Licensing Sub-Committee Hearings Meeting

Council Chamber, Town Hall, High Street, Colchester, CO1 1PJ Friday, 23 June 2017 at 10:00

The Licensing Sub-Committee hears and determines applications made under the Licensing Act 2003. This includes licensing the sale of alcohol and the provision of a variety of licensable activities such as recorded music, stage plays and the showing of films.

Information for Members of the Public

Access to information and meetings

You have the right to attend all meetings of the Council, its Committees and Cabinet. You also have the right to see the agenda, which is usually published five working days before the meeting, and minutes once they are published. Dates of the meetings are available at www.colchester.gov.uk or from Democratic Services. Occasionally meetings will need to discuss issues in private. This can only happen on a limited range of issues, which are set by law. When a committee does so, you will be asked to leave the meeting.

Audio Recording, Mobile phones and other devices

The Council audio records all its public meetings and makes the recordings available on the Council's website. Audio recording, photography and filming of meetings by members of the public is also permitted. The discreet use of phones, tablets, laptops, cameras and other such devices is permitted at all meetings of the Council. It is not permitted to use voice or camera flash functionality and devices must be kept on silent mode. Councillors are permitted to use devices to receive messages and to access papers and information via the internet and but not to vie or participate in social media.

Access

There is wheelchair access to the Town Hall from St Runwald Street. There is an induction loop in all the meeting rooms. If you need help with reading or understanding this document please take it to the Library and Community Hub, Colchester Central Library, 21 Trinity Square, Colchester or telephone (01206) 282222 or textphone 18001 followed by the full number that you wish to call and we will try to provide a reading service, translation or other formats you may need.

Facilities

Toilets with lift access, if required, are located on each floor of the Town Hall. A water dispenser is available on the first floor and a vending machine selling hot and cold drinks is located on the ground floor.

Evacuation Procedures

Evacuate the building using the nearest available exit. Make your way to the assembly area in the car park in St Runwald Street behind the Town Hall. Do not re-enter the building until the Town Hall staff advise you that it is safe to do so.

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Licensing Sub-Committee Hearing Procedure for Hearings under the Licensing Act 2003

- (1) All questions and statements will be directed through the Chairman.
- (2) The Chairman will at the beginning of the Hearing explain to the parties the procedure to be followed and shall consider any request made by a party for permission for another person to appear at the Hearing.
- (3) The Hearing shall take the form of a discussion led by the Council's representative.
- (4) Cross examination shall not be permitted unless the Sub-Committee considers that crossexamination is required for it to consider the representations, application or notice as the case may be.
- (5) The Chairman of the Sub-Committee may require any person attending the Hearing who in his opinion is behaving in a disruptive manner to leave the Hearing and may:
 - (a) refuse to permit that person to return, or
 - (b) permit him to return only on such conditions as the Sub-Committee may specify.

Provided that any such person may before the end of Hearing submit to the Council in writing any information which they would have been entitled to give orally had they not been required to leave.

- (6) A party who wishes to withdraw any representations they have made may do so:
 - (a) by giving notice to the Council no later than 24 hours before the day or first day on which the Hearing is to be held, or
 - (b) orally at the Hearing.
- (7) The Sub-Committee in considering any representations or notice made by a party may take into account documentary or other information produced by a party in support of their application, representations or notice (as applicable) either before the Hearing, or with the consent of all other parties, at the Hearing.
- (8) The Sub-Committee shall disregard any information given by a party or any person to whom permission to appear at the Hearing had been given which is not relevant to:
 - (a) their application, representations or notice(as applicable) or in the case of another person, the application representations or notice of the party representing their appearance, and
 - (b) the promotion of the licensing objectives or, in relation to a Hearing to consider a notice given by a chief officer of police, the crime prevention objective.
- (9) If a party has informed the Council that he does not intend to attend or be represented at a Hearing, the Sub-Committee may decide to proceed with the Hearing in his absence.
- (10) If a party has not informed the Council that he does not intend or be represented at a Hearing and fails to attend or be represented at a Hearing, the Sub-Committee may:
 - (a) where it considers it to be necessary in the public interest adjourn the Hearing to a specified date (notice being given forthwith to the parties concerned of the date, time and place to which the Hearing has been adjourned), or
 - (b) hold the Hearing in the party's absence

Where the Sub-Committee agrees to hold the Hearing in the absence of a party, the Sub-Committee shall consider at the Hearing the application, representations or notice made by that party.

The Council's case:-

(11) The Chairman will invite the Council's representative to summarise the report relating to the application under consideration.

The Applicant's case:-

- (12) The Applicant and/or representative will begin with their opening remarks and present their case.
- (13) The Applicant's witnesses (if any) will give evidence in support of the Applicant's case.
- (14) The Applicant and/or representative may question the Applicant's witness again to clarify any points which may have arisen.

Submissions from other persons or their representatives and from Responsible Authorities:-

- (15) Each party will present their case.
- (16) Each party's witnesses (if any) will give evidence in support of the party's case.
- (17) Each party and their witnesses may be questioned by the Chairman and members of the Sub-Committee.
- (18) Each party may question their witness again to clarify any points which may have arisen.
- (19) If the Applicant or other parties wish to question each other, questions may be directed through the Chairman.
- (20) Closing Statements may be made by the Applicant and/or representative.
- (21) The Chairman will ask the Legal Advisor whether there is anything else to be raised or settled before the proceedings are closed.

Determination of the application by the Sub- Committee

- (22) The Applicant and/or representative, other persons, Responsible Authorities and the members of the public and the press will leave the room to allow the Sub-Committee to determine the application. During this process the Sub-Committee members may ask for legal advice from the Legal Advisor.
- (23) The Applicant and/or representative, other persons, Responsible Authorities and the members of the public and the press will be invited to return to the room when the Sub-Committee's determination will be announced. Written details of the determination and the grounds upon which it is based will be sent to all parties concerned in accordance with the Hearings Regulations.

COLCHESTER BOROUGH COUNCIL Licensing Sub-Committee Hearings Friday, 23 June 2017 at 10:00

Member:

John Elliott - Member, Mike Hogg - Member, Darius Laws - Member

Substitutes:

All members of the Council who are not Cabinet members or members of this Panel who have undertaken the necessary training.

AGENDA - Part A

(open to the public including the press)

Members of the public may wish to note that Agenda items 1 to 4 are normally brief.

1 Appointment of Chairman

To appoint a Chairman for the meeting.

2 Welcome and Announcements

- a) The Chairman to welcome members of the public and Councillors and to remind all speakers of the requirement for microphones to be used at all times.
- (b) At the Chairman's discretion, to announce information on:
 - action in the event of an emergency;
 - mobile phones switched to silent;
 - the audio-recording of meetings:
 - location of toilets;
 - introduction of members of the meeting.

3 Substitutions

Members may arrange for a substitute councillor to attend a meeting on their behalf, subject to prior notice being given. The attendance of substitute councillors must be recorded.

4 Declarations of Interest

The Chairman to invite Councillors to declare individually any interests they may have in the items on the agenda. Councillors should consult Meetings General Procedure Rule 7 for full guidance on the registration and declaration of interests. However Councillors may wish to note the following:-

- Where a Councillor has a disclosable pecuniary interest, other pecuniary interest or a non-pecuniary interest in any business of the authority and he/she is present at a meeting of the authority at which the business is considered, the Councillor must disclose to that meeting the existence and nature of that interest, whether or not such interest is registered on his/her register of Interests or if he/she has made a pending notification.
- If a Councillor has a disclosable pecuniary interest in a matter being considered at a meeting, he/she must not participate in any discussion or vote on the matter at the meeting. The Councillor must withdraw from the room where the meeting is being held unless he/she has received a dispensation from the Monitoring Officer.
- Where a Councillor has another pecuniary interest in a matter being considered at a meeting and where the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice the Councillor's judgement of the public interest, the Councillor must disclose the existence and nature of the interest and withdraw from the room where the meeting is being held unless he/she has received a dispensation from the Monitoring Officer.
- Failure to comply with the arrangements regarding disclosable pecuniary interests without reasonable excuse is a criminal offence, with a penalty of up to £5,000 and disqualification from office for up to 5 years.

Flowchart 9 - 10

5 **RML** 11 - 66

See report by Head of Professional Services

Part B

(not open to the public including the press)

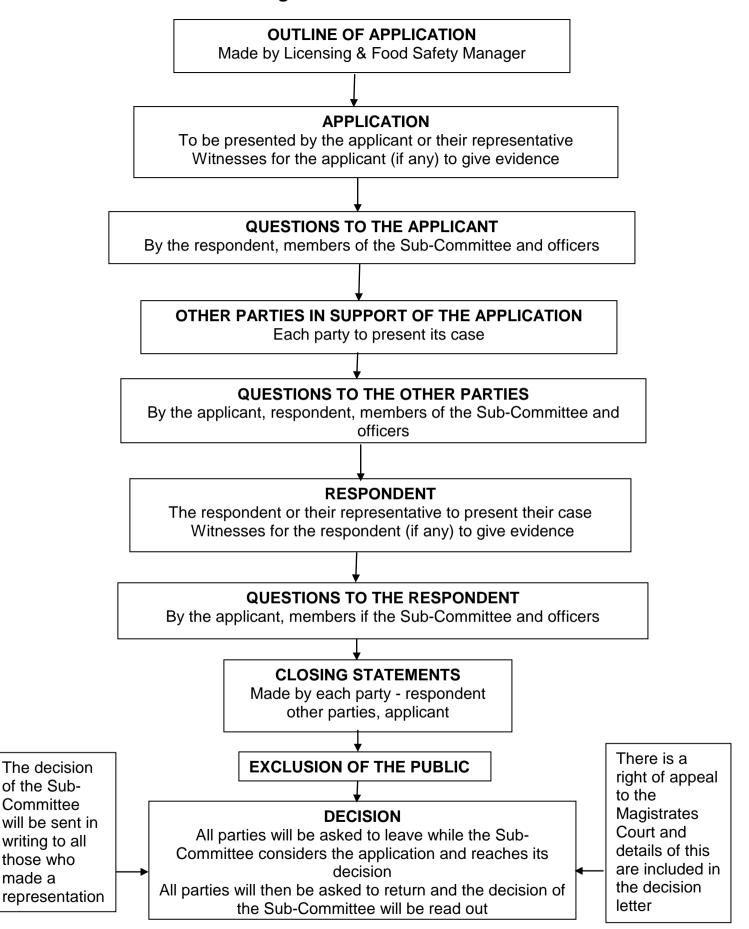
6 Exclusion of the Public (not Scrutiny or Executive)

In accordance with Section 100A(4) of the Local Government Act 1972 to exclude the public, including the press, from the meeting so that any items containing exempt information (for example

confidential personal, financial or legal advice), in Part B of this agenda (printed on yellow paper) can be decided. (Exempt information is defined in Section 100I and Schedule 12A of the Local Government Act 1972).

e-mail: democratic.services@colchester.gov.uk website: www.colchester.gov.uk

The Licensing Sub-Committee Review Process



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Licensing Sub-Committee	Agenda Item 5
RML	FOR GENERAL RELEASE

Purpose of the Report	To determine an application for the review of a premises
	licence under the Licensing Act 2003

1. Application

Applicant and Premises	
Application Type	Review
Applicant	Essex Police
Premises	RML
Premises Licence Holder	Mr Mohibur Rahman
Premises Address	11a Station Road, Tiptree, CO5 0AZ
Ward	Tiptree

Current licensable activities and hours under Premises licence M004785

Supply of	alcohol							
On / Off the premises or			On sales		Off sales		Both	
both								
Day	Mon	Tues	Wed	Thu	rs	Fri	Sat	Sun
Start	10.00	10.00	0.00 10.00 10.00 10.00 10.00 12.00					
End	00.00	00.00	00.00 00.00 00.00 00.00 23.30					
Seasonal	variations							
Non-stand	dard	From 10.00 New Year's Eve until 23.00 New Year's Day						
timings								

Hours the	Hours the premises are open to the public						
Day	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Start	10.00	10.00	10.00	10.00	10.00	10.00	12.00
End	00.30	00.30	00.30	00.30	00.30	00.30	23.30
Seasonal	variations						
Non-stand	dard						
timings							

2. Conditions

Operating Schedule

- 1. This licence is granted subject to the condition that intoxicating liquor shall not be sold or supplied on the premises otherwise than to persons taking table meals there and for consumption by such a person as an ancillary to his meal.
- 2. Suitable beverages other than intoxicating liquor (including drinking water) shall be equally available for consumption with or otherwise as an ancillary to meals served in the licensed premises.

3. Grounds for Review

Licensing Objective

1. Prevention of Crime and Disorder

No right to work checks are being carried out at the premises demonstrating a lack of management control and therefore an undermining of the licenisng obejctive of the prevention of crime and disorder.

The Licensing Authority has accepted the application for a review of the premises licence in respect of RML at 11a Station Road, Tiptree which was made by Essex Police (Appendix 1). The application was accepted and duly served and advertised by the Licensing Authority in accordance Section 51 of the Licensing Act 2003 and the regulations that accompany it.

In support of its application for a review of this premises licence, Essex Police has outlined the grounds under which it is applying for the review and has also submitted detailed background information to evidence the reasons why it believes such a review is necessary. This evidence is attached as **Appendix 1** of this report.

4. Policy Context

Policy references are given for guidance only, they should not be regarded as a substitute for the Policy which contains the necessary detail for all parties in making and determining applications

Reviews

- 13.9 The review of a licensed premises is the key protection for residents and businesses where one or more of the licensing objectives are being undermined and these problems can be linked to the operation of a licensed premises. A responsible authority or any other body can ask for the review of a licence.
- 13.10 When considering a review request, or other possible enforcement action, the Licensing Authority will consider all relevant matters and in particular –

The use of the premises for criminal activities such as the supply of drugs or money laundering

Failure to promptly respond to a warning given by a responsible authority Failure to engage with the responsible authorities in an effective manner Previous convictions for licensing offences

Previous failure to comply with licence conditions

- 13.11 The Licensing Authority will not normally engage its role as a responsible authority by calling reviews on behalf of other persons, such as local residents or community groups. These individuals are entitled to do so in their own right where there are sufficient grounds to do so.
- 13.12 Where responsible authorities have concerns about problems identified at a premises, the Licensing Authority considers it to be good practice for them to give the licence holder early warning of their concerns and the need for improvement. Where possible and/or appropriate it would be expected that advice and guidance in addressing the issue(s) should be given, such as using an Improvement Plan before bringing the premises to review. Responsible authorities may seek to amend a licence via review where evidence indicates the need for permanent enforceable conditions to be added to a licence.
- 13.13 It should be noted that a review can be called without an early warning where a serious situation has occurred and immediate action is required. Where premises are associated with serious crime and/or disorder a senior Police officer may apply for a summary review of a premises licence.
- 13.14 The outcome of a review hearing will not ordinarily have effect until such time as the period given for appealing (normally 21 days) expires or an appeal is disposed of.

4. Options available to the Sub-Committee

The Sub-Committee must take such of the following steps as it considers appropriate to ensure the promotion of the licensing objectives –

- Grant the application as requested
- Grant the application whilst imposing additional conditions
- Exclude or reduce the hours of operation of any licensable activities included within the application
- Reject the whole or part of the application

Appendices

Appendix 1	Application
Appendix 2	Мар

Report Author

John Ruder, Licensing	email jon.ruder@colchester.gov.uk
Manager	telephone 01206 282840

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Licensing Specialist Unit Colchester Borough Council PO Box 889 Rowan House 33 Sheepen Rd Colchester CO3 3WG



County Licensing Hub Witham Police Station PO Box 12306 Newland St Witham Essex CM84AS

10/04/2017

LICENSING REVIEW APPLICATIONS

Licensing Act 2003 Sec 51. Essex Police are seeking a licensing review at the following premises:

Premises Licence No: 004785

RML, 11A Station Rd, Tiptree, Essex CO5 0AZ

Essex Police are seeking <u>REVOCATION</u> of these premises licence based on the following licensing objectives:

1 The Prevention of Crime and Disorder

The Premises Licence Holder has been informed.

Yours faithfully

6895 Stephen Sparrow

Essex Police County Licensing Officer

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

PLEASE READ THE FOLLOWING INSTRUCTIONS FIRST

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

I STEPHEN SPARROW 42006895 County Lice (Insert name of applicant)	nsing Officer Essex Police
apply for the review of a premises licence under premises certificate under section 87 of the Licen 1 below (delete as applicable)	section 51 / apply for the review of a club using Act 2003 for the premises described in Part
Part 1 – Premises or club premises details	
Balti Raj (Trading as RML) 11A Station Rd	
Post town Tiptree, Essex	Post code CO5 0AZ
Name of premises licence holder or club holding of Mr Mohibur Rahman	club premises certificate (if known)
Number of premises licence or club premises certi	ificate (if known)
004785	
Part 2 - Applicant details	
I am	Please tick ✓ yes
1) an individual, body or business which is not a respauthority (please read guidance note 1, and complete or (B) below)	onsible (A)
2) a responsible authority (please complete (C) below) X
3) a member of the club to which this application rela (please complete (A) below)	tes

Please tick \(\sqrt{yes} \) Mr \ Mrs \ Miss \ Ms \ Other title \((for example, Rev) \) Surname \ First names \ I am 18 years old or over \ Please tick \(\sqrt{yes} \) Current postal address if different from premises address Post town \ Post Code \ Daytime contact telephone number \ E-mail address (optional) (B) DETAILS OF OTHER APPLICANT \(\sqrt{yes} \) Name and address elephone number (if any) -mail address (optional)	(A) DETAILS OF INDIV	IDUAL AF	PLICA	NT (fill i	n as applica	ble)
Surname First names First names I am 18 years old or over Current postal address if different from premises address Post town Post Code Daytime contact telephone number E-mail address (optional) B) DETAILS OF OTHER APPLICANT Name and address elephone number (if any)	Please tick ✓ yes					
I am 18 years old or over Current postal address if different from premises address Post town Post Code Daytime contact telephone number E-mail address (optional) B) DETAILS OF OTHER APPLICANT Same and address elephone number (if any)	Mr Mrs	Miss		Ms		
Current postal address if different from premises address Post town Post Code Daytime contact telephone number E-mail address (optional) B) DETAILS OF OTHER APPLICANT Name and address elephone number (if any)	Surname			F	irst names	
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address if different from premises address Post town Post Code Daytime contact telephone number E-mail address (optional) (B) DETAILS OF OTHER APPLICANT Name and address elephone number (if any)	I am 18 years old or over					
Daytime contact telephone number E-mail address (optional) (B) DETAILS OF OTHER APPLICANT Name and address elephone number (if any)	address if different from					
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(B) DETAILS OF OTHER APPLICANT Name and address elephone number (if any)	Daytime contact telephone	number				
Name and address elephone number (if any)	E-mail address (optional)					
elephone number (if any)		APPLICA	NT			
	Name and address					
mail address (optional)	elephone number (if any)					
	-mail address (optional)					

(C) DETAILS OF RESPONSIBLE AUTHORITY APPLICANT

Name and address
ESSEX POLICE
COUNTY LICENSING HUB
WITHAM POLICE STATION
NEWLAND STREET
WITHAM
ESSEX CM8 2AS

Telephone number (if any)

E-mail address (optional)

Licensing.applications@essex.pnn.police.uk

This application to review relates to the following licensing objective(s)

Please tick one or more boxes ✓

x

- 1) the prevention of crime and disorder
- 2) public safety
- 3) the prevention of public nuisance
- 4) the protection of children from harm

Please state the ground(s) for review (please read guidance note 2)

This premise has been granted a premises licence by Colchester Borough Council authorising the sale of alcohol on the premises Monday – Saturday 10:00 – 00:00, Sunday 12:00 – 23:30 and 10:00 – New Year's Eve until 23:00 New Years Day

The premises operates as an Indian Restaurant

The Premises Licence Holder is Mohibur RAHMAN

The current licence was granted by Colchester Borough Council on 5th October 2005

Following intelligence held by the Home Office Immigration Service, a Magistrates Court Warrant was obtained and this premise was visited on 23rd March 2017 at 17;34hrs by Immigration Officers GEAR, DENHAM, NEWALL, DAVIS, GAMBRILL and CLOUTING.

Upon arrival of Immigration Officers they encountered 3 males, all nationals of Bangladesh, none of these males had the right to work in the UK.

because he has an outstanding appeal, was not arrested but was escorted off the Premises and conveyed to Kelvedon railway station to enable him to return to his home address in (See Appendix A) statement and certified pocket notebook entries of CIO DAVIS.

Police Station and then handed over to TASCOR who are a private sector provider of secure immigration detainee escorting and transferred to Gatwick Airport Detention Centre to await processing and removal from the UK. (See Appendices B & C) statements and pocket notebook entries of IO's GAMBRILL and CLOUTING

It is the contention of Essex Police that no right to work checks are being carried out at this premises, a lack of management control has been demonstrated and that the Prevention of Crime and Disorder Objective of the Licensing Act 2003 has been engaged.

SEC 182 HOME OFFICE GUIDANCE

This review application is respectfully submitted as relevant to the Licensing objective namely the prevention of crime and disorder

The Licensing Act 2003 is clearly intended to <u>prevent</u> crime and disorder from occurring in relation to licensed premises but also to deter and prevent criminals from operating a premise under the auspices of a Premises License granted by the local authority.

Section 11.26 states that it is for the licensing authority to determine whether the problems associated with the alleged crimes are taking place on the premises and affecting the promotion of the licensing objectives.

Section 11.27 states that there is certain criminal activity which should be treated particularly seriously, one of these being knowingly employing a person who is unlawfully in the UK or who cannot lawfully be employed as a result of a condition on that persons leave to enter.

(It is pertinent to note that the previous guidance issued under s.182 in October 2011 did not include this offence in paragraph 11.29. This indicates the offence has now become a particular concern.)

Section 11.28 states that 'where the crime prevention objective is being undermined through the premises being used to further crimes, it is expected that revocation of the licence, even in the first instance, should be seriously considered.'

Please provide as much information as possible to support the application (please read guidance note 3)

Appendix A: Statement and certified pocket notebook of Chief Immigration Officer Justin Davis

Appendix B: Statement and certified pocket notebook of Immigration Officer Robert Gambrill

Appendix C: Statement and certified pocket notebook of Immigration Officer Emma Clouting

Appendix D: Statement of Essex Police Licensing Officer Alan Beckett

Appendix E: Case Citation East Lindsey District Council v Abu Hanif

Appendix F: Potential Criminal Offences

Appendix G: Desired Outcomes

Appendix H: Current Premises Licence

ESSEX POLICE FORCE OBJECTIVES

Currently Essex Police Force Objectives include: - Human Trafficking and Modern Day Slavery. It is felt that the employment of illegal workers in the UK infringes both of these Force objectives by encouraging unscrupulous persons to bring illegal workers, who have no employment rights and are often paid below minimum wage rates, into the UK for profit.

Essex Police treat the employment of illegal workers at licensed premises very seriously and is unacceptable. Positive action will be taken against those unscrupulous licensees who choose to engage in this practice.

CASE CITATION

I wish to cite the case East Lindsey District Council v Abu Hanif (See Appendix E) where a High Court Judge, Mr Justice Jay, certified this case for citation. In this case the judge determined that it is not necessary for a prosecution to be brought in order for the crime prevention objective to be engaged. Therefore the judge upheld East Lindsey District Council appeal and the premises licence was revoked

Home Office Immigration is concerned with the apprehension, detention and management of persons illegally or unlawfully in the UK and as such their procedures and protocols are not directed towards supporting or promoting the Licensing Act and the licensing objectives, nor are they considered a responsible authority for the purposes of the legislation at this time.

The Immigration, Asylum and Nationality Act 2006 amends immigration, asylum and nationality acts in relation to appeals; entry; deportation and removal of persons.

It also introduces legislation on employment of adults subject of immigration control; issue of employment penalty notices; associated employment offences; providing passenger, crew and freight information; a duty to share information; provide disclosure to other agencies and additional powers for searching, fingerprinting, examining and seizure of documents together with connected offences.

However, this particular legislation is ineffective in dealing with the specific issue of this review application and the consideration of this matter at a licensing hearing is therefore wholly appropriate.

Where an employer pays wages to illegal workers off record with no tax or national insurance deductions which are then deliberately omitted from an employers End of Tax Year P35 returns to HMRC, the employer may be dealt with by means of the Fraud Act 2006.

Similarly, the HMRC may take action as a civil proceedings case and raise a tax debt against the business. Such an Employer may also potentially breach further regulations in (See Appendix F).

Unfortunately any litigation or civil proceedings in relation to these offences is strictly confidential and the HMRC will not disclose any details in this respect to a public body, hence the specifics of this incident cannot be disclosed.

This is a delicate and sensitive area and HMRC would be unable to disclose details about its investigations if those details were to be revealed in a public forum like a Hearing as this would break the HMRC/Taxpayer confidentiality guidelines.

HMRC <u>does</u> publish details of serious tax defaulters on their website for the world to see, but the cases have to satisfy strict criteria. It is possible that some of the cases may find their way on to the Serious Defaulters Published list but the timing will rarely suit the timescale of Licensing Hearings. For example – HMRC, & Lincolnshire Police visited a premises in Horncastle with Home Office Immigration in September 2012 which resulted in revocation of the premises licence.

Licence Holders also have a responsibility to ensure the safety of those using their premises (Guidance to Licensing Act 2003 section 2.8).

There are obvious concerns in relation to public safety as to the competency and training of these staff with respect to matters of food preparation and levels of personal hygiene, even though this may be covered by other legislation.

It should be quite apparent that there are potentially numerous criminal offences which may apply to the employment of illegal workers at this particular premise. (See Appendix F)

Disproportionate weight should not be placed upon whether there is sufficient evidence to determine whether the Licence Holder knowingly employed illegal workers as being the only relevant crime to this review.

The individuals working illegally are committing criminal acts in their own right, irrespective of whether the employer is aware or not.

Illegal working has harmful social and economic effects on the UK; It undercuts British businesses and their workers that stay within the Law and exploits migrant workers. As long as there are opportunities for illegal working the UK will be an attractive place for illegal migrants. This why it is imperative to put a stop to employers breaking the law by taking tough and robust action against those who do so.

There is evidence that some workers employed illegally are paid less than the minimum wage, do not pay tax and may be doing dangerous work that breaks health and safety regulations. Employers who use illegal workers may do so because they want to avoid providing minimum standards, such as the National Minimum Wage and paid holidays. This is harmful to the workers involved and enables dishonest employers to gain an unfair advantage over competitors who operate within the law.

There can be no doubt that the premises licence granted by the authority, offers the provision of licensable activities to be conducted at this venue and that employing illegal workers to facilitate this activity is to the employers financial benefit and to the detriment of law abiding competitors.

It is also obvious that illegal workers are prone to exploitation by their employers in that;

Illegal workers are unable to declare themselves to the authorities to claim any sort of financial support or benefits as this would render them liable to detention, and consequently they are more than likely poorly paid for the hours they are required to work and are not subject to the benefit of a minimum wage or restricted hours as prescribed in law.

They are not provided in most cases with anything other than the most basic of living accommodation nor are they afforded the benefit of the protections offered by UK employment legislation. Illegal Working in the United Kingdom and Essex is not merely a result of chance happening and should be considered in its true context.

Illegal workers are by nature transient and do not tend to remain in any location for any length of time in order to reduce their chances of detection. They do not put their name to any official documents and do not rent, lease or purchase property. They have no recourse to public funds and live beneath the radar to avoid detection by the Agencies.

In order to do this, there has to be a support network in place or they would all be encountered living in the streets and detected in that manner. The support network is provided in the main but not exclusively by Organised Crime Groups.

Essex Police have identified that illegal workers tend to be harboured and sheltered either in rudimentary accommodation on site or in property nearby, owned or operated by the Licence Holder or their associates.

These workers are predominantly paid below the minimum wage, if at all, as the employers know the worker cannot complain to any Authority. To this end, they are open to exploitation to the financial benefit of the employer.

Employment at licensed premises can represent the terminal point of organised human trafficking in some instances and in the exploitation of these workers. In other cases, it is the means of resort for persons whose legitimate right to remain in the UK has expired.

Responsible and caring employers do not employ illegal workers and take measures to ensure this. Large and well known branded restaurants' and takeaway operators (McDonalds and KFC for example) are not renowned for being identified as employing illegal workers for this very reason.

It is not credible that employers do not know or suspect that the persons they are employing are not entitled to work. These are not merely cases of mistakes or lack of knowledge but deliberate ignorance or actual knowledge of the fact.

At the very least, the employers should demonstrate responsibility and due diligence in determining that persons they employ are entitled to work under the auspices of a licence granted by the Licensing Authority.

Allowing this premise to continue to operate with the benefits of a premises licence will merely serve to perpetuate the criminal activity and human exploitation already apparent from the findings of these Immigration and Police visits, thereby undermining the licensing objective for the prevention of crime and disorder.

n this case 3 males were found to be working illegally at the premises.
working in the kitchen and stated he was not paid and only ate rice. He had no passport or visa.
admitted he was an over stayer, he was not asked to provide right to work documents, he was
aid to work and stated he was glad to be arrested and sent back to Bangladesh.
dmitted that he had worked at the premises which he was paid cash in hand, he was not asked to
rovide right to work documents, he knew his student visa had expired. It has been established by
ssex Police Licensing Officer Alan Beckett that the Designated Premises Supervisor and Premises
icence Holder, is not even in the UK and is actually in Bangladesh. There is a clear
ick of management control. (See Appendix D) Statement of Alan Beckett

It is the respectful submission as the representative of the Chief Constable of Essex that it is an appropriate step to revoke the premises licence in order to promote the licensing objectives and to act as a deterrent to others (See Appendix G) Desired outcomes.

Have you made an application for review relating to the premises before	Please tick ✓ yes
If yes please state the date of that application	Day Month Year
If you have made representations before relating to the pren when you made them	nises please state what they were and
NONE	

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

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

Part 3 - Signatures (please read guidance note 4)

Signature of applicant or applicant's solicitor or other duly authorised agent (please read guidance note 5). If signing on behalf of the applicant please state in what capacity.

Signature	

Date	10-04-2017
Capacity	for and on behalf of Chief Constable of Essex Police

Contact name (where not previously given) and postal address for correspondence associated with this application (please read guidance note 6)
STEPHEN SPARROW
COUNTY LICENSING OFFICER

WITHAM POLICE STATION

NEWLAND STREET

Post town	Post Code
WITHARA	1 ost Cout
WITHAM	CM8 2AS

Telephone number (if any)

If you would prefer us to correspond with you using an e-mail address your e-mail address (optional) Licensing.applications@essex.pnn.police.uk

Notes for Guidance

- 1. A responsible authority includes the local police, fire and rescue authority and other statutory bodies which exercise specific functions in the local area.
- 2. The ground(s) for review must be based on one of the licensing objectives.
- 3. Please list any additional information or details for example dates of problems which are included in the grounds for review if available.
- 4. The application form must be signed.
- 5. An applicant's agent (for example solicitor) may sign the form on their behalf provided that they have actual authority to do so.
- 6. This is the address which we shall use to correspond with you about this application.

	RESTRICTED (v	vhen complete)	
	WITNESS ST	A TERMENT	
(CJ Act 1	WITNESS STA 1967, s.9 MC Act 1980, ss.5A(3) ((a) and 5B; MC Rules 1981, r.70)	
		URN	
Statement of: JUSTIN DAY	/IS		
Age if under 18: OVER 18.		Occupation: CHIEF IMMIGRATI	ION OFFICER
This statement (consisting of make it knowing that, if it is anything which I know to be fa	tendered in evidence. I st	s true to the best of my knowledge nall be liable to prosecution if I ha true.	e and belief and ave wilfully stated
Signature		Date: 23rd March 2017	20:10 hours
GAMBRILL, CLOUTING, O'DO premises of the restaurant knot Essex CO5 0AZ in order to exclimmigration Act 1971 as amen On arrival at the premises at apport of which I noted a red sign which service area. I followed IO GEA	7 I was on duty in compared by the power of the power of the power as "RML Indian Residuded." Poproximately 17:34hours the said "OPEN", on entry NR, NEWELL & GAMBR raight ahead of us into a lift, to my left, standing be		end the coad, Tiptree, of schedule 2 or, to the right right at the bar O GAMBRILL or an IC4 male,
I was wearing body armour and ENFORCEMENT and I announce "IMMIGRATION, CAN YOU TUP burner off whilst I moved a knife HAVE A PASSPORT?", "NO". "A he had an outstanding application and appearance I suspected that 17:35hrs I said "O.K. I'M DETAIN then escorted him to a seat in the	ced myself to the subject RN THE BURNERS OFF away from the preparat ANY VISA?" "NO. CONS on under consideration at the was subject to immitting YOU AS A PERSO	t and showed my warrant card, PLEASE". The man turned to ion area and said to the man Q SIDERATION" by this, I took him t the Home Office and by his de igration control and not entitled DN I BELIEVE LIABLE TO DETI	switch the) "DO YOU i to mean that emeanour to work. At ENTION". I

Signature Witnessed by:

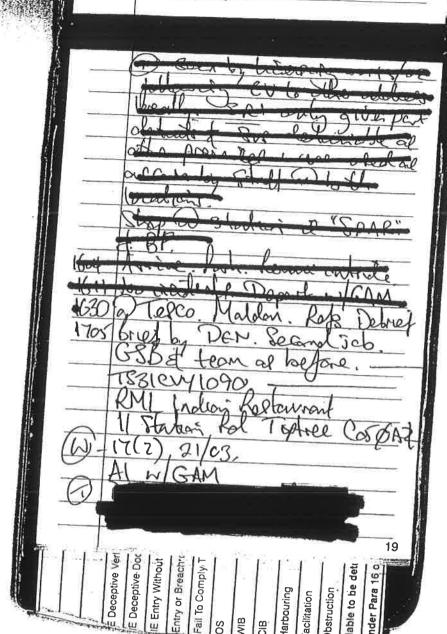
Signature:

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Continuation of Statement of: JUSTIN DAVIS	
belongings in a Toppe has in the Lifethan than a second in the Lif	Page 2
belongings in a Tesco bag in the kitchen, these were retrieved by IO GEAR. TREPORT TO LUTON POLICE STATION". At this point, IO NEWELL approach	
confirmed that the subject was detained under the Immigration Act 1971, proc	•
electronic fingerprint scan of his index fingers in order to identify him. This qui	
show that he was known as a Bangladeshi national. I sho	
he looked at the screen and confirmed that it was him. I then asked as a	
which although he understood limited English, he answered nervously and I renotebook.	ecorded in my pocket
Q) WHAT ARE YOU DOING HERE?	
A)WORKING IN KITCHEN	
Q) BEING PAID?	
A) NO	
Q)WHEN DID YOU COME HERE?	
A) LAST NIGHT	
Q) DO YOU COME HERE TO WORK OFTEN?	
A) NO. MY FRIEND JUST ASKED. BENGALI COMMUNITY, JUST EAT RICE.	
Q) WHAT'S YOUR ADDRESS?	
A)	
Q) DO YOU HAVE A PASSPORT?	
A) NO PASSPORT	
Q) WHO DO YOU LIVE WITH?	
A) MY FRIENDS AND BROTHER IN LAW	
Q) DO YOU HAVE FAMILY IN THE UK?	1
A) UNCLE	
Q) DO YOU HAVE ANY MEDICAL PROBLEMS?	
A) NO	
Q)DO YOUTAKE MEDICINES?	

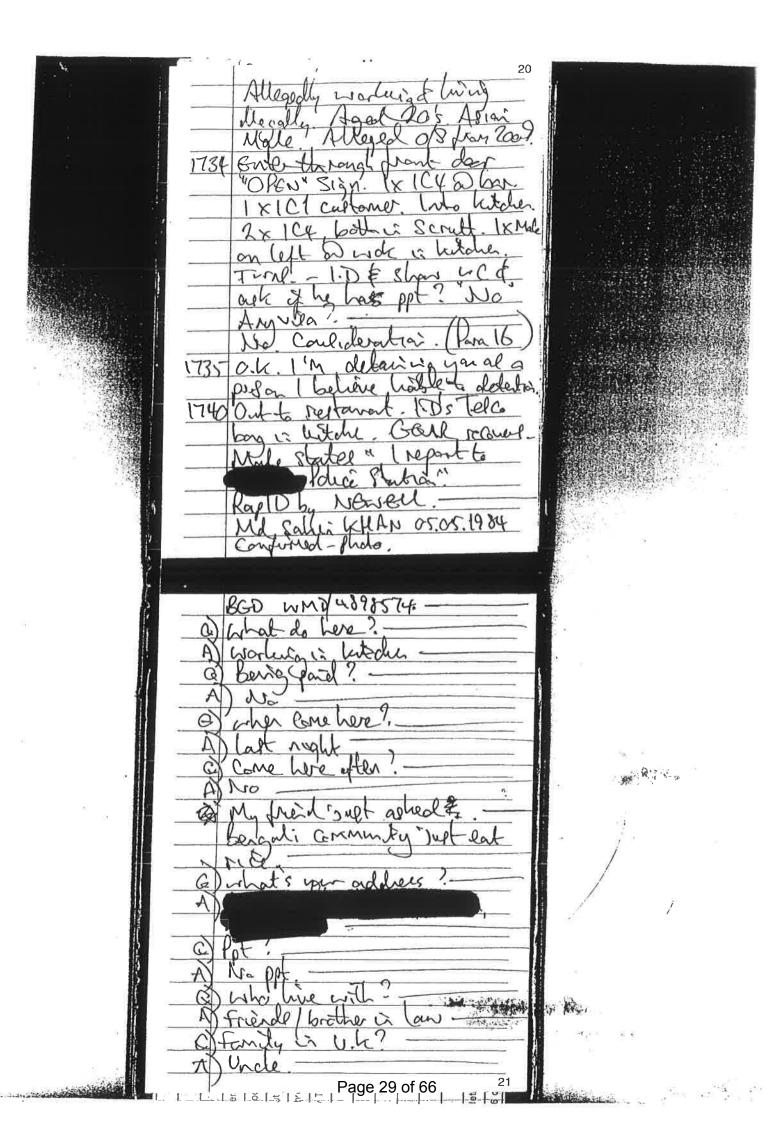
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A) NOT FROM DR. NO. Q) DO YOU HAVE ANY INJURIES? A)MENTAL PROBLEM, MY FATHER IS DEAD, I HAVE NO FAMILY IN BANGLADESH. ASYLUM. Q)WHERE DID YOU STAY LAST NIGHT? A) He didn't reply but pointed in the general direction of down the road and I was aware of the fact that the staff accommodation was located along the road and the male who was seated next to him, who was being questioned by IO GAMBRILL, interjected and said At 17:50hrs IO NEWELL advised that the subject was known on Home Office records and had an outstanding appeal hearing, he was on temporary release conditions which prohibited employment and he was supposed to be living in then escorted to the awaiting van and along with two other males who had been detained, book him to the stated home address, in the due course I accompanied him into the flat where he packed a small suitcase and then took him to a waiting vehicle where IO GEAER, SAMBRILL and I then escorted him to Kelvedon railway station so that he could return to awaiting shown me his return ticket.	Continuation of Statement of: JUSTIN DAVIS
A)MENTAL PROBLEM, MY FATHER IS DEAD, I HAVE NO FAMILY IN BANGLADESH. ASYLUM. Q)WHERE DID YOU STAY LAST NIGHT? A) He didn't reply but pointed in the general direction of down the road and I was aware of the fact that the staff accommodation was located along the road and the male who was seated next to him, who was being questioned by IO GAMBRILL, interjected and said At 17:50hrs IO NEWELL advised that the subject was known on Home Office records and had an outstanding appeal hearing, he was on temporary release conditions which prohibited employment and he was supposed to be living in then escorted to the awaiting van and along with two other males who had been detained, book him to the stated home address. In due course I accompanied him into the flat where he packed a small suitcase and then took him to a waiting vehicle where IO GEAER, SAMBRILL and I then escorted him to Kelvedon railway station so that he could return to avaing shown me his return ticket. Produce a certified copy of my pocket book pages 19 to 23 as my exhibit JDA/1	
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then escorted to the awaiting van and along with two other males who had been detained, book him to the stated home address, the flat where he packed a small suitcase and then took him to a waiting vehicle where IO GEAER, GAMBRILL and I then escorted him to Kelvedon railway station so that he could return to aving shown me his return ticket. Produce a certified copy of my pocket book pages 19 to 23 as my exhibit JDA/1	A) He didn't reply but pointed in the general direction of down the road and I was aware of the fact that the staff accommodation was located along the road and the male who was seated next to him, who was being questioned by IO GAMBRILL, interjected and said
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	produce a certified copy of my pocket book pages 19 to 23 as my exhibit JDA/1
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Certified to be a true Copy of my pocket note book pages 19-23 inclusive which produce at my exhibit JDA/I Consisting of 3 A44 pages.

DAVIS 23°5/2017 20:14:4:66.08.



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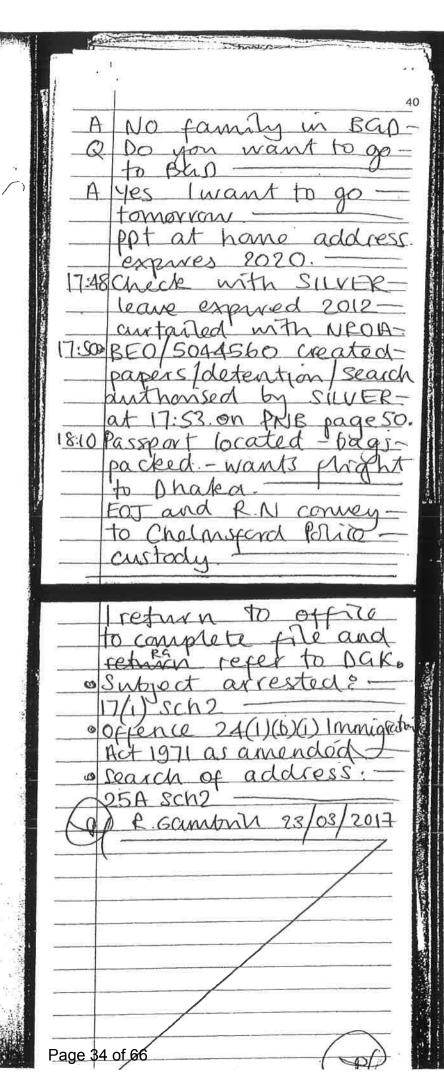
Statement of	Daharda	G + 3 4 D D == -				ourt Act 198	ou, s.5
	Robert Andres	w GAMBRILL	URN:				
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Signature				Date:	THURS	DAY 23 RD MARCH	2017
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MG 11 (M)

	W	ITNESS	STATEN	MENT				
Criminal Proce	edure Rules, r 27.2:				jistr	ates' Go	urt Act 198n -	- SR
Statement of	Emma Grace Clouting	g	URN	T:				
Age if under 18	Over 18	(if over 18 insert	'over 18') Occi	pation:	A:	ssistant Im	migration Office	er (AIO
This statement (con make it knowing tha which I know to be f	sisting of: 2 paget, if it is tendered in everalse, or do not be!	ges each signed idence, I shall	d by me) is true be liable to pro	to the bes	st of I ha	my know ve wilfull	edge and belief y stated anything	and I
Signature:		*****	***************************************	Date:		Thursd	lay 23 March 20)17
Tick if witness evidence	ce is visually recorded	[(suppl	y witness detail	/ ·				-
	-			•				
On THURSDAY 23 ¹	MARCH 2017, w	hilst in full u	niform and pe	rsonal pro	tect	ive equip	ment I attended	d, alonį
with colleagues from	i felixstowe, R	ML INDIAN	RESTAURA	NT, 11 S	STA	TION RO	DAD, TIPTRE	E, COS
OAZ. IO J. DENHA						Schedule	2 17(2) Warra	int was
obtained at South Eas								
At 17:35hrs, I entered								
IO GAMBRILL. The								
bar situated to the rig								
outfit which consisted								
through to the kitcher								
warrant upon entry on				, introduc	ed n	2		
card. I asked him for							his date of birt	
	that he was a nation							
stated that he did. I as								
was valid to and he par								
was still valid and he s	aid 'no.' I confirmed	with him the	at he was telli	ng me tha	t his	student	visa has expired	d and
ne said 'yes.'								1
At 17:37hrs I arrested		agraph 17(1)	Schedule 2 as	s a person	liat	le to be	detained. I expla	ained
o him that based on the	information he had	just given me	and his admi	ssion that	he r	no longer	has leave in the	UK
hat he was under arres			his and the re	asons for	it a	nd he sta	ated that he did	. An
nterpreter was not used		unter with		is he spok	ce go	od Engli	sh and informed	d me
nat he could understand				124 1				
conducted checks on he	ome office systems a	nd these con	firmed that	nes.		u	dent visa expire	d on
	1							1

Signature:

Signature witnessed by:

N/A

Emma Clouting Continuation of Statement of 30/04/2016 and he has made no further applications since the expiry of this leave. series of questions about his employment at RML Indian Restaurant. I then asked Q. WHEN DID YOU START WOKING HERE? A. LAST WEEK. Q. WHEN YOU STARTED WORKING DID YOU SHOW THE MANAGER ANYTHING TO SHOW THAT YOU HAVE THE RIGHT TO WORK? A. NO Q. HOW OFTEN DO YOU WORK? A. THURSDAY AND FRIDAY Q.HOW MUCH DO YOU GET PAID? A. £100 CASH IN HAND. If he had any medical conditions or anthing he was taking medication for. He stated I then asked that he was fit and healthy and not taking any medication. He stated that he has a brother that lives in and The service of papers on the subject as an overstayer and the initial detention of the subject was authorised by CIO J. DAVIS based on my referral of the above information. the awaiting cell van. All officers left the premises at 17:59hrs. I escorted o search for the A 25A Schedule 2 house search was completed a subjects passport. No passport was located. to IO NEWELL so she could book him into custody. He was escorted by IO I then passed O'DOWD and IO NEWELL to Chelsmford Police Station. This statement was compiled with reference to my personal issued note book number IE004474, pages 69, 70, 71 & 72.

Signature:

Signature witnessed by:

N/\tau

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All Olivers ich hacker Briefing held at moldon tescois wis same officeroas before same oic and C. I Structure . TS31CVY1090 RML Indian Restaurant, 11 Station poad, Tiphte (05 0A2 17(2) Sch 2 Warrant 1-I was assigned 42 W/NEWas cover 6210 Alleged he works at PMI No Trace on HC systems. arrested on previous visit in 17:35 Arrived at promuser male. behind counter/bar 2 p 0

ge 37 of 66

		g (i		 18: 77	search No passport retriev
					Pass custody of subject to asso permits to associate to
				8:33	Return to a face
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HMENDIX 1)	
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WITNESS STATEMENT	
Criminal Procedure Rules, r 27. 2; Criminal Justice Act 1967, s. 9; Magistrates' Courts Act 1980, s	.5B
Statement of: Alan BECKETT	
1	
Age if under 18: over 18 (if over 18 insert over 18) Occupation: Divisional Licensing Officer 759)84
This statement (consisting of 2 page(s) each signed by me) is true to the best of my knowledge and belief and I make it knowing that, if it is tendered in evidence, I shall be liable to prosecution if I have saled in it an "" saled or	
Signature: (witness) Date: 10/04/2017	10
About 17.45 hours on Wednesday 6th April 2017 as a result of information received from Mister SPARROW (County Licensing Officer) I attended RML Indian Cuisine situated at 11 Station Road Tiptree CO5 0AZ. The Essex Police Licensing system (BACCHUS) has this premises recorded as the Balti Raj. The visit being prompted by a visit by Her Majesty's Immigration Service to the premises on 23/03/2017. On my arrival I met a male person who I presumed was in charge of front of house, introduced myself and explained that I would like to see what "right to work checks" were carried out. The male stated he was unable to help me but did give me a mobile number of a said that was the boss. Prior to me leaving the venue I left my contact details in the form of a business card which contains my direct phone number and my e mail address. About 18.30 hours the same day I rang the mobile number I had been given from my own mobile and spoke to a male who stated to me that he was seed that he was the seed of the Designated Premises Supervisor. He went on to explain that his father was in Bangladesh with some health issues. I explained that I would like to see the right to work documentation held by the restaurant on behalf of its staff. Stated that he would be in contact with his father and then contact me back by Friday (07/04/2017) at the latest. dictated my direct phone number to the also has my mobile number) Signature witnessed by:	ed nis nd
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MG11 (Interactive)

Page 2 of 2

About 07.15 hours on Monday 10th April 2017 I was at my desk in Colchester Police Station when I checked my e mails and found that I did not have any from and nor did I have any voicemail messages. I also checked my mobile phone and found no evidence of any missed calls or left voicemails.

Statement made as original notes, commenced Friday 7** April 2017approx. 10;05 hours and finished 07:20 hours Monday 10th April 2017

Signature:	******	Signature witnessed by:
20,520		

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3 XI EVISIBLE

Neutral Citation Number: [2016] EWHC 1265 (Admin)

CO/345/2016

IN THE HIGH COURT OF JUSTICE QUEEN'S BENCH DIVISION THE ADMINISTRATIVE COURT

> Royal Courts of Justice Strand London WC2A 2LL

Thursday, 14 April 2016

Before:

MR JUSTICE JAY

Between: EAST LINDSEY DISTRICT COUNCIL_

Appellant

V

ABU HANIF (TRADING AS ZARA'S RESTAURANT AND TAKEAWAY)_

Respondent

Computer-Aided Transcript of the Stenograph Notes of WordWave International Limited trading as DTI 165 Fleet Street London EC4A 2DY Tel No: 020 7404 1400 Fax No: 020 7404 1424 (Official Shorthand Writers to the Court)

Mr P Kolvin QC & Mr D Dadds (instructed by David Dadds LLP) appeared on behalf of the Appellant

The Respondent did not appear and was not represented

JUDGMENT (Approved)

Crown copyright©

- MR JUSTICE JAY: This is an appeal by way of case stated from the decision of the Lincoln Magistrates' Court, District Judge Veits, given on 23 June 2015, whereby he allowed an appeal from the revocation of a premises licence by the licensing authority.
- 2. The appellant, the East Lindsey District Council, is the licensing authority. The Magistrates' Court in the usual way is not a party to these proceedings. The respondent, Mr Abu Hanif, trading as Zara's Restaurant and Takeaway, is the licence holder. He through a licensing consultant has submitted correspondence making various limited points, but indicating that he would not be taking any part in these proceedings.
- 3. The premises in question are Zara's Restaurant and Takeaway situated in North Summercoates on the Lincolnshire coast. They are licensed to sell alcohol ancillary to the supply of food. The restaurant is owned and managed by the licensee, Mr Hanif. On 29 April 2014, the premises were the subject of a joint visit by the police and immigration officers, and it was discovered that Mr Miah was working in the kitchen as a chef. It was common ground that Mr Miah had no current entitlement to remain in the UK, let alone to work. I was told that he arrived here illegally some years ago. Furthermore, it was also accepted by the respondent that he (i) employed Mr Miah without paperwork showing a right to work in the United Kingdom; (ii) paid Mr Miah cash in hand; (iii) paid Mr Miah less than the minimum wage; (iv) did not keep or maintain PAYE records; (v) purported to deduct tax from Mr Miah's salary; and (vi) did not account to HMRC for the tax deducted.
- 4. The police then applied for a review of the respondent's licence under section 51 of the Licensing Act 2003 and the matter came before the appellant's subcommittee on 30 June 2014. The subcommittee decided to revoke the respondent's licence. Its reasons were as follows:
- 5. "The subcommittee were satisfied that Mr Hanif did not take the appropriate checks of staff members having knowledge that there were problems previously at the other premises with overstayers, and that he continued to allow staff to work at Zara's restaurant without making appropriate checks.
- 6. The subcommittee were satisfied that Mr Hanif had not undertaken the relevant checks to ensure the employee concerned was eligible to work in the United Kingdom. Instead of not allowing employees to work if they had not provided the correct documentation he allowed them to work and paid cash in hand. With all this in mind the subcommittee were satisfied that Mr Hanif had knowingly employed person/s unlawfully in the United Kingdom.

- 7. The subcommittee considered the evidence by Mr Kheng on behalf of Mr Hanif and the Home Office section 182 Guidance to Licensing Authorities. The subcommittee were of the view that the premises licence should be revoked and that revocation was an appropriate step with a view to promoting the crime prevention licensing objective."
- 8. The respondent then appealed to the Magistrates' Court. There was a hearing on 27 March 2015, and on 23 June the district judge decided to allow the respondent's appeal. On 1 September 2015, the district judge determined the issue of costs and on 7 January 2016 he stated the case. The appeal to the district judge was de novo, but he accepted that he could only allow the appeal if the subcommittee's decision was "wrong", the burden being on the appellant before him to establish that.
- 9. Looking now at the stated case, the district judge noted that the respondent had received a civil penalty for employing an illegal worker under section 15 of the Immigration, Asylum and Nationality Act 2006. An immigration officer gave evidence to the effect that although by virtue of section 21 a criminal offence was committed, such proceedings were rarely brought. The district judge also noted that the police and the Council's licensing officer were no longer saying that the respondent was a serial offender, but a redacted report which was placed before the subcommittee still gave the impression that he "was in a much worse position than he actually was". As for the failure to pay the minimum wage, the district judge said this:
 - A. "In his evidence before me Mr Hanif accepted that he had not paid the minimum wage and this in itself can be a criminal offence. I found that this was not the main basis of the subcommittee's decision however and again there was no evidence that he had been reported for that alleged offence. It would appear from their reasons that the subcommittee used the evidence of paying cash in hand as justification for the finding that he knowingly employed Mr Miah. The prosecuting authority however appear to have taken a different view in offering the civil penalty."
- 10. The district judge's core reasoning was that no crime had been committed. As he put it:
 - A. "It appeared to me that no crime had been committed as a result of the visit to the premises in April of last year. A civil penalty had been imposed rather than

prosecution for the section 21 offence and no other crime had been reported in relation to not paying the minimum wage."

- 11. In the district judge's view, the crime prevention objective was not engaged.
- 12. The district judge also criticised the subcommittee for adopting an inconsistent approach because in other similar cases only warnings were issued. Finally, he considered that the subcommittee may have been influenced by comments in the police report, leading them to believe that they were dealing with a serial offender.
- 13. At the conclusion of the stated case, the district judge posed two questions for my determination. I will address these at the end of my judgment.
- 14. I was taken by Mr Philip Kolvin QC to various provisions of the Licensing Act 2003 as amended. Under section 4(1)and(2) a licensing authority must carry out its licensing functions with a view to promoting the licensing objectives, which include "the prevention of crime and disorder". The provisions dealing with the review application brought by the police are contained in sections 51 and 52. Under section 52(3), the licensing authority (and on appeal the Magistrates' Court):
 - A. "... must, having regard to the application and any relevant representations, take such of the steps mentioned in subsection (4) (if any) as it considers appropriate for the promotion of the licensing objectives."
- 15. The epithet "appropriate" was introduced by amendment in 2011. Previously the test had been stricter. In my judgment, it imports by necessary implication the concepts of proportionality and relevance.
- 16. Mr Kolvin submitted that the district judge erred in a number of respects. First, he wrongly held that, given that criminal proceedings were never brought, the crime prevention objective (see section 4(2)) was not engaged. The statute is concerned with the prevention rather than the fact of crime. Secondly, and in any event, the interested party had committed criminal offences in relation to tax evasion, the employment of an illegal worker, and employing an individual at remuneration below the minimum wage. As for the employment of an illegal worker, Mr Kolvin accepted that this requires knowledge on the part of the employer, and he also accepted that it is not altogether clear whether the district judge found as a fact that the respondent possessed the requisite knowledge. However, the core question is the promotion of the licensing objectives, not

- the fact of anterior criminal activity, and in this regard a deterrence approach is appropriate.
- 17. Thirdly, Mr Kolvin submitted that there was no evidence of an inconsistent approach by the subcommittee in giving warnings in some cases because all cases turn on their own facts. Finally, Mr Kolvin submitted that there was no basis for the district judge's conclusion that the subcommittee may have been influenced by a suggestion that the respondent was a serial offender.
- 18. I accept Mr Kolvin's submissions. In my view the district judge clearly erred. The question was not whether the respondent had been found guilty of criminal offences before a relevant tribunal, but whether revocation of his licence was appropriate and proportionate in the light of the salient licensing objectives, namely the prevention of crime and disorder. This requires a much broader approach to the issue than the mere identification of criminal convictions. It is in part retrospective, in as much as antecedent facts will usually impact on the statutory question, but importantly the prevention of crime and disorder requires a prospective consideration of what is warranted in the public interest, having regard to the twin considerations of prevention and deterrence. The district judge's erroneous analysis of the law precluded any proper consideration of that issue. In any event, I agree with Mr Kolvin that criminal convictions are not required.
- 19. To the extent that the analysis must be retrospective, the issue is whether, in the opinion of the relevant court seized of the appeal, criminal offences have been committed. In the instant case they clearly had been: in relation to tax evasion (see the common law offence of cheating the Revenue and the offence of fraudulent evasion of tax contrary to section 106A of the Taxes and Management Act 1970); and the employment of Mr Miah at remuneration below the minimum wage (see section 31 of the National Minimum Wage Act 1998). Moreover, given the evidence that Mr Miah never provided the relevant paperwork, notwithstanding apparent requests, the obvious inference to be drawn is that the respondent well knew that he could not, and that no tax code and National Insurance number had been issued. The corollary inference in my judgment is that the respondent well knew that Mr Miah could not provide the relevant paperwork because he was here illegally.
- 20. I also accept Mr Kolvin's submission that each case must turn on its own facts. As a matter of law, unless it could be said that some sort of estoppel or related abuse of process arose in the light of warnings given in other cases, the alleged inconsistent approach led nowhere. In my judgment, it could not be so said.
- 21. Finally, I agree with Mr Kolvin that there is nothing in the point that the subcommittee could have been misled about the interested party being a serial offender. The point that

the subcommittee was making was the fact that the respondent had worked at premises where illegal workers were also employed meant that he should have been vigilant to the issue.

- 22. Thus the answer to the district judge's two questions are as follows:
 - A. Q. "Was I correct to conclude that the crime prevention objective was not engaged as no crimes had been proceeded with, the appellant only receiving a civil penalty?"
 - B. No.
 - C. Q. "Was I correct in concluding that the respondent had been inconsistent in similar decisions in not revoking the licence [sic]?"
 - D. No.
- 23. Having identified errors of law in the district judge's decision, the next issue which arises is whether I should remit this case for determination in the light of my ruling or whether I have sufficient material to decide the issue for myself. I should only adopt the latter course if satisfied that the issue is so obvious that no useful purpose would be served by remission. I am so satisfied. Having regard in particular to the twin requirements of prevention and deterrence, there was in my judgment only one answer to this case. The respondent exploited a vulnerable individual from his community by acting in plain, albeit covert, breach of the criminal law. In my view his licence should be revoked. Another way of putting the matter is that the district judge had no proper basis for overturning the subcommittee's assessment of the merits.
- 24. It follows in my judgment that the only conclusion open to the district judge in the present case was to uphold the revocation of the respondent's licence. This appeal must be allowed and the respondent's licence must be revoked.

- 25. MR KOLVIN: My Lord, I'm very grateful. Can I deal with the question of costs, both here and below.
- 26. MR JUSTICE JAY: Yes.
- 27. MR KOLVIN: Should I start with here.
- 28. MR JUSTICE JAY: Yes.
- 29. MR KOLVIN: My Lord, we would ask for the costs before this court. I just want to pray in aid four very brief points. The first is the result. The second is that the district judge's approach was expressly urged on him by the respondent's legal team. Thirdly, that the respondent was expressly urged to concede this appeal to stop costs running, he was given that opportunity at pages 42 and 43 of the bundle. Fourthly, perhaps a little bit tugging at the heart strings, but there's no reason why the Council Tax payers of East Lindsey should bear the cost of establishing what has been established in this court. So we would ask for the costs up here.
- 30. There is a schedule and the schedule has been served upon Mr Hanif by letter dated 16 March of 2016. I don't know whether the schedule has found its way to my Lord, if not I can hand up a copy.
- 31. MR JUSTICE JAY: It has.
- 32. MR KOLVIN: It has. My Lord, I can see that VAT has been added on. It doesn't need to be because of course the Council can retrieve the VAT, so my application is for £16,185. I know there's not a lot of explanation around my fee, but it was taken on a single fee for all work involved in relation to the case stated; advice, the skeleton argument and attendance today, so it's one single --
- 33. MR JUSTICE JAY: What about your junior's fees?
- 34. MR KOLVIN: My learned junior is also my instructing solicitor, he wears two hats.
- 35. MR JUSTICE JAY: I see.
- 36. MR KOLVIN: He has his own firm which is Dadds LLP, and he is also a member of the bar, so although he has appeared as my junior, his fee is wrapped up in the solicitors' fees set out in the schedule.
- 37. MR JUSTICE JAY: Okay. What about the costs below?
- 38. MR KOLVIN: My Lord, I'm just trying to ascertain what the position is.

- 39. MR JUSTICE JAY: I thought there was no order for costs below.
- 40. MR KOLVIN: There was no order for costs below, that was on the basis that the appeal had been allowed. The situation in relation to costs of licensing appeals are set out in section 181 of the Act, which enables the court to make such order as it thinks fit. Normally when appeals are dismissed there is no real question about it, costs follow the event. When appeals are allowed, some further considerations come into play, which are expressed by the Master of the Rolls in a case which you may have come across called City of Bradford v Booth, which is the case where the Master of the Rolls said that local authorities shouldn't be put off from trying to make honest and reasonable decisions in the public interest. And so one has to take account additionally of the means of the parties and their conduct in relation to the dispute, but in this case of course the appeal has now been dismissed, and so we would say that the ordinary rule is that the costs should follow the event, the appeal having failed. I'm just trying to ascertain whether schedules were ever served below, in the light of the way the case came out. (Pause)
- 41. My Lord, I'm really sorry that we don't actually have the schedule here, apparently it was £15,000. If you were minded to order costs below the options are either I suppose to wait and we will have the thing emailed up, or to say, "Look, it was below, it's a little bit more complex, they should be assessed if not agreed."
- 42. MR JUSTICE JAY: This is going to wipe him out, isn't it?
- 43. MR KOLVIN: Well he has already said, I have to say, I'm just telling you frankly what I've been told this morning, that when the bundles and the schedules were served on him, he had clearly read them, but he said, "If you win in the High Court and get costs against me, then I'm just going to declare myself bankrupt." So there may well be a bit of football(?) about this, but nonetheless it was his appeal, his team raised a point which in retrospect was very surprising, and caused an awful lot of costs to be incurred.
- 44. MR JUSTICE JAY: Yes. Well I am going to assess the costs here in the round figure of £15,000.
- 45. MR KOLVIN: Thank you.
- 46. MR JUSTICE JAY: If there was a schedule, which you tell me there was, below, it is proportionate that I assess those costs rather than put you to the trouble of a detailed assessment, so if you could have that emailed to my clerk in due course, I will assess the costs below.
- 47. MR KOLVIN: Thank you, my Lord.
- 48. MR JUSTICE JAY: On the basis of that schedule.

- 49. MR KOLVIN: We're not trying to be too ambitious, but we would like to see what we can --
- 50. MR JUSTICE JAY: I'll take a broad brush approach to that.
- 51. MR KOLVIN: Thank you.
- 52. My Lord, the only other thing to mention is that this isn't the only case which is kicking around the east of England where licensing subcommittees are being urged to take no action because there has been no prosecution in these immigration cases. Although I appreciate that this is hardly stellar law making, it's an application of pretty well established legal principles to the facts, I'm asking whether my Lord would be minded to certify this so that we can adduce the authority in other cases, because it's a clear statement of the law that there doesn't need to have been a prosecution. So with the practice direction in mind, would my Lord be minded to --
- 53. MR JUSTICE JAY: Just remind me of the practice direction.
- 54. MR KOLVIN: Yes, can I hand it up?
- 55. MR JUSTICE JAY: Yes. (Handed)
- 56. MR KOLVIN: If Mr Hanif had come I wouldn't need to make the application. It's paragraph 6.1. The judgment has to clearly indicate that it purports to establish a new principle or extends the present law and that has to take the form of an express statement to that effect, and then 6.2 says what categories of judgment we're dealing with, which include applications attended by one party only.
- 57. So that's the situation we're in. In reality these judgments get around anyway, because we're dealing with administrative tribunals and not courts, but sometimes the point is taken, "Ah yes, but the court didn't certify".
- 58. MR JUSTICE JAY: But where's the new principle I've established?
- 59. MR KOLVIN: My Lord, what you have said clearly, which hasn't been said before, by dint of the fact that not many licensing cases reach the lofty heights of this building, is that there does not need to have been a prosecution in order for the crime to have --
- 60. MR JUSTICE JAY: Oh, I see. Well that's so obvious it almost goes without saying, that's why it hasn't been said before.
- 61. MR KOLVIN: My Lord, it was obvious to everyone except the district judge, the appellant and other licensees in the east of England.

- 62. MR JUSTICE JAY: Okay.
- 63. In terms of the logistics, if you want a copy of the judgment, don't you have to pay for it?
- 64. MR KOLVIN: We may have to, and we would be obviously very pleased to do so.
- 65. MR JUSTICE JAY: Because I'm not sure that all judgments are, in the Administrative Court, they're not all transcribed and published.
- 66. MR KOLVIN: That is correct, and I have no doubt that my client would be -- this isn't a matter about the costs of the judgment.
- 67. MR JUSTICE JAY: No, fortunately it doesn't cost that much. But I will give the certification. I have never been asked to do so before, I must confess.
- 68. MR KOLVIN: Yes.
- 69. MR JUSTICE JAY: Because these cases are referred to almost willy nilly, if they're available on Lawtel or wherever.
- 70. MR KOLVIN: Yes, they are.
- 71. MR JUSTICE JAY: Then they're just provided.
- 72. MR KOLVIN: They get into the textbooks and they --
- 73. MR JUSTICE JAY: No-one objects.
- 74. MR KOLVIN: Yes. It has happened once before, in relation to the meaning of the Court of Appeal judgment in Hope and Glory, and Lindblom J, as he then was, was asked repeatedly would he certify in relation to the meaning of Hope and Glory, which is an important test, and he was pretty engaged in the practice direction. But since then that judgment, there's always an argument in court about whether it can be cited or not. The difference between licensing and some other fields of law is that very few cases reach here, so when they do, the judgments of High Court judges are gold dust.
- 75. MR JUSTICE JAY: Yes, well I'm happy to make the certification.
- 76. MR KOLVIN: Thank you very much indeed.
- 77. MR JUSTICE JAY: We wouldn't want this point to be taken again successfully.
- 78. MR KOLVIN: No.

- 79. MR JUSTICE JAY: Now as a matter of courtesy, is the judgment, once available, sent to the district judge, or is it something that I should do informally?
- 80. MR KOLVIN: I don't know, my Lord, what the normal practice is. I don't think that I have previously been on a legal team which has sent judgments, but we're very happy to undertake to do so.
- 81. MR JUSTICE JAY: Yes, I think if you're going to get a copy, obviously you're going to send it to the respondent --
- 82. MR KOLVIN: Indeed.
- 83. MR JUSTICE JAY: -- so he can ingest it. I think you should send it to the district judge, just saying that the judge directed that out of courtesy he should see it.
- 84. MR KOLVIN: We're very happy to do that. Thank you very much indeed.
- 85. MR JUSTICE JAY: Thank you very much.

Appendix F

The Income Tax (Pay As You Earn) Regulations 2003, (SI 2003 No. 2682)

Regulations 8, 21 - deduction and repayment of tax under the appropriate code.

- Regulations 22, 23, 28, 29, 31 calculation and making of deduction or repayment.
- Regulations 9, 46, 47, 48, 49, 58 employee for whom code not known.
- Regulation 66 deductions working sheet (DWS).
- Regulations 68, 69 payment of tax monthly by employer.
- Regulations 70 payment of tax quarterly by employer.
- Regulation 97 retention of employer's records.

Social Security Contributions and Benefits Act 1992

- Section 3 and paragraph 2 of Schedule 1 earnings and earnings periods.
- Section 6 liability to pay Class 1 NICs.
- Sections 8 & 9 calculation of primary and secondary Class 1 NICs.
- Paragraph 3 of Schedule 1 method of paying Class 1 NICs.
- Paragraph 3B of Schedule 1 transferring secondary NIC liability to an employee.
- Paragraph 6 of Schedule 1 power to combine collection of NICs with income tax.
- Paragraph 7 & 7A of Schedule 1 penalties in the case of returns.
- Paragraph 7B & 7BZA of Schedule 1 collection of NICs otherwise, than through the PAYE system.

Social Security (Contributions) Regulations 2001, (SI 2001 No 1004)

- Regulations 2 -31 assessment of Class 1 NICs.
- Regulation 67 and Schedule 4 makes provision for Class 1 NICs to be paid, accounted for and recovered
 in a like manner as PAYE.
- Paragraphs 6 & 7(13) of Schedule 4 prepare and maintain a DWS.
- Paragraph 7 of Schedule 4 calculation of Class 1 NICs deductions.
- Paragraph 10 of Schedule 4 payment of NICs monthly by employer.
- Paragraph 11 of Schedule 4 payment of NICs quarterly by employer.
- Paragraph 11A of Schedule 4 payment of NICs in respect of retrospective earnings.
- Paragraph 22 of Schedule 4 end of year returns.
- Regulation 26 of Schedule 4 retention of employer's records.

Appendix G

DESIRED OUTCOMES:

The desired out comes Essex Police are seeking are:

- The REVOCATION of the premises licence: OR
- Suspension of the premises licence for a period determined by the licensing committee

The Colchester Licensing Sub-committee may consider imposing conditions to the premises licence of Atremis.

Essex Police contention is that conditions are not suitable to be applied to premises licence in the case of the employment of illegal workers.

To assist the sub-committee I will use this example: The following conditions have been determined by a licensing sub-committee at a licensing review of a premise employing an illegal worker in Essex during 2016. Essex Police comments are in *bold italics*

The Premises Licence holder will operate a full digital or paper HR management system where all
relevant documents are stored for each individual member of staff. Relevant documents must include
the Home Office Right to Work Checklist and other required documents.

This condition is a duplication of existing Immigration Legislation i.e. The Immigration, Asylum and Nationality Act 2006 which clearly states right to work checks must be carried out and recorded

The Premises Licence holder will work at the premises will work with an appropriate agency e.g.
People Force International and carry out checks on the Home Office website to verify identification,
visa and right to work documents

This is surely a natural responsibility of a Premises Licence holder in the promotion of the Crime and Disorder Licensing Objective. Guidance is freely available on the GOV.UK website and should be followed as a matter of course

3. No new member of staff will be able to work at any type premises (including any trial period) unless they have provided satisfactory proof of identification and right to work

This is s duplication of point 1 above, is not relevant and is a lawful requirement of the 2006 Act

4. All documents for members of staff will be retained for a period of 12 months post termination of employment and will be available on the premises at all times to police, immigration or licensing officers upon request

This condition contradicts Home Office Guidance May 2015 published in "An employer's guide to acceptable right to work documents" Page 5 Step 3 Retaining evidence: states that the copies of employees documents should be kept for a two year period after they have stopped working. Licensing conditions should not override government guidance and is an unnecessary duplication

AMENDIX H



Colchester Borough Council

Premises Licence

Granted under the Licensing Act 2003 s18

Colchester Borough Council Licensing Team PO Box 889 Town Hall Colchester CO1 1FL

Premises licence number: 004785

PART 1 - PREMISES DETAILS	
The Balti Raj 11A Station Road Tiptree	
Post town: Colchester	Post code: CO5 0AZ

Date Licence Granted: 3rd October 2005
Annual Fee Date: 2nd October 2009

Regulated Activities authorised by this	licence:
Performance of Plays	
Film Exhibitions	
Indoor Sporting Events	
Boxing or Wrestling Entertainment	
Performance of Live Music	
Playing of Recorded Music	
Performance of Dance	
Other Music or Dance Entertainment (see Schedule)	
Facilities for Making Music	
Facilities for Dancing	
Other Facilities for Music & Dance	
Late Night Refreshment	
Sale by Retail of Alcohol	Licensed

	ence authorises the carrying o		
Monday	retail of alcohol :-		
Tuesday	10.00 to 0.00		
Wednesday	10.00 to 0.00		
Thursday	10.00 to 0.00 10.00 to 0.00		
Friday	10.00 to 0.00		
Saturday	10.00 to 0.00		
Sunday	12.00 to 23.30		
Seasonal Variations	12.00 10 23.30		
Non-Standard Times			
b) The provision	From 10.00 New Year's Eve u	intil 23.00 New Year's Day	
= 7 The provisio	Performance of Plays	and entertainment facilities: –	
Monday	- Continuite of Plays	Exhibition of Films	
Tuesday			
Wednesday			
Thursday			
Friday			
Saturday			
Sunday			
Seasonal Variations			
Non-Standard Times			
Non-Standard Times	 		
	Indoor Sporting Events	Boxing or Wrestling	
Monday		Entertainment	
Tuesday			
Wednesday			
Thursday			
riday			
Saturday			
Sunday			
Seasonal Variations			
Ion-Standard Times			
50 7 man	Performance of Live Music	Di i in	
londay	Tive Music	Playing of Recorded Music	
uesday			
/ednesday			
nursday			
iday			
aturday	1100		
unday			
easonal Variations			
on-Standard Times			

	Performance of Dance	Other Music or Dance Entertainment
Monday		
Tuesday		
Wednesday		
Thursday		
Friday		
Saturday		
Sunday		
Seasonal Variations		
Non-Standard Times		
	Facilities for Making Music	Facilities for Dancing
Monday		
Tuesday		
Wednesday		
Thursday		
Friday		
Saturday		
Sunday		
Seasonal Variations		
Non-Standard Times		
	Other Facilities for Music & Dance	Late Night Refreshment
Monday		
Tuesday		
Wednesday		
Thursday		
riday		
Saturday		
Sunday		
Seasonal Variations		
Ion-Standard Times		

The Opening Hours	of the Premises
Monday	10.00 to 0.30
Tuesday	10.00 to 0.30
Wednesday	10.00 to 0.30
Thursday	10.00 to 0.30
Friday	10.00 to 0.30
Saturday	10.00 to 0.30
Sunday	12.00 to 23.30
Seasonal Variations	
Non-Standard Times	

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

Alcohol may be served ON the premises

PART 2	
Name, (registered) address, telep premises licence	phone number and e-mail (where relevant) of holder(s) of
Licence Holder 1	Licence Holder 2
Mr Mohibur Rahman	
	Tel:
	E-mail:

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

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



Tel:

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

05/00991 Chelmsford BC



Simon Harvey Licensing Manager

23rd January 2009

Date of issue

Annex 1 - Mandatory Conditions

Alcohol

- 1. No sale/supply of alcohol shall be made when there is no Designated Premises Supervisor in respect of the Premises Licence.
- 2. No sale/supply of alcohol shall be made when the Designated Premises Supervisor does not hold a Personal Licence or when his/her Personal Licence is suspended.
- 3. Every sale/supply of alcohol under the Premises Licence shall be made, or authorised by a person who holds a Personal Licence.

Door Supervision

Where a premises licence includes a condition that at specified times one or more individuals must be present at the premises to carry out a security activity, they must be licensed by the Security Industry Authority

Annex 2 - Embedded Restrictions

Annex 3 - Conditions Carried Forward on Conversion

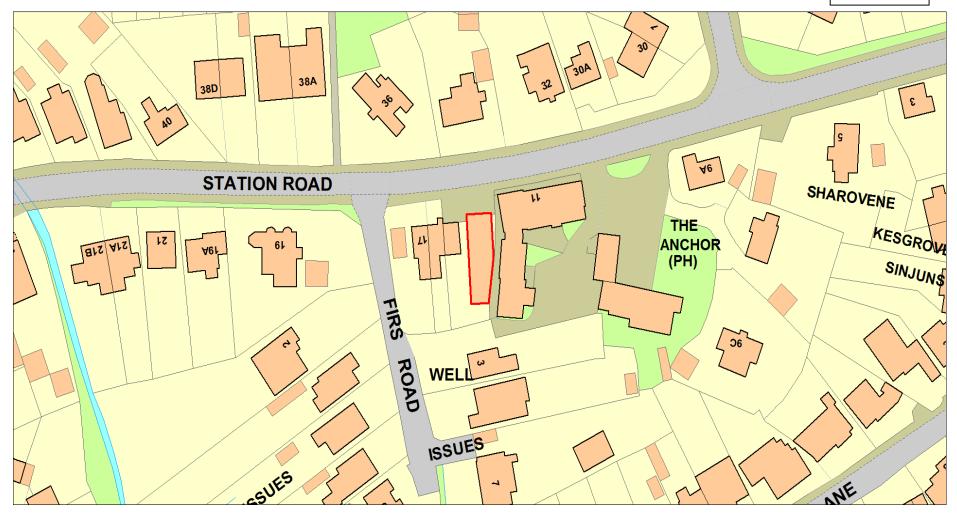
- 1. This licence is granted subject to the condition that intoxicating liquor shall not be sold or supplied on the premises otherwise than to persons taking table meals there and for consumption by such a person as an ancillary to his meal.
- 2. Suitable beverages other than intoxicating liquor (including drinking water) shall be equally available for consumption with or otherwise as an ancillary to meals served in the licensed premises.

Annex 4 - Conditions Consistent with the Operating Schedule

Annex 5 - Conditions Attached after a Hearing by the Licensing Authority

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Appendix 2



Premises Location Plan

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Application Reference: 004785

Premises Address: The Balti Raj, 11A Station Road, Tiptree, Colchester, CO5 0AZ

Date Produced: 17 May 2017 (Map Not to Scale)

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