

GAMBLING ACT 2005
STATEMENT OF LICENSING POLICY

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This Statement of Principles has been drafted at a time when a number of regulations, Operating / Personal Licence conditions, Codes of Practice and guidance are not yet published. Should anything in these impact upon the content of this document it will need to be borne in mind and amended at a later stage, bearing in mind resource implications for the authority. All references to the Gambling Commission’s Guidance for Licensing Authorities refer to the Guidance published in April 2006.

GAMBLING ACT 2005

1. Preface

- 1.1 The Gambling Act 2005 (the Act) introduces a new regime for regulating gambling and betting which will be introduced throughout the United Kingdom from 1 September 2007. Apart from the National Lottery and spread betting, gambling and betting will be regulated by the Gambling Commission, whose duties include licensing the operators and individuals involved in providing gambling and betting facilities.
- 1.2 City of York Council, along with other licensing authorities, has a duty under the Act to licence premises where gambling is taking place, and to licence certain other activities such as registering small society lotteries. This document sets out how we intend to approach this task.

2. Consultation on Producing City of York Council Gambling Policy

- 2.1 Under section 349 of the Act, licensing authorities are required to publish a statement of the principles which they propose to apply when exercising their functions in accordance with the legislation. This statement must be regularly reviewed and published at least every 3 years. If any part of the document is amended, further consultation and re-publication is required.
- 2.2 The Act requires that the following parties be consulted:
- The Chief Officer of Police for the area;
 - One or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the authority's area;
 - One or more persons who appear to the authority to represent the interests of persons who are likely to be affected by the exercise of the authority's functions under the Act.
- 2.3 City of York Council consulted widely upon this policy statement before finalising and publishing it. *[A list of those consulted will be attached at Appendix A.]*
- 2.4 Consultation took place between 14 July 2006 and 6 October 2006 and followed the Revised Code of Practice (which came into effect in April 2004) and the Cabinet Office Guidance on consultations by the public sector.
- 2.5 The full list of comments made and the consideration by the Council of those comments is available via the Council's website at: www.york.gov.uk/licensing.
- 2.6 The policy was approved at a meeting of the Full Council on *[date]* and was published via our website on *[date]*. Copies were also placed in all branches of the public library.

3. Declaration

3.1 In producing the final licensing policy statement, this Licensing Authority declares that it has had regard to the licensing objectives of the Gambling Act 2005, the Guidance to Licensing Authorities issued by the Gambling Commission (the Guidance), and any responses from those bodies consulted on the policy statement.

3.2 It should be noted that this policy statement will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence, as each will be considered on its own merits and in accordance with the statutory requirements of the Act.

4. Duplication with other regulatory regimes

4.1 This Licensing Authority will seek to avoid any duplication with other statutory / regulatory systems where possible, including planning. Planning permission or building regulations approval will not be taken into consideration in determining an application. However, any concerns about conditions that cannot be met by licensees due to planning restrictions will be considered, should such a situation arise.

5. Profile of York

5.1 City of York Council is the Licensing Authority for the application of the Gambling Act 2005 (the Act) within its administrative area.

5.2 City of York Council is a unitary authority that has a population of 181,100 (2001 Census) and covers an area of 105 square miles. It comprises the urban area of York that is surrounded by many small rural and semi-rural settlements covered by parish councils.

5.3 Tourism and leisure are important industries for York attracting over 4 million visitors a year who spend £283 million annually in the city. Over 9,000 jobs have been created in the tourist and leisure industry sector (2004 figures).

5.4 The following premises within the City of York area are currently concerned with the gambling industry: York racecourse, 30 betting offices, 2 bingo halls, 4 amusement arcades, 300 premises with AWP (amusement with prize) machines and 178 small society lotteries.

PART A**ADMINISTRATIVE PRINCIPLES****6. The Licensing Objectives**

6.1 In exercising most of its functions under the Act, this Licensing Authority must have regard to the licensing objectives as set out in section 1 of the Act. These licensing objectives are:

- Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime
- Ensuring that gambling is being conducted in a fair and open way
- Protecting children and other vulnerable persons from being harmed or exploited by gambling.

6.2 In accordance with section 153 of the Act, this Authority will aim to permit the use of premises for gambling:

- in accordance with any relevant code of practice issued by the Gambling Commission;
- in accordance with any relevant guidance issued by the Gambling Commission;
- reasonably consistent with the licensing objectives; and
- in accordance with this Authority's statement of licensing policy.

6.3 The Gambling Commission's Guidance (5.27) states that "Moral objections to gambling are not a valid reason to reject applications for premises licences. This is because such objections do not relate to the licensing objectives. An authority's decision cannot be based on dislike of gambling, or a general notion that it is undesirable to allow gambling premises in an area (with the exception of the casino resolution powers). In deciding to reject an application, a Licensing Authority should rely on reasons that demonstrate that the licensing objectives are not being, or are likely to be met."

7. Licences under the Act

7.1 The Act provides for 4 categories of licence as follows;

- Operating licences
- Personal licences
- Premises licences
- Permits/Temporary and Occasional Use Notices

7.2 This Licensing Authority will be responsible for the issue of premises licences, permits and temporary and occasional use notices. The Gambling Commission will be responsible for the issue of operating licences and personal licences.

8. Licensing Authority Functions

8.1 Under the Act this Licensing Authority is required to:

- Be responsible for the licensing of premises where gambling activities are to take place by issuing Premises Licences.
- Issue Provisional Statements.
- Regulate members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits.

- Issue Club Machine Permits to Commercial Clubs.
- Grant permits for the use of certain lower stake gaming machines at unlicensed Family Entertainment Centres.
- Receive notifications from alcohol licensed premises (under the Licensing Act 2003) of the use of two or fewer gaming machines.
- Issue Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two machines.
- Register small society lotteries below prescribed thresholds.
- Issue Prize Gaming Permits.
- Receive and endorse Temporary Use Notices.
- Receive Occasional Use Notices.
- Provide information to the Gambling Commission regarding details of licences issued (see section above on ‘information exchange’).
- Maintain registers of the permits and licences that are issued under these functions.

8.2 This Authority will not be involved in licensing remote gambling at all. This will fall to the Gambling Commission via operating licences.

9. Responsible Authorities

9.1 These are public bodies that must be notified of all applications and who are entitled to make representations to the Licensing Authority if they are relevant to the licensing objectives.

9.2 Section 157 of the Act defines those authorities as:

- A Licensing Authority is whose area the premises are wholly or partly situated
- The Gambling Commission
- The Police
- The Fire and Rescue Service
- The Local Planning Authority
- Environmental Health
- The Local Children’s Safeguarding Board
- HM Revenue and Customs
- Any other person prescribed by regulations made by the Secretary of State

9.3 The Licensing Authority is required by regulations to state the principles it will apply in exercising its powers under section 157(h) of the Act, that is, to designate, in writing, a body which is competent to advise the Authority about the protection of children from harm. These principles are:

- The need for the body to be responsible for an area covering the whole of the licensing authority’s area;
- The need for the body to be answerable to democratically elected persons, rather than any particular vested interest group etc.

9.4 This Authority designates the City of York Safeguarding Children Board for this purpose.

9.5 *[The contact details of all the Responsible Bodies are to be added as Appendix B.]*

10. Interested Parties

- 10.1 Interested parties can make representations about licence applications, or apply for a review of an existing licence. As defined in the Act a person is an interested party if, in the opinion of the Licensing Authority, the person:
- a) lives sufficiently close to the premises to be likely to be affected by the authorised activities;
 - b) has business interests that might be affected by the authorised activities; or
 - c) represents persons who satisfy paragraph (a) or (b).
- 10.2 As required by regulations, in determining whether a person is an interested party, this Licensing Authority will determine each case upon its merits and will refer to the advice provided in the Guidance at 8.14 and 8.15 when determining what “sufficiently close to the premises” means. Factors which will be taken into account may include the following:
- the size of the premises;
 - the nature of the premises;
 - the distance of the premises from the location of the person making the representation;
 - the potential impact of the premises;
 - the circumstances of the complaint.
- 10.3 This Authority will also consider the Guidance with regard to interpretation of the phrase “has business interests” which will be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.
- 10.4 The Gambling Commission has recommended that the Licensing Authority state that interested parties include trade associations and trade unions, and residents’ and tenants’ associations (Guidance 8.17). This Authority will view these bodies as interested parties if they are representing someone who can be classed as an interested person as indicated above, ie lives sufficiently close to the premises to be likely to be affected by the activities being applied for.
- 10.5 Interested parties can be persons who are democratically elected such as councillors and MP’s. No specific evidence of being asked to represent an interested person will be required as long as the councillor / MP represents the ward likely to be affected. Likewise, parish councils likely to be affected will be considered to be interested parties. Other than these however, this Authority will generally require written evidence that a person/body (eg an advocate / relative) ‘represents’ someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities. A letter requesting the representation from one of these persons is sufficient.
- 10.6 If individuals wish to approach councillors to ask them to represent their views then care will be taken to ensure that these councillors are not part of the Licensing Committee dealing with the licence application.

11. Decision Process

- 11.1 The ability of the Licensing Authority to take decisions is limited either by the provisions in the Act, Regulations made under the Act, or by the Gambling Commission’s Guidance.

- 11.2 This Licensing Authority will consider each application on its own merits whilst having regard to this Statement of Licensing Policy, the Act, Regulations made under the Act and the Gambling Commission's Guidance.
- 11.3 This Licensing Authority has reviewed its constitution and scheme of delegation to officers to ensure effective implementation of the Act. Licensing Committee and Sub-Committees have been set up to deal with licensing issues and the determination of applications in certain cases ie those where representations have been made or where premises licences require review. Non contentious applications (ie those where no representations have been made), will be delegated to officers.
- 11.4 Where representations are received the Licensing Authority will consider whether they are relevant, vexatious, frivolous or if they would influence the Authority's determination of the application, The Head of Licensing together with the relevant Assistant Director will determine if any representation meet this criteria.

12. Exchange of Information

- 12.1 This Licensing Authority will act in accordance with the provisions of sections 29 and 30 of the Act with respect to the exchange of information between it and the Gambling Commission, and section 350 of the Act with respect to the exchange of information between it and the other persons listed in schedule 6 to the Act, which includes the provision that the Data Protection Act 1998 will not be contravened. This Authority will also have regard to any Guidance issued by the Gambling Commission as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.

13. Enforcement

- 13.1 This Licensing Authority will apply the following principles in exercising its functions under Part 15 of the Act with respect to the inspection of premises; and the powers under section 346 of the Act to institute criminal proceedings in respect of the offences specified, and will endeavour to be:
- Proportionate: regulators should only intervene when necessary and remedies should be appropriate to the risk posed, and costs identified and minimised;
 - Accountable: regulators must be able to justify decisions, and be subject to public scrutiny;
 - Consistent: rules and standards must be joined up and implemented fairly;
 - Transparent: regulators should be open, and keep regulations simple and user friendly; and
 - Targeted: regulation should be focused on the problem, and minimise side effects.
- 13.2 This Authority will endeavour to avoid duplication with other regulatory regimes so far as possible. It will also adopt a risk-based inspection programme.
- 13.3 The main enforcement and compliance role for this Licensing Authority in terms of the Act will be to ensure compliance with premises licences and other permissions that it authorises. The Gambling Commission will be the enforcement body for the operating and personal licences. It is also worth noting that concerns about manufacture, supply or

repair of gaming machines will not be dealt with by the Licensing Authority but will be notified to the Gambling Commission.

- 13.4 This Licensing Authority will also keep itself informed of developments as regards the work of the Better Regulation Executive in its consideration of the regulatory functions of local authorities.
- 13.5 Any enforcement will seek to build upon the good working relationship which currently exists in the City of York between the enforcement areas. All parties recognise the importance of effective co-operation and liaison to ensure those with responsibility under the Act understand and comply with the law. In particular any enforcement should also provide for the targeting of agreed problems and high-risk premises which require greater attention whilst providing a lighter touch in respect of low risk premises which are well run.
- 13.6 This Authority recognises that certain bookmakers have a number of premises within its area. In order to ensure that any compliance issues are recognised and resolved at the earliest stage, operators are requested to give the Authority a single named point of contact, who should be a senior individual, and whom the Authority will contact first should any compliance queries or issues arise.
- 13.7 This Authority's enforcement/compliance protocols/written agreements will be available upon request to the licensing section.

PART B

PREMISES LICENCES

14. GENERAL PRINCIPLES

- 14.1 Premises licences will be subject to the requirements set out in the Act and regulations, as well as any specific mandatory and default conditions that will be detailed in regulations issued by the Secretary of State. This Licensing Authority is able to exclude default conditions and also attach others, where it is believed to be appropriate. The grant of a premises licence must be reasonably consistent with the licensing objectives.
- 14.2 This Licensing Authority will aim to permit the use of premises for gambling in so far as it thinks is:
- in accordance with any relevant code of practice issued by the Gambling Commission;
 - in accordance with any relevant guidance issued by the Gambling Commission;
 - reasonably consistent with the licensing objectives; and
 - in accordance with the Authority's statement of licensing policy.
- 14.3 This Authority accepts that moral objections are not a valid reason to reject applications for premises licences (Guidance 5.27) and also that unmet demand is not a criterion for a licensing authority (Guidance 6.11).
- 14.4 Demand issues cannot be considered with regard to the location of premises but considerations in terms of the licensing objectives can be considered. This Authority will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder. Should any specific policy be decided upon as regards areas where gambling premises should not be located, this policy statement will be updated. It should be noted that any such policy does not preclude any application being made and each application will be decided on its merits, with the onus upon the applicant showing how the concerns can be overcome.

15. APPLICATION OF LICENSING OBJECTIVES

- 15.1 Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, this Licensing Authority has considered the Guidance and further comments are made below in relation to the objectives.
- 15.2 **Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime**
The Gambling Commission will take a leading role in preventing gambling from being a source of crime and will aim to achieve this by maintaining rigorous licensing procedures. Anyone applying to the Licensing Authority for a premises licence will have to hold an operating licence issued by the Gambling Commission before a premises licence can be issued. Therefore, this Authority will not generally be involved in determining the suitability of an applicant and where concerns about a person's suitability arise this Authority will bring those concerns to the attention of the Commission.

- 15.3 However, this Licensing Authority will pay attention to the proposed location of gambling premises in terms of this licensing objective. Thus, where an area has known high levels of organised crime this Authority will consider carefully whether gambling premises are suitable to be located there and whether conditions may be suitable such as the provision of door supervisors.
- 15.4 **Ensuring that gambling is conducted in a fair and open way**
The Gambling Commission has stated that it would generally not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences. Both issues will be addressed by the Gambling Commission through the operating and personal licence regimes.
- 15.5 As betting track operators do not need an operating licence issued by the Gambling Commission, there is more of a role for licensing authorities with regard to tracks and premises licence conditions that is explained in more detail in the ‘tracks’ section at paragraph 25.
- 15.6 **Protecting children and other vulnerable persons from being harmed or exploited by gambling**
This objective means preventing children from taking part in gambling (it includes the restriction of advertising so that gambling products are not aimed at, or are, particularly attractive to children). In general the aim of the Act is that children and young persons should not be allowed to gamble and should be prevented from entering gambling premises which are ‘adult-only’ environments.
- 15.7 In determining an application for a premises licence this Licensing Authority will consider whether specific measures are required at particular premises with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc. The Gambling Commission will issue a Code of Practice in relation to casinos only which will deal with access to the premises for children and young persons.
- 15.8 It is noted that the Gambling Commission does not offer a definition of the term “vulnerable persons” but states that “it will for regulatory purposes assume that this group includes people who gamble more than they want to; people who are gambling beyond their means; and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, alcohol or drugs.” This Licensing Authority will consider this licensing objective on a case-by-case basis.

16. CONDITIONS

- 16.1 Under section 167 to the Act the Secretary of State may make regulations to provide for a specified ‘mandatory’ condition to be attached to a premises licence. Sections 168 and 169 allows the Secretary of State to make regulations prescribing a specified condition be attached to any premises licence unless excluded by the Licensing Authority, these are known as ‘default’ conditions. In addition the Licensing Authority may impose conditions on a premises licence in certain circumstances.

- 16.2 Any conditions attached to licences will be proportionate and will be:
- relevant to the need to make the proposed building suitable as a gambling facility;
 - directly related to the premises and the type of licence applied for;
 - fairly and reasonably related to the scale and type of premises; and
 - reasonable in all other respects.
- 16.3 Decisions upon individual conditions will be made on a case by case basis, although there will be a number of measures this Licensing Authority will consider utilising should there be a perceived need, such as the use of door supervisors, supervision of adult gaming machines, appropriate signage for adult only areas etc. This Authority will also expect an applicant to offer their own suggestions as to the way in which the licensing objectives can be met effectively. Conditions may cover such issues as:
- Proof of age schemes; eg ID such as a PASS accredited proof of age card, driving licence or passport
 - CCTV
 - Door supervisors
 - Supervision of entrances / machine areas
 - Physical separation of areas
 - Location of entry
 - Notices/signage – to include such information as age restrictions and contact details in the event of complaints.
 - Specific opening hours
 - Self-barring schemes
 - Provision of information leaflets / helpline numbers for organisations such as GamCare – to include such information as age restrictions and contact details in the event of complaints.
 - Measures / training for staff on how to deal with suspected truant children on the premises.

This list is not mandatory, nor exhaustive, and is merely indicative of example measures.

- 16.4 This Licensing Authority will consider specific measures that may be required for buildings that are subject to multiple premises licences. Such measures may include the supervision of entrances; segregation of gambling from non-gambling areas frequented by children; and the supervision of gaming machines in non-adult gambling specific premises in order to pursue the licensing objectives. These matters are in accordance with the Guidance.
- 16.5 This Authority will also ensure that where category C or above machines are on offer in premises to which children are admitted:
- all such machines are located in an area of the premises which is separated from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
 - only adults are admitted to the area where these machines are located;
 - access to the area where the machines are located is supervised;
 - the area where these machines are located so that it can be observed by the staff or the licence holder; and

- at the entrance to and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.
- These considerations will apply to premises including buildings where multiple premises licences are applicable.

16.6 This Licensing Authority cannot attach:

- any condition on the premises licence which makes it impossible to comply with an operating licence condition;
- conditions relating to gaming machine categories, numbers, or method of operation;
- conditions which provide that membership of a club or body be required (the Act specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated); and
- conditions in relation to stakes, fees, winnings or prizes.

17. Door Supervisors

17.1 This Licensing Authority will consider whether there is a need for door supervisors in terms of the licensing objectives of protection of children and vulnerable persons from being harmed or exploited by gambling, and also in terms of preventing premises becoming a source of crime. It is noted though that the door supervisors at casinos or bingo premises cannot (does not have to be) be licensed by the Security Industry Authority (SIA). This Licensing Authority will consider specific requirements for door supervisors working at casinos or bingo premises on the merits of each application.

17.2 There is no evidence that the operation of betting offices has required door supervisors for the protection of the public. This Authority will make a door supervision requirement only if there is clear evidence from the history of trading at the premises that the premises cannot be adequately supervised from the counter and that door supervision is both necessary and proportionate.

17.3 Should any generic policy be considered in future full consultation will take place and will be reflected in a subsequent policy.

17.4 Where premises are licensed for the sale of alcohol under the Licensing Act 2003 any door supervisors employed will have to be registered with the SIA.

18. Credit / ATMs

18.1 Section 177 of the Act requires, in relation to casino and bingo premises licences, that a condition be placed on the licence prohibiting the provision of credit in connection with gambling authorised by the licence or any involvement with such provision.

18.2 Section 177 does not, however, prevent the installation of cash dispensers (ATMs) on the premises. Such machines may accept credit cards (and debit cards) providing the arrangement is subject to a requirement that the licensee has no other commercial connection in relation to gambling (aside from the agreement to site the machines) with the service-provider and does not profit from the arrangement, nor make any payment in connection with the machines.

- 18.3 The Licensing Authority will expect all ATM or cash machines to be sited separately from gaming machines, so that clients will have to leave the machines for more funds if so required. The siting of ATMs may be subject to further legislation.

PREMISES CLASSIFICATION

19. DEFINITION OF “PREMISES”

- 19.1 Premises is defined in the Act as “any place”. Different premises licences cannot apply in respect of a single premise at different times. However, it is possible for a single building to be subject to more than one premises licence, providing they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. Whether different parts of a building can be regarded as being separate premises will always be a question of fact in the circumstances to be determined on an individual basis by merit. However, the Gambling Commission does not consider that areas of a building that are artificially or temporarily separate can be properly regarded as different premises.
- 19.2 This Licensing Authority takes specific note of the Guidance (7.11 and 7.13) in that:
- Particular care will be exercised in considering applications for multiple licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes. In particular entrances and exits from parts of a building covered by one or more licences should be separate and identifiable so that the separation of different premises is not compromised and that people do not ‘drift’ into a gambling area.
 - Particular attention will be paid to applications where access to the licensed premises is through other premises (which themselves may be licensed or unlicensed). Consideration will be given to whether children can gain access; compatibility of the two establishments; and ability to comply with the requirements of the Act. In addition consideration will be given if, taken as a whole, the co-location of the licensed premises with other facilities has the effect of creating an arrangement that otherwise would, or should, be prohibited under the Act.
- 19.3 Applicants cannot obtain a full premises licence until the premises in which it is proposed to offer the gambling are constructed. A licence to use premises for gambling will only be issued in relation to premises that are ready to be used for gambling. It will be a question of fact and degree whether premises are finished to a standard that they can be considered for a premises licence. The requirement that the building be complete ensures that the Authority can, if necessary, inspect it fully, as can other responsible authorities with inspection rights.

20. ADULT GAMING CENTRES

- 20.1 Adult gaming centres are a new category of premises introduced by the Act and allow category B, C and D gaming machines to be available on the premises. No-one under the age of 18 is permitted to enter these type of premises.
- 20.2 This Licensing Authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the Authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.

21. LICENSED FAMILY ENTERTAINMENT CENTRES

- 21.1 The Act creates two classes of family entertainment centre. This type provides category C and D machines and requires a premises licence. Children and young persons will be permitted to enter these type of premises and may play on the category D machines providing there is clear segregation between those and the category C machines.
- 21.2 This Licensing Authority will have specific regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the Authority, for example, that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machine areas.

22. CASINOS

- 22.1 The Act defines a casino as an arrangement whereby people are given an opportunity to participate in one or more casino games. Casino games are defined as a game of chance which is not equal chance gaming. Casinos are categorised as regional, large or small dependant on size of the premises, and are subject to various limitations with regard to casino games and gaming machines permitted on the premises.
- 22.2 **No Casinos Resolution**
This Licensing Authority has not passed a ‘no casino’ resolution under section 166 of the Gambling Act 2005, but is aware that it has the power to do so. Should this Authority decide in the future to pass such a resolution, it will update this policy statement with details of that resolution. Any such decision will be made by the Full Council.

23. BINGO PREMISES

- 23.1 Bingo has not been given a statutory definition in the Act, however it is currently categorised as “equal chance gaming”. The Guidance states that it is to have its ordinary and natural meaning.
- 23.2 It is important that if children are allowed to enter premises licensed for bingo that they do not participate in gambling, other than on category D machines (Guidance 18.4). Where category C or above machines are available in premises to which children are admitted this Licensing Authority will ensure that:
- All such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
 - Only adults are admitted to the area where the machines are located;
 - Access to the area where the machines are located is supervised;
 - The area where the machines are located is arranged so that it can be observed by staff of the operator or the licence holder; and
 - At the entrance to, and inside any such area there are prominently displayed notices indicting that access to the area is prohibited to persons under 18.
- 23.3 The Gambling Commission will be issuing further guidance about the particular issues that licensing authorities should take into account in relation to the suitability and layout of bingo premises. This Authority will consider this guidance once it is made available.

24. BETTING PREMISES

- 24.1 The Act contains a single type of licence for betting premises. However, within this single class of licence there will be different types of premises which require licensing. One type will be off course betting ie the betting shop, the other will be betting at a track ie a racecourse (dealt with in this part, section 7). There is a separate type of premises licence for betting on tracks, however, it is possible for there to be a premises licence for betting offices on tracks.
- 24.2 With regard to betting machines, this Licensing Authority will take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

25. TRACKS

- 25.1 Tracks are sites, including horse racecourses and dog tracks where races or other sporting events take place eg football grounds and cricket grounds.
- 25.2 This Licensing Authority is aware that tracks may be subject to one or more than one premises, provided each licence relates to a specified area of the track. This Licensing Authority will especially consider the impact upon the third licensing objective (ie the protection of children and vulnerable persons from being harmed or exploited by gambling) and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.
- 25.3 This Authority will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming facilities. It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog racing and/or horse racing takes place, but that they are still prevented from entering areas where gaming machines (other than category D machines) are provided.
- 25.4 Further guidance from the Gambling Commission is awaited with regard to gaming machines and where such machines may be located on tracks and any special considerations that should apply in relation, for example, to supervision of the machines and preventing children from playing them. Applications for track premises licences will need to demonstrate that, where the applicant holds a pool betting operating licence and is going to use his entitlement to four gaming machines, these machines are located in areas from which children are excluded. Children and young persons are not prohibited from playing category D gaming machines on a track.
- 25.5 With regard to betting machines, this Licensing Authority will take into account the size of the premises and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer. This Licensing Authority will consider restricting the number and location of such machines in respect of application for track betting premises licences.

- 25.6 **Tracks: Condition on rules being displayed** – This Licensing Authority will attach a condition to track premises licences requiring the track operator to ensure that the rules are prominently displayed in or near the betting areas, or that other measures are taken to ensure that they are made available to the public. For example, the rules could be printed in the race-card or made available in leaflet form from the track office.
- 25.7 **Tracks: Applications and plans** – This Licensing Authority will require detailed plans for the racetrack itself and the area that will be used for temporary “on-course” betting facilities (often known as the “betting ring”) and in the case of dog tracks and horse racecourses fixed and mobile pool betting facilities operated by the Tote or track operator, as well as any other proposed gambling facilities, and that plans should make clear what is being sought for authorisation under the track betting premises licence and what, if any, other areas are to be subject to a separate application for a different type of premises licence.
- 25.8 This Licensing Authority considers it preferable for all self-contained premises operated by off-course betting operators on track to be the subject of separate premises licences, to ensure that there is a clarity between the respective responsibilities of the track operator and the off-course betting operator running a self-contained unit on the premises.

26. TRAVELLING FAIRS

- 26.1 This Licensing Authority will decide whether, where category D machines and/or equal chance prize gaming without a permit is to be made available for use at travelling fairs, the statutory requirement that the facilities for gambling amount to no more than an ancillary amusement at the fair is met.
- 26.2 This Authority will also consider whether the applicant falls within the statutory definition of a travelling fair.
- 26.3 The 27-day statutory maximum for the land being used as a fair, is per calendar year, and it applies to the piece of land on which the fairs are held, regardless of whether it is the same, or different travelling fairs occupying the land. This Authority will work with its neighbouring authorities to ensure that land which crosses its boundaries is monitored so that the statutory limits are not exceeded.

27. PROVISIONAL STATEMENTS

- 27.1 Where a person expects premises to be constructed or altered, or expects to acquire a right to occupy premises, he may apply for a provisional statement from the Licensing Authority, in advance of a full premises licence.
- 27.2 It is a question of fact and degree whether premises are finished to a standard that they can be considered for a premises licence, however, the requirement that the building be complete ensures that the authority could, if necessary, inspect it fully.
- 27.3 In terms of representations about premises licence applications, following the grant of a provisional statement, no further representations from relevant authorities or interested parties can be taken into account unless they concern matters which could not have been addressed at the provisional statement stage, or they reflect a change in the applicant’s

circumstances. This Licensing Authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:

- (a) which could not have been raised by objectors at the provisional licence stage; or
- (b) which in the Authority's opinion reflect a change in the operator's circumstances.

28. REVIEWS

28.1 Interested parties or responsible authorities can make requests for a review of a premises licence, however, it is for the Licensing Authority to decide whether the review is to be carried out. This will be on the basis of whether the request for the review is relevant to the matters listed below, as well as consideration as to whether the request is frivolous, vexatious, will certainly not cause this Authority to wish to alter/revoke/suspend the licence, or whether it is substantially the same as previous representations or requests for review:

- in accordance with any relevant code of practice issued by the Gambling Commission;
- in accordance with any relevant guidance issued by the Gambling Commission;
- reasonably consistent with the licensing objectives; and
- in accordance with the authority's statement of licensing policy.

28.2 The Licensing Authority can also initiate a review of a licence on the basis of any reason which it thinks is appropriate. Where the Authority initiates a review this will be first agreed by the relevant Assistant Director in consultation with the relevant Executive Member.

PART C

PERMITS/TEMPORARY & OCCASIONAL USE NOTICE

- 29. UNLICENSED FAMILY ENTERTAINMENT CENTRE GAMING MACHINE PERMITS (STATEMENT OF PRINCIPLES ON PERMITS – SCHEDULE 10 PARA 7)**
- 29.1 Where a premise does not hold a premises licence but wishes to provide gaming machines, it may apply to the Licensing Authority for this permit. In accordance with section 238 of the Act, the applicant must show that the premises will be wholly or mainly used for making gaming machines available for use.
- 29.2 The Act states that the Licensing Authority may prepare a *statement of principles* that it proposes to consider in determining the suitability of an applicant for a permit and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Gambling Commission. The “statement of principles” only applies to initial applications and not to renewals .
- 29.3 An application for a permit may be granted only if the Authority is satisfied that the premises will be used as an unlicensed Family Entertainment Centre, and if the chief officer of police has been consulted on the application. Applicants should be able to demonstrate:
- a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed Family Entertainment Centres;
 - that the applicant has no relevant convictions (those that are set out in schedule 7 of the Act); and
 - that staff are trained to have a full understanding of the maximum staked and prizes. (Guidance 24.7).
- 29.4 The Licensing Authority cannot attach conditions to this type of permit.
- 29.5 **Statement of Principles**
This Licensing Authority will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will each be considered on their merits, however, they may include appropriate measures / training for staff as regards suspected truant school children on the premises, measures / training covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on / around the premises. This Authority will also expect applicants to demonstrate a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed Family Entertainment Centres; that the applicant has no relevant convictions (those that are set out in schedule 7 of the Act); and that staff are trained to have a full understanding of the maximum stakes and prizes.

**30. ALCOHOL LICENSED PREMISES GAMING MACHINE PERMITS –
(SCHEDULE 13 PARA 4(1))**

- 30.1 There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, to automatically have 2 gaming machines, of categories C and/or D. The premises merely need to notify the Licensing Authority. The Authority can remove the automatic authorisation in respect of any particular premise if:
- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;
 - gaming has taken place on the premises that breaches a condition of section 282 of the Act (ie that written notice has been provided to the Licensing Authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with);
 - the premises are mainly used for gaming; or
 - an offence under the Gambling Act 2005 has been committed on the premises.
- 30.2 If a premises wishes to have more than 2 machines, then it needs to apply for a permit and the Licensing Authority must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission, and such matters as this Authority thinks relevant. Any determination will also have regard to the points listed at 30.1 and will be made by the Head of Licensing in consultation with the relevant Assistant Director.
- 30.3 This Authority considers that “such matters” will be decided on a case by case basis particularly with regard to the need to protect children and vulnerable persons. The applicant will need to satisfy the Authority that there will be sufficient measures to ensure that under 18 year olds do not have access to adult only gaming machines. Measures which will satisfy the Authority that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff who will monitor that the machines are not being used by those under 18. Notices and signage may be necessary. Applicants may wish to consider the provision of information leaflets/helpline numbers for organisations such as GamCare.
- 30.4 It is recognised that some alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would need to be applied for, and dealt with as an Adult Entertainment Centre premises licence.
- 30.5 The Licensing Authority may decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.
- 30.6 It should also be noted that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machines.
- 30.7 Premises that are subject to a permit issued under the Gaming Act 1968 allowing the siting of more than two machines will automatically be entitled to grandfather rights.

31. PRIZE GAMING PERMITS – (STATEMENT OF PRINCIPLES OF PERMITS – SCHEDULE 14 PARA 8(3))

31.1 The Gambling Act 2005 states that the Licensing Authority may prepare a statement of principles that it proposes to apply in exercising its functions under this Schedule which may, in particular, specify matters that the Licensing Authority proposes to consider in determining the suitability of the applicant for a permit.

31.2 Statement of Principles

This Licensing Authority will expect the applicant to show that there are policies and procedures in place to protect children from harm. The efficiency of such policies and procedures will each be considered on their merits, however, they may include appropriate measures / training for staff as regards suspected truant school children on the premises, measures / training covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on / around the premises. This Authority will also expect applicants to demonstrate a full understanding of the maximum stakes and prizes as set out in regulations; that the applicant has no relevant convictions (those that are set out in schedule 7 of the Act); and that staff are trained to have a full understanding of the maximum stakes and prizes.

31.3 In making its decision on an application for this permit the Licensing Authority does not need to have regard to the licensing objectives but must have regard to any Gambling Commission guidance.

31.4 It should be noted that there are conditions in the Act with which the permit holder must comply, but the Licensing Authority cannot attach conditions. The conditions in the Act are:

- the limits on participation fees, as set out in regulations, must be complied with;
- all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
- the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and
- participation in the gaming must not entitle the player to take in any other gambling.

32. CLUB GAMING AND CLUB MACHINE PERMITS

32.1 Members clubs and miners' welfare institutes (but not commercial clubs) may apply for a Club Gaming Permit or a Clubs Gaming Machines Permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations. A Club Gaming Machine Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).

32.2 Members clubs must have at least 25 members and be established and conducted wholly or mainly for purposes other than gaming, unless the gaming is permitted by separate regulations. It is anticipated that this will cover bridge and whist clubs, which will replicate the position under the Gaming Act 1968. A members' club must be permanent in

nature, not established to make commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of Royal British Legion and clubs with political affiliations.

- 32.3 An application may only be refused on the grounds that:
- (a) the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which it has applied;
 - (b) the applicant's premises are used wholly or mainly by children and/or young persons;
 - (c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
 - (d) a permit held by the applicant has been cancelled in the previous ten years; or
 - (e) an objection has been lodged by the Gambling Commission or the police.
- 32.4 There is also a 'fast-track' procedure available under the Act for premises which hold a Club Premises Certificate under the Licensing Act 2003 (schedule 12 paragraph 10). Under the fast-track procedure there is no opportunity for objections to be made by the Gambling Commission or the police, and the grounds upon which the Licensing Authority can refuse a permit are reduced. These grounds are:
- (a) that the club is established primarily for gaming, other than gaming prescribed under schedule 12;
 - (b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
 - (c) that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled.
- 32.5 There are statutory conditions on club gaming permits that no child uses a category B or C machine on the premises and that the holder complies with any relevant provision of a code of practice about the location and operation of gaming machines.

33. TEMPORARY USE NOTICES

- 33.1 A person holding an operating licence can serve on the Licensing Authority a notice regarding the temporary use of premises for:
- a) A casino,
 - b) Facilities for the playing of bingo,
 - c) Use of a gaming machine,
 - d) Other facilities for gaming, or
 - e) Facilities for betting.
- 33.2 There are a number of statutory limits as regards Temporary Use Notices. The meaning of "premises" in part 8 of the Act is discussed in part 7 of the Guidance. As with "premises", the definition of "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In the Act "premises" is defined as including "any place". In considering whether a place falls within the definition of a "a set of premises", this Licensing Authority will look at, amongst other things, the ownership/occupation and control of the premises.

34. OCCASIONAL USE NOTICES

- 34.1 Where there is betting on a track, ie a racecourse, dog track or other sporting place and betting is carried out on 8 days or less in a calendar year, betting may be permitted by an occasional use notice without there being in force a full premises licence. However, anyone actually taking the bets must have the appropriate operating licence.
- 34.2 The Licensing Authority has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days is not exceeded. This Authority will consider the definition of a 'track' and whether the applicant is permitted to avail him/herself of the notice.

35. TRANSITIONAL ARRANGEMENTS

- 35.1 During the transitional arrangements period specified in the Act, a premises licence will be issued to persons applying under an Order made by the Secretary of State under Schedule 18 of the Act, who have supplied the required information, documentation and fee. Issue of licences will be on the basis of existing permissions being continued. If however, the Police make a representation that the conversion of an existing licence would undermine the crime prevention and disorder objective, the licence will be referred to the Council's Licensing Sub-Committee for consideration.

Appendix A

Appendix A to be attached

Appendix B

Appendix B to be attached