

Essex Police submission regarding review of the premises Licence for:

Great Gurkha Restaurant, 126 Old Road, Clacton-on-Sea, CO15 3AH

Premises Licence Holder: Aishwarya Enterprises Ltd, 126 Old Road, Clacton-On-Sea, England, CO15 3AH



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1.0 Introduction

- 1.1 Essex Police work in close partnership with the Home Office, particularly the Immigration Compliance and Enforcement (ICE) team. Essex Police have a responsibility to make representations to prevent crime and disorder and illegal working is listed as a particularly serious offence in the Licensing Act 2003. Therefore, Essex Police are the most appropriate Responsible Authority to apply for a review in the circumstances outlined below. Please see Appendix B for more information on this.
- 1.2 In February 2019 ICE officers executed a search warrant under Schedule 2, Paragraph 17(2) of the Immigration Act 1971 at the Great Gurkha restaurant, 126 Old Road, CO15 3AH. Two males found working were arrested for immigration offences and both had no right to work. More information on this visit can be found in Appendix C.
- 1.3 Due to the extended period of time before details were passed to Essex Police Licensing, it was deemed more appropriate to give a formal warning than to apply for a review at that stage. The Premises Licence Holder and Designated Premises Supervisor at that time, Mr confirmed in a subsequent meeting that the business did not conduct the necessary right to work checks.
- 1.4 attended this meeting on the 4th of March with his mother, Mrs.
- 1.5 At approximately 18:22 hours on Friday the 10th of January 2020, Immigration Compliance and Enforcement (ICE) Officers, joined by Essex Police, executed a search warrant under Schedule 2, Paragraph 17(2) of the Immigration Act 1971 at the Great Gurkha restaurant, 126 Old Road, CO15 3AH.
- 1.6 On entry to the premises, 5 members of staff were encountered. Following initial checks, 3 individuals were discovered to be illegally working. It is also prudent to mention that, at the time of the visit the restaurant only had one member of staff registered with HM Revenue and Customs.
- 1.7 One male questioned, (Offender 1), stated that he entered the UK in 1999 and his visa expired 20 years ago. He declared this immediately to ICE officers. He was encountered in the kitchen standing directly in front of lit burners containing vats of food.
- 1.8 Offender 1 stated that he was working in the kitchen as a 'casual worker' and receives £10 or £20 as remuneration. Offender 1 also stated that he did not show any documents to get this work, as he does not have any. It was stated that he was given the job by who was acting as front of house for the restaurant.



- 1.9 Another male was encountered by the name of (Offender 2). Offender 2 was encountered in the preparation area of the kitchen and had food in his hand when officers approached him. Offender 2 was questioned through an interpreter.
- 1.10 When asked why he was at the premises, Offender 2 stated that he was there to 'help the restaurant' and would be receiving a little bit of money and was also living above the restaurant. When asked how much he pays to live there, he replied 'it's part of my employment'. Offender 2 disclosed that he had been working at the restaurant for one and a half months and that his employers did not ask for documents before employing him.
- 1.11 The third male, _______ (Offender 3), was encountered in the kitchen and immediately disclosed to officers that he was an overstayer and not allowed to work. Offender 3 stated that he was visiting his friend and produced a train ticket to return back to ______. This offender was already on bail for immigration offences.
- 1.12 Home Office checks confirmed that none of the 3 individuals have the right to work in the UK.
- 1.13 A notice regarding the possibility of a civil penalty was issued by ICE officers.
- 1.14 During the visit, Police Licensing Officer MOODY spoke with as she identified herself as the manager while the Designated Premises Supervisor (DPS) was away having a break. was recognised from a previous meeting as the mother of the previous DPS, More information on this visit can be found in appendix D and E.
- 1.15 The Premises Licence Holder at the time of this visit was Aishwarya Enterprises Ltd. Companies House shows as the sole director of that company.
- 1.16 On the 29th of January 2020 Police Licensing Officer MOODY in the company of Mrs. CRANSTON, HMRC Hidden Economy Officer, attended the Great Gurkha for an arranged appointment with outcome of the ICE visit.
- attended the meeting in the company of and was asked about the individuals who were detained on the 10th January and the business' policy toward right to work checks.

 stated that it was her responsibility to hire staff and added that also finds employees. It was mentioned that there had been a change of staff at the start of January. This did not fit in with what we had been told by who stated he had been working there for a month and a half. When asked about right to work checks, a file was



When questioned about checks made for the staff before the change in January, and for the other staff found during the visit in January it was stated that the folder had been lost. This was an additional concern due to the sensitive personal information that would have been in that folder.

- 1.18 As the meeting continued, both attendees admitted to having 'lost control of the business' and could not explain why the illegal workers discovered in January told officers they were receiving pay for their work.
- 1.19 A copy of the Home Office guidance to right to work checks was left for the attention of the business. Full details of this meeting can be found in appendix F.
- 1.20 One male stated he was payed £10 or £20 pounds per shift, while another stated he was payed "a little". This raises concerns around payment of the National Minimum Wage which currently stands at £8.21 per hour. Given that HMRC had record of only 1 employee, it is highly likely that these workers were paid in cash, avoiding other tax responsibilities.
- 1.21 A recent Home Office report ('The Economic and Social Costs of Modern Slavery', 30.07.18) estimates that labour exploitation costs the UK economy £318,810 per victim (made up of expenditure on protective and preventative measures, physical and emotional harms, lost time and output, health and victim services and law enforcement costs).
- 1.22 This employer has enabled 3 persons to commit the offence of working illegally, has employed illegal workers and committed further criminal offences in regards failure to pay the minimum wage, contribute to an employee's pension, make employer NI contributions and make a PAYE return as regards the subjects. All of these offences are breaches of the crime and disorder objective by the management of the premises licensed by the Authority.
- 1.23 This is matter is one to be taken especially seriously due to the fact the premises has employed multiple illegal workers on two separate occasions in a 12 month period. The operational management has remained the same throughout this time, with education and advice being given after the first discovery.
- 1.24 More evidence to suggest the business has changed in name only can be found on Companies House. Whereby the initial incorporation of Aishwarya Enterprises listed as the service address for this is the home address of the previous DPS and See Appendix G for more information on this.
- 1.25 This second occasion is a flagrant disregard of the licensing authority's stance on illegal working in licenced premises and Essex Police would point to the



document available on the Tendring District Council Licensing page entitled "Guidance for Licensing Authorities to Prevent Illegal Working in Licensed Premises in England and Wales" which states on page 14 that "the licensing authority may consider revocation of the licence – even in the first instance".

1.26 For the reasons set out in this document, Essex Police would ask the Licensing Authority to revoke the premises licence.



2.0 Reason for review

- 2.1 Whether by negligence or wilful blindness one or more illegal workers were engaged in activity on the premises, yet it is a simple process for an employer to ascertain what documents they should check before a person is allowed to work. It is an offence to work when a person is disqualified to do so and such an offence can only be committed with the co-operation of a premises licence holder or its agents. It is also an offence to employ an illegal worker where there is reason to believe this is the case.
- 2.2 The case of *East Lindsey District Council v Hanif* (see 8.12) determined that in such circumstances, even without a prosecution, the crime prevention objective is engaged. The statutory Guidance issued under the Licensing Act provides that certain criminal activity (in particular employing illegal workers) should be treated particularly seriously and it is envisaged that the police will use the review procedures effectively to deter such activities and crime.
- 2.3 Essex Police submits that for commercial reasons those engaged in the management of the premises employed illegal workers and a warning or other activity falling short of a review is inappropriate; this is why Essex Police has proceeded straight to review.



3.0 Outcome sought

- 3.1 Essex Police asks that the premises licence is revoked. Merely remedying the existing situation (for instance by the imposition of additional conditions or a suspension) is insufficient to act as a deterrent to the licence holder and other premises' licence holders from engaging in criminal activity by employing illegal workers and facilitating disqualified immigrants to work illegally.
- 3.2 This submission and appended documents provide the licensing subcommittee with background arguments and information pertinent to that contention. These provide the sub-committee with a sound and defensible rationale as to why it should revoke the licence.
- 3.3 It is in such circumstances as this review application that a respondent may suggest that conditions are imposed which would prevent a reoccurrence of the employment of illegal workers in the future; an argument that the sub-committee should take remedial and not punitive action.
- 3.4 However since 2006 (with the introduction of the Immigration, Asylum and Nationality Act 2006) employers have had a duty to conduct checks to ensure employees and potential employees are not disqualified from working. Only by completing the required checks and maintaining records of such checks can an employer demonstrate a 'statutory excuse' and evade liability for a civil penalty issued by Immigration Enforcement. In order to protect themselves, reputable employers have been conducting these checks since 1996 when it first became a criminal offence to employ illegal workers.
- 3.5 The Guidance is clear that "Licence conditions should not duplicate other statutory requirements or other duties or responsibilities placed on the employer by other legislation" (paragraph 1.16). The 2006 Act imposes duties and responsibilities already.
- 3.6 Essex Police contends that a licence holder who has himself or through his agents negligently or deliberately failed to conduct right to work checks which have been a requirement since 2006 should not be afforded an opportunity to do so until caught and then merely be asked to do what they should have been doing already. Deterrence and not mere remedy is appropriate and is supported by case law (as set out within section 8 of this submission).
- 3.7 Respondents who fail to convince a sub-committee that the imposition of conditions to undertake proper right to work checks is a suitable alternative to a deterrent outcome often point to the option of suspension of a licence; pointing out that this may be a suitable punitive response instead which will deter others.
- 3.8 Often this will include claims that the business has 'learnt its lesson' and that since its criminal activity has been discovered it has reconsidered its position,



brought in new procedures, 'parachuted in' consultants and new managers etc. On occasion it is hinted that the respondent will 'accept' a suspension as an alternative to revocation, assuaging an authority's concern that an appeal may otherwise be launched. This is not a deterrent - a suspension merely warns other potential perpetrators that they may trade illegally until caught and then suffer only a brief hiatus in selling alcohol before continuing with their activity. The risk of being caught is low so the consequence of being caught must be stiff in order to qualify as deterrence.

- 3.9 Essex Police would counter such claims and point to the continuing changes made to both immigration law and the Guidance (paragraphs 11.26 11.28) which point to a requirement to send a clear message to potential illegal immigrants that UK authorities will do all they can to prevent them finding illegal employment and a similar message to employers that those employing illegal workers will face severe disruption and penalties. There are simple processes (set out in section 5 of this submission) to avoid the hire of illegal workers and the legislative thrust is in avoiding the occurrence in the first place not remedying the situation once discovered.
- 3.10 If it were not for criminally minded or complicit employers; illegal workers would not be able to obtain a settled lifestyle and deprive legitimate workers of employment. The use of illegal labour provides an unfair competitive edge and deprives the UK economy of tax revenue. Illegal workers are often paid below the minimum wage (itself an offence) and National Insurance payments are not paid. The main draw for illegal immigration is work and low-skilled migrants are increasingly vulnerable to exploitation by criminal enterprises; finding themselves in appalling accommodation and toiling in poor working conditions for long hours for little remuneration.
- 3.11 A firm response to this criminal behaviour is required to ensure that the licence holder and/or its agents are not allowed to repeat the exercise and in particular, in the interests of the wider community to support responsible businesses and the jobs of both UK citizens and lawful migrants. It is also required to act as a deterrent to others who would otherwise seek to seek an unfair competitive advantage, exploit workers and deny work to the local community, evade the payment of income tax and (unlawfully) inflate their profits to the expense of others.



4.0 Immigration Offences

- 4.1 Illegal workers are those subject to immigration control who either do not have leave to enter or remain in the UK, or who are in breach of a condition preventing them taking up the work in question. It is an employer's responsibility to be aware of their obligations and ensure they understand the immigration landscape to avoid the risk of prosecution, the imposition of a civil penalty or the revocation/suspension of their premises licence.
- 4.2 Since 1996 it has been unlawful to employ a person who is disqualified from employment because of their immigration status. A statutory excuse exists where the employer can demonstrate they correctly carried out document checks, i.e. that they were duped by fake or forged documents.
- 4.3 The Immigration Act 2016 came into force in July 2016 and its explanatory notes state that "these offences were broadened to capture, in particular, employers who deliberately did not undertake right to work checks in order that they could not have the specific intent required to 'knowingly' employ an illegal worker".
- 4.4 Since 2016 an employer may be prosecuted not only if they knew their employee was disqualified from working but also if they had reasonable cause to believe that an employee did not have the right to work: what might be described as *wilful ignorance'*, where either no documents are requested or none are presented despite a request. This means an offence is committed when an employer 'ought to have known' the person did not have the right to work.
- 4.5 Since 2016 it has also been an offence to work when disqualified from doing so. It is obvious that without a negligent or wilfully ignorant employer, an illegal worker cannot work. Such an employer facilitates a criminal offence and Essex Police highlights this as relevant irrespective of whether a civil penalty is imposed or a prosecution launched for employing an illegal worker.
- 4.6 In this context, under section 3(1)(C)(i) Immigration Act 1971 (as amended by the 2016 Act) restrictions are not limited simply to employment (i.e. paid work) but now includes all work.
- 4.7 Thus an individual with no right to work in the UK commits offences if they undertake paid or unpaid work, paid or unpaid work placements undertaken as part of a course etc. are self-employed or engage in business or professional activity. For instance, undertaking an unpaid work trial or working in exchange for a non-monetary reward (such as board and lodging) is working illegally and is a criminal offence committed by the worker and facilitated by the 'employer'.



5.0 Steps to Avoid the Employment of an Illegal Worker

- 5.1 It is a straightforward process for any employer, no matter how small, to prevent themselves employing an illegal worker. If an employer has failed to take even the most basic steps then Essex Police contends they have chosen to remain ignorant of the immigration status of their workforce and no amount of potential imposed conditions is sufficient, in our opinion, to avoid the legitimacy of revocation in proving a deterrent to others to the employment of illegal workers.
- 5.2 The Home Office has made checklists widely available which set out what a responsible employer should ask for ahead of employing any person in order to demonstrate 'due diligence' and avoid liability for inadvertently employing an illegal worker.
- 5.3 Since April 2017 these checklists have been embedded in the statutory applications for personal licences and premises licences, the transfer of premises licences and designated premises supervisor variations.
- 5.4 The first 4 'hits' on a Google search for "right to work" are links to employer checklists and information on the GOV.UK website.
- 5.5 The first link (https://www.gov.uk/check-job-applicant-right-to-work) details general advice, checking the documents, taking a copy of the documents, what if the job applicant can't show their documents and provides details of an employers' telephone helpline. This page has a direct link to what documents are acceptable proofs of a right to work in the UK and also allows an employer to fill out an online enquiry about a named individual they are considering offering employment to.
- 5.6 Appendix A sets the above out in some detail.



6.0 Relevance/Irrelevance of a Civil Penalty or Prosecution

- 6.1 An employer found to have 'employed' an illegal worker may, dependent on culpability and the evidence available, be issued with a civil penalty or prosecuted or indeed neither.
- 6.2 Where an illegal worker is detected a civil penalty may be issued against the employer in accordance with the Home Office Code of Practice on Preventing Illegal Working (May 2014). In the case of a civil penalty the balance of probabilities test applies whereas a prosecution requires a higher burden of proof.
- 6.3 However, to issue a civil penalty under section 15 Immigration, Asylum and Nationality Act 2006 the Home Office Code of Practice requires some proof that not only was an illegal worker working at the premises but they were 'employed'. Usually this is taken as meaning the illegal worker was under a contract of service or apprenticeship, whether express or implied and whether oral or written.
- 6.4 But where an employer has not bothered with the basics of return to work checks, placed an employee on 'the books', paid the minimum wage or paid employer national insurance contributions it becomes difficult to 'prove' the employment statement where the only evidence may be the word of an illegal worker who has since been detained or who has 'moved on'.
- 6.5 In such cases where paid employment cannot be demonstrated, a civil penalty may not be issued even where the premises licence holder or his agent has facilitated a disqualified person committing an offence under section 24B lmmigration Act 1971 (as amended by Immigration Act 2016) of working illegally.
- 6.6 This does not however prevent the crime prevention objective being engaged with as the premises licence holder has nonetheless facilitated a criminal offence taking place and the lack of checks suggests that in the past (and is likely in the future) has employed illegal-workers. In drawing its conclusion the sub-committee is entitled to exercise common sense and its own judgment based on the life experiences of its members. The East Lindsey case (see section 8) provides that action (revocation) to prevent what is likely to happen in the future is legitimate.



7.0 Statutory Guidance (s182 LA 2003) and the Authority's Licensing Policy

7.1 In order to avoid punitive action, respondents to review hearings sometimes refer to both the statutory guidance issued under section 182 Licensing Act 2003 and those parts of the Authority's own policy which replicate paragraph 11.10 of that Guidance, viz:

Where authorised persons and responsible authorities have concerns about problems identified at premises, it is good practice for them to give licence holder's early warning of their concerns and the need for improvement, and where possible they should advise the licence or certificate holder of the steps they need to take to address those concerns.

- 7.2 Essex Police submits that in the particular circumstances of cases where Immigration Compliance and Enforcement receive intelligence concerning the employment of illegal workers and act upon it; such warnings are inappropriate.
- 7.3 Not only would advance warning of enforcement activity prevent the detention of persons committing crimes and the securing of evidence; a warning after the event to comply with immigration legislation serves as no deterrent.
- 7.4 In particular; Essex Police submits that paragraph 11.10 of the Guidance must be read in conjunction with the more specific paragraphs relating to reviews arising in connection with crime (paras. 11.24 11.29).

7.5 Paragraph 11.26

Where the licensing authority is conducting a review on the grounds that the premises have been used for criminal purposes, its role is solely to determine what steps should be taken in connection with the premises licence, for the promotion of the crime prevention objective. (...). The licensing authority's duty is to take steps with a view to the promotion of the licensing objectives and the prevention of illegal working in the interests of the wider community and not those of the individual licence holder.

- 7.6 Thus the financial hardship occasioned by the suspension or revocation of the premises licence should not sway the sub-committee but instead it should look at what is appropriate to promote the objective within the wider business and local community given "illegal labour exploits workers, denies work to UK citizens and legal migrants and drives down wages" (Rt. Hon James Brokenshine, Immigration Minister on the introduction of the 2016 Act).
- 7.7 In particular; the sub-committee are asked to consider (below) the cases of *R* (Bassetlaw District Council) v Worksop Magistrates' Court; [2008] WLR (D) 350 and East Lindsey District Council v Abu Hanif (Trading as Zara's Restaurant



and Takeaway), [2016] EWHC 1265 (Admin) where in both cases the High Court stated remedy of the harm or potential harm is not the only consideration and that deterrence is an appropriate consideration in dealing with reviews where there has been activity in connection with crime.

7.8 Paragraph 11.27 of the Guidance states:

There is certain criminal activity that may arise in connection with licensed premises which should be treated particularly seriously. These are the use of the licensed premises (...) for employing a person who is disqualified from that work by reason of their immigration status in the UK.

Essex Police would draw the sub-committee's attention to the change in wording of this paragraph following the April 2017 revision of the guidance, where the previous reference to 'knowingly employing' was removed.

7.9 Paragraph 11.28 of the Guidance states:

It is envisaged that licensing authorities, the police, the Home Office (Immigration Enforcement) and other law enforcement agencies, which are responsible authorities, will use the review procedures effectively to deter such activities and crime. Where reviews arise and the licensing authority determines that 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.

Essex Police considers this paragraph self-explanatory; where an enterprise employs illegal workers it is the duty of Essex Police to work with Immigration Enforcement to bring forward reviews and for the authority to consider revocation in the first instance.

7.10 In support of this statement; Essex Police would draw the sub-committee's attention to the "Guidance for Licensing Authorities to Prevent Illegal Working in Licensed Premises in England and Wales" (Home Office)[April 2017] where at section 4.1 it states;

"It is envisaged that licensing authorities, the police, Home Office (Immigration Enforcement) and other law enforcement agencies will use the review procedures effectively to deter illegal working".

7.11 Since the main draw for illegal migration is work, and since low-skilled migrants are increasingly vulnerable to exploitation at the hand of criminal enterprises, the government has strengthened enforcement measures and the statutory Guidance to deter illegal workers and those that employ them.



7.12 Deterrence is a key element of the UK government's strategy to reduce illegal working and is supported by both the Guidance and Case Law.



8.0 Case Law

- 8.1 Deterrence as a legitimate consideration by a licensing sub-committee has been considered before the High Court where remedial measures (such as the imposition of additional conditions) were distinguished from legitimate deterrent (punitive) measures such as revocation.
- 8.2 R (Bassetlaw District Council) v Worksop Magistrates' Court; [2008] WLR (D) 350.

This was a case where a premises had sold alcohol to under age persons and subsequently the licensing authority suspended the licence. This was overturned on appeal to the Magistrates' Court and subsequently appealed to the High Court by the authority. The premises licence holder argued that they had a policy in place for checking the age of customers but this was not a perfect policy and had not been adhered to and that rather than revoke the licence, instead stringent conditions on proof of age should instead be imposed on the licence.

- 8.3 Issues relevant to the case before today's sub-committee which were considered in the *Bassetlaw* judgement included whether a licensing authority was restricted to remedial action (as opposed to punitive action such as revocation); and the precedence of wider considerations than those relating to an individual holder of a premises licence when certain criminal activities (as specified in the Guidance) took place.
- 8.4 It specifically examined (and set aside in the case of 'certain activities') those parts of the Guidance now contained within paragraph 11.20 and 11.23, viz.

In deciding which of these powers to invoke, it is expected that licensing authorities should so far as possible seek to establish the cause or causes of the concerns that the representations identify. The remedial action taken should generally be directed at these causes and should always be no more than an appropriate and proportionate response to address the causes of concern that instigated the review.

However, it will always be important that any detrimental financial impact that may result from a licensing authority's decision is appropriate and proportionate to the promotion of the licensing objectives and for the prevention of illegal working in licensed premises.

8.5 In her judgement, Mrs Justice Slade stated (at 32.1 & 33.1 of the citation):

"Where criminal activity is applicable, as here, wider considerations come into play and the furtherance of the licensing objective engaged includes the prevention of crime. In those circumstances, deterrence, in my judgment, is an appropriate objective and one contemplated by the



guidance issued by the Secretary of State.(...) However, in my judgment deterrence is an appropriate consideration when the paragraphs specifically directed to dealing with reviews where there has been activity in connection with crime are applicable."

- 8.6 Having confirmed the legitimacy of punitive measures (suspension/revocation) for offences listed in what is now contained within paragraph 11.27 of the Guidance, Mrs Justice Slade concerned herself with another aspect of the appeal namely the imposition of conditions which were already present but not properly implemented (paragraph 34.1). In this case the appellant was suggesting that proof of age conditions (rather than revocation) could be imposed to ensure that the legal requirement not to sell alcohol to those under 18 years of age was met by him and his staff.
- 8.7 This has some similarity with any argument that may be put forward in the case before the sub-committee today that the imposition of conditions to check immigration status either directly or through an agency (essentially a requirement since 2006 under the Immigration, Asylum and Immigration Act 2006) would serve as sufficient remedy for the employment of illegal workers and negate a deterrent (suspension/revocation) being imposed by the sub-committee despite the wording of the Guidance at paragraph 11.28.
- 8.8 Mrs Justice Slade stated: "The sixth new provision was acceptable identification to establish the age of a purchaser shall be a driving licence with photographs, passport or proof of age scheme card recognised by or acceptable by the licensing authority. I am told these provisions were already in place, but not properly implemented. No doubt those are perfectly sensible and appropriate provisions to be included on a licence. However it is said that the action taken on appeal being confined in effect to reiterating existing practice with a minimal addition was entirely inappropriate to meet the situation where there have been sales of alcohol to 14 year old girls".
- 8.9 Essex Police contends that in the case before the sub-committee the facts are similar. In the cited case straightforward sensible enquiries could have been made as to the age of the children and the imposition of additional conditions as a form of remedy was considered inappropriate by Mrs Justice Slade for 'those serious cases' set out in the Guidance.
- 8.10 In the case before the sub-committee, simple steps (set out at Appendix A) were available to prevent the employment of illegal workers none were taken; the imposition of conditions to remedy this situation is inconsistent with the section 182 Guidance and this case citation. A negligent employer should expect revocation in the first instance.
- 8.11 East Lindsey District Council v Abu Hanif (Trading as Zara's Restaurant and Takeaway), [2016] EWHC 1265 (Admin)



This is a recent High Court decision (published April 2016) which has similarities with the one before the sub-committee in that it related to the employment of an illegal worker and where a prosecution for such had not been instigated.

Amongst other matters it had been argued for the premises licence holder that the crime prevention objective was not engaged where a prosecution or conviction for the employment of an illegal worker was not in place. Whilst the initial hearing may have suggested several illegal workers being employed, the High Court appeal and decision related to the employment of one individual and is therefore, Essex Police would argue, indistinguishable from the matter before the sub-committee today.

8.12 The case reaffirms the principle that responsible authorities need not wait for the licensing objectives to actually be undermined; that crucially in considering whether the crime prevention objective has been engaged a prospective consideration (i.e. what is likely to happen in the future) of what is warranted is a key factor. It also reaffirmed the case of *Bassetlaw* in concluding that deterrence is a legitimate consideration of a sub-committee.

Mr Justice Jay stated: "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. In any event, I agree with Mr Kolvin that criminal convictions are not required." (Paragraph 18)

Mr Justice Jay added: "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." (Paragraph 23)



Appendix A

The first 4 'hits' on a Google search for "right to work" are links to employer checklists and information on the GOV.UK website.

The second link is to the Home Office document; "An Employer's Guide to Right to Work Checks" (published 16 May 2014 last updated 28th January 2019).

Another link provides a site (https://www.gov.uk/employee-immigration-employment-status) which guides an employer through the process **AND** allows an employer to make an online submission to the Home Office to check if the proposed employee is prohibited from working as well as providing a telephone helpline.

Specifically, the first link (https://www.gov.uk/check-job-applicant-right-to-work) provides as follows:

General Advice

- You must see the applicant's original documents;
- You must check that the documents are valid with the applicant present; and
- You must make and keep copies of the documents and record the date you made the check.

Checking the Documents

In relation to checking the documents it also adds that an employer needs to check that:

- the documents are genuine, original and unchanged and belong to the person who has given them to you;
- the dates for the applicant's right to work in the UK haven't expired;
- photos are the same across all documents and look like the applicant:
- dates of birth are the same across all documents;
- the applicant has permission to do the type of work you're offering (including any limit on the number of hours they can work);
- for students you see evidence of their study and vacation times; and
- if 2 documents give different names, the applicant has supporting documents showing why they're different, e.g. a marriage certificate or divorce decree

Taking a copy of the documents

When you copy the documents:

- make a copy that can't be changed, e.g. a photocopy
- for passports, copy any page with the expiry date and applicant's details (e.g. nationality, date of birth and photograph) including endorsements, e.g. a work visa



- for biometric residence permits and residence cards (biometric format), copy both sides
- for all other documents you must make a complete copy
- keep copies during the applicant's employment and for 2 years after they stop working for you
- record the date the check was made

If the job applicant can't show their documents

You must ask the Home Office to check your employee or potential employee's immigration employment status if one of the following applies:

- you're reasonably satisfied that they can't show you their documents because of an outstanding appeal, administrative review or application with the Home Office:
- they have an Application Registration Card; or
- they have a Certificate of Application that is less than 6 months old

Application registration cards and certificates of application must state that the work the employer is offering is permitted. Many of these documents don't allow the person to work.

The Home Office will send you a 'Positive Verification Notice' to confirm that the applicant has the right to work. You must keep this document.

ACCEPTABLE DOCUMENTS

A list of acceptable documents can be found via the link to https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/44195
7/employers_guide_to_acceptable_right_to_work_documents_v5.pdf



Appendix B



Alcohol & Late-Night Refreshment Team, Interventions & Sanctions Directorate, Home Office, 3rd Floor, Apollo House, 36 Wellesley Road Croydon, CR9 3RR

IE.AlcoholReviews@homeoffice.gov.uk

7th February 2020

In the case of Great Gurkha Restaurant, 126 Old Road, Clacton on Sea, CO15 3AH

Home Office Immigration Enforcement (HOIE) have worked closely with Essex Police to instigate Licensing Act 2003 proceedings. Essex Police are leading on this case and HOIE have provided evidence support of these proceedings. The fact that Essex Police lead on such cases reflects that those Responsible Authorities are often best placed to make applications in regards the prevention of crime and disorder (including the prevention of illegal working) within their local area. In this case, Essex Police are the appropriate Responsible Authority to take enforcement action.

HOIE's work with Essex Police includes sharing data under the Licensing Act 2003. Section 185 of the Act provides that Responsible Authorities may share data with each other for these purposes.

The absence of specific HOIE representations on such a case does not mean that HOIE is not supporting Essex Police. It reflects the fact that we work closely with Essex Police to identify people who are working illegally.

Yours sincerely

Alcohol & Late-night Refreshment Team Home Office

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Appendix 2 MG11 (interactive)

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WITNESS STATEMENT Criminal Procedure Rules, r. 16.2; Criminal Justice Act 1967, s. 9; Magistrates' Courts Act 1980, s.5B URN SOUTHGATE Occupation: Police Constable 70310 (if over 18 insert 'over 18')

Statement of: Age if under 18: O'18 This statement (consisting of 3 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 wilfully stated in it anything which I know to be false, or do not believe to be true. (witness) Date: 25th February 2019 Signature:.. On Monday 25th February 2019 I was on duty in full uniform using call sign NN421. At 17:00hrs I was at Clacton Police Station carrying out a briefing. I briefed PC 826 CUBBERLEY, PC 73312 WATSON, the Force Intelligence Officer and a number of persons from Licencing and HMRC, explaining to them that information had been received stating that The Great Gurkha Restaurant in OLD ROAD, CLACTON-ON-SEA were employing illegal immigrants. There was also information to suggest they were residing above the restaurant in the residential part of the premises and there were locks on their doors. Are intentions were to attend the location to check on the welfare of the employees making sure they were staying there of their own free will, as well as to check for any illegal immigrants. On entering the restaurant there was a male by the name of believe he was the manager. The Tendring District food safety officer along with the Tendring District housing officer took into the kitchen then upstairs to do their checks. I noticed in the kitchen there were three males who looked as if they were working and a female in the restaurant. I asked her I spoke with the female I now know her name to be some welfare questions and ascertained there were no concerns. I then went upstairs to residential part of the premises. This was where I found about 5-6 bedrooms and a bathroom. Signature: . Signature witnessed by:

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About 2-3 of the rooms had padlocks on the outside and were locked.

These rooms had been checked to make sure no persons were in them, which there wasn't.

The bedrooms had beds, wardrobes and chairs within them.

I soon learnt that the rooms which had padlocked on them belonged to the males working there, however they did have their own key to come and go as they pleased.

I was aware that the Force Intelligence Officer was speaking on the phone, next to her was a male whose details I don't know. She stated to me that the male needed to be arrested and that she would give me the details when she had finished on the phone.

She then gave another males details to get checked whilst on the phone, again I don't have these details however she informed me that the male was not meant to be on the premises as he was not allowed to work.

With that the male went into his bedroom collected his belonging and started to leave. I asked him where he was going to which he stated "I'M GOING BACK TO LONDON". He then left.

The Force Intelligence Officer then ran his details through on the phone then wrote

"ABSCONDER" on the form to which I led to believe he was also arrest able.

PC CUBBERLEY then joined us and handed over a form with another males details on

As soon as she came off of the phone she explained that the male standing next to her, the details he gave wasn't coming up on the immigration system and due to his nationality it should have, with that it seems he has entered the country illegally so he's arrest able.

At 18:29hrs I said to the male who I now know as a second of I AM ARRESTIING YOU ON SUSPICION OF BEING IN THE COUNTRY ILLEGALLY.

IMMIGRATION ARE SAYING THEY CAN'T FIND YOU ON THEIR SYSTEM SO BELIEVE YOU HAVE ENTERED ILLEGALLY. THE REASON I AM ARRESTING YOU IS TO PREVENT YOU FROM GOING MISSING" I then cautioned to him to which he made no reply.

I handed wouldn't mind conveying him to custody for me.

I then went down into the kitchen of the restaurant where was working.

I was aware that wasn't great at understanding English so asked leaders if he could translate for me, to which he agreed.

At 18:34hrs I said to the male who I now know as _____ "I AM

ARRESTING YOU ON SUSPICION OF BEING IN THE COUNTRY ILLEGALLY. I'VE BEEN

Signature: Signature witnessed by:

2010/11

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M ARRESTING YOU TO PREVENT YOU FROM ESCAPING AND GOING MISSING" I then cautioned him to which he made no comment.

I then placed handcuffs on in front stack position to prevent him from escaping and led him to the Police vehicle where he was put in the back and conveyed to CLACTON Police Station.

Just prior to being booked in PC CUBBERLEY informed me to the fact that had given false details at the restaurant reasons being he was frightened to as he was gay.

Both and were booked into custody and their detentions authorised by PS1998 GERARD.

These are my notes I made at Curcon Pouce Station on the 25th Rebruary 2019 @ 22:20th

Signature:

Signature witnessed by:

2010/11

16/08/17

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Appendix 2

MG11 (Interactive)

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WITNESS STATEMENT Criminal Procedure Rules, r. 16.2;Criminal Justice Act 1967, s. 9; Magistrates' Courts Act 1980, s.5B
URN URN
Statement of: Moody
Age if under 18: (if over 18 insert 'over 18') Occupation: Licensing Officer
This statement (consisting of 5 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 wilfully stated in it anything which I know to be false, or do not believe to be true.
Signature: (witness) Date: 17/01/2020
On the 10 th of January 2020 I attended the Great Gurkha, located at 126 Old Road, Clacton-on Sea CO15 3AH in the company of Immigration Compliance and Enforcement (ICE) Officers, Police, Border Force and Tendring District Council Licensing. The visit was made following the application of a warrant by ICE officers following intelligence that there were illegal workers at the address.
The address was entered at – and a number of people were detained for questioning. I spoke to
the manager, the state of the Designated Premises Supervisor,
was not available as she was having a week-long break at her home address
I asked the following questions:
Q. HOW OFTEN DO YOU WORK HERE?
A. I DON'T HELP OUT NORMALLY, I HAVE ONLY BEEN HERE SINCE MONDAY.
Q. WHO ARE THE MEN FOUND IN THE KITCHEN?
A. I DON'T KNOW, AKTAR FINDS THE KITCHEN STAFF.
Q. WHAT RIGHT TO WORK CHECKS ARE CARRIED OUT ON NEW STAFF?
Signature: Signature witnessed by:

Page 2 of 5

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Signature:	Signature witnessed by:			
Q. WHO ARE THE MEN ⁻	THAT WERE FOUND IN THE KITCHEN?			
A. NO.				
Q. DO YOU PAY TO LIVE	E UPSTAIRS?			
A. YES.				
Q. DO YOU LIVE UPSTA	JRS?			
A. I WORK 20 HOURS A	WEEK AND GET PAID £700.			
Q. HOW MUCH DO YOU	GET PAID?			
A. TAKES COF	PIES OF PASSPORTS			
Q. WHAT RIGHT TO WO	PRK CHECKS ARE CARRIED OUT ON NEW	STAFF?		
A. I ASK FRIENDS FOR I	RECCOMENDATIONS.			
Q. HOW DO YOU FIND Y	YOUR STAFF?			
I then spoke to who identified himself as the front of house manager and asked him the following questions:				
I asked to see the copies	of passports but could not find it.			
A. I DON'T KNOW.				
Q. HOW MUCH ARE THE	E STAFF PAID?			
A. WE TAKE A COPY OF	THEIR PASSPORTS.			

5

A. I ONLY KNOW MAND MAND	Page 3 of
I expressed concern to that no one seemed to know who these men were, as the discovered in an area not accessible to the public. I also asked to find the copies passports, but he could not.	
I spoke to a man whom no one was able to identify. This man said he was the same of the sa	
Q. WHAT WERE YOU DOING IN THE KITCHEN?	
A. DRINKING TEA.	
Q. WHERE DO YOU LIVE?	
A.	
Q. WHERE ARE YOU STAYING?	
A. UPSTAIRS	
Q. DO YOU HAVE A JOB?	
A. NO, I AM SUPPORTED BY THE SALVATION ARMY.	
Q. WHO INVITED YOU HERE?	
A. THE CHEF.	
Q. HOW LONG HAVE YOU BEEN HERE?	
A. THREE DAYS.	
Signature: Signature witnessed by:	***********

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I then spoke to a male who identified himself as a questions:	Page 4 of 5
Q. WHAT WERE YOU DOING IN THE KITCHEN?	
A. HELPING OUT.	
Q. HOW WERE YOU HELPING OUT?	
A. PACKING BOXES.	
Q. HOW MUCH ARE YOU BEING PAYED?	
A. 20 POUNDS PER DAY.	
Q. WHO EMPLOYED YOU?	
A	
Q. HOW DO YOU KNOW?	
A. HE IS A FAMILY FRIEND.	
Q. HOW LONG ARE YOU STAYING HERE?	
A. I AM LEAVING ON SUNDAY.	
Q. WHERE DO YOU LIVE?	
A.	
Signature: Signature witr	nessed by:
2010/11 OFFICIAL	

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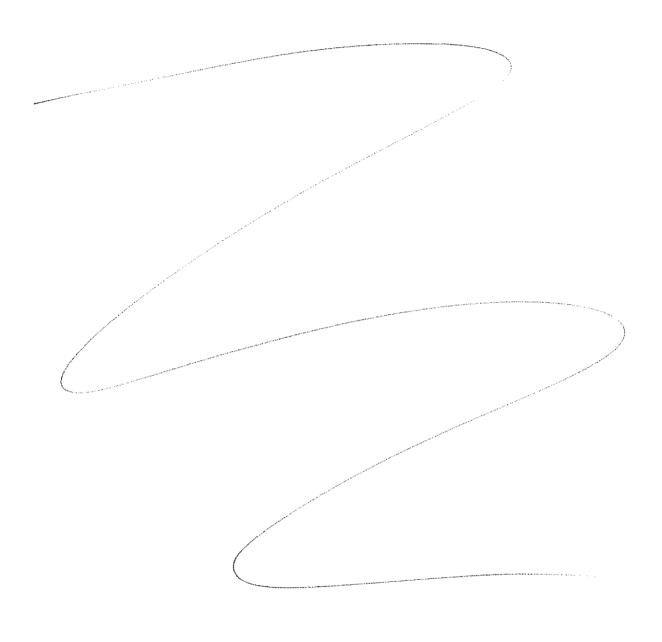
Appendix 2
MG11 (Interactive)

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After talking with I left with immigration officers and returned to Clacton Police Station.

As a result of this visit I understand three arrests were made with three males suspected of working illegally at the restaurant.

I write this statement on the 17th of January at Clacton Police Station.



Signature:	<i>,</i>	 Signature witnessed by:	
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WITNESS STATEMENT (CJ Act 1967, s.9 MC Act 1980, ss.5A(3) (a) and 5B; MC Rules 1981, r.70)				
URN				
Statement of: GEAR				
Age if under 18: OVER 18. (If over 18 insert "over 18") Occupation: IMMIGRATION OFFICER				
This statement (consisting of 4 pages 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 wilfully stated anything which I know to be false or do not believe to be true.				
Signature Date: 02/02/2020				
Tick if witness evidence is visually recorded (supply witness details on rear) I am an Immigration Officer of the Home Office Immigration Enforcement Immigration				
Compliance & Engagement Team East of England, based at Custom House, Viewpoint				
Road, Felixstowe, Suffolk IP11 3RF. I have been an Immigration Officer since 2003 my main work has been in enforcement.				
My current role is as an officer of the Immigration Enforcement arrest team, operating in the				
counties of Suffolk and Essex, responding to intelligence relating to alleged immigration				
offences in this area, liaising with local police and other law enforcement agencies and				
supporting other government departments, local authorities and relevant other organisations in enquiries or investigations relating to non-British nationals.				
,				
As part of my duties I have responsibility for the compilation and custody of Home Office				
records in both written and electronic form. These records are compiled by officers and				
members of staff during their duties, from information which they have particular and specific				
knowledge of at the time of compiling, in light of the volume of records compiled and the length of time that has elapsed, they cannot reasonably be expected to have any				
recollection of the matters dealt with in relation to a specific record.				
At the request of Essex Police Licensing Team, I have examined Home Office records				
Olematura:				
Signature:				

Continuation of Statement of: GEAR
relating to immigration offenders encountered during an enforcement visit conducted to the
premises of "The Great Gurkha" located at 126 Old Road, Clacton on Sea, CO15 3AH.
Home Office records show that on 10 January 2020 Immigration Officers from this team
including myself conducted an enforcement visit to these premises to execute a search
warrant issued on 12 December 2019 to locate a Bangladeshi male by the name of
who was suspected of working illegally in the United Kingdom. The
warrant was issued to include any other persons who are subject to Immigration Control,
who are working in breach of their leave or temporary release, are otherwise present in the
United Kingdom without leave, or have entered the UK illegally.
Home Office records show that there were 5 males present who matched the intelligence,
three immigration offenders were arrested. They are recorded as:
a Bangladeshi national born who was encountered in the kitchen. He
stated to Officers that he was an Overstayer and that he had no VISA in the United
Kingdom. stated that he arrived in the United Kingdom 20 years ago by plane and
has never left. He was arrested as a person liable to be detained under the Immigration Act.
Due to outstanding Home Office actions this male was released on Immigration BAIL, before
he left, he answered questions relating to his employment.
worked at the premises for 2 weeks in the kitchen as a casual worker, he was asked who
gave him the job and who tells him what to work, he pointed at his friend who was
behind the bar. When asked about remuneration he stated that he receives £10 or £20
pounds if he needs anything, the money is paid to him by Exercise also stated that he did not show any documents to gain employment as he does not have any.
that he did not show any documents to gain employment as he does not have any.
Home Office systems show that Immigration history dates back to June 2000,
he has never had any permission to work in the United Kingdom.
has been identified as who was present on the visit.
Signature:Signature Witnessed by:

Continuation of Statement of: GEAR
present has an outstanding application with the Home Office, he is permitted to work at this
time.
a Bangladeshi national born who was encountered in the kitchen, when
Officers entered, he was not encountered working, he said to officers that he is an
Overstayer and he is not allowed to work. He was arrested as a person liable to be detained
under the Immigration Act. Despite limitable being in an area in the restaurant that was
marked private he was not seen working, he told Officers that he was visiting his friend and
show a valid train ticket which seemed to support this, that an outstanding
application with the Home Office so he was Bailed from the address in line with his current
bail conditions, he then left the premises to return to his home address in
has never had permission to work in the United Kingdom.
a Bangladeshi national born who was encountered in the kitchen, he was seen
with food in his hands in the back part of the kitchen. did not speak English so Officers
had to speak to him using a BENGALI interpreter.
Kingdom approximately 16 years ago on a 6 month visit VISA. Checks confirm he entered
the United Kingdom in 2005 on a 6 month visit VISA. was arrested as a person liable to
be detained under the Immigration Act. stated that he was in the restaurant and helping
when we entered, he stated that he started at 18:00hrs and had not worked at the restaurant
very long, he said he will be receiving a little bit of money "not very much" and that the boss
here will pay him. It states that he lives above the restaurant and that is given to him as
part of his employment. He was asked again how long he had worked at the premises and
this time he admitted to 1 and ½ months. was asked did anyone ask for you document
before employing you he said No they did not, claims that his employer does not know
he is not allowed to work in the Untied Kingdom. Was BAILED while the Home Office
looks into his case, at no point has lead any permission to work in the United Kingdom.
While at the premises an Officer asked Mr
workers, states that he is in charge of the restaurant when the boss is not there,

.....Signature Witnessed by:

Signature:/

Continuation of Statement of:	Page 4
he claims to have been working at the restaurant for 2 years and that the boss i	s
states that carries out checks on	persons
permission to work and that he advertises for staff by word of mouth thro	ough the
Bangladeshi community, states that the other workers apply for jobs	through
other employees.	
I make this statement of my own free will from records that I have seen and access	ed today,
02 February 2020. I am willing to attend court or any other judicial or review h	nearing if
necessary.	
Signature: Signature Witnessed by:	
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WITNESS STATEMENT
Criminal Procedure Rules, r. 16.2;Criminal Justice Act 1967, s. 9; Magistrates' Courts Act 1980, s.5B
URN L
Statement of: MOODY
Age if under 18: Over 18 (if over 18 insert 'over 18') Occupation: Licensing Officer
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 wilfully stated in it anything which I know to be false, or do not believe to be true.
Signature: (witness) Date: 30/01/2020
On the 29 th of January 2020 at 11:00 I attended the Great Gurkha, located on Old Road on Clacton, in the company of Cranston, an officer with HMRC, to speak with Mrs. following the immigration visit conducted on the 10 th of January 2020.
I identified myself and sat down with Mrs. Mrs. Mrs. Mrs. What she knew about the visit on the 10 th , and all she could tell me was that she was aware a visit was made by immigration officers.
I asked Mrs. Make about her management of the premises, as she is both DPS and sole director of the Aishwarya Enterprises. Mrs. The sole director of the Aishwarya Enterprises and the Aishwarya Enterprises and the Sole director of the Aishwarya Enterprises and the Aishwarya Enterprises and the Aishwarya Ent
I asked Mrs. how many staff she has currently, to which she replied that she had four staff. I put it to her that HMRC only had one staff member declared to them. Mrs. then said that she had two staff members that had been given offers of work but had not started yet.
Signature:

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l asked Mrs.	who hires her staff a	nd she replied sayin	g that she hires staff.
Mrs. the	en said that Aktar also hires	s staff. I asked how I	Mrs.
finds her staff and she to	old me she asks friends for	recommendations.	
I asked Mrs.	about the three peop	le found in the kitch	en during the visit,
	and	Mrs.	said that she
had not heard of these r	names before. I expressed	concern that there w	ere three men found in
the kitchen during service	e hour that Mrs.	or Mrs.	seemed to
have no knowledge abo	ut, despite Mrs. ************************************	being present	during the visit. Neither
Mrsno	r Mrs. res	ponded to this.	
Mrs. sta	ated that the men must hav	e been visiting the C	Chef, Chef
I put it to both the fact th	at two of the men admitted	to 'helping out' in th	e kitchen for £20 per
day, as well as living up	stairs above the restaurant.	Both remained sile	nt.
I asked Mrs.	what right to work ch	ecks she does, to w	hich she responded that
she takes copies of pass	sports and keeps them on f	ile. Mrs. W	produced a file
containing the passport	of herself and American	Mrs. \	stated that the had
a staff change over on the	ne 1 st Jan 2020. I asked wh	ere the passport co	pies were for the
previous staff. Mrs.	stated they ha	nd tried to find it, but	they had lost the file. I
expressed concern that	following the visit in Februa	ary 2019, the busine	ss has still managed to
lose these vital documer	nts despite Mrs.	being given a	dvice at that time.
At this time, Mrs.	and Mrs.	confessed	to having 'lost control of
the business and said th	at the Chef must have broo	ught his friends in to	work independently. I
again expressed concer	n, as Mrs. Chille Shirt	has been present d	uring the visit in January,
but still did not know who	o these men who had confe	essed to be working	in the kitchen were.
I asked Mrs. \	and Mrs.	if there was ar	nything else they wanted
to speak about, when the	ey declined I thanked both	for their time and le	ft at 11:34AM to return to
Clacton Police Station.			
Signature:	Signatul	re witnessed by:	
2010/11	OFFICIA	AL	

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Appendix 2 ive)

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I write this statement on 30/01/2020 at Clacton Police Station at 14:20. This statement is my own.

Signature:	Signature witnessed by:	
2010/11	OFFICIAL	

APPENDIX G Appendix 2



 $\mathbf{IN01}_{(ef)}$

Application to register a company



Received for filing in Electronic Format on the: 26/03/2019

X822KHV7

Company Name in

full:

AISHWARYA ENTERPRISES LTD

Private company limited by shares

Situation of

Company Type:

Registered Office:

England and Wales

Proposed Registered Office Address:

Sic Codes: 56101

Proposed Officers

Company Director 1

Type: Person

Full Forename(s):

Surname:

Service Address:

Country/State Usually

Resident:

UNITED KINGDOM

Date of Birth: Nationality: BRITISH

Occupation: MANAGER

The subscribers confirm that the person named has consented to act as a director.