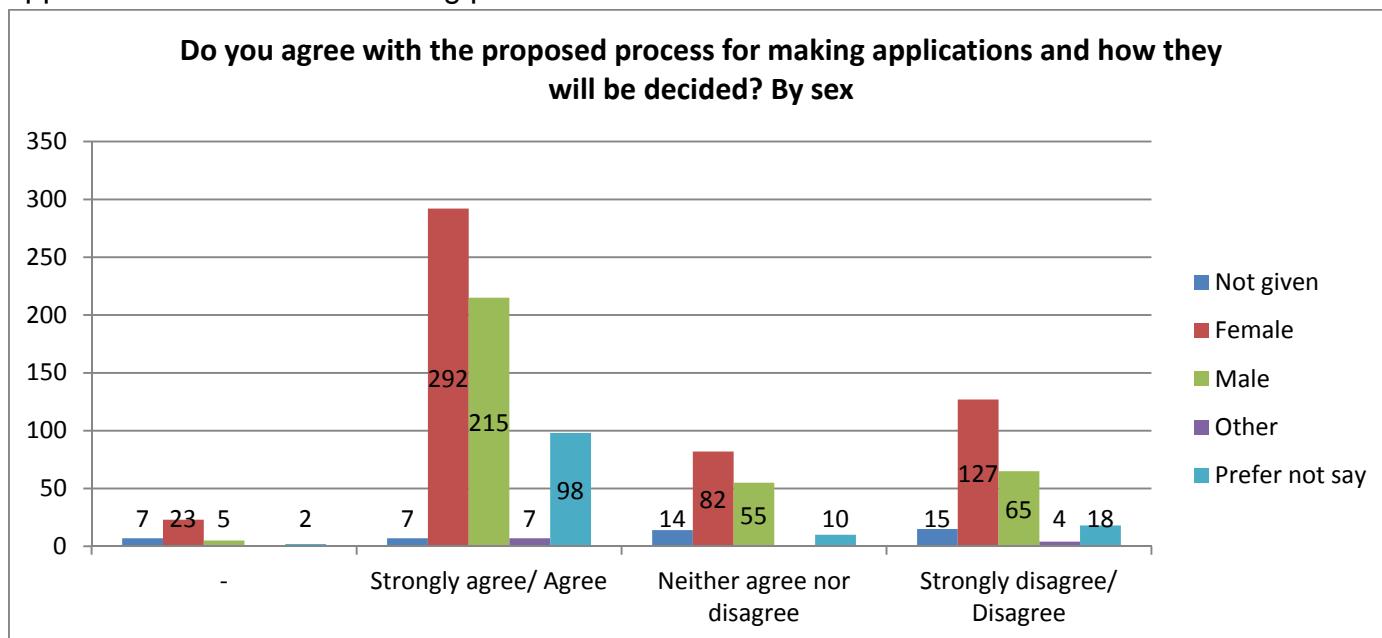


3.3 Do you agree with the proposed process for making applications and how they will be decided?

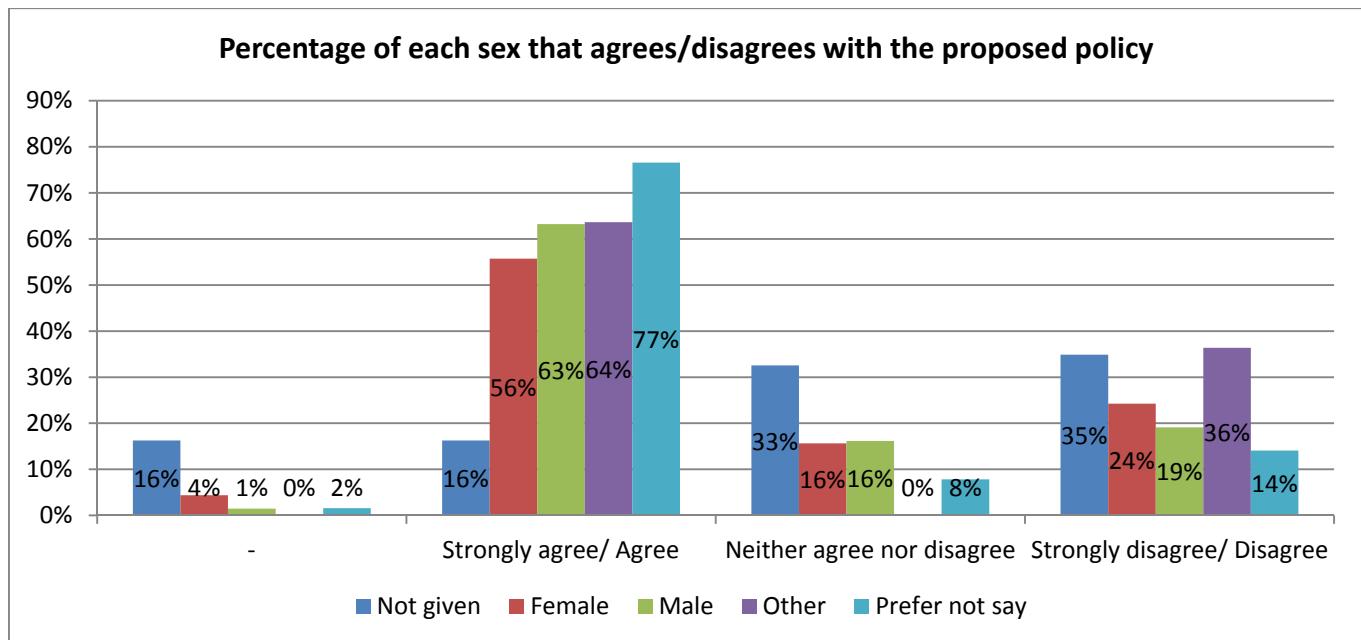
Respondents were asked whether they agreed with the application and decision making process set out in the proposed policy. The majority of respondents (59%) agreed or strongly agreed with the proposed process.



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

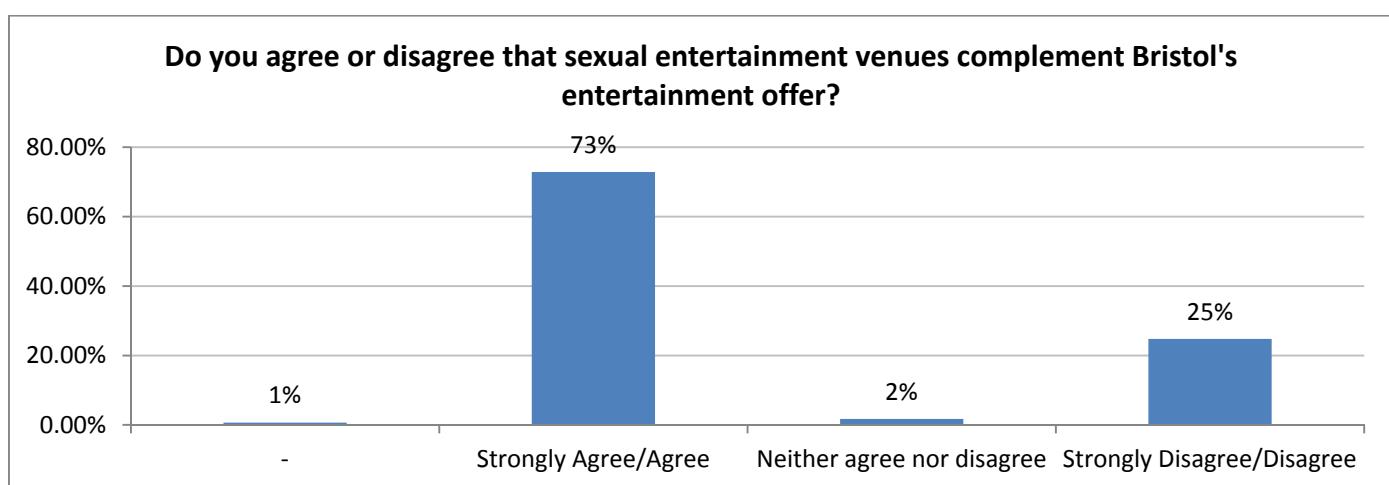
		these venues are not part of the type of society Bristol should be.
Supportive of SEVs	27	Many of these comments were linked to supporting the workers in the venues and that they should be able to have a livelihood. The money they bring into the city was also mentioned.
Against SEVs	23	These comments 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

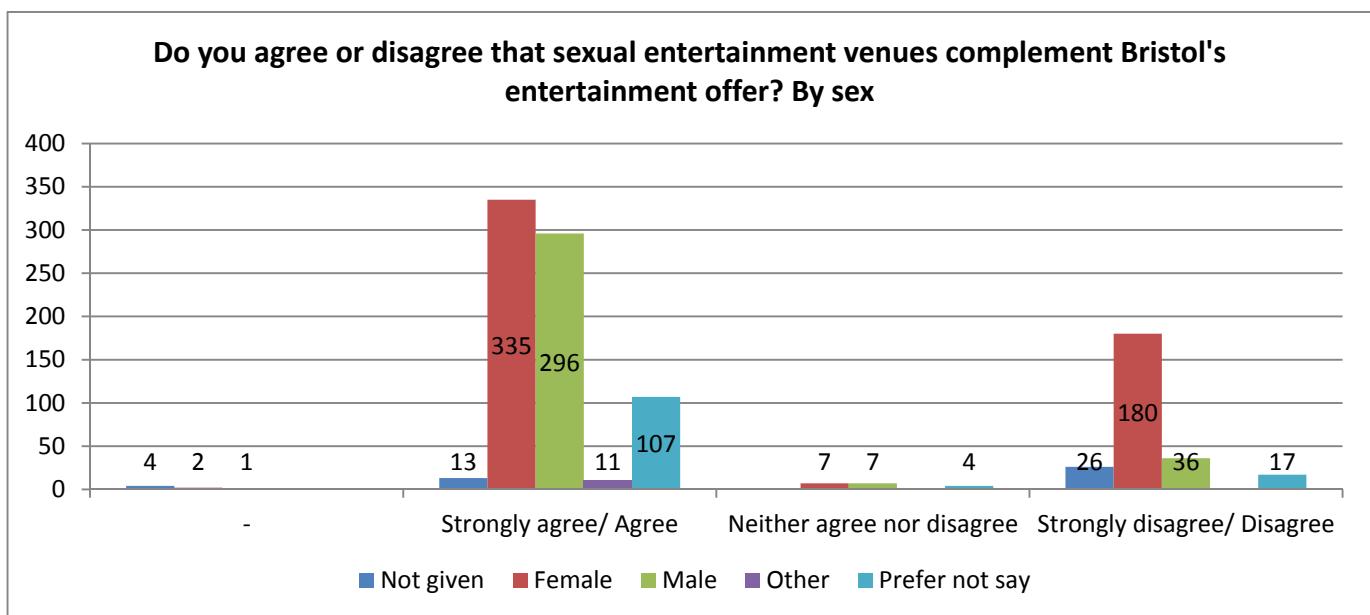
The comments made on this question are attached in full at **Appendix A**.

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.

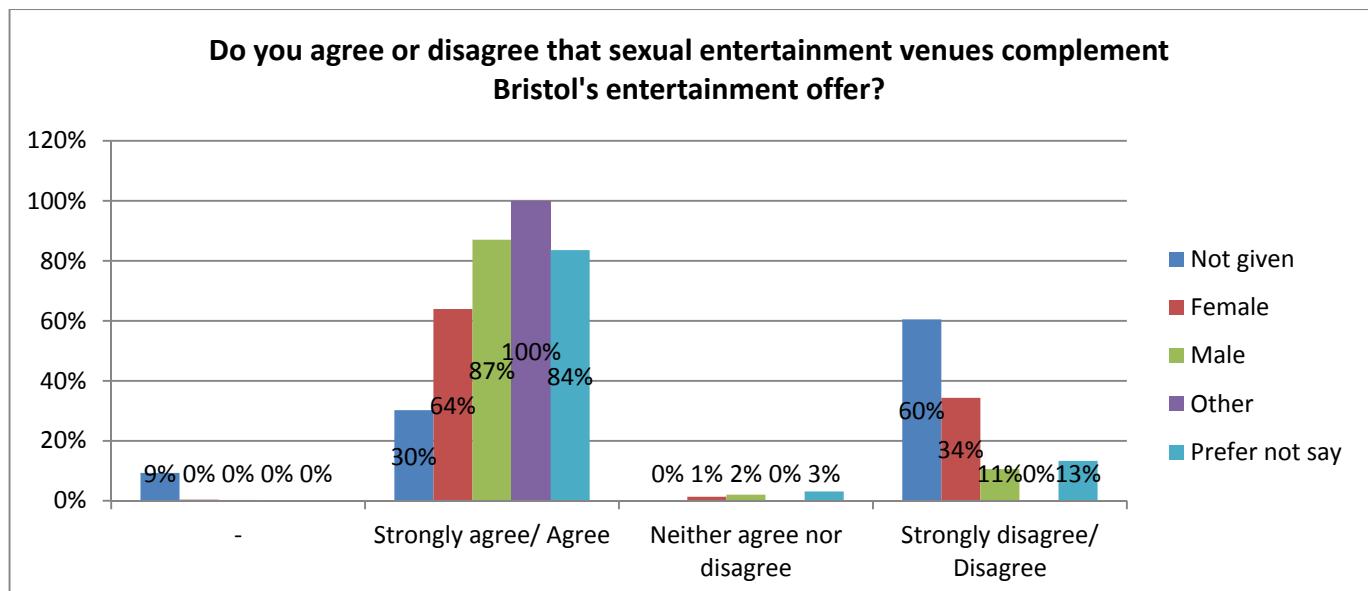


Looking at the split by sex, it can be seen that the majority of all sexes agreed that SEVs complemented Bristol's entertainment offer. More females than males agreed with this statement, and more females than males disagreed, however both groups overall agreed more than disagreed.



Sex Establishment Policy Review – Consultation responses

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	<p>There were two comments relating to disabled access to sexual entertainment:</p> <p>There are some people in our society for whom 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.</p> <p>Sex venues are important for people who for various reasons are unable to have a full sex life.</p> <p>These proposals don't take into account the sexual entertainment needs of disabled people.</p>
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:

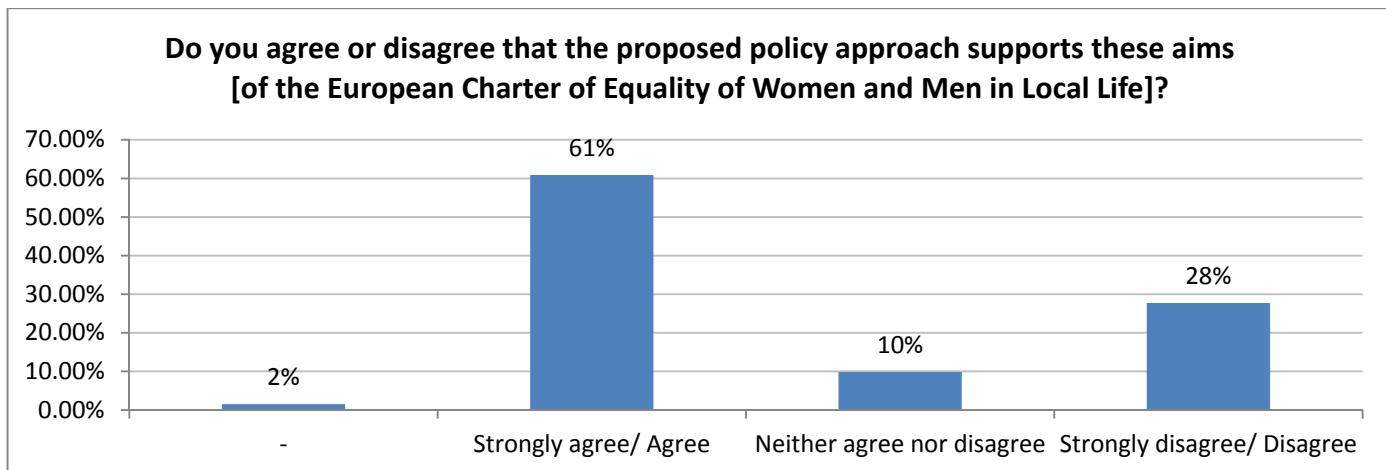
Bristol has signed up to the European Charter for Equality of Women and Men in Local Life and has a duty to consider the need to promote equality for persons with “protected characteristics” and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance 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

Sex Establishment Policy Review – Consultation responses

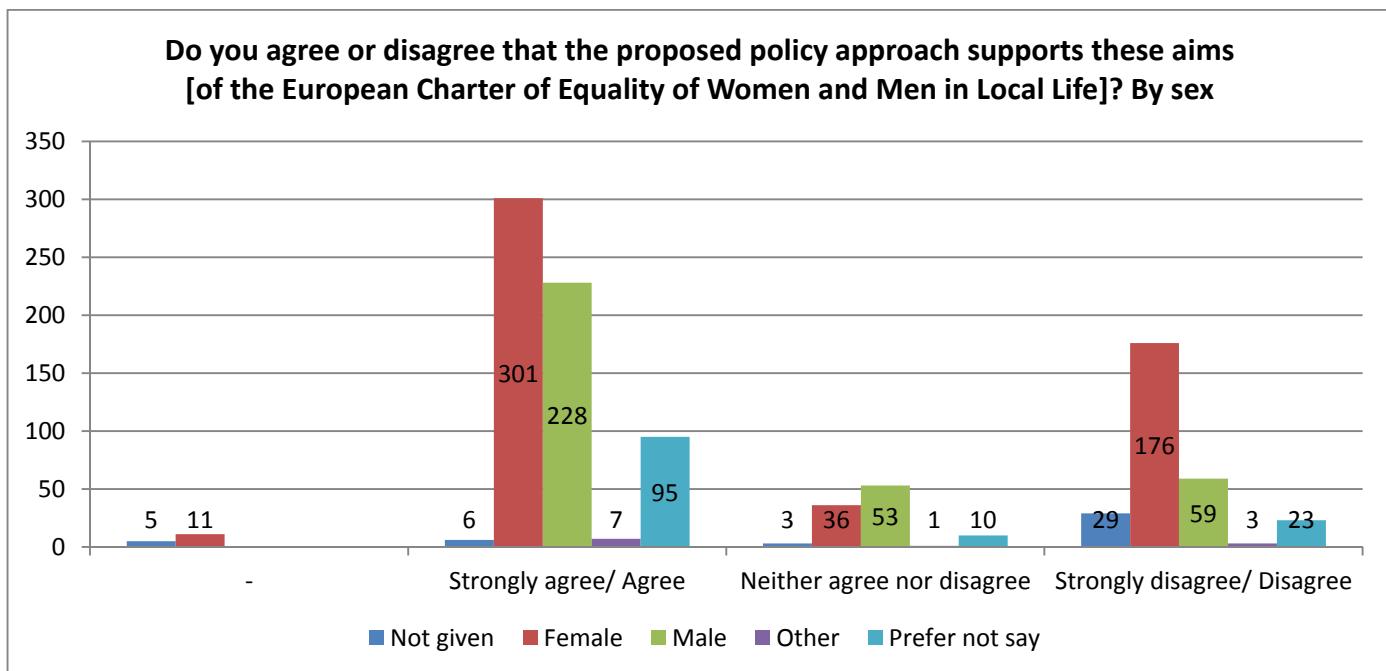
age, disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage and civil partnership and pregnancy and maternity.

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.



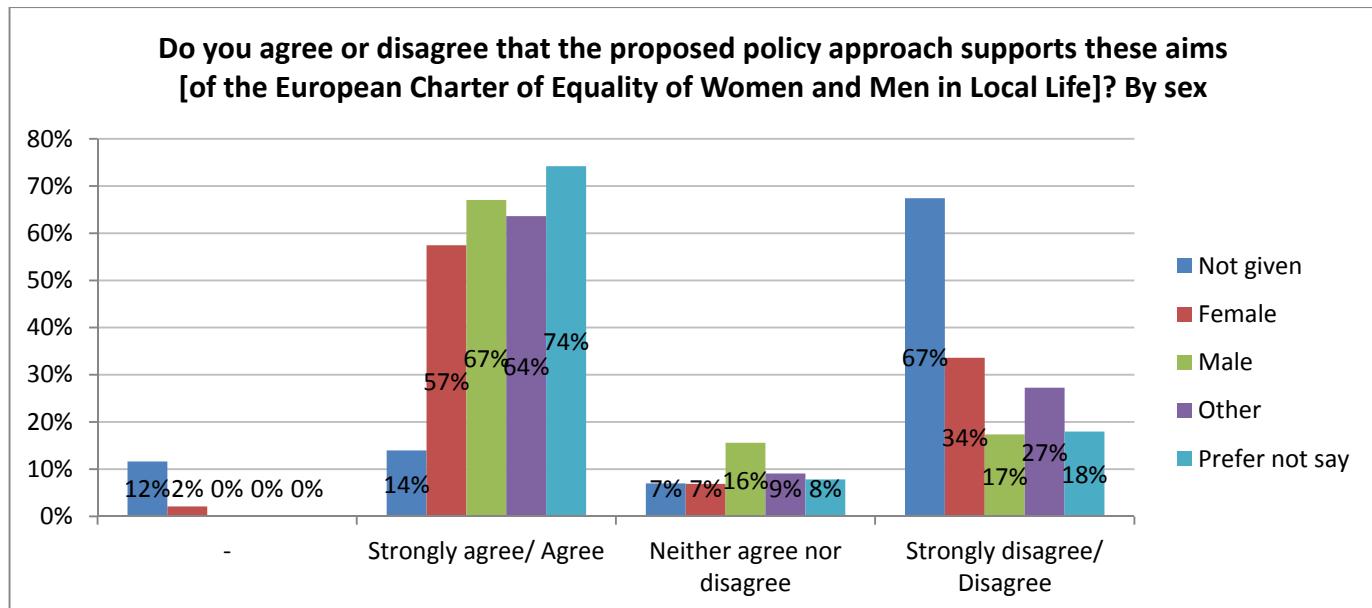
Looking at the sex-split, it can be seen that females are more likely than males to say that the policy does not support the European Charter of Equality. Equally females are more likely than males do say that the policy does support the Charter.



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

Sex Establishment Policy Review – Consultation responses

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:

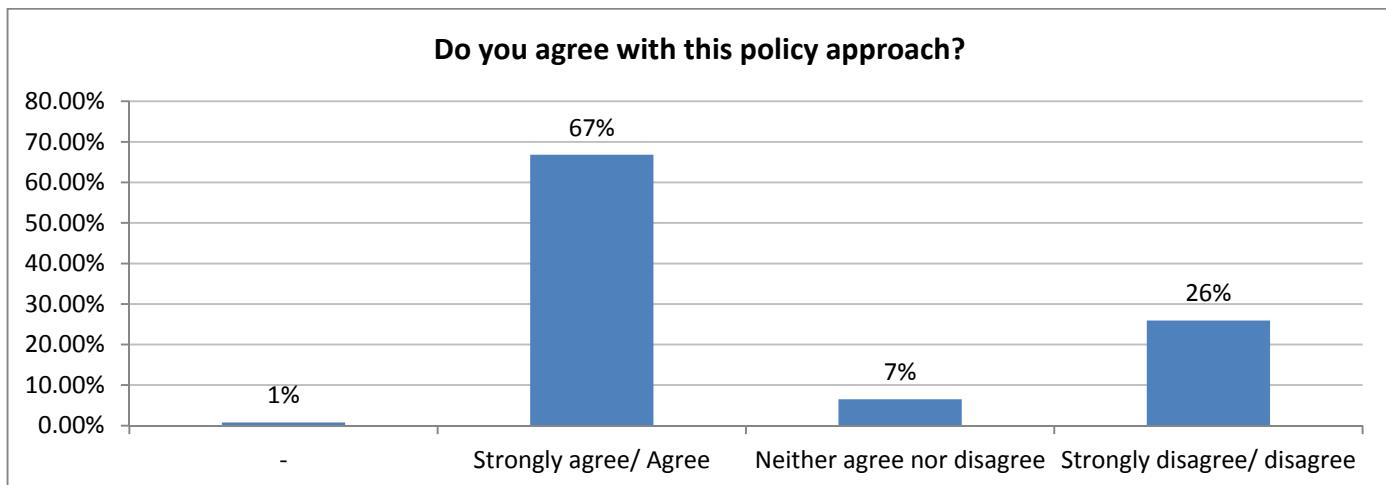
Theme	Number of mentions	Explanation
Against charter	89	These comments say that supporting SEVs goes against the charter as by allowing SEVs to exist in Bristol, there is an unsafe environment for women, thereby not creating an equal society.
SEVs are sexist	87	As this question is directly related to 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**.

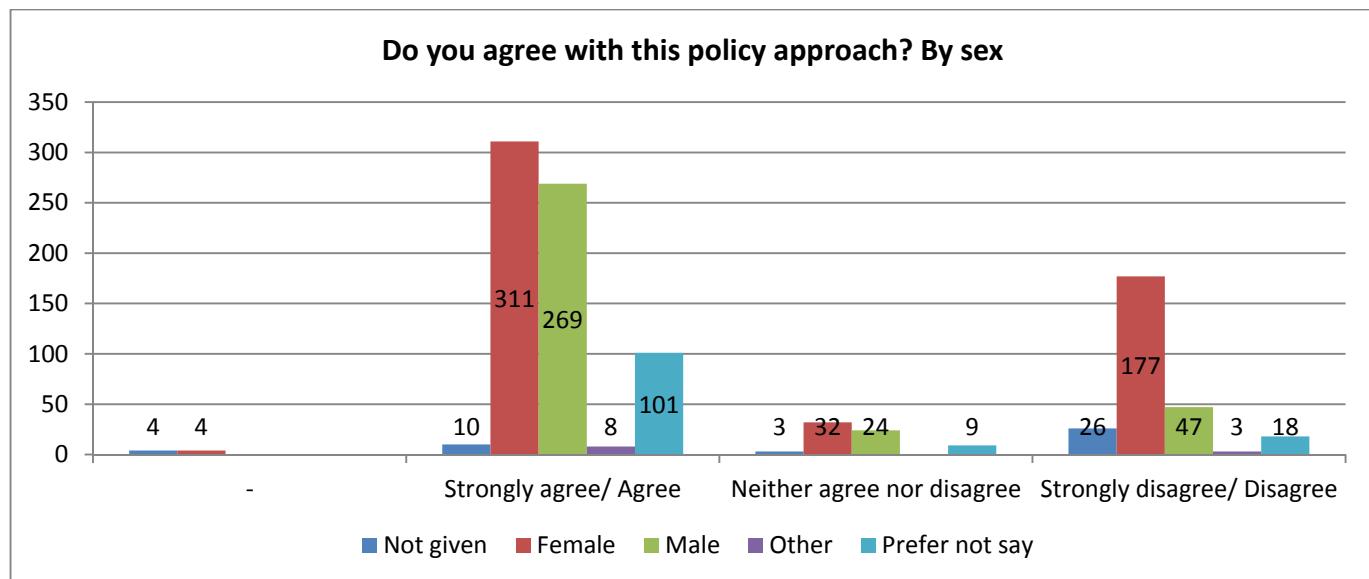
3.6 Historically we have had licensed a small number of SEVs with the aim of safeguarding people in Bristol by strictly regulating lawful activity. Do you agree with this policy approach?

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

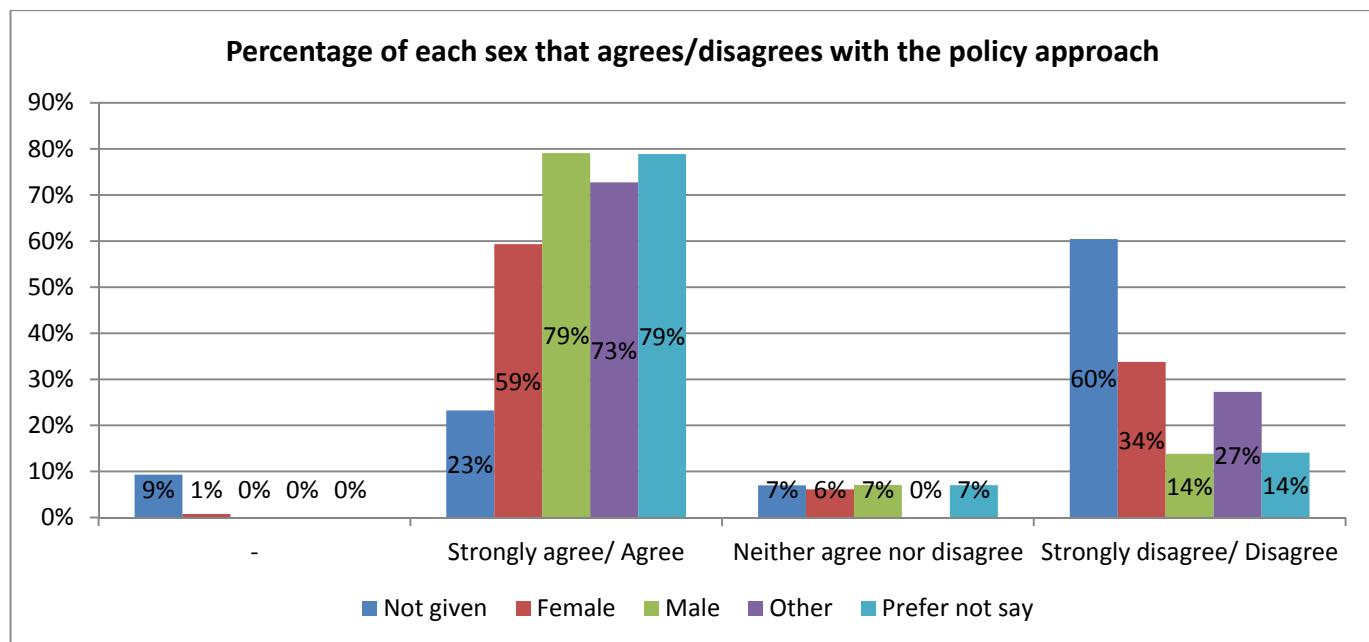


Sex Establishment Policy Review – Consultation responses

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-licensed 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

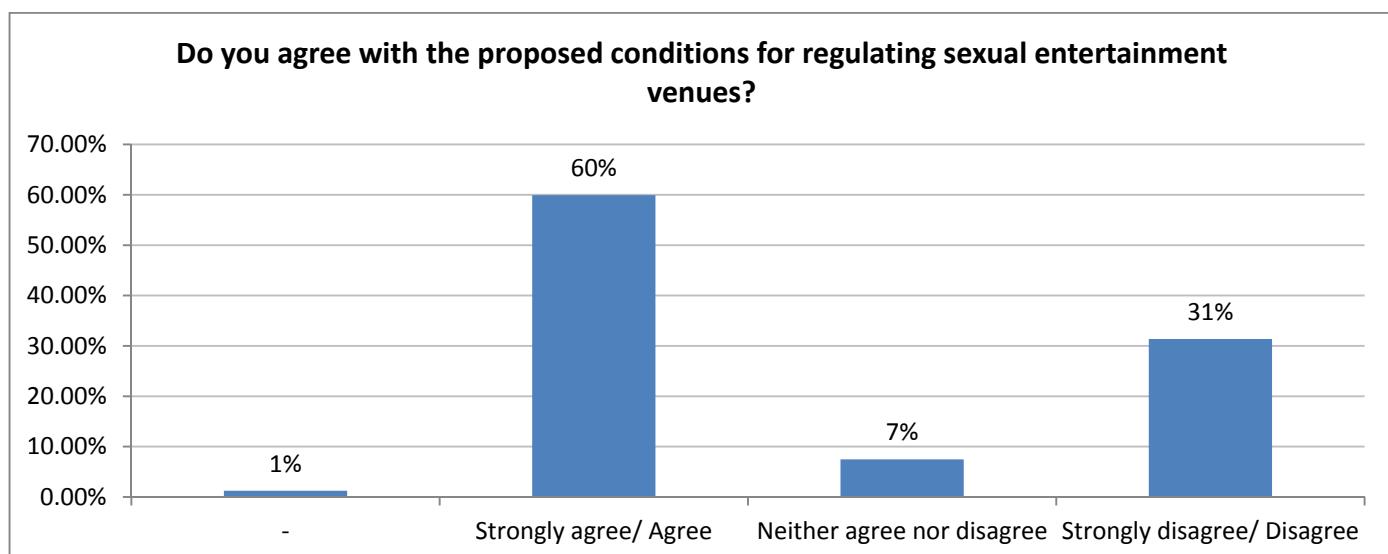
1

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

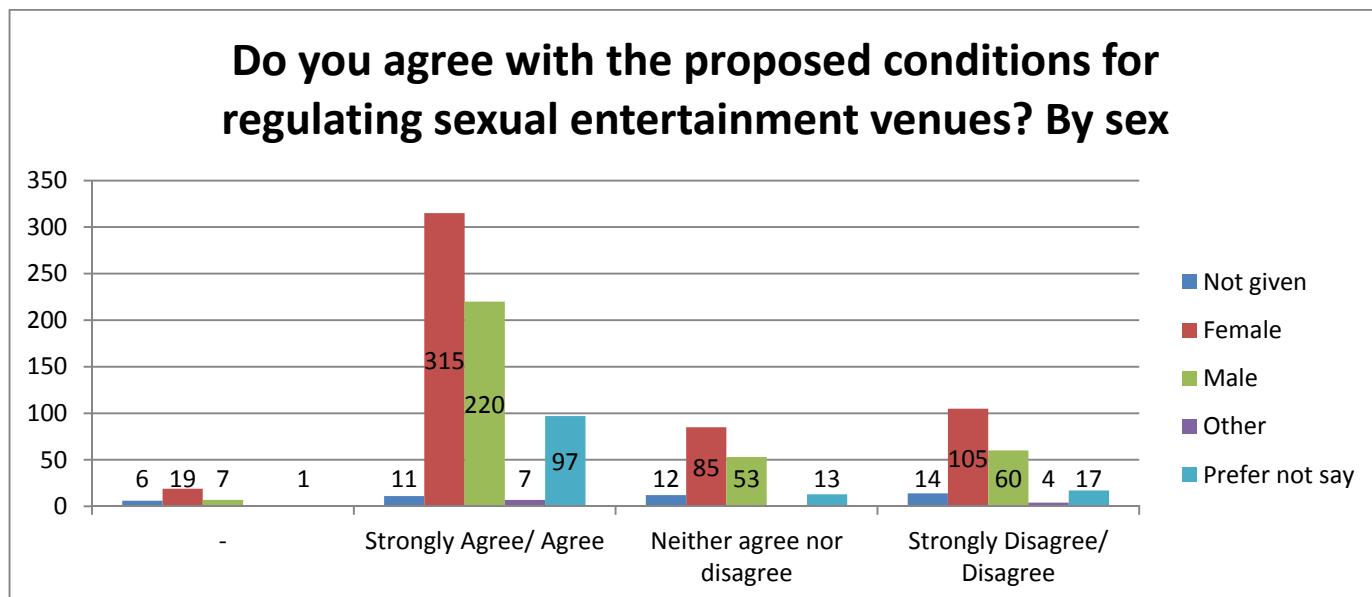
3.7 Do you agree with the proposed conditions for regulating sexual entertainment venues?

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.

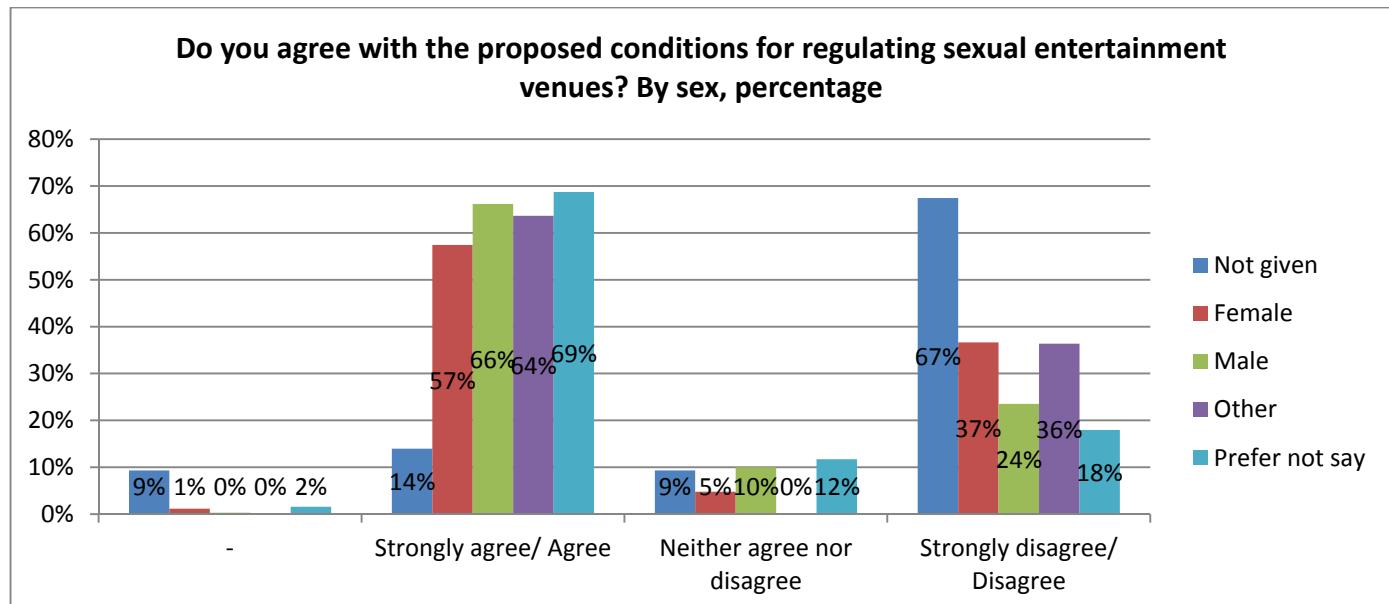


Looking at the sex-split, can see that the majority of all sexes agree with the proposed conditions.



Sex Establishment Policy Review – Consultation responses

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-licensed brothels	1	

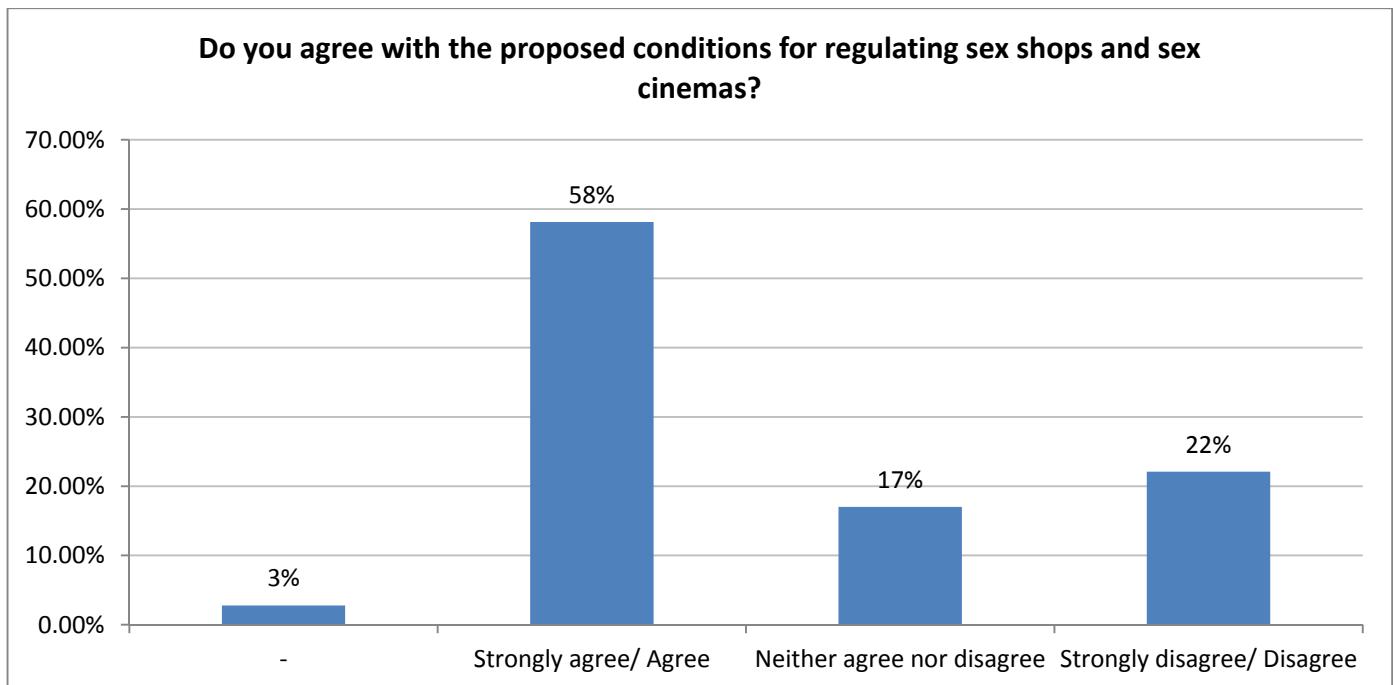
The comments made on this question are attached in full at **Appendix E**.

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

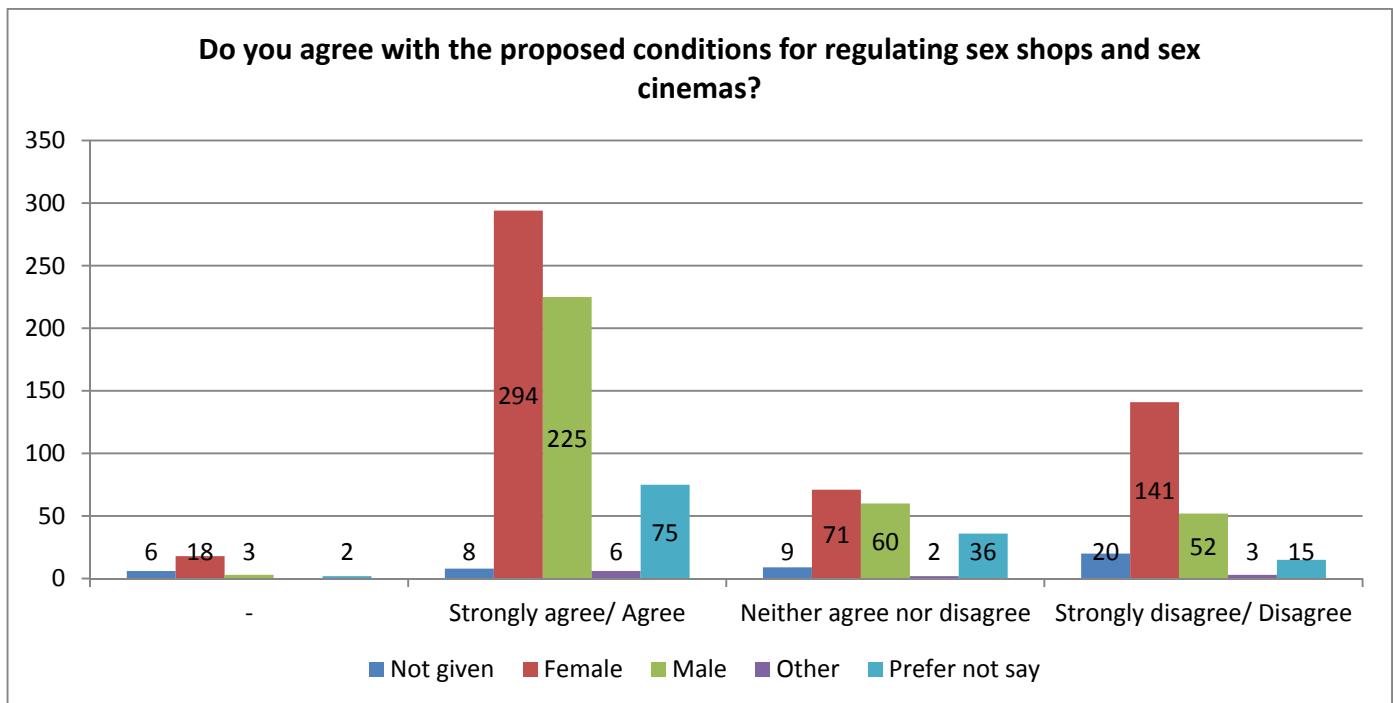
Respondents were asked specifically about the proposed conditions relating to sex shops and sex cinemas. A copy of the proposed conditions was available at the time of consultation.

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.

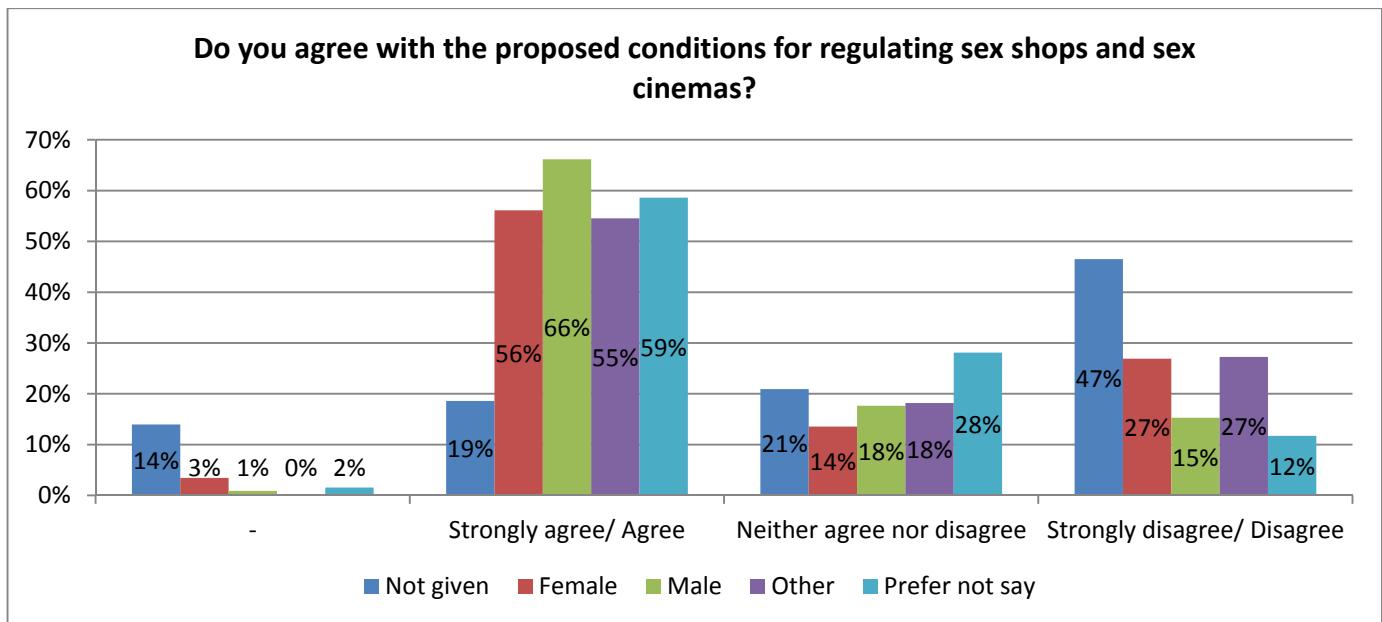
Sex Establishment Policy Review – Consultation responses



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.

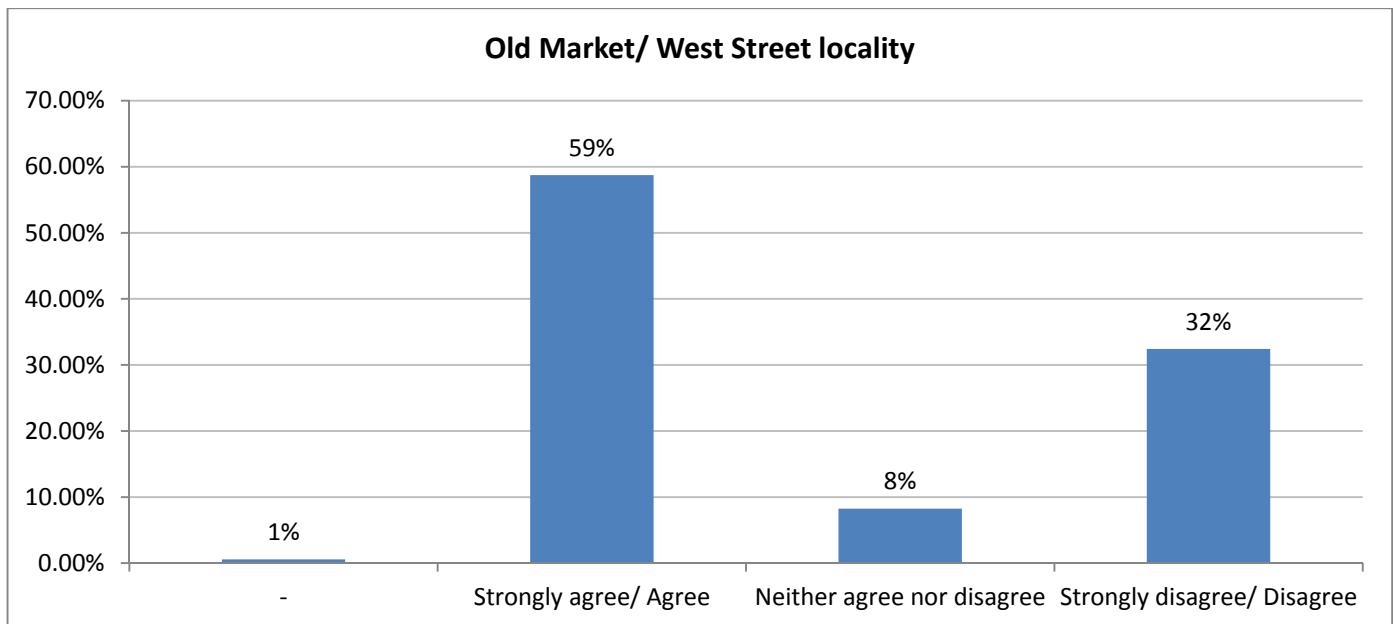
3.9.1 Old Market

The proposed numbers for this locality are:

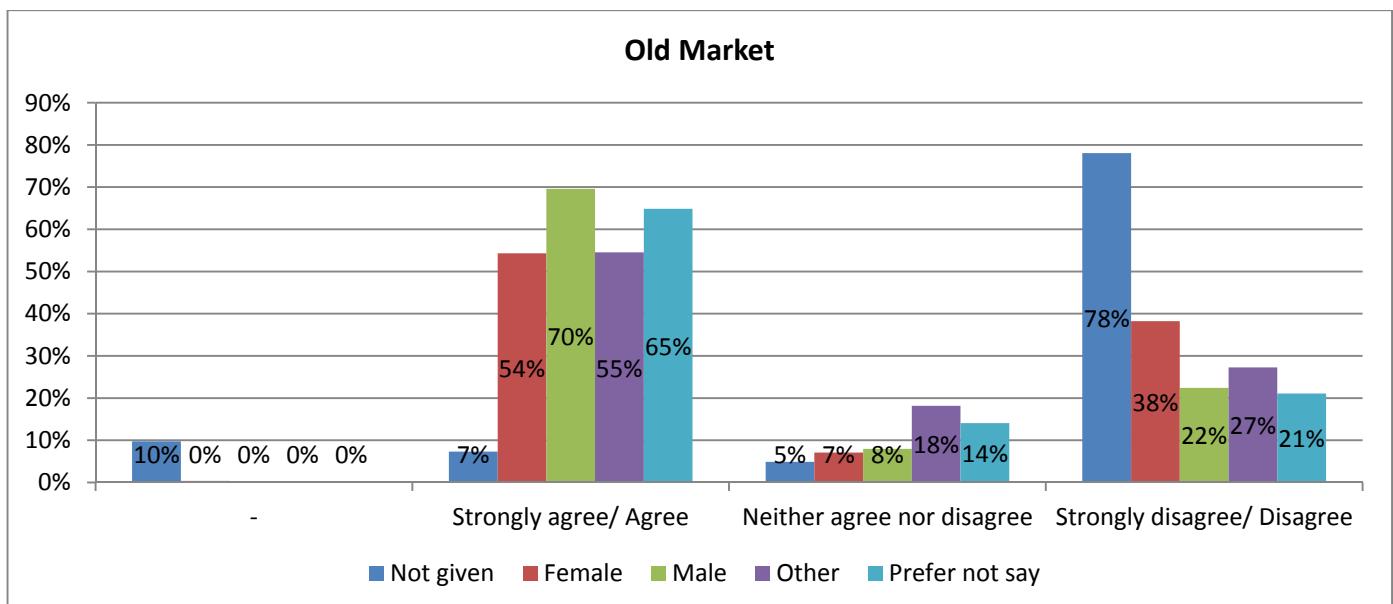
Type	Number
SEV	1
Sex Shop	2
Sex Cinema	0

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

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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.



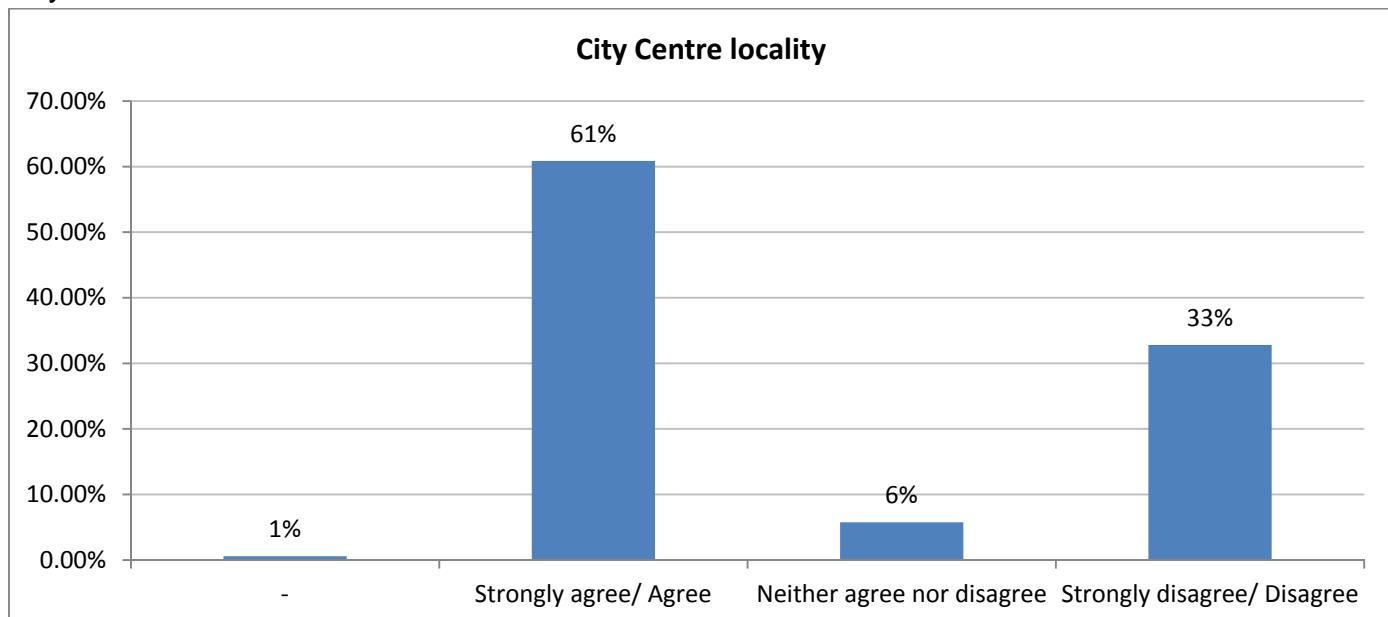
Response	Female	Male
Not responded	<1%	0%
Strongly agree/ Agree	54%	70%
Neither agree nor disagree	7%	8%
Strongly disagree/ Disagree	38%	22%

3.9.2 City Centre

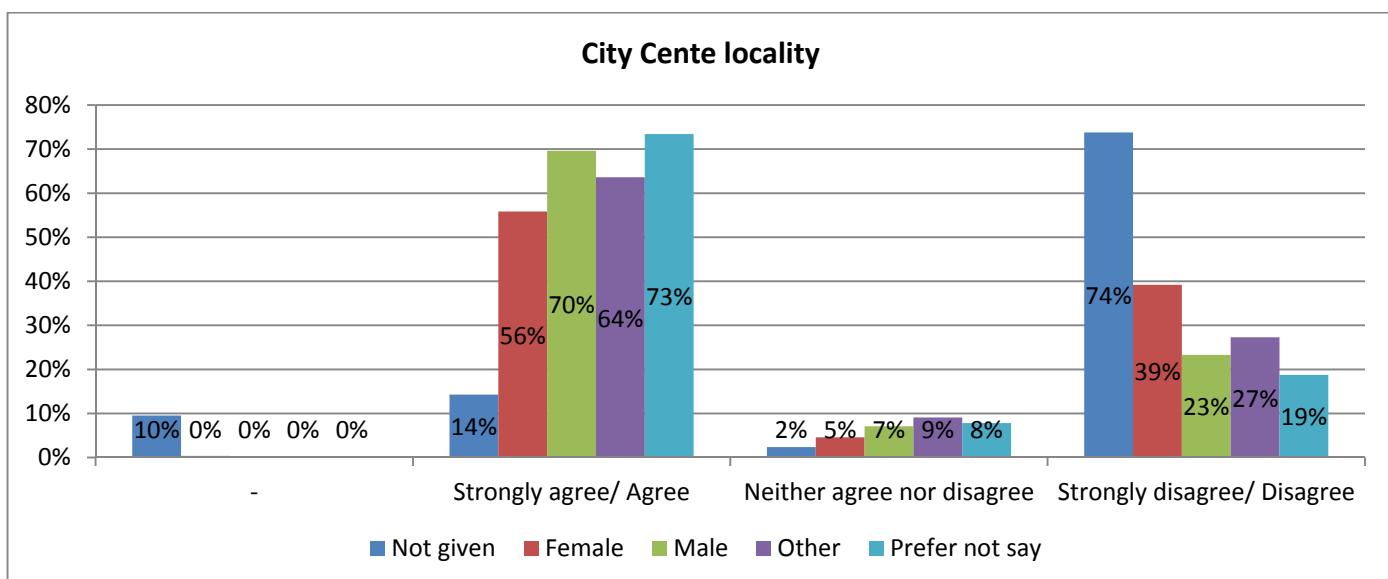
The proposed numbers for this locality are:

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.



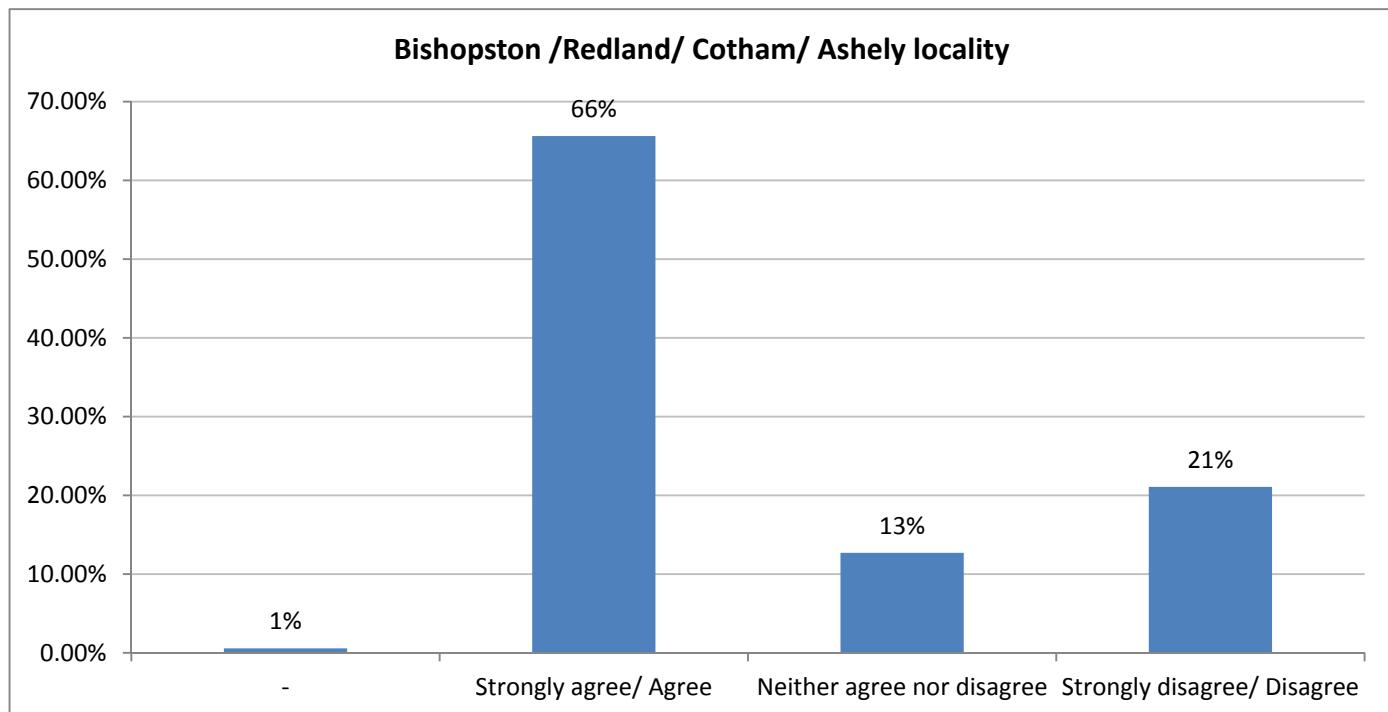
Response	Female	Male
Not responded	<1%	0%
Strongly agree/ Agree	56%	70%
Neither agree nor disagree	5%	7%
Strongly disagree/ Disagree	39%	23%

3.9.3 Bishopston/ Redland/ Cotham/ Ashley

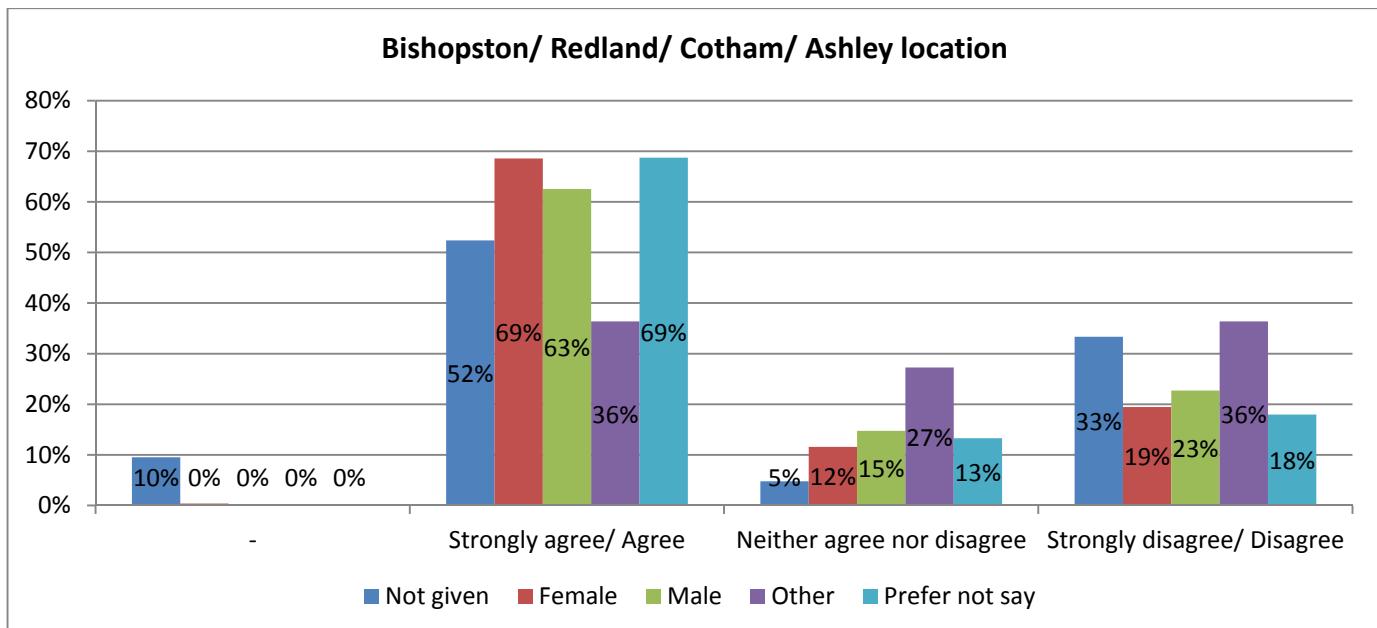
The proposed numbers for this locality are:

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**.

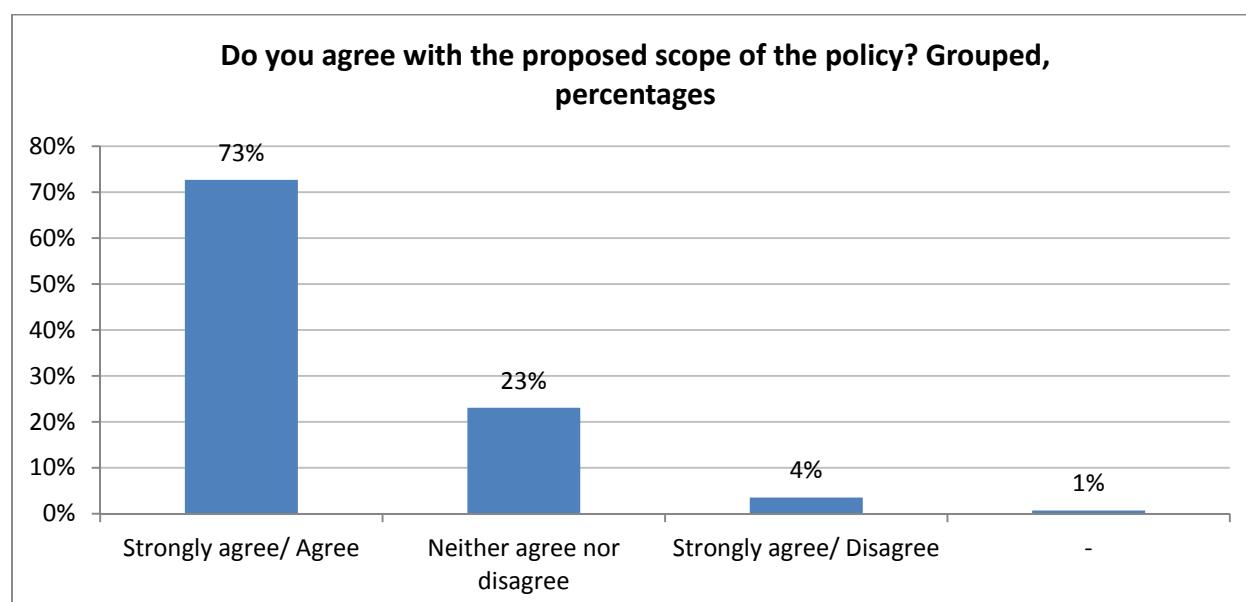
4. Citizen Panel Responses

4.1 Introduction

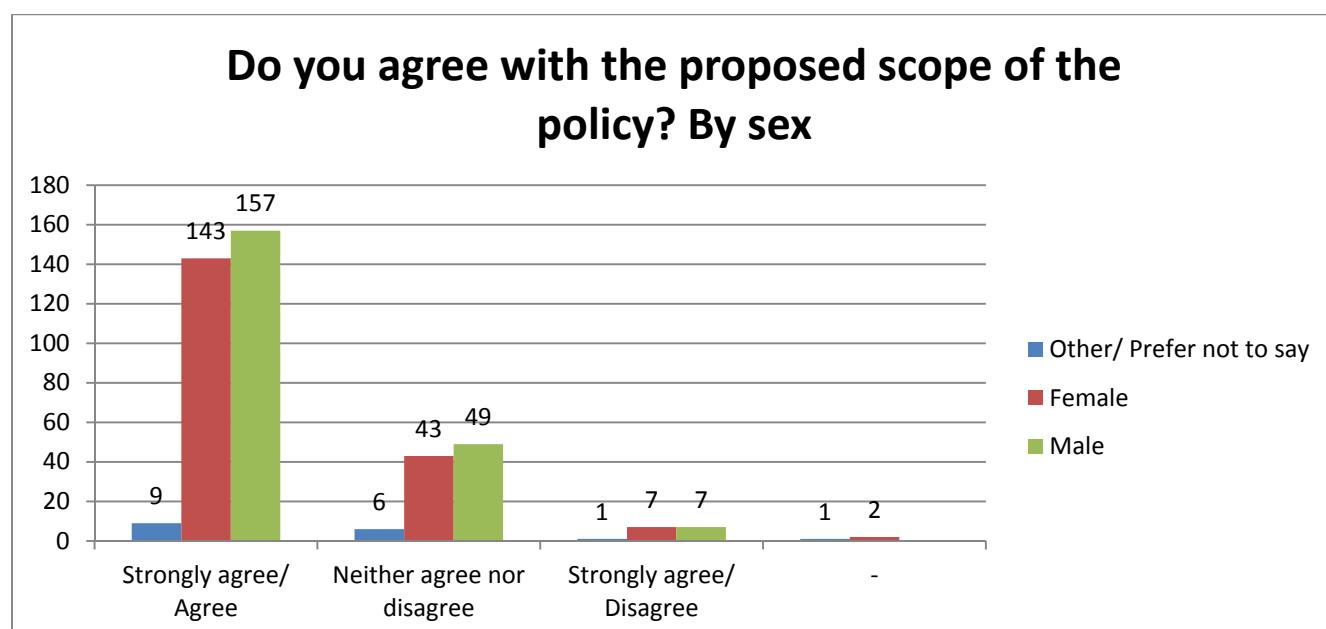
The consultation survey was made available to the Citizen Panel for one month during the consultation period. The questions provided were the same as in the wider consultation, and the same supporting documents were available to commenters.

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.

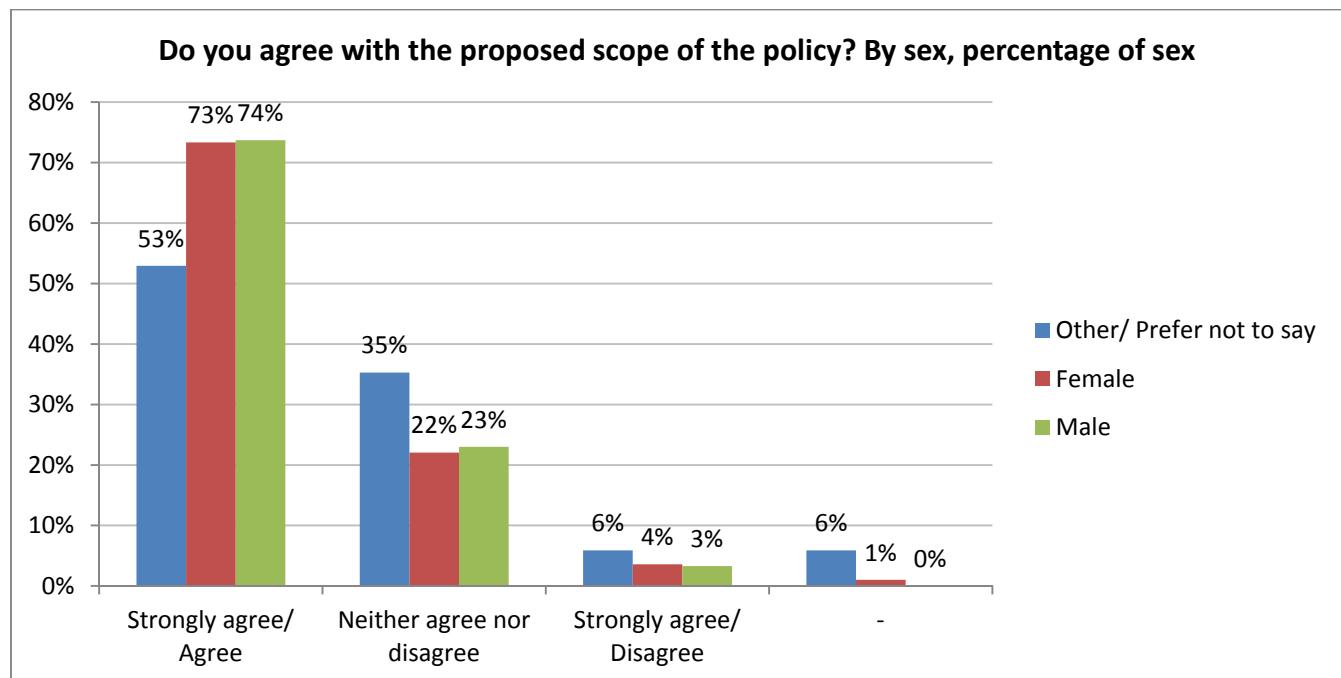


When looking at the split by sex, the majority of respondents were men and agreed with the proposed scope of the policy.



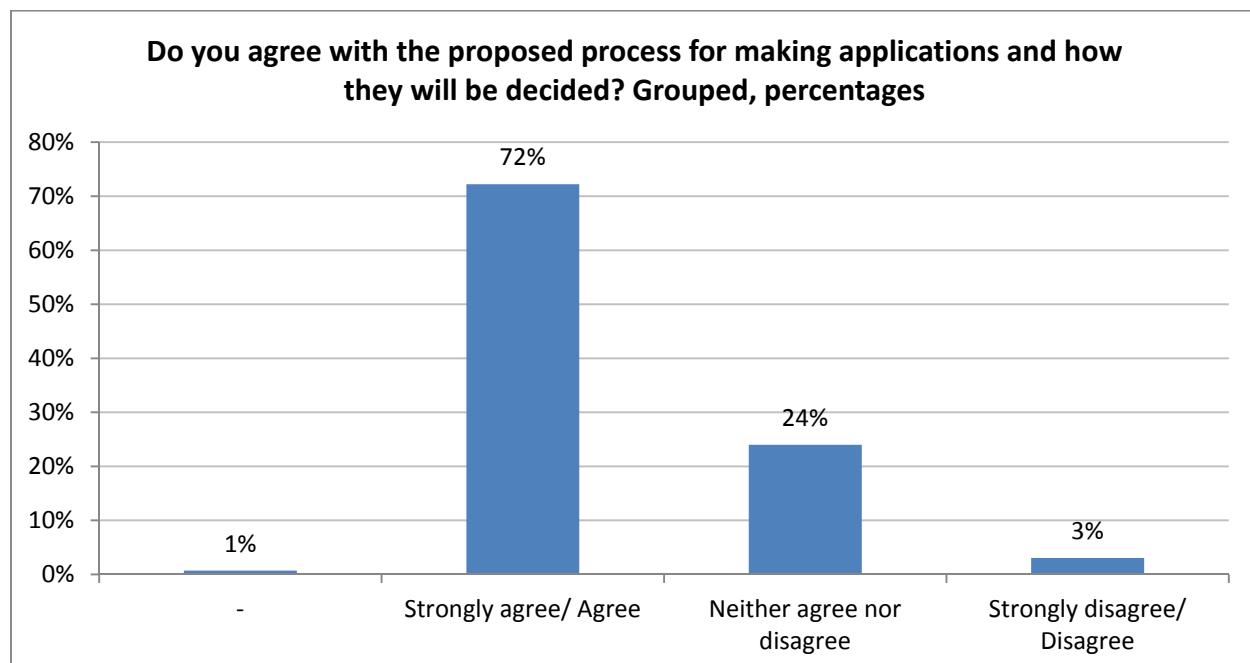
Sex Establishment Policy Review – Consultation responses

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.



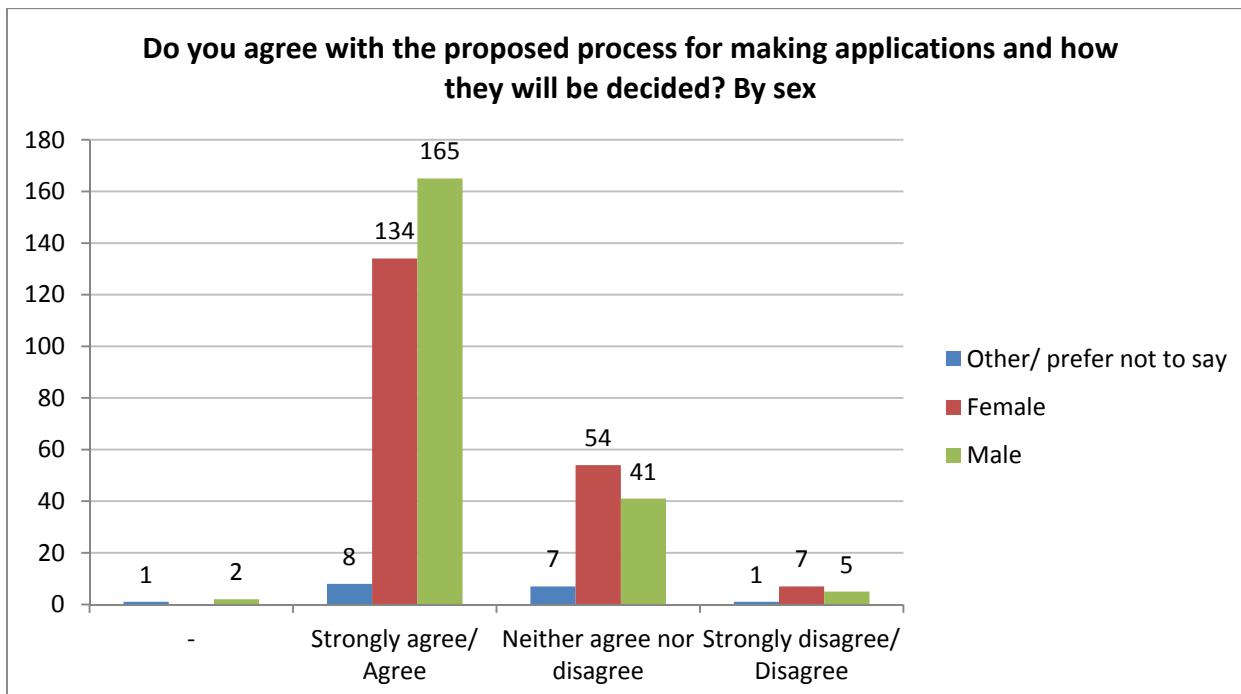
4.3 Do you agree with the proposed process for making applications and how they will be decided?

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

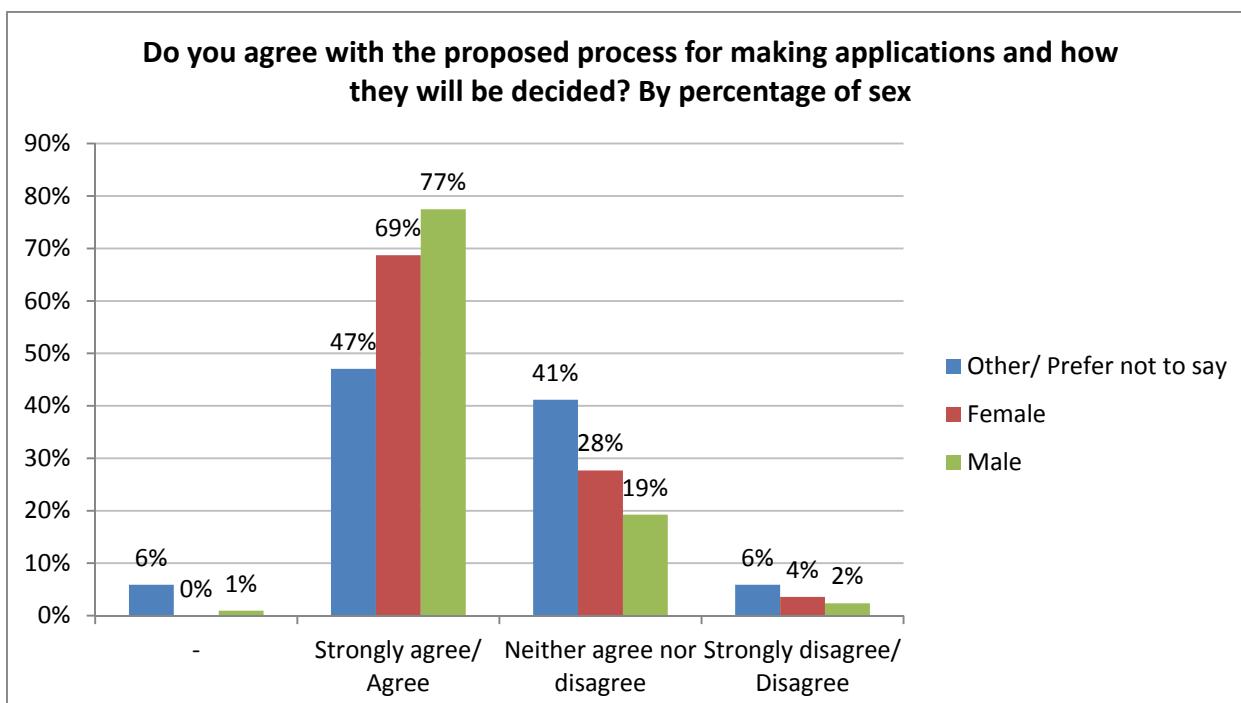


Looking at the split by sex, it can be seen that the majority of males and females agreed with the proposed application and decision making process.

Sex Establishment Policy Review – Consultation responses



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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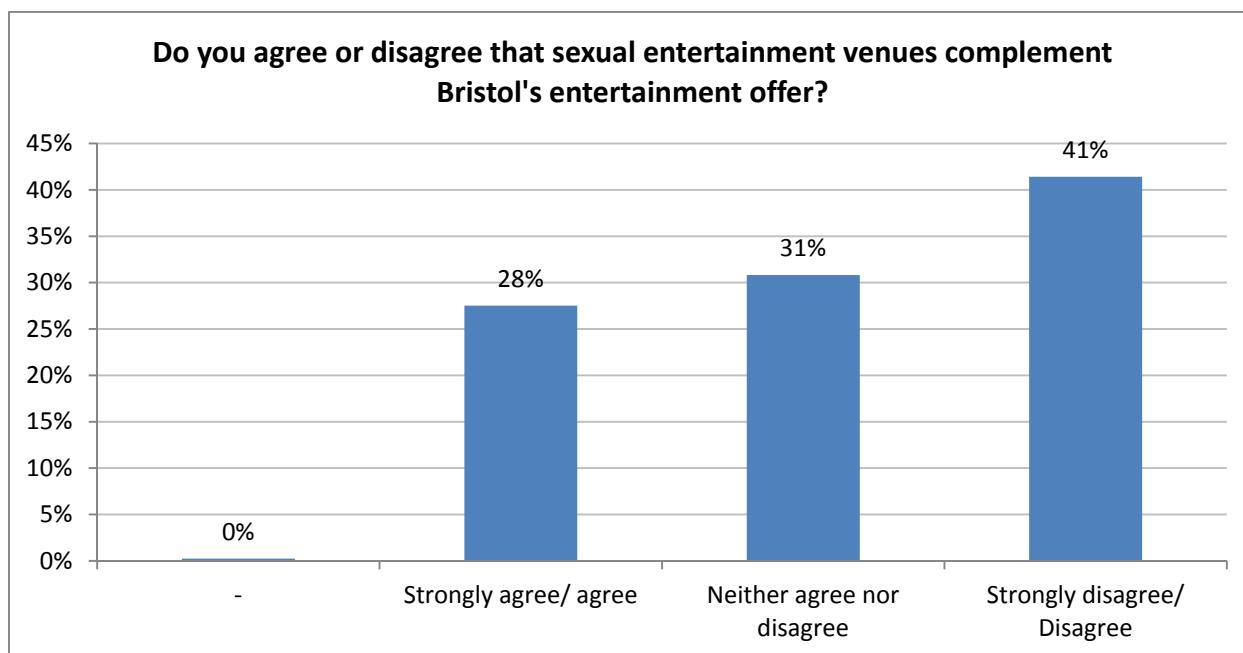
Other	11
Importance of safety of any performers	10 These commenters believe that the performer's safety should be considered in the policy. These included making sure conditions are followed, the performers are not coerced into working there, and that their working conditions are safe.
Comments on specific 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 waiver 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**.

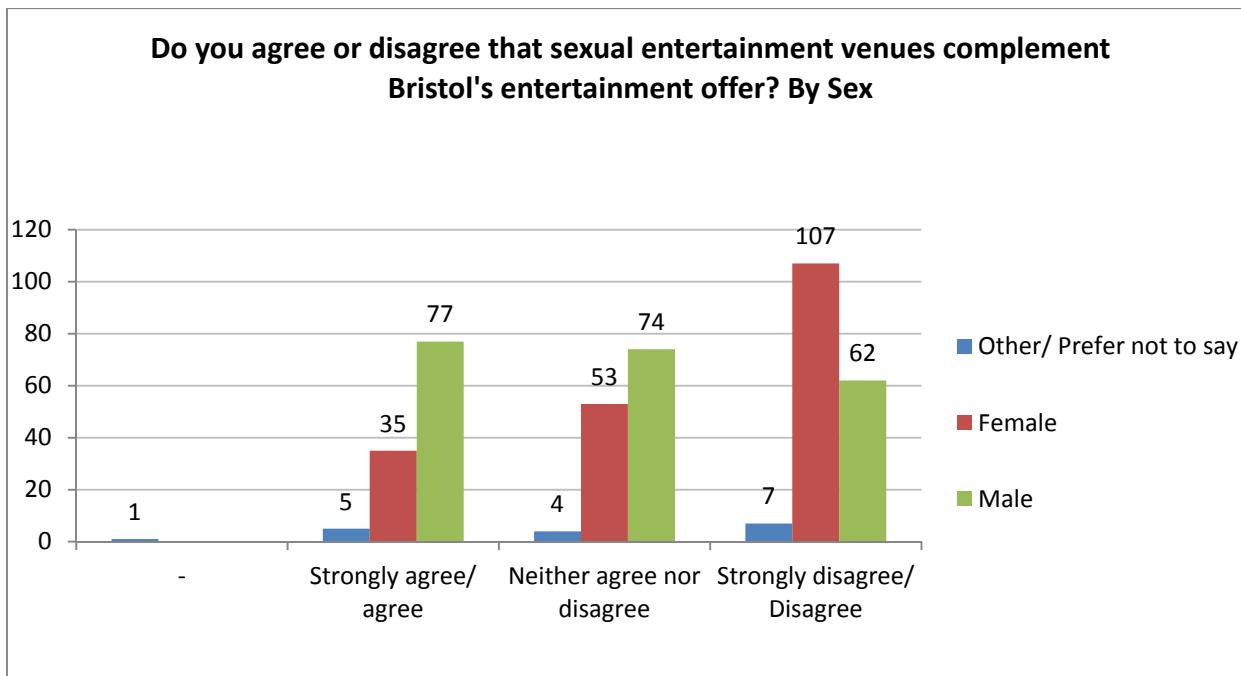
4.4 Do you agree or disagree that sexual entertainment venues complement Bristol's entertainment offer?

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%.

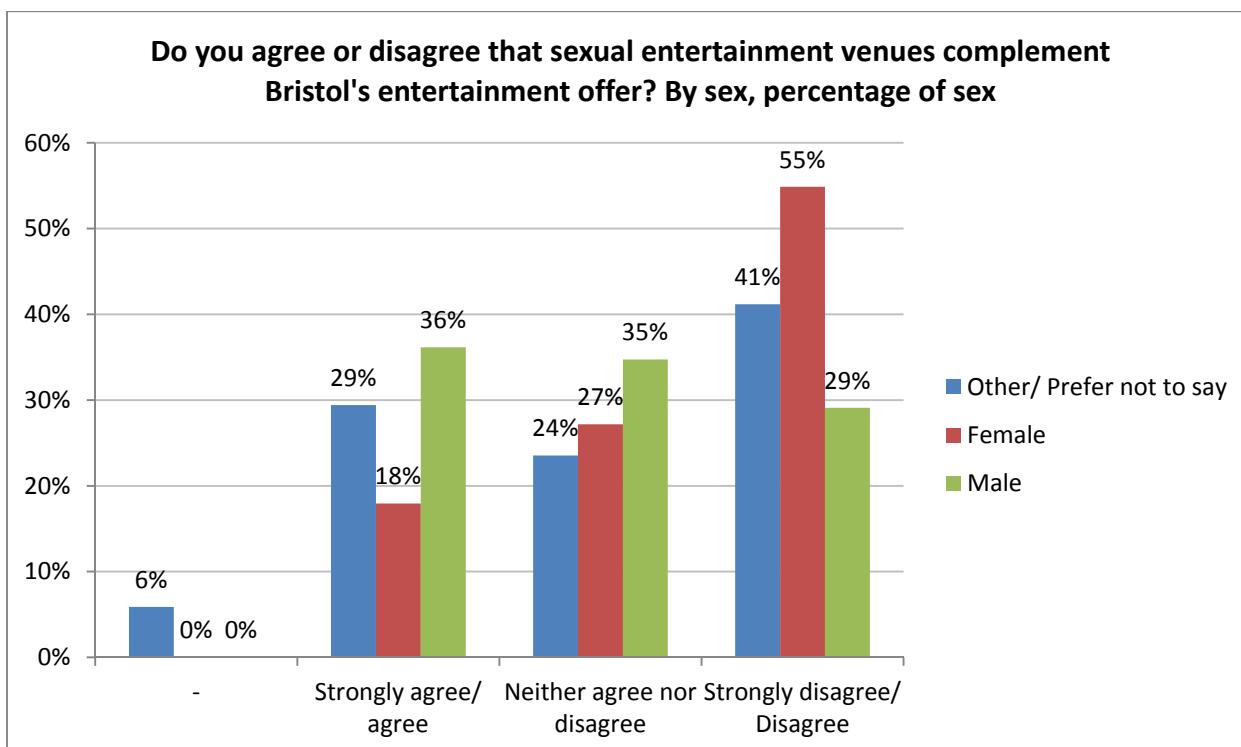


When you look at the split by sex males are evenly spread across all responses, whereas females were more likely to disagree with the statement.

Sex Establishment Policy Review – Consultation responses



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]?

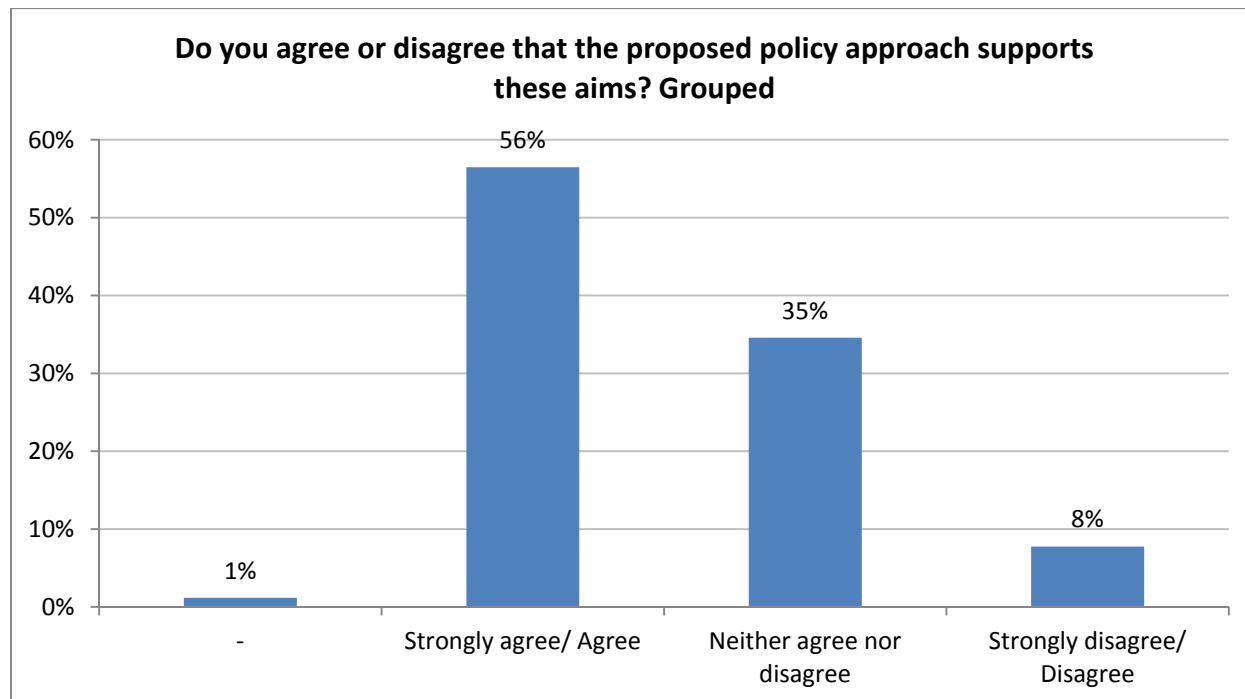
A statement accompanied this question as follows:

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.

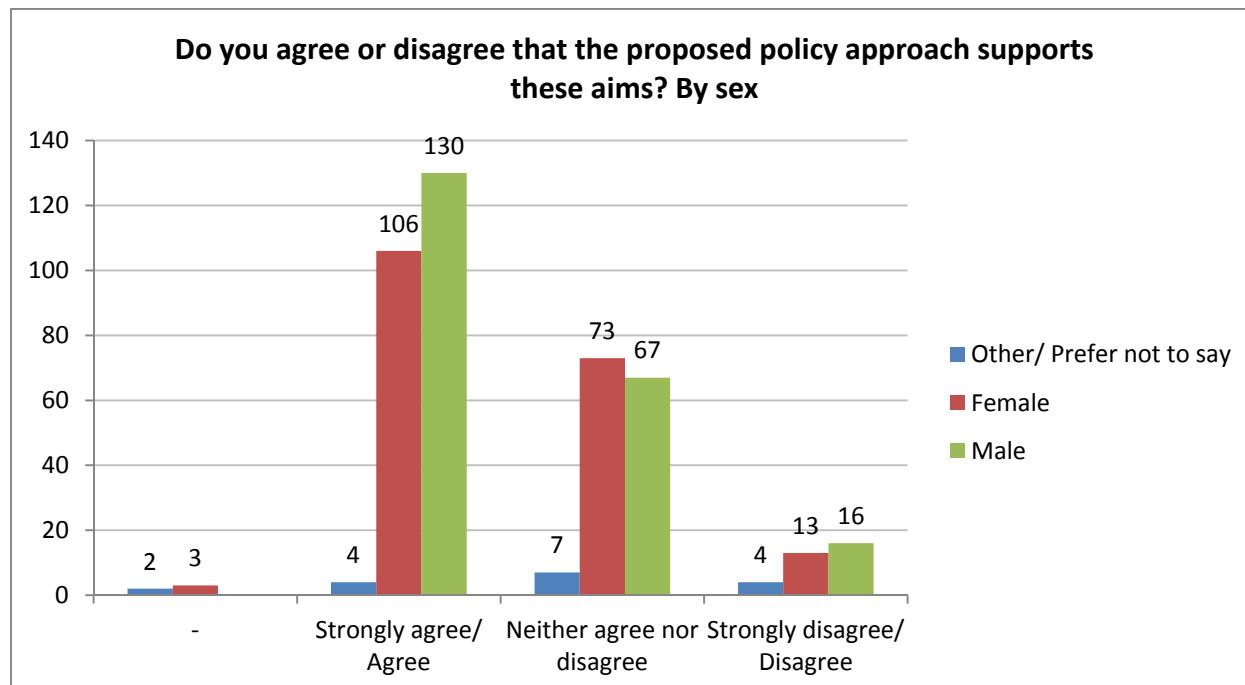
Respondents were asked whether they agreed or disagreed that the proposed policy approach supports these aims.

Sex Establishment Policy Review – Consultation responses

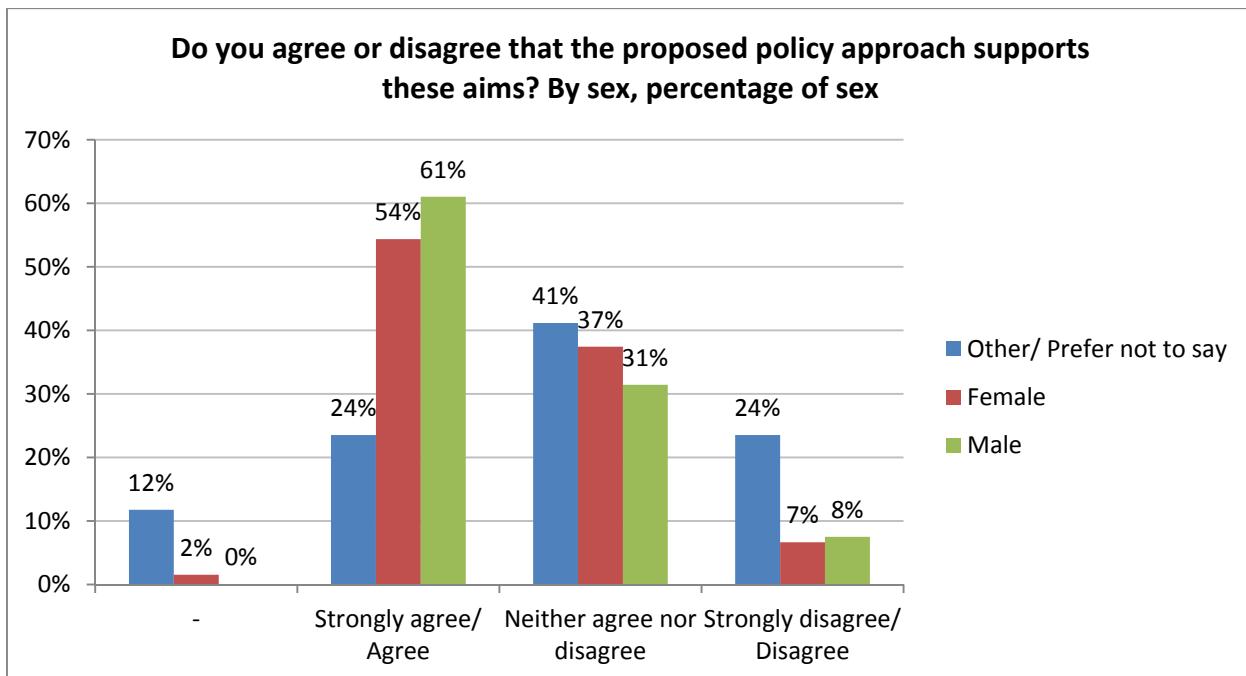
The majority of respondents (56%) agreed that the proposed approach supported the aims.



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:

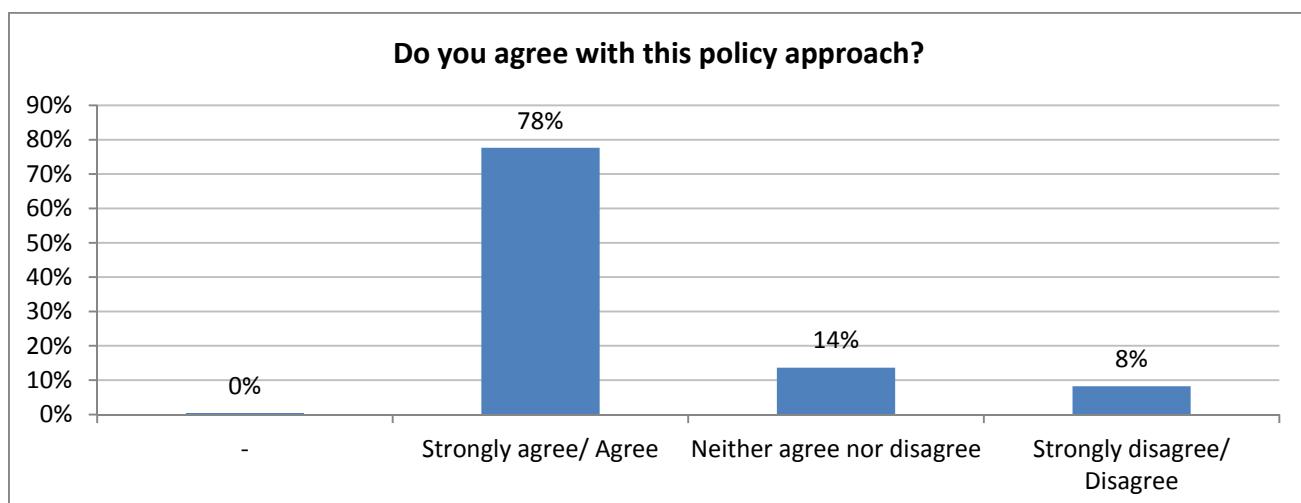
Subject	Number	Notes
Other	12	
The policy does not support the Equality Charter	11	This mostly comes from the idea that SEVs are by definition not able to promote equality.
References to women's rights	8	Including points that: The definition of nudity for women is different from for men, which is not 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

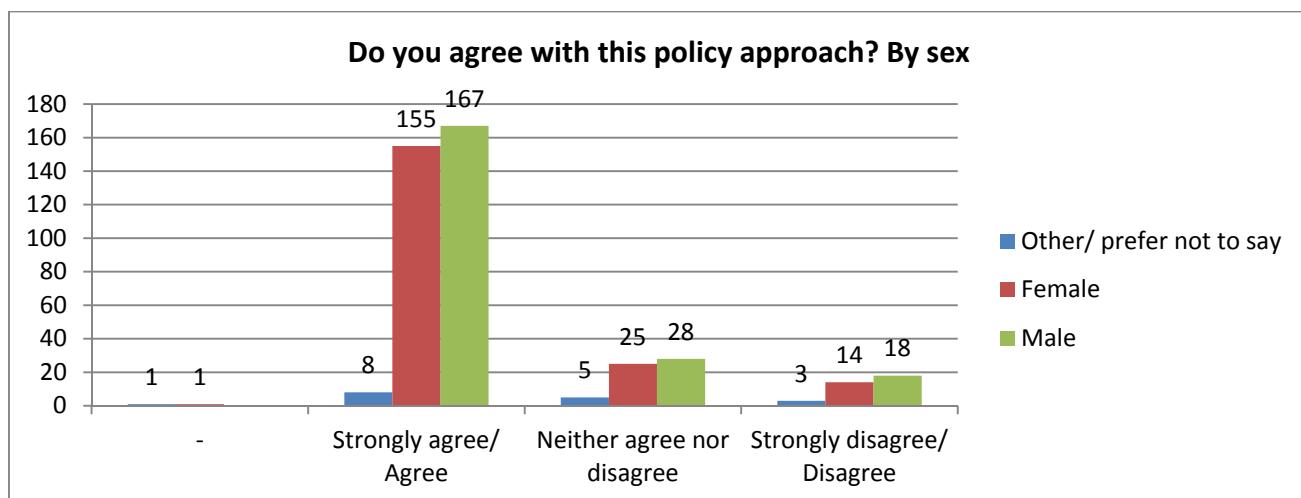
The comments made on this question are attached in full at **Appendix J**.

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.

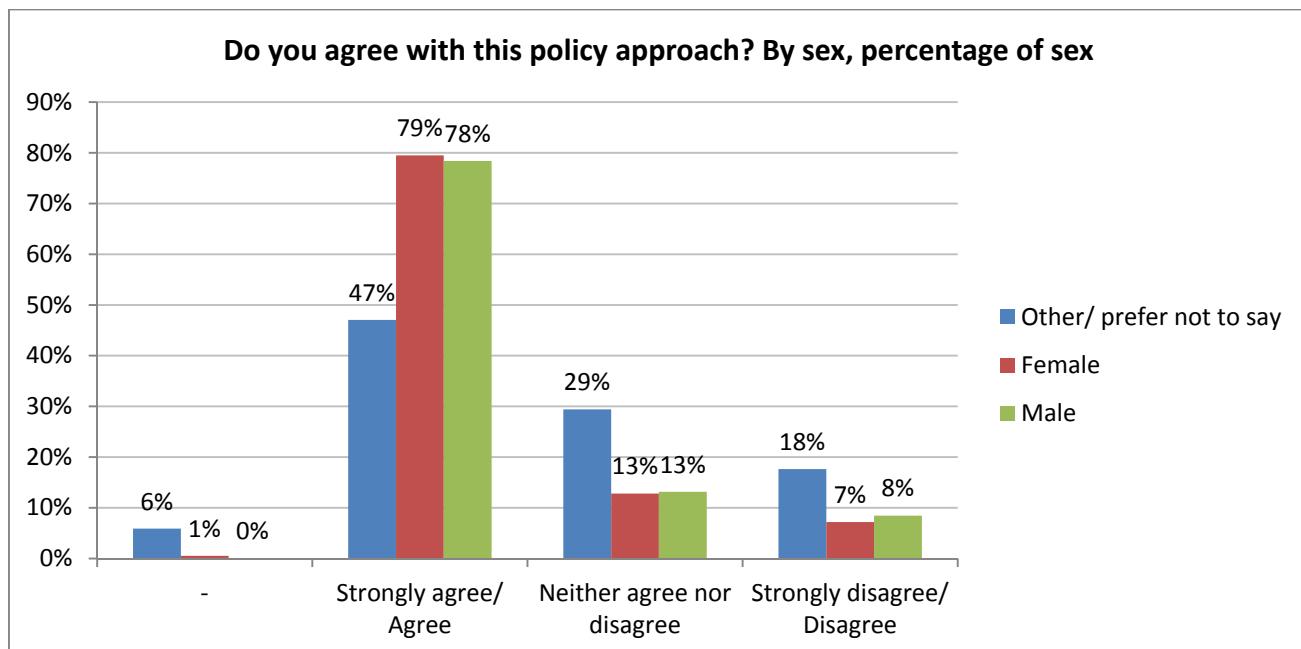


Looking at the split by sex it can be seen that the majority of all sexes agreed with the policy approach.



Sex Establishment Policy Review – Consultation responses

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:

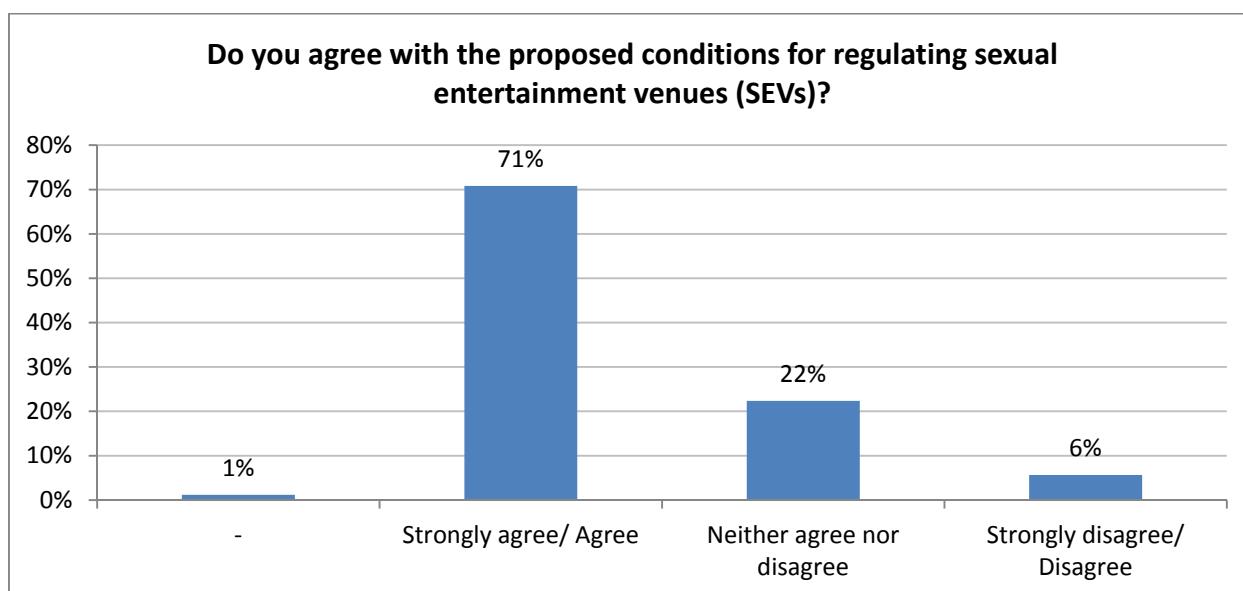
Subject	Number	Notes
Other	11	
Worker's rights	10	In general, agreeing it is important to protect the performers in their place of work, and that this policy appears to do this
No SEVS should be licensed	10	
The importance of regulating the SEVs so they do not go underground	8	
References to women's 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**.

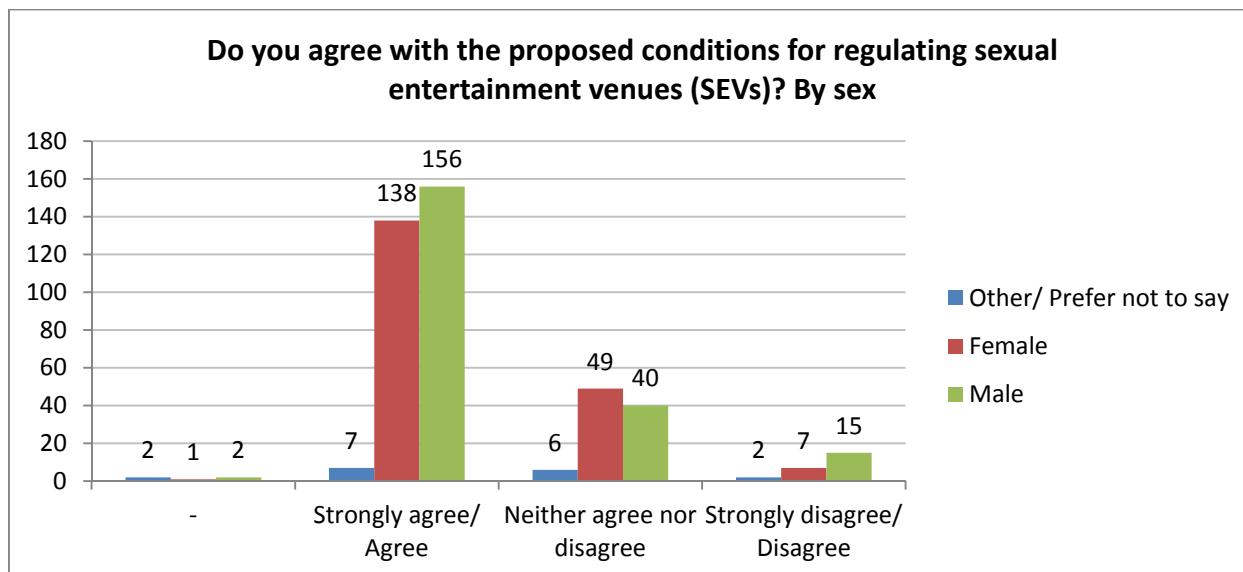
4.7 Do you agree with the proposed conditions for regulating sexual entertainment venues?

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

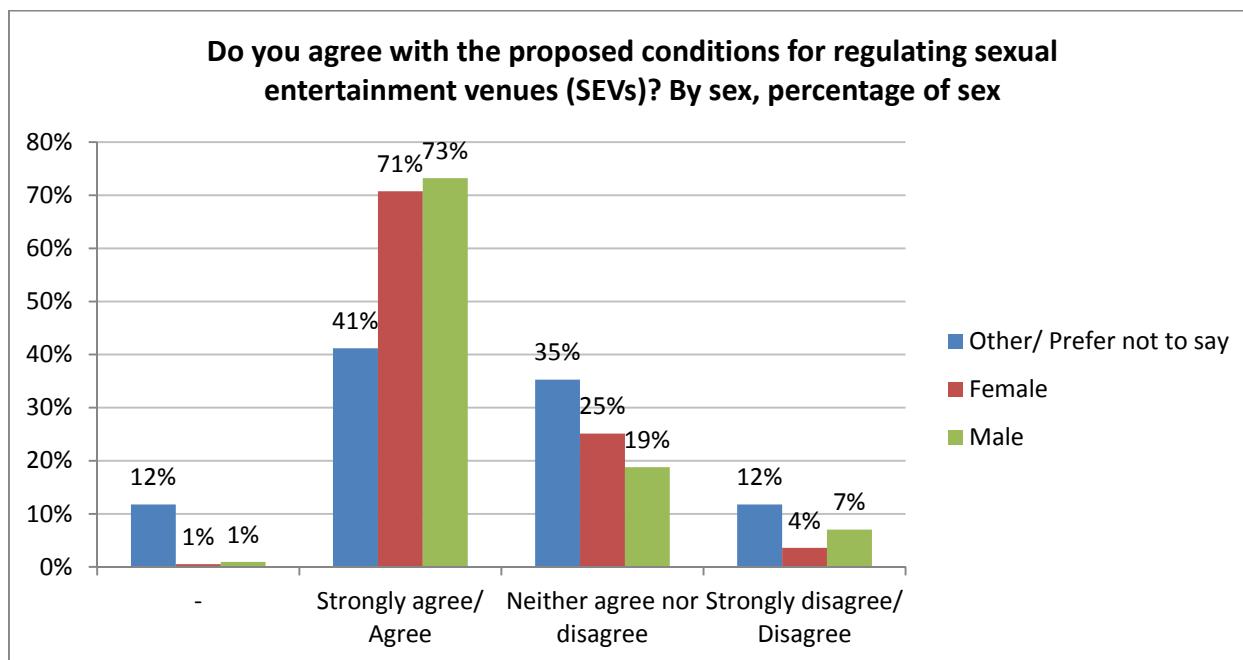


Sex Establishment Policy Review – Consultation responses

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:

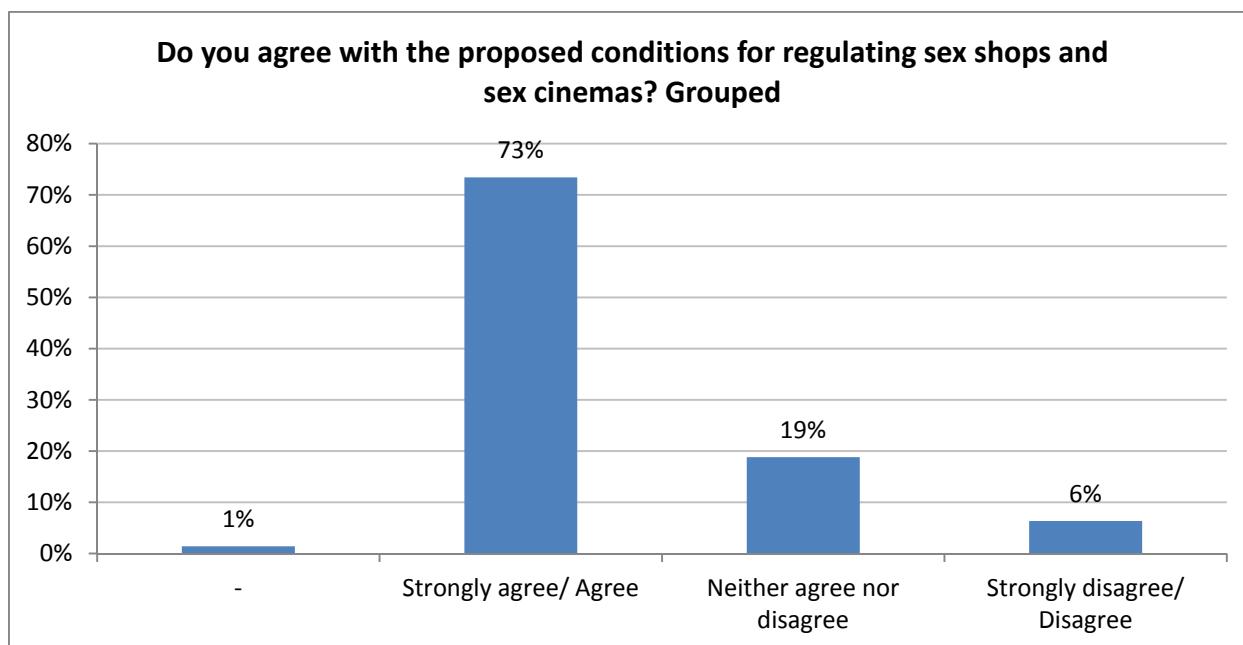
Subject	Number	Notes
Other	11	
Specific policy suggestions	8	
There should be no SEVs	5	

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	

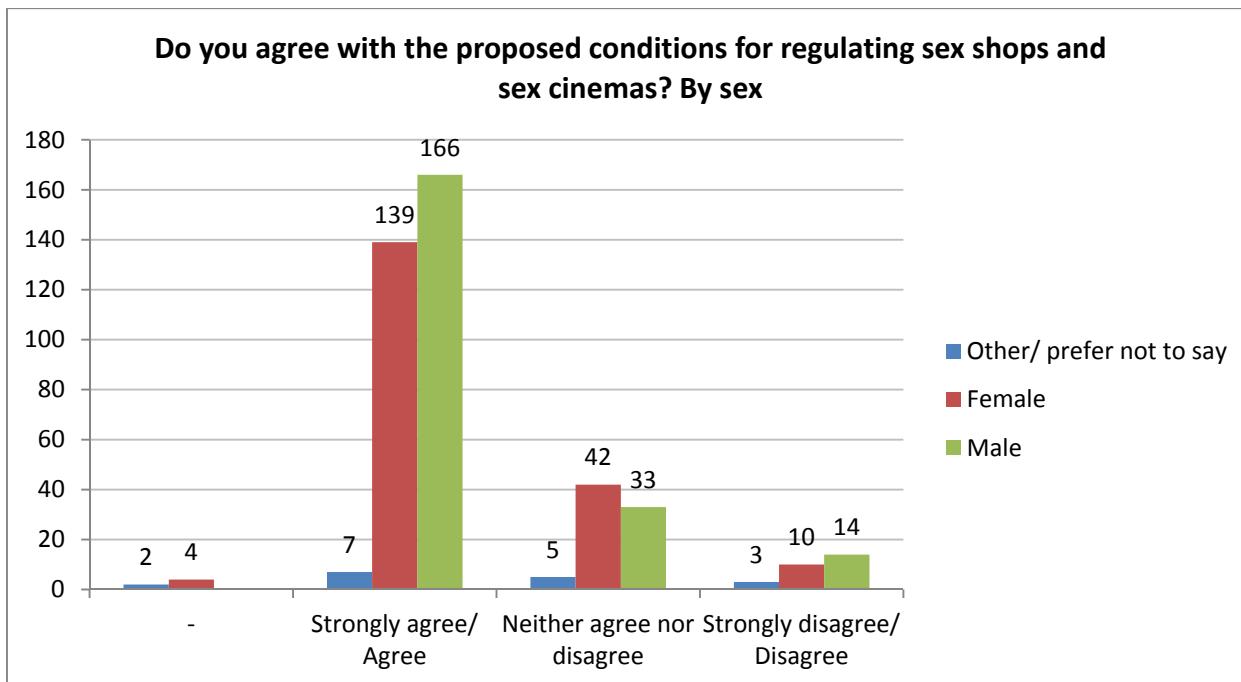
The comments made on this question are attached in full at **Appendix L**.

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

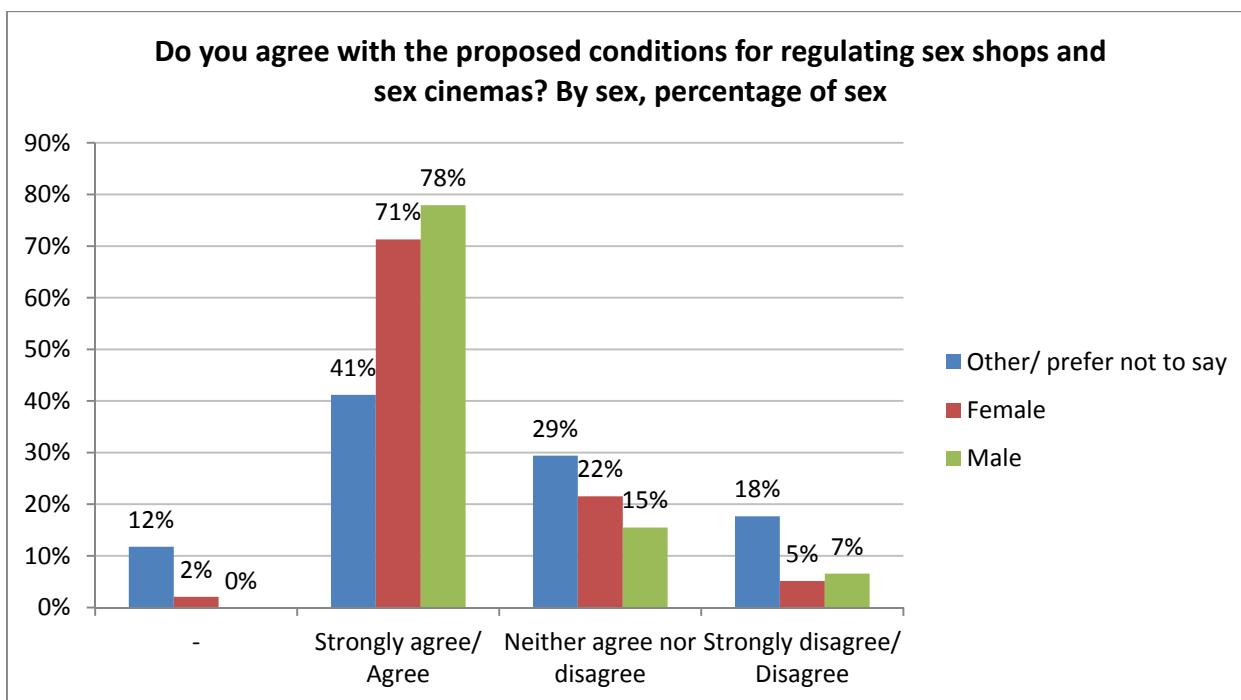
The majority of respondents (73%) agreed with the proposed conditions for regulating sex shops and sex cinemas.



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

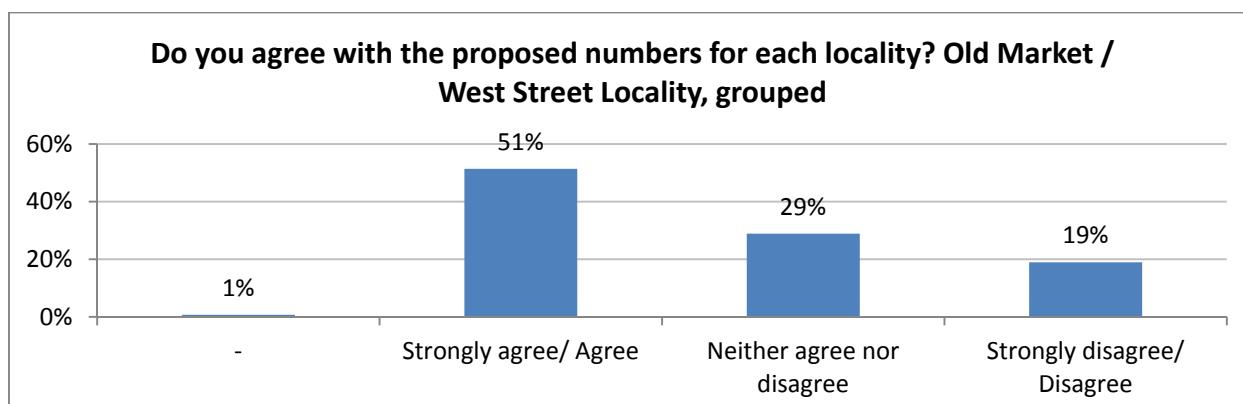
This question asked respondents to confirm whether they agreed with the proposed numbers of SEVs, sex shops and sex cinemas in the three currently defined localities of Old Market/West Street, City Centre, and Bishopston/Redland/Cotham/Ashley.

4.9.1 Old Market

The proposed numbers for this locality are:

Type	Number
SEV	1
Sex Shop	2
Sex Cinema	0

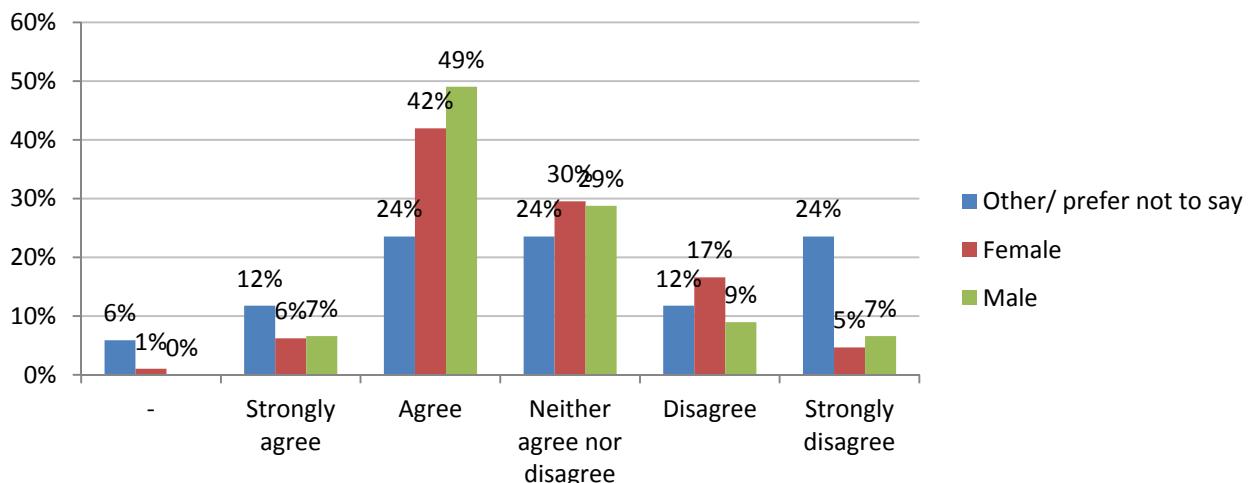
The majority of respondents (51%) agreed with the proposed numbers for the Old Market locality, however a significant proportion (29%) neither agreed nor disagreed.



Sex Establishment Policy Review – Consultation responses

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.

Do you agree with the proposed numbers for each locality? Old Market / West Street Locality. By sex, percentage of sex



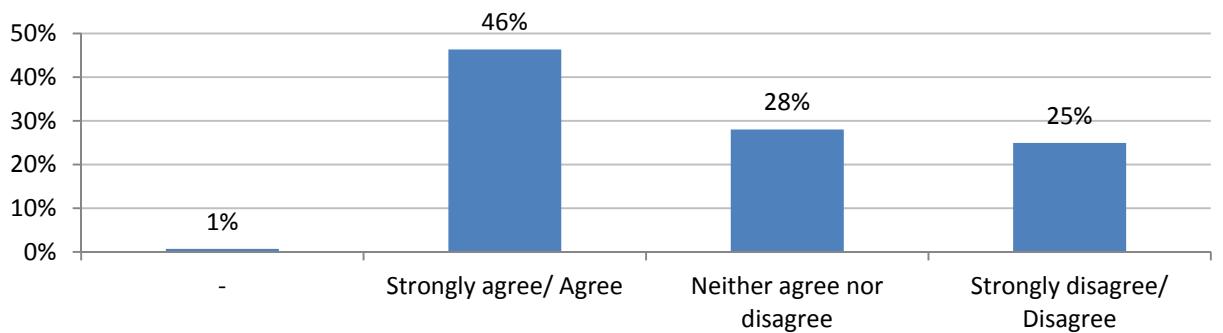
4.9.2 City Centre

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.

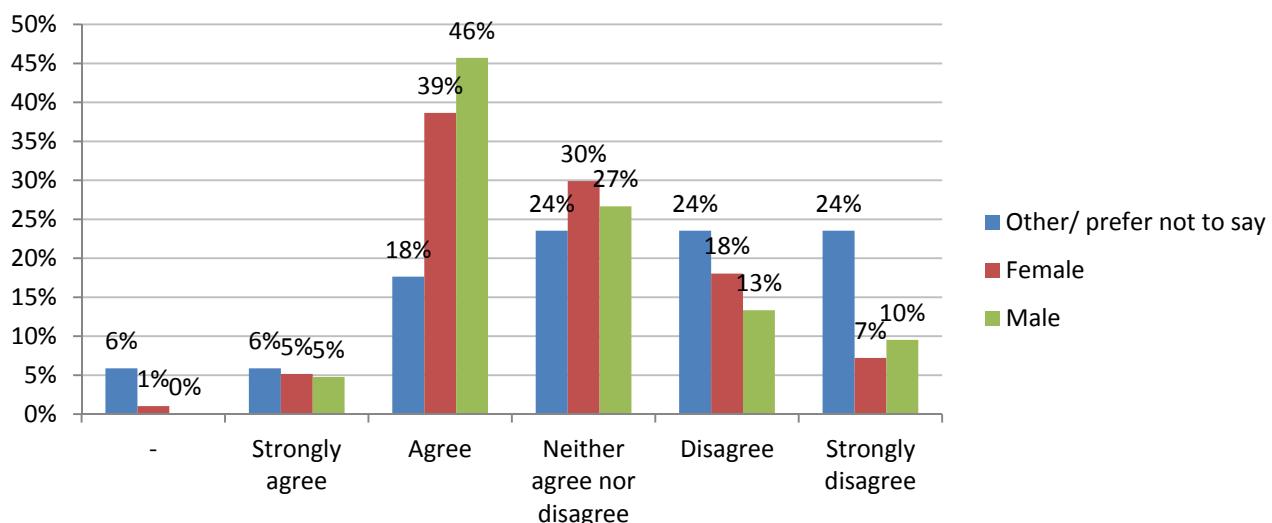
Do you agree with the proposed numbers for each locality? City Centre locality, grouped



Sex Establishment Policy Review – Consultation responses

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.

Do you agree with the proposed numbers of each locality? City Centre locality. By sex, percentage of sex



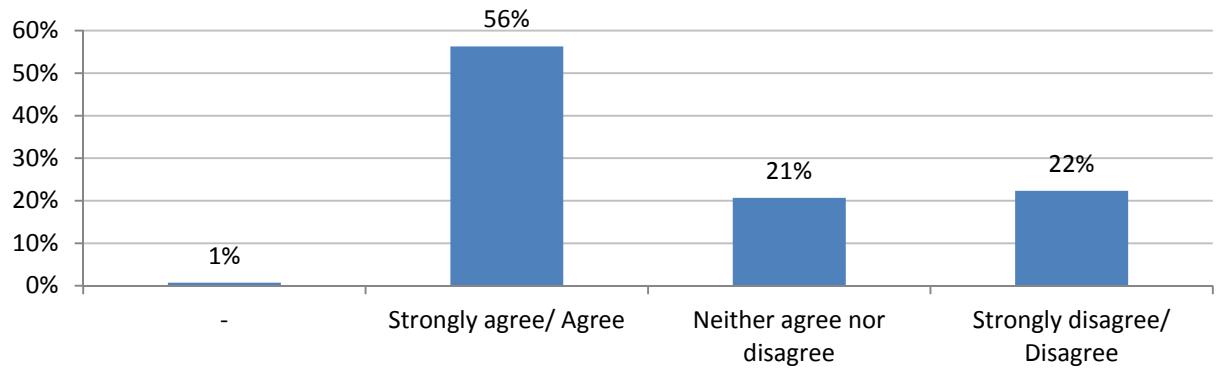
4.9.3 Bishopston/ Redland/ Cotham/ Ashley

The proposed numbers for this locality are:

Type	Number
SEV	0
Sex Shop	0
Sex Cinema	0

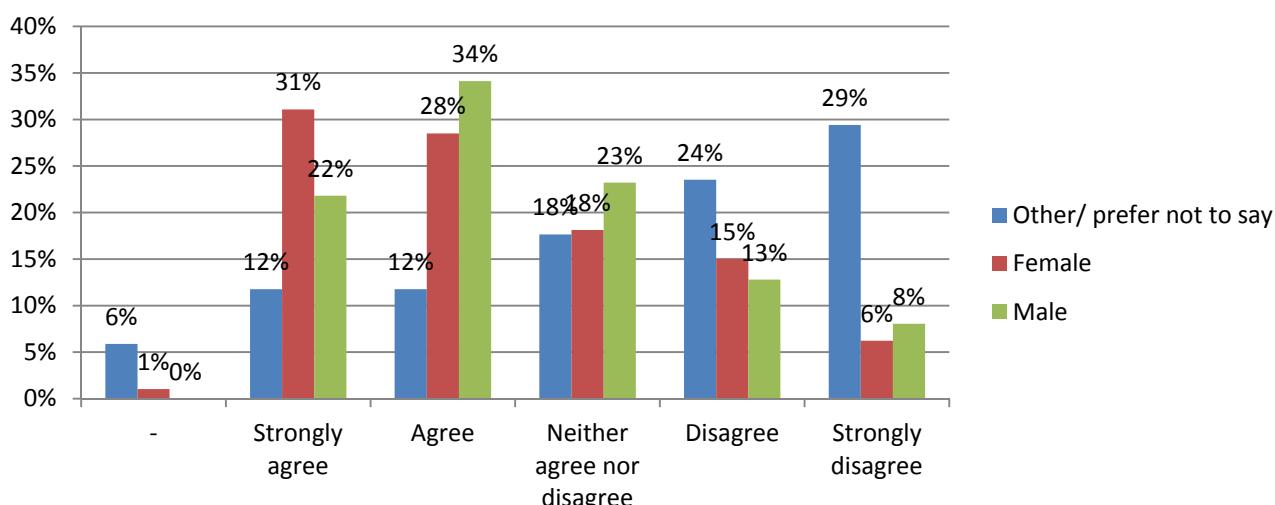
The majority of respondents (56%) agreed with the proposed numbers for this locality.

Do you agree with the proposed numbers for each locality? Bishopston / Redland / Cotham / Ashley Locality, grouped



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.

Do you agree with the proposed numbers for each locality? Bishopston / Redland / Cotham / Ashley Locality. By sex, percentage of sex



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 main consultation 50% of respondents were female, 33% male, and 17% were other or preferred not to say. In the Citizen Panel 50% were male, 46% female and 4% were other, or preferred not to say.

Overall the majority of people in both the wider responses agreed or strongly agreed with the questions.

One of the significant differences in responses was in the question 'Do you agree or disagree that sexual entertainment venues complement Bristol's entertainment offer?' In the main consultation response 73% of respondents agreed or strongly agreed that SEVs complemented Bristol's entertainment offer, with 25% disagreeing or strongly disagreeing, and 2% neither agreeing nor disagreeing. In the Citizen Panel responses this was reversed with the majority, 41% disagreeing or strongly disagreeing. It should be noted however that a large percentage neither agreed nor disagreed at 31%, and slightly less agreed or strongly agreed at 28%.

It's fair to say across the Citizen Panel responses there were a larger percentage of people who neither agreed nor disagreed with the questions, more so than the general consultation responses. This is particularly evident in the question '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]?' In the Citizen panel results 56% of respondents agreed or strongly agreed, and 8% disagreed or strongly disagreed, but 35% neither agreed nor disagreed, compared with 10% in the wider consultation responses.

Similarly in the questions relating to the appropriate numbers for each locality, whilst responses in the wider consultation had less than 10% neither agreeing nor disagreeing, the Citizen Panel responses to the same questions had between 21% and 29% neither agreed nor disagreed.

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.

Sex Establishment Policy Review – Consultation responses

By virtue of paragraph(s) 1, 2 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

Bristol City Council

Equality Impact Assessment



Name of proposal	Sex Establishments Policy
Directorate and Service Area	Communities, Regulatory Services
Name of Lead Officer	Nick Carter

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

1.1 What is the proposal?

The Council adopted a policy on the licensing of sexual entertainment venues in 2011. The policy is being reviewed and expanded to deal with all types of sex establishments. It sets out the policy framework to facilitate consideration of applications in respect of these premises and connected matters (such as requests to waive the need for a licence).

The purpose of the policy is to enable Bristol City Council to have clear guidelines in relation to the licensing of sex establishments in its area. The policy will set out the Council's approach to licensing sex establishments that is clear to residents, applicants and workers and ensures a transparent and consistent approach; that gives direction and focus to the Licensing Committee in determining applications.

There are three types of premises which are covered by the broader definition of sex establishments:

- Sexual Entertainment Venues (SEVs)
- Sex Shops
- Sex Cinemas

There are statutory definitions of what these premises are, but a short description of each is included here:

Sexual Entertainment Venue:

These offer relevant entertainment. Relevant entertainment is a performance which is intended to sexually stimulate, which may or may not include nudity. Any place where there is a performance primarily intended to sexually stimulate a live audience is likely to require a licence. An audience might be one person. Examples are lap/pole dancing and strip clubs.

Conversely a burlesque show might not require a licence, provided its primary purpose is not to sexually stimulate the audience, even if there is nudity. Other examples might include life drawing classes or naked dinner clubs. Any premises which has a licence to sell alcohol on the premises may provide relevant entertainment as defined above up to 11 times in a 12 month period, no more than once a month without an SEV licence. Some premises have a condition stating that this type of entertainment can't take place, and therefore they wouldn't be able to use the exemption. There are currently two licensed SEVs in Bristol.

Sex Shop:

Any shop which mainly sells sex articles, including items for sexual stimulation, magazines intended to sexually stimulate, or films intended to sexually stimulate, commonly known as R-Rated films, would need a licence. Shops which sell some sex articles, but primarily sell other items are unlikely to need a licence. For example some high street lingerie stores or health and beauty retailers which sell a small selection of sex articles alongside their main offer would be unlikely to need a licence. There are currently four sex shops in Bristol.

Sex Cinema:

Any premises which shows films intended to sexually stimulate, commonly known as R-Rated films, would need a licence. Cinemas which only show films rated U, PG, 12A, 15 or 18 do not require a licence under this regime. There are currently no sex cinemas in Bristol.

Any premises falling into the descriptions above would be likely to require a licence. The current policy provides a framework for facilitating consideration of applications for licences for sexual entertainment venues. It sets out information about the application process, what is expected of applicants and how people can make objections about applications. It also sets out the types of controls that are available to the Council when decisions are made about licence applications and prescribes what action can be taken if complaints are received.

At a meeting of the Licensing Committee on 21 January 2011 members approved the existing policy, which came into effect in Bristol on 31 January 2011. The Licensing Committee is now being asked to consider a revision of the Council's current policy. It has now been nearly ten years since the Council adopted the ability to licence sexual entertainment venues under the Local Government (Miscellaneous Provisions) Act 1982, as amended by the Policing and Crime Act 2009. Although there is no statutory requirement to undertake a review, as a significant amount of time has passed the purpose of the review is to ensure the policy remains up to date and relevant.

NB Any decision to approve this updated policy must be made by the

Licensing Committee¹ rather than by Full Council or Cabinet etc.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

2.1 What data or evidence is there which tells us who is, or could be affected?

Research

There has been some research into the lap dancing industry and the potential links between these venues and sexual violence. In 2015 the School of Sociology and Social Policy at the University of Leeds published an article entitled 'Regulating strip-based entertainment: sexual entertainment venue policy and the ex/inclusion of dancers' perspectives and needs'. This article showcases a research, dissemination and impact study on the striptease industry that explores why key stakeholders (dancers) are excluded and ways that inclusion in policy development is achievable. Research findings include:

- One in four lap-dancers has a degree. Those dancers with degrees had not chosen dancing in place of a career in their chosen subject after university, but instead were combining it with other forms of employment or education. One third of women interviewed were using dancing to fund new forms of education or training.
- No evidence or anecdotes of forced labour or the trafficking of women.
- No evidence of lap dancing having connections to organised prostitution.

Other research into Sex Entertainment Venues has concluded that:

- Lap dancing clubs normalise the sexual objectification of women.
- Lap dancing clubs have a negative impact on women's safety in the local vicinity
- SEVs may attract and generate prostitution.
- Performers can suffer humiliation and sexual harassment on a regular basis, from customers and staff/management.
- Many performers begin working in lap dance clubs through lack of real choice.
- Working conditions and terms of employment for performers in SEVs are inadequate.

The links between the expansion of lap dancing clubs and an increase in the levels of sexual violence have been raised by organisations who work with victims and perpetrators of gender-based violence. Amongst other research

¹ <https://www.bristol.gov.uk/licences-permits/licensing-committee>

there is evidence that the sexual objectification of women is linked to sexual violence perpetration in combination with alcohol use². There is also evidence in young people of a direct relationship between the sexual objectification of girls and aggression towards them³.

Whilst crime levels in the area where the two current SEVs are located are consistent within a city centre night time economy locality, we do not have evidence to indicate any particular crime, or increased incidents of crime, associated with the two currently licensed premises.

Gender Equality

Bristol is a signatory to the European Charter for Equality of Women and Men in local Life. One of the Principles of the Charter is the elimination of gender stereotypes which is seen as fundamental to achieving equality of women and men. Local and regional authorities must promote the elimination of the stereotypes and obstacles upon which the inequalities in status and condition of women are based, and which give rise to the unequal evaluation of the roles of women and men in political, economic, social and cultural terms. In addition, under Article 22.2 it must recognise that gender-based violence arises from the idea, on the part of the perpetrator, of the superiority of one sex over the other in the context of an unequal relationship of power.

At a Licensing Special Purposes Sub Committee in November 2014, Bristol Women's Commission stated that the continued licensing of Sexual Entertainment Venues by Bristol City Council fails to meet our obligations under the Charter, disregards the safety of women and girls, undermines the dignity of women and girls and diminishes the status of Bristol as a modern European City where both women and men can lead fulfilled lives in a safe and fair society.

It is said by some that the growth of lap dancing clubs nationally in particular has fed into what OBJECT terms 'sex-object' culture – the mainstreaming of the sex and porn industries and the ever increasing sexual objectification of women and girls. OBJECT are a feminist group who campaign against the sexual objectification of women and the oppression of women as a sex class.

In Bristol the number of SEVs has decreased from five to two since this legislation was adopted by Bristol.

Sex Shops do not receive the same level of complaint or concern as sexual entertainment venues.

² [Understanding the Link Between Men's Alcohol Use and Sexual Violence Perpetration: The Mediating Role of Sexual Objectification](#) (University of Nebraska-Lincoln 2014)

³ [The sexual objectification of girls and aggression towards them in gang and non-gang affiliated youth](#) (University of Kent 2017)

Complaints

In November 2014 the chair of Bristol Fawcett complained about the SEV 'Central Chambers'. The complainant stated:

"I visited their Facebook page (there is a link to it on their website). They have posted a link to a YouTube video about Lemmy from Motorhead and say that it was filmed in Central Chambers. At 1 minute 14 into the clip we clearly see a woman who is assumed to be an employee at the club, socialising in the bar area with her breast and nipple exposed in direct contravention of the Licence Conditions."

In December 2014 the chair of Bristol Fawcett complained about the SEV 'Urban Tiger'. The complainant stated:

"Following the (no doubt mischievous) coverage in the Bristol Post and on Twitter of Urban Tiger's advertising presence at the boxing match on 5th December (twitter.com/urbanbristol) I thought I would just check what the definition of 'locality' is in SEV Conditions Q and whether teeshirts count as externally displayed advertisement? ... My issue is with the normalisation of the sex industry in our culture and our city, which is the effect of this kind of advertising."

Complaints have not been received in relation to Sex Shops.

Public Views

A pre-consultation questionnaire was undertaken as part of the policy review and reveals a wide range of responses to whether it is appropriate to have sex establishments both generally and in Bristol, providing some insight into the views of the public about these types of venues.

The questionnaire was open between 3 April 2018 and 31 May 2018 and sought responses from the public to questions around the appropriateness of these types of venues in relation to locations, other types of premises, and specific locations within Bristol.

1279 (90%) of responses were from members of the public, 82 (6%) were from members of the trade, 24 (1%) were from other businesses or organisations, 26 (2%) were from community groups or organisations, 17 (1%) were from interest groups, and 2 respondents did not provide this information.

1404 (98%) people answered one or more of the equalities monitoring questions. Most (58%) of respondents were women. Although the overall proportion of respondents who were not White British was broadly representative of Bristol census data, some particular ethnicities were under-represented. The views of young people and people aged 65+ were somewhat under-represented.

	Respondent Characteristic	Number of responses to questionnaire	% responses to equalities question

Age	Under 18	2	<1%
	18-24	115	8%
	25-44	767	54%
	45-64	399	28%
	65-74	78	6%
	Over 75	11	1%
	Prefer not to say	50	4%
	No response to question	8	<1%
Sex	Female	835	58%
	Male	465	33%
	Prefer not to say	118	8%
	No response to question	12	1%
Transgender	Yes	27	2%
	No	1275	89%
	Prefer not to say	102	7%
	No response to question	26	2%
Ethnicity	White British	1136	79%
	Other White	119	8%
	Mixed / Dual Heritage	48	3%
	Black / Black British	11	1%
	Asian / Asian British	12	1%
	Other ethnic group	6	<1%
	Prefer not to say	89	6%
	No response to question	9	1%
Disability	Yes	125	9%
	No	1186	83%
	Prefer not to say	102	7%
	No response to question	17	1%
Religion	No religion	898	63%
	Christian	298	21%
	Buddhist	22	2%
	Hindu	1	<1%
	Jewish	10	1%
	Muslim	6	<1%
	Sikh	0	0%
	Any other religion or belief	61	4%
	Prefer not to say	125	9%
	No response to question	9	1%
Sexual orientation	Heterosexual (straight)	974	68%
	Lesbian, Gay or Bisexual	288	19%
	Prefer not to say	173	12%
	No response to question	15	1%

The questionnaire sought views on the appropriate number of SEVs in a range of areas.

The table below show the percentage of respondents who felt that zero (none) was the appropriate number for sexual entertainment venues and sex shops by types of area in the city.

Type of area	Sexual Entertainment Venues	Sex shop
residential area	58%	54%
deprived area	56%	51%
suburban area	53%	48%
industrial area	41%	34%
busy late night economy area	33%	27%
built up area e.g. shopping precincts/local high streets	42%	32%
city centre, or area immediately surrounding it	36%	27%
rural area	48%	43%

39% disagreed or strongly disagreed with the statement that it would be appropriate to have sex cinemas in Bristol.

A full consultation was undertaken subsequent to the pre-consultation questionnaire and also reveals a wide range of responses to the proposed draft policy, providing further insight into the views of the public about these types of venues.

The consultation was open between 16 August 2019 and 10 November 2019 and asked a number of questions in relation to the draft policy. It was also sent to the Citizen Panel for comment. The Citizen Panel is made up of over 1000 people representative of the population of Bristol and its demographics.

77% of responses to the main consultation were from members of the public, 9% were from members of the trade, 6% were from other businesses or organisations, 6% were from community groups or organisations or interest groups, and 9 councillors and one member of parliament completed the survey. In respect of the Citizen Panel 425 people responded, representing 35% of their membership, with 97% of them being members of the public.

The majority of people answered one or more of the equalities monitoring questions. Most (50%) of respondents were women. As with the pre consultation questionnaire, the overall proportion of respondents who were not White British was broadly representative of Bristol census data, but some particular ethnicities were under-represented. Similarly the views of young people and people aged 65+ were somewhat under-represented.

In each part of the review process we have also received representations in support of a nil-cap approach (i.e. no SEV premises should be licensed) including from Bristol Fawcett, Bristol Women's Voice, Bristol Women's

Commission, Police and Crime Commissioner, and Bristol Rape Crisis (SARSAS). Their representations primarily focus on the potentially negative impact of sexual entertainment venues on women and how they relate to the wider issues of gender equality.

	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%
	Other ethnic group	1	<1%
	Not given	190	18%

2.2 Who is missing? Are there any gaps in the data?

We do not have reliable local diversity data for some protected characteristics especially where this has not historically been included in statutory reporting.

Most of the detailed representation and feedback we have received have been regarding sexual entertainment venues rather than sex shops or sex cinemas. Whilst many of the issues raised would be likely to apply to sex cinemas, sex shops may not generally be perceived as having the same degree of potential negative impact. However some stakeholders have said the issues require further consideration.

Although the policy relates to license holders it has the potential to affect anyone living in Bristol who comes into contact with a licensed premise. The Council is mindful of possible concerns of the local community and that there can be conflict between applicants and objectors.

SEVs are required to renew their licences annually, giving an opportunity for persons affected by them to put their views forward. Over the last seven

years, objectors have exercised this right and the committee have been able to consider these views along with the applicants. This gives insight into the views of those who object to this type of activity.

Sex shops are also required to renew their licences annually, giving an opportunity for persons affected by them to put their views forward. Objections are rarely received in relation to these applications, and so it is generally concluded that there are no strong objections to them.

Generally objections are received from persons who do not want these types of venues to be licensed and only occasionally do people make representations in support in relation to either sexual entertainment venues or sex shops.

2.3 How have we involved, or will we involve, communities and groups that could be affected?

Comments were invited at an early stage in the review process, and the working group met with a number of individuals, interest groups, regulators and persons involved in the trade to hear their views. These persons and groups also submitted various documents, internet pages, and research to support their views.

A pre-consultation questionnaire was created to assist in drafting the revised policy. It was available for eight weeks on the council's website, and in other formats. It sought responses from the public to questions around the appropriateness of these types of venues in relation to locations, other types of premises, and specific areas of Bristol. Persons who had previously commented on applications, along with regulators such as the Police, persons involved in the trade, and the general public were invited to respond. The questionnaire garnered 1430 responses from a range of people.

The draft policy was released for a consultation period of 12 weeks and the views of previous commenters, regulators, persons involved in the trade, and members of the public were sought. The views of the Citizen Panel were also sought.

NB Some prominent city leaders e.g. the Mayor of Bristol and Police and Crime Commissioner have publicly said that they oppose the current licensing arrangements and support ridding the city of sexual entertainment venues.

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

For illustrative purposes we have highlighted in the table different mitigations / justifications / comments regarding for two contrasting options, however this does not mean that these are the only options available to the Licensing Committee:

Option 1:

SEVs - Nil Cap City Centre Locality, Nil Cap Old Market Locality, Nil Cap Bishopston/Redland/Cotham/Ashley Locality. The remaining localities are to be determined on a case by case basis. Sex Shops – Numbers remain as per current policy.

Option 2

SEVs – Maintain current numbers – 2 City Centre Locality, 1 Old Market Locality, Nil Cap Bishopston/Redland/Cotham/Ashley Locality.

The remaining localities are to be determined on case by case basis. Sex Shops – Numbers remain as per current policy.

Potential impact / issue	Mitigation / Justification / Comment	
General	Option 1: (locality nil caps introduced)	Option 2: (no change to current caps)
Whilst UK Parliament has established that SEVs are a lawful activity, Home Office Guidance 2010 states that a nil cap may be appropriate and some other local authorities have adopted this approach. The Council must consider this alongside the public sector equality duty.	As decision makers The Licensing Committee must fully understand and consider the issues that have been raised and take into account the potential wider impact for Bristol citizens when approving the revised Sex Establishment Venues policy. There is a view that if a nil cap policy was introduced this could lead to sexual entertainment to be 'driven underground', or that licensed premises might	

Potential impact / issue	Mitigation / Justification / Comment	
<p>The council has a public sector equality duty to have due regard when carrying out its functions to the need to eliminate unlawful discrimination, harassment, victimisation; advance equality of opportunity; and foster good relations⁴. There is a significant risk of challenge if the proposed policy approach does not sufficiently address this duty.</p>	<p>operate without controls under the exemption afforded to premises who have sexual entertainment on no more than eleven occasions per year⁵ (or TENS regime⁶). However there is a counter-view that if there was a 'nil-cap' policy then demand would also go down accordingly because the industry is fuelled by the supply of performers, not by a demand for performances. We are not aware of evidence at this time in other areas with a nil-cap of any marked increase in sexual entertainment evenings under the TENS regime.</p> <p>For both Option 1 and Option 2 – we are not currently aware of any significant potential negative impacts from the continuing licensing of Sex Shops.</p>	
Age	Option 1: (locality nil caps introduced)	Option 2: (no change to current caps)
<p>Underage people may attempt to enter SEV premises as a customer.</p> <p>Increased numbers of people living in the City Centre and Old Market including new student accommodation (predominantly for young people) may mean that the licencing of SEVs in these areas is no longer appropriate.</p>	<p>These potential issues would be entirely mitigated in those localities where a nil cap was introduced.</p>	<p>The legislation prohibits persons under the age of 18 being admitted to or employed on licensed premises. It is also likely that any premise licensed as a sexual establishment venue will also be licensed under the Licensing Act 2003. This primary legislation provides for various offences and requirements associated with the protection of children from harm and the sale and consumption of alcohol by children.</p> <p>The policy holds that sex establishments may be inappropriate near to particular sensitive uses, including schools, family leisure facilities, residential dwellings, youth facilities and cultural facilities.</p>

⁴ This is a brief summary of the PSED duty which is described in more detail here <https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty>

⁵ Local Government (Miscellaneous Provisions) Act 1983, Schedule 3, S2A (3)(b)

⁶ Temporary Events Notices <https://www.bristol.gov.uk/licences-permits/temporary-event-notices>

Potential impact / issue	Mitigation / Justification / Comment	
		The policy requires the Council to take into account on a case-by-case basis all relevant considerations including the character of the locality; residential, leisure and educational establishments; other uses in the locality including family friendly facilities; the risk of public nuisance; whether the locality is subject of stress caused by a cumulative impact of premises.
Disability	<p>Option 1: (locality nil caps introduced)</p> <p>This potential issue would not be applicable in localities where a nil cap was introduced.</p> <p>See also Option 2 comments</p>	<p>Option 2: (no change to current caps)</p> <p>We will ensure that the application and representation process has a clear timetable with information advertised online (licensing web pages) as well as being available in different languages and formats if requested. Responses can be made online or through electronic means as well as in hard copy.</p> <p>Public notice must be given of all applications and we intend to prescribe a form of application that facilitates public representations, including, for example, requiring applicants to identify the brand name under which the premises are intended to operate and other material information.</p> <p>The policy says that the council will also display additional notices in the area making use of street furniture and community notice</p>
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Potential impact / issue	Mitigation / Justification / Comment	
		boards. It also intends to notify local councillors about applications within their wards.
Gender reassignment	Option 1: (locality nil caps introduced)	Option 2: (no change to current caps)
Premises which admit men only or women only may potentially discriminate against transgender / trans people.	This potential issue would not be applicable in localities where a nil cap was introduced. See also Option 2 comments	We are not aware of any licensed premises which do not permit persons of a particular gender entering or being employed within Bristol. Operators of licensed premises are required to comply with the Equality Act 2010.
Marriage and Civil Partnership	<i>No issues identified at this stage</i>	<i>No issues identified at this stage</i>
Pregnancy and Maternity	<i>No issues identified at this stage</i>	<i>No issues identified at this stage</i>
Race	<i>No issues identified at this stage</i>	<i>No issues identified at this stage</i>
Religion or Belief:	Option 1: (locality nil caps introduced)	Option 2: (no change to current caps)
Certain religions (e.g. Christianity, Islam, Judaism, Hinduism, Buddhism, and Sikh) may be offended or have moral objections to the presence of a sex establishment.	This potential issue would be entirely mitigated in localities where a nil cap was introduced. See also Option 2 comments	The policy holds that sex establishments may be inappropriate near to particular sensitive uses, including places of worship, and should have regard to any potential impact on these premises.
Sex	Option 1: (locality nil caps introduced)	Option 2: (no change to current caps)
Introducing a 'nil cap' policy in any locality where there are existing SEVs is likely to have a disproportionately negative impact on the livelihood of predominantly female employees.	We are not aware of any specific mitigation for this risk. A 'nil cap' policy approach would need to be justified on the basis that the overall benefit for citizens outweighs the potentially negative economic impact on a largely female workforce.	This potential issue would be entirely mitigated if there is no change to current policy.

Potential impact / issue	Mitigation / Justification / Comment	
<p><u>Safety of performers in SEVs:</u> Some research has found that women who work in SEVs can be subject to high levels of abusive behaviour from customers e.g. verbal harassment and unwanted touching from customers⁷, and assaults experienced by performers may not always be reported to outside agencies by SEV staff. There is no standardised Code of Conduct that performers or audience members should comply with to protect the rights and safety of performers and aspects of the policy which aim to protect performers may not be complied with.</p> <p>Some stakeholders have raised the issue that the provision of literature and signposting to sexual problems, family planning and sexually transmitted diseases suggest that performers engage in prostitution and gender-based violence is a more likely occurrence during their work.</p>	<p>SEV workers may still be at increased risk of harm despite the strict rules imposed by licensing conditions.</p> <p>This potential issue would be entirely mitigated in localities where a nil cap is introduced.</p>	<p>Licensing conditions for SEV premises aim to protect employees and the policy has strict rules prohibiting any physical contact between workers and customers in SEVs.</p> <p>Licences can only be refused or revoked on statutory grounds, which are listed in the legislation. We would consider further how the wording of the final policy can ensure that the gravity of any evidence of harm to women linked to SEVs activity is properly considered, without prejudicing licensing hearings.</p> <p>The policy proposes a number of standard conditions attached to licences which include requirements for CCTV, code of conduct and rules for performers and customers, and prevention of physical contact between performers and customers. The code of conduct and rules must be displayed in the venue, and all staff and customers made aware of them.</p> <p>Unannounced enforcement visits take place which include randomised checks of the CCTV footage to ensure the rules are being followed. Penalties are available under the regime where breaches of the licence, or other concerns, are proven to have taken</p>

⁷ For example: University of Leeds Faculty of Education, Social Sciences and Law, The Regulatory Dance <http://www.sociology.leeds.ac.uk/research/projects/regulatory-dance>

Potential impact / issue	Mitigation / Justification / Comment	
		<p>place. Licences are required to be renewed on an annual basis, and concerns may also be raised at this time, with the licence able to be revoked, or additional conditions imposed, if deemed appropriate.</p> <p>We fully endorse providing information and guidance on sexual problems, family planning and sexual transmitted diseases in SEVs as it is good harm-reduction practice. Similar information and guidance is provided in many other places e.g. universities and we do not think that this is an indicator that performers in SEVs are engaged in prostitution or that gender-based violence is a likely occurrence in their work.</p>
<p>Page 8</p> <p><u>Sexual objectification of women:</u> activity in SEVs may be seen to reinforce gender inequality and contribute to a culture that perpetuates negative, sexist interactions between men and women - because the majority of activity in SEVs involves men paying women to dance for their sexual gratification.</p> <p>The granting of licences to SEV establishments may be seen to contradict other policies and obligations the City Council has in tackling exploitation and violence against women – e.g. The European Charter for Equality of Women and Men in Local Life, and Bristol Against Violence and Abuse Strategy 2015-2020, which specifically refers to sexual entertainment</p>	<p>This potential issue would be entirely mitigated by introducing a 'nil cap' policy.</p>	<p>We have not identified any direct mitigation for this potential issue. However SEVs are lawful activity and the licensing committee must assess the extent to which the proposed policy approach addresses the public sector equality duty (PSED) to eliminate harassment of women and advance equality of opportunity between men and women. They must also consider the PSED in conjunction with their statutory obligations under the Local Government (Miscellaneous Provisions) Act 1982 (LGMPA82) under which sex establishments are licensed.</p>

Potential impact / issue	Mitigation / Justification / Comment	
venues and includes an aim to challenge the sexualisation and subordination of women and children.		
<p><u>Domestic Violence:</u> As above - there is a risk that by continuing to license SEVs the council is perpetuating a culture which promotes the sexual objectification of women, which research indicates has clear links to increased domestic violence.</p> <p>Nationally, 27% of women experience domestic abuse in their lifetimes, with negative impacts on mental and physical health and further impact on families including children. The rate of recorded domestic abuse incidents in Bristol has shown a significant rise over the last 2 years and 74% of victims were female⁸.</p> <p>Domestic violence may not happen in the vicinity of SEVs but be perpetrated by men at other time e.g. travelling home, or in peoples' homes as a direct result.</p>	<p>This potential risk would be entirely mitigated by introducing a 'nil cap' policy.</p>	<p>We have not identified a direct mitigation for this potential issue. Ensuring the safety of women is a shared responsibility for everyone including Bristol City Council, and other public bodies and organisations.</p> <p>The existing policy approach would need to be justified on the basis that SEVs are lawful activity and whilst there is academic research relating to the damaging effects of sexual entertainment on attitudes to women and girls, we do not have sufficient local evidence to clearly link Bristol SEV with an increase in crimes or sexual assaults in the vicinity of surrounding areas.</p>
<p><u>Sex trafficking:</u> There is a concern that trafficked or exploited women could end up working in SEVs and that clubs themselves have</p>	<p>This potential issue would be entirely mitigated in localities where a nil cap is introduced.</p>	<p>The draft policy states that no person shall be employed or shall perform at the premises who has unspent convictions for any</p>

⁸ [Bristol Women's Health 2017 JSNA Chapter](#)

Potential impact / issue	Mitigation / Justification / Comment	
responsibility for checking documents.		<p>Relevant Offence; No relevant entertainment shall be provided by any performer unless sufficient checks have been made of documents evidencing the performer's age, identity and right to work in the United Kingdom.</p> <p>These checks must also be available to the council on request, and unannounced spot checks are undertaken to ensure the documents are complete and the clubs are compliant with the requirement.</p>
<p>Safety outside premises (including feeling safe): Women (including employees) may be at increased risk of assault in the vicinity of SEVs.  There may be a negative impact on women passers-by if they find the presence of SEVs make them feel threatened or uncomfortable.</p>	<p>A number of responses in the consultation identified that some women feel uncomfortable or threatened simply by passing these types of premises, whether they are easily identifiable or not.</p> <p>This potential issue would be entirely mitigated in localities where a nil cap is introduced.</p>	<p>Whilst CCTV cannot alone ensure protection from crime it is a deterrent. The policy requires that licensed premises shall be sufficiently illuminated to ensure that usable CCTV images can be captured. There must be working CCTV and signage to say it is in operation, and there is consideration of sightlines and 'hidden' areas where effective monitoring may hampered.</p> <p>The policy stipulates that there must be no display on or outside of the licensed premises which indicates or suggests that sexual entertainment is provided there (except for agreed sign/branding), and no activity can be viewed from outside. There must be no personal solicitation, leafleting or adverts in the nearby area.</p>
Sexual Orientation	<i>No issues identified at this stage</i>	<i>No issues identified at this stage</i>

3.2 Can these impacts be mitigated or justified? If so, how?

See table in section 3.1. above for specific mitigations where identified.

Option 1: (locality nil caps introduced)

In summary - by introducing a nil cap for City Centre Locality, Old Market Locality, and Bishopston/Redland/Cotham/Ashley Locality we would mitigate the main concerns raised by stakeholders about potential issues for Bristol Citizens on the basis of their protected characteristics. However there would probably be a negative economic impact for those currently employed by SEVs (mostly women) which would need be justified on the basis of other benefits.

For Option 2 (no change to current caps)

By securing a detailed framework for considering applications, including using information gathering powers, this policy approach seeks to ensure that council is well placed to identify any adverse impact in respect of protected groups when it is engaged in considering applications. A license may be refused on various discretionary grounds which are defined in the legislation, and overall there is a presumption that a licence will be granted unless one of the statutory grounds applies. The grounds include that the grant or renewal of the licence would be inappropriate, having regard -

- (i) to the character of the relevant locality; or
- (ii) to the use to which any premises in the vicinity are put; or
- (iii) to the layout, character or condition of the premises, vehicle, vessel or stall in respect of which the application is made

The policy has been designed in part with the protection of performers in mind and conditions, although specific to each venue, aim to ensure the protection of specified employees as well as reducing the impact on the wider public and the wider environment. There is an ability for the Council to set the appropriate number of premises or types of premises within a particular locality, and a wide range of issues can be considered when determining both the locality and what an appropriate number would be.

However it is not clear how this policy approach would entirely mitigate some of the wider concerns raised by the groups opposing the licensing of SEVs and whilst parliament deems them lawful the Council must still consider the PSED duties in this regard.

3.3 Does the proposal create any benefits for people with protected characteristics?

Option 1: This policy approach would help to carry out the commitments made in [The European Charter for Equality of Women and Men in Local Life](#), and [Bristol Against Violence and Abuse Strategy 2015-2020](#), which specifically refers to sexual entertainment venues.

Option 2: It is intended that regulatory controls offer protection to all SEV workers, residents, businesses and visitors in the city. This policy approach aims to ensure the Council is well placed to identify any adverse impact in respect of all protected groups when it is engaged in considering applications. The current policy states:

"The Council will take into account all relevant considerations including:-

- *The character of the locality:*
 - residential
 - leisure
 - educational establishments
- *Other uses in the locality:*
 - faith / religious institutions
 - churches
 - family friendly facilities
- *Impact on regeneration*
- *Impact on tourism, including considerations of the perception of the City at gateway locations*
- *Impact on retail attraction*
- *Risk of public nuisance*
- *Whether the locality is subject of stress caused by a cumulative impact of premises authorised to provide licensable activities under the Licensing Act 2003;*
- Impact on crime and disorder
- *Public perception of the safety of the locality and impact on that perception, e.g. typical footfall at material times, level of street lighting, use by lone females*
- *Existence of social problems in the locality and impact on any initiatives to tackle them, e.g. kerb crawling, prostitution.*
- *Levels of recorded crime*
- *Levels of anti-social behaviour".*

3.4 Can they be maximised? If so, how?

Option 1: External communications to provide a clear message to equalities stakeholders and Bristol citizens about changes made to the policy approach

Option 2: By licensing sex establishment venues in a safe and appropriate manner there may be an opportunity for responsible providers to make their own organisational commitments to improving accessibility and advancing equality of opportunity for their workforce etc.

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?

Relevant entertainment is a highly controversial activity about which many hold very strong opinions as is apparent from both the pre-consultation and

full consultation responses.

The equality impact assessment has highlighted a number of potential issues which may have a bearing on the overall policy approach. We have updated this assessment throughout the policy review to reflect our learning from engagement and consultation.

This updated EqIA is designed to provide a clear picture to decision makers of the relative risks and merits we are aware of from an equalities perspective which may arise from the different policy approaches available – by examining two potential and contrasting options.

However this is just a summary document and the EqIA does not describe in detail the research/evidence base regarding the potential link between sexual objectification and violence against women. To fully understand the potential equalities impact in this regard, decision makers should also refer to the various submissions from stakeholders (please see consultation report appendices).

The council has a legal duty to give due regard to the need to promote equality of opportunity, eliminate unlawful discrimination and promote good relations in the discharge of its licensing functions, principally the consideration and determination of applications for sexual entertainment venue licences and the consideration of requests that the requirement for a licence be waived.

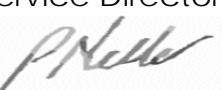
4.2 What actions have been identified going forward?

We have carried out a full consultation and updated the EQIA, and will move forward with updating the policy as appropriate in line with these responses.

Whichever approach is adopted we will ensure that the policy includes a clear and unequivocal commitment to meeting the equalities duty in the exercise of all of the functions under the Equality Act 2010 including the Public Sector Equality Duty. The policy and the documentation flowing from it are intended to be a key means of facilitating compliance with all of the council's obligations.

4.3 How will the impact of your proposal and actions be measured moving forward?

- A reassessment of the policy and updated EqIA
- A summary of consultation feedback has been published
- If the current overall policy approach is adopted we will carry out ongoing review of successful and unsuccessful licensing applications after that time.

Service Director Sign-Off: 	Equalities Team Sign Off: <i>Reviewed by Equality and Inclusion Team</i>
Date: 28/02/2021	Date: 12/2/2021

BRISTOL CITY COUNCIL

LICENSING COMMITTEE

8 March 2021

Report of: Executive Director: Growth & Regeneration

Title: City Centre Cumulative Impact Assessment

Ward: Central

Officer Presenting Report: Carl Knights

Contact Telephone Number: 0117 357 4900

RECOMMENDATION

The committee are recommended to:

1. Determine to publish a Cumulative Impact Assessment in respect of the city centre of Bristol, annexed as Appendix A.

Summary

On 7 July 2020 Full Council approved a new Statement of Licensing Policy to run from 1 August 2020 to 31 July 2025. A Cumulative Impact Assessment was not published. As a result the Cumulative Impact Areas that were in force under the previous Statement of Licensing Policy ceased to exist. Full Council directed officers to carry out a consultation on a draft Cumulative Impact Assessment in respect of the city centre area of Bristol only. The draft Cumulative Impact Assessment in respect of the city centre differed from the previous Cumulative Impact Area for the city centre in that it excluded the Broadmead area. It is recommended that members now approve the publication of this Cumulative Impact Assessment.

The consultation was carried out from 2 September to 28 October 2020 via a survey published on the Council's Consultation Hub.

The significant issues in the report are:

The report sets out the results from the Cumulative Impact Assessment consultation. A total of 312 responses were received via the survey. Two further written submissions were also received.

The Licensing Authority must, in respect of each five year period, determine and publish a Statement of Licensing Policy. Before determining such a policy section 5(3) of the Licensing Act 2003 places a statutory duty on the Authority to consult. The Licensing Authority is under a duty to keep its policy under review and make such revisions as it considers appropriate during each five-year period. Section 5(3) applies in relation to any review of an Authority's policy as it applies in relation to the determination of that policy. Where a new policy is made the Authority must state the date the five year period begins with.

The Licensing Act 2003 states a licensing authority may publish a document (a Cumulative Impact Assessment) stating that it considers that the number of premises licences or club premises certificates is at such a level that it would be inconsistent with the promotion of the licensing objectives to grant any further licences or certificates in that area and restrict changes to licensable activities of existing licences. Unlike the Statement of Licensing Policy there is no legal requirement to publish a Cumulative Impact Assessment.

A Cumulative Impact Assessment must set out the evidence for the authority's opinion and before publishing the assessment the authority must consult with those affected, including the public, businesses and responsible authorities. If published the assessment must be reviewed every three years. A Cumulative Impact Assessment policy is a separate policy document to the Council's Statement of Licensing Policy.

Consultation/Advice

1. Internal

Legal Services

2. External

A full public consultation was carried out. The consultation was advertised on the Council's Consultation Hub. All premises licence holders (and Club Premises Certificate holders) were notified of the consultation as were a number of local residents groups, a variety of charities, legal firms, and local Business Improvement Districts. All of the responsible authorities under the Licensing Act 2003 were also consulted.

3. Context

On 7 July 2020 Full Council approved a new Statement of Licensing Policy to run from 1 August 2020 to 31 July 2025. A Cumulative Impact Assessment was not published. As a result the Cumulative Impact Areas that were in

force under the previous Statement of Licensing Policy ceased to exist. Full Council directed officers to carry out a consultation on a draft Cumulative Impact Assessment in respect of the city centre area of Bristol only. The draft CIA in respect of the city centre differed from the previous Cumulative Impact Area for the city centre in that it excluded the Broadmead area.

The consultation was carried out from 2 September to 28 October 2020 via a survey published on the Council's Consultation Hub. A total of 312 responses were received to the survey. Of the respondents to the survey;

- 71% agreed or strongly agreed with the proposal to publish a Cumulative Impact Assessment.
- 17% of respondents disagreed or strongly disagreed with the proposal to publish a Cumulative Impact Assessment.
- 8% neither agreed or disagreed and
- 4% provided no response.

Of the respondents 77% were members of the public and 4% of respondents identified as a business owner/manager that holds a premises licence. An analysis of the results is attached as **Appendix B**.

Two additional written responses were also received. One response was from the Bristol at Night Panel, who represent Bristol's night time economy venues. This may explain why so few direct responses were received from venues that hold a premises licence. The second response was from TLT, a law firm with offices in Bristol who provide specialist licensing advice. A copy of both written responses is attached at **Appendix C**. Both responses suggest that the decision be postponed until the impact of the Covid-19 pandemic is known.

The below table shows the number of applications for the grant of new premises licences and variations to existing licences as well as the number of premises licences surrendered and those that have lapsed in the eight months from 1 April to 1 December 2019 and 2020.

	1 April 2019 to 1 December 2019	1 April 2020 to 1 December 2020
Lapsed Premises Licences	10	6
Surrendered Premises Licences	29	19
Application for New Premises Licences	55	23
Application to Vary Premises Licence	134	57

As can be seen the number of surrenders of licences is lower than the similar period last year as is the number of licences that have lapsed. A premises

licence lapses when the holder dies, lacks capacity to hold the licence, becomes insolvent, or is dissolved.

Where an individual or company becomes insolvent the licensing authority is not automatically notified. As such we often do not become aware until the annual charge is due which could be up to 12 months after the event. Where a premises licence holder ceases to trade, but does not become insolvent, the licence will remain in force. The authority will also not be aware of such circumstances.

The number of grants and variations is lower than in the same period for 2019, this is to be expected given the challenging circumstances the many in the licensed trade are facing.

4. Decision Making Process

The decision to publish a Cumulative Impact Assessment under section 5A of the Licensing Act 2003 may be taken by the Licensing Committee. As with the Statement of Licensing Policy, before determining to publish a Cumulative Impact Assessment, the authority must consult with the parties listed in section 5(3) of the Licensing Act 2003, namely:

- (a) *the chief officer of police for the licensing authority's area,*
- (b) *the fire and rescue authority for that area,*
- (ba) *each Local Health Board for an area any part of which is in the licensing authority's area,*
- (bb) *each local authority in England whose public health functions within the meaning of the National Health Service Act 2006 are exercisable in respect of an area any part of which is in the licensing authority's area,*
- (c) *such persons as the licensing authority considers to be representative of holders of premises licences issued by that authority,*
- (d) *such persons as the licensing authority considers to be representative of holders of club premises certificates issued by that authority,*
- (e) *such persons as the licensing authority considers to be representative of holders of personal licences issued by that authority, and*
- (f) *such other persons as the licensing authority considers to be representative of businesses and residents in its area.*

This was carried out during the consultation period referred to above.

If members determine to publish a Cumulative Impact Assessment in accordance with section 5(6E) of the 2003 Act the Council's Statement of Licensing Policy must be updated to include a summary of the Cumulative Impact Assessment(s).

5. Proposal

It is recommended that members approve the publication of a Cumulative Impact Assessment as annexed at **Appendix A**. This document mirrors the one that was consulted upon between 2 September and 28 October 2020. No amendments are proposed.

The evidence presented by Avon and Somerset Constabulary shows that the city centre area continues to have a high number of Police related incidents and other related crime and disorder including public nuisance and risk to public safety. These are linked to the significant concentration of alcohol led late night venues in the area. As such it is likely that it would be inconsistent with the authority's duty under section 4(1) of the 2003 Act to grant any further relevant authorisations in this area.

It is recognised that the full impact of the Covid-19 pandemic on the licensed trade in Bristol is not yet evident. Should the number of venues decrease the impact on the crime and disorder currently evidenced by Avon and Somerset Constabulary (attached at **Appendix D**) will need to be assessed. If further evidence shows the city centre is no longer at saturation point and therefore it would be possible to grant further licences without it being likely to be inconsistent with the council's duty to promote the licensing objectives then the need for a Cumulative Impact Assessment should be reconsidered.

6. Other Options Considered

The publication of a Cumulative Impact Assessment is discretionary and as such an alternative option would be to not publish an Assessment.

Officers have considered this option. Whilst, as detailed above, the full impact on the licensed trade of the Covid-19 pandemic is yet to be seen the evidence the Council currently holds warrants the publication of a Cumulative Impact Assessment in order to uphold the Council's duty to promote the licensing objectives.

7. Risk Assessment

The adoption of a Cumulative Impact Assessment is discretionary. If published the policy must set out the evidence to support the authority's opinion that it would be inconsistent with the promotion of the licensing objectives to grant any further relevant authorisations in respect of premises in any given area designated under the policy. It is considered that the evidence supplied by Avon and Somerset Constabulary is sufficient to justify the adoption of a policy in respect of the city centre area of Bristol.

Public Sector Equality Duties

- 8a) 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.
- 8b) A full equalities impact assessment has been carried out and is attached at **Appendix E**.

Legal and Resource Implications

Legal

A Local Authority may publish a Cumulative Impact Assessment stating that it considers that the number of premises licences and Club Premises Certificates within a particular area is at a level that to grant any more would not be consistent with upholding the licensing objectives.

Whilst not compulsory, if a Local Authority decides to publish a CIA, it

must consult those persons detailed in section 5 of the Licensing Act 2003 and the statement must set out the evidence for the Authority's opinion.

Any Cumulative Impact statement made, must be reviewed within 3 years of its making

(Legal advice provided by Ashley Clark, Regulatory Lawyer, Legal Services)

Financial

This paper requests approval to publish the publication of a Cumulative Impact Assessment, as specified above. No financial costs, savings or income are expected to arise as a consequence of this recommended activity.

(Financial advice provided by Finance Business Partner – Growth and Regeneration)

(a) Revenue – no impact

b) Capital – no impact

Land

Not applicable

Personnel

There are no anticipated HR implications evident in the report

(Personnel advice provided by HR Business Partner – Growth and Regeneration, Human Resources Team)

Appendices:

Appendix A	Proposed Cumulative Impact Assessment
Appendix B	CIA Survey Results Analysis
Appendix C	Written responses to CIA consultation
Appendix D	Avon and Somerset Constabulary ASB and Crime Data
Appendix E	EQIA

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers: None



BRISTOL CITY COUNCIL

LICENSING ACT 2003 (THE ACT)

CUMULATIVE IMPACT ASSESSMENT

**To have effect for the three year period beginning
with (*tbc*)**

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Introduction

1. The Licensing Act gained Royal Assent on 10 July 2003 and replaced regimes previously administered by either the Licensing Justices or the local authority with a unified system of licensing under the control of the local authority. The new regime came into effect on 24 November 2005. The Council set up a Licensing Committee as part of these changes.
2. Cumulative impact assessments' were introduced in the 2003 Act by the Policing and Crime Act 2017, with effect from 6 April 2018. The amendments require the Licensing Authority to review any Cumulative Impact Assessment (CIA) within three years of its publication. From 1 August 2020 the Licensing Authority's Statement of Licensing Policy will include a summary of any CIA in force. Full details of any CIA will then be included in this Policy document.

Purpose and Scope

3. A cumulative impact assessment must set out the evidence for the authority's opinion and before publishing it, the licensing authority must consult with relevant parties, including the responsible authorities, businesses and the public. The assessment must be reconsidered every three years and any review must be consulted upon before deciding whether it remains or can be removed. A licensing authority must publish any revision of a cumulative impact assessment along with the evidence.

Cumulative Impact

4. A cumulative impact assessment must set out the evidence for the authority's opinion and before publishing it, the licensing authority must consult with relevant parties, including the responsible authorities, businesses and the public. The assessment must be reconsidered every three years and any review must be consulted upon before deciding whether it remains or can be removed. A licensing authority must publish any revision of a cumulative impact assessment along with the evidence.
5. The cumulative impact of the number, type and density of premises in particular areas, such as the city centre, may lead to them becoming saturated with premises of a certain type making them a focal point for large groups of people together leading to severe or chronic problems of public nuisance and anti- social behaviour or other alcohol related problems. Local crime and related trauma data may be used to map the extent of such problems. The licensing authority may consider publishing a cumulative impact assessment (CIA) to help limit the number of types

of licence applications granted in such areas if it is satisfied that it is appropriate to include an approach to cumulative impact in its Licensing Policy Statement. It will take the decision only after it is satisfied that there is evidence to support such a decision.

6. The effect of adopting a CIA of this kind is to create a rebuttable presumption if relevant representations to that effect are received, that applications for new premises authorisations or club premises certificates or material variations will normally be refused, unless it can be demonstrated that the operation of the premises involved will be unlikely to add to the cumulative impact already being experienced. What constitutes a material variation will depend upon the policy in place and the reasons for the area being designated as suitable for adoption of a special policy.
7. The Secretary of State's guidance encourages applicants to address the CIA in their Operating Schedules in order to rebut such a presumption. Any CIA will stress that the presumption does not relieve responsible authorities or other persons of the need to make a relevant representation before the local authority may lawfully consider giving effect to its CIA.
8. The Licensing Authority recognises that many different kinds and styles of premises sell alcohol, serve food and provide entertainment. It recognises that some applications in a CIA area will be unlikely to add to the problems arising from saturation. Where it can exercise discretion in determining applications in an area where a CIA is in force, that is, where relevant representations have been received, it will have full regard to the impact different premises may have on the local community.
9. The Licensing Authority must grant any application in a CIA area subject only to conditions that are consistent with the operating schedule submitted by the applicant if it receives no relevant representation.
10. The Licensing Authority will keep cumulative impact assessments under review. Cumulative impact assessments' were introduced in the 2003 Act by the Policing and Crime Act 2017, with effect from 6 April 2018. The amendments require the Licensing Authority to review the CIA within three years of its publication.
11. The absence of a CIA does not prevent any responsible authority or other person making evidence based relevant representations on a new application for the grant of an authorisation on the grounds that the premises will give rise to a negative cumulative impact on one or more of the licensing objectives.
12. Cumulative impact assessments are intended to be strictly applied. Applications which would seek to be allowed as an exception to a special cumulative impact policy will generally be favourably considered if they are judged to encourage a greater variety of types of entertainment than currently exists in these areas. It is important to be clear that this does not mean that an applicant who believes their offer is different to what already exists in the area can assume a favourable

outcome. “Greater variety” must be understood in the context of the licensing objectives. In particular, the Licensing Authority welcomes those proposals which can be viewed as more family friendly and which offer a wider range of entertainment than that which is currently available because it is considered that such proposals will not usually add to the stress in the area and undermine the licensing objectives.

However matters such as for example,

- the premises will not add people to the area;
- longer hours will create slower dispersal;
- history of good management;
- premises are well run;
- premises application is small in nature
- alcohol is not sold;
- clientele are a cut above the usual;

will not be considered exceptional circumstances, as the issue is crime and disorder/public nuisance in the area as a whole rather than that associated with individual premises and the promotion of the licensing objectives.

Existing licensees who wish to materially alter and/or extend the premises to which the authorisation relates are required to seek a new authorisation. This is because the Act prohibits the use of a variation application to substantially alter the premises to which the authorisation relates. Where the only change is to the physical extent or material layout of the premises themselves (i.e. in the absence of additional features such as change in style of operation, capacity etc.) it is highly unlikely this would trigger the special policy. Of course this policy cannot restrict the right of any responsible authority or other person to make relevant representations in that regard and if such are forthcoming they will be diligently considered, but the policy expectation is that the application should be granted unless the relevant representations demonstrate the change will be likely to add to the cumulative impact being experienced. Where other change is envisaged then the presumption may arise.

Applicants are reminded that they are entitled to seek a provisional statement in such circumstances.

Applicants who have the benefit of a provisional statement and who have completed their works substantially in line with that statement should not have the assessment applied to them. This is because the CIA could (indeed may) have been raised and considered prior to the provisional statement having been granted.

13. The publication of a CIA should not be understood to be an absolute bar to new authorisations being issued or granting significant variations to existing licenses. Applicants are entitled to seek any of the permissions available to them in the Act and the Council does not in this policy intend to prevent applicants from exercising their statutory rights. Each application will be considered on its own merits, within the constraints of the legislation and having due regard to the relevant guidance and policy.

Interpreting the extent of a Cumulative Impact Assessment

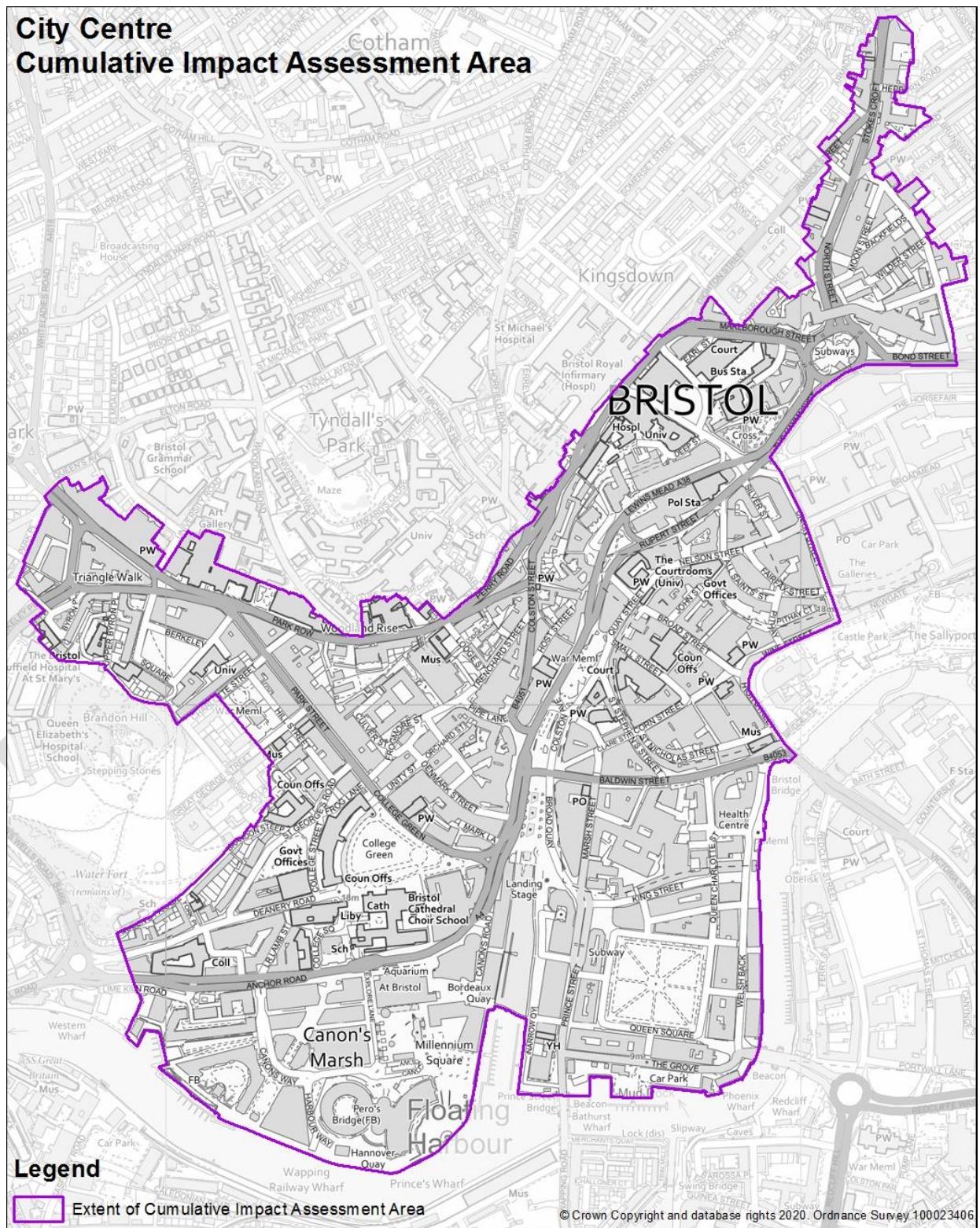
14. In respect of past policy, issues have occasionally arisen with regard to whether or not a particular premises that is located abutting or just outside of the indicated boundary for each CIA should be considered as being covered by the assessment. Through this policy the Council seeks to clarify that each CIA boundary line is intended to be indicative of the area that is affected by the stress underpinning the cumulative impact for the area concerned. The CIA purpose is to prevent that stress from worsening and to reduce it over time. That policy purpose is frustrated if premises such as those referred to above are automatically considered as being outside of the CIA.

It is intended that the wording of the cumulative impact assessments should be understood by the decision taker in a way that best ensures the purpose of the assessment is achieved. This is sometimes called a purposive interpretation. Each application that falls to be considered at a hearing will be assessed on its own individual facts and merit. Where relevant representations are received in respect of an application for any premises that is adjoining or is in close proximity to (but not within) the CIA defined boundary and where those representations raise a material impact on the CIA then the CIA may be triggered if the sub-committee reasonably judges that to grant the particular application would add to the cumulative impact being suffered in the defined area.

15. Having had regard to the guidance referred to above, consulted upon the issue, taken into account the views of respondents and considered the evidence the Council has adopted a CIA in respect of one area of Bristol, namely:

City Centre CIA

The central area within the Cabot Sector as identified by Avon and Somerset Police including the Welsh Back area and Stokes Croft.



Reason for Assessment

Avon and Somerset Constabulary produced evidence to support their request that the central area of Bristol be designated a CIA. It remains at saturation point and the area, which has a significant concentration of alcohol led late night venues, witnesses a high number of assaults and other related crime and disorder including public nuisance and risk to public safety. The CIA will apply to further applications for the grant of new licenses or significant variations of existing licenses in respect of premises that primarily sell alcohol for consumption on the premises, other late night uses, restaurants and take away outlets. The main focus of the assessment is likely to be on alcohol led establishments and premises that keep customers in the area at times when the promotion of the licensing objectives is most challenging (for example late night refreshment from “fast food” outlets).

Cumulative Impact Assessment – City Centre Analysis

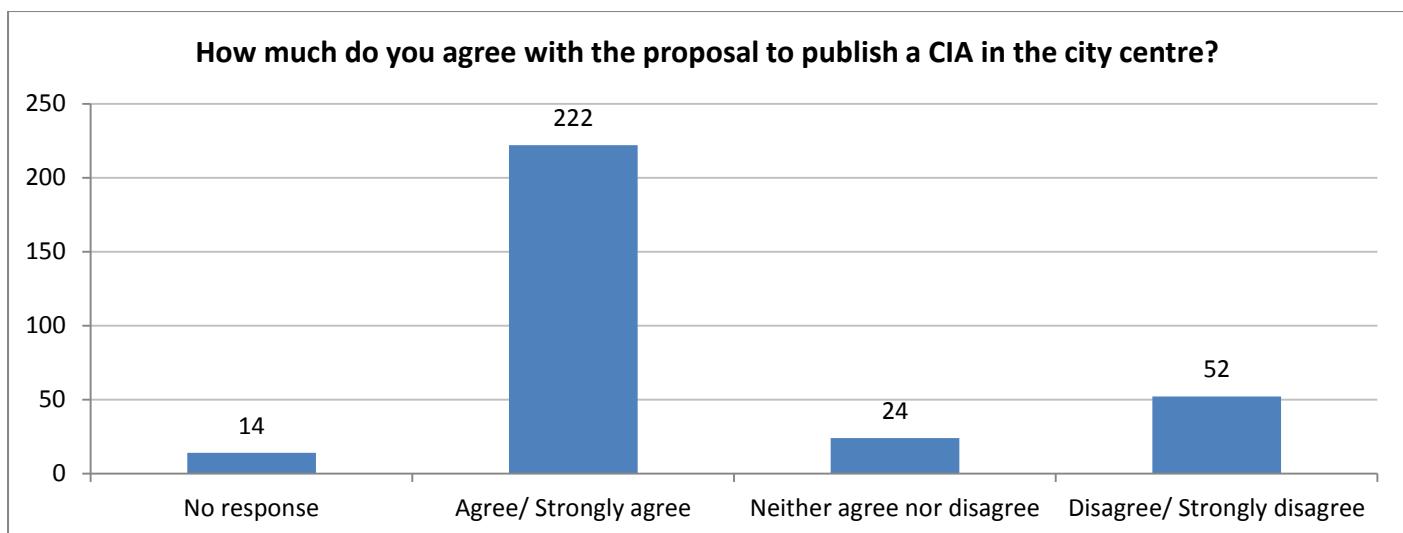
Summary of Data

Basic information:

There was a total of 312 responses, including partial responses. This is a small number of responses to a consultation put out to the whole of the Bristol constituency

Overall summary of results

The majority of respondents (71%) agreed or strongly agreed with the proposal to publish a CIA in the city centre.

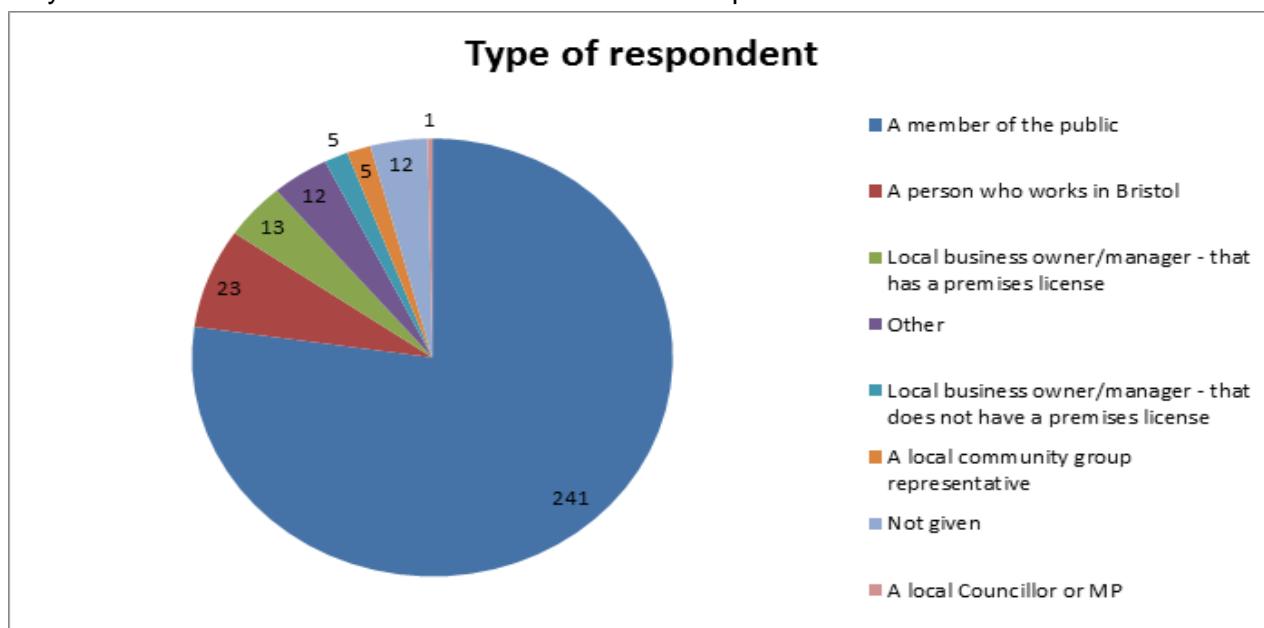


This majority is true across almost all of the different groups of respondents, detailed below.

Breakup of the type of people responding:

The majority of respondents were male 45%, with 28% female. The majority of respondents were white British (60%), 8% were white Irish or white other.

The majority of respondents (77%) were members of the public. We only had 1 local councillor/MP, and only 18 local business owners – either with or without a premises licence.



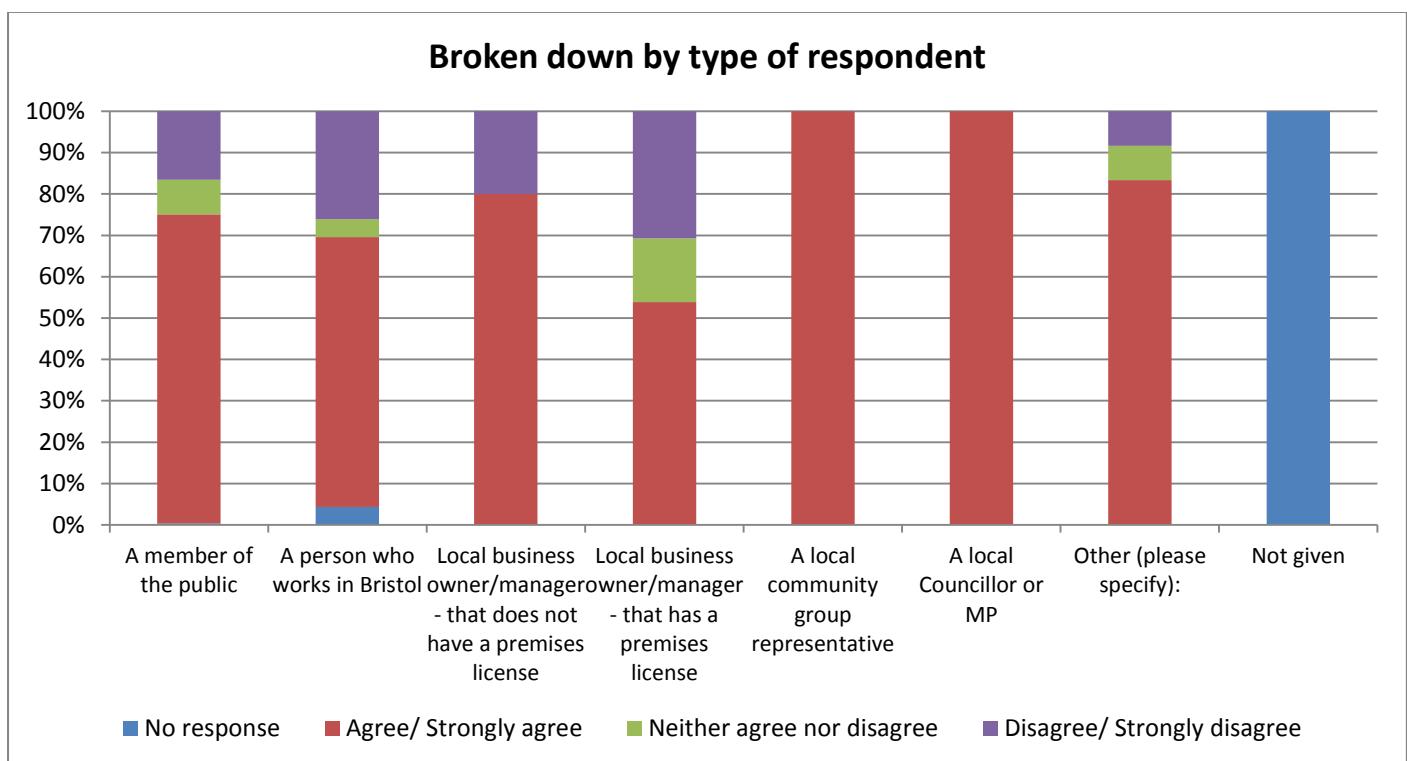
How much do you agree with the proposal to publish a CIA in the City Centre? Responses broken up by equality and type of respondent data

By type of respondent

Respondents were asked which of the following best described them:

- Member of the public
- A person who works in Bristol City Council
- Local business owner/manager - that does not have a premises license
- Local business owner/manager - that has a premises license
- A local community group representative
- Not given
- A local Councillor or MP
- Other

Looking at the breakdown of answers based on this question, can see that all types of respondents, including local business owners with a premises licence, agree or strongly agree with the proposed CIA.



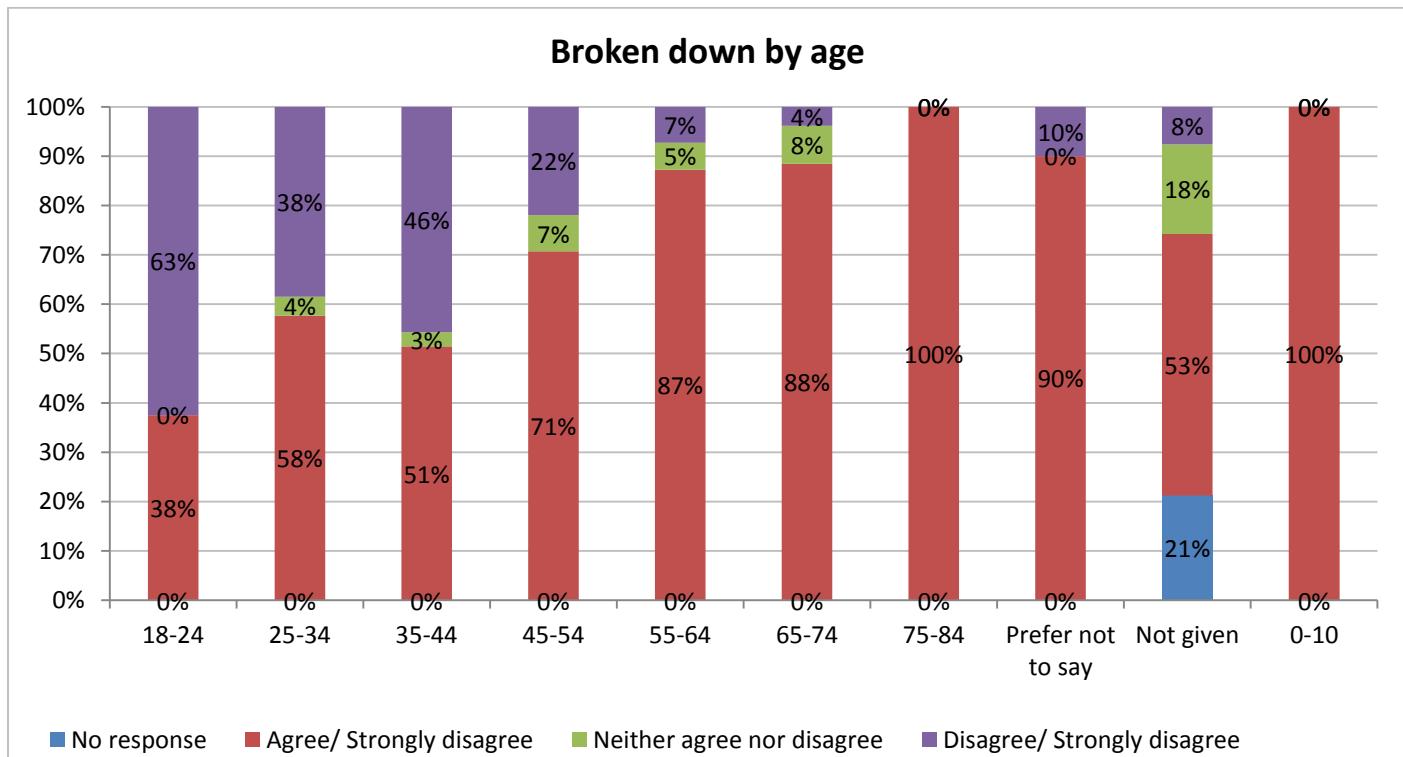
However, there were only very small number of each type of person responding to the consultation; there was only one local MP or councillor, and only one local community group representative.

By age group

The group least likely to answer the survey was 18-24 year olds, who make up about 16% of the population of Bristol (according to [Bristol City Council's equalities statistics](#)).

Age Group	Number of respondents	Percentage of total
0-10	1	0%
18-24	8	3%
25-34	26	8%
35-44	35	11%
45-54	41	13%
55-64	55	18%
65-74	52	17%
75-84	18	6%
Prefer not to say	10	3%
Not given	66	21%
Grand Total	312	100%

However, they were much more likely to vote for not having the restrictions. Young people (under 26) are much more likely to oppose the CIA, however 35-44 year olds are also only just agreeing with the proposal. This may be because the young people want to go to the venues more, and the 35-44 year olds who answered are more likely to be local business owners than the 25-34 year olds.



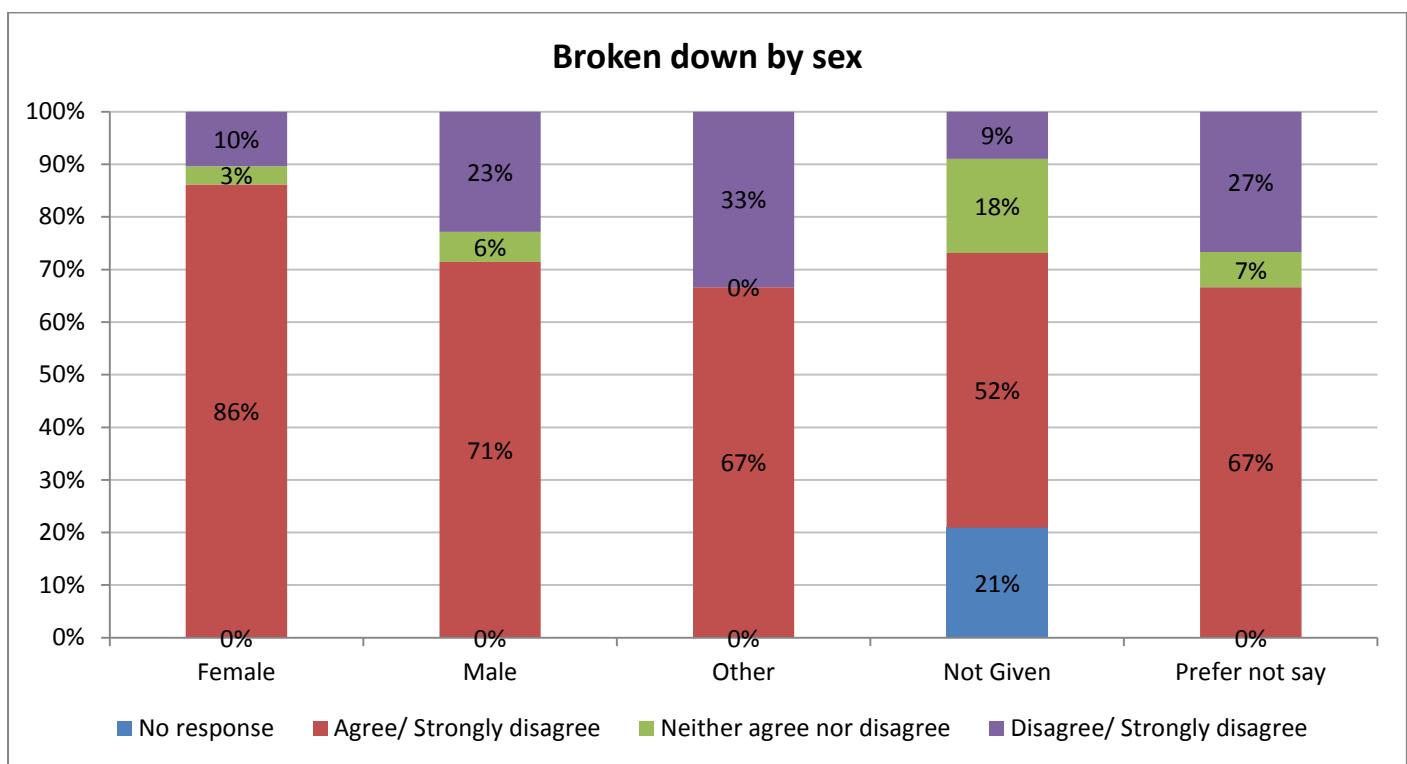
Only under 25s disagreed more than 50% (63%) with the proposals, all other age groups were supportive.

By sex

The majority of respondents were male, 45% compared to 28% female.

Sex	Number of respondents	Percentage of respondents
Male	140	45%
Female	87	28%
Prefer not say	15	5%
Not given	67	21%
Other	3	1%
Grand Total	312	100%

Women were much more likely to be supportive of the proposal it than against it, more than men. There were multiple comments that suggested the anti-social behaviour in the city centre was a particular issue for women.

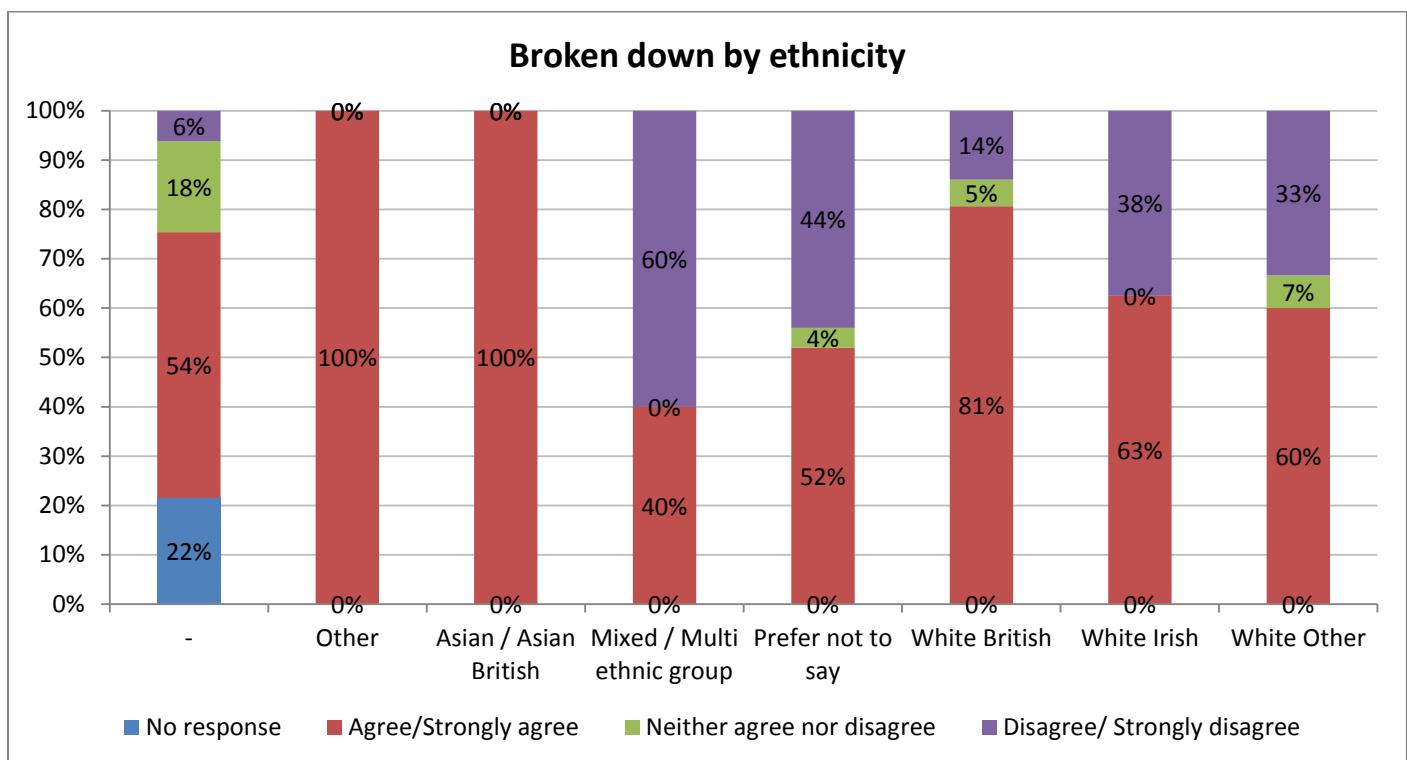


The majority of each type of respondent agree or strongly agree with the proposed CIA, although men were more likely to

By ethnicity

Ethnicity	Number of respondents	Percentage of respondents
White British	186	60%
White Irish	8	3%
White Other	15	5%
Prefer not to say	25	8%
Asian / Asian British	4	1%
Mixed / Multi ethnic group	5	2%
Other	4	1%
No response	65	21%
Grand Total	312	100%

The majority, 60%, of respondents were white British, and the next largest identified group were white other.



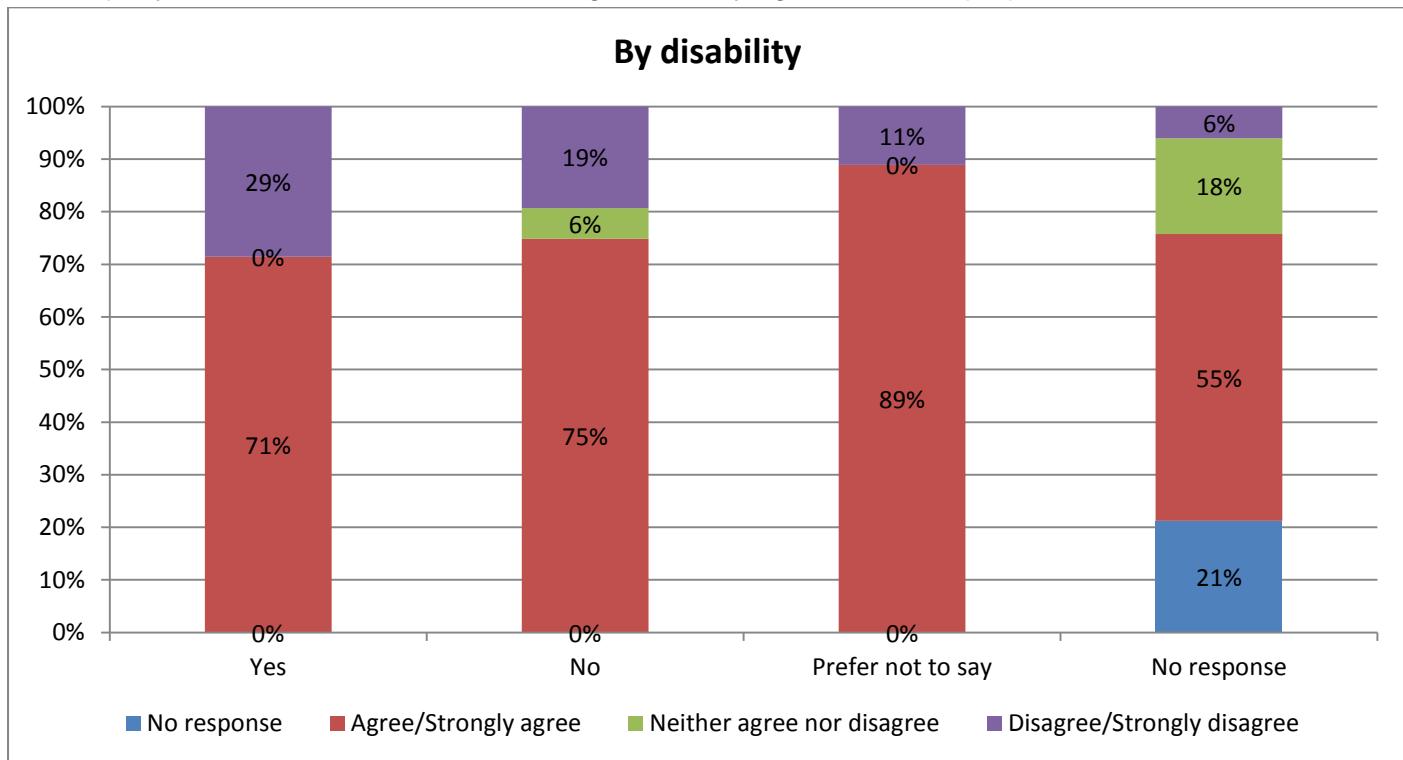
The only group that had a majority that did not agree with the proposed CIA was the mixed/multi-ethnic group and the 'other'. However as there were only five respondents this cannot be considered representative.

By disability

The majority of respondents, 66%, did not consider themselves to have a disability.

Disability	Number of respondents	Percentage of respondents
Yes	21	7%
No	207	66%
Prefer not to say	18	6%
No response	66	21%
Grand Total	312	100%

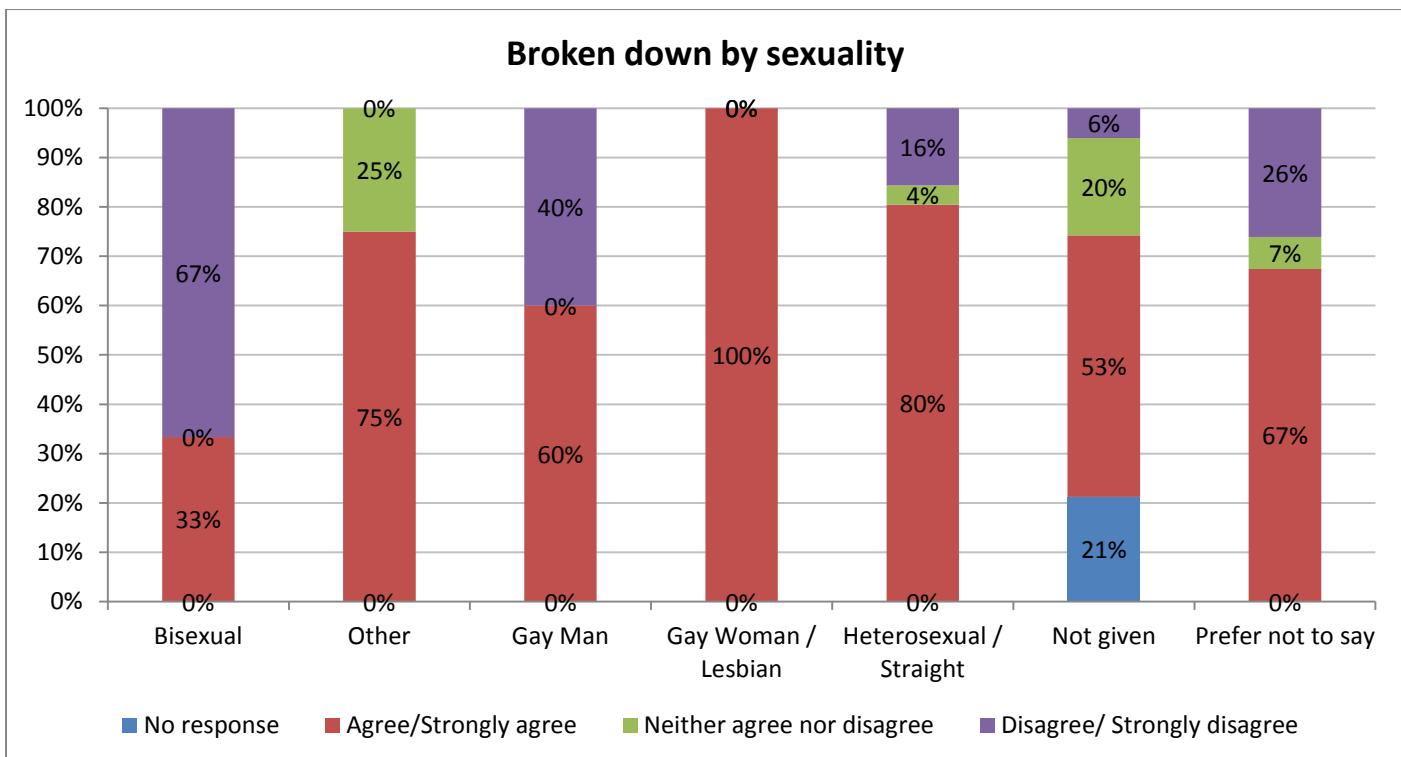
The majority of those who identified as having a disability agreed with the proposed CIA.



By sexuality

The majority of respondents, 57%, identified as straight, with bisexuals being the next largest group at 3%, nine respondents.

Sexuality	Number of respondents	Percentage of respondents
Heterosexual / Straight	179	57%
Gay Man	5	2%
Bisexual	9	3%
Gay Woman / Lesbian	3	1%
Other	4	1%
Prefer not to say	46	15%
No response	66	21%
Grand Total	312	100%

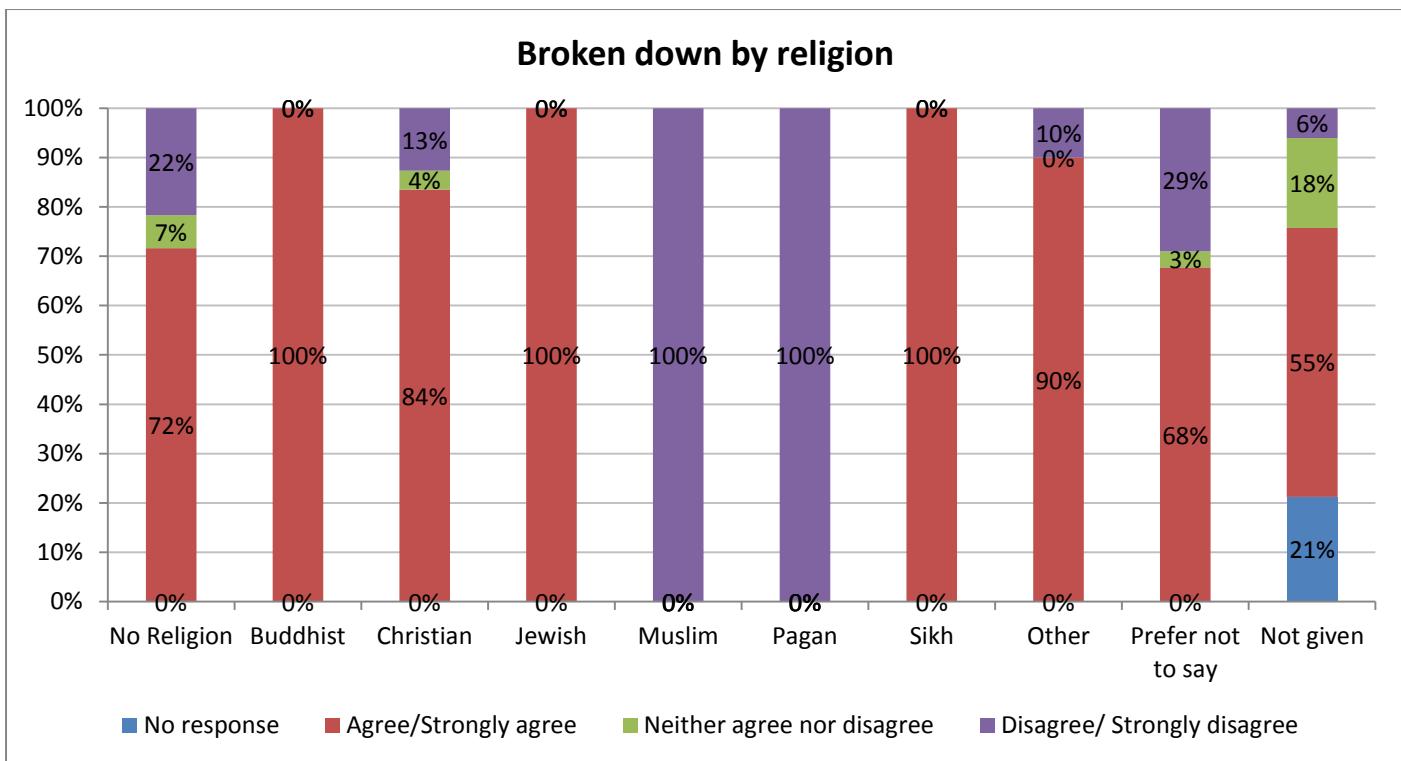


All groups except bisexuals had a majority that agreed with the proposed CIA.

By religion

The largest group of respondents, 38%, had no religion. The next largest group identified as Christian, 25%.

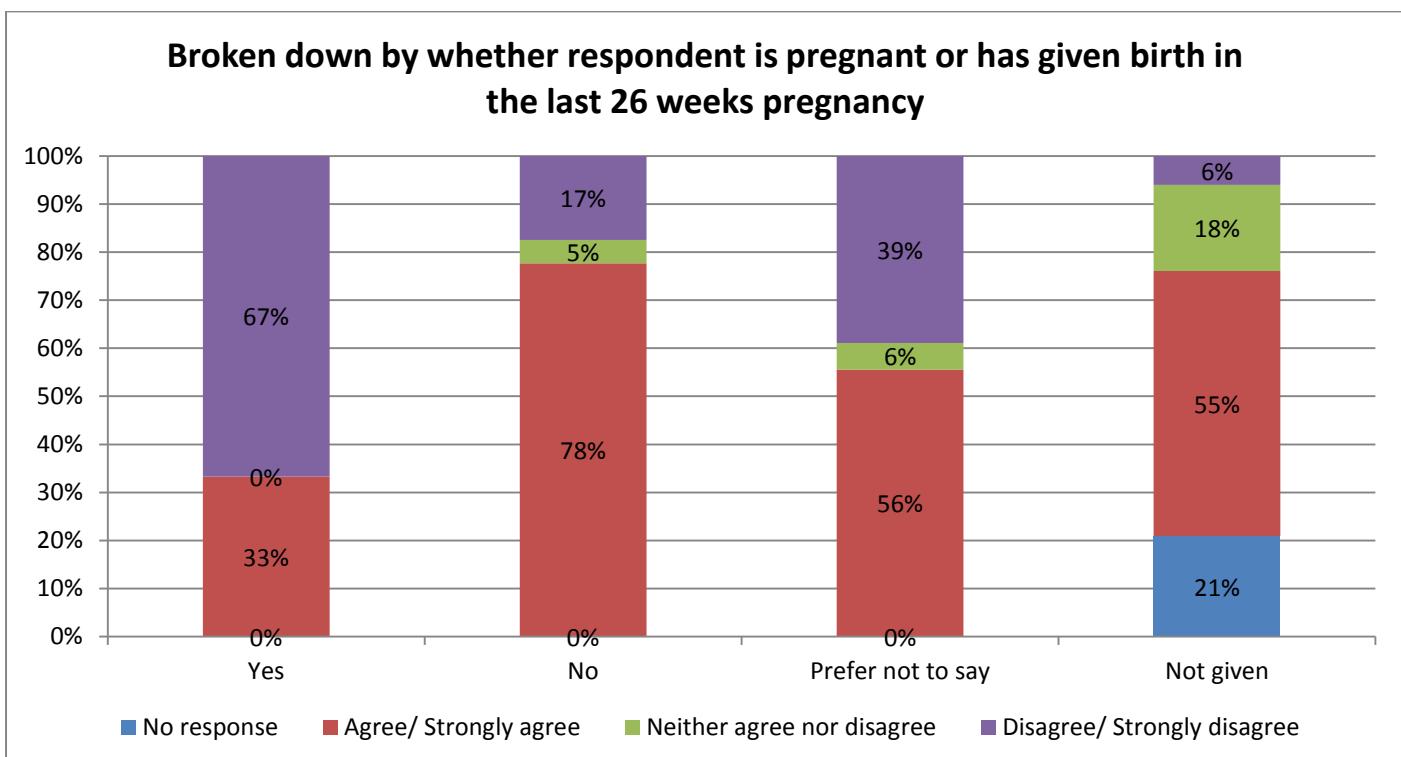
Row Labels	Number of respondents	Percentage of respondents
No Religion	120	38%
Christian	79	25%
Muslim	1	0%
Pagan	1	0%
Buddhist	2	1%
Sikh	1	0%
Jewish	1	0%
Atheist	1	0%
Other	9	3%
Prefer not to say	31	10%
No response	66	21%
Grand Total	312	100%



The majority of groups agreed with the proposed measures. The only two groups who did not, Muslims and Pagans, had only one person per group, and so should not be seen as representative of that group.

By pregnancy

Only three respondents had said that they were pregnant or had given birth in the last 26 weeks, so the sample is not representative.



However those who had said yes to this question were more likely to be against the proposed CIA.

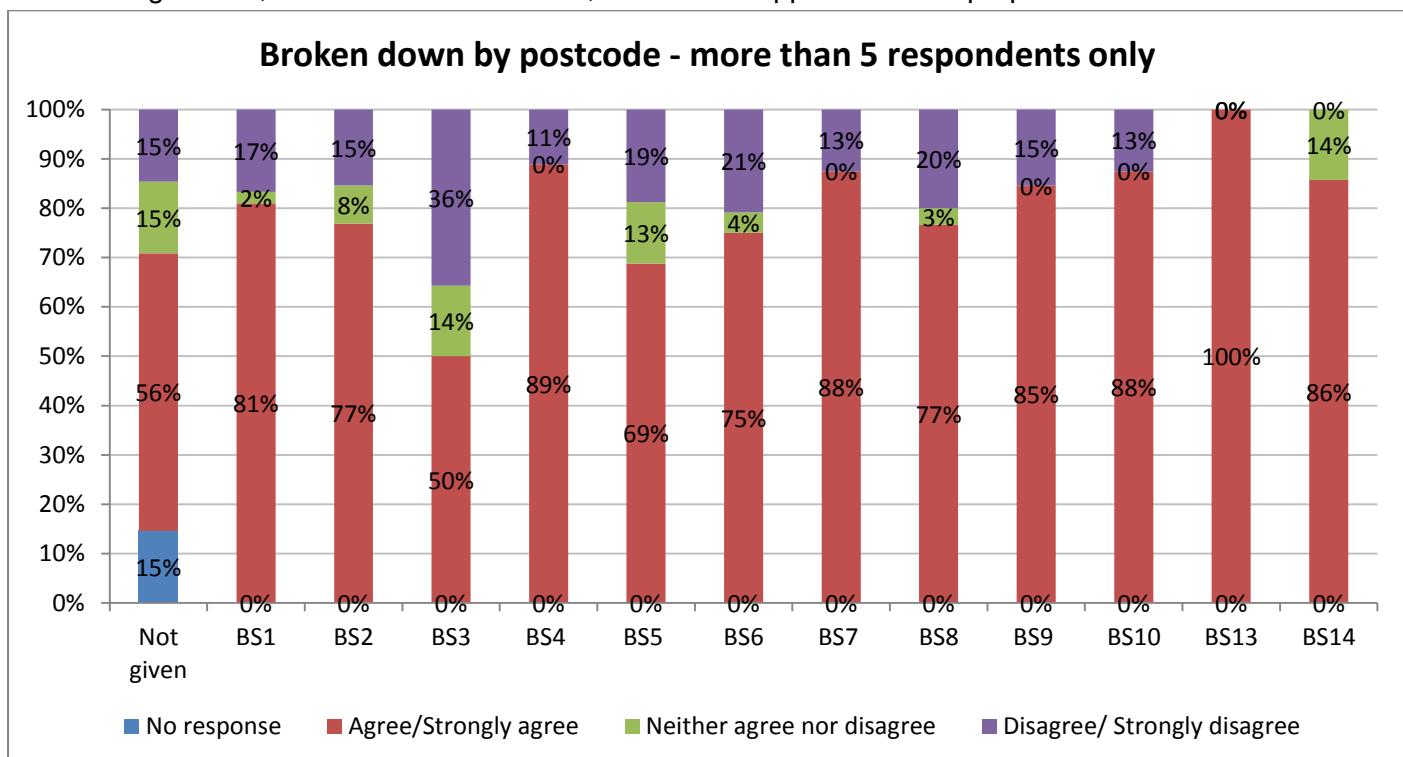
By postcode

Number of respondents at each postcode:

Not given	BS1	BS2	BS3	BS4	BS5	BS6	BS7	BS8	BS9	BS10
96	42	13	14	18	16	24	16	30	13	8

BS11	BS13	BS14	BS15	BS16	BS37	BS41	BA2	BS7
1	5	7	1	4	1	1	1	1

Those living in BS1, where the CIA would be, were 81% supportive of the proposed CIA.



BS3 was the area most against it, with 36%. However this is still smaller than 50% and there were only 13 respondents from this postcode.

Groups not included in this analysis

Refugee status:

There was only one respondent who said they were a refugee or asylum seeker

Those who had gone through, or intended to go through, any part of the gender reassignment process:

There were no respondents who said that they were in this group.

Comments

There were a total of 162 comments. Of these, 55 were explicitly supportive of the new measures, 30 were explicitly against the CIA. The other comments may have been supportive/against, however only those who explicitly gave a stance were included in the count for that theme.

There was a number of main themes that arose from the comments, detailed in the table below.

A number of comments implied that the CIA would be a change that would bring in new restrictions, which is not what the proposal is. This would imply that they don't know what the CIA is.

The commenters do not mention that a similar CIA has been in place for multiple years and that this has not helped...

Theme	Number of comments	Explanation
Supportive of CIA	55	These comments all agreed that a CIA would be a good thing. Without including comments on the below themes, commenters said that the CIA would be a positive way of curbing anti-social behaviour and that having a limit on the number of certain types of premises building up in particular areas.
Current situation is bad in City Centre	48	These commenters were mostly explicitly supportive of the CIA. They say that the current situation is bad, with anti-social behaviour, loud noise, and drunk people around. They also say that the City Centre is "a no go area for anyone who is not looking for a drunken rowdy evening".
Against CIA	30	These commenters say that the CIA is not a good idea. Without including comments on the themes below, commenters said that they "don't see any need for it", and that it is "likely to have a large effect on those businesses, but very little effect on anti-social behaviour...".
Alcohol is bad	22	These comments were mostly explicitly supportive of the CIA. They all agreed that excessive alcohol consumption was bad, and that this leads to an increase in crime and decrease in personal safety.
CIA area should be different	19	<p>These comments were mostly explicitly supportive of the CIA, however were mixed on which bits should and shouldn't be included. Some wanted a larger area, some wanted a smaller area.</p> <p>Other areas to be included are:</p> <ul style="list-style-type: none"> - Castle Park - Hotwell Road - Cumberland Basin - Further up Stokes Croft towards Lakota - Broadmead - Whiteladies Road - Dove Street South and Kings Square - Feeder Road in St Phillips - Cotham Hill - Clifton - Bedminster <p>Areas to be excluded:</p> <ul style="list-style-type: none"> - Stokes Croft - North Street

Mentions of Covid 19	19	<p>These comments are a mix of supporting and opposing the CIA. Those that support the CIA say that such venues should not be open due to social distancing and other Covid 19 regulations, and that alcohol makes it harder to stick to those rules.</p> <p>Those against the CIA say that the impact that Covid 19 has had on the sector and those venues means that businesses need help, rather than more restrictions.</p>
Mentions of police/ emergency services time being misused	13	<p>These comments were mostly explicitly supportive if the CIA. All commenters agreed that the time taken up by emergency services, particularly the police, was too much and that this was directly related to the number of drunk people. Some commenters mentioned that Police are unable to attend to other areas due to the large numbers needed in the City Centre.</p>
CIA will get rid of night-time economy	10	<p>These commenters were all against the CIA. Many of these comments also mentioned the impact of Covid 19, and that bringing this policy in would further damage the hospitality sector or night-time economy.</p>
There are enough or too many venues already	9	<p>These commenters were all supportive of the CIA. They all agreed that there were either enough, or too many venues selling alcohol already open.</p> <p>One comment said that the city centre is where these premises should be, however Gloucester Road has too many venues which were disturbing residential areas.</p>
Want more variety of nightlife	8	<p>These commenters were mostly against the CIA, all bar one. In general the commenters said that a blanket ban on new premises would not allow a "vibrant social scene".</p> <p>The commenters that were supportive of the CIA said there should be a more varied selection of venues that were not all alcohol based.</p>
Better enforcement is needed	7	<p>These commenters were split between being for and against the CIA, however all agreed that more enforcement was a good means of controlling the antisocial behaviour and crime. This is wanted from both the Council and the Police</p>
Impact on local businesses	5	<p>These commenters were mostly against the CIA.</p> <p>In general these comments point out that the CIA would negatively affect local/small business more than larger businesses. Two say that limiting venues does not lead to smaller crime rates, just limits for businesses who are trying to survive.</p> <p>The one comment that supported the CIA said they "believe this will help stop the expansion of premises, maintaining a multitude of smaller independent establishments"</p>
Mentions of bars 'going underground' with restrictions	3	<p>These commenters were all against the CIA. These commenters said that a lack of venues would "only lead youth and young adults looking to attend illegal raves instead of these licenced venues", or having street or house parties instead.</p>
There should be more venues licensed	3	<p>These comments were mostly explicitly opposing the CIA. Their main points were that if there were more venues then there would be more places for the people who wanted to go out to go, leading to smaller queues and less people crowding or congregating outside.</p>

Need to consider the impact on other areas	3	These commenters were a mix of supporting and opposing the CIA. They were concerned that putting a CIA in just one areas would push venues and people into other, possibly more residential, areas.
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There were 31 comments that had other points or themes in, but not enough for each theme to be on its own. These included:

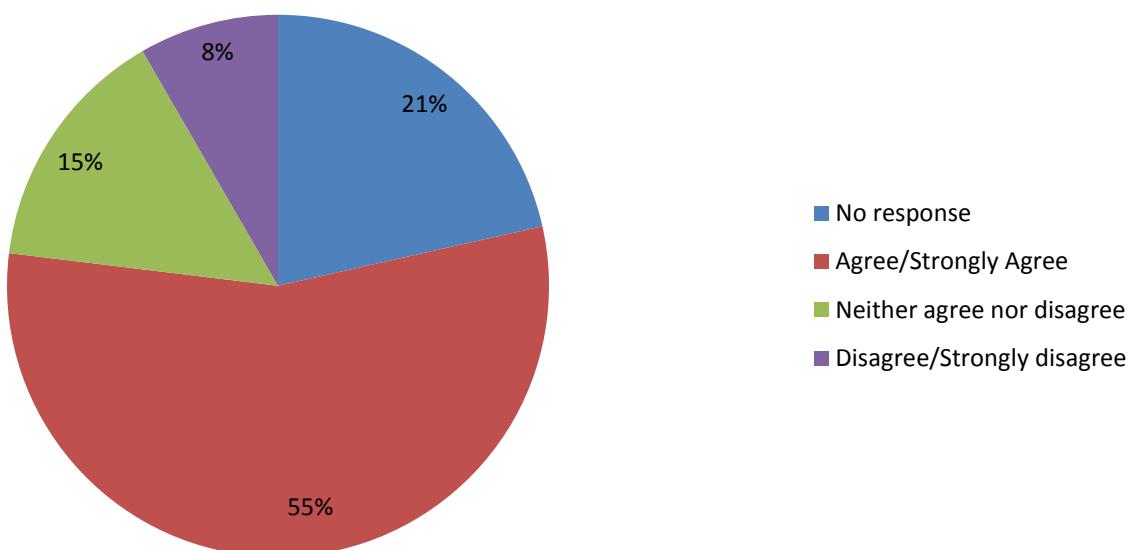
- The university is going to expand, so the consultation is pre-mature
- The data collected by the CIA would be a valuable source of information for the public
- People living in the area have to put up with anti-social behaviour, and so there should be more control/responsibility taken by the premises owners
- Needs to be a more holistic approach to the policy, covering the whole of Bristol
- "The requirement 'unless the venue can show that there would be no adverse effect on the licensing objectives in particular preventing crime, disorder and public nuisance.' seems unfair as it is not clear how or even if this would ever be possible"
- Venues provide places for people to meet up and socialise which is important
- Everyone needs to be able to feel safe walking in the City Centre
- The issue is more people outside of venues, who have alcohol from other places rather than people inside
- Questions around what would replace the bars that have shut
- Need to have venues open to promote and support the arts
- New proposed venues at O&M sheds not wanted
- Ideas about different types of venues
- Gentrification of Bristol's night-time economy

All comments are in Appendix 2

Appendix 1 - Accessibility Responses

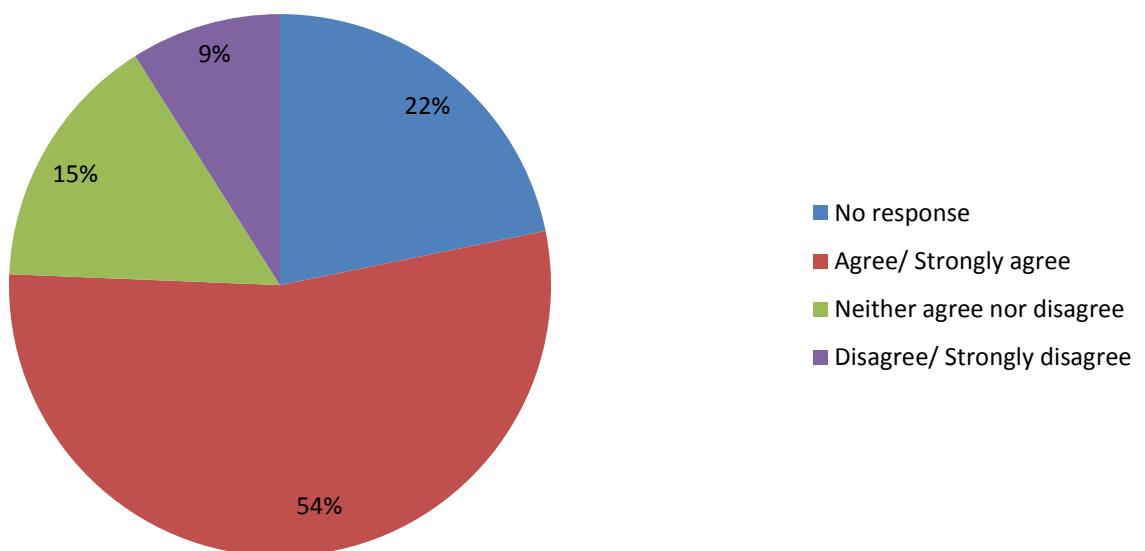
Just over half of the respondents agreed that they had enough information to answer the questions. However, there was 8% who did not feel like they had enough information.

Was there enough information for you to answer the question?

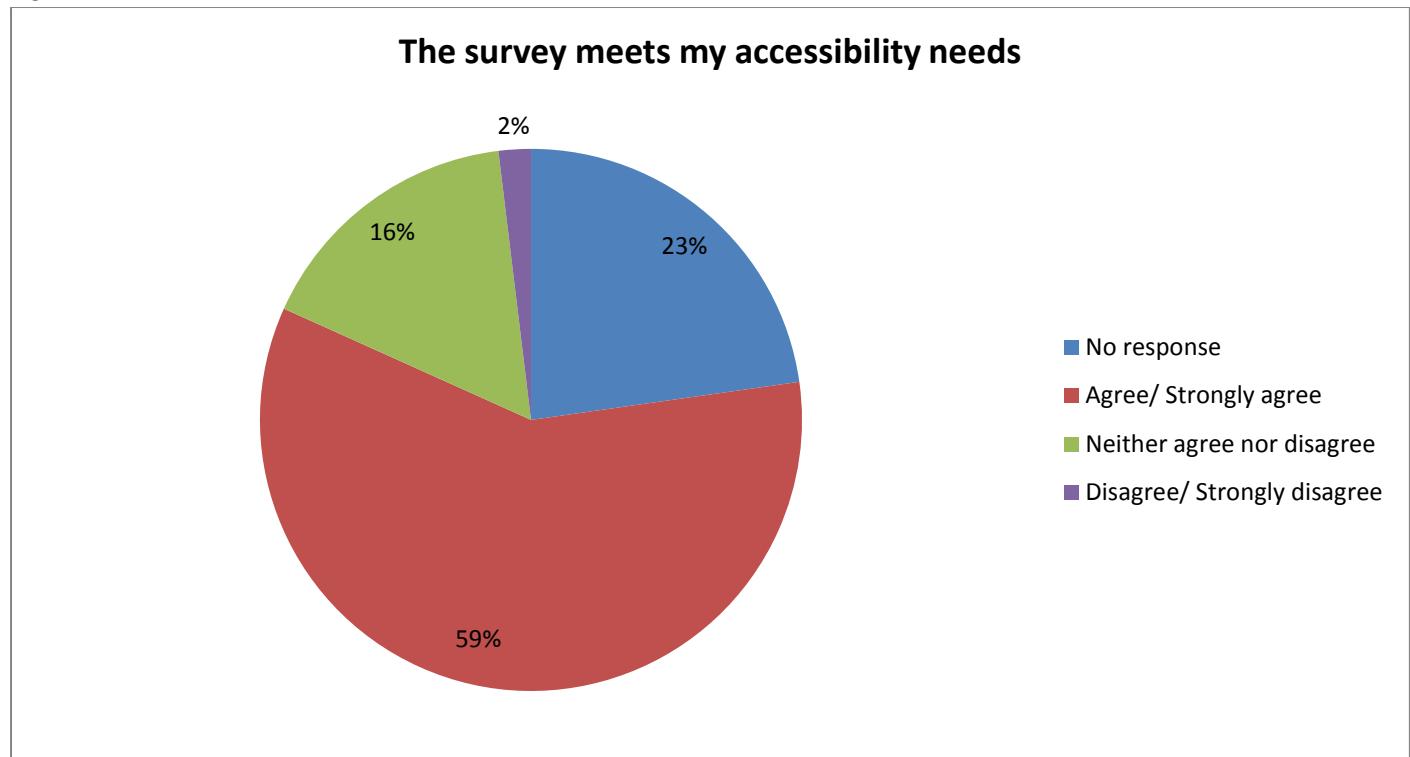


The majority of respondents agreed that the survey made it easier for them to give their view, with 9% disagreeing.

The questions make it easy for you to give your views?



A large majority, 59%, agree that the survey met their accessibility needs. However 6 respondents did not agree. Out of these five of them did not consider themselves disabled.



Appendix 2 – All comments

Question:

If you would like to tell us why you have chosen your above answer, or if you would like to suggest a change to the defined boundary, please do so using the textbox below:

Table of comments:

With Uni of Bristol plans to expand rapidly (and unsustainably) on the wrong side of the tracks in Temple Quarter, I suspect this consultation is premature.
Published data is the most valuable source of information for the public. The impact assessment will provide vital statistics to help ensure the nightlife activities can be improved.
The boundary needs to cover areas such as Castle Park too, where I understand there is a drug dealing problem.
Essential that members of public can enjoy And feel safe in the City Centre without the scourge of excessive alcohol consumption and bad behaviour.
More bars means more choice. It prevents people roaming around trying to find somewhere to go. When there are too few bars then people roam the streets and start trouble and fights. When there are too few bars the ones open are packed and trouble starts. Too few bars means rowdy bars rather than a choice of chilled out friendly venues. More bars needed not less.
Pubs, nightclubs, and late night entertainment venues are under dramatic strain more than ever now thanks to social distancing and restrictions implemented since the Coronavirus lockdown. All businesses, including those which focus on the sale of alcohol and entertainment, should be helped and supported by the Council, not penalised, lest more businesses are made to subsequently close. Not to mention a lack of late night venues will only lead to youths and young adults looking to attend illegal raves instead of these licensed venues if they are no longer available, or are restricted.
We need to combine a work/leisure balance in life. Entertainment venues should be available and the PUBLIC can decide which venues to visit and NOT a nanny state controlling choice. You cant make cost effective decisions with our Council Tax i.e Bristol Energy, Bristol Arena etc so don't meddle with the cities leisure Industry!
This would have a massive impact on local businesses and night life. Leave this city alone. Its already become victim to gentrification. Its hideous
I think the boundary should be reduced in size. The city centre should have a CIA but this should exclude Stokes Croft as these are separate areas and should not be governed by what happens in the centre
The type of crime that sits alongside licensed activity needs to be managed through better policing strategies and by the council ensuring that those businesses that do not comply with the law are enforced upon. The CIA is a lazy shortcut that will have a negative impact on decent, small and independent operators. The council and the police need to be actively working to enforce against rogue operators and not harming a culturally important industry with this blanket approach.
I live just behind Stokes Croft CIA boundary. Since the demolition of the Carriageworks and Westmoreland house the noise from the public and the noise from amplified music has increased considerably. (During Lockdown it was lovely and quiet). The noise from sirens, nightlife, loud people, fighting, vehicles racing, premises which abuse the current planning conditions on their buildings is constant especially at weekends, often until 5 am or so. If you add in the rubbish that is strewn everywhere, the streets used as toilets and the increase in drug dealing because more people are here partying, it makes it very difficult to feel safe here anymore.
St Pauls/Stokes Croft is also an area of transient populations and there are many HMO's and hostels within the area. There are going to be hundreds of new dwellings when the Westmoreland house/carriage works development is built, along with the multitude of student accommodation being built currently and those going through planning currently, all which will impact further on this area.
We know from watching Crack Alley on the BBC that the drug dealing increases with the clubs and nightlife increasing. The opportunistic assaults and robberies increase when the students return and housing more students in this area could increase these yet again.
St Pauls and Stokes Croft already have a high prevalence of addicts, alcoholics and homeless persons, who, by the nature of their circumstances, stay within this area due to access to services or hostels.

There are issues specifically related with alcohol consumption on weekends in this area, for sure. But I don't think it's because venues are open, it's a deeply founded issue in people's mental health.

So instead of keeping venues from operating you should take a look into why people drink so much instead. I've been living in Vienna for quite a while and I'd say I felt people were more responsible there with venues even having their doors open until morning hours.

Mental health in England has been neglected for too many decades and it's clearly visible on the streets.

The same goes for homeless people, there is not enough support to get them back on track.

So, leave the venues in peace and face the actual problems instead.

As a business person looking to open a hospitality venue in Bristol it highly discouraging to me that this kind of blanket policy should be put in place to limit potential additions to the cities already strained nightlife economy.

Myself and my colleagues across the city have been working over the years to improve Bristols nightlife experience for residents and this has been shown by the improved crime statistics. A continued hampering of our productivity especially in the wake of COVID will lead to job losses, culture stagnation and economic productivity loss in the city.

I am also a home owner and resident within the CIA and a far larger cause of public disorder, nuisance and crime within my experience is the unregulated student house parties that have become so prevalent. A solution far more conducive to maintain these social goals is to encourage safe and responsible late night venues which can cater to these groups and manage intoxication and all other behaviours included in the licensing objectives. While employing more Bristol residents and bringing in addition taxation revenue.

I ask that you consider an alternative means of regulation to ensure the continued prosperity and vibrancy of the night time economy.

It appears to make sense and does give a way ahead on this issue.

I enjoy going out in the City Centre (normally - not during the pandemic) and frequently go out in town particularly but not only at the weekend. However it can be extremely unpleasant and intimidating particularly at the weekends for people who are a) not drunk b) older and/or c) walking on their own. It is noisy and overcrowded and people spill out of drinking establishments and shove you or fall against you as you pass by. I am very unhappy with the sex discrimination of on-street-no-modesty-panel-pissoirs. Really do we HAVE to see men peeing because of the poor design of these things and their prominent locations and what on earth are we women supposed to do - just get a bladder infection or - as many end up doing - peeing in doorways or behind walls which makes them more vulnerable not to mention it is unhygienic etc.

I enjoy going drinking- most of us do - but the sheer numbers of people attracted into a small space can make any other business that is not about drinking and shouting and screaming much less attractive to their customers as well. I would also like to see the law enforced around not serving people who are drunk.

The drunken hoardes - and yes it certainly does seem to be an awful lot of them if you are say, down on the waterfront, waiting for a bus on the Centre or College Green - are often shouting obscenities and leering at anyone and everyone. We probably all swear but we don't stagger up to complete strangers and harangue them or shout in their ear or just generally make a nuisance of themselves.

I also see far too much take away waste on the streets but then this seems to have extrapolated into open and green spaces during the pandemic so it is a peculiar thing when so many litter bins exist. However I don't think the design of litter bins in the city centre is that good either. Given the amount of food / takeaway waste and the encouragement of seagulls etc which doesn't help - much larger or different receptacles are needed.

I would prefer that the town centre is a place that we can all enjoy rather than just a minority of Bristol's citizens. We live in a really great city and everyone should be able to enjoy it.

The negative societal effects of wilful or unintentional alcohol abuse.

The defined area is made unsafe due to large gatherings of people, drinking and antisocial behaviour.

I live on Park Row and during normal times (not during covid) the Dojo nightclub is always noisy to when patron leave the club. They shout, sing and fight with one another directly in front our building. The taxis all line up here too honking their horns at the patrons. We have complained with Dojo many times about it.

I have been in the centre of Bristol on a Friday night and Saturday night. I find the accumulation of very drunk and

out of control people in the proposed area very frightening and police struggle to stop fights etc.

I have been an advocate for free speech and, in general, free association all my life (age 73). I have been concerned recently about the crossing of acceptable social boundaries by some, repeat some, elements which take advantage of "loopholes" or opportunistic situations to advance agendas which are, today, inappropriate and - I hate to say - damaging to our local economy and society.

For example, I support Extinction Rebellion in its aims and philosophy and, in the main, its actions; but it doesn't have a robust enough discipline framework to identify and prevent "rogue" actions which ultimately attract the wrong sort of publicity and negates what would be positive public support.

The police, too, if they are to be socially effective and seen to be supportive of the public, need to be subject to a more disciplined framework. Again, I have always been supportive of the police in doing an extremely difficult and dangerous job, but they have recently been taking unilateral decisions and making public utterances which are outside of their remit. The PCC and the city council must take a lead on this, and be far more proactive on this front. There is far too much tolerance of unacceptable public behaviour which stems from a growing self-centred (slightly different from "selfish") attitude - which can be traced easily to trends in the media and Twittersphere.

This CIA plan would send a strong signal that Bristol city cares about its citizens and will take direct action to protect reasonable public behaviour boundaries in the interests of public safety and the local economy. The police, too, need to be reviewed and given clear leadership so they can do a reasonable and effective job. (It would be in their long-term interests.)

support because it is so wrong that police time should be so huge in controlling the behaviour described. It is not for nothing that local residents call Whiteladies Road "The Strip". Far too many eating/drinking etc establishments there although Whiteladies Road as such does not seem to be included in the CIA proposals.

Concerned about the cost in police time as it distracts from important crime control

This proposal would be catastrophic for the already struggling night-time economy in Bristol, and the police statistics do not support the need for a CIA.

Firstly, Avon and Somerset Police make an assumption that closing or restricting these nighttime venues would reduce crime, based on no evidence. This is clearly far from certain as demonstrated by the street raves we've already seen during lockdown in Bristol. Shutting these safer indoor venues just pushes young people on to the streets, more likely pushing up crime and costing more police time and money.

Secondly, the economic and employment impact is not even considered by the Council. The night-time economy contributes 8% of the UK's GDP, as employs thousands of people in Bristol. Restricting that with a CIA after a period of unprecedented financial pain for these venues during lockdown would risk none of these jobs coming back. Instead, as I mentioned previously, young people would be forced on to the streets in informal and dangerous raves and parties where they are at much more risk of overdrinking and being victims of crime and where there's none of the economic or employment benefit.

Thirdly, it doesn't consider the potential impacts on the rest of Bristol. The covered area is much less residential than surrounding areas, and young people taking their parties to the surrounding areas could have a detrimental impact on those areas, their residents and their crime rates.

It can help with keeping law and order by restricting activities of unruly premises. It can also restrict the volume of certain types of premises collecting in an area.

A CIA would work better if it's broken down into smaller areas rather than penalising the whole of the city centre where evidence exists of increased crime or public nuisance. I feel the city centre map as it stands is too large and splitting that into say 3 smaller areas may work better unless there is very strong evidence to suggest the whole area as it stands can be looked at as one. Having smaller areas also allows more localised control and may allow bars/nightclubs to be spread over a broader area rather than all being in the same place.

The night time economy is vital for the life and vibrancy of the city centre and should not be curtailed in a blanket fashion - especially in the current COVID climate when hospitality is struggling. Venues should be given the flexibility eg increasing licensed hours without unnecessary burdens and existing enforcement powers should be used to control individual venues.

We live very close to the defined boundary and would certainly welcome possible restrictions on late night openings, more bars, clubs etc. We are regularly woken up in the early hours by drunken behaviour and in the morning can see the results of this: vandalism, vomit, litter. Bristol has a lot of residents actually living within or near the boundary which means that many people are impacted by late night anti-social behaviour.

I disagree strongly with the idea of using a restraint on trade (licensing) as a means of controlling disorder; this stifles competition between existing businesses and intending new entrants to the market, and may give an advantage to businesses already causing disorder over new ones whose behaviour might cause less disorder.

However, the current proposal seems to be intended to reduce the area covered by a newly introduced scheme, and in my view that would be a step, albeit small, in the right direction.

I live in a boat on Welsh Back and am fed up with people urinating and defaecating when intoxicated practically on my doorstep. If the plans go ahead to convert the O& M sheds into yet more bars it will only increase the problem.

We do not feel that the current rebuttable presumptions gives sufficient weight to those national, local and franchised premises operate to a higher standard and are held more accountable than an independent kebab or grill shop.

I fear it would lead to shutting down of venues, and not allow new venues to open or even replace the ones that have closed if you end up with a limit. It's bizarre that this could result in turning a large city centre night time economy into that of a small town. You will end up with Bristol city centre looking like Yate or chipping Thornbury with just a few late night venues open, just boring and quiet. Instead of creating a buzzing, busy and exciting city centre that people would want to come to. The busier it is the more people will attract and Bristol can become one of the best night time cities in the country. crime and anti-social behaviour takes place everyone, not just in the city centre. Please don't ruin the night time economy or take Bristol back 20 years.

Hi,

I choose these answers because I living around Gloucester Road every thing it's fine all the shops owners they got staff and they got family to feeding and these shops make every where helpful if you need any thing, look how's bad situation about now people they don't have job to do and by you wanna refuse give them any renewal licenses I think this is bad decision ever please let the people carry on with them licenses thanks

Seems excessive and not warranted , more public nuisance from cyclists, but you encourage them

Risk reduction

need better regulation to curb bad behaviour

Alcohol use generally needs to be reviewed given the impact on society/health/justice system. It is an addictive substance - as anyone in addiction work will tell you. It is also contributing to rise in virus for obvious reasons. Lots of people drink to get rid of their inhibitions & boost confidence in social settings- this does not encourage responsible behaviour.

In principal, great idea. The big question is will it then push more people out into the suburbs and create the problems of noise, drunkenness and possible violence. There may also be more house parties within that area as more living accommodation is being built.

There are too many drinking venues in Bristol and you know there will be alcohol related trouble which keeps sensible people away from the city at weekends which must affect other businesses around the area

Presently we avoid the city centre at night due to the number of people (generally young)

Who appear to have been drinking to excess and who make us feel uncomfortable and on occasion, threatened.

The evidence shows a high impact on the emergency services from incidents in very specific areas. If venues and license holders haven't voluntarily put their own policies and staff in place to help modify this then it has to be imposed through the licensing process.

Why should the general public be saddled with the costs of medical and security cover for these relatively small number of idiots who want to go out and get blind drunk.

I don't see any need for it.

I feel strongly that controls need to be implemented to restrict both the opening hours and the number of venues with late licenses.This would hopefully curb excessive alcohol consumption which has been proven to cause a multitude of anti social problems.

It is a large area and i need to better understand the proposals before giving an answer

My main concern currently is the rise in covid in younger people who I think are likely to socialise in such premises. I have also noticed an increase post lockdown in the number of young people - often drunk, often noisy, sometimes littering - who walk down our road in the early hours. I have of course no evidence where they have been but returning from the centre seems very likely. It just seems to me that limiting such premises in the centre could potentially help reduce the rate of covid infection, and help reduce my disturbed nights!

Any measures to reduce opportunities for excessive drinking is welcomed.

Bristol is dying with businesses closing down and the impact of the Chinese disease Covid 19. If you make it more difficult for pubs and bars etc to get a licence then why c

Not close Bristol down altogether. Marvin Rees you have single handily destroyed this once proud city leave it alone you will be out of office very soon leaving behind a total disaster.

The city centre is an area highly saturated with bars, pubs, nightclubs and other entertainment venues that primarily sell alcohol. As a result, there are many drunken people in the centre every weekend and assaults and other violent crime make me very uncomfortable being in the area at night. I support making it harder for businesses to expand or open in the centre for this reason.

The more information that can be gathered would identify specific problems that could be looked into and addressed.

I wish there were more options for socializing that are not linked to alcohol. It would create a safer, more welcoming environment that is much more inclusive of everyone who does not drink: younger people, Muslims, sober people.

Having the boundary will help keep the social gatherings down and reduce the crime rate in those areas.

The hours when alcohol can be purchased are far too long and this is the reason people drink too much and then behave badly because they are drunk.

Police and medics have to carry out extra work because of the drunkenness, so anyone trading late at night should pay for the cost of the police and medics attending any drunken incidents.

I live on Colston Street which is mixed residential and business area, however, there seems to be more consideration to the pubs, the anti social behaviour is high from people gathering outside pubs and on their way home, drunken behaviour, shouting and screaming through the night and early morning. The noise from The Gryphon is particularly loud, given it is neighbours are residential, the music is incredibly loud, levels more appropriate for a very large venue or outdoor festival, the noise of people hanging outside is very loud.

I agree that over preponderance of drinking establishments contributes to an area that feels unsafe and antisocial. The other area I think you should include is North Street in Southville as it could easily become a problem there too, if any more bars are allowed licences.

I totally agree with the fact that there are too many alcohol outlets opened to late in Bristol.

Additionally, I would propose to extend the area to include Hotwells and the area around Cumberland Basin – the police tell us that it is too far out for them to properly police late night outlets in this area and they have become a nuisance.

A waste of time and money, designed to kill off any vibrancy the city centre has left. It is already a dull bland expanse of large chain shops and crappy overpriced eateries..

As a resident of Kingsdown I suffer from a lot of nighttime noise and vandalism generated by people walking home from venues in the city centre and Stokes Croft. Loss of sleep badly affects my health.

It is impossible to assess the impact of COVID on these establishments, so putting in place an assessment based on pre-COVID analysis may significantly overestimate any problem.

Because people also live in the areas indicated and have to suffer the side effects of wild drunken behaviour. There has to be some control and responsibility by licence holders for the behaviour of those they serve.

The city centre has become a no go area for anyone who is not looking for a drunken rowdy evening. And the emergency services have better things to do, and should not have to face the same chaotic scene over and over again.

The levels of drunkenness and rowdy, anti-social behaviour generated by multiple establishments has a substantial adverse impact on both the CIA area and nearby residential areas. I live on Kingsdown Parade and in normal times am frequently woken up in the night, right through to 4.00am, by people who are drunk / high returning from the city centre / Stokes Croft to the student areas in Cotham / Redland. This has a deleterious impact on my health. Ironically, lockdown brought respite.

As a resident in the Cumulative Impact Area (Gloucester Road), I see and hear the results of over-indulgence of alcoholic drinking on a regular basis, and agree that any further outlets for alcohol sales should only be agreed exceptionally.

I feel that this area contains many venues with a strong cultural offering, which people of all ages, including children and the elderly attend (For example, the panto, concerts at St George etc etc,) which is not the same with that area of Broadmead. The behaviour of many people attending venues where the focus is mainly on selling alcohol is often intimidating for those coming into the centre for other reasons, so The focus on curbing licenses should definitely be as described by the proposed map

We need to have appropriate controls over late night establishments, especially taking current circumstances into account.

As a resident and business owner the extension of late night licenses and drinking has led to an increase in disorder and general anti social behaviour. To the extent that after 30 years I am thinking of leaving the city centre. Having raised all my 3 children, traded and supported businesses and institutions in the centre this will be a real shame. The balance in the centre has been tipped way to far in favour of late night drinking establishments and if families like mine are forced to leave I worry what will become of the centre.

The city centre is the right place for these venues and is where they should be concentrated. Licences need to be withdrawn/limited to reasonable hours (ie closing at 11pm) in residential areas such as Gloucester Road where families are disturbed on a nightly basis by drunken behaviour from Gloucester Road. There is no reason for licensed venues in BS6/7 to be allowed to stay open so late/increase in number. Local housing stock is old with single glazed windows unlike the residential developments in the centre which importantly are also in the city centre so people make a choice to live somewhere with a night life. Gloucester road needs its CIA to be enforced but more and more licenced venues with long opening hours have been allowed to open.

Some small businesses should implement more rigid procedures in face of this pandemic, I have noticed and felt uncomfortable when staying in some food chain shops, to many customers using the small place without any restrictions, at this moments my first reaction is trying to run away as soon as possible.

Kind regards

R. Lourenco

Bristol is a safe and orderly city with very low crime rates. There is no need to introduce further restrictions.

Also studies show that the more you fight against something the bigger issue you create, like the alcohol ban in the USA. It only created a strong black market, but it did not prevent people drinking.

Your job as a representative of Bristol's population is to try take into account the interest of every main group. By introducing further restrictions and bans on socialising you are biasing towards families. All of your action and decision are in favour of families to make their life easier and forgetting the increasing number of single people, childless couples and students who need places to go out to socialize.

I am telling you that these groups of people will go voting at the next election and they will tell you their opinion there and then.

I have no problem with city centre leisure activity, including the consumption of alcohol.

It is essential to the 'healthy' * balance of the city, noted for the vibrancy of its nature. I see tolerance, inclusiveness and friendliness as an essential part of the culture of Bristol.

As a newcomer to Bristol (I've only lived here for 35 years!), I've heard Bristolians criticised as insular, unwelcoming etc but have never witnessed this myself. I've always found them open, friendly and willing to help those of us who have been unfortunate enough to have been born somewhere else.

BUT (I felt that I had to put upper case there because there's a big IF-type statement coming):

The proposal seems to be not about maintaining the status quo but dealing with additional requests for extensions to the current arrangements. The current situation, of which the council is fully aware, or they wouldn't have been looking at the question in the first place, would seem to many people to call for a reduction in freedom rather than the opposite.

In that context, I believe that the proposal to limit the expansion of current facilities is reasonable.

Since typing the above this morning, more evidence has emerged about the current progress of the Covid-19 virus in the U.K. generally, and it's not good news. It places the BCC proposal in an even more positive light.

So:

Yes, I'm in favour of the BCC assessment

And - current arrangements need to be under constant review

- 'offenders' have to be penalised. This isn't a 'nice' option but we have to protect those who are a) keeping to the rules and/or b) vulnerable.

* Obviously in context. Getting 'ratted' is obviously not generally regarded as 'healthy' (possibly with the exception of the opinion of the 'rattee'). [Oops! I seem to have created a new word there. 'Rattee' isn't in my Word dictionary. WTF – Who said that Microsoft was the sole arbiter of what was acceptable for inclusion as a valid word?]

By setting the CIA area you do nothing more than push applications outside that boundary. Furthermore, the CIA area is too focused to the west/south west of Bristol centre. A more holistic approach needs to be taken rather than just focusing on local hotspots in the CIA area. There needs to be an examination of how extant business in the defined area and the likelihood of new premises pushed out of this area because of the imposition of the CIA will have on surrounding communities who travel to visit licensed premises. Displacing them from the CIA will change this demographic. The approach is simply going back to the late 80's early 90's approach of limiting classes of premises on given streets and is too simplistic.

keep the cocktail swillers down

The City Centre has been allowed to become a night time no-go area. Whilst the majority of revellers are well behaved there is a significant minority who become offensive and aggressive when drunk.

At this time with covid still present and likely to be for a long time to come, it seems crazy for late drinking and events to be taking place when clearly drinking generally lowers awareness and people forget social distancing. Sadly some venues have not been strict on social distancing even though the evening starts out well organised.

Alcohol fuels antisocial behaviour and whilst going out for a drink generally is a pleasant experience especially with friends, Seeing people getting uncontrollably drunk is not pleasant at all. Fights, vomiting, seeing people lying senseless in the gutter is a terrifying experience. The city centre at night in particular is a no go area as are many other parts of this city

I think dense concentrations of pubs/bars/clubs with alcohol/drug consumption can lead to a heady atmosphere where small altercations can escalate quickly.

It's out of hand. The police are needed outside of this area.

The defined boundary looks appropriate

Far too much drunkenness on the streets along with the disorder, abuse and violence associated with alcohol.

Police resources are always stretched and we must do what we can to limit any changes that create even more adverse conditions that threaten public safety and strain police resources that could be better deployed. The defined boundary is broadly correct.

What happens in this area has a direct impact on the antisocial behaviour which happens late at night/early in morning around the harbourside residential areas

For the ordinary citizen of Bristol, the gathering of crowds queuing to get into nightspots is an obstruction, interfering with bus queues and even late night shopping. It used to be just late in the evening at weekends, but prior to lockdown I noticed problems on most nights of the week -problems that made me anxious about getting home from evening meetings, concerts, or the theatre.

There was also an effect in public houses, where I have noticed large groups gathered to "pre-load" with alcohol before going to the late night venues. Public transport was also affected by groups coming in from the suburbs, drinking and behaving in an unrestrained manner as early as 9.30 pm.

It is important that these venues have safe spaces for people to queue, well separated from the general public, and tighter restrictions on allowing entry to people who have already consumed considerable quantities of alcohol.

with this pandemic beginning to increase within the Bristol area, restrictions for longer opening hrs, should be curtailed, due to Police resources stretch to its limits already, the public/

Council should assist more crime prevention.younger as we have seen do not abide by rules. if the Council don't do anything it will come back and create major problems later.

I support a comprehensive process when approving new/expanding licensed premises. I continue to support the approval of new/expanded licensed premises; I would hope that the Council would take a permissive view of this. With regards to risks of anti-social behaviour, I would hope to see significant Police presence after dark in this area to reassure visitors.

This covers most of the central area of Bristol. Including the water front and Bristol Royal Infirmary.

I am very concerned by the level of drunken behaviour around the Harbourside at the weekend. Many women, including myself, do not visit that area on weekend evenings because of the aggressive and unpredictable behaviour of the groups of men who congregate there. It just does not feel safe. I have been horrified by the numbers of licensed premises allowed to open there over the years. Only the Watershed is not alcohol-based.

An Impact Assessment would give the Council another opportunity to consider the way decisions about licensing are arrived at, in particular where issues of public safety, and especially women's safety, are concerned.

Consideration should also be given to the licensing of premises which allow lap-dancing : the council should not be complicit in the degradation of women.

I totally agree with the proposal. People come outside the venues drunk and make such a loud noise which scare people, it's frightening when so many come out in the open air shouting and swearing.

The requirement "unless the venue can show that there would be no adverse effect on the licensing objectives in particular preventing crime, disorder and public nuisance."

seems unfair as it is not clear how or even if this would ever be possible. How could this be shown?

The points covered by the CIA are entirely relevant not only with regard to alcohol and drug abuse, public disorder and knife crime while exerting constant, unnecessary and extreme pressure on the NHS and Avon and Somerset Constabulary but also the critical management of the Covid 19 pandemic which in itself presents a cogent argument for the CIA

It's important for residents to have the option to enjoy Bristol's nightlife while making sure other city activities are not disadvantaged.

The vibrant nightlife and entertainments scene is a vital part of Bristol. It has already been hit hard by covid - we should be encouraging and helping it, not raising new obstacles and difficulties

Its a waste of time.

As a resident of central Bristol, I do not believe that there is a problem in Bristol and I don't feel that it would be fair to prevent businesses from applying for new/amended licenses or making changes to their opening hours. Licensed venues are a key part of many people's enjoyment and to hinder that would not be a good thing to do.

Noise from some establishments is unacceptable

I work shifts and need to catch two buses home after 21.00 hours. I am uncomfortable waiting for and catching the 75 bus to the south of Bristol due to the quantity of people around the centre and the behaviour I witness often due to the high levels of alcohol taken. I also have to walk through the centre in the early mornings and am upset by the rubbish left from the night before.

There are enough pubs and clubs already in the area and the police already face a tough enough job as it is without there being more premises to contend with

Enough places there already

Venues in the area shouldn't be crippled by the actions of a few who decide to behave unlawfully. Many of these venues provide environments for local people to catch up, socialise and get outside. This is crucial to the people's wellbeing and should be valued as it contributes to the mental health of many.

Lots of nuisance does not get reported e.g. doorways used as urinals, interrupted sleep, people travelling from outside those areas to trade in stolen goods, drug trafficking, vomit on pavements.

Because social distancing when alcohol is consumed in excess is very difficult.

The city centre needs more, not fewer, bars and restaurants. I live and work in the city centre and often find places filled to capacity, even before the pandemic restrictions. Now, without an advanced booking, it's very difficult to find a table.

So that the affect of rules changes on the whole local population can be considered.

Too many drunks and late night disturbances really make the city an unpleasant place to live.

Why are their needs to get drunk or eat junk food at 3 am placed above locals need for a decent and pleasant locale?

As a licensed business owner, I have my own problems with crime and disorder, especially drugs. On a Friday and Saturday night, especially Friday, it is a big problem, as the criminal know the police are too busy to deal with out of town crimes. Quite often a 999 call on a Friday or Saturday night will go without a response, or take over an hour, and very rarely leads to an arrest, as they can't leave Bristol!!

The over prevalence of venues serving alcohol in this area means that it does not feel safe to be in the city centre at certain times. I particularly avoid the city centre on weekend evenings.

everyone needs to feel safe and to be able to walk around the centre without problems with drink and drugs

I would like to see the area extended to include Hotwells Road. This has seen a steady increase in the number of premises licensed for off-sales in recent years. Rowdy behaviour from passing trade results in a lot of street mess and noise and further outlets should be restricted.

I already avoid going to the theatre, the Hippodrome or the Theatre Royal, on Friday and Saturday nights because of the gangs of young men, the fights in King Street, and the urination.

The nighttime in Bristol City centre is awful, too many clubs opening till late allowing already very drunk people to keep drinking. This is putting a massive strain on our already struggling police and NHS staff. Hospitals on weekends are just full of drunk drugged up people and it needs to be stopped.

As a resident of an area close to the defined boundary area, I am deterred from using city centre entertainment and eating venues and just for walking, in the summer particularly, due to the number of intoxicated groups of people. It feels unsafe and deters families and other people from using restaurants etc in these areas. Bristol is such a great city and we should be trying to create a city where ALL people feel safe and able to enjoy the facilities available.

It is important that the overall level of outlets is assessed and controlled rather each outlet being looked at in isolation.

I would question the omission of Broadmead as this is all one area and increased availability of outlets there would merely see a migration from the controlled areas.

Restricting licencing within this area is likely to have a large effect on those businesses but very little effect on anti-social behaviour and use of alcohol in these areas. There is alcohol for sale and available within a few meters in most directions and the majority of those who are drinking in public and causing nuisance have brought alcohol from supermarkets or other premises further afield.

I have spent a lot of time within this area as it covers the majority of my on-foot commute for several years. There seemed very few problems associated with people leaving licenced venues in these areas and significantly more problems associated with people who had brought alcohol from outside of this area into public spaces such as parks or streets.

The drunkenness in the centre:

1. takes up police resources
2. makes for a dangerous environment
3. requires cleaning

In this unprecedeted period of difficulty for the hospitality sector it seems unwise and unfair to make it even harder. Many premises will be shutting down and putting obstacles in place that will make it even more difficult for businesses to replace them is an unnecessary impediment to business at this time.

getting too crowded and raucous

Doesn't go far enough into Stokes Croft area such as Lakota and it's gardens

This impact is increasing as Bristol is growing with student and visitors to Bristol year on year.

Area needs to include more of Whiteladies Road and also Broadmead.

Venues hospitality and entertainment are being licensed out of existence. The city centre is becoming a residential desert.

Covid has had a terrible impact on this industry.

In a post covid world we will need to encourage more of these businesses to open to bring life back to our great city and the economic benefit it brings, not strangle them with more red tape.

to make the centre trouble free

Personally, living near the Gloucester Road, I see little trouble however the city centre is pretty much a no-go area late weekend evenings.

What new types of premises does the council hope will take the place of alcohol venues that will be turned down? If the aim is for more luxury flats that will push up the cost of living then I am against the new proposals.

I would like to see the area including The Cube, on Dove St South, and King Square.

It is very important to achieve a balance of uses in this area. Licenced premises should be part of this, but should be controlled so that they do not dominate.

Bristol City Centre is a vibrant area providing a wide range of venues for people of diverse backgrounds and interests and this should be supported and encouraged. The proposed restrictions will be bad for the whole city community.

I believe the centre isn't safe for many people and the assessment is a way to formalise this

The need for clear stats on the impact of anti social behaviour and crime for residents and workers is important in terms of making people feel safe. People can make their own assessments on a risk based approach and act or attend events based on that.

The main problems related to alcohol are not impacting me as I don't live in the centre- homeless and street drinking is irrelevant to licensed premises and any antisocial behaviour is limited to weekends and limited time frame. No problem from my perspective

The map should include Castle Park because it is at the heart of Old City and the historic core of Bristol Central. Buildings which have their address on High Street and Wine Street are also in Castle Park. The southern boundary for the defined area is clearly the Floating Harbour. When searching for Bristol on Google Maps the pointer arrow lands in Harbourside south of Castle Park.

While it's important to make the right decisions about opening licenced premises, it's also important to allow live music and entertainment venues to open and flourish to help promote the arts.

It all seems negative. Prevention of this, stopping that... How about promoting culture and well-being instead?
Bristol City Council is the worst council in England.

I do not object to the proposals which I understand to be based on data etc. but I think you should delay implementation until after the current very inappropriate 10pm closing rule is sorted out. I am tempted to suggest that in view of recent embarrassing blinkered (mostly central government) decision making based on 'the science' someone with experience need to double check the information behind this proposal to ensure its solid ... and not based on yet another 'algorithm'.

As a Bristol citizen it can be disconcerting to have to wait for buses or travel back through the central area if there are a lot of licensed premises with members of the public who have been drinking alcohol for a period of time. Large groups gathering at this time can increase the risk of the spread of coronavirus, and inebriated folk are less likely to be cautious in their behaviour towards other members of the public - so the suggested area is welcomed.

I thought the cumulative area must include the area around Broadmead Centre, Galleries, Cabot Circus, Castle Park, Car Park. I live nearby, around my building there are three pubs and the night is really noisy and dangerous, with people drunk or doing drugs shouting and fighting.

You need to include Broadmead because of the homebound bus-stops where pedestrians throng. eg all along outside from Primark/M&S towards Harvey Nick's/ CastlePark - and possibly throw in Old Market where ppl change buses Eastbound.

We have had many years of issues with loud noise and music from various licensed premises in our area. The council seem unable or unwilling to deal with these issues which sometimes drive us out of our home as the music is so loud. I feel that any further measures to consider the welfare of all people who live or work in the area would be welcome.

I live and work in the defined area - so these venues have direct impact on living and working in this central area. The city centre is a fantastic space to work and live in; this is however sometime marred by the public nuisance that comes with these kind of venues. If there are venues that cause issues - noise, increased crime, and disorder, our experience has been unless something direct - like requires a immediate action from the police, the council's own ability to deal with problematic venues is slow, unresponsive and sometimes non-existent. A whole community of people reside in this area and their needs should also be considered alongside that of these venues. The city centre could become a more community driven pleasant place to live. But it is up to the Council to drive this.

Bristol is known for its vibrant social scene and should be promoting that rather than restricting an industry that is already in dire circumstances due to Coronavirus.

Of course such a busy pub, club and restaurant scene comes with a cost of increased need for policing and medical facilities. A price well worth paying, and these services deserve proper funding.

We have been victims of antisocial behaviour for many years caused by drunks and drug users milling around Queen Square throughout the night, keeping us awake with the noise they make assuming that the area is a free-for-all for their all night parties and petty and more serious crimes. We have had to report crimes such as vandalism, assaults, theft, car crimes, urinating and fouling of our forecourts and even stabbings and muggings, with little response from the police at the time, making the area feel unsafe for us to come and go freely at night from our own homes. These people are invariably those being emptied out of the many pubs along the harbourside which may have advertised special cheap offers for students etc. whom we have also witnessed falling into the river nearby then having to be rescued by residents when the police are unable to answer calls or patrol the area effectively. We need to put an end to the bad reputation our area of Bristol now has, attracting coach loads of football fans as well from other parts of the West/Southwest/South Wales.Midlands afrr matches for their late night drinking sessions. We are aware that corporations and property developers are trying to impose more unwelcome large licensed premises on us eg at the O&M Sheds on Welshback which is totally unacceptable and should be prevented especially when also considering our heritage conservation area status which is being spoilt and making the whole area unsafe for residents and visitors at night.

The area is too big and I don't understand why Broadmead was excluded.

There should be a number of individual areas considered rather than one big area... a pub opening on King Street is very different from a restaurant opening on Stokes Croft. The two don't affect each other.

i I live on the edge of this map, The increase in late night noise from drunks shouting to each other over the past ten years is un believable . It has a serious impact on the quality of life for the residents.

In the middle of a global pandemic when businesses are struggling already I don't think it makes sense to add more red tape to their processes. I also imagine that social distancing and other COVID rules have eliminated these concerns of large groups and crimes...

I agree with the changes

please include the area around feeder road and st phillips

The problem is that there aren't actually enough venues, so places are too crowded which can act as a catalyst for trouble.

They also don't open until late enough, which leads to people congregating making more trouble likely. This also puts strain on services such as takeaways, taxis and buses. Again potentially leading to trouble.

This is on top of inconsistent availability of food.

Perhaps an alternative would be to make a condition of licensing that all pubs and bars are at-seat service only, with a requirement to serve food until at least 9pm (this could be via takeaway deliveries, so doesn't necessarily require a kitchen on-site). Additionally, all pubs and bars in the centre should routinely either open until 12pm (1am Fri/Sat) or later, unless they have closed by 9pm (obviously with a small handful of exceptional circumstances allowed per year).

Music venues could be run at slightly lower capacity, to reduce overcrowding.

People may need to pay a little more for this to be viable for businesses, in which case either the existing places would flourish but with fewer people going out in town, or there would be a similar or greater number of people going out, but in a more civilised manner.

I note that in areas where 'undesirable' venues don't get re-licensed, the trouble moves either to other premises or the general locality. This may not be effectively captured in crime statistics as it becomes more dispersed and harder to identify/track.

We operate the crepes & coffee kiosk on the wooden decking near the Watershed.

Our customers are generally older and we do not attract the drunk clientele that tend to go to the surrounding kebab and burger outlets. We would welcome any steps required to clamp down on drunken and criminal behaviour since that would attract more of the 'better behaved' visitors that we all want for the area

I believe this will help stop the expansion of premises, maintaining a multitude of smaller independent establishments.

The impact of late night drinking on the high level of anti social behaviour in this area is palpable, especially for those who live in our near to this area. In addition the impact on the city is huge, witnessed regularly with the significant cleaning effort that has to take place across the city on Saturday and Sunday mornings at public expense due to broken bottles, urine, vomit and general detritus (eg dropped food, takeaway boxes, etc).

I would like the council to reinstate the area of cumulative impact around Cotham Hill and Whiteladies Road. I support a mix of premises in the area not just licensed ones. With the high proportion of student accommodation it is important that this residential area does not become overly served by one class. My impression of late, if reports on 'nextdoor' are anything to go by, is that crime has increased in the local area. I think it is important to keep this vibrant area monitored by the council and reinstating it as an area of cumulative impact will ensure a positive future for all.

I am a member of the Clifton and Hotwells Improvement Society (CHIS) and have dealt with licensing matters for the past 15 years and understand the importance of CIAs in keeping a balance in an area.

There is a strong need for a CIA to manage the effect of multiple properties requiring licenses under the Licensing Act 2003. Without a CIA, the proliferation of licensed properties could have an overall negative effect on the amenities for those people who live and work in the CIA.

Richmond Area Residents Association is very disappointed and very concerned that the Council decided not to proceed with the Clifton and Whiteladies Road CIAs. We strongly support the retention of the City Centre CIA as it will give us some protection

Anything which can be done to reduce the problem of the night-time anti-social behaviour is to be welcomed.

To show how strong the negative impact of elements of the night time economy are for real. I have lived in the area for ten years and believe that the negative impact of the density of licensed venues has a huge detrimental effect on crime and disorder, antisocial behaviour and safety for residents and visitors. The level of policing nowhere near matches the sheer scale of drunken people (especially late) and drunken people leaving venues late. The current number of venues already exceeds what would reasonably considered to be balanced and safe. This is exacerbated by the number of students.

There is strong evidence from the police of the cumulative impact of the large number of alcohol

Large amount of noise from the streets bothering the family members living in The Panoramic

As a member of Bristol's historic drum and bass community, and thus a stakeholder in the city's 'alternative' nightlife venues, I am opposed to the continuation of a CIA in the centre on several grounds:

- 1) Now is not the time to impose further restrictions on the pandemic-ravaged night-time economy; moreover, condensed as they are in areas such as Stokes Croft, it is Bristol's independent and 'alternative' nightlife venues which, without the relative financial security enjoyed by chain venues, will be hardest hit by the CIA as they attempt to grow again post-pandemic. Since the pandemic has also reinvigorated prejudices against the night and its inhabitants/industries, the CIA thus reads as more opportune than essential.
- 2) The CIA would exacerbate the gentrification of Bristol's alternative nightlife venues by making it harder for new such venues to open and fill the gaps left by those closed to gentrification. This year alone, two of Bristol's foremost alternative nightlife venues have closed (Blue Mountain) or been earmarked for closure (Lakota) within the boundaries of the CIA. Bristol City Council approved planning applications to convert these venues to flats with no view to replace said venues in the locality, and is now pursuing a CIA which will make this harder for others to do so. Meanwhile, Broadmead is excluded from the CIA so as to encourage chain – that is, more 'mainstream' – venues to open there. Gentrification of Bristol's nightlife might be favoured by the police, property developers, and certain members of Bristol City Council, but its unabated continuation is detrimental to the city's image as a hub of arts, culture, and open-mindedness. That this image is crucial in attracting those students and young professionals for whom alternative venues are gentrified is an irony seemingly lost on those in power.
- 3) The Avon and Somerset Constabulary report used as justification for the CIA is insubstantial in that it too often suggests, through tenuous comparisons, that correlation implies causation; its positioning of text stating 'alcohol is readily available from off licences and pubs at all times of the day' next to a graph showing total incident counts in Stokes Croft is just one instance of this tendency. Additionally, the report's breakdown of the CIA is inconsistent, frequently changing focus between streets and individual alcohol-led venues. Using Stokes Croft as an example again, this street is positioned as a wider area with no regard for the numerous individual venues which operate there. It is thus unclear whether incidents in the area occurred at such venues or, say, in the street as people passed through the area after drinking somewhere outside the CIA. The report's data consequently appears skewed to justify restrictions on alcohol-led venues despite its own revelation that only 4.7% of reported incidents in the last two years were alcohol related.

To show how strong the negative impact of elements of the night time economy are for real.

The levels of drunkenness and rowdy behaviour generated by multiple establishments has a substantial adverse impact on both the affected area and nearby residential areas.

I moved to Bristol with my young family in the 90s. The over emphasis on drinking culture in the centre of Bristol and dearth of accessible healthy activities for non sporty youngsters contributed to the rape and impregnation of my daughter and development of alcoholism and substance misuse in my son, who died by suicide. The city needs to set a new tone to cultivate hope for our young people.

The hospitality industry is on its knees. It needs all the help it can get. Not more restrictions

There is not enough information readily available and, more importantly, easy to understand to make an informed decision. My own experience is that only occasional issues occur.

If these venues are causing the problem ie they are drunk already coming out of these places, then yes, or if off licences are open till late and causing problem then close them down , and these people are causing violence etc to other people or give a heavy fine to these people being violence to others, put up signs to let them know this would happen.

The boundary should be extended to cover Whiteladies Road And Bedminster.

End of document

Dear Officers

Response on behalf of Bristol at Night: Licensing and Regulatory sub-group

We are writing to you on behalf of the Bristol At Night sub-group responsible for engaging in consultations on licensing and other regulatory matters. This response is in regard to the current consultation on re-introducing a city centre cumulative impact zone ('CIZ').

Effects of Covid-19 and recession on leisure businesses in the City Centre

One of the most significant effects of the covid crisis has been the exodus from city centres of office and other workers, students taking tuition online and lack of visitors coming into the city centre. The effects of lockdown and the ever-changing rules has also resulted in destination venues, such as music/ concert, theatres, cinemas and nightclub premises having to close or provide drastically restricted offers. Other hospitality businesses have had to scratch a living where they can from those people remaining and willing to go out, albeit with reduced capacities and fewer permitted activities. Self-employed people in the creative spaces, along with the staff in these businesses have borne the brunt of the crisis.

The lockdown and restrictions on re-opening have had a disproportionate effect on businesses within city centres across the country. At this time, it is impossible to estimate how many of these businesses will survive into 2021. Already there are significant insolvencies and restructures of well-known hospitality and retail offers and this is expected to increase as the help made available to businesses early in the pandemic dries up. This will likely lead to the permanent shuttering of businesses in city centres and lapses of premises licences when they go.

A report released on the eve of London going into tier two lockdown estimates that 200,000 hospitality workers are likely to lose their jobs on the weekend of 17 and 18 October as a result of the stricter measures and end to support for workers. Bristol is likely to face a similar lockdown during what is a surge in cases as part of the '2nd wave' being seen nationally. It is not unreasonable to expect a similar result when Bristol takes its turn.

This is not to mention the likely effects of a 'circuit breaker' lockdown that most people expect to happen at some point before Christmas.

The reality therefore is that whatever the evidential case there was for a city centre CIZ prior to covid and the recession, it is no longer relevant to the economic situation faced now. As such, any decision to re-introduce a city centre CIZ must be seen through this new lens and not the 'old normal.' It is likely, if not certain, that what might have been anticipated to be the relevant crime and disorder case for re-introducing a city centre CIZ at the turn of 2020, is simply not a good indication of what can be expected heading into 2021.

Recommendation

There is no statutory requirement for this consultation to be determined in the timeframe currently established. As such, we would argue that at the present time, and that with the likely serious effects of covid, brexit and recession not fully understood, anything that is a barrier to business at this time should be considered through the lens of the immediate situation and not based on data relevant to a different world. At the end of this 'perfect storm' there are likely to be fewer operators, fewer licences, fewer people living in the city, fewer people coming into the city, fewer workers... the list goes on. Therefore playing by the pre-covid rules and on pre-covid evidence is no basis for a fair and proper assessment of the need for a city centre CIZ.

Our proposal therefore is to pause now and look to recommence the consultation once the outcomes of this unique period in history are better understood. We would expect that this will be somewhere toward the end of 2021.

In the interim, the police and other responsible authorities, as well as residents, can still object to licence applications or variations on cumulative impact grounds without the need for a CIP to be in place. Where needed the licensing sub committees can judge each application on its merits.

We trust that these comments will be taken into account in determining the best course of action for all parties at this time.

Kind regards

Piers Warne (for and on behalf of the aforementioned group)

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Bristol City Council (BCC)

City Centre Cumulative Impact Assessment Consultation

Response on behalf of TLT Solicitors

1. Introduction

This response to Bristol City Council's call for evidence in relation to the Cumulative Impact Assessment is made on behalf of the licensing team at TLT LLP ('TLT').

TLT is regularly ranked as one of the leading licensing advisers in England and Scotland in both Chambers and Legal 500, the annual independent guides to the legal sector, driven by client feedback.

We advise a broad range of clients from national operators to smaller independent organisations and sole traders. Our clients cover the whole range of hospitality and retail operations, from hotels, bars, clubs and restaurants to major music festivals, concert halls, food halls, sports clubs and race course operators. We support one-off events and venues, as well as businesses with property estates that run into the thousands. Our advice is bespoke and designed around our client's business need.

Our client portfolio requires us to understand and advise on all aspects of premises licensing, whether it is technical legal advice or business oriented operational guidance.

We advise at every level, from board level strategy to operational matters at individual premises. We lecture on licensing for council officers, councillors and responsible authorities on behalf of the Institute of Licensing, as well as for operators and their advisers and other practitioners at national conferences and events. We write for a number of journals and publications, as well as produce a newsletter for our clients and other interested parties. From initial advice through to advocacy at hearings, our licensing team has significant expertise, with individual partners and other solicitors top-ranked in the national legal guides.

We have experience of working with all of the licensing authorities in England and Wales and are the only truly national practice in the Great Britain, with a large and successful licensing team in Scotland that serves our clients across both jurisdictions.

The licensing practise in England and Wales is primarily based in Bristol. Our solicitor advocates have appeared before BCC Licensing Committee on numerous occasions since the introduction of the Licensing Act.

We also sit on the Bristol at Night working group which aims to assist in policy making and strategy for the City in relation to all matters pertaining to the night time economy, including licensing.

As such, we are ideally placed to respond to this call for evidence.

Whilst we appreciate that the timing of the consultation coincides with the challenges that we all face as a consequence of COVID 19, the long term impact on the sector may well outlive any CIA policy that BCC is considering on re-introducing. It is therefore important to look at these matters in the round bearing in mind the long term impact that COVID 19 will have on the wider hospitality sector, and how Bristol can best face up to these challenges in promoting a safe and vibrant night time economy that does not stifle inward investment, innovation and job creation.



2. COVID 19 and the CIA

The impact of COVID 19 on the hospitality sector is well documented.

During the COVID lockdown earlier in the year we had regular, and helpful, discussions with BCC officers from both the licensing and planning teams to exchange views on the every changing regulatory landscape within the hospitality sector, and how these could be addressed to the mutual benefit of both the City and the sector.

Businesses have had to modify and adapt to the ever changing landscape of regulation and guidance, with many businesses being forced to either remain closed as it proves uneconomic to trade or, sadly, in many cases, shut for good with the consequent loss of jobs and revenue. Bristol has not been immune from this and the long term outlook for the sector is bleak.

City centres across the country have been particularly hard hit. This impacts on not only the day time economy but the night time economy.

The future remains very uncertain. Given current circumstance, Bristol is in the fortunate position of currently being in Tier 1 – “LOCAL COVOD ALERT LEVEL – MEDIUM” although as we have seen in other parts of the country this can, and does change, often very quickly and for long periods of time. There is also talk of a “circuit breaker” lockdown and a potential ‘tier 4’ to contend with.

As a city, Bristol is in the enviable position of being attractive to investment and investors, particularly within the hospitality sector. The re-implementation of a city centre CIA at this time is likely to act as a break on potential new business and investment in the sector to the city.

In the circumstances, we would recommend that BCC suspend their consultation on a city centre CIA for the time being. In time this can be re-visited when the dust has settled. The position can be reviewed when there is greater certainty about the long terms future.

No party will be prejudiced by this decision. The police, and other responsible authorities, can still make representations to applications, citing the effect of a cumulative impact, without the need for a formal policy to be in place.

3. Removal of Cumulative Impact Areas (CIA)

When BCC last consulted on the CIA policy across the City we included in our response the following:

“Existing cumulative impact policies need to be scrutinised with an open mind. Stagnation will kill a vibrant area. Put bluntly, CIP’s, if left to choke the area they were designed to protect, can do as much damage as good.”

We were therefore pleased, and welcome the decision of the Council, to see the removal of the CIAs in so far as they affected Park Street, Whiteladies Road, Clifton, Gloucester Road, Bedminster and Southville.

The night time economy in Bristol is now a healthy mix of well-known high street brands and independent operators. In recent years Bristol has become known as one of, if not, the best centres for food outwith London (it has even led to the term “food tourism” being used to describe one of the ways that visitors can be attracted to the City).

The removal of these CIA areas one hopes will, in due course, encourage and stimulate further investment in these areas and encourage more operators to see Bristol as the city to develop their operation.

In the event that that BCC do not suspend the consultation on the CIA for the reasons given in 2 above, then we have set out below our views on the possible re-introduction of the CIA

4. General comments in relation to Cumulative Impact Policies ('CIP's')

We fully accept that there may be occasion where a CIAs provide a valuable tool to local authorities in regulating the night time economy. Our experience is, however, that they can also be an impediment to businesses and the development of a thriving night time economy. They can act as a brake to entrepreneurship, adding to the challenges that small business operator's face when looking to enter a new market or look to adapt their offer to suit market trends.

CIAs can have the effect of dissuading operators from even attempting to apply for a licence. We have first hand experience of operators who have put on hold investment in to the city as a consequence of COVID 19. Once the dust has settled, these same operators may well decide, at a time when inward investment in to the city will be at a premium, not to take a risk on a site where there is a chance that a licence will be refused (or restricted) on policy grounds.

CIA's can unintentionally penalise operators considering smaller more novel applications (simply because of the prohibitive cost), often resulting in them looking to take their ideas elsewhere and thereby wasting a chance to develop a more rounded and vibrant economy within the CIA.

Any re-introduction of the city centre CIA will need to be scrutinised with an open mind.

5. CIP's and other Bristol strategies

Licensing policies, and CIAs in particular, work best when they reference, and indeed work with, other council strategic plans and policies. For instance, planning strategies and local cultural strategies often inform applicants for either new licences or variations to licences as to what the council are looking to do in terms of promoting culture, leisure use and night-time economy uses in a particular area.

Reference to specific strategies will also assist new potential businesses to understand and factor in the likely costs of entry into the city if their chosen site is within a CIA. There is nothing to prevent any CIA applying to only certain types or styles of premises, or other means being used to give potential operators a better understanding of what the council will and will not take into account in determining applications.

Providing this information and using these policies to inform where CIA's will 'bite' additionally allows applicants to be more proactive when initially looking at sites within the city.

6. Bristol City Centre CIA

We were pleased to see that any proposal for the re-introduction of the CIA in the centre of Bristol is for a revised (and smaller) area that seeks to exclude Broadmead.

If it is determined that there is good empirical and amenity reasons for the re-introduction of the city centre CIA, we believe that an assessment is needed as to exactly what the CIA is designed to catch.

We have seen the evidence provided by the police in support of the re-introduction of the CIA, and whilst we do not propose to carry out a forensic assessment of this we would make the following simple point

It is important to recognise that different types or styles of premises are likely to have different impacts on the night time economy, and whilst some may be viewed as high risk, others will not. Furthermore, within the CIA itself certain specific areas may be seen as "hotspots" (a word used by the Police in their data to support the CIA) significant parts of the proposed CIA are not. Both of these points are borne out by the aforementioned evidence.



If the city centre CIA is to be re-introduced it should be made clear to everyone of its purpose/intention. For instance, if it is deemed that only larger late night or vertical drinking establishments are likely to add to the cumulative impact, then it should be made explicit that small, independent and/ or otherwise innovative applications both for new licences and variations to existing licences will be considered to be outside of the scope of the CIA even if the application is for an alcohol-led venue.

Such applications will still need to demonstrate that they do not undermine the objectives, but we would hope that adding something to this effect into the policy will stimulate and incentivise smaller operators to make applications.

Likewise, if the issue is simply to do with a preponderance of late night refreshment facilities for takeaways leading to queues, noise and disturbance, there is nothing to prevent the policy from stipulating that late night refreshment premises looking only to increase hours for deliveries and not permitting customers to collect food will be deemed outside of the scope of the policy.

Given the exceptional circumstances that the sector currently finds itself in, if a decision is taken to re-introduce the city centre CIA, rather than approaching this on a “one size fits all approach” we would invite the Council to adopt a creative layered (as opposed to a binary) approach to this.

There is already a precedent for this in Leeds. There are similarities with Bristol in the approach adopted by Leeds City Council to their CIA. We would urge BCC engage with their colleagues (both members and officers alike) in Leeds (if they have not already done so) so as to understand the rationale behind the approach, how the policy has been adopted and the impact that this has had on the night time economy.

- **Case Study: The Leeds policy**

Leeds recently consulted on its licensing policy which resulted in the removal of three CIAs.

The Council took the decision, however, to retain the City Centre CIA.

Leeds City Centre CIA, is a good example of the dynamic, and flexible, use of a CIA.

The CIA itself, is divided into three distinct areas - red, amber and green.

- **Red Area**

The council's policy is to refuse all applications in the red areas on the basis that the impact on the licensing objectives are at such a level that the area cannot support any more premises opening or existing premises extending their hours operation no matter how impressive the concept or application is.

The council's policy is to only grant applications in the red zone in truly exceptional cases.

- **Amber**

The amber area is an area which is of concern based upon an analysis of night time economy related issues that are relevant to the licensing objectives.

The council expect applicants to offer additional measures tailored to the problems in that area.

- **Green**

All other areas within the City Centre CIA have been designated green areas where good quality applications will be generally be more acceptable even though the area is a CIA area.

Such a dynamic use of policy demonstrates not only that a careful calculation has been made in ensuring that the CIA is actually required, but also demonstrates that there are differences in what

'cumulative impact' can mean in any given area and that these differences should be recognised in the policy.

The importance and impact of such an approach can be evidenced by a recent case that we, as a firm, were personally involved in.

Our client was seeking an extension of his licence for the sale of alcohol until 0100 on three days of the week. The premises were situated in a CIA. No other premises in the immediate vicinity had a licence permitting the sale of alcohol beyond midnight and other applications for extensions had, in the past, been refused. Unusually the application was supported by local residents, businesses and the local residents' amenity group

After a lengthy, and contested hearing, the application was granted.

When the premises were permitted to re-open after an extended period of closure due to "lockdown" we were contacted by our client who said that the licence extension had saved his business. Without the licence extension being granted, he would have been forced to close the business, with the consequent loss of jobs and a significant investment by the individual concerned.

Finally, the recent "one size fits all" 10pm curfew has, in our view, seen us take a step back to the days that pre date the introduction of the Licensing Act 2003, when there was a uniform pub closing time (with the consequent issues that this creates not just for the regulatory authorities but the public and private transport systems that have the task of ensuring that people get home safely from a night out).

It is also, perhaps, a stark reminder of the unintended consequence of what a uniform and inflexible approach to a CIA might bring.

Conclusion

The benefits of CIA's must be weighed against the inevitable consequences of stifling growth and restricting new concepts from coming into an area. As such, the longer a CIA area has been in place, the closer the scrutiny must be as to its continued value and worth to the city as a whole.

The current consultation on the re-introduction of the CIA should be suspended for the time being (*para. 2*).

In the event that it is not, an open mind and willingness to look beyond the 'headlines' is key to ensuring that CIA's are only maintained where they are essential and that in those cases, they only affect those applications that have been identified as likely to add to the problems that led to the implementation of the CIA. As the District Judge in the 'Brewdog' case said: 'a rise in footfall isn't a reason to refuse entry [to a new applicant].'

A joined-up approach with other city development strategies should help to inform where there is a need to push for the development of the night time economy and where this is not a priority (*para. 5*).

CIP's should, if needed, mirror as closely as possible the reasons they are being introduced. General prohibitions are negative and off-putting.

At a time when the hospitality sector needs all the support that it can get, if the city centre CIA is to be maintained, we would urge BCC to take a creative approach to this (*para. 6*).

Focussed and adaptive CIA's give clear guidance to applicants and officers alike and allow for development where it is needed and innovation where it will benefit otherwise downtrodden or tired areas of the City.



In summary:

1. We welcome the removal of Park Street, Whiteladies Road, Clifton, Gloucester Road, Bedminster and Southville CIAs
2. Any discussions on the possible re-introduction of the city centre CIA should be suspended for the time being, at least until such time as the lasting impacts of COVID 19 on the hospitality sector are clearer
3. In the event that it is determined that the CIA should be re-introduced we would recommend that an approach similar to that adopted in Leeds is adopted

For and on behalf of TLT



BRISTOL

ASB AND CRIME DATA TO SUPPORT

CUMULATIVE IMPACT ASSESSMENT

CITY CENTRE CIA

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This presentation documents the City Centre CIA and the statistics are collated from
2 Years of crime recording data obtained using our QlikSense Database.

The term INCIDENT refers to anything that happens that results in Police action or attendance.

The dictionary definition is an instance of something happening; an event or occurrence.

Night Time Economy refers to the economy of licensed premises and their trading.

ANTI-SOCIAL BEHAVIOUR is defined as 'behaviour by a person which causes, or is likely to cause, harassment, alarm or distress to persons not of the same household as the person'.

NUISANCE ANTI-SOCIAL BEHAVIOUR is when a person causes trouble, annoyance or suffering to a community

The Theme of the statistics supports the 4 main Licensing Objectives which are
Prevention of Crime and Disorder, Public Safety, Prevention of Public Nuisance, and Protection of Children from Harm.

The data is collated using Beat Boundaries which are not aligned with the CIA boundary and as such Heat Maps have been used to provide a better visual correlation of Crime and Disorder and Nuisance demands upon the Police.

Avon and Somerset Police are advocating and have evidenced a clear need for a continuation of the City Centre CIA based on this report. Avon and Somerset Police will propose a new boundary area for the CIA as the data shows there is no longer a need to include The Broadmead/Horsefair area.

The current CIA map is included regularly through the report as a comparison tool for the Distribution and Heat Maps provided.

Data collated for the other CIA's of Clifton Village, Gloucester Road, Whiteladies Road, and Southville suggest that they are no longer a necessary requirement. Indeed Operation Brio does not dedicate any resources to these other CIA's. Therefore this document makes no reference to any data from these other CIA's

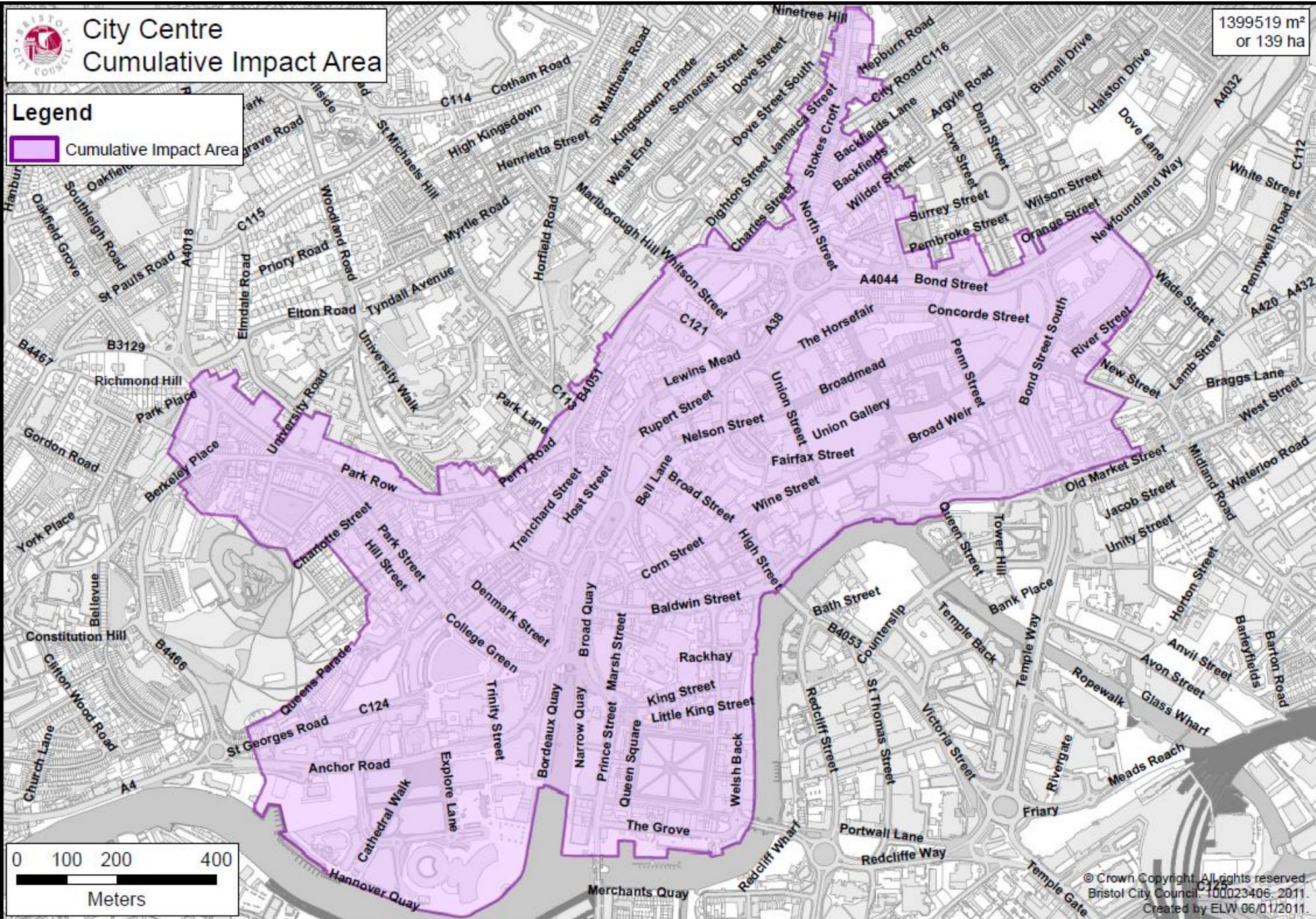


City Centre Cumulative Impact Area

1399519 m²
or 139 ha

Legend

Cumulative Impact Area



Where do officers spend their time at the scene?

Officer Hours at Scene.

This bar chart shows where Police officers have spent most of their time dealing with incidents as part of calls to Licensed Premises and dealing with the Night time economy.

This is data from the last 2 years. It is not a chart for volume of incidents at each location but more how long it has taken to deal with incidents.



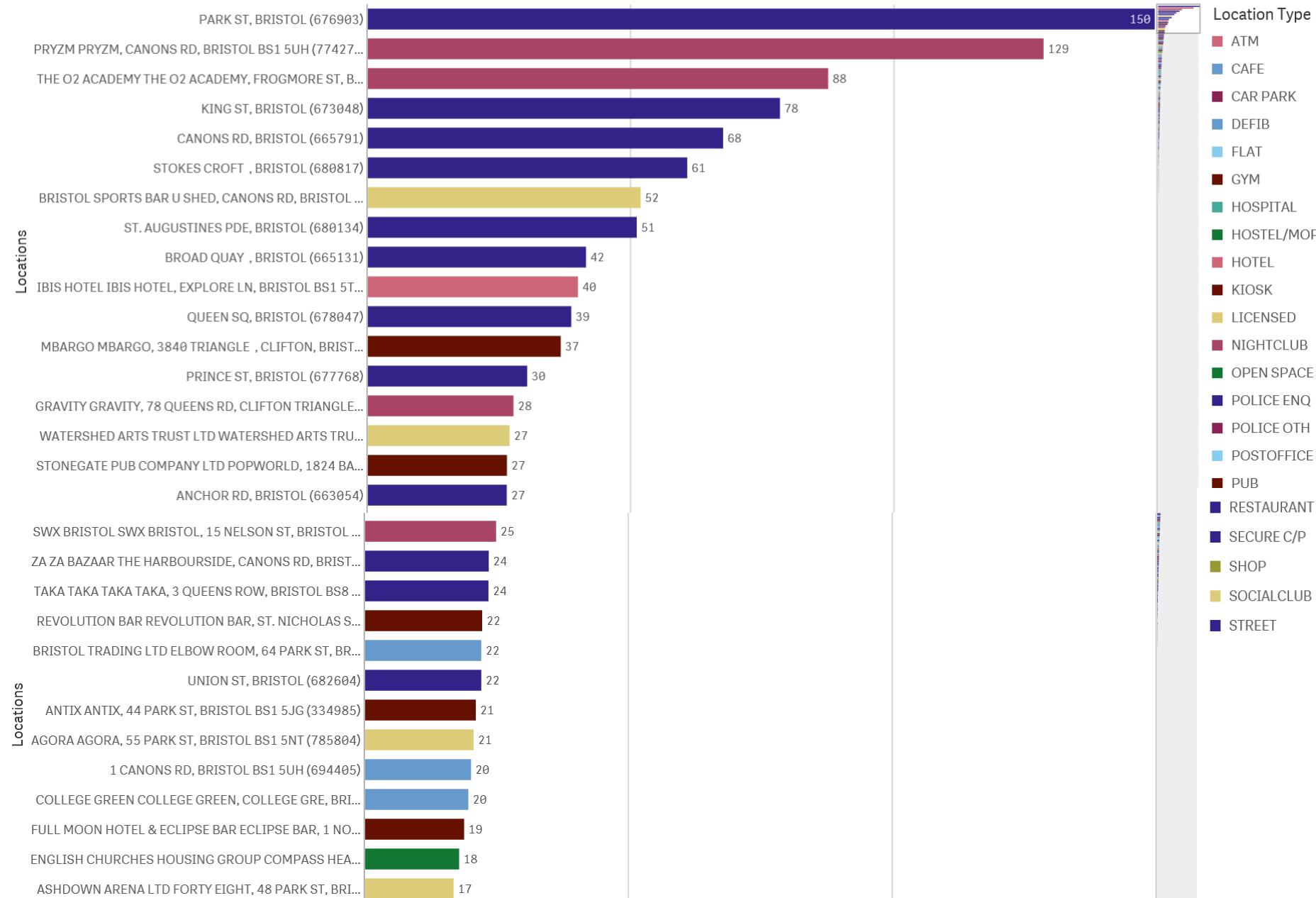
Park Street followed by Pryzm and O2 Academy are the highest.

There are also 3 other pubs on Park Street on the chart.

Park Street is known to have venues open until past 4am at weekends.

All 30 locations are within the current Cumulative Impact Assessment area for the City Centre.

Hours at Scene By Top Locations



This chart and the following Bar Chart shows the Top 20 City Centre locations for all Police Demand.

Total incidents recorded over 2 years in this area is **44,709**.

The Top 20 circles shown here account for **8,823** of the total. They are the highest Police Demand locations for Central Bristol.

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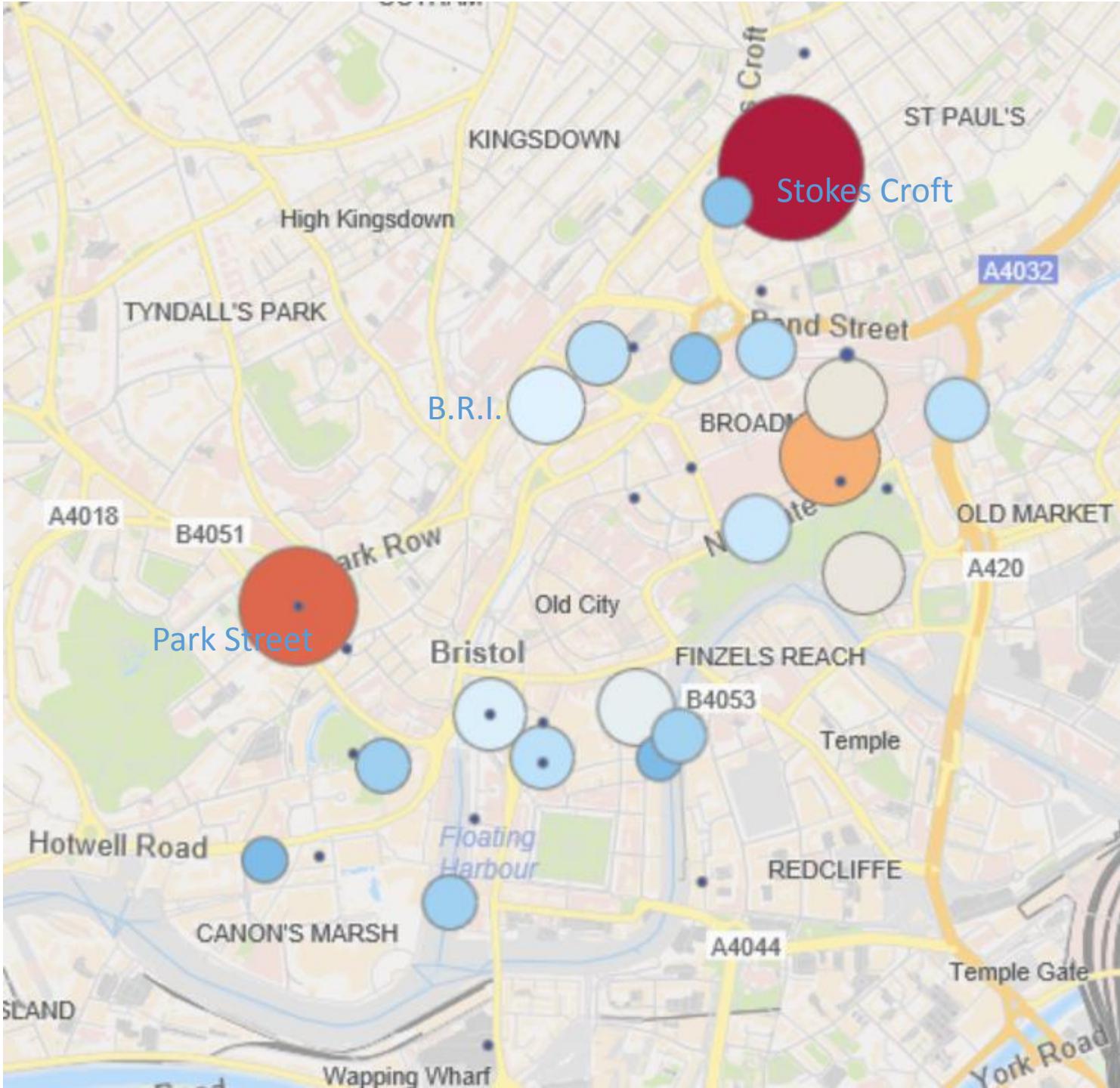
The Red Circle depicts Stokes Croft and some of the St Pauls area.

The dark Orange circle is Park Street area. Broadmead is in Orange.

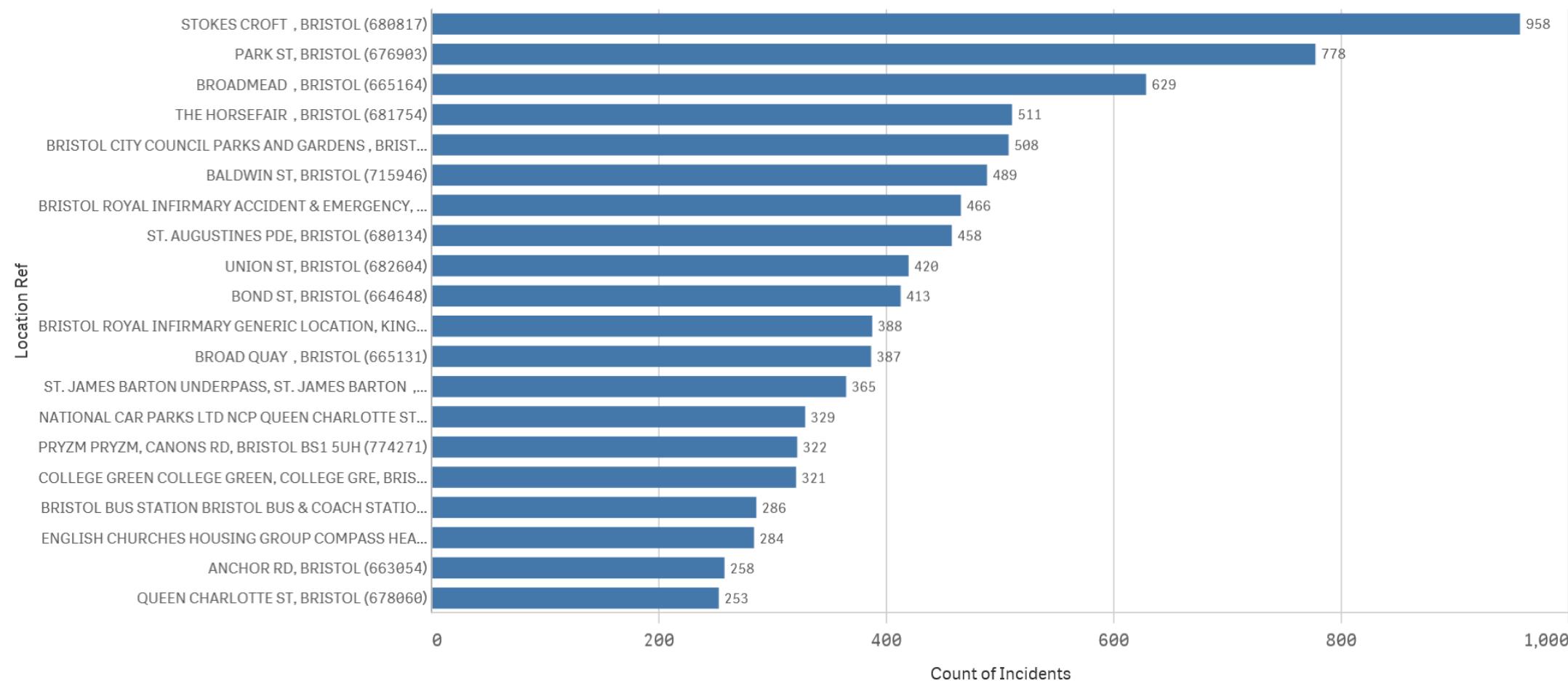
Light Blue larger circles are BRI Hospital, St Augustines Parade/ Broadquay.

There is another cluster around Castle Park and the Broadmead.

Every incident on this map is within the current City Centre Cumulative Impact Assessment.



Top 20 Locations By STORM Incident Volume



Total Incidents **8,823** at our Top 20 locations in City Centre. This needed **11,617** Officer Hours at a cost of **£313,658**. The graph shows Police spent most time around Stokes Croft then Parks Street, then Broadmead and so on. The bar chart shows where police spend most of their resources and time answering calls for service. ALL of these locations are within the current Cumulative Impact Area.

Officer Hours at Incident Scenes

851 £22,986

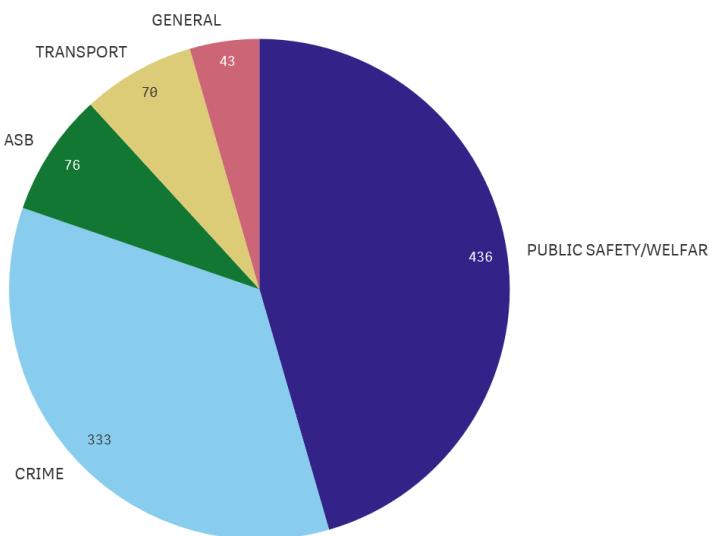
Time at Scene Cost

STOKES CROFT – 958 Incidents

The Bar charts show a reasonable spread and incidents occur at all times of the day. Peaks are noticeable at 11am to Midday, 6pm and 10pm to 2am.

Saturday and Sunday are the busiest times for issues.

Alcohol is readily available from Off Licences and Pubs at all times of the day. It is one of the areas of the City Centre that is always busy and we advocate Stokes Croft remaining within the CIA for the City Centre.

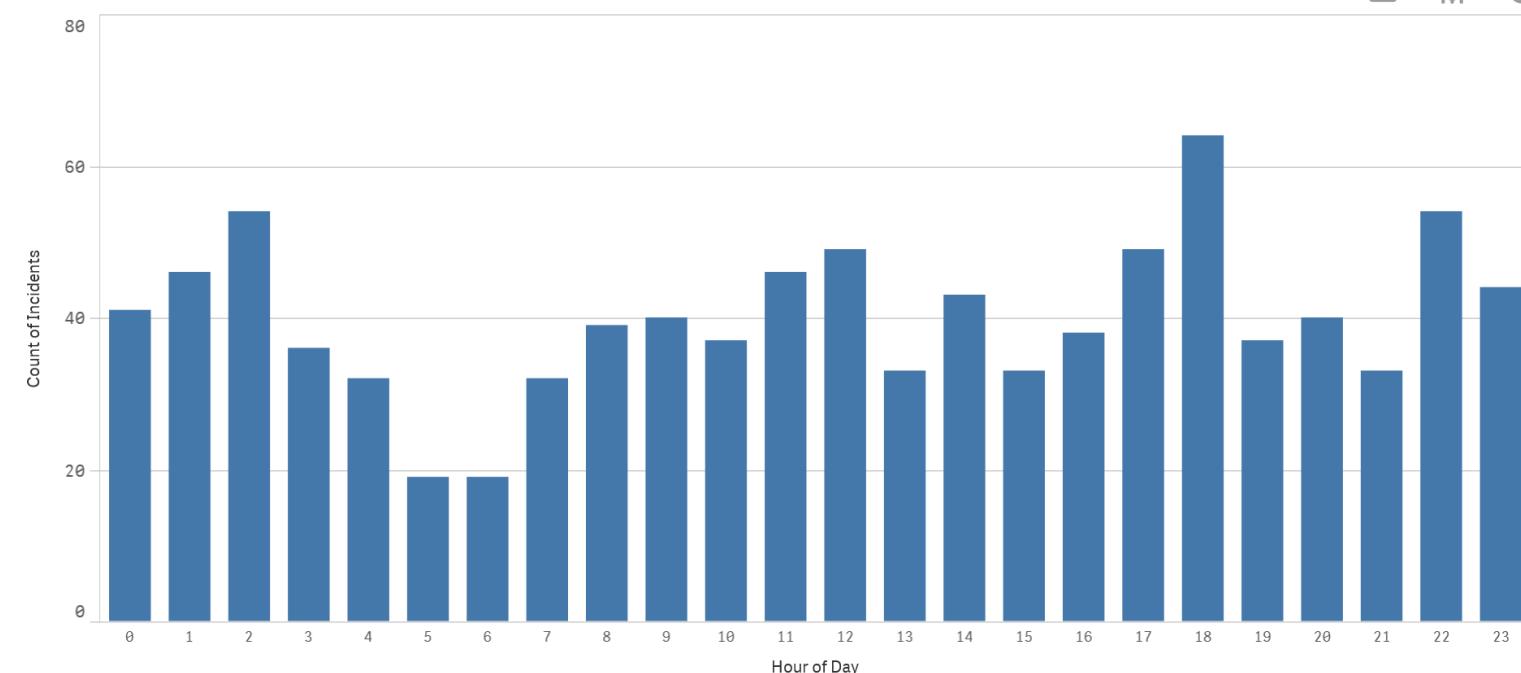


Estimated Crime Cost

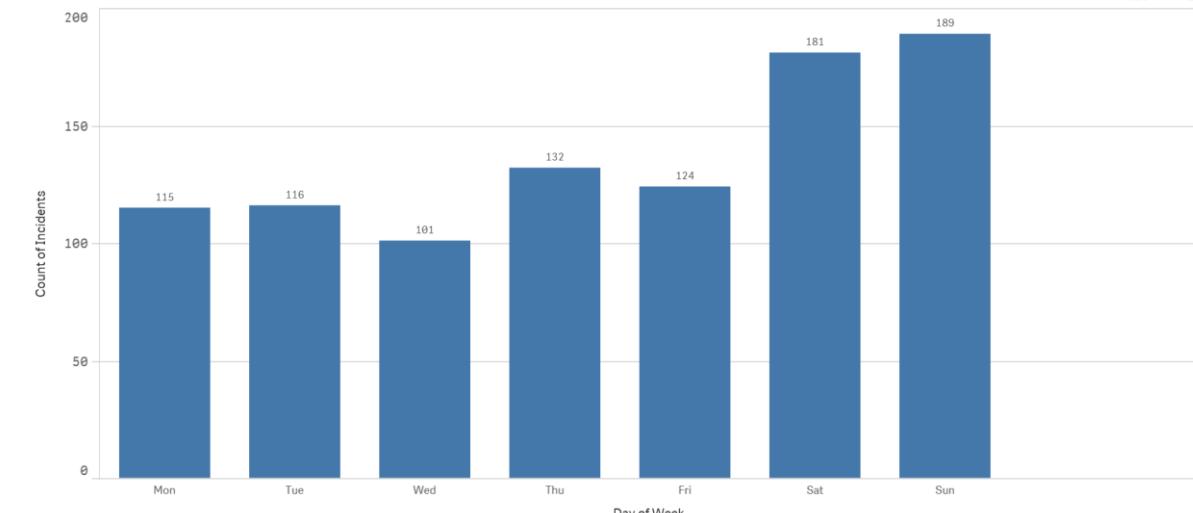
£151,413 288

Total Crimes

Peak Time



Day of Week

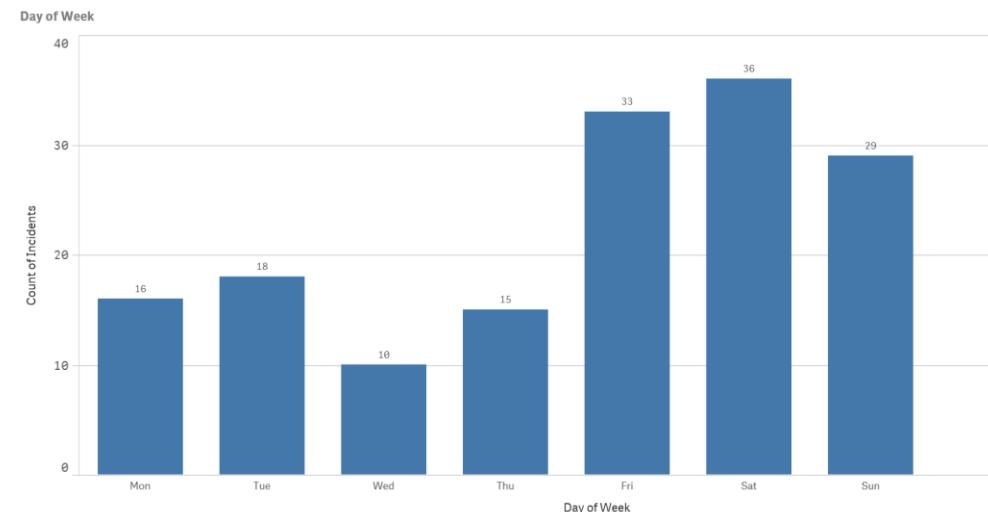
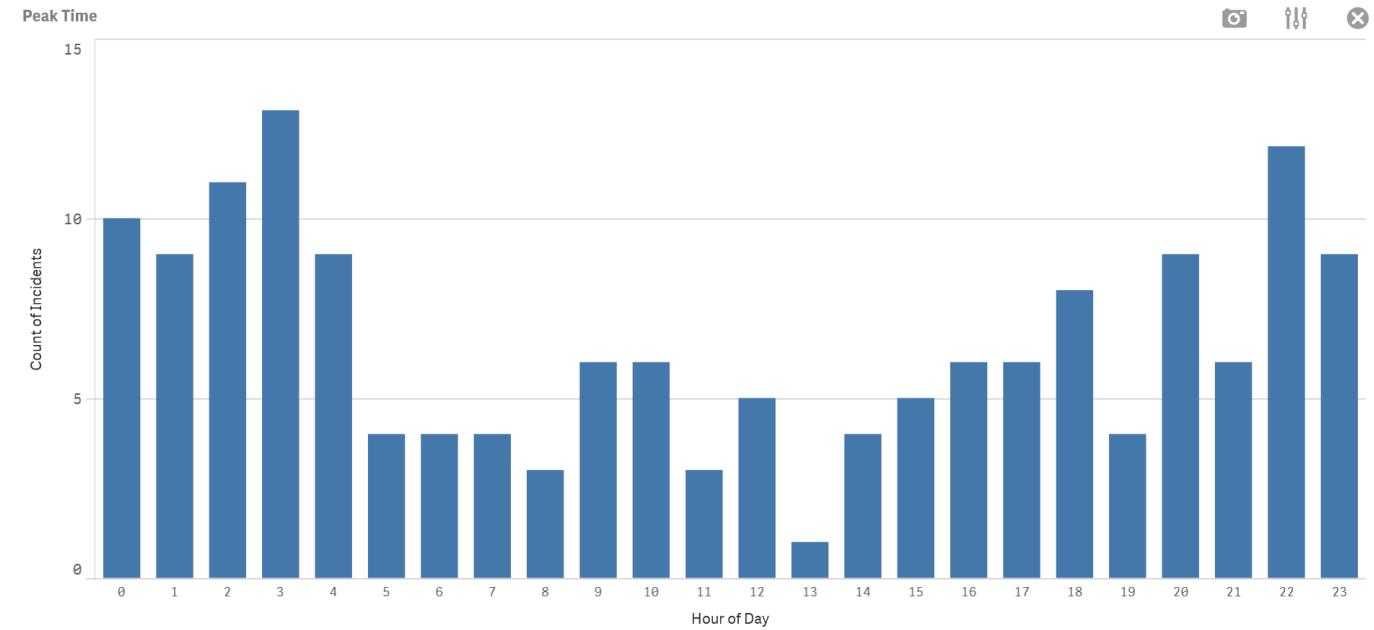


STOKES CROFT

This bar chart shows a breakdown of the Crime stats from the Pie chart on the previous slide

Assaults and Public Order crimes account for **157** of the total **333** recorded crimes and these do mainly occur late evening to early morning. Main peaks are from 2200 to 0400 hours which coincide with the busy night time economy on Stokes Croft.

Other crime types of the total **333** are
39 Robberies
12 Criminal Damages
7 Sexual Assaults



The retention of this area into the CIA is requested.

Officer Hours at Incident Scenes

1,137 £30,690
Time at Scene Cost

Estimated Crime Cost

£148,071 277
Total Crimes

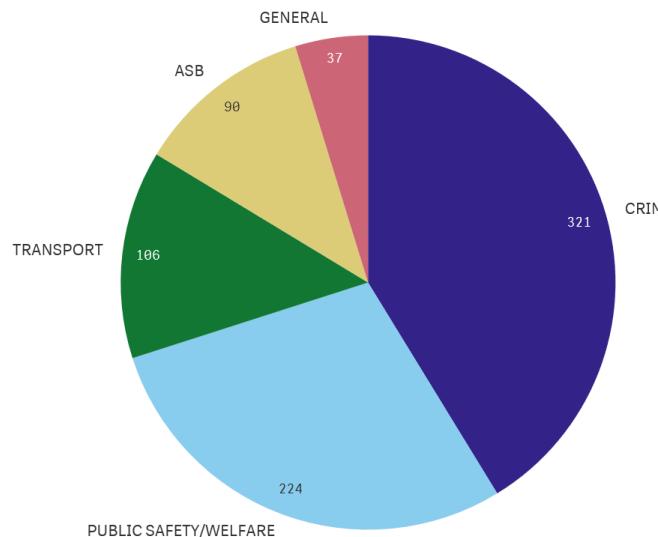
PARK STREET – 778 Incidents

The bar charts show a very clear peak of calls for service between midnight and 4am.

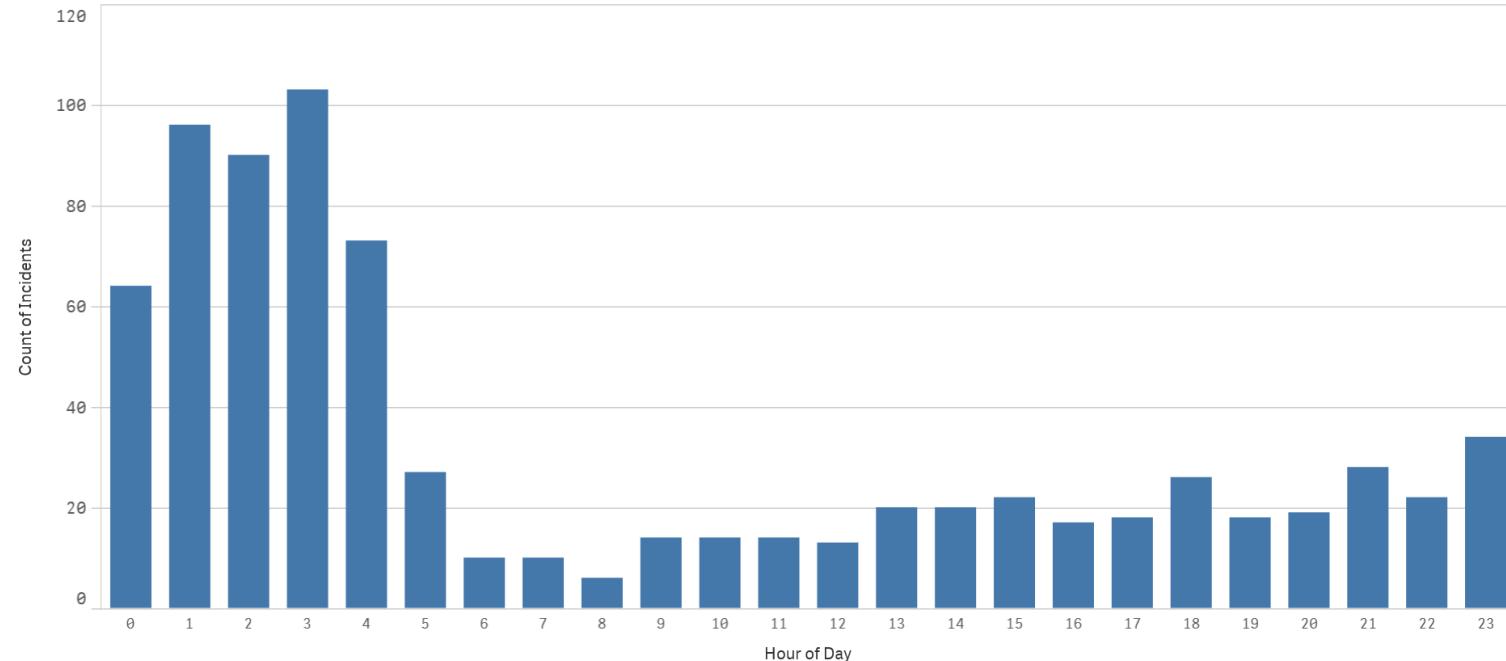
In terms of days of the week then Saturday and Sunday are far more busy than the rest of the week.

Police attribute these spikes in demand to the night time economy with the amount of people in the city centre consuming alcohol.

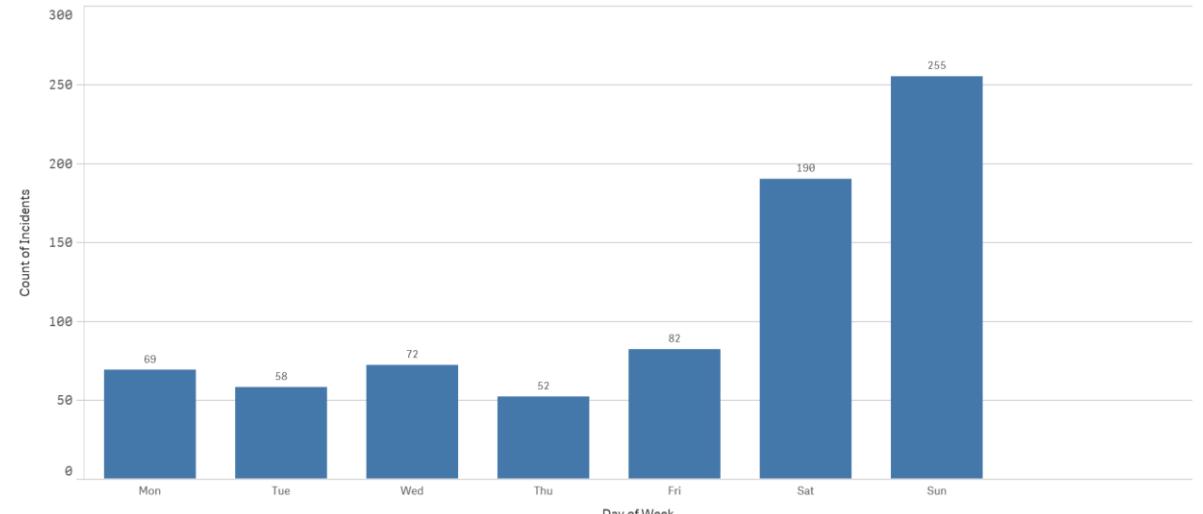
296
673



Peak Time



Day of Week



PARK STREET

Bar Chart shows Assault and Public Order crimes on Park Street.

Assaults and Public Order incidents account for **182** out of **321** Crime reports.

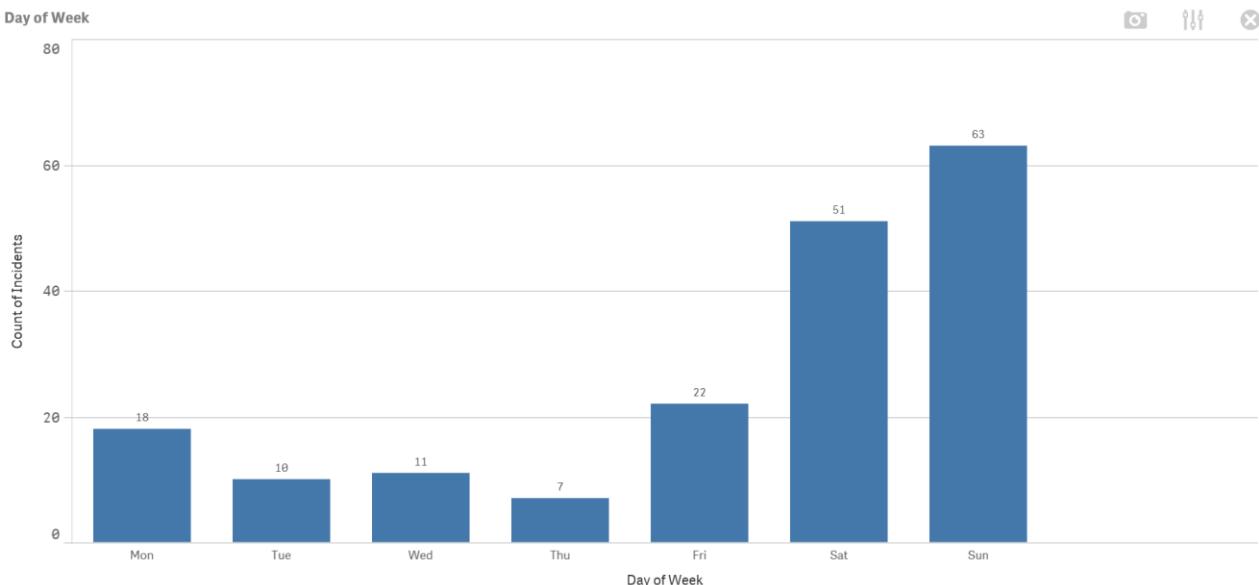
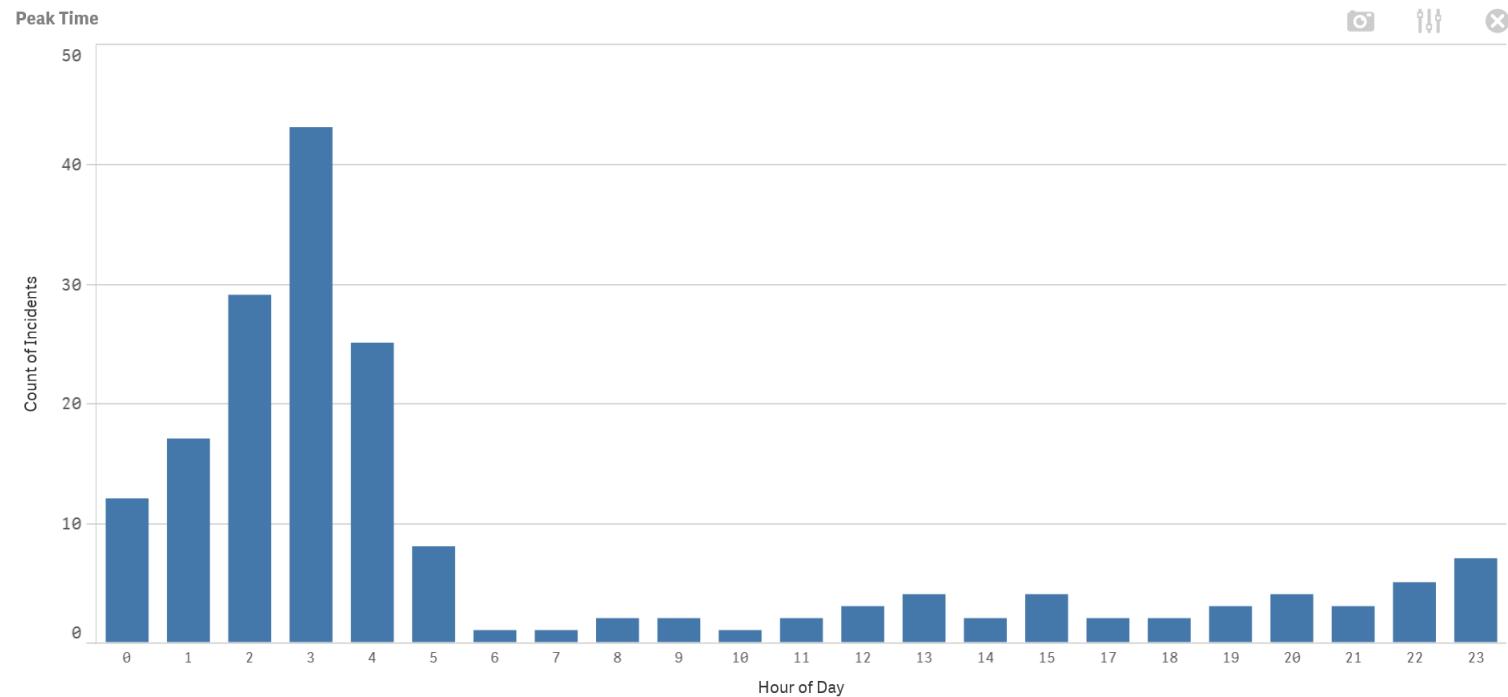
Early hours of Sunday morning are the peak time. Friday into Saturday morning also very busy. This is consistent with bars staying open later on Park street and its proximity to city centre on busy weekends.

Other crimes recorded:

13 Robberies

12 Criminal Damage

8 Sexual Offences



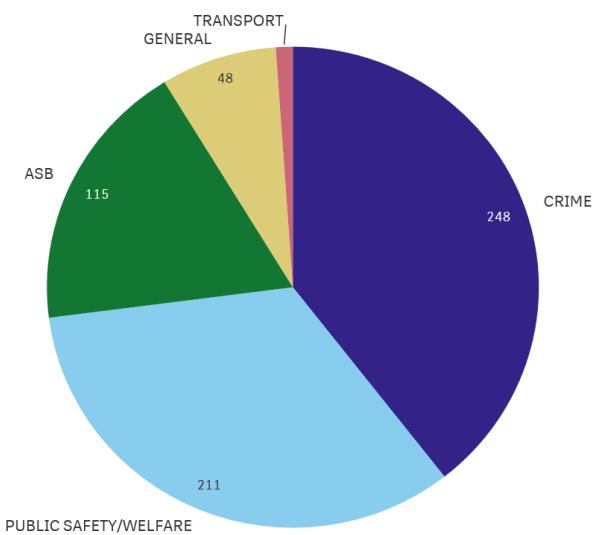
BROADMEAD – 629 Incidents

This is the 3rd busiest area of City Centre. Being the main retail area for the city the bar chart reflects an expected curve peaking between 1pm and 4pm and then declining into the evening. In terms of days of the week there are no real peaks.

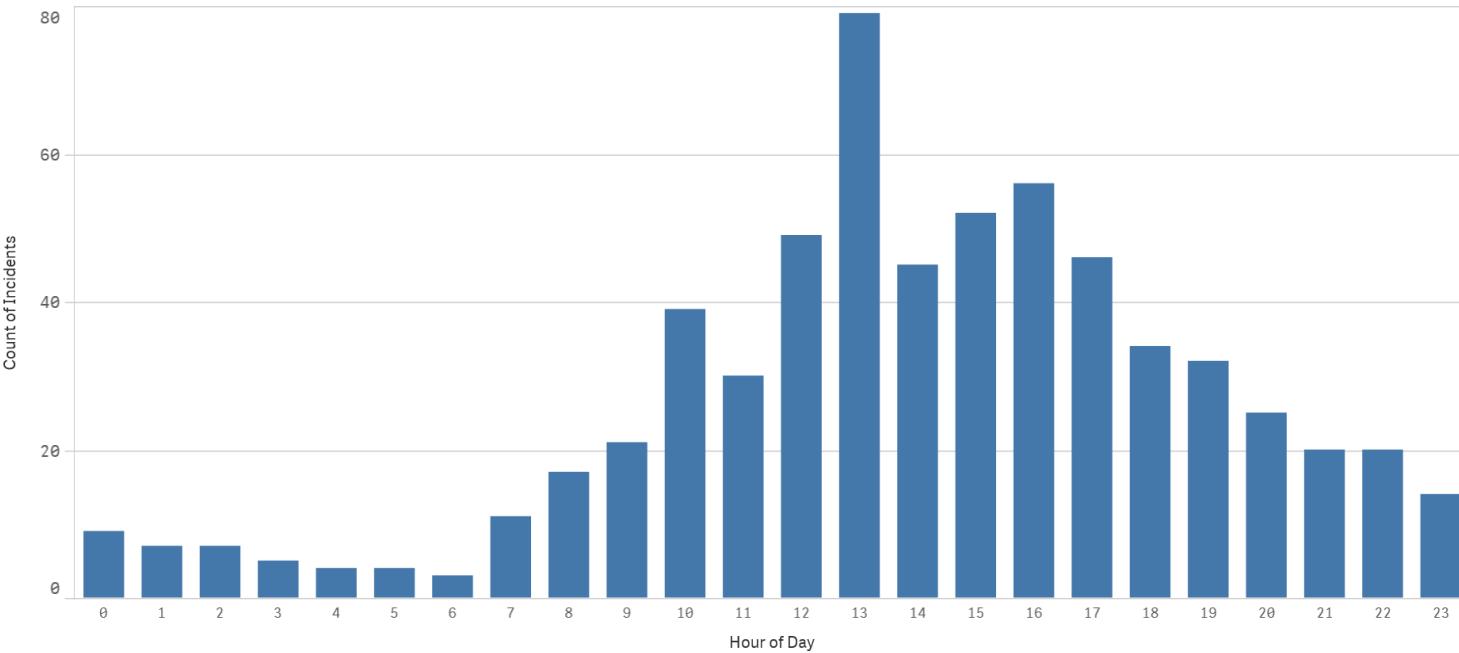
A breakdown of crime does show assaults and public order issues but again these are mainly during the daytime hours.

It is for this reason that Police no longer require Broadmead to be included in the CIA.

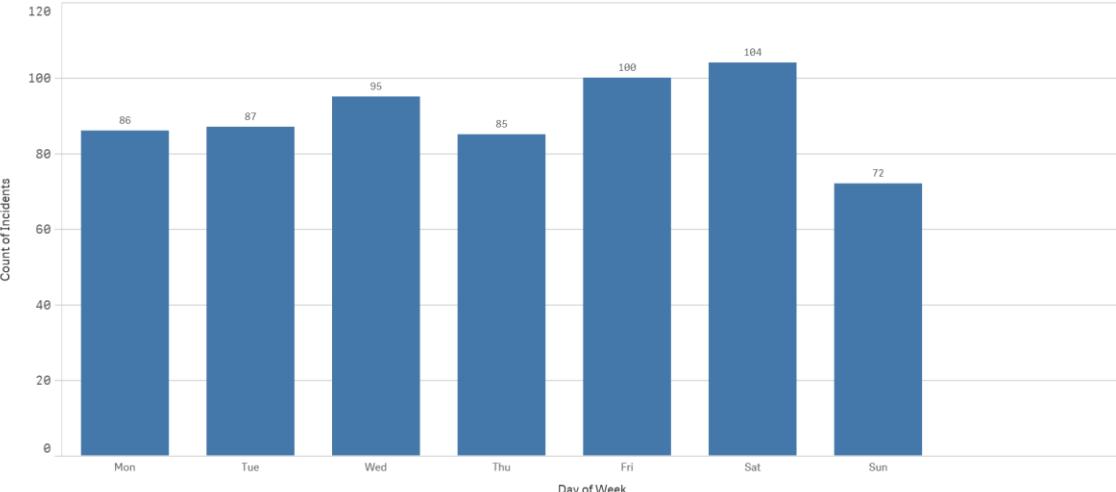
The HORSEFAIR (4th on Demand list) shows a similar distribution so Police are not including any charts for this area and it does not merit inclusion into the CIA.



Peak Time



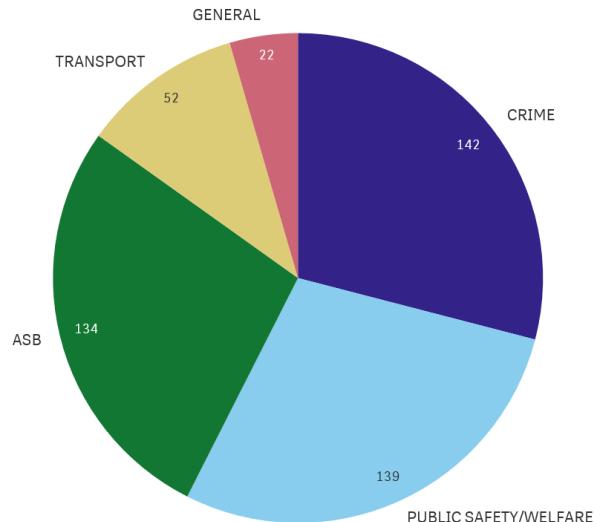
Day of Week



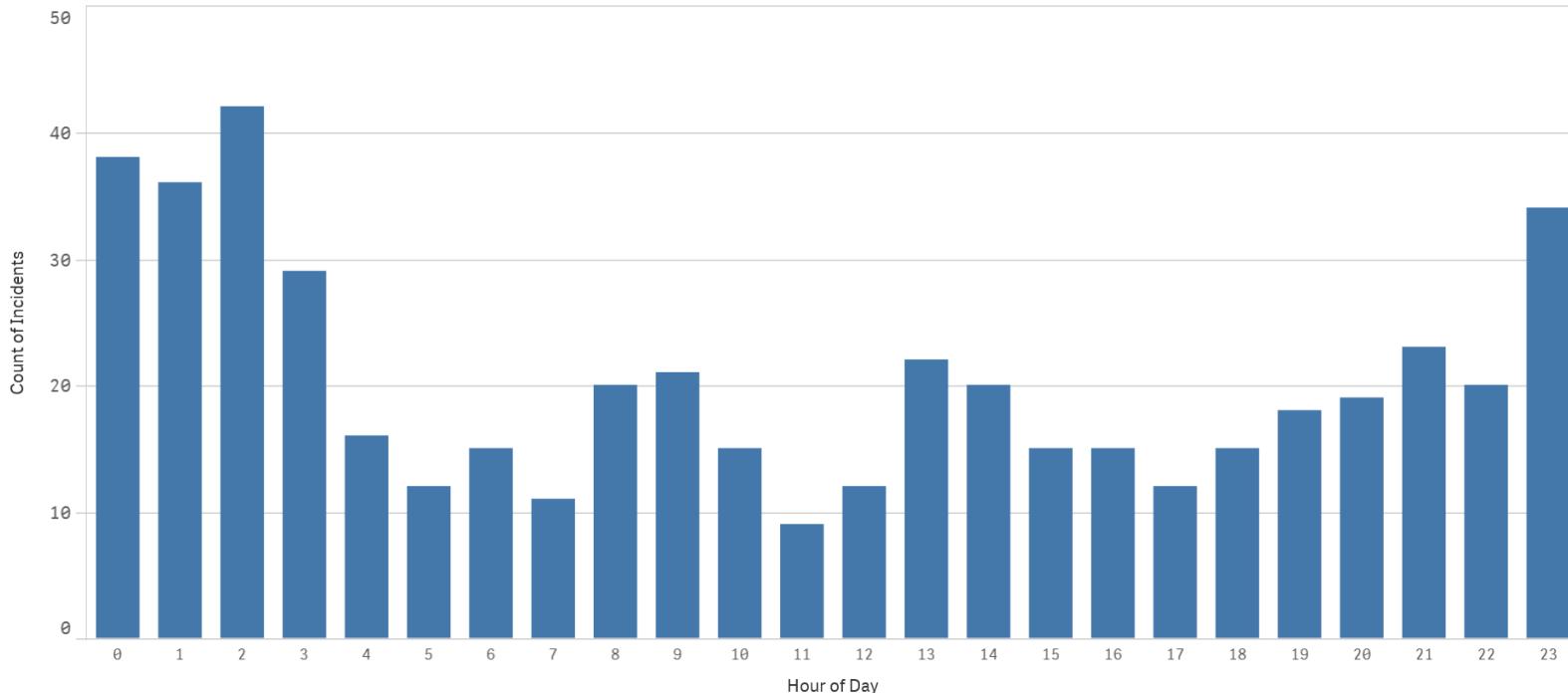
BALDWIN STREET – 489 Incidents

Peak for service to this location is from 11pm to 3am. Peak days are Friday to Sunday. Police attribute these spikes in demand to the night time economy with the amount of people in the city centre consuming alcohol. There are many pubs open until the early hours plus Popworld Nightclub.

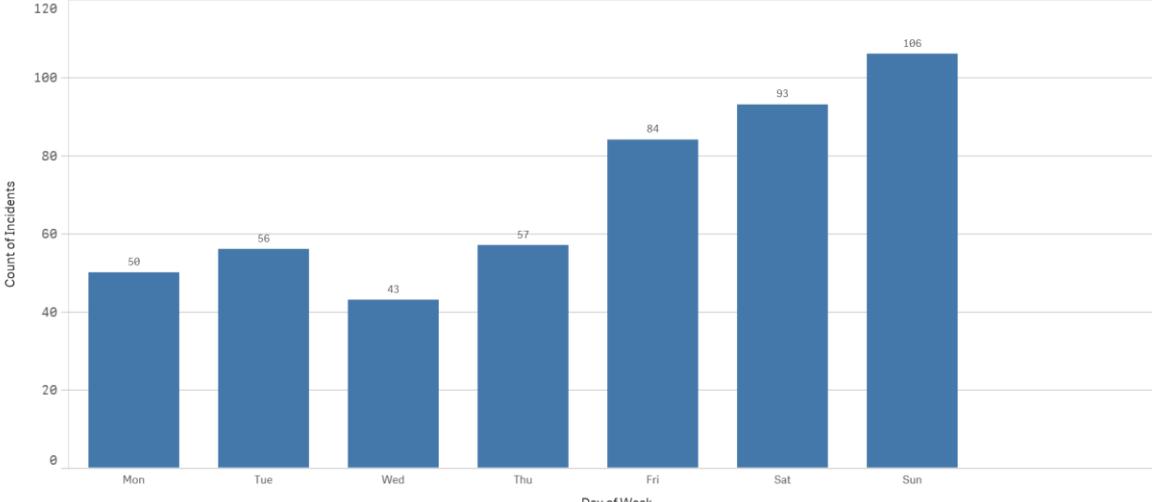
83% of the total 142 Crime reports are for Assaults and Public Order incidents.



Peak Time



Day of Week

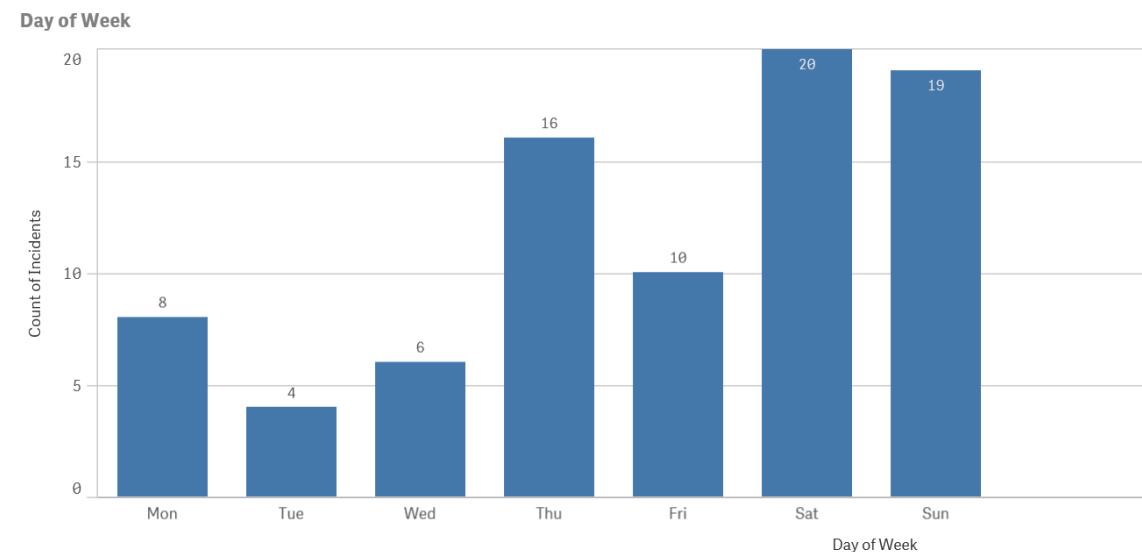
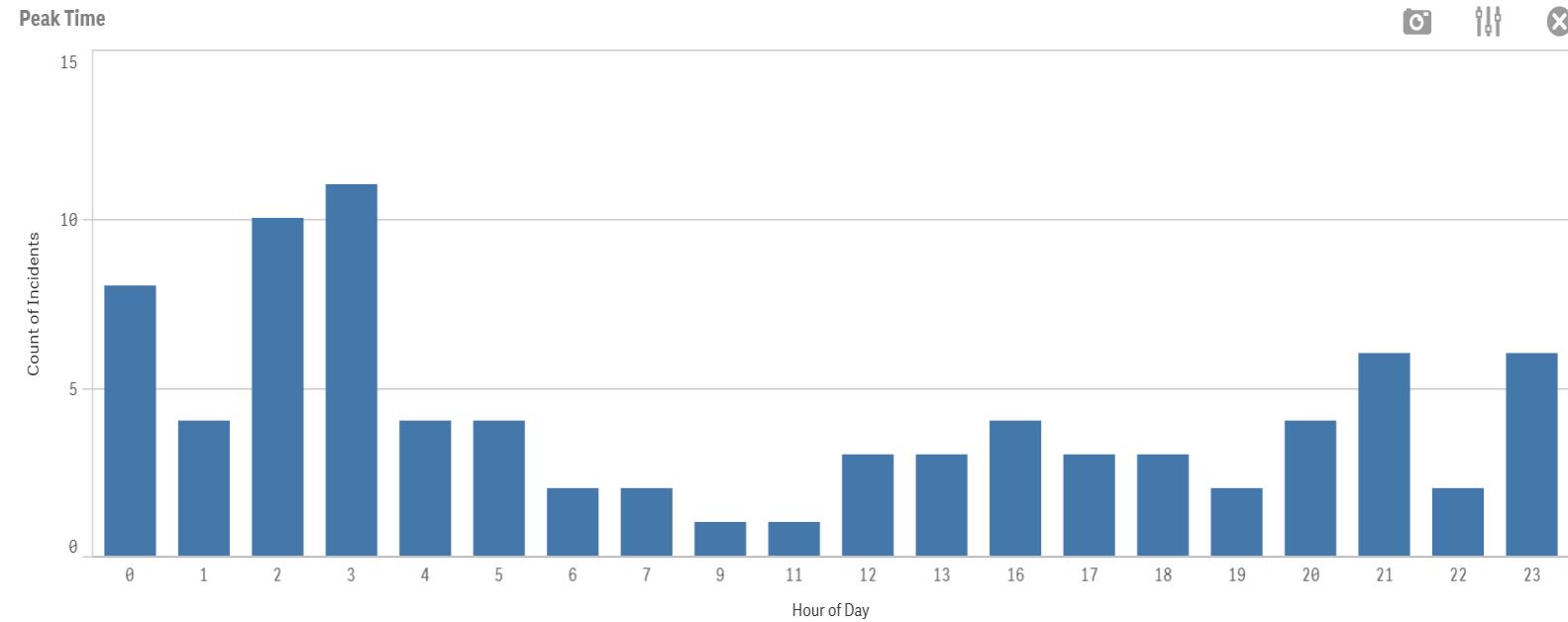


BALDWIN STREET

Assault and Public Order incidents account for **83** out of **142** Crimes.

Weekly analysis shows peaks from 11pm to 3am with busier days being Thursday, Saturday and Sunday.

Other crime statistics from the total **142** include
11 Robberies
10 Criminal Damage
5 Sexual offences.



Officer Hours at Incident Scenes

991 £26,756

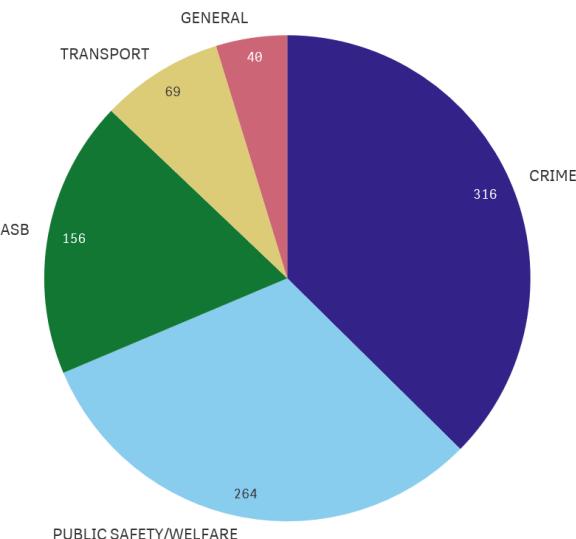
Time at Scene Cost

St Augustine's Parade and Broad Quay – 845 Incidents.

The statistics for these areas are combined as they are immediately adjacent to each other in the city centre.

Peak times are 11pm to 4am and peak days are Saturday and Sunday early hours.

These Statistics are consistent with a busy night time economy on the city centre. This is the spill out area where most people tend to disperse through following a night out and there are numerous licensed fast food outlets in this area open into the early hours.

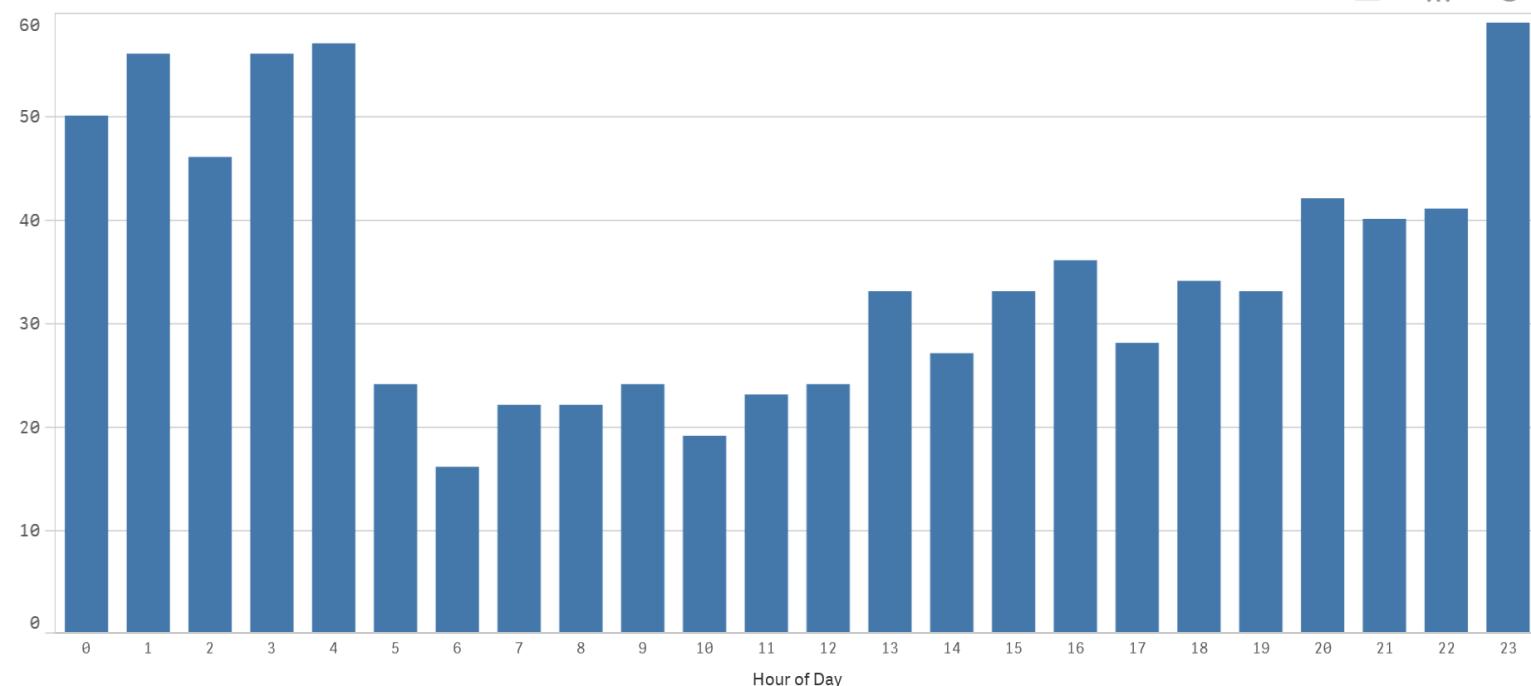


Estimated Crime Cost

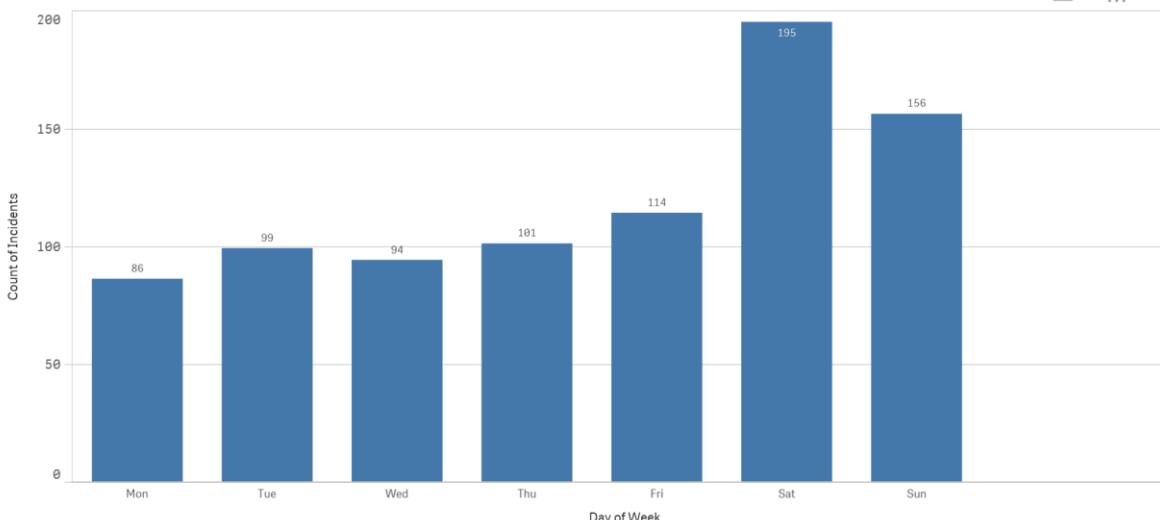
£132,517²⁸⁸

Total Crimes

Peak Time



Day of Week



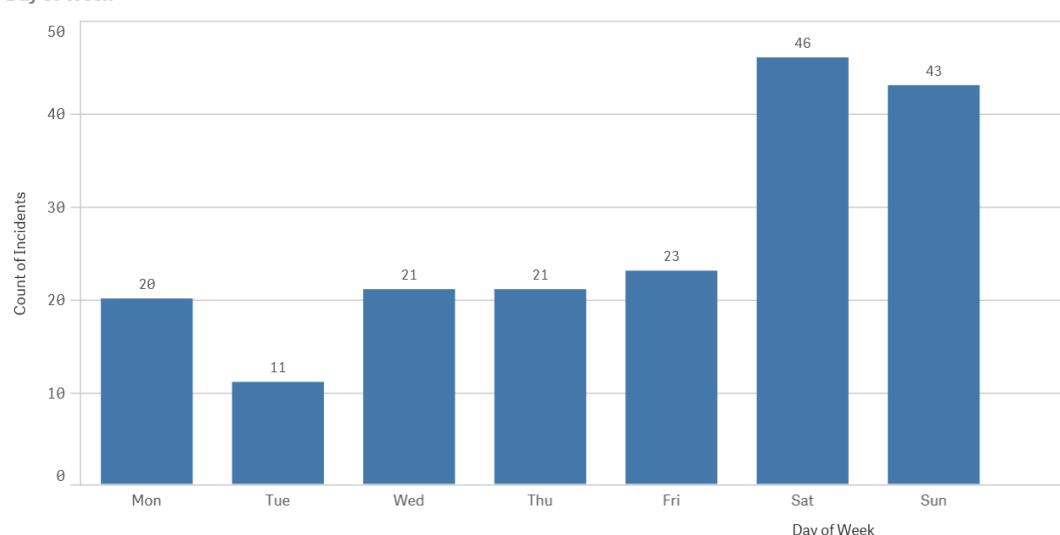
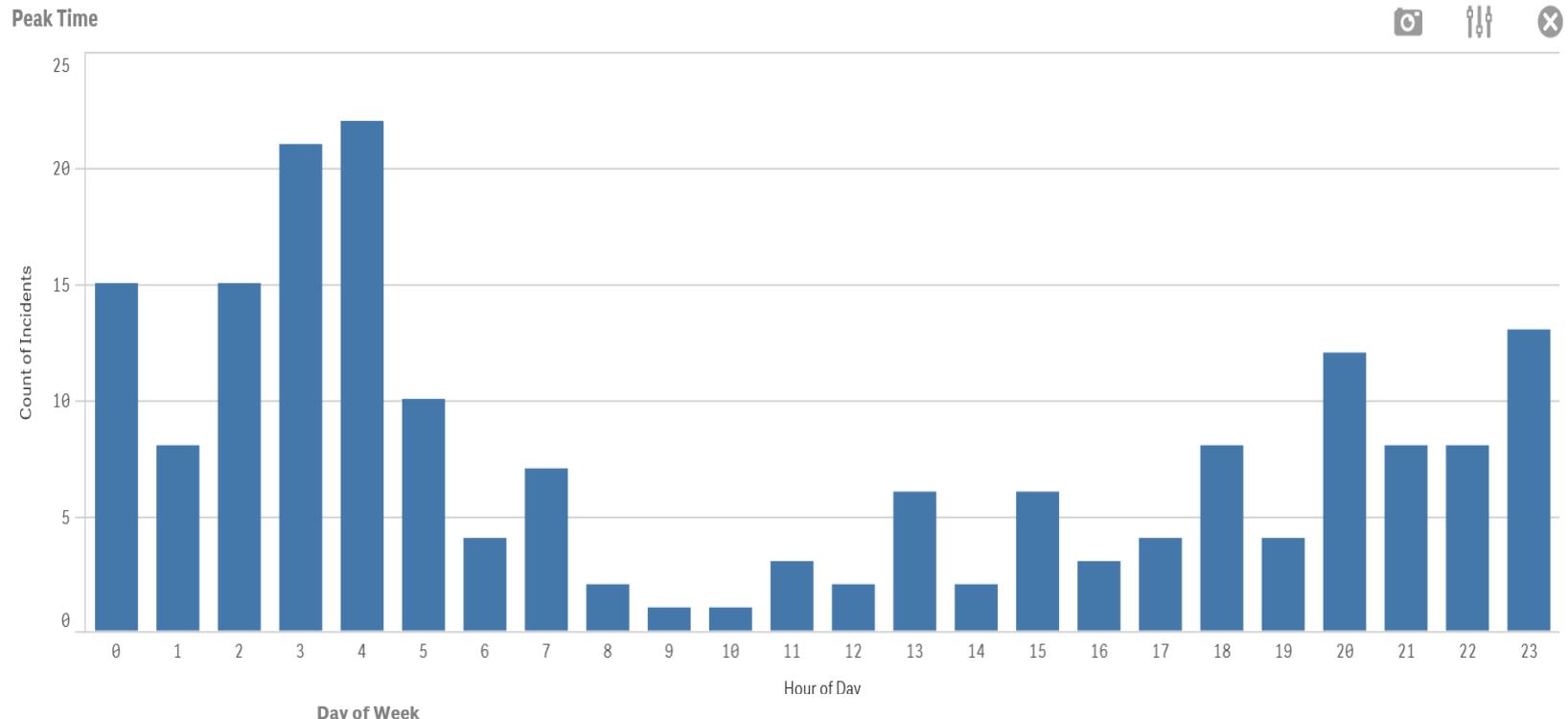
ST AUGUSTINE'S PARADE AND BROAD QUAY

Assaults and Public Order incidents account for **185** out of **316** Crimes reports.

The peak times are from
Midnight to 4 am.
Peak days are Saturday and
Sunday.

Other crimes recorded from the **316** total are;

- 18** Robberies
- 10** Criminal Damage
- 4** Sexual Offences
- 1** Grievous Bodily Harm assault.



Not all incidents can be mapped to a location such as the streets listed previously.

The following slides show distribution patterns and heat maps for the city centre. Statistics are included and the slides have been broken down into;

Alcohol related incidents

ASB Nuisance

Assaults

Public Order

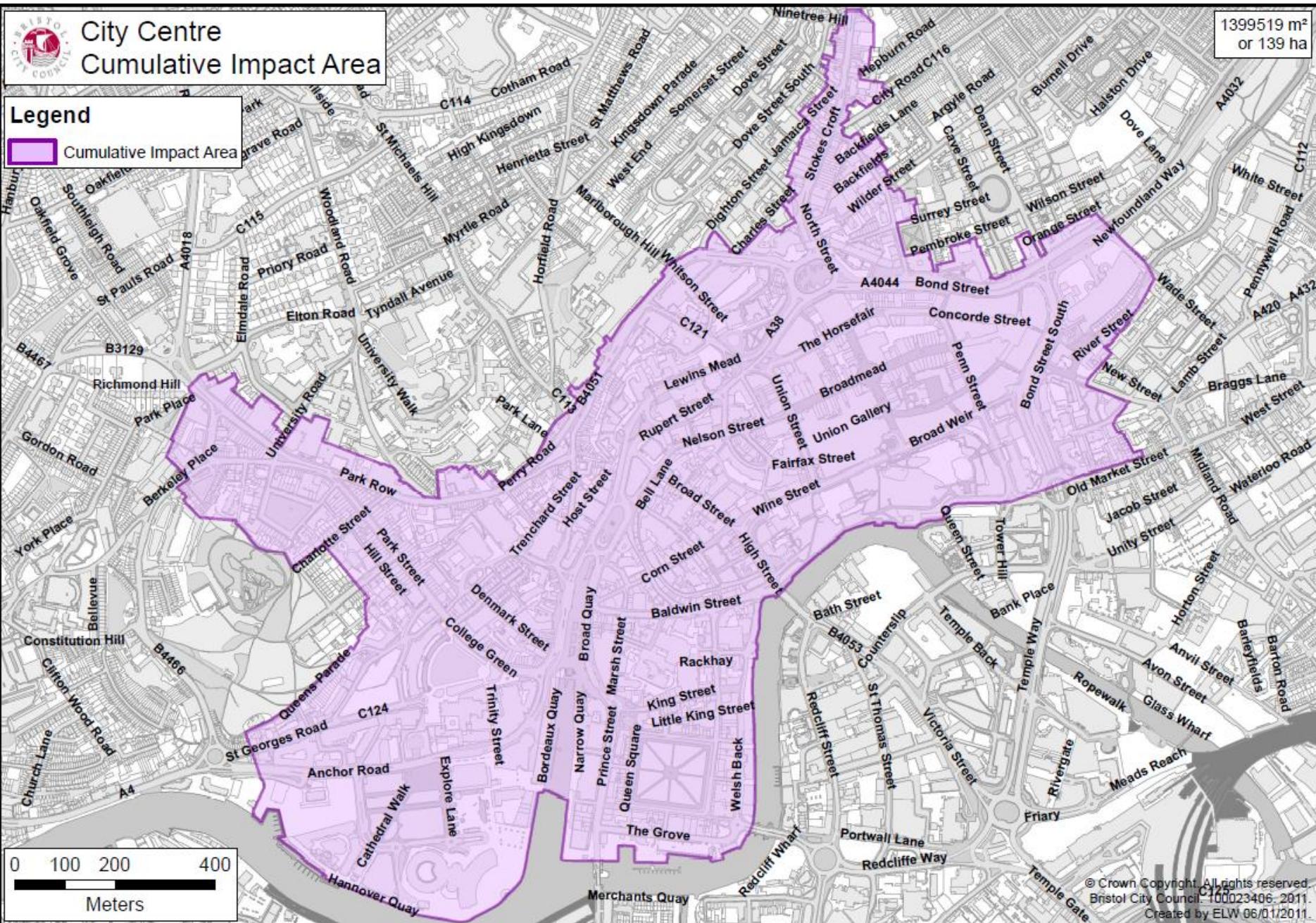
These are further split into incidents that have occurred during night time economy from 2000 – 0600hrs

There are then further slides that are specific to calls to individual Licensed Premises and these are evaluated further to include Concern for Safety calls and Sexual Assaults.

CURRENT CIA MAP FOR CITY CENTRE

You can scroll up and down through slides to see overlap of crime data.

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Two Years of Crime Data
May 2018 to May 2020

Alcohol related incidents.

Over 2095 out of a total of 44,709 incidents have been tagged as having Alcohol as a qualifier or factor that in some way influenced the situation.

Please bear in mind
Under reporting of
Alcohol incidents.

Use Mouse Scroll Wheel (Up and Down) to visualise crime data correlation with the existing City Centre CIA.



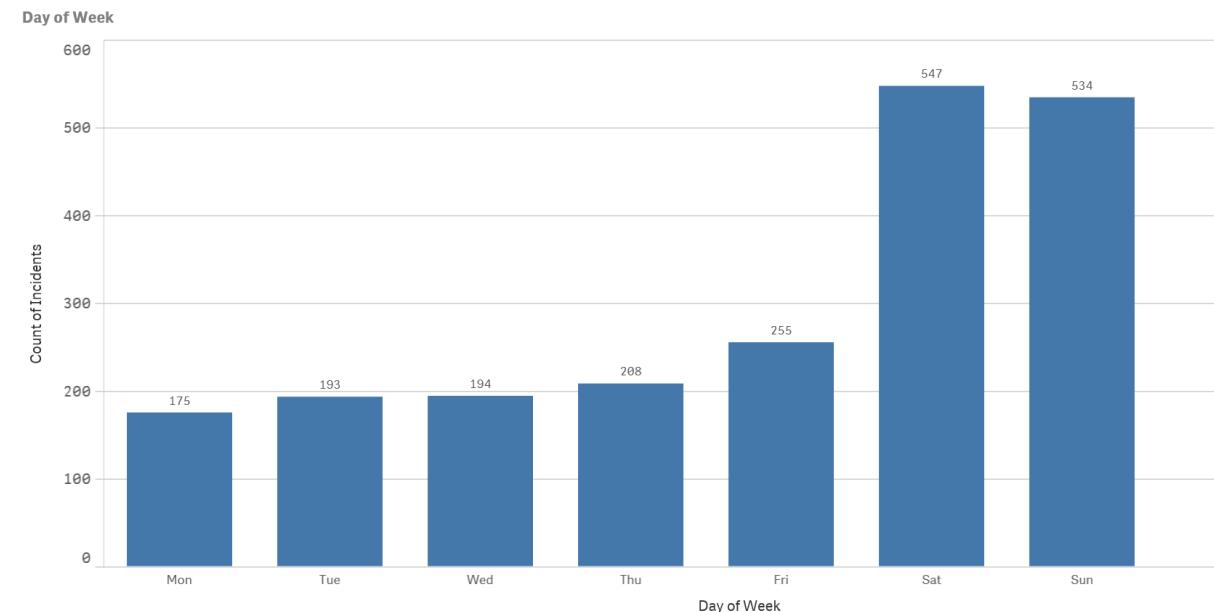
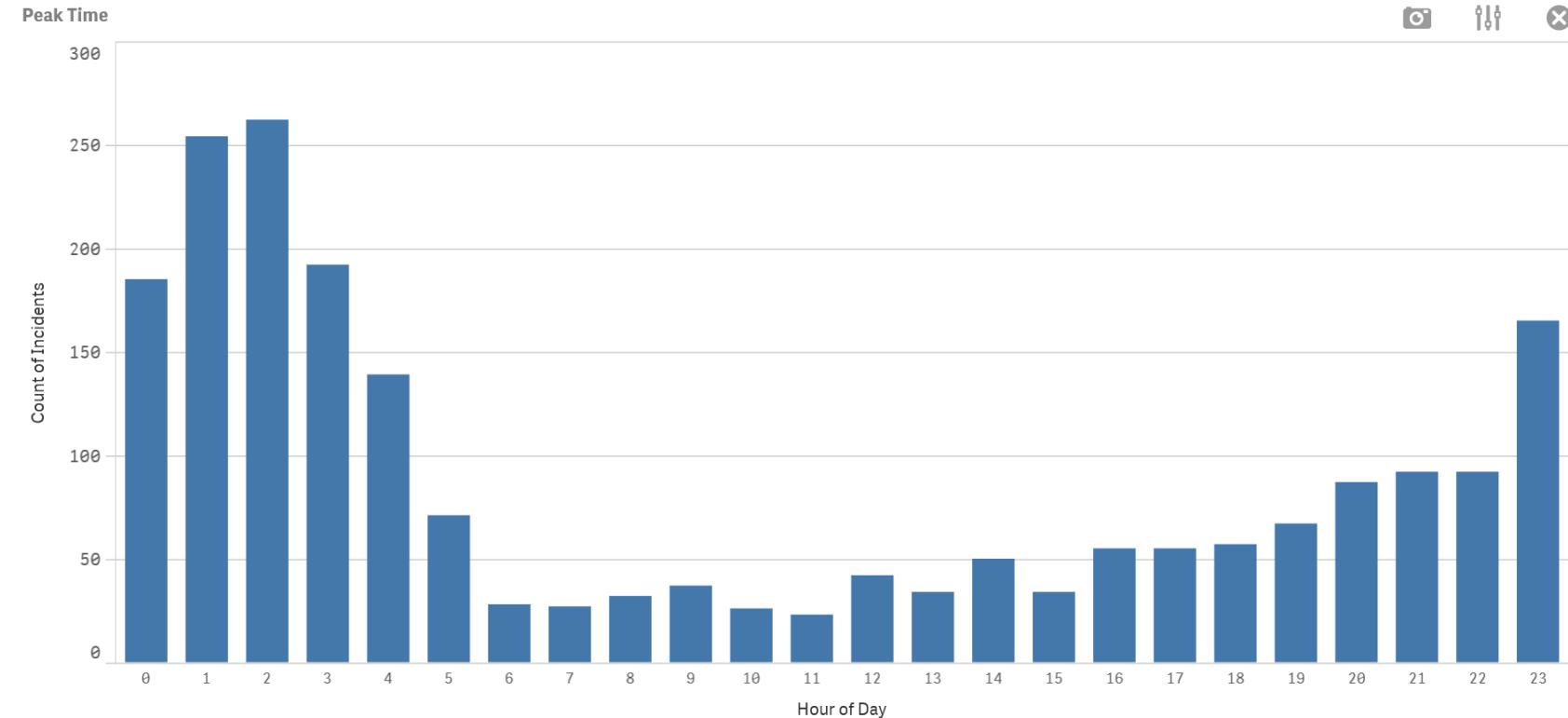
Alcohol related incidents.

Peak Times are Early Hours.

For all our calls there is a clear spike between 2300 and 0400 hrs. Over the 2 year period calls involving alcohol virtually double during the night time economy.

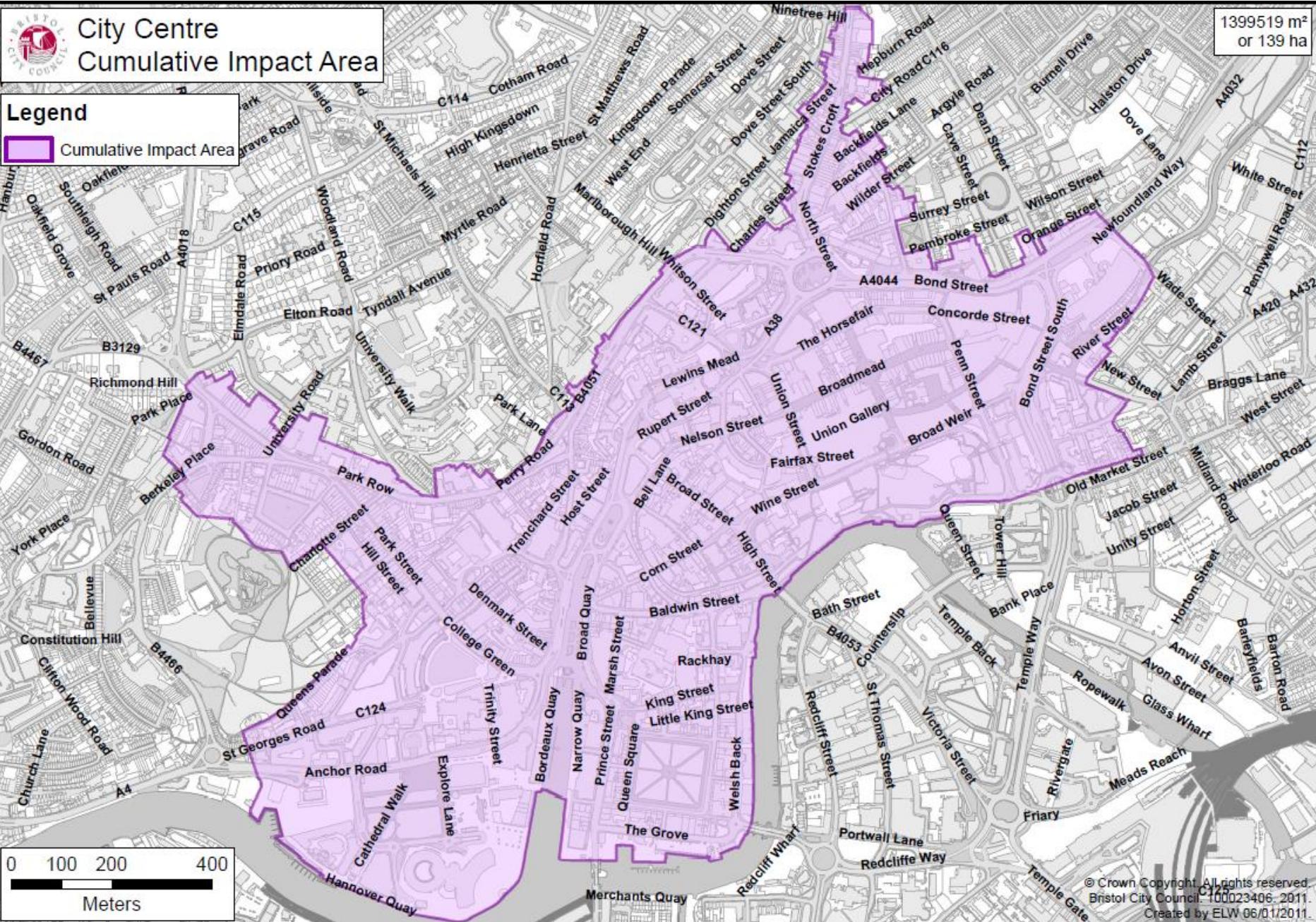
Page 68

Peak Days are Weekend. Again there is a clear rise in the number of alcohol related incidents at Weekends. We see a trend of less than 200 midweek rising to over 500 on Saturdays and Sundays.



CURRENT CIA MAP FOR CITY CENTRE

Page 684



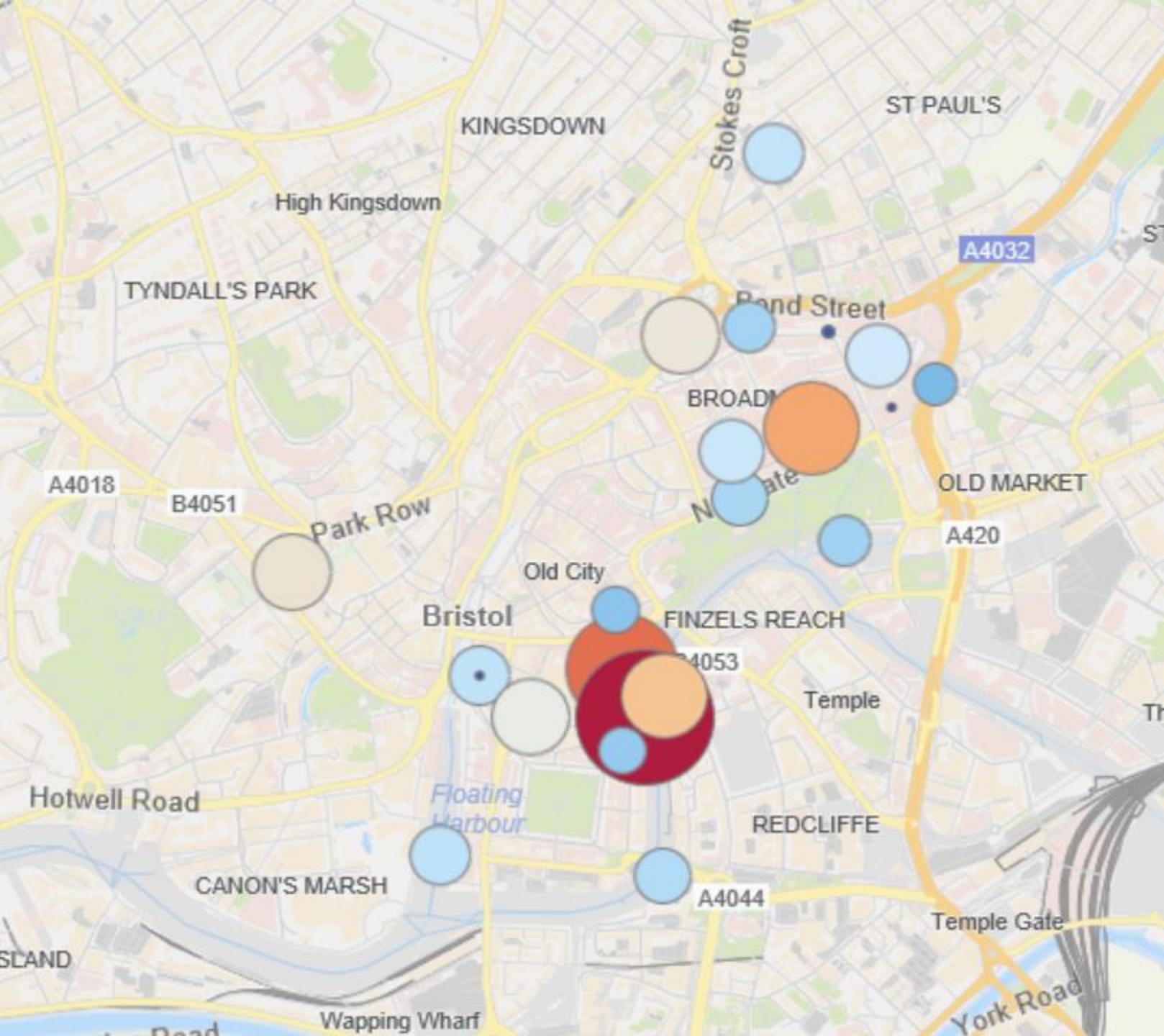
ASB Nuisance in City Centre

Of the total of **44,709** incidents
6585 were ASB Nuisance.

1529 of these are in the Top 20
demand areas and are shown on the
adjacent map.

This map shows all incidents of ASB
Nuisance over a 24 hours period for
the past 2 years.

The reason we are showing this is to
clearly illustrate how our demand
location changes when you factor in
the night time economy.



2 Yr. ASB Nuisance Map 2000-0600hrs.

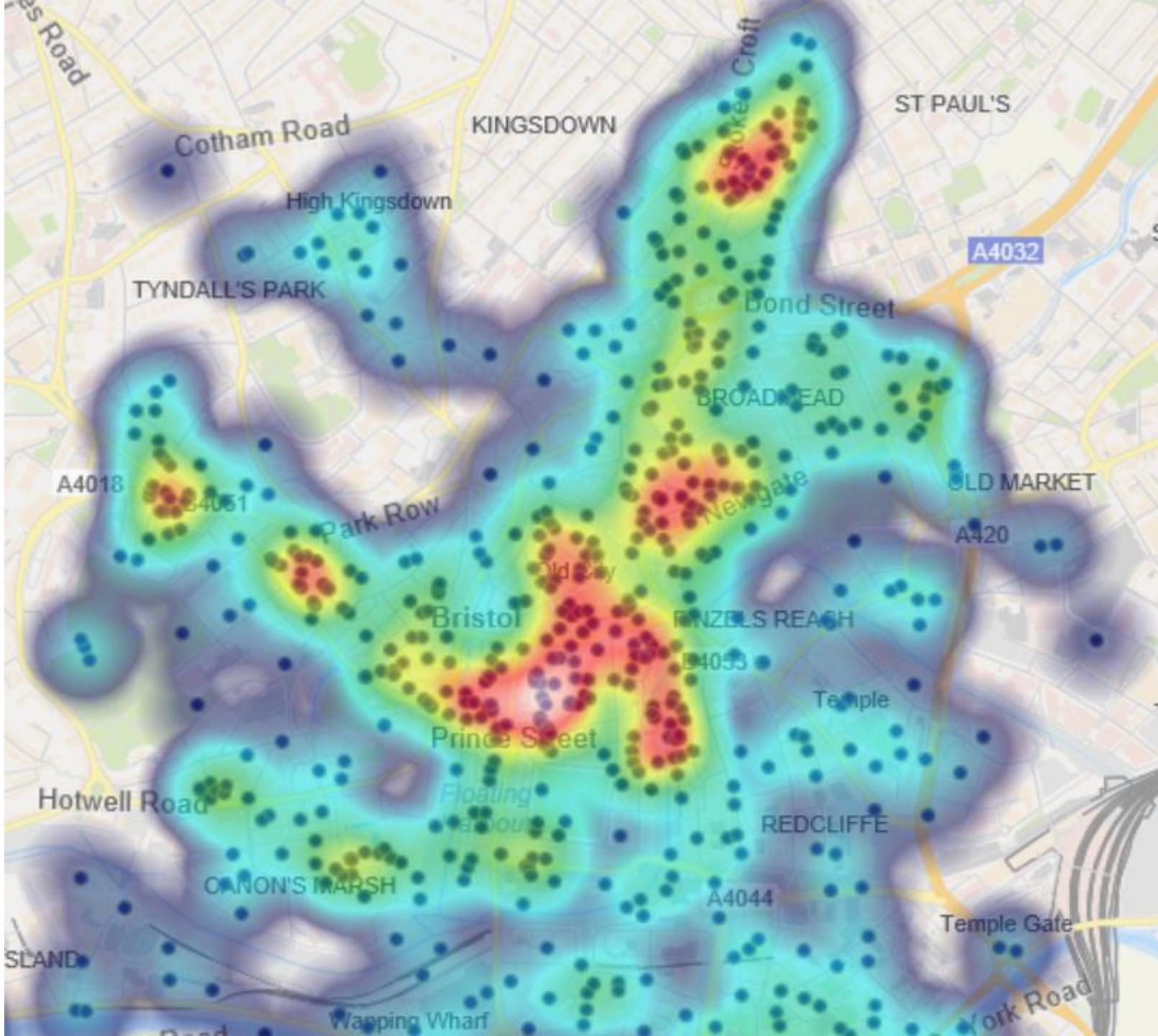
This map depicts the concentration of ASB Nuisance.

It shows 2681 incidents of the total 6585.

These incidents occurred between the hours of 2000 and 0600 so it more reflects Police demand during the night time economy.

From the map you can see the hotspot areas have drifted and you can clearly see Stokes Croft, Baldwin Street, Welshback, St Augustines Parade, Park Street and The Triangle. All these areas are within the current City Centre CIA. All these areas have a concentration of Licensed Premises.

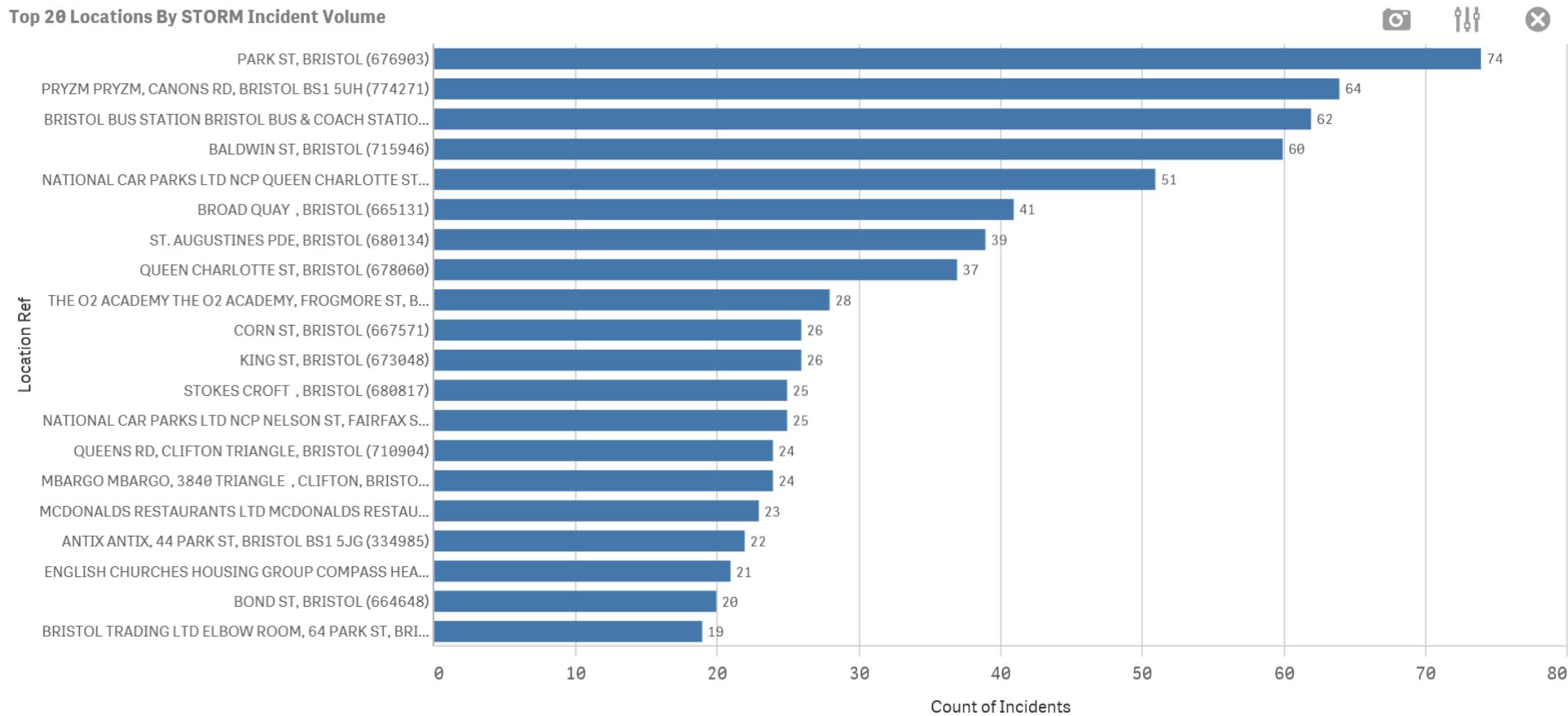
The dots do not represent each incident as some locations would have more than one call to the venue or street.



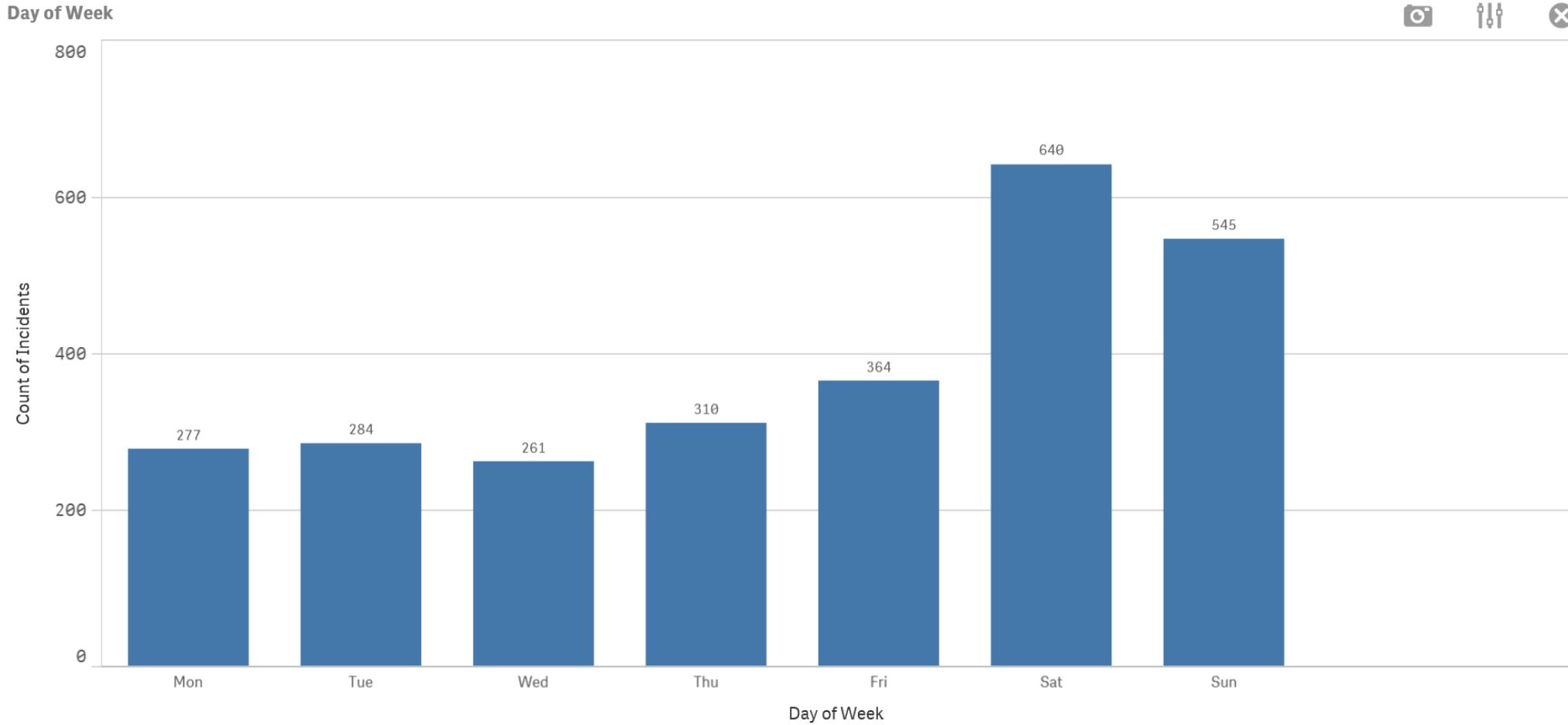
2 Yr. ASB Nuisance Top 20 Locations 2000-0600hrs

Page 687

Top 20 Locations By STORM Incident Volume

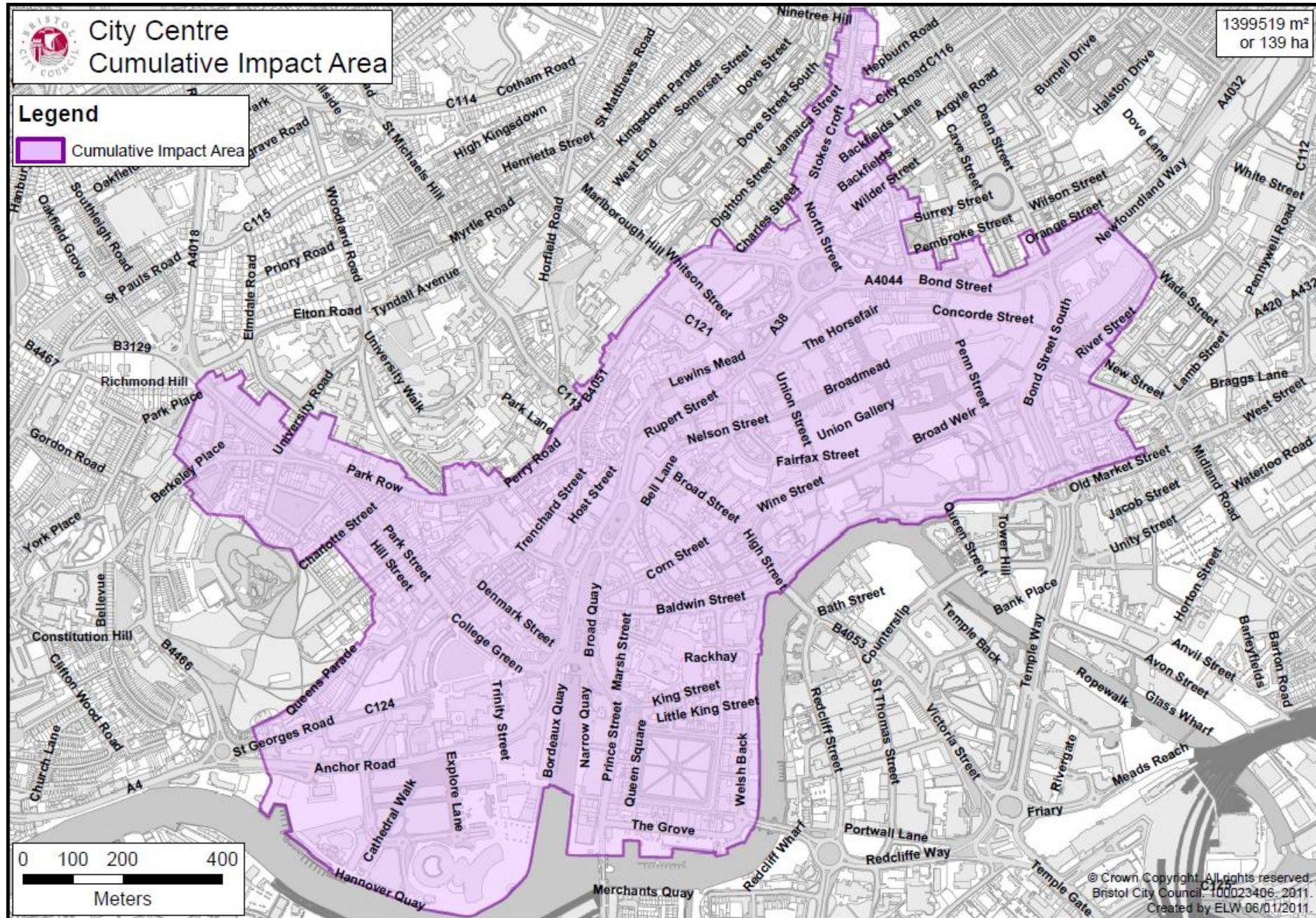


657 out of 2681 occurred at our Top 20 locations shown on Bar Chart above. Park Street again comes out top followed by Pryzm. Baldwin Street, St Augustine's, Broad Quay, the O2 Academy are all in the Top 10.



The above graph shows the 2681 ASB incidents between the hours of 2000 – 0600 broken down into each day of the week. It highlights the fact that ASB Nuisance calls to Police are more prevalent over the weekend when our Night Time economy is at its busiest. Police officer hours at the scene total 1,518 over the 2 years. This is why we have Operation Brio as our response to keeping Bristol safe at Weekends.

CURRENT CIA MAP FOR CITY CENTRE



2 Yr. ASSAULTS 2000 – 0600hrs

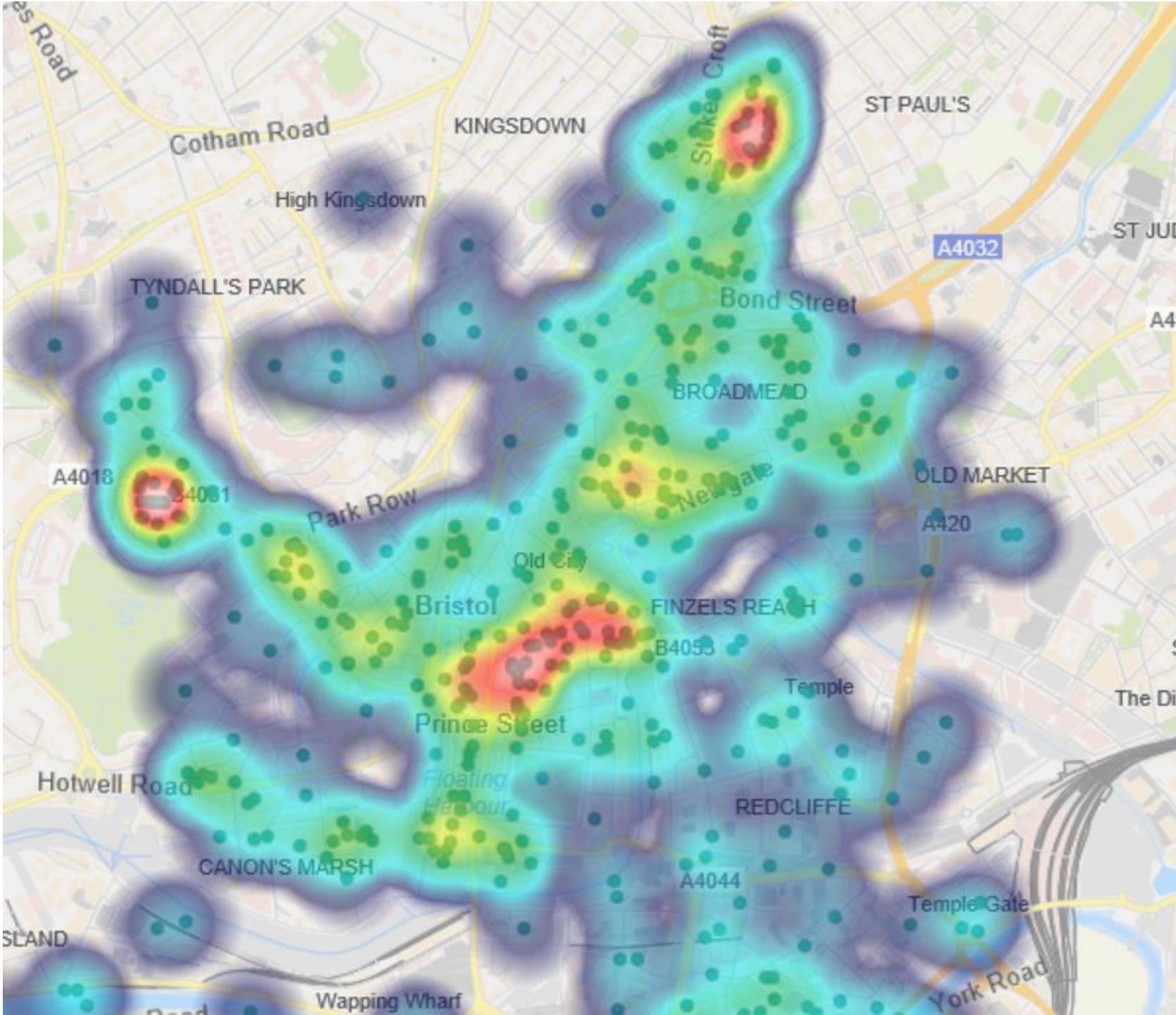
There were **1906** Assault reports over a 2 year period between 8pm and 6am.

1305 of these occurred Friday – Sunday. The estimated Crime Cost of these 1906 Assaults is **£1,541,201**.

Police hours spent dealing with these Assaults total **5,779**.

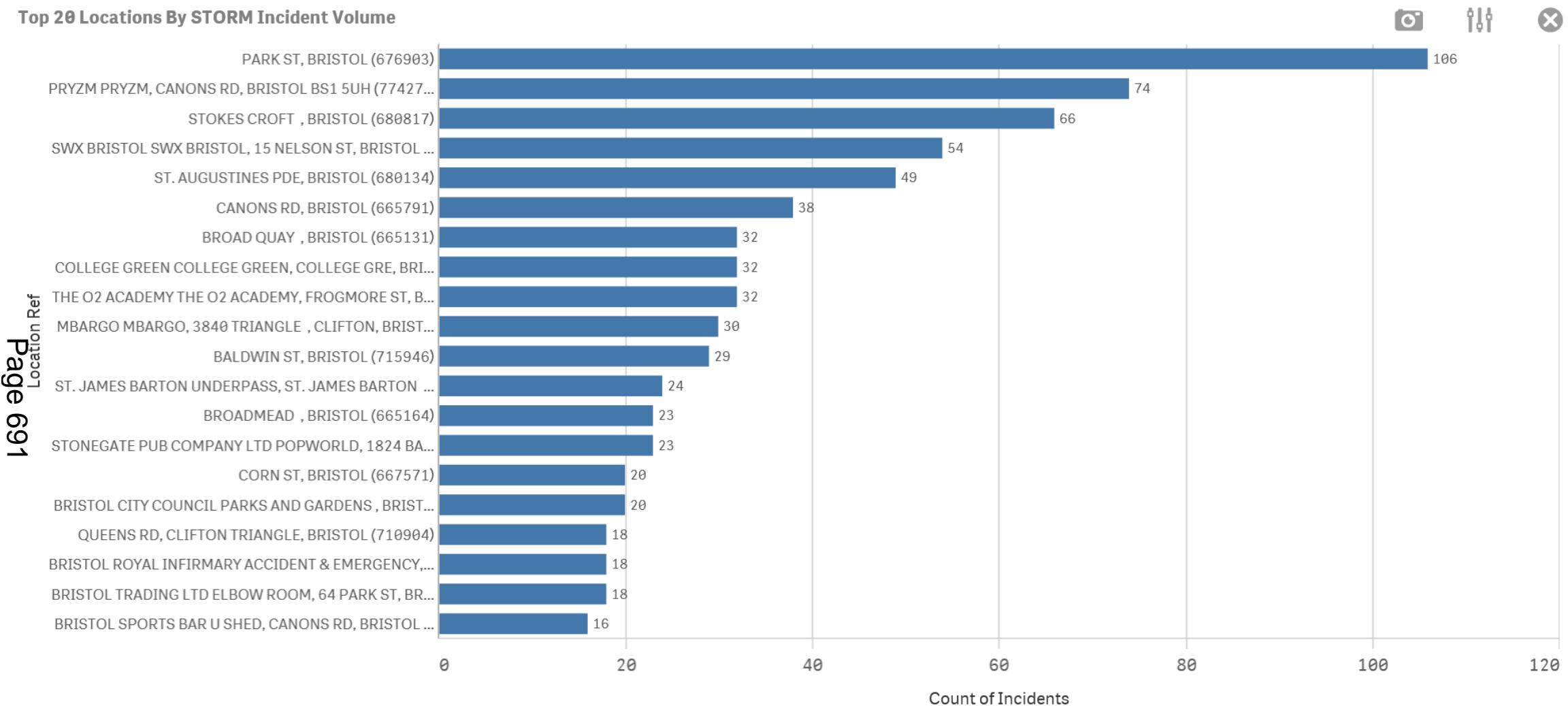
Stokes Croft is clearly visible, as are Pryzm and SWX nightclubs. Baldwin Street, Corn Street and St Augustines Parade area account for the largest Hot Spot.

The Triangle and Park Street are also Identifiable on the map.



2 Yr. ASSAULTS 2000 – 0600HRS – Top 20 Locations

Top 20 Locations By STORM Incident Volume



770 of the 1906 Incidents of Assault occurred at our Top 20 Locations. 535 of these occurred Friday – Sunday. Park Street accounts for the most assaults. Police hours dealing with these 770 incidents total 2,255. Pryzm, SWX Nightclub, O2 Academy and mBargo are all in the top 10. 7 of the top 20 are Licensed Premises.

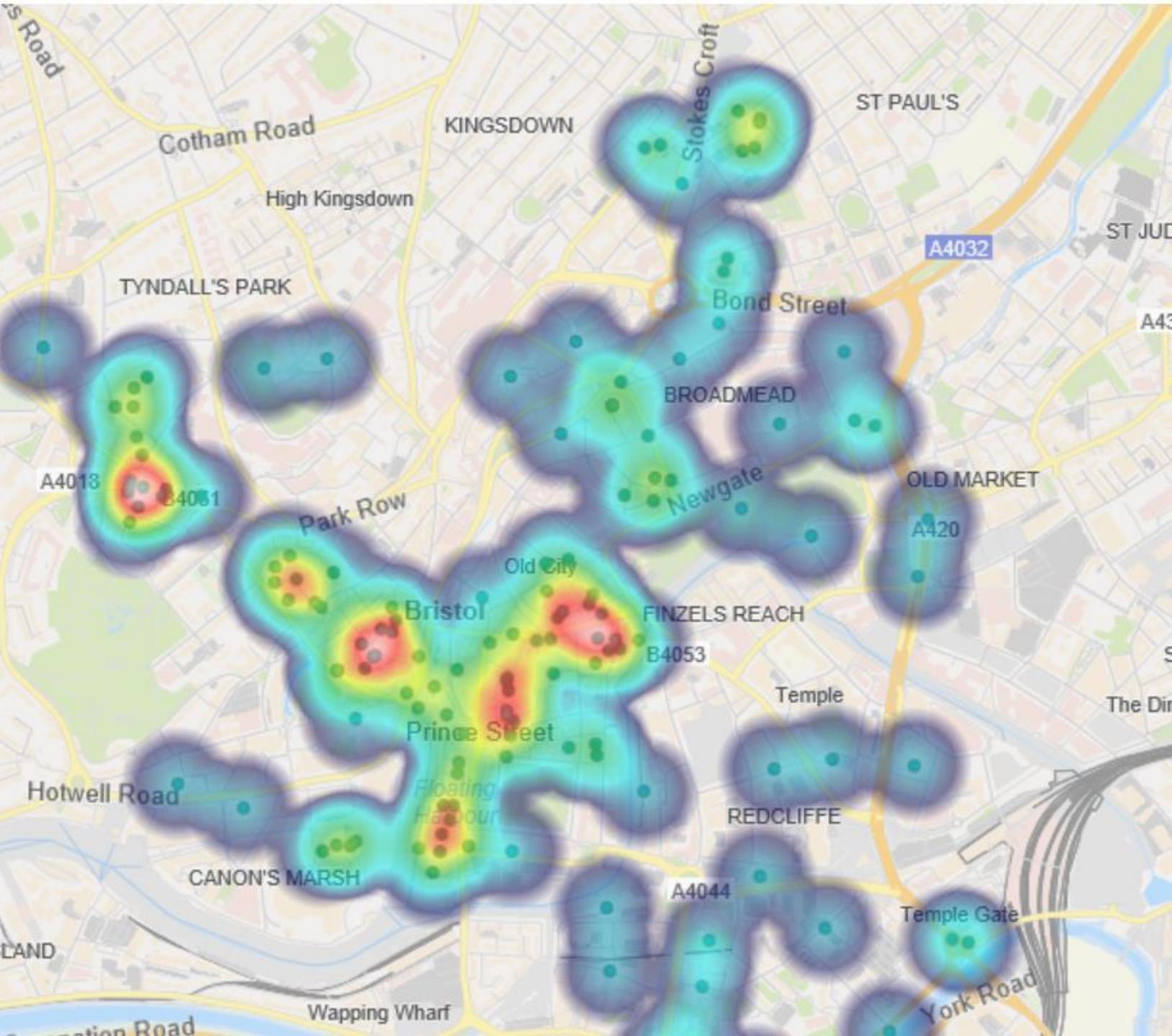
Assaults involving Alcohol Heat Map.

Of the 1906 Assaults attended 343 were listed as involving Alcohol. Again some of the dots cover more than one incident in the adjacent map.

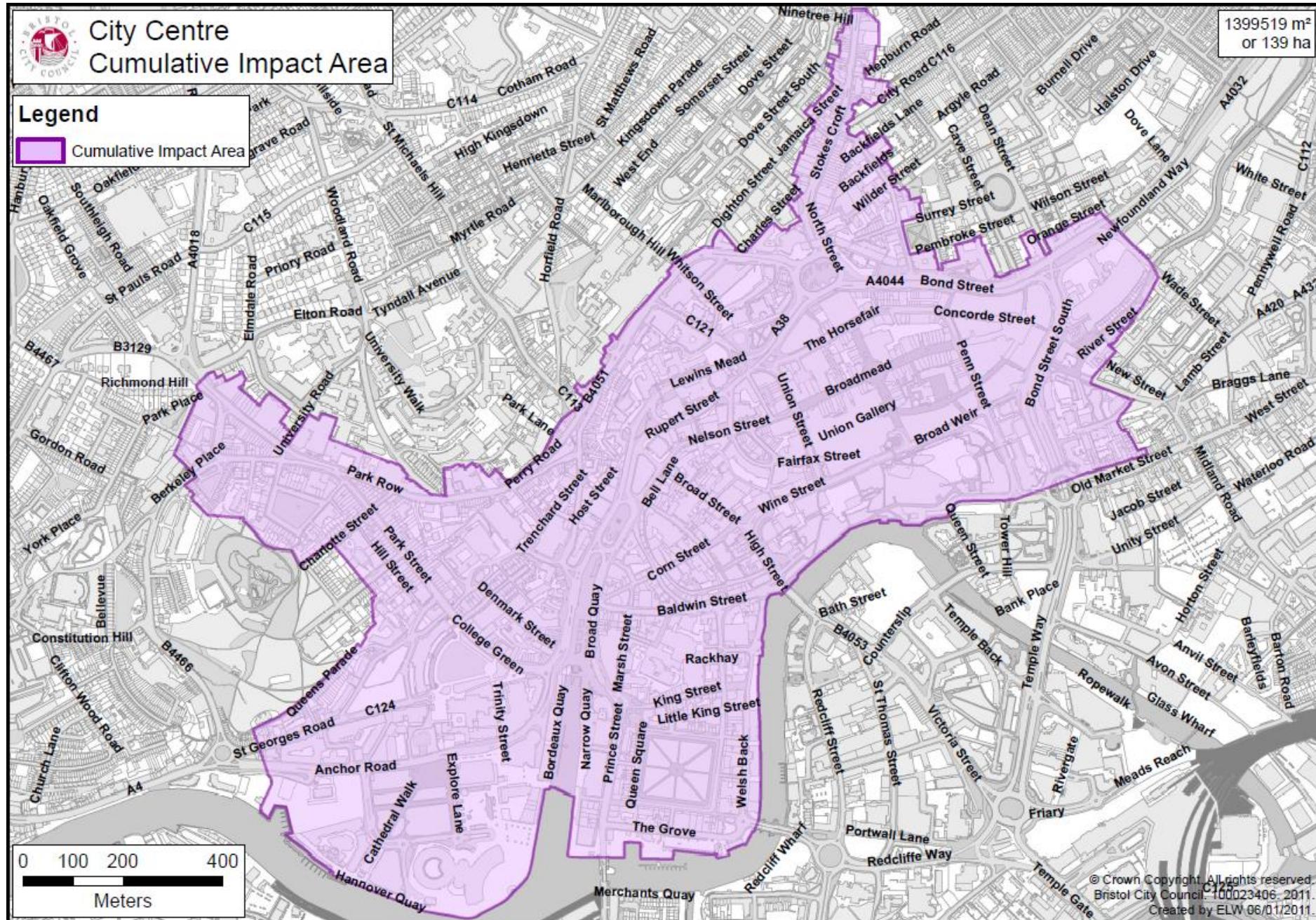
The amount of alcohol related assaults is under reported as it requires individual officers to select a crime qualifier and this is often forgotten.

It does however still show the dispersal pattern of assaults as matching known key areas that are policed during Operation Brio.

Again Baldwin Street onto the Centre, the Waterfront, The Triangle, Frogmore Street area, and Park Street are hotspots.



CURRENT CIA MAP FOR CITY CENTRE



2 Yr. PUBLIC ORDER 2000 – 0600HRS

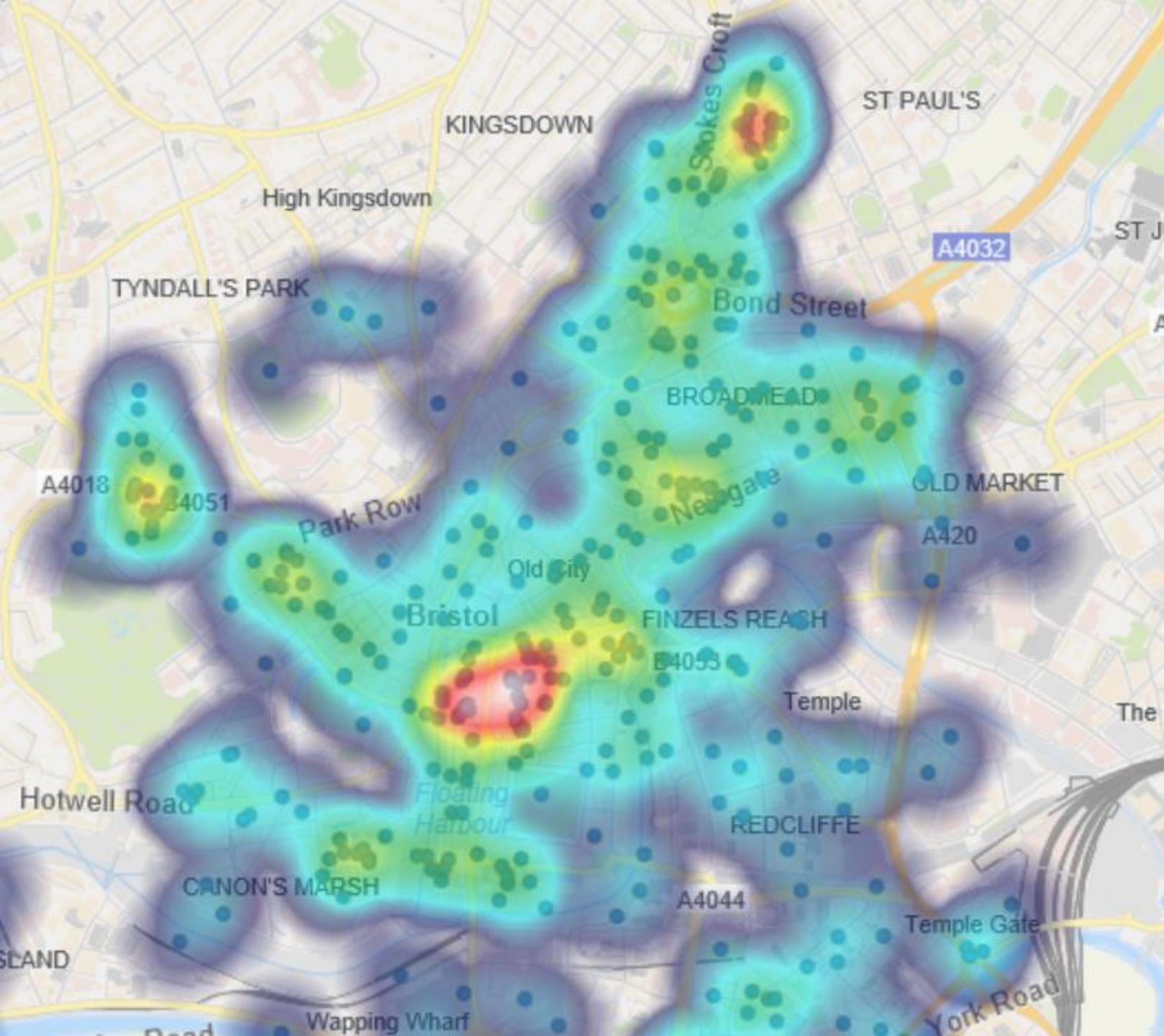
1142 Public Order incidents on adjacent map.

Please note concentrations around Stokes Croft, St Augustine's Parade, Corn St/Baldwin Street, Park Street and The Triangle.

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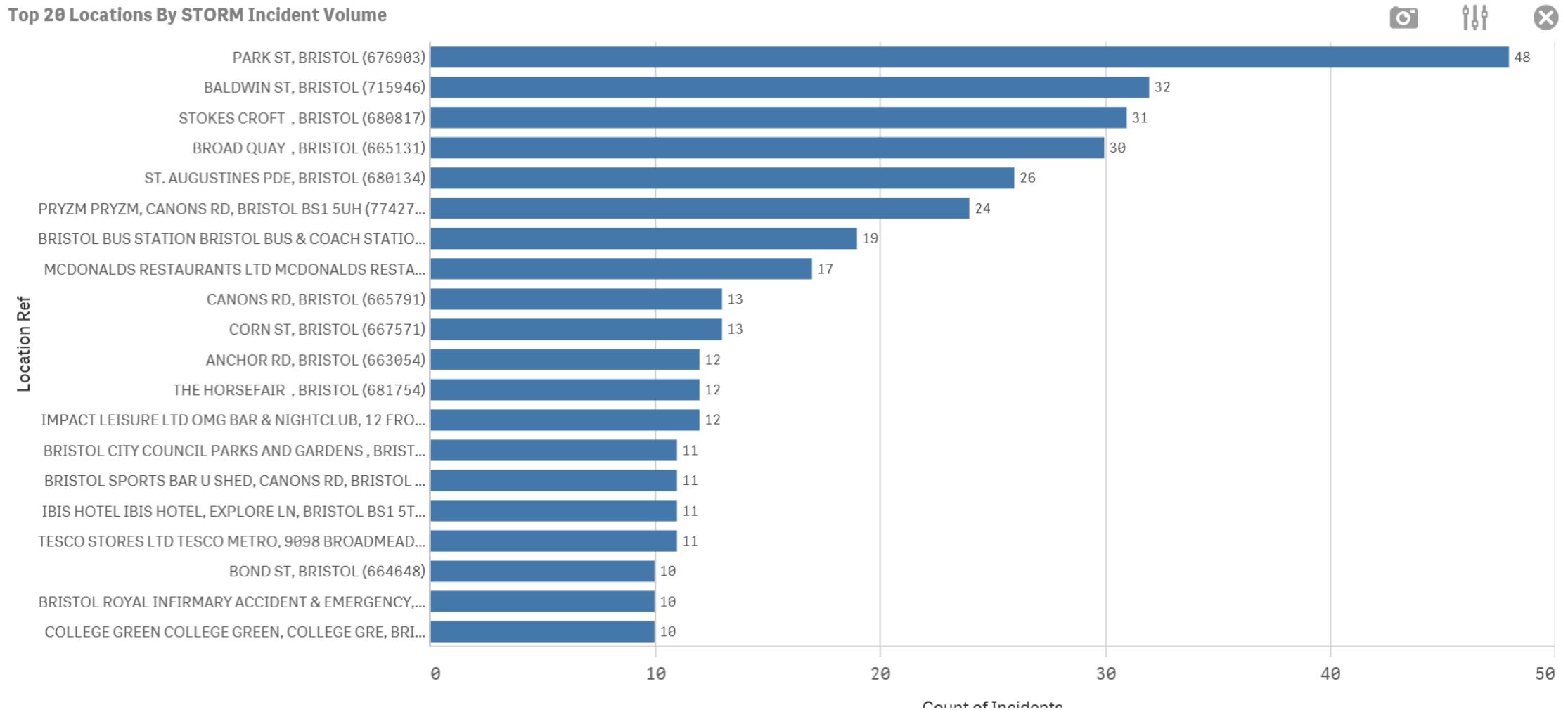
2647 Officer hours.

£198,029 is the estimated Crime Cost.



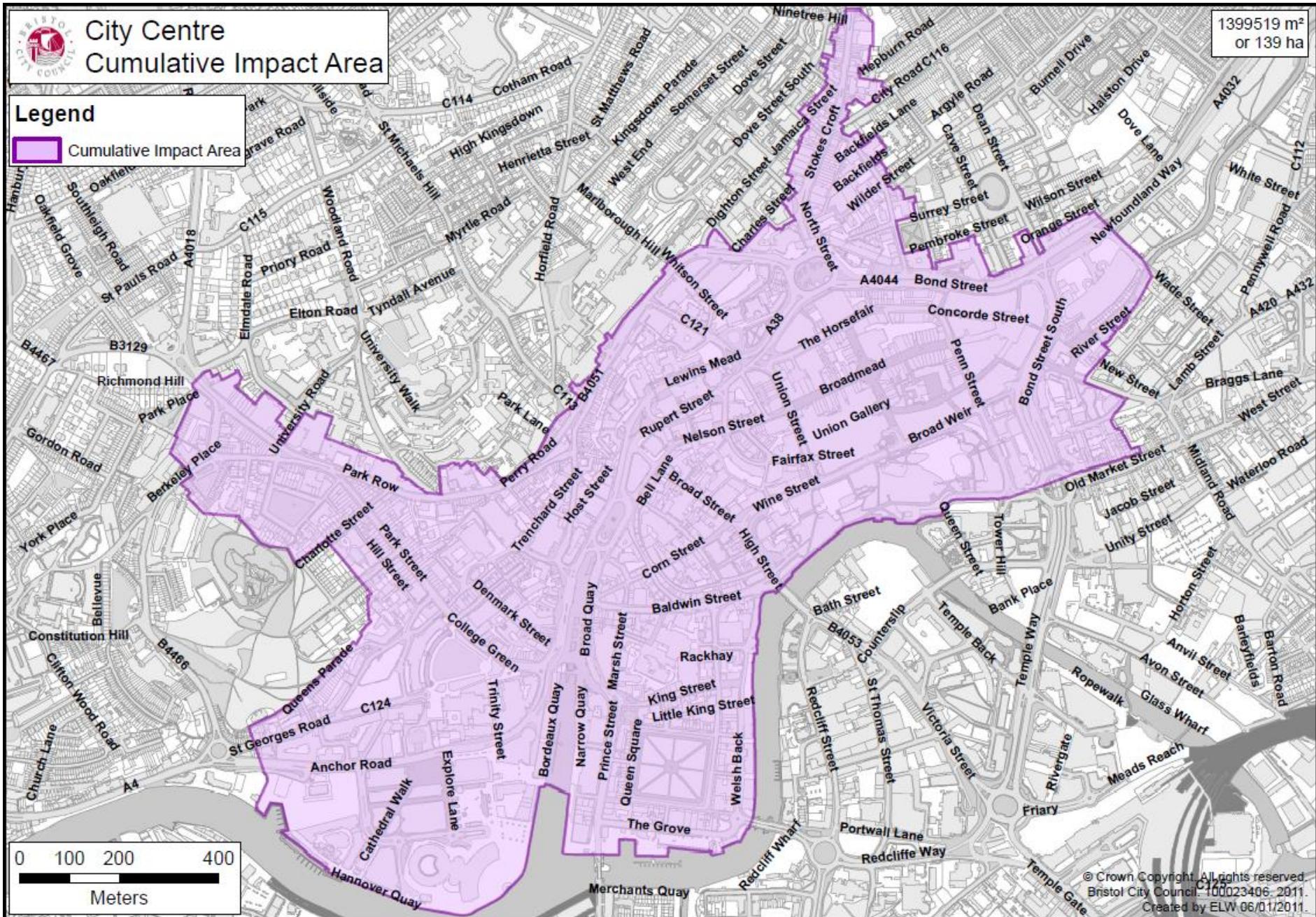
2 Yr. Public Order Top 20 Locations 2000 - 0600

Top 20 Locations By STORM Incident Volume



363 incidents were at the Top 20 Demand locations. Again Park Street comes out on top with 48 incidents. Baldwin Street is 2nd and Stokes Croft is 3rd. 273 of the 363 Public Order incidents occurred Friday to Sunday. 976 Officer Hours used.

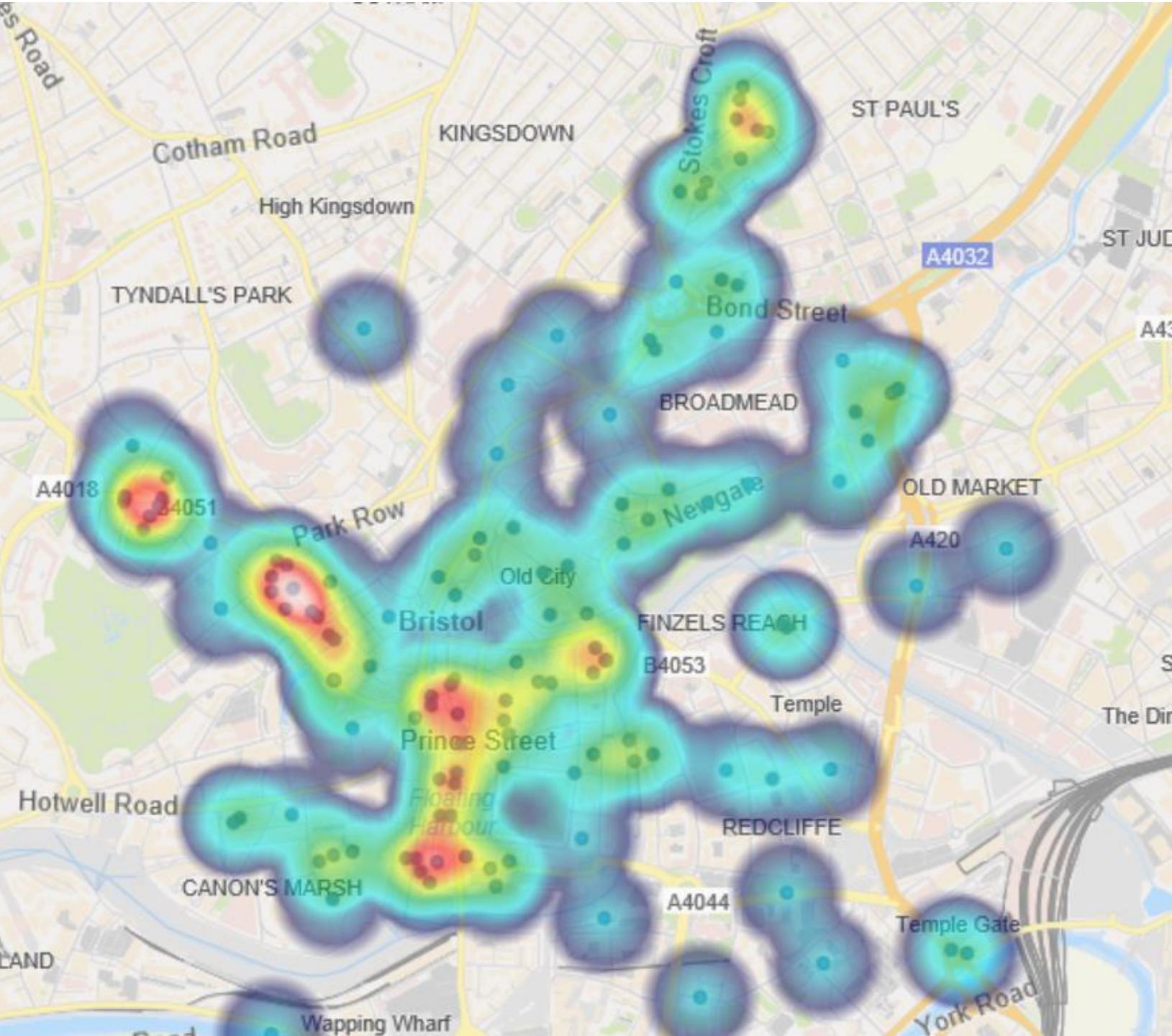
CURRENT CIA MAP FOR CITY CENTRE



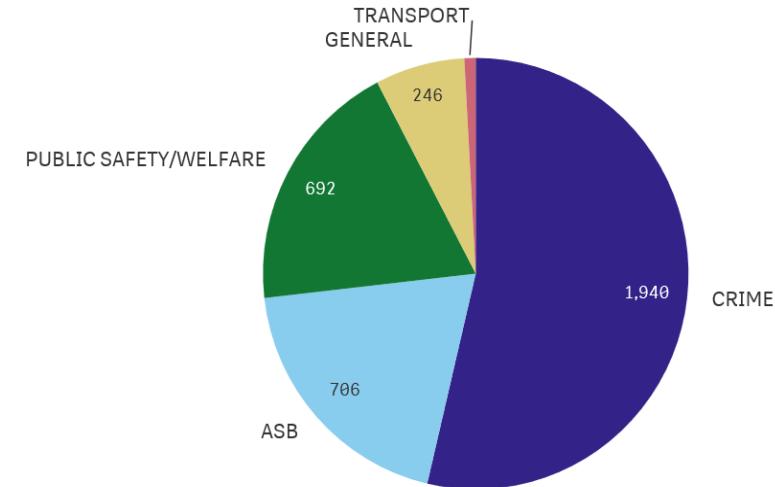
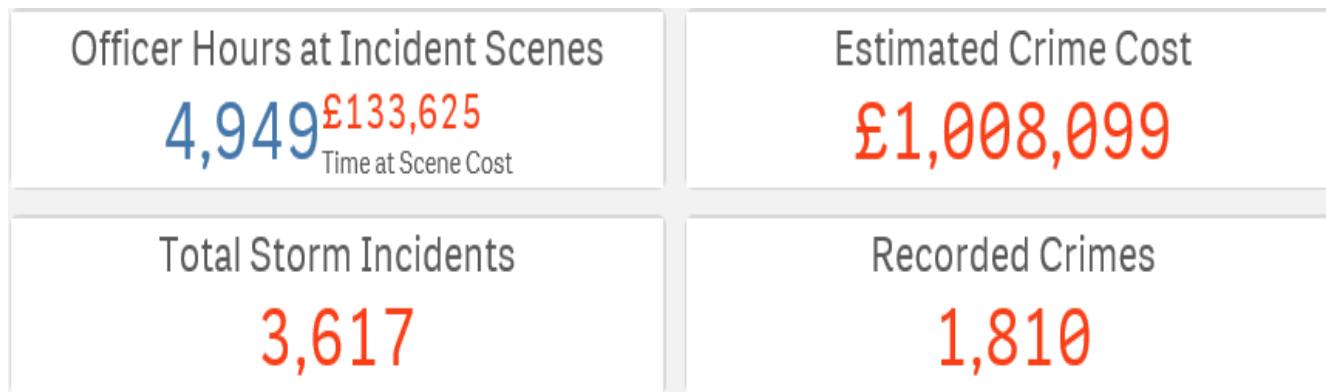
2 Yr. Public Order 2000 – 0600
With Alcohol qualifier added.

This map is very telling.
Again low recording amount with
Alcohol. 230 out of 1142 incidents but
the spread is clearly around St
Augustine's Parade, Broad Quay, Corn
Street, Baldwin Street, Park Street and
The Triangle. There is also a spike
around Stokes Croft.

This also illustrates after adding the
Alcohol Qualifier to the data
parameters we have the same result
where the high demand locations are
concentrated with in the current CIA.



2 Yr. Data for ALL Incidents recorded against LICENSED PREMISES in City Centre/Broadmead

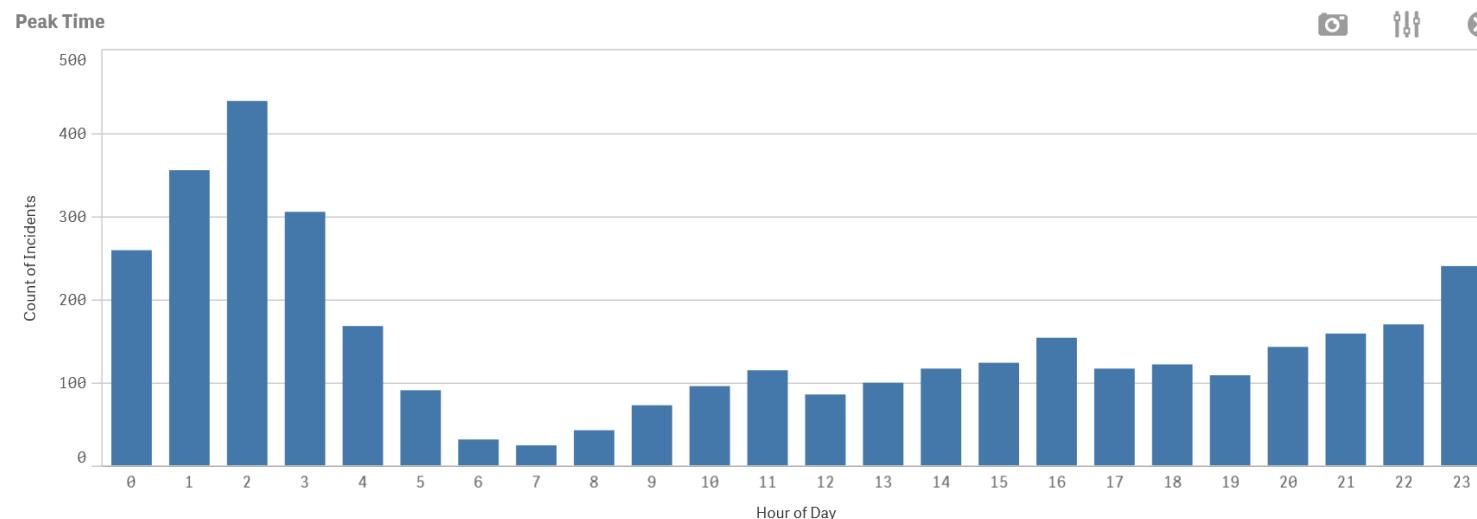


Data for ALL incident in last 2 years involving a Licensed Premises in City Centre and Broadmead.

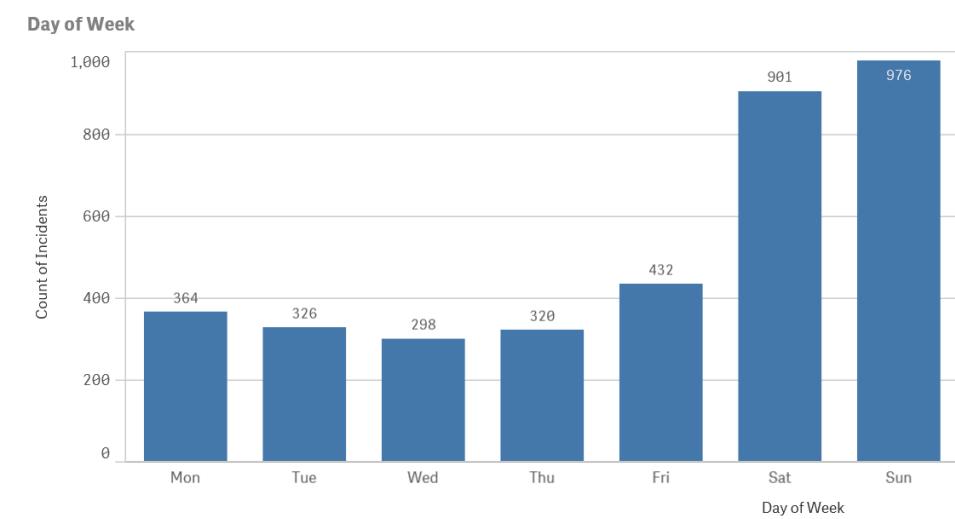
~~3,617~~ Calls to Police. This figure does not include officers coming across issues when on patrol.

869
698

Peak Times are between 2200 to 0300 hrs.

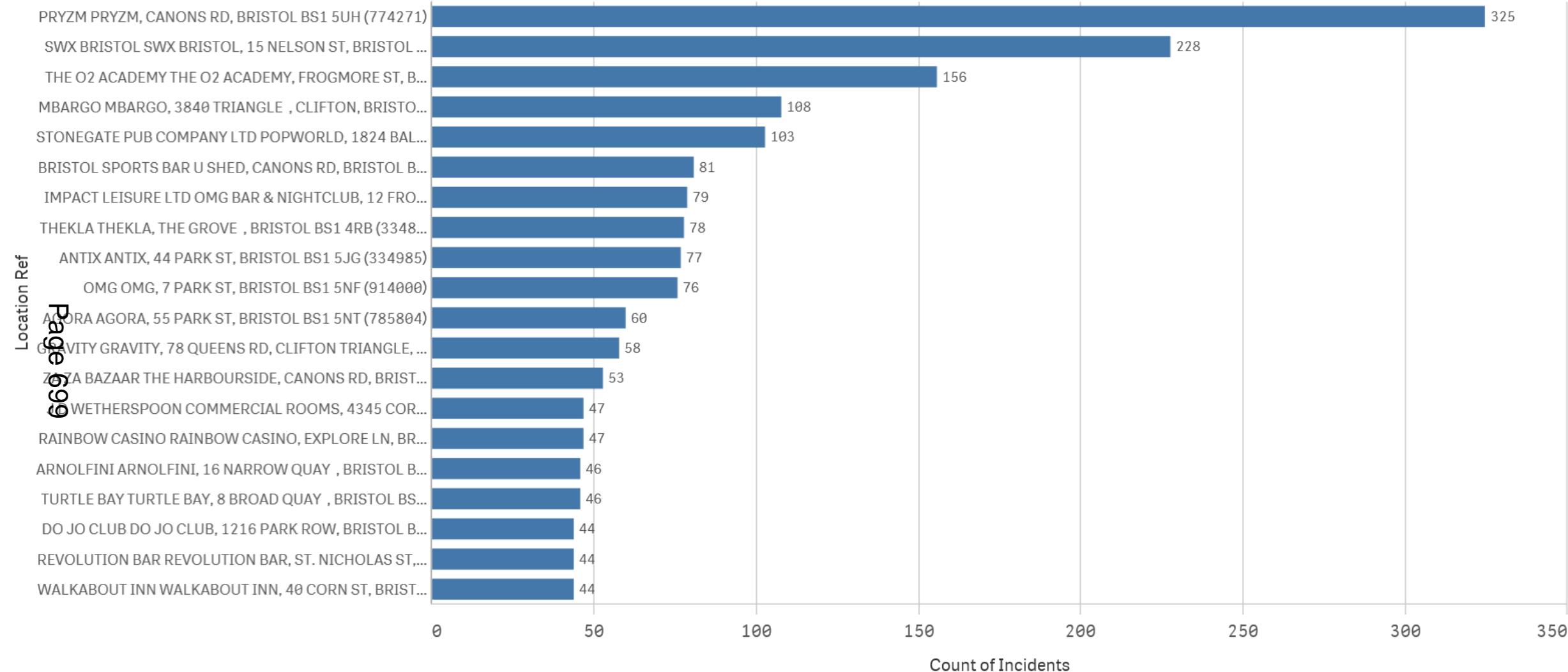


Peak Days are Saturday and Sunday



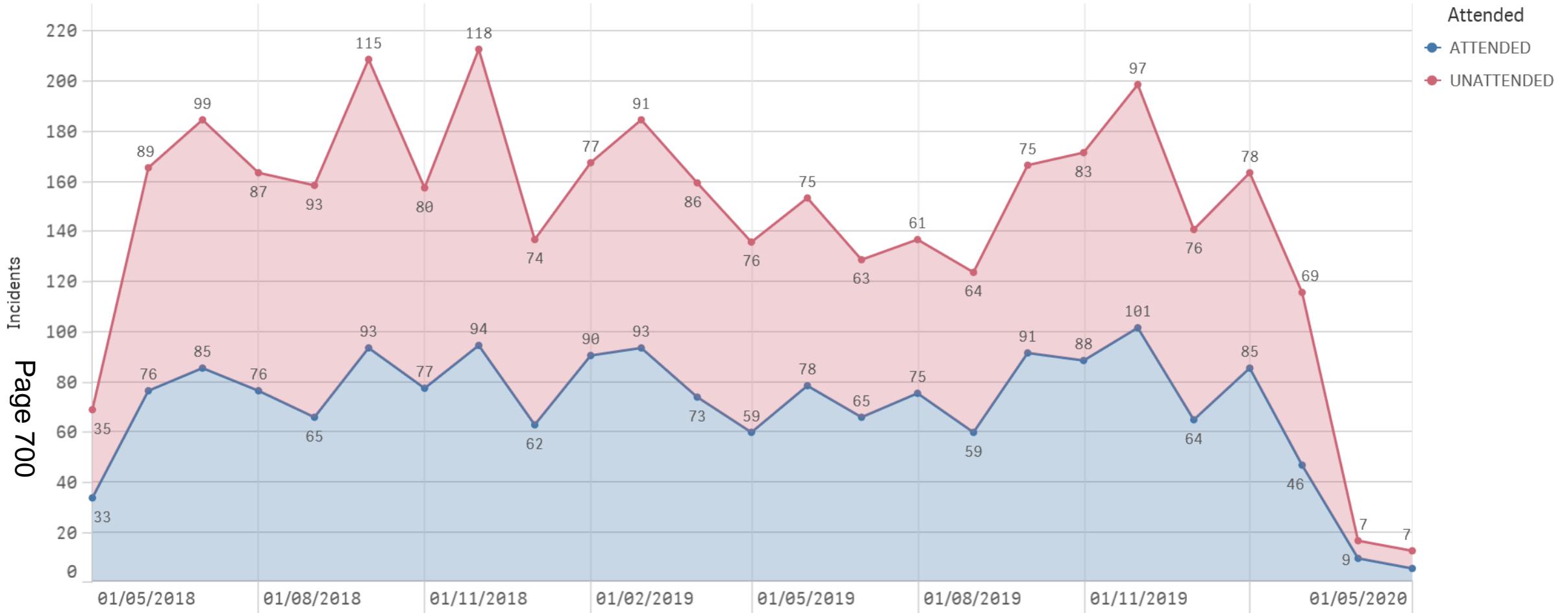
2 YR ALL INCIDENTS AT LICENSED PREMISES – TOP 20 LOCATIONS

Top 20 Locations By STORM Incident Volume



1800 Incidents of the 3617 were at Top 20 Demand Locations above. Top 3 are main Nightclubs all within the current CIA. Every Single venue listed in the Top 20 is WITHIN the current CIA boundary.

STORM Incidents Trend



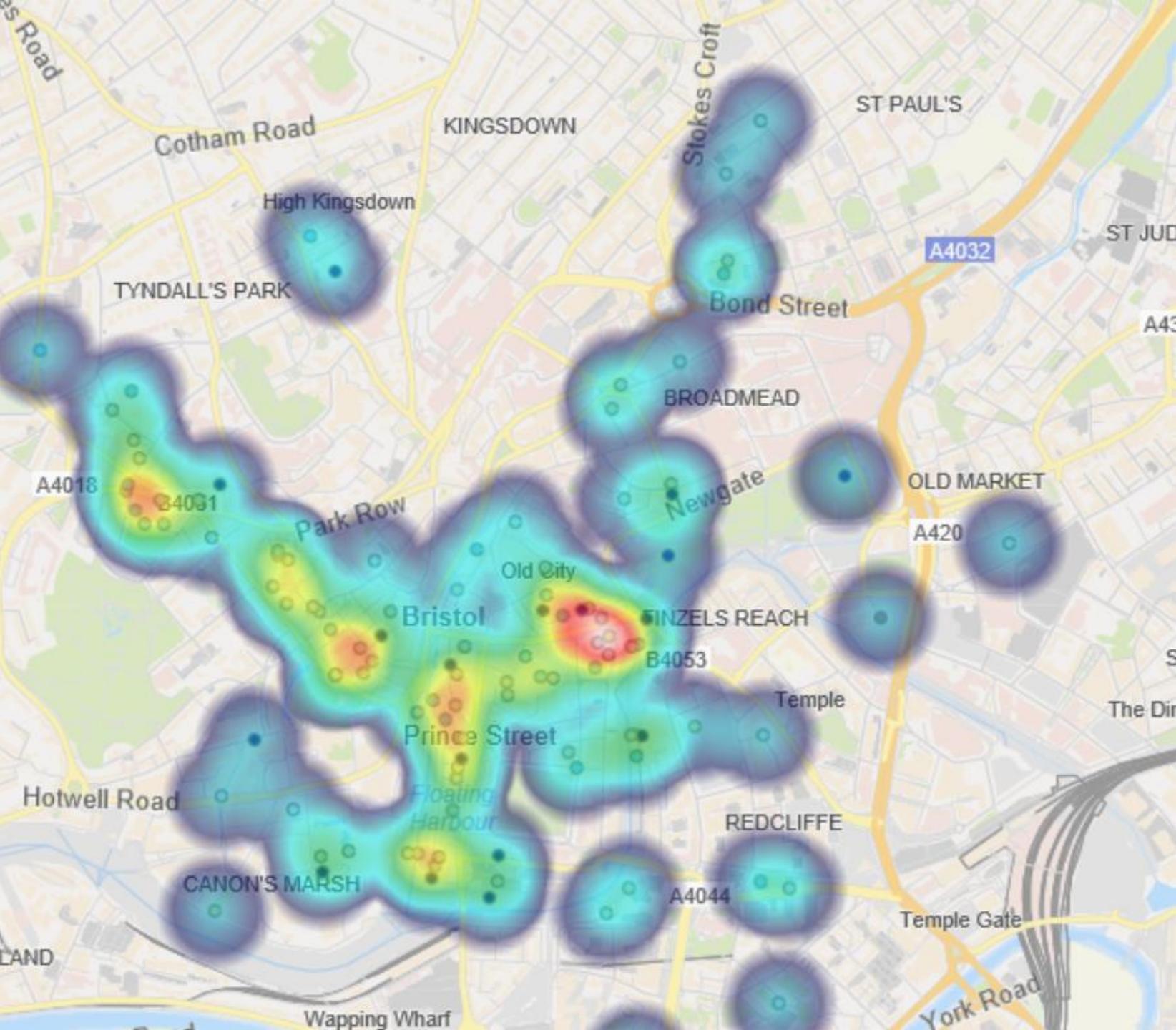
Splitting ALL incidents at LICENSED PREMISES across a 2 year timeline shows a similar trend and the only drop off from March 2020 coincides with the Coronavirus Lockdown. This illustrates that incidents within City Centre have not declined and the CIA is necessary and needs to be sustained.

2 Yr. Alcohol Qualifier Data for
Licensed Premises in City Centre and
Broadmead

600 of the 3617 incidents have been
Linked to Alcohol.

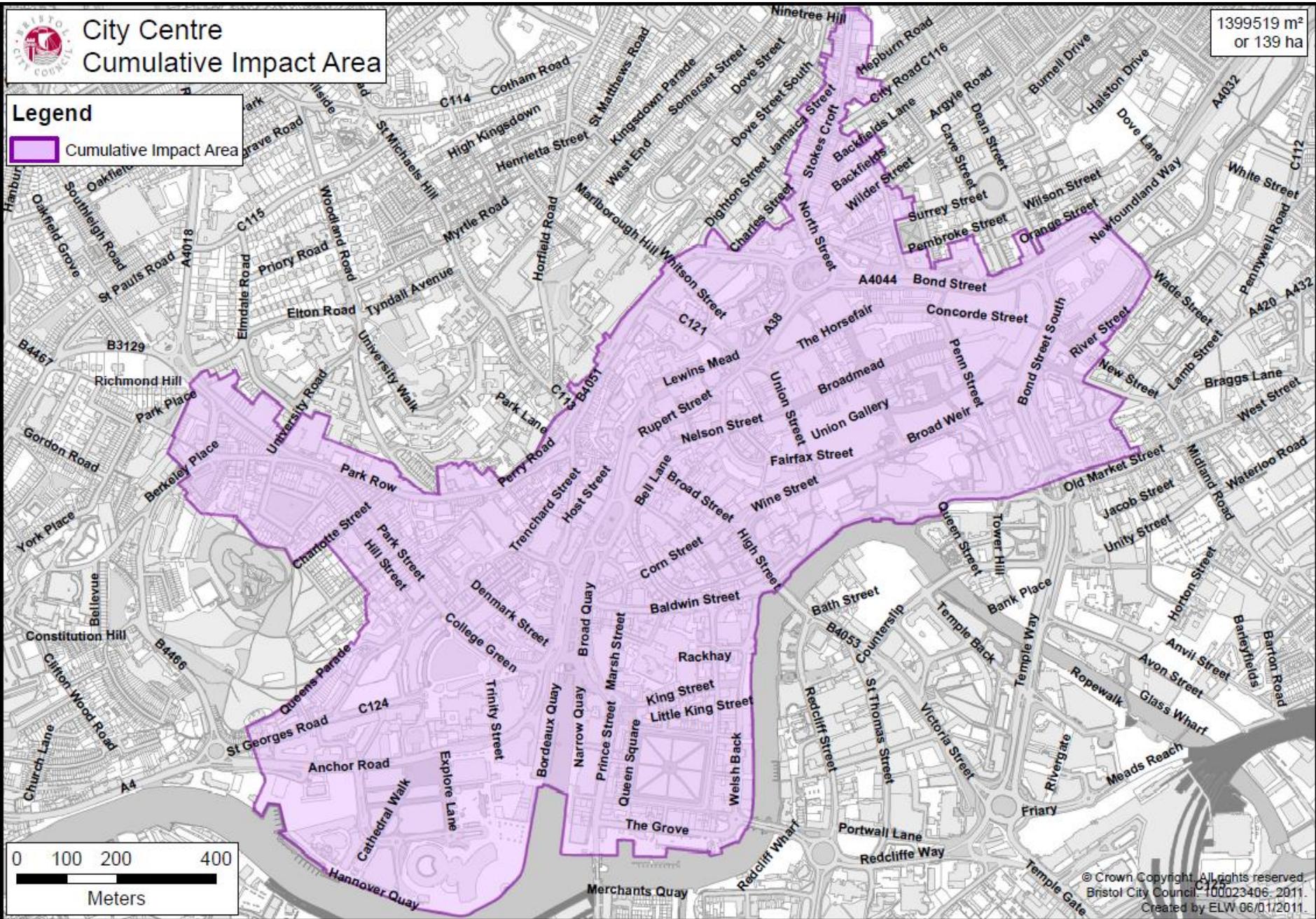
A map of this data shows a
concentration around Baldwin Street,
Queen Charlotte Street, Corn Street,
Broad Quay, St Augustine's Parade, Park
Street, The Triangle and the Waterfront.

All of the red and yellow heat areas are
within the existing CIA.



CURRENT CIA MAP FOR CITY CENTRE

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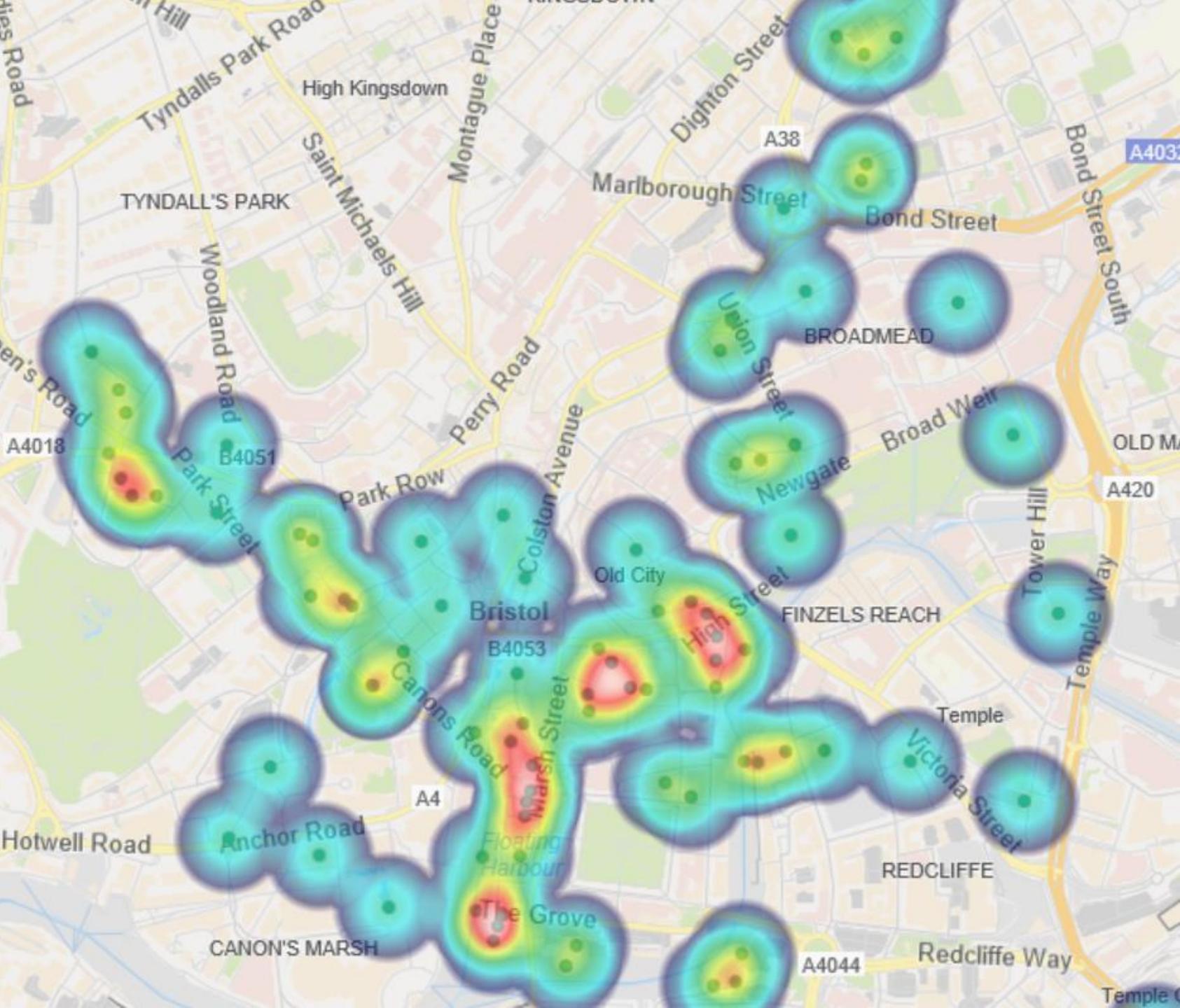
2 Yr. Concern For Safety at Licensed Premises Map

This heat map logs all calls for Public Safety that are linked with a Licensed Premises.

There were **235** calls requiring **553** Police Officer hours.

The distribution again matches the current CIA with hot spots at Baldwin Street, Welshback, St Augustine's Parade and Broad Quay. Park Street and The Triangle. All these streets are noted for having a higher than normal percentage of licensed premises.

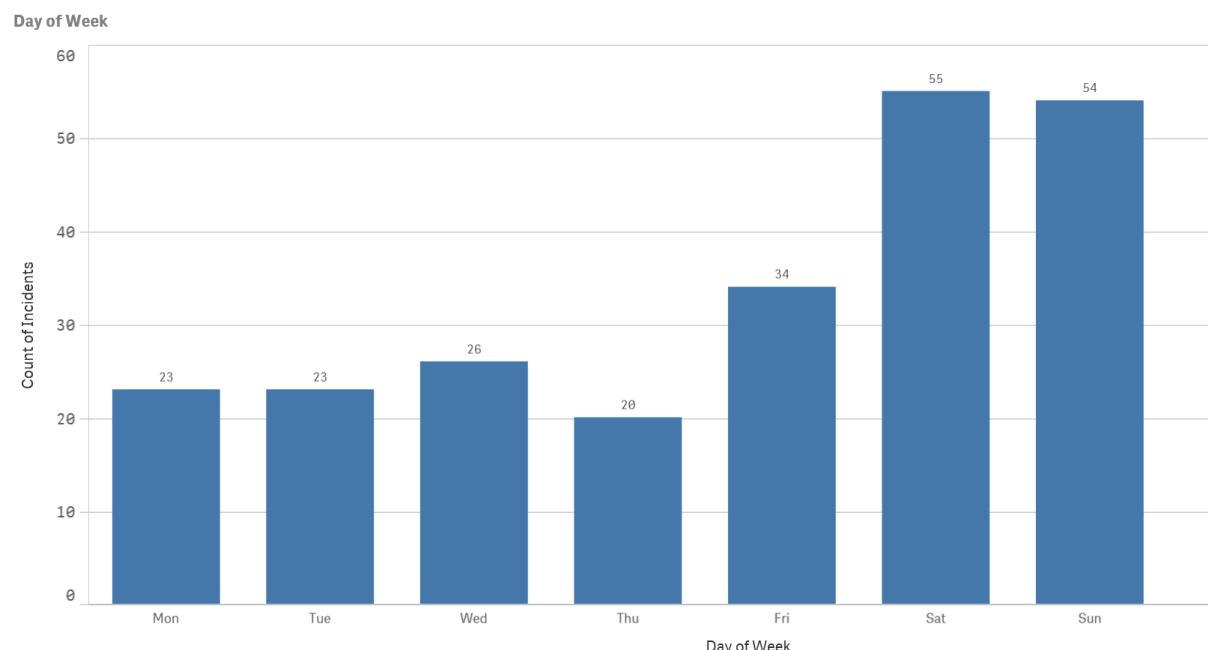
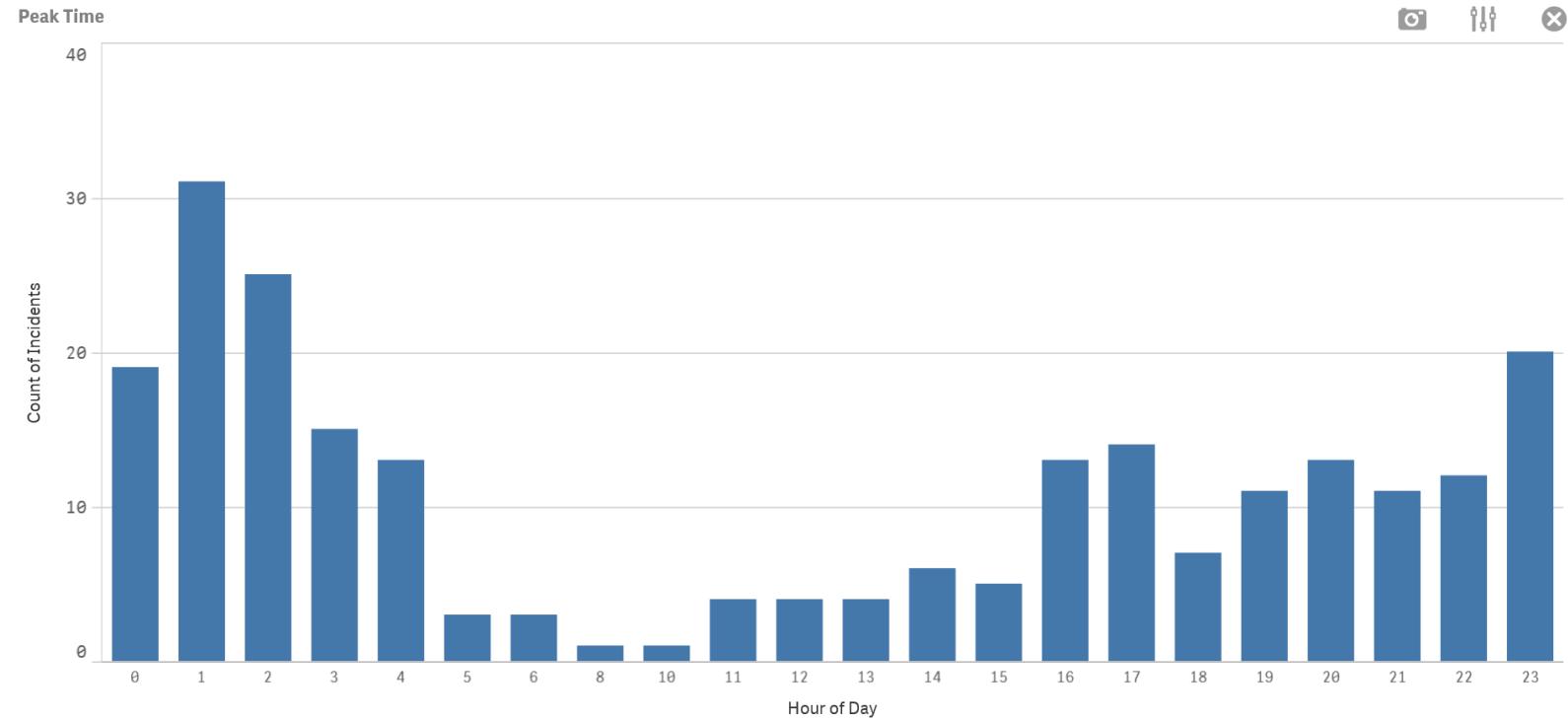
See next slide for breakdown.



Peak Time for Concern for Safety calls at Licensed Premises is 2300 to 0200. There is a definite trend into the early hours. Lots of licensed premises are open during the day and early evening but calls of this type are typical in the early hours when members of the public are more intoxicated.

The calls are also more prevalent during the weekend when a larger proportion of the public are out enjoying the night time economy in the City Centre.

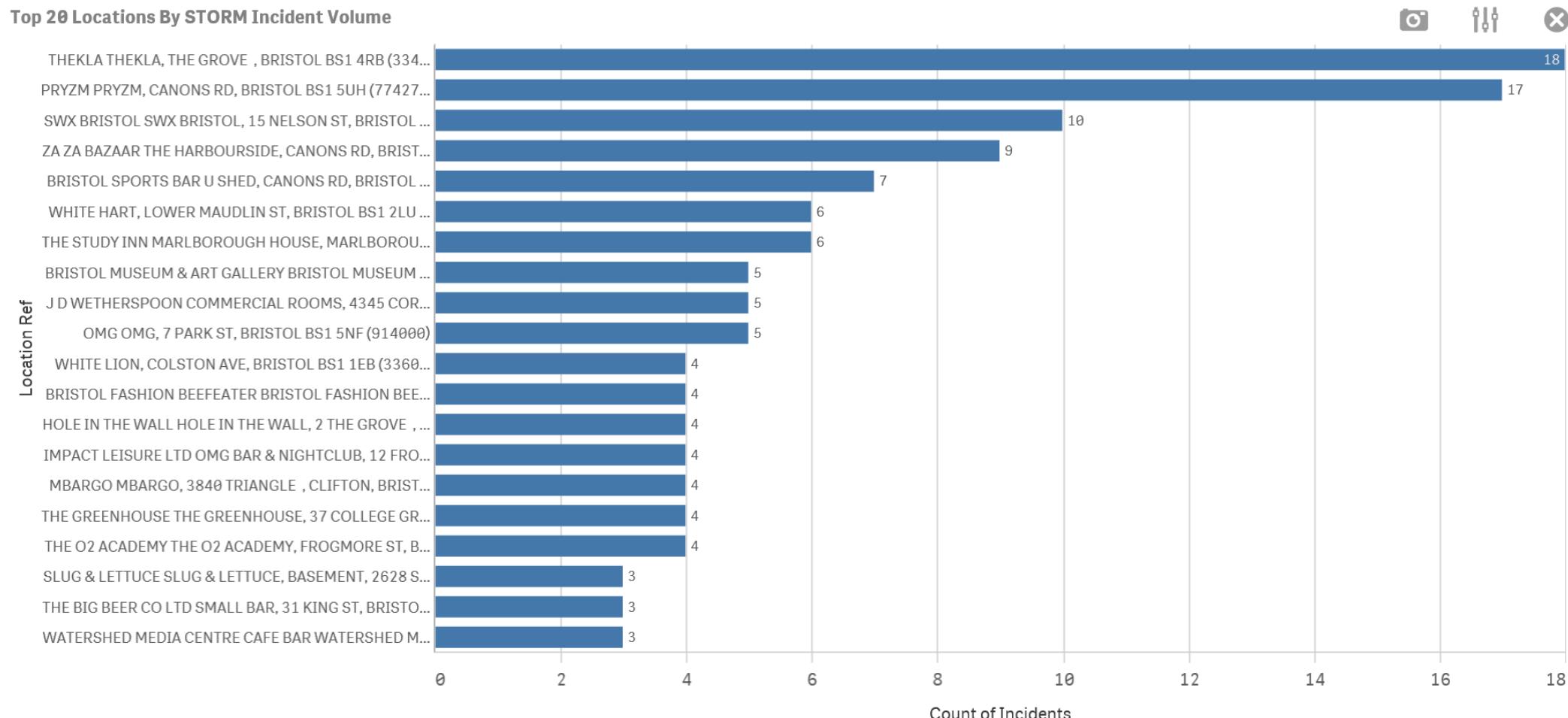
The early hours of Saturday and Sunday morning are our peak time with over 50 recorded each of these days over the 2 year sample.



Concern for Safety at Licensed Premises – Top 20 locations – 2yr Data.

Top location is Thekla and this is due to it being a licensed premises on the water. The top 2 Bristol nightclubs are in 2nd and 3rd place due to amount of people inside these venues.

ALL of the Top 20 locations are within the CIA area for City Centre.

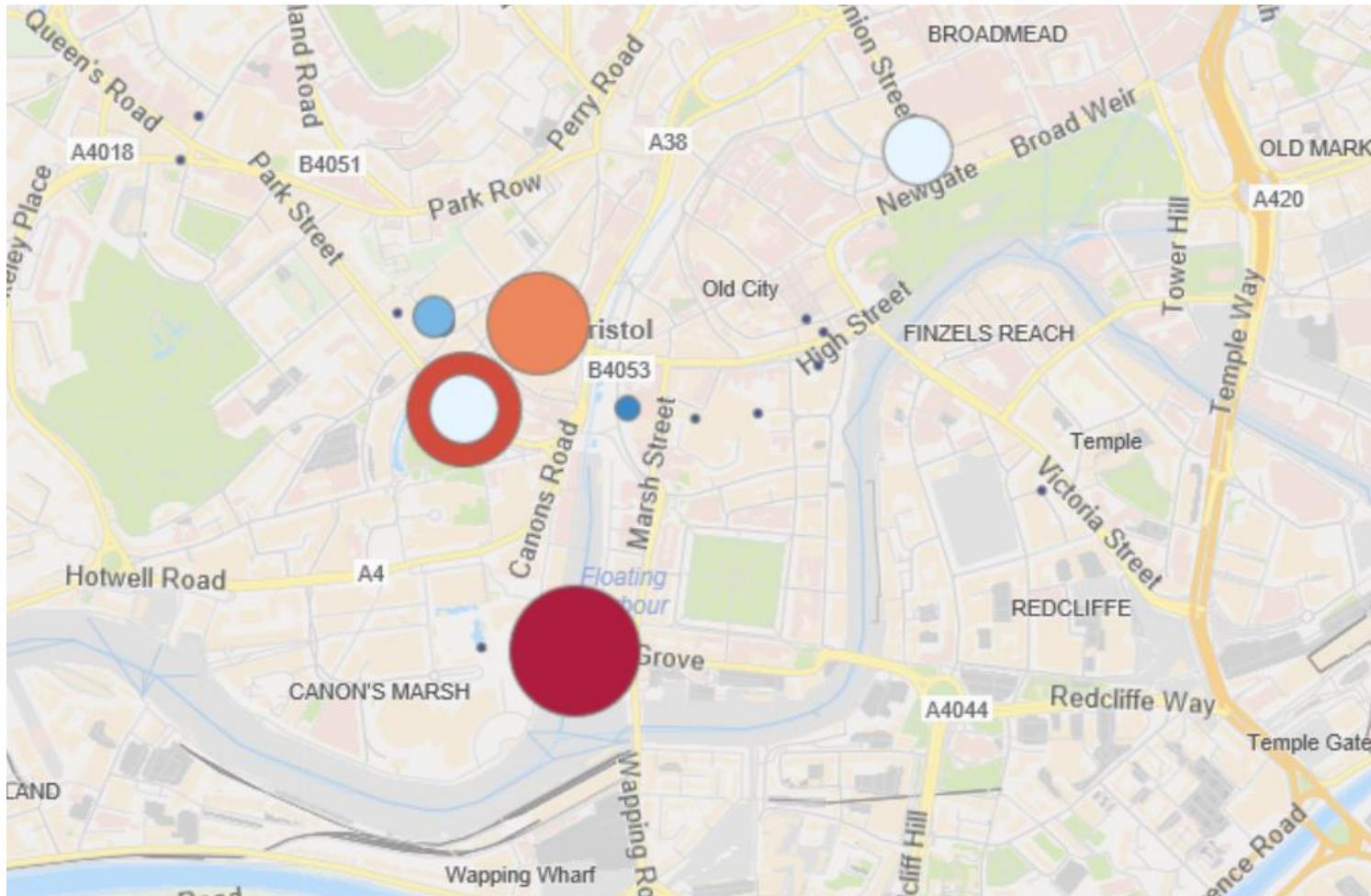


Sexual Assaults linked to Licensed Premises

Over 2 years there have been **91** reports of Rape or Sexual Assault at Licensed Premises in Bristol City Centre.

Officer hours dealing with these at the scene have totalled **258**. This does not include subsequent investigation hours.

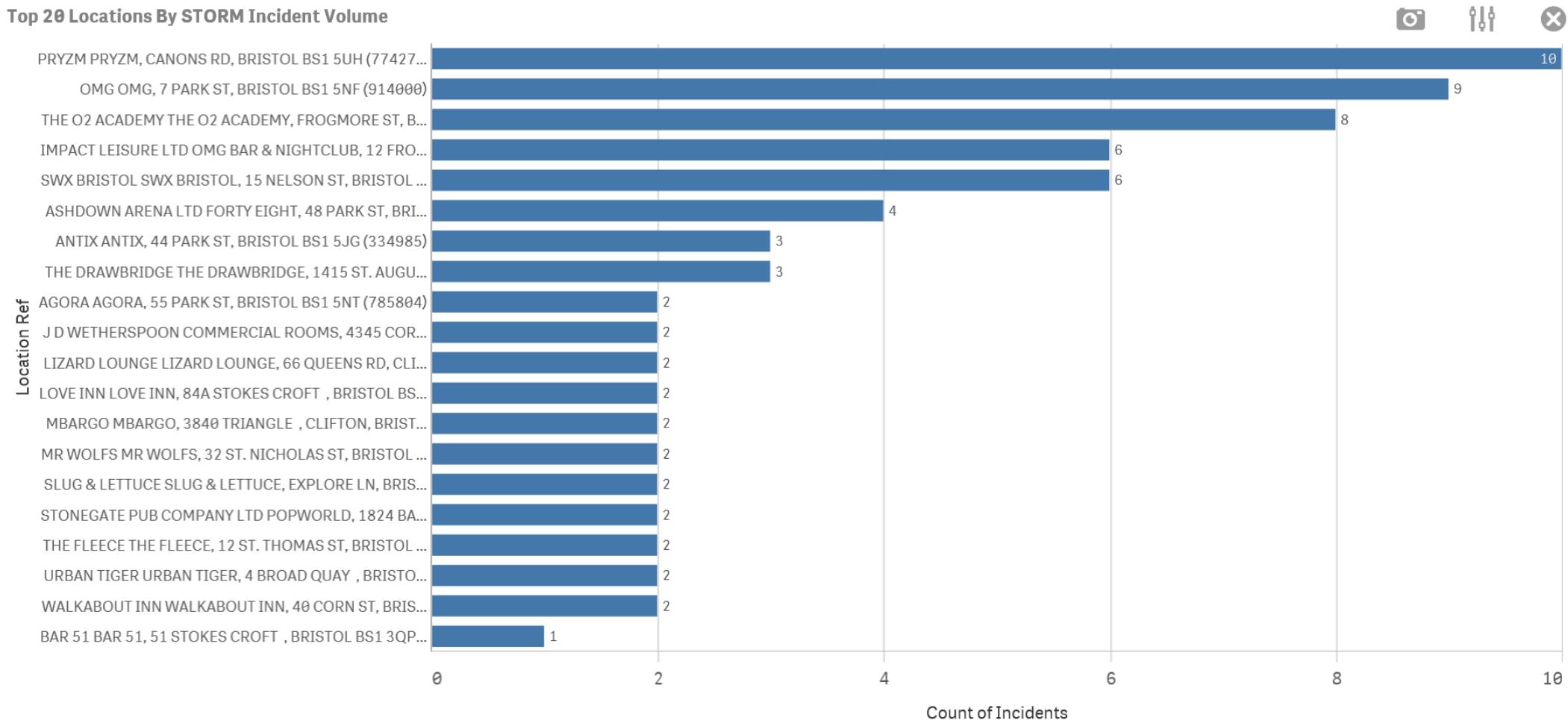
Sexual assaults are massively under reported. We have established this during Operation Balsa which is a weekend operation run twice a month by the neighbourhood policing team.



One of the strands of the operation is Sexual Assault prevention. Officers conduct high visibility patrol between 1900 and 2300 and survey members of the public. Most have stated they have been sexually assaulted in the past in a pub or nightclub venue but they did not think it was worth reporting at the time.

Top 20 Location for Sexual Assault/Rape in Licensed Premises.

This list accounts for 71 of the total 91 reports. ALL venues are within the proposed CIA for the City Centre. The 3 biggest nightclubs in central Bristol are all in the top 5 for sexual assaults.



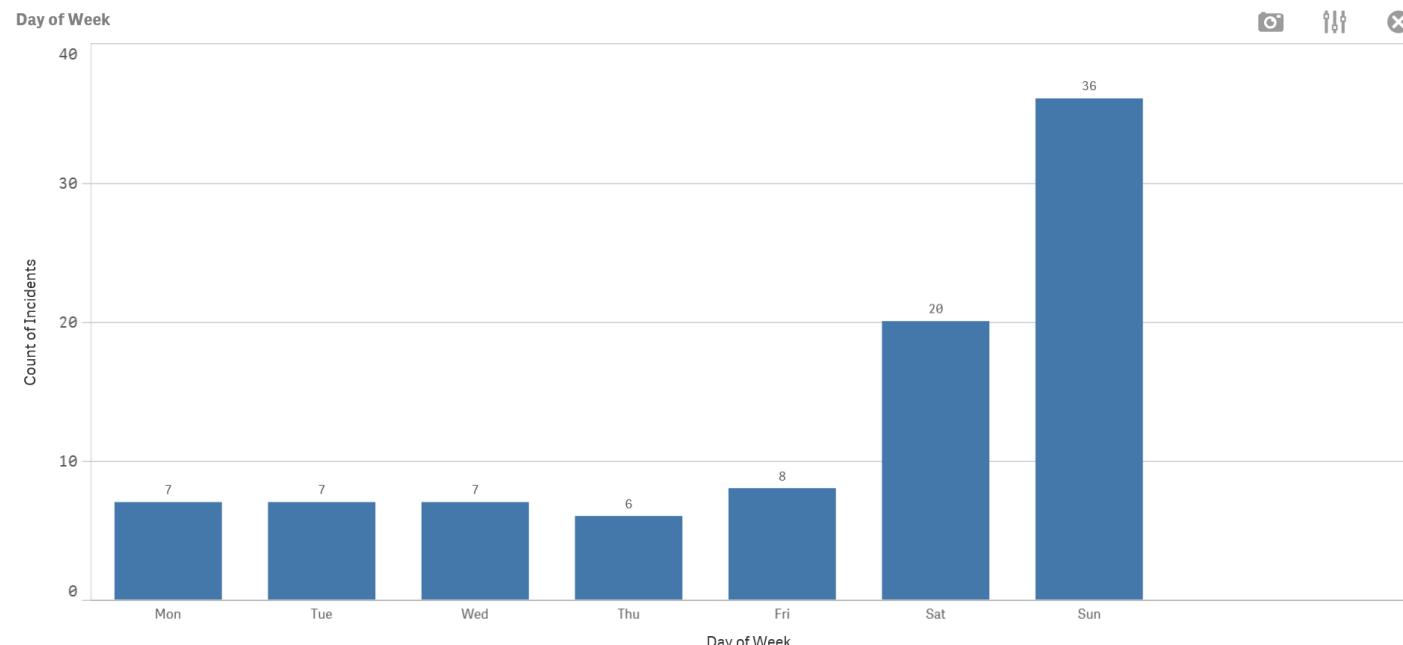
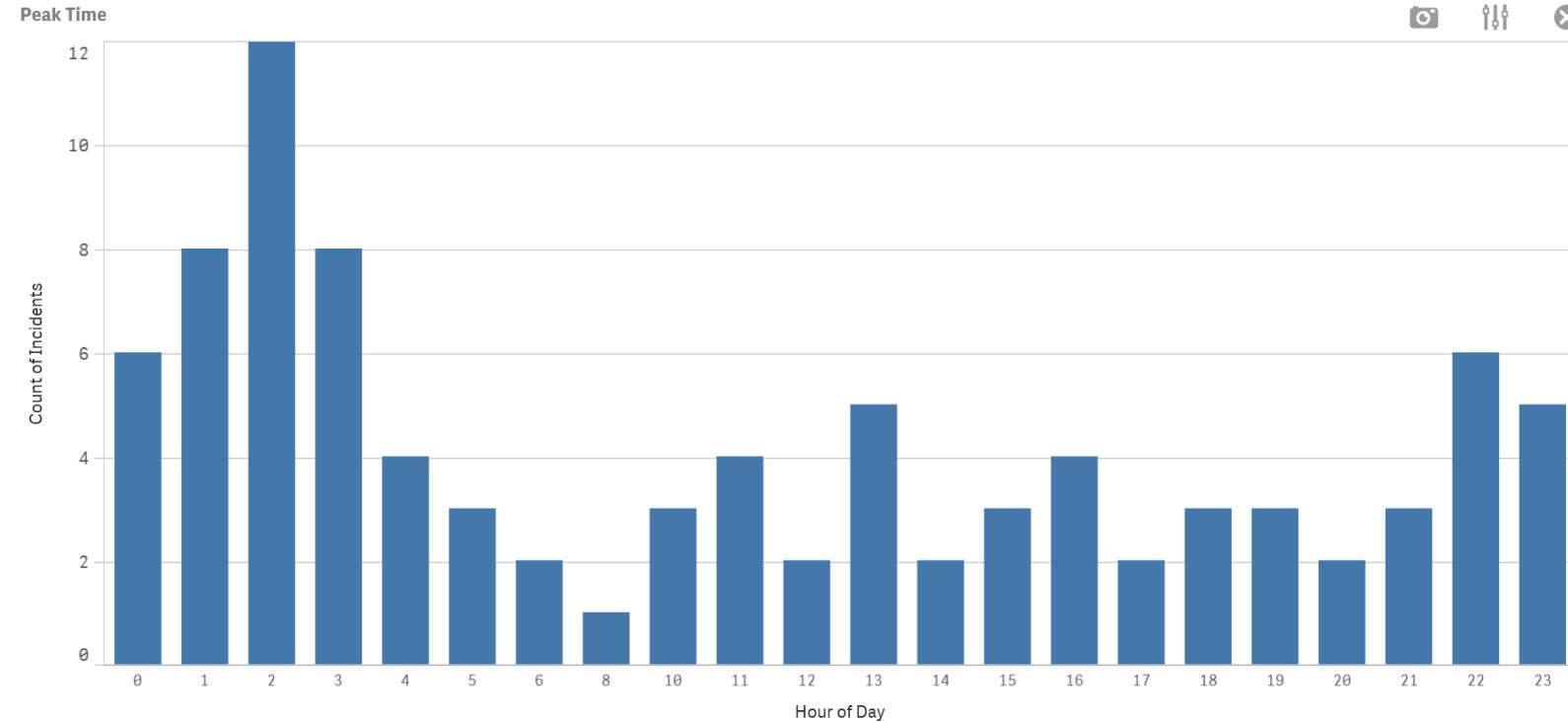
Peak Times and Days for Sexual Assault/Rape reports.

Peak times at Licensed Premises are between 2200 and 0300 hours.

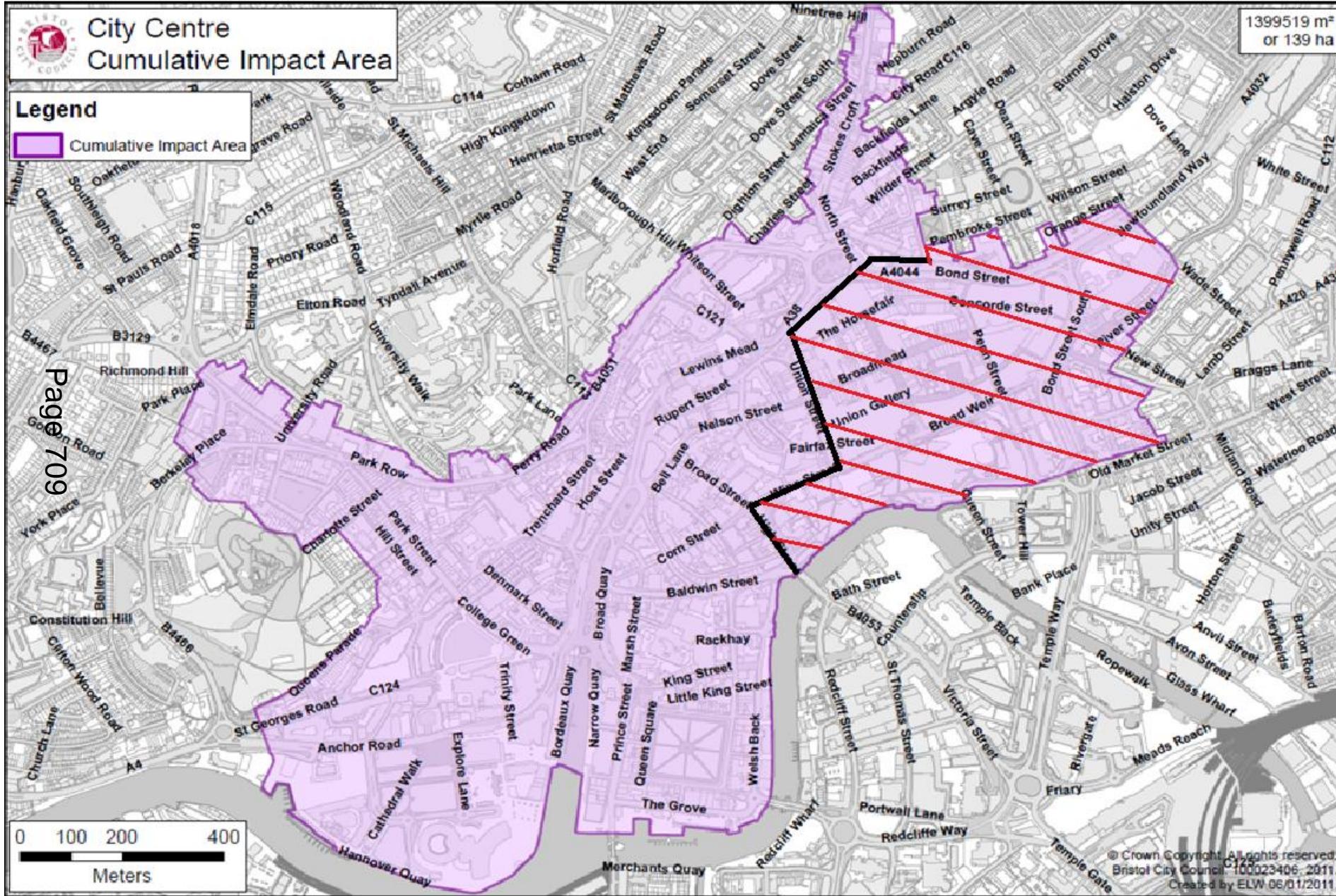
All the venues listed open into the early hours and victims are more vulnerable when they are intoxicated.

708

Peak Days are again the Weekend. Figures jump from under 10 reports Monday to Thursday to 20 on Friday and 36 on Saturday. This coincides with more people being out in clubs and pubs over the weekend period.



MAP OF PROPOSED CUMULATIVE IMPACT ASSESSMENT FOR BRISTOL CITY CENTRE



The new City Centre CIA would map out very similarly to the previous one.

Broadmead can be removed (**Red hashed area**) from the CIA as there is insufficient evidence to show that the area is at saturation for Licensed premises and associated crime and disorder and ASB/Safety issues.

Avon and Somerset advocate a thriving night time economy and would support growth in Broadmead but would not want Nightclubs or premises opening past midnight here.

Avon and Somerset Constabulary Business Objects team has produced the following statistics as an Appendix to this report. Information and data will not correlate with previous figures. Figures provided in the report are produced from the Data System QlikSense which has tight parameters to obtain information from. The data provided by the Business Objects Team is wider searching and includes slightly different areas for search and can focus in to Key word searches too.

The information is calculated on a Police Beat Area basis. The City Centre CIA is made up of 4 of these Beat Areas. BN190, BN191, BN192, BN194.

BN193 is Redcliffe & Temple. You will see from the following pages that statistics for this beat are well below the other Beats.

Beat Code	Beat Name	Incidents	Licenced	Pre Alcohol Qual
BN190	Stokes Croft & St Michael's	4215	468	163
BN191	Old City Docks	7689	1990	378
BN192	Broadmead	5057	509	125
BN193	Redcliffe & Temple	2746	286	76
BN194	Harbourside & Hotwells	4830	2215	346

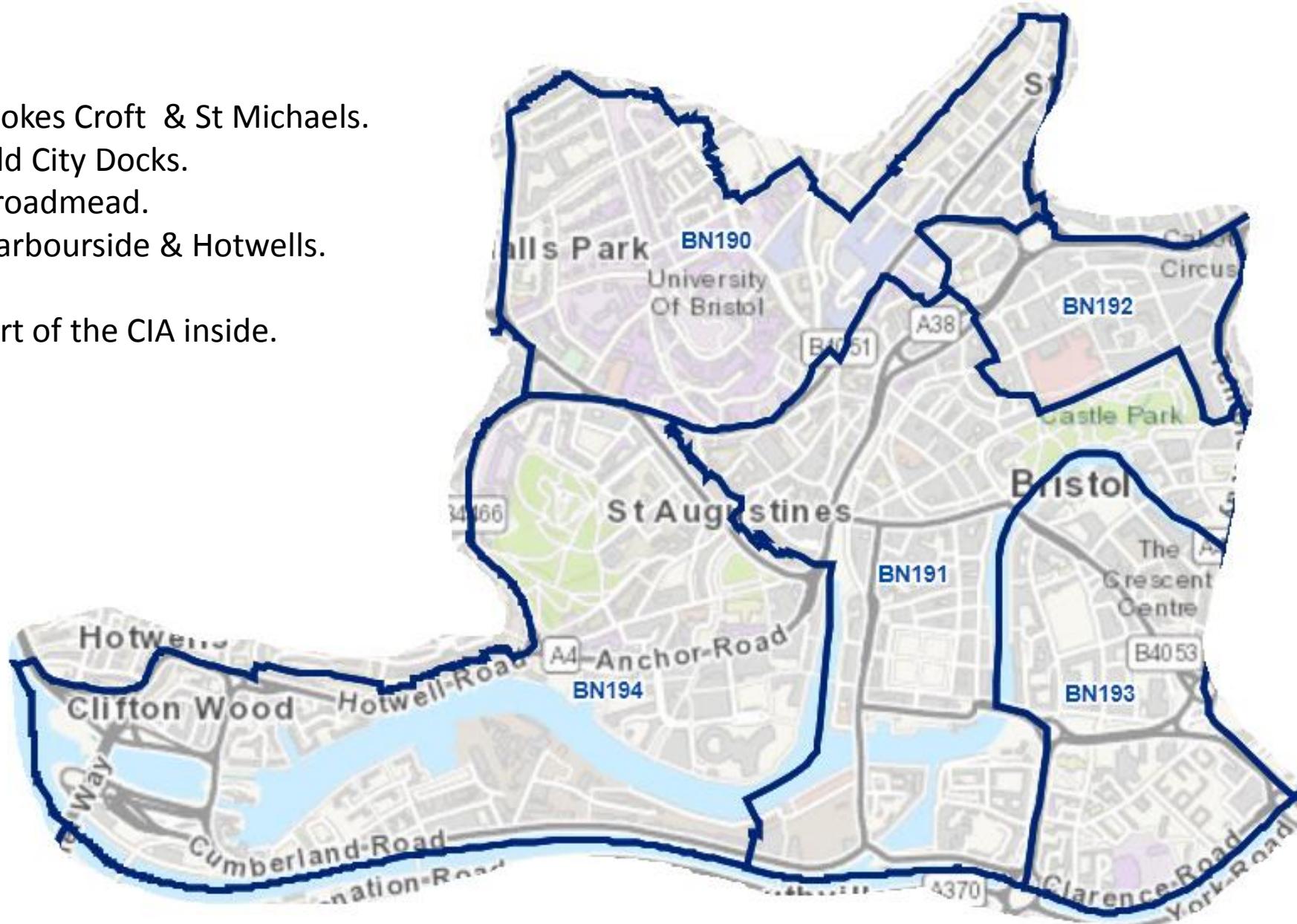
The chart is broken down into Total number of incidents in last 12 months, how many are linked with Licensed Premises and how many had an Alcohol Qualifier attached to the log. The data is from our Webstorm application which details calls into Police from the public.

NB: Qualifiers are designed to add value to closing codes by capturing key aspects and characteristics of an incident. When a call to the police is closed or finalised the officer or member of staff can choose from a nationally recognised list of Qualifiers which add some clarity about the incident. In some instances qualifiers may influence the overall response to an incident and improve the production of actionable intelligence.

Beat Areas

- BN190 – Stokes Croft & St Michaels.
- BN191 – Old City Docks.
- BN192 – Broadmead.
- BN194 – Harbourside & Hotwells.

All have part of the CIA inside.



BN193 does not
Include any of the
CIA.

This data shows different crime types and the information is related to the Night Time Economy.

BN190	Stokes Croft & St Michael's	148
BN191	Old City Docks	492
BN192	Broadmead	144
BN193	Redcliffe & Temple	89
BN194	Harbourside & Hotwells	304

BN190	Stokes Croft & St Michael's	30
BN191	Old City Docks	65
BN192	Broadmead	30
BN193	Redcliffe & Temple	27
BN194	Harbourside & Hotwells	30

ASB NUISANCE

CRIMINAL DAMAGE

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BN190	Stokes Croft & St Michael's	6
BN191	Old City Docks	15
BN192	Broadmead	4
BN193	Redcliffe & Temple	7
BN194	Harbourside & Hotwells	11

BN190	Stokes Croft & St Michael's	272
BN191	Old City Docks	533
BN192	Broadmead	249
BN193	Redcliffe & Temple	89
BN194	Harbourside & Hotwells	475

SEXUAL ASSAULT

PUBLIC ORDER AND ASSAULT

Data has also been provided on a **Bristol Ward Map** basis using **Central Ward** and **Hotwells and Harbourside Wards** as these two cover the City Centre CIA.
 This is 2 years of data from Crime Reports rather than calls to the Police.

Ward	Crime Disposals	Crime with Alcohol
Central	13488	602
Hotwells & Harbourside	3461	329
Sum:	16949	931

Date Received (Day)	Crime with Alcohol
Monday	71
Tuesday	70
Wednesday	90
Thursday	70
Friday	109
Saturday	241
Sunday	280
Sum:	931

This shows a total amount of all crimes over 2 years in City Centre as 16949 and 931 of these were linked to Alcohol.

The crimes linked to Alcohol can be further broken down into week days showing weekends as more prolific.

ASB NUISANCE – 2 YEARS DATA

Ward	Incidents
Central	5561
Hotwells & Harbourside	1282
Sum:	6843
Ward	NTE
Central	1965
Hotwells & Harbourside	708
Sum:	2673
Ward	ASB N - Alcohol related
Central	249
Hotwells & Harbourside	139
Sum:	388

This Business Objects chart shows total ASB Nuisance over 2 years for Central and Hotwells & Harbourside wards to be 6843.

2673 of these are related to the Night Time Economy.

388 were related to Alcohol.

PUBLIC ORDER – 2 YEARS DATA

Ward	Incidents
Central	2132
Hotwells & Harbourside	487
Sum:	2619
Ward	NTE
Central	832
Hotwells & Harbourside	313
Sum:	1145

This Business Objects Chart shows total Public Order incidents over 2 years for Central and Hotwells & Harbourside Wards to be 2619.

1145 of these occurred during the Night Time Economy.

SEXUAL ASSAULT – 2 YEARS DATA

Ward	Incidents
Central	149
Hotwells & Harbourside	63
Sum:	212

This Business Objects Chart shows total Sexual Assault incidents over 2 years for Central and Hotwells & Harbourside Wards to be 212.

Ward	NTE
Central	57
Hotwells & Harbourside	28
Sum:	85

85 of these were committed during the Night Time Economy.

Ward	SA - Alcohol related
Central	7
Hotwells & Harbourside	3
Sum:	10

10 were alcohol related.

CONCLUSION

The CIA for the City Centre is necessary as it enables the Police and other responsible authorities to more effectively manage and uphold the Licensing Objectives.

Our ability to Serve and Protect would be diminished if the CIA's were removed.

The data provided shows that City Centre still experiences a negative cumulative impact due to the concentration of Licensed premises and associated issues.

Avon and Somerset Police are requesting that the CIA for the City Centre remains in place but we are happy to adjust the boundary to remove Broadmead (the area south of James Barton Roundabout. We would like Union Street to be the Eastern border so that SWX and other pubs remain within the CIA. Stokes Croft, leading down into Rupert Street and on into St Augustine's need to remain. Frogmore Street and the pubs and clubs including OMG and O2 need to remain within the CIA. Welshback, Corn Street, Queen Charlotte Street, King Street and Baldwin Street will also remain in the CIA.

New areas such as Wapping Wharf have yet to have an impact on our ability to effectively police the City Centre and in fact increasing the areas for Licensable activity outside of the CIA may dilute some of the problems of nuisance and disorder.

Binge Drinking is still an issue for Bristol City centre and while the Licensing Team ensure Premises License conditions are strictly adhered to there are still many Licensed businesses in the city centre that thrive on focusing on young people and providing discounted alcohol and extended hours sometimes until 0600hrs.

Bristol has an ever increasing proportion of young people enjoying its nightlife and this includes a huge and growing student population that need to be able to enjoy Bristol nightlife and the CIA's seek to ensure a balanced night time economy where each additional premises must prove that their operating schedule is conducive to a varied and safe establishment .

Dispersal of the general public has become more difficult since deregulation and premises are allowed to open well into the early hours.

There are still a large number of vertical drinking venues.

Alcopops and discounted drinking offers are still prevalent in most establishments within the city centre CIA.

The Police support a thriving night time economy; and Bristol to an extent depends upon it; but the ability to ensure new premises or variations are in line with the Licensing Objectives and offer something new, different and ADD real value to Bristol cannot be underestimated.

Operation Brio is the Avon and Somerset Police response to policing the night time economy in Bristol.

This is a challenging operation within the City Centre CIA and premises that are open past 2 am have impacted our ability to provide the correct balance of resources across the City as a whole.

Our operation used to close down around 3am allowing officers to return to their local areas and stations thereby allowing officers from late shifts to go home. However with the extended hours in the city centre officers are routinely dealing with incidents after 4am.

The Police support a thriving night time economy; and Bristol to an extent depends upon it; but the ability to ensure new premises or variations are in line with the Licensing Objectives and offer something new, different and ADD real value to Bristol cannot be underestimated.

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As part of the CIA application it can be for specific times of the day. Throughout the document the Police have highlighted the times between 2000 hours and 0600 hours as our key times, and this can be interpreted that this is the time which the CIA should applied for. The document clearly evidences this however the Police request that the CIA is applicable for all hours. Restricting the CIA to a time frame allows for licenced premises to apply outside of these hours, this will then bring more people to the city centre to potentially drink longer and then remain the in CIA area already under the influence of alcohol impacting negatively on recorded incidents. There is also the risk of the licensee extending operating hours and breaching the CIA time frame.

The Police support the retention of the current CIA's (with an adjusted border to remove Broadmead) and evidence suggests that without these crime associated with Licensed Premises would dramatically increase and the logistics of managing these premises both for the Police and other Responsible Authorities would be compromised.



Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Cumulative Impact Assessment Policy
Directorate and Service Area	Growth and Regeneration – Regulatory Services
Name of Lead Officer	Nick Carter – Regulatory Services Manager

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

1.1 What is the proposal?

Bristol City Council (The Council) is the 'Licensing Authority' for all licensable activities under Licensing Act 2003 within Bristol. Licensable activities are:

- The sale of alcohol by retail
- The supply of alcohol by or on behalf of a club to, or to the order of, a member of the club
- The provision of regulated entertainment
- The provision of late night refreshment

The Licensing Act 2003 (The Act) is prescriptive with regard to how policy should be formulated and guidance is provided by the Secretary of State for local authorities to use when developing licensing policies. The Council are required to have a Statement of Licensing Policy which identifies the Council's approach to meeting the four licensing objectives under the act, namely the prevention of crime and disorder, public safety, prevention of public nuisance and the protection of children from harm.

The last review of the Council's full licensing policy took place in 2014/15 and came into effect in August 2015. The Council's current policy includes reference to a number of Cumulative Impact Areas. When the policy was published in August 2015 cumulative impact was a concept introduced in the Government's Section 182 Guidance issued under the Licensing Act 2003. The

Policing and Crime Act 2017, with effect from 6 April 2018, introduced cumulative impact policies into law so that they now have a legal footing.

The Licensing Act 2003 now states a licensing authority may publish a document (a Cumulative Impact Assessment) stating that it considers that the number of premises licences or club premises certificates is at such a level that it would be inconsistent with the promotion of the licensing objectives to grant any further licences or certificates in that area and restrict changes to licensable activities of existing licences.

A Cumulative Impact Assessment must set out the evidence for the authority's opinion and before publishing the assessment the authority must consult with those affected, including the public, businesses and responsible authorities. The assessment must be reviewed every three years.

A Cumulative Impact Assessment is a discretionary policy, and the Council does not have to adopt one. As a result of the consultation undertaken (detailed below) the working group is recommending that it is appropriate to adopt a policy covering an area of the city centre only.

The Council's Statement of Licensing Policy was adopted by Full Council on 7 July 2020. At this time no Cumulative Impact Assessment was published. This resulted in the previous Cumulative Impact Areas ceasing to exist. However Full Council approved a further consultation in relation to a draft Cumulative Impact Assessment to cover an area of Bristol city centre. The consultation was carried out between 2 September and 28 October 2020.

Function of the policy

The cumulative impact of the number, type and density of premises in particular areas, such as the city centre, may lead to them becoming saturated with premises of a certain type making them a focal point for large groups of people together leading to severe or chronic problems of public nuisance and anti- social behaviour. The licensing authority may consider publishing a Cumulative Impact Assessment Policy to help limit the number of types of licence applications granted in such areas if it is satisfied that it is appropriate to do so. It will take the decision only after it is satisfied that there is evidence to support such a decision.

The effect of adopting a policy of this kind is to create a rebuttable

presumption if relevant representations to that effect are received, that applications for new premises authorisations or club premises certificates or material variations will normally be refused, unless it can be demonstrated that the operation of the premises involved will be unlikely to add to the cumulative impact already being experienced. What constitutes a material variation will depend upon the policy in place and the reasons for the area being designated as suitable for adoption of a special policy.

Development of the policy

Only Full Council can make decision with regard to the Council's Statement of Licensing Policy. No delegation is permitted to committees or officers of these tasks.

The publication of a Cumulative Impact Assessment can be determined by the Council's Licensing Committee.

On 7 February 2019 the Licensing Committee approved the establishment of a member /officer working group to commence a review of the Council's Statement of Licensing Policy in order to assist Full Council in connection with the discharge of its' functions under section 5 of the Licensing Act 2003, with the following terms of reference:

- To consider current policy and engage with stakeholders in line with the directions of the Council's licensing committee and produce a draft policy for Full Council consideration by 21 May 2019.
- Subject to Full Council approval, carry out full public consultation on the draft policy. The results of the consultation to be brought back before the member/officer working group for consideration prior to a final policy being presented to Full Council on 11 February 2020, with implementation in August 2020.

The report for Full Council was delayed to 16 July 2019 to provide more time for the members of the working group to hear evidence from interested parties to inform the draft policy and public consultation. On 16 July 2019 Full Council approved a full public consultation on the draft Cumulative Impact Assessment Policy. The consultation was carried out from 1 August 2019 to 14 November 2019 (the initial deadline of 31 October 2019 was extended by two weeks to allow members of the licensed trade additional time to respond). The

policy has been updated following the consultation process.

As referred to above the results of the consultation were referred to Full Council on 7 July 2020. Full Council approved the adoption of a new Statement of Licensing Policy but did not publish a Cumulative Impact Assessment. Evidence supplied by Avon and Somerset Constabulary with regard to crime statistics showed that an Assessment to cover an amended area of the city centre only may be justified.

Full Council considered it appropriate to give the public an opportunity to comment on the amended draft Cumulative Impact Assessment. The consultation was carried out between 2 September and 28 October 2020.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

2.1 What data or evidence is there which tells us who is, or could be affected?

The full consultation carried out gathered evidence to ascertain if the adoption of a new Cumulative Impact Assessment for the city centre was justified.

The operation of a Cumulative Impact Assessment can however impact on those who do not live in its geographical area, for example those impacted may wish to open a business in the area or frequent licensed premises in the area.

It is recommended that a Cumulative Impact Assessment Policy is published in respect of the city centre. The information received from Avon and Somerset Constabulary shows that the area is still at saturation point with a high number of incidents of crime or disorder centred around licensed premises, especially at night. The assessment largely mirrors the one that was previously in place for the city centre. However a revised boundary which excludes the Broadmead area is recommended as the crime statistics do not support its inclusion.

Evidence gained from the consultation showed that 71% of respondents agreed or strongly agreed with the proposal to publish the Cumulative Impact Assessment.

Written responses received separately from representatives of the licensed trade recommended a decision be deferred until the impact of the Covid-19 pandemic is known. This has been considered, and it is recognised that the full impact of the Covid-19 pandemic on the licensed trade in Bristol is not yet evident. However the evidence currently held warrants the publication of an Assessment. Should the number of venues decrease the impact on the crime and disorder currently evidenced by Avon and Somerset Constabulary will need to be assessed. If further evidence shows the city centre is no longer at saturation point and therefore it would be possible to grant further licences without it being likely to be inconsistent with the council's duty to promote the licensing objectives then the need for a Cumulative Impact Assessment should then be reconsidered.

General:

Bristol Quality of Life (QOL) survey - Public safety

The 2019-20 QoL Survey indicates that:

- 14.4% of respondents said that they have been victims of crime in the past 12 months - this has reduced in recent years from 18% in 2017-18.
- However a significantly higher proportion of Black Asian and minority ethnic (BAME) people (18.7%), Disabled people (17.9%) and single parents (20.6%) say they have been victims of crime.
- BAME people (29.7%) and disabled people (39.6%) are more likely to agree that anti-social behaviour is a problem in their neighbourhood compared to the average of 33.3% in Bristol.
- 66.9% of respondents feel safe outdoors after dark. However some groups are less likely than average to feel safe outdoors after dark e.g. disabled people (47.1%), females (61.2%), young people aged 16-24 (60.4%) and BAME people (61.3%).

Licence holders

There are approximately 1,800 holders of Premises Licences in the city, each licence permits a range of regulated activity including the supply of alcohol and provision of regulated entertainment. There is no data available specifically in respect of the demography of licence holders in Bristol. This is primarily because the application forms are prescribed by the Home Office and currently

do not request equalities information. Furthermore licence holders are often businesses. Having said that many licences are held by business organisations, particularly large entertainment venues (cinemas, night clubs etc.). The largely anecdotal information and observation from officers indicates that holders of Licences for premises such as off licences, restaurants and takeaways are in the majority from Black, Asian and minority ethnic communities. Therefore when considering the impact on licence holders and the public we need to rely on data covering the whole of the city whilst bearing in mind that spatially the demography of Bristol varies.

Night time Economy

We have no data concerning the demographics of who makes use of the night time economy in Bristol.

Age

The 2011 Census tells us that;

- The median age of people living in Bristol is 33 compared to the UK median of 39. The age profile of people using the NTE would be mostly the median age and younger.
- 8.3% of students make up the population in Bristol

Health and lifestyle Related Data

The Smoking, Drinking and Drug Use survey 2016 estimates that 44% of pupils aged 11-15 had drunk alcohol at least once (15% at age 11, and 73% at age 15 years). 10% of pupils said they drank alcohol at least once a week, of these the mean average was 9.6 units. 38% of pupils said that they drank alcohol at least a few times a year. This increased sharply by age, from 8% of 11 year olds to 68% of 15 year olds, and therefore, the age profile of current drinkers is heavily weighted towards older pupils. Current drinkers were most likely to buy alcohol from friends or relatives (22%), someone else (16%), an off-licence (10%) or a shop or supermarket (8%). 61% of current drinkers said they never buy alcohol. The figures would suggest that a number of young people are attempting to buy alcohol from premises that hold an off licence (including supermarkets and smaller independent stores/off licences).

Sex

- 49.8% of population of Bristol are male and 50.2% female (Census 2011)
- Anecdotal observations by officers suggest that premises licence holders are often male.
- There is a link between alcohol and severities of abuse against women.
- Nationally, 27% of women experience domestic abuse in their lifetimes, with negative impacts on mental and physical health and further impact on families including children. The rate of recorded domestic abuse incidents in Bristol has shown a significant rise over the last 2 years and 74% of victims were female¹.
- Alcohol misuse is much more prevalent in men (23%) than women (18%). Males were more likely to be admitted to hospital with alcohol related diseases, injuries and conditions than females, with 65% of the overall admissions being male patients however amongst under 16s, the opposite is true where females were more likely to be admitted to hospital with alcohol related diseases, injuries and conditions than males, with females accounting for 55% of all admissions (Source: 2014, The Health and Social Care Information Centre).

Ethnicity

- The 2011 Census shows us that about 16% of the Bristol population are from minority ethnic groups compared to 8% from the 2001 Census.
- Alcohol misuse is more prevalent (popular) in the White British and White Irish populations than in many of the other ethnic groups. Other ethnicities do not have such high level of alcohol misuse prevalence, and some have very low levels of misuse due to cultural and physiological reasons. Evidence from the World Health Organisation shows us that Eastern Europeans have higher numbers of abstinent people in their populations, but of those who do drink alcohol they consume more alcohol than the UK average.

Disability

¹ [Bristol Women's Health 2017 JSNA Chapter](#)

- 16.8% of the population of Bristol have a disability or long term health problem (Census 2011).

Sexual Orientation

- Around 4% of respondents to the Bristol Quality of Life survey said they were Lesbian, Gay or Bisexual. Based on city population estimates this suggests there may be around 27,000 LGB adults in Bristol.
- There are two main areas of gay night-time economy (or ‘scene’) in Bristol – the ‘Strip’ which is focused around the Frogmore Street area and the ‘Village’ which is in Old Market. These are highly frequented and popular areas for LGB and T people in the city. The level of binge drinking is higher in the LGB community than the UK average level (The Lesbian, Gay, Bisexual and Trans Public Health Outcomes Framework Companion Document 2013)
- Lesbian and bisexual women are considered to drink more alcohol and binge-drink more often than heterosexual women

http://www.stonewall.org.uk/documents/prescription_for_change.pdf (page 4-8)

The Public Health England - Lesbian, Gay, Bisexual and Trans Public Health Outcomes Framework Companion Document 2013 highlights that:

- 42% of gay and bisexual men drink alcohol on three or more days a week compared to 35% of men in general
- 41% of lesbian and bisexual women drink on three or more days in a week compared to 36% of women in general

Transgender

The Public Health England - Lesbian, Gay, Bisexual and Trans Public Health Outcomes Framework Companion Document 2013 highlights that:

- 64% of Trans people have experienced domestic violence and abuse, compared to 29% of non-trans respondents.
- 53% of Trans people have self-harmed at some point, with 11% currently self-harming.

- 62% of transgender people may be dependent or engage in alcohol misuse.

Religion and belief

- Some religions require abstinence and followers do not visit venues where alcohol is being served. Jainism, Islam, Sikhism, Buddhism generally avoid alcohol; Hinduism, Christianity and Judaism allow modest levels of alcohol consumption.
- 46.8% of the population of Bristol identified as Christian in 2011 Census. Compared to 62.1% 2001 Census.
- 37.4% of population of Bristol identified that they have no religion and 5.0% as Muslim (Census 2011).
- Some events in places of religious worship do not require a licence

2.2 Who is missing? Are there any gaps in the data?

As detailed above there is no data available specifically in respect of the demography of licence holders in Bristol. This is primarily because the application forms are prescribed by the Home Office and currently do not request equalities information.

The consultation survey provided information from members of the public, business owners and other parties. A total of 314 responses (including partial responses and two additional written responses) were received to the consultation. The majority of respondents (71%) agreed or strongly agreed with the proposal to publish a Cumulative Impact Assessment for the city centre

2.3 How have we involved, or will we involve, communities and groups that could be affected?

- The consultation took place between 2 September and 28 October 2020.
- In addition to being published on the Council's Consultation and Engagement Hub the following parties were notified of the consultation; premises licence holders
 - club premises certificate holders
 - local residents groups
 - a variety of charities, legal firms, and the Business Improvement

Districts.

- Responses received showed an under-representation of women and young people.
- Also of note was the under-representation of Black, Asian and minority ethnic respondents (4% of respondents) given what is anecdotally known about relevant trades and compared to 16% for Bristol citizens overall.
- Notification of the consultation was sent to a variety of equalities groups and five responses to the survey were received from a representative of a local community group.
- Only 13 respondents held a premises licence. However one of the additional written responses was from the Bristol at Night Panel who represent Bristol's night time economy venues. This may explain why so few direct responses were received from venues that hold a premises licence.
- Respondents who identified as Lesbian, Gay or Bisexual made up 7% compared with a census figure of 6% for Bristol overall.
- 7% of consultation responses were from disabled people, compared to census data showing 8% of Bristol citizens who said they their day to day activities were limited a lot.

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?		
For the purposes of comparison the table below highlights the potential issues that we are aware of for both the implementation and non-implementation of a city centre cumulative impact area		
Protected Characteristic	Implement CIA	Do not implement CIA
All / General	<ul style="list-style-type: none"> Implementing a CIA will make it harder for people to obtain licences which could have a disproportionate impact on smaller SME businesses, as only larger business / chains are likely to have the resources to legally challenge CIA restrictions. This may inadvertently increase reduce the diversity of the night time economy or increase the proportion of discount alcohol sale in the city centre. The rationale for reintroducing a CIA is be based on wider city centre crime statistics, including out-of-scope 'hot-spots' such as Castle Park. Therefore there is a risk that underlying issues will not be fully addressed. 	<ul style="list-style-type: none"> The Cumulative Impact Area that was previously in place for the city centre was removed on 7 July 2020. Since that time, due to the Covid-19 pandemic the night time economy has not been in full operation. Once the pandemic is over the absence of a Cumulative Impact Assessment may exacerbate the fear of crime felt as it might be perceived the night time economy is not as strictly managed. This may have a disproportionate impact on some groups who will fear there may be an increase in anti-social behaviour or harassment etc. This risk would need to be mitigated through other aspects of licensing policy.
Age	<ul style="list-style-type: none"> It is not anticipated that the absence or publication of a Cumulative Impact Assessment will have a negative impact on the basis of age at this stage. Each licence application, where representations are made, will be considered against the four key Licensing Act objectives, namely public safety, prevention of public nuisance, protection of children from harm and the prevention of crime and disorder. 	<ul style="list-style-type: none"> We have not identified any significant negative impact on the basis of age at this stage. In the absence of a Cumulative Impact Assessment the Council's Statement of Licensing Policy will still be in force which includes actions and objectives to help protect vulnerable and young people. Paragraph 6.6 outlines what the licensing authority expects from licence holders in respect of protecting young people from harm. Measures to reduce underage

		<p>drinking identify the Challenge 25 scheme as a way to protect under-18s. Paragraphs 6.7 and 6.8 of the policy outline expectations from applicants when submitting applications to show films with regard to protecting young people.</p> <ul style="list-style-type: none"> The Statement of Licensing Policy makes provision for Children and Young Peoples services to act as the responsible authority for matters relating to the protection of children from harm and enables them to comment on variations/new applications and request reviews of licences.
Disability	<p>It is not anticipated that the absence or publication of a Cumulative Impact Assessment will have a negative impact on the basis of disability. Each licence application, where representations are made, will be considered against the four key Licensing Act objectives, namely public safety, prevention of public nuisance, protection of children from harm and the prevention of crime and disorder</p> <p>In the Statement of Licensing Policy applicants are requested to have regard to the type of people that are likely to visit their premises in their application when identifying the steps they will take to promote the licensing objectives. Applicants will be expected to propose steps to ensure that the physical layout of the premises does not present any risks to 'vulnerable' people, some of whom may be disabled.</p>	
Sex	<ul style="list-style-type: none"> Women may benefit from a better managed NTE environment when the various approaches set out in the policy to restrict alcohol related violence are applied. Women are more severely harmed, emotionally and physically, in alcohol related violence in the NTE and in the home and any activities to lessen such violence is of benefit to women. Better managed premises also benefit women who have drunk harmful amounts of alcohol because such premises will put in place measures to promote a safe drinking environment which restricts serving to people who 	<p>As 'general' above - absence of a Cumulative Impact Assessment may exacerbate the fear of crime felt as it might be perceived the night time economy is not as strictly managed. This risk would need to be mitigated through other aspects of licensing policy.</p>

	<p>have consumed harmful levels of alcohol. They will also have procedures in place to assist vulnerable people leaving venues. The publication of a Cumulative Impact Assessment will not impact on this.</p> <ul style="list-style-type: none"> • Better management of licensed venues may also benefit men who may be deterred from alcohol related violence. Men are more likely to commit crimes when under the influence of alcohol. Nearly a fifth (19%) of all adult binge drinkers reported committing an offence in the previous year compared with 6% of other regular drinkers and 3% of those who occasionally or never drank alcohol (Source: General Lifestyle Survey, 2011). The publication of a Cumulative Impact Assessment in respect of the city centre does not impact on the management of individual licensed venues. 	
Sexual Orientation	<p>Old Market has a limited number of drinking-only licensed premises and the overall mix of premises in Old Market is varied. The area has a diverse customer base. Again a well-managed NTE is to the benefit of LGBT customers as the area can be targeted for hate crime. The proposed Cumulative Impact Assessment does not cover this area.</p> <p>The Cumulative Impact Assessment will cover the Frogmore Street area. This may make it more difficult for more LGBT led venues to open.</p> <p>However as stated above this may be justified by the negative impact the saturation of licensed premises is having on the city centre. Applications that will cause no additional negative</p>	<p>As 'general' above - absence of a Cumulative Impact Assessment may exacerbate the fear of crime felt as it might be perceived the night time economy is not as strictly managed. This risk would need to be mitigated through other aspects of licensing policy.</p>

	impact can still be granted as an exception to the policy.	
Pregnancy/Maternity	No negative impact identified at this stage.	
Gender reassignment	See issues identified under 'Sexual Orientation'	
Race	<p>Anecdotally licences for a significant proportion of off-licences and food outlets are held by Black, Asian and minority ethnic people. The adoption of the city centre Cumulative Impact Assessment may have a negative impact on Black, Asian and minority ethnic premises licence holders, or applicants for a licence as the policy will restrict their ability to extend their licence for late night uses.</p> <p>However this may be justified by the negative impact the saturation of licensed premises is having on the city centre. Applications that will cause no additional negative impact can still be granted as an exception to the policy.</p> <p>Equally the adoption of an Assessment may benefit Black, Asian and minority ethnic licence holders as it will restrict the ability for new businesses to open in their area which will reduce competition.</p>	No negative impact identified at this stage.
Religion or Belief	No impact identified at this stage	
Marriage and Civil Partnership	No impact identified at this stage	
Socio-economic (deprivation)	See 'general' above – there may be a disproportionate impact on SME businesses and traders	No impact identified at this stage

3.2 Can these impacts be mitigated or justified? If so, how?

See 3.1 above for specific mitigations where identified. The negative impacts that some licence holders may experience in the city centre may be justified on the basis that there would overall be a reduction in any potential negative impact the saturation of licensed premises on the city centre.

3.3 Does the proposal create any benefits for people with protected characteristics?

See 3.1 above for specific benefits.

81% of consultation respondents to the survey who lived in BS1 (where the Assessment would cover) were broadly supportive of the publication of a CIA for Bristol City Centre. No specific benefits are identified. The aim of a Cumulative Impact Assessment is to promote the four licensing objectives and prevent further saturation of licensed premises in the defined area. The licensing objectives are;

- The prevention of crime and disorder;
- Public safety;
- The prevention of public nuisance; and
- The protection of children from harm.

3.4 Can they be maximised? If so, how?

Whilst no specific benefits are identified the proper management of the night time economy via Cumulative Impact Assessment(s) and the Statement of Licensing Policy will benefit all residents and visitors. The Council hopes that all will be able to enjoy their leisure time safely without fear of violence, intimidation or disorder while at licensed premises. In addition, and in response to concerns about the impact of longer trading hours on behaviour and disturbance at night, we give the protection of local residents a central place in our strategy.

An effective Statement of Licensing Policy and Cumulative Impact Assessment, alongside other initiatives, works to promote the

positive aspects of the flexibility afforded to applicants under the Act, such as promotion of tourism, increased leisure provision and encouraging the regeneration of both the city centre and local centres. It also facilitates control of the negative impacts such as increase in noise, nuisance, anti-social behaviour and crime and disorder.

A key issue for the Council is to achieve a balance that ensures the promotion of the licensing objectives across a variety of urban settings. Bristol has a rich mix of cultural diversity, epitomised by events such as the Bristol Harbour Festival, which is the largest free event in the South West and attracts over 250,000 visitors, St Pauls Carnival and Bristol Pride which all contribute to a vibrant leisure scene and night time economy. The Council is keen to promote the cultural life of Bristol and so licensing is approached with a view to encouraging forms of licensable activity consistent with the licensing objectives.

The Council's Statement of Licensing Policy and proposed Cumulative Impact Assessment will ensure that any new licences granted will not have an adverse impact on the NTE and as such maximise the benefits highlighted above to those with protected characteristics.

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?

The adoption of a Cumulative Impact Assessment policy must be supported by evidence. The evidence presented by Avon and Somerset Constabulary shows that the city centre area continues to have a high number of Police related incidents and other related crime and disorder including public nuisance and risk to public safety. These are linked to the significant concentration of alcohol led late night venues in the area. As such it is likely that it would be inconsistent with the authority's duty under section 4(1) of the 2003 Act (duty to promote the four licensing objectives) to grant any further relevant authorisations in this area.

The EqIA has highlighted that Black, Asian and minority ethnic led businesses within the city centre area could be adversely affected. However any negative impact may be justified as the Council must uphold its duty to promote the licensing objectives.

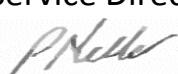
4.2 What actions have been identified going forward?

This EqIA details the potential impacts for equalities groups. The consultation did not raise any further issues and the Full Licensing Committee are recommended to publish the Cumulative Impact Assessment. The Assessment, if published, will be in force for three years. It must be reviewed before the end of this three year period.

4.3 How will the impact of your proposal and actions be measured moving forward?

The next stage is for the matter to be considered at a meeting of the Full Licensing Committee on 8 March 2021.

Service Director Sign-Off:



Equalities Officer Sign Off:

Reviewed by Equality and Inclusion Team

Date:

Date: 12/1/2021