

Central Bedfordshire  
Council  
Priory House  
Monks Walk  
Chicksands,  
Shefford SG17 5TQ

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please ask for Miss H Bell  
direct line 0300 300 4040  
date 22 October 2015

## **NOTICE OF EXTRAORDINARY MEETING**

### **LICENSING COMMITTEE**

Date & Time  
**Thursday, 5 November 2015 2.00 p.m.**

Venue at  
**Committee Room C2, Watling House, Dunstable**

**Richard Carr  
Chief Executive**

To: The Chairman and Members of the LICENSING COMMITTEE:

Cllrs T Nicols (Chairman), N Warren (Vice-Chairman), Mrs A Barker, J Chatterley, K M Collins, F Firth, K Janes, I Shingler, P Smith, T Swain and R D Wenham

[Named Substitutes:

R D Berry, D Bowater, S Dixon, P Downing, A Ryan, T Stock and A Zerny]

All other Members of the Council - on request

***MEMBERS OF THE PRESS AND PUBLIC ARE WELCOME TO ATTEND THIS  
MEETING***

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## **AGENDA**

**1. Apologies for Absence**

Apologies for absence and notification of substitute members

**2. Members' Interests**

To receive from Members any declarations of interest.

**3. Chairman's Announcements and Communications**

To receive any announcements from the Chairman and any matters of communication.

**4. Petitions**

To receive petitions from members of the public in accordance with the Public Participation Procedure as set out in Annex 2 of Part A4 of the Constitution.

**5. Questions, Statements or Deputations**

To receive any questions, statements or deputations from members of the public in accordance with the Public Participation Procedure as set out in Annex 1 of part A4 of the Constitution.

### **Report**

<b>Item</b>	<b>Subject</b>	<b>Page Nos.</b>
6	<b>Review of Gambling Policy</b>	* 5 - 48

To review the current Gambling Act Policy as required by legislation.

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**Central Bedfordshire Council**

LICENSING

5 November 2015

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**REVIEW OF GAMBLING ACT POLICY**

Report of marcel.coffait@centralbedfordshire.gov.uk

Advising Officers: margaret.james@centralbedfordshire.gov.uk

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**Purpose of this report**

To review the current Gambling Act Policy as required by legislation.

**RECOMMENDATIONS**

The Committee is asked to:

1. Approve the changes to the current policy
2. Recommend that Council adopt the revised policy

**Issues**

1. Central Bedfordshire Council (as the Licensing Authority) is required by law to review its gambling policy on a three yearly basis.
2. The current policy is due for renewal in January 2016.
3. We are proposing only minor changes and additions to the policy to reflect current legislation. See Appendix A (changes have been highlighted for ease of reference)
4. Consultation on the amended policy took place between 20 July 2015 and 9 October 2015.
5. Only 2 relevant responses were received. See Appendix B. Appropriate comments and suggestions have been included in the revised policy.

**Council Priorities**

6. The proposed action supports at least one of the Council's priorities:
  - enhancing your local community – creating jobs, managing growth, protecting our countryside and enabling businesses to grow.
  - promote health and well being and protect the vulnerable

### **Legal Implications**

7. The Council is required by law to review its Gambling Act policy every 3 years.
8. It must consult with a wide range of bodies/individuals. (See policy for details)

### **Financial Implications**

9. None

### **Equalities Implications**

10. Central Bedfordshire Council has a statutory duty to promote equality of opportunity, eliminate unlawful discrimination, harassment and victimisation and foster good relations in respect of protected characteristics: age, disability, gender reassignment, marriage & civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
11. In order to promote the “Protecting children and other vulnerable people from gambling” licensing objective, the policy has listed at 2.7 how it plans to carry out its duties in this regard.

### **Conclusion and next Steps**

12. The Council is required to publish its revised policy at least 4 weeks before it comes into effect. Therefore the projected timescales are:

Policy review to Full Council 19/11/2015

Reviewed policy published by 31/12/2015

Policy effective from 31/01/2015

### **Appendices**

The following Appendices are attached:

Appendix A – Revised Gambling Act policy  
Appendix B – Consultation responses

### **Background papers**

None



Appendix A

## CENTRAL BEDFORDSHIRE COUNCIL

### THE GAMBLING ACT 2005

### STATEMENT OF PRINCIPLES

DRAFT

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## Part 1

### 1.0 INTRODUCTION

#### 1.1 The Central Bedfordshire Area

Central Bedfordshire lies in the heart of the county, covering some 712 square kilometres from Leighton Linslade and Dunstable in the west to Sandy and Arlesey in the east, and from Woburn to Whipsnade. The Chiltern Hills, an Area of Outstanding Natural Beauty, form a major feature in the west including chalk scarp and downlands and the Greensand Ridge runs eastwards throughout the area. The Grand Union canal also passes through the area.

The area is diverse with picturesque villages, hamlets and historic market towns whilst, as one of the most rapidly growing unitary councils in England, it is planning for substantial additional development. The largest communities within Central Bedfordshire are Ampthill, Biggleswade, Dunstable, Flitwick, Houghton Regis, Leighton Buzzard, Sandy, and Shefford.

*(Map at Appendix A)*

#### 1.2 The Licensing Objectives

The Gambling Act 2005 requires that the Council carry out its various licensing functions with a view to promoting the licensing objectives. The 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 conducted in a fair and open way
- Protecting children and other vulnerable persons from being harmed or exploited by gambling

This licensing authority is aware that, as per Section 153, in making decisions about premises licences and temporary use notices it should aim to permit the use of premises for gambling in so far as it thinks it 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 principles

### 1.3 Consultation

Licensing authorities are required by the Gambling Act 2005 to publish a licensing policy which they propose to apply when exercising their functions. This policy must be published at least every three years. The policy must also be reviewed from time to time, and any amended parts re-consulted upon. The policy must then be re-published.

This policy is the Licensing Authority's statement of licensing principles and will come into force on the 31<sup>st</sup> January 2016. The next review must be undertaken and the policy published by 31<sup>st</sup> January 2019. The policy may be reviewed, updated and modified as and when the Licensing Authority considers appropriate to promote one or all of the licensing objectives.

Consultation on this amended policy took place between 20th July 2015 and 9<sup>th</sup> October 2015.

Central Bedfordshire Council has consulted widely upon this policy before finalising and publishing it. A list of persons consulted is provided below.

The Gambling Act requires that the following parties are consulted by Licensing Authorities:

- The Chief Officer of Police
- 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 Gambling Act 2005

This authority also consulted the following:

- The Gambling Commission
- The Police
- Central Bedfordshire Council Social Care, Health & Housing
- Central Bedfordshire Council Children, Families and Learning
- British Casino Association
- The Association of British bookmakers
- The Bingo Association
- Bedfordshire Fire Service
- Holders of existing licences, permits and registrations who are affected by the provisions of the Act
- Central Bedfordshire Council Planning
- Central Bedfordshire Council Environmental Health
- Central Bedfordshire Council Community Safety
- Central Bedfordshire Council Equalities
- Central Bedfordshire Council Elected members
- Central Bedfordshire Trading Standards
- Parish & Town Councils
- HM revenues and customs
- Luton Magistrates Court
- Head of Policy & Strategy, Children, Families & Learning

- Gamcare
- Gamblers Anonymous
- Mencap
- Citizens Advice Bureau
- Federation of Licensed Victuallers
- Leisure Link
- Gamestec
- Responsibility in Gambling Trust

This updated policy was approved at a meeting of the Full Council on (date to be inserted) and was published via our website on (date to be inserted).

Any queries regarding this policy statement should be sent via e-mail or letter to the following contact:

Licensing Section, Central Bedfordshire Council, Watling House, High Street North, Dunstable, Beds LU6 1LF

E-mail: [licensing@centralbedfordshire.gov.uk](mailto:licensing@centralbedfordshire.gov.uk)

Any amendments to the Policy will be subject to further consultation.

#### **1.4 Declaration**

In producing the final policy statement, this authority declares that it has had regard to the licensing objectives of the Gambling Act 2005, the guidance issued by the Gambling Commission, and any responses from those consulted on the statement.

#### **1.5 General Statement of Principles**

The Council recognises the wide variety of premises which will require a licence or a permit. These include casinos, betting shops, bingo halls, pubs, clubs and amusement arcades.

In carrying out its licensing functions the Council will act in accordance with the relevant legislation and Guidance from the Commission and will adopt the principles of better regulation. The Council will only depart from the guidance where there are strong and defensible reasons for doing so.

The Council will not seek to use the Act to resolve matters more readily dealt with under other legislation.

To ensure the licensing objectives are met the Council will establish a close working relationship with the police, the Gambling Commission and, where appropriate, other responsible authorities.

Where children, young persons and other vulnerable people are allowed access to premises where gambling takes place, the Council may take whatever steps are considered necessary to either limit access generally or by introducing measures to prevent under age gambling where it believes it is right to do so for the prevention of their harm, especially where it receives representations to that effect.

Applicants seeking premises licences **may be** encouraged to propose any prohibitions or restrictions of their own in circumstances where it is felt that the presence of children would be undesirable or inappropriate.

However, the overriding principle is that all applications and the circumstances prevailing at each premises will be considered on their own individual merits.

The licensing authority may consider whether, there is a need for door supervisors in terms of Licensing Objectives of protection of children and vulnerable persons being harmed or exploited by gambling and also in terms of preventing premises becoming a source of crime.

In consultation with the premises licence holder, **and where relevant evidence has been produced**, the Licensing Authority may decide to place a condition on the Premises Licence requiring door supervisors if they have concerns that a premise may attract disorder or attempts at unauthorised access (e.g. children or young persons).

Where door supervisors are required, they must be licensed by the Security Industry Authority in accordance with the Private Security Industry Act 2001. 'In-house' employees working as door supervisors at casino and bingo premises are exempt from these requirements.

When considering any application the Council will avoid duplication with other regulatory regimes as far as possible. The Council will not attach conditions to a licence unless they are considered necessary, reasonable and proportionate to the use of the premises for gambling consistent with the Licensing Objectives.

## **1.6 Categories of licence**

The Act provides for 3 categories of licence:

- operating licences
- personal licences
- premises licences

The Council will be responsible for issuing premises licences. The Gambling Commission will be responsible for issuing operating and personal licences.

## **1.7 The Gambling Commission**

The Gambling Commission regulates gambling in the public interest. It does so by keeping crime out of gambling; by ensuring that gambling is conducted fairly and openly; and by protecting children and vulnerable people.

The Commission provides independent advice to the government about the manner in which gambling is carried out, the effects of gambling, and the regulation of gambling generally.

The Commission has issued Guidance under Section 25 regarding the manner in which local authorities exercise their licensing functions under the Act and, in particular, the principles to be applied by local authorities.

The Commission will also issue one or more codes of practice under Section 24 of the Act about the manner in which facilities for gambling are provided, which may also include provisions about the advertising gambling facilities.

The Gambling Commission can be contacted at:-

[www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk)

### **1.8 Authorised Activities**

'Gambling' is defined in the Act as either gaming, betting, or taking part in a lottery.

- gaming means playing a game of chance for a prize
- betting means making or accepting a bet on the outcome of a race, competition, or any other event ; the likelihood of anything occurring or not occurring; or whether anything is true or not
- A lottery is where persons are required to pay in order to take part in an arrangement, during the course of which one or more prizes are allocated by a process which relies wholly on chance

The main functions of the Council are to:-

- licence premises for gambling activities
- grant permits for gambling and gaming machines in clubs
- regulate gaming and gaming machines in alcohol licensed premises
- grant permits to family entertainment centres for the use of certain lower stake gaming machines
- grant permits for prize gaming
- consider notices given for the temporary use of premises for gaming
- consider occasional use notices for betting at tracks
- register small societies lotteries

Spread betting is regulated by The Financial Services Authority.

Remote Gambling is dealt with by the Gambling Commission.

The National Lottery is regulated by The National Lottery Commission.

### **1.9 Responsible Authorities**

The responsible authorities under the Gambling Act are:

- Central Bedfordshire Council ('The Council') (as the Licensing Authority)
- The Gambling Commission
- The Chief of Police for Bedfordshire
- Bedfordshire Fire & Rescue
- The Council's Planning service
- The Council's Environmental Health service
- H M Revenue & Customs
- The body designated as competent to advise the authority about the protection of children from harm

(Under Section 157(h) of the Act the following principles have been applied:

- 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

Having regard to the above principles, the Council designates Central Bedfordshire Council Policy & Strategy, Children, Families & Learning for this purpose).

The contact details of all the responsible authorities under The Gambling Act 2005 are available via the Council's website at:

<http://www.centralbedfordshire.gov.uk>

or a paper copy can be requested by contacting the Licensing Team.

Any concerns expressed by a responsible authority in relation to their own functions cannot be taken into account unless they are relevant to the application itself and the licensing objectives. In this regard the Council will not generally take into account representations which are deemed to be irrelevant, ie:-

- there are too many gambling premises in the locality
- the premises are likely to be a fire risk
- the location of the premises is likely to lead to traffic congestion
- the premises will cause crowds to congregate in one area causing noise and nuisance

Each representation will, however, be considered on its own individual merits.

## **1.10 Interested Parties**

An interested party is someone who:-

- lives sufficiently close to the premises to be likely to be affected by the authorised activities, or
- has business interests that might be affected by the authorised activities, or
- represents persons in either of the two groups above

In determining whether someone lives sufficiently close to a particular premises so as to be affected the Council will take into account, among other things:-

- the size of the premises
- the nature of the premises
- the distance of the premises from the person making the representation
- the nature of the complainant
- the potential impact of the premises

In determining whether a person has a business interest which could be affected the Council will consider, among other things:-

- the size of the premises
- the catchment area of the premises, and
- whether the person making the representation has business interests in the catchment area that might be affected

The Licensing Authority will also consider the Gambling Commission Guidance to Local Authorities regarding persons that 'have business interests' and will give the

widest possible interpretation (for example, partnerships, charities, faith groups and medical practices etc).

This authority may consider trade associations, trade unions, and residents' and tenants' associations as interested parties, if they have a member who can be classed as an interested person under the terms of the Gambling Act 2005, (i.e. live sufficiently close to the premises to be likely to be affected by the activities being applied for).

Interested parties can be persons who are democratically elected such as councillors and MPs. 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 interested parties. Other than these persons however, this authority will generally require written evidence that a person/body represents someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or has business interests that might be affected by the authorised activities. A letter from one of these persons, requesting the representation is sufficient.

If individuals wish to approach councillors to ask them to represent their views then care should be taken that the councillors are not part of the Licensing Committee dealing with the licence application.

The Council may, in certain circumstances, consider a representation to be either frivolous or vexatious. This will generally be a matter of fact given the circumstances of each individual case but, before coming to a decision the Council will normally consider:-

- who is making the representation and whether there is a history of making representations that are not relevant,
- whether it raises a 'relevant' issue or not, or
- whether it raises issues specifically to do with the premises which are the subject of the application.

The Council will treat each case on its merits.

### **1.11 Exchange of Information**

Subject to the provisions of the Data Protection Act 1998 the Council will share any information it receives through the application process with the Gambling Commission, and those other persons or bodies listed in Schedule 6(1) to the Act for use in the exercise of functions under the Act. In doing so the Council will have regard to the Act itself, any guidance issued by the Commission from time to time, any Regulations issued by the Secretary of State and any Council Policies for Data Protection and Freedom of Information. Further information can be obtained from the Council.

If there are persistent or serious disorder problems at premises, that an operator could or should do more to prevent, the Licensing Authority will bring this to the attention of the Commission so that it can consider the continuing suitability of the operator to hold a licence.

## 1.12 Enforcement

The Licensing Authority's main enforcement and compliance role in terms of the Gambling Act 2005 is to ensure compliance with the premises licences and other permissions which it authorises. The Gambling Commission is the enforcement body for operating and personal licences.

All the powers of officers authorised by the Council under the Act will be exercised in accordance with the Enforcement Concordat, the Regulators' Compliance Code, and the Council's enforcement policies.

The Licensing Authority will be guided by the Gambling Commission's Guidance for Local Authorities and will endeavour to be:

- Proportionate: regulators should only intervene when necessary;
- 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 advice simple and user friendly; and
- Targeted: regulation should be focused on the problem, and minimise side effects.

The Licensing Authority will endeavour to avoid duplication with other regulatory regimes so far as possible.

A risk-based inspection programme, based on the licensing objectives, relevant codes of practice, Guidance issued by the Gambling Commission, the principles set out in this Statement of Principles, and any other information provided by the Commission, the police and other enforcing authorities will be used to target agreed problem or high risk premises.

The overall aim is to permit the use of premises for gambling. With that in mind it is intended that action will generally be taken against 'problem' premises (those that are seen to be consistently disregarding the licensing objectives and any licensing conditions that are laid down within their individual premises licence) through the review process.

## 1.13 Licensing Authority Functions

Licensing authorities are required under the Act 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) for 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
- Maintain registers of the permits and licences that are issued under these functions

#### **1.14 Local area profile**

Having consulted with others, in particular, the police and community safety, no particular areas of concern have been identified in regard to local risks associated with gambling. However this will be kept under review, and if any particular risks are identified, this section of the statement will be amended to reflect changes in the local landscape.

## Part 2

### 2.0 Licences

#### 2.1 Premises Licences

**2.1.1** Premises licences are subject to the requirements set out in the Gambling Act 2005 and Regulations, as well as specific mandatory and default conditions. Licensing authorities are able to exclude default conditions and also attach others, where it is believed to be appropriate.

**2.1.2** A premises licence is one that authorises premises to be used for:

- The operation of a casino (a casino premises licence)
- The provision of facilities for playing bingo (a bingo premises licence)
- Making category B gaming machines available for use (an adult gaming centre premises licence)
- Making category C gaming machines available for use (a family entertainment centre premises licence), or
- The provision of facilities for betting (a betting premises licence)

Appendix B details the classification of gaming machines. Appendix C details the machine provisions by premise type.

**2.1.3** In making decisions about premises licences, Central Bedfordshire Council will aim to permit the use of the premises for gambling in so far as it thinks it 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

**2.1.4** As per the Gambling Commission's Guidance for local authorities we will not take into consideration matters that are not related to gambling and the licensing objectives (For example moral objections, unmet demand -, or the likelihood of the applicant obtaining planning permission or building regulations approval).

**2.1.5** Application forms are in the format prescribed by Regulations and will need to contain information that describes the gambling activities to be provided, hours of operation, nature of location, and any other information relevant to the premises.

#### 2.1.6

Please note that under the Gambling Commission's Code of Practice Provisions, from April 2016 premises licence holders under the Act will be required to provide risk assessments as follows:

##### 10.1.1

1 Licensees must assess the local risks to the licensing objectives posed by the provision of gambling facilities at each of their premises, and have policies, procedures and control measures to mitigate those risks. In making risk

assessments, licensees must take into account relevant matters identified in the licensing authority's statement of licensing policy.

2 Licensees must review (and update as necessary) their local risk assessments:

- a to take account of significant changes in local circumstances, including those identified in a licensing authority's statement of licensing policy;
- b when there are significant changes at a licensee's premises that may affect their mitigation of local risks;
- c when applying for a variation of a premises licence; and
- d in any case, undertake a local risk assessment when applying for a new premises licence.

#### 10.1.2

1 Licensees should share their risk assessment with licensing authorities when applying for a premises licence or applying for a variation to existing licensed premises, or otherwise on request.

Any risk assessment submitted should demonstrate the applicant has considered, as a minimum:

- local crime statistics;
- any problems in the area relating to gambling establishments such as anti-social behaviour;
- the location of any nearby sensitive premises, such as hostels and other facilities used by vulnerable persons e.g. drug and alcohol addictions;
- whether there is a prevalence of street drinking in the area, which may increase the risk of vulnerable persons using the premises;
- whether there is any indication of problems in the area with young people attempting to access adult gambling facilities.

2.1.7 Applicants are encouraged to consult the Police and other responsible authorities well in advance of submitting their applications. Application forms and guidance leaflets will be available from the Council's Licensing Department including contact names for each of the responsible authorities that should receive applications. Applications should be submitted with any additional relevant documentation and the prescribed fee.

Incomplete applications will not be considered and will be returned to the applicant.

2.1.8 Where there are no areas of contention it is considered that many of the functions will be largely administrative. Functions will be delegated in accordance with section 4.2 of this Statement of Principles.

2.1.9 Where there are relevant representations in respect of an application the matter will be determined by the Licensing Committee or one of its sub-committees, as will any application for the review of a licence.

2.1.10 Interested parties or responsible authorities can make requests for a review of the 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 review is relevant to the matters listed below:-

- 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
- In accordance with the Authority's Statement of Licensing Policy.

As well as consideration as to whether the request is frivolous or vexatious.

**2.1.11** The licensing authority can also initiate a review of the licence on the basis of any reason which it thinks appropriate.

**2.1.12** This Statement is not intended to override the right of any person to make an application under the Act, and to have that application considered on its merits. Equally, this Statement of Principles is not intended to undermine the right of any person to make representations about an application or to seek a review of a licence where provision has been made for them to do so

## **2.2 Definition of “premises”**

**2.2.1** 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, provided 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 properly be regarded as being separate premises will always be a question of fact in the circumstances. 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.

**2.2.2** Central Bedfordshire Council will take particular care 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. There will be specific issues to consider before granting applications where access to the licensed premises is through other premises (which themselves may be licensed or unlicensed), for example, whether children can gain access; compatibility of the two establishments; and ability to comply with the requirements of the Act. But, in addition an overriding consideration should be whether, taken as whole, the 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.

**2.2.3** An applicant cannot obtain a full premises licence until the premises in which it is proposed to offer the gambling are constructed. The Gambling Commission has advised that references to “the premises” are to the premises in which gambling may now take place. Thus a licence to use premises for gambling will only be issued in relation to premises that are ready to be used for gambling. This authority agrees with the Gambling Commission that it is a question of fact and degree whether premises are finished to a degree that they can be considered for a premises licence. The Gambling Commission emphasises that requiring the building to be complete ensures that the authority can, if necessary, inspect it fully, as can other responsible authorities with inspection rights.

## 2.3 Location

This licensing authority is aware that demand issues cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives can. As per the Gambling Commission's Guidance for local authorities, 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. This could include areas where gambling premises should not be located, (for example near a school or in residential areas where there may be a high concentration of families with children). This 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 potential concerns can be overcome.

## 2.4 Duplication with other regulatory regimes

This licensing authority will seek to avoid any duplication with other statutory/regulatory systems where possible, including planning. This authority will not consider whether a licence application is likely to be awarded planning permission or building regulations approval in its consideration of it. It will listen to, and consider carefully, any concerns about conditions which are not able to be met by licensees due to planning restrictions, should such a situation arise.

### 2.5 Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime

**2.5.1** The Gambling Commission plays a leading role in preventing gambling from being a source of crime and will maintain rigorous licensing procedures that aim to prevent criminals from providing facilities for gambling.

**2.5.2** Anyone applying to the Council for a premises licence will have to hold an operating licence from the Commission before a licence can be issued. Therefore, the Council will not generally be concerned with the suitability of an applicant and where concerns about a person's suitability arise the Council will bring those concerns to the attention of the Commission.

**2.5.3** If an application for a licence or permit is received in relation to premises which are in an area noted for particular problems with organised crime, the Council will, in consultation with the police and other relevant authorities, consider whether specific controls need to be applied to prevent those premises from being a source of crime. This could include a requirement for door supervisors.

**2.5.4** As far as disorder is concerned, there are already powers in existing anti-social behaviour and licensing legislation to deal with measures designed to prevent nuisance, whether it arises as a result of noise from a building or from general disturbance once people have left a building. The Council does not therefore intend to use the Act to deal with general nuisance issues, for example, parking problems, which can easily be dealt with using alternative powers.

**2.5.5** Issues of disorder would only be dealt with under the Act if the disorder amounts to activity which is more serious and disruptive than mere nuisance, and it can be shown that gambling is the source of that disorder. A disturbance might be serious enough to constitute disorder if police assistance was required to deal with it. Another factor which could be taken into account is how threatening the behaviour

was to those who could see or hear it, and whether those people live sufficiently close to be affected or have business interests that might be affected.

**2.5.6** When making decisions in this regard the Council will give due weight to any comments made by the police.

## **2.6 Ensuring gambling is conducted in a fair and open way**

**2.6.1** The Gambling Commission does not expect local authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will either be a matter for the management of the gambling business or will relate to the suitability and actions of an individual. Both issues will be addressed by the Commission through the operating and personal licensing regime.

**2.6.2** Because betting track operators do not need an operating licence from the Commission the Council may, in certain circumstances require conditions of licence relating to the suitability of the environment in which betting takes place.

## **2.7 Protecting children and other vulnerable people from gambling**

**2.7.1** Apart from one or two limited exceptions, the intention of the Act is that children and young persons should not be allowed to gamble and should therefore be prevented from entering gambling premises which are ‘adult-only’ environments.

**2.7.2** In practice, steps will generally be taken to prevent children from taking part in, or being in close proximity to, gambling especially with regard to premises situated in areas where there may be a high rate of reported truancy. There may also be restrictions on advertising so that gambling products are not aimed at children or advertised in such a way that makes them particularly attractive to children. In relation to casinos only, the Gambling Commission will be issuing a code of practice about access to casino premises for children and young persons.

**2.7.3** When considering whether to grant a premises licence or permit the Council will consider whether any measures are necessary to protect children, such as the supervision of entrances, the segregation of gambling from areas frequented by children and the supervision of gaming machines in non-adult gambling specific premises, such as pubs, clubs, betting tracks etc.

**2.7.4** With regard to the term “vulnerable persons” the Council will, in line with The Gambling Commission, for regulatory purposes assume that this group includes people who gamble more than they want to, people who gamble beyond their means, and people who may not be able to make informed or balanced decisions about gambling, perhaps due to a mental impairment, alcohol or drugs.

**2.7.5** The Council will always treat each case on its own individual merits and when considering whether specific measures are required to protect children and other vulnerable people will balance its considerations against the overall principle of aiming to permit the use of premises for gambling.

## 2.8 Conditions

**2.8.1** 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

**2.8.2** Decisions upon individual conditions will be made on a case by case basis, although there will be a number of measures considered should there be evidence that these are necessary, such as the use of door supervisors, appropriate signage for adult only areas etc. There are specific comments made in this regard under some of the licence types below. Any applicant will also be expected to offer his/her own suggestions as to ways in which the licensing objectives can be met effectively.

**2.8.3** Specific measures may also be appropriate for buildings which 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 Gambling Commission's Guidance.

**2.8.4** The Council 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 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 is arranged so that it can be observed by the staff or the licence holder and
- At the entrance to and inside any such areas there are prominently displayed notices indicating that access to the area is prohibited to persons under 18

**2.8.5** These considerations will apply to premises including buildings where multiple premises licences are applicable.

**2.8.6** Tracks may be subject to one or more premises licence, provided each licence relates to a specified area of the track. This authority will consider the impact upon the third licensing objective 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.

**2.8.7** There are conditions that the licensing authority cannot attach to premises licences which are:

- 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 methods of operation

- Conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casinos and bingo clubs and this provision prevents it being reinstated) and
- Conditions in relation to stakes, fees, winning or prizes

## 2.9 Door Supervisors

**2.9.1** The licensing authority may consider whether there is a need for door supervisors in terms of Licensing Objectives of protection of children and vulnerable persons being harmed or exploited by gambling and also in terms of preventing premises becoming a source of crime. It is noted that door supervisors at casinos or bingo premises cannot be licensed by the Security Industry Authority.

**2.9.2** For premises other than casinos or bingo premises operators and licensing authorities may decide that supervision of entrances or machines is appropriate for the particular cases but it will need to be decided whether these need to be SIA licensed or not. It will not be automatically assumed that they need be.

## 2.10 Adult Gaming Centres

The Council will have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling. Applicants will be expected to satisfy the authority that there will be sufficient measures to meet the licensing objectives, for example, ensure that under 18 year olds do not have access to the premises. However appropriate measures/licence conditions may cover issues such as:

- Proof of age schemes
- Supervision of entrances/machine areas
- Physical separation of areas

## 2.11 Family Entertainment Centres

The Council will have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling. Applicants will be expected to satisfy the authority that there will be sufficient measures to meet the licensing objectives, for example, ensure that under 18 year olds do not have access to the adult only gaming machine areas. However appropriate measures/licence conditions may cover issues such as:

- CCTV
- Supervision of entrances/machine areas
- Physical separation of areas
- Location of entry
- Notices/signage
- Specific opening hours
- Self-exclusion schemes
- Provision of information leaflets/helpline numbers for organisations such as GamCare
- Measures/training for staff on how to deal with suspected truant school children on the premises

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

## **2.12 Casinos**

At present there are no casinos within the Central Bedfordshire Council area.

There is currently no resolution to prohibit casinos in the area. However, the Council reserves the right to review this situation and, may, at some time in the future, resolve not to permit casinos. Any such decision will be made by the full Council, and details included in a revision of this document.

## **2.13 Bingo Premises**

**2.13.1** The holder of a bingo operating licence will be able to provide any type of bingo game including cash and prize bingo.

**2.13.2** Commercial bingo halls will require a bingo premises licence from the Council

**2.13.3** Amusement arcades providing prize bingo will require a prize gaming permit from the Council.

**2.13.4** In each of the above cases it is important that where children are allowed to enter premises licensed for bingo, in whatever form, they are not allowed to participate in any bingo game. When considering applications of this type the Council will therefore take into account, among other things, the location of the games or machines, access to those areas, general supervision of the premises and the display of appropriate notices.

**2.13.5** A limited number of gaming machines may also be made available at bingo licensed premises.

**2.13.6** Bingo is a class of equal chance gaming and will be permitted in alcohol licensed premises and in clubs provided it remains below a certain threshold, otherwise it will be subject to a bingo operating licence which will have to be obtained from the Gambling Commission.

## **2.14 Tracks**

**2.14.1** Section 353 of the Act defines a track as a horse racecourse, greyhound track or other premises on any part of which a race or other sporting event takes place or is intended to take place.

**2.14.2** Tracks may be subject to one or more premises licence, provided each licence relates to a specified area of the track. The Council will especially consider the impact upon the third licensing objective (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 the gambling areas where they are not permitted to enter.

**2.14.3** The Council will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming facilities. Although 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, they are still prevented from entering areas where gaming machines (other than category D machines) are provided.

**2.14.4** Applicants will be expected to offer their own measures to meet the licensing objectives; however appropriate measures/licence conditions may cover such issues as:

- Proof of age schemes
- CCTV
- Supervision of entrances/machine areas
- Physical separation of areas
- Location of entry
- Notices/signage
- Specific opening hours
- Self-barring schemes
- Provision of information leaflets/helpline numbers for organisations such as GamCare

**2.14.5** Gaming machines – The Council will consider the location of machines at tracks and 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/her entitlement to 4 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.

**2.14.6** Betting machines – The size of the premises and the ability of staff to monitor the use of machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people will be taken into account when considering the number/nature/circumstances of the betting machines an operator wants to offer. It will also consider restricting the number and location of such machines in respect of applications for track betting premises licences.

**2.14.7** Conditions on rules being displayed – Gambling Commission Guidance advises that licensing authorities should 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.

**2.14.8** Plans that accompany applications 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. It would be 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 clarity between the respective responsibilities of the track operator and the off-course betting operator running a self-contained unit on the premises.

## **2.15 Travelling Fairs**

**2.15.1** This licensing authority will determine 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.

**2.15.2** Whether the applicant falls within the statutory definition of a travelling fair will also be considered.

**2.15.3** 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. We will work with neighbouring authorities to ensure that land which crosses our boundaries is monitored so that the statutory limits are not exceeded.

## **2.16 Gaming**

**2.16.1** A gaming machine can cover all types of gambling activity which can take place on a machine, including betting on 'virtual' events.

**2.16.2** The Act itself prescribes the number and category of gaming machines that are permitted in each type of gambling premises.

**2.16.3** Subject to the provisions of the Act, gaming machines can be made available in a wide variety of premises, including:-

- casinos
- bingo premises
- betting premises, ( including tracks )
- adult gaming centres
- family entertainment centres
- clubs
- pubs and other alcohol licensed premises
- travelling fairs

**2.16.4** A machine is not a gaming machine if the winning of a prize is determined purely by the player's skill. However, any element of 'chance' (where the element of skill is not involved) imparted by the action of the machine would cause it to be a gaming machine.

**2.16.5** The Council will, where appropriate, seek to encourage permit and premises licence holders to adopt any codes of practice which may be introduced by the amusement industry from time to time.

## **2.17 Lotteries**

**2.17.1** All lotteries are unlawful unless they are run in accordance with an operating licence issued by the Gambling Commission or it is an 'exempt' lottery as defined by the Act.

**2.17.2** One of those exemptions is in respect of what are termed "small societies lotteries" and the Council is responsible for registering these 'small' lotteries.

**2.17.3** A society will be allowed to register with the Council if it is a 'non-commercial' lottery, in other words, it is established and conducted:-

- for charitable purposes;
- for the purpose of enabling participation in, or of supporting, sport, athletic or a cultural activity; or
- for any other non-commercial purpose other than for private gain.

**2.17.4** The Council will maintain a register of small society lotteries which it has registered.

## **2.18 Provisional Statements**

A provisional statement is a statement of intent. A provisional statement does not require the applicant to have an operator's licence and/or the right to occupy the premises. This enables the applicant to carry out all the other aspects of applying for a Premises Licence whilst awaiting confirmation of these issues. An application for a Premises Licence can only be made when the applicant has, or has applied for, an operators licence issued by the Gambling Commission and has the right to occupy the premises.

**2.18.1** A person may apply for a provisional statement in respect of premises:

- They expect to be constructed
- They expect to be altered, or
- They expect to acquire a right to occupy

**2.18.2** Applications will be dealt with in the same manner as applications for premises licences. Once premises are constructed, altered or acquired the holder of a provisional statement may apply for a full premises licence.

**2.18.3** The Gambling Commission's Guidance states that "it is a question of fact and degree whether premises are finished to a degree that they can be considered for a premises licence" and that "Requiring the building to be complete ensures that the authority could, if necessary inspect it fully".

**2.18.4** 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. In addition, the authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:

- Which could not have been raised by objectors at the provisional licence stage; or
- Which in the authority's opinion reflect a change in the operator's circumstances.

**2.18.5** Gambling Commission Guidance states that "A licensing authority should not take into account irrelevant matters, such as the likelihood of the applicant obtaining planning permission or building regulations approval for the purpose".

## **2.19 Reviews**

**2.19.1** Requests for a review of a premises licence can be made by interested parties or responsible authorities. However, the licensing authority will decide whether the review is to be carried out. This will be on the basis of whether the request for the review 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

**2.19.2** In addition consideration will be given 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. The licensing authority can also initiate a review of a licence on the basis of any reason that it thinks appropriate.

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## Part 3

### 3.0 Permits/Temporary & Occasional Use Notices

#### 3.1 Unlicensed Family Entertainment Centre (FEC) Gaming Machine Permits

**3.1.1** Where a premise does not hold a premises licence but wishes to provide gaming machines, it may apply to this authority for a permit. The applicant must show that the premises will be wholly or mainly used for making gaming machines available for use. (Section 238 GA05)

**3.1.2** A licensing authority cannot attach conditions to this type of permit.

**3.1.3** An application for a permit may only be granted if the licensing authority is satisfied that the premises will be used as an unlicensed FEC, and if the chief officer of police has been consulted on the application.

**3.1.4** Applicants will also be expected to demonstrate:

- A full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs
- 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 and
- 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 on the premises, or children causing perceived problems on/around the premises.

#### 3.2 (Alcohol) Licensed Premises Gaming Machine Permits

**3.2.1** 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 licensing authority can remove the automatic authorisation in respect of any particular premises 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 Gambling Act (i.e. 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 gambling or
- An offence under the Gambling Act has been committed on the premises.

**3.2.2** If a premises wishes to have more than 2 machines, then it needs to apply for a permit. The licensing authority must consider the application based upon the licensing objectives, any guidance issued by the Gambling Commission under Section 25 of the Gambling Act 2005, and such matters as they think relevant.

**3.2.3** This licensing authority considers that such matters will be decided on a case by case basis, but generally there will be regard to the need to protect children and vulnerable persons from being harmed or exploited by gambling. We will expect the applicant to demonstrate that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines.

**3.2.4** Measures may include:

- Adult machines being in sight of the bar or in the sight of staff who will monitor the machines to ensure they are not being used by under 18's
- Notices and signage
- Provision of information leaflets/helpline numbers for organisations such as GamCare.

**3.2.5** It is recognised that some alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would most likely need to be applied for, and dealt with as an Adult Gaming Centre premises licence.

**3.2.6** The licensing authority can decide to grant the application with a smaller number of machines and/or a different category of machines than those applied for, but other conditions cannot be attached.

**3.2.7** The holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine.

### **3.3 Prize Gaming Permits**

**3.3.1** A prize gaming permit is a permit issued by the licensing authority to authorise the provision of facilities for gaming with prizes on specified premises.

**3.3.2** The principles applied by this authority are that the applicant should set out the types of gaming that he or she is intending to offer and that the applicant should be able to demonstrate that they understand the limits to stakes and prizes that are set out in Regulations, and also that the gaming offered is within the law.

**3.3.3** 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.

**3.3.4** There are conditions in the Gambling Act 2005 with which the permit holder must comply, but the licensing authority cannot attach conditions.

**3.3.5** 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 part in any other gambling

### **3.4 Club Gaming and Club Gaming Machines Permits**

**3.4.1** Members Clubs and Miners' welfare institutes (but not Commercial Clubs) may apply for a Club Gaming Permit or a Club Gaming Machine Permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B3A, B4, 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 B3A, B4, C or D).

**3.4.2** Gambling Commission Guidance states "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 a commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of Royal British Legion and clubs with political affiliations".

**3.4.3** The Commission Guidance also states that the licensing authority may only refuse an application on the grounds that:

- 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
- The applicant's premises are used wholly or mainly by children and/or young persons
- An offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities
- A permit held by the applicant has been cancelled in the previous ten years or
- An objection has been lodged by the Commission or the police

**3.4.4** There is also a fast track procedure available under the Act for premises which hold a Club Premises certificate under the Licensing Act 2003. As the Gambling Commission's Guidance states, "Under the fast track procedure there is no opportunity for objections to be made by the Commission or the police, and the grounds upon which an authority can refuse a permit are reduced".

**3.4.5** The grounds on which an application under the process may be refused are:

- That the club is established primarily for gaming, other than gaming prescribed under schedule 12;
- That in addition to the prescribed gaming, the applicant provides facilities for other gaming; or

- That a Club Gaming Permit or Club Gaming Machines Permit issued to the applicant in the last ten years has been cancelled.

**3.4.6** There are statutory conditions on Club Gaming Machines 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.

### **3.5 Temporary Use Notices**

**3.5.1** Temporary Use Notices allow the use of premises for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. A temporary use notice may only be granted to a person or company holding a relevant operating licence.

**3.5.2** There are a number of statutory limits as regards Temporary Use Notices. The licensing authority must decide what constitutes a “set of premises” where Temporary Use Notices are received relating to the same building, and must consider, amongst other things, the ownership/occupation and control of the premises. In relation to other “covered areas” (e.g. shopping centres) the licensing authority will consider whether different units are in fact different “sets of premises”.

### **3.6 Occasional Use Notices**

**3.6.1** The intention behind Occasional Use Notices is to permit licensed betting operators (with appropriate permission from the Gambling Commission) to use tracks for short periods for conducting betting, where the event upon which the betting is to take place is of a temporary, infrequent nature.

**3.6.2** The meaning of ‘track’ in the Act covers not just a horse or dog track, but also any other premises on any part of which a race or other sporting event takes place or is intended to take place.

**3.6.3** The licensing authority has very little discretion as regards these Notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. This licensing authority will though consider the definition of a ‘track’ and whether the applicant is permitted to avail him/herself of the notice.

## Part 4

### 4.0 Other Information

#### 4.1 Application Process

**4.1.1** Central Bedfordshire Council will accept applications for Premises Licences on the statutory prescribed application form, accompanied by the prescribed fee and supporting documentation.

**4.1.2** Applications will be considered in accordance with the delegation of functions table below.

**4.1.3** It is considered that many of the licensing functions will be largely administrative and where there are no areas of contention, the responsibility for processing any such application will be delegated to officers.

#### 4.2 Delegation of Functions

**4.2.1** Decisions under the Act will be made by the Central Bedfordshire Council Licensing Committee, which consists of 12 councillors. The Licensing Committee has delegated its functions to a Licensing Sub-Committee consisting of 3 councillors or to an officer. The licensing authority intends to delegate functions under the Gambling Act in the following way in the interests of speed, efficiency and cost-effectiveness.

Matter to be dealt with	Full Council	Sub-committee of Licensing Committee	Officers
Final approval of three year licensing policy	X		
Policy not to permit casinos	X		
Fee setting (when appropriate)		X (if delegated by full council)	
Application for premises licences		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Application for a variation to a licence		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Application for a transfer of a licence		Where representations have been received from the Commission	Where no representations have been received from the Commission
Application for a provisional statement		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Review of a premises licence		X	
Application for club gaming/ Club machine permits		Where objections have been made and not withdrawn	Where no objections made/objections have been withdrawn

Cancellation of club gaming/club machine permits		X	
Applications for other permits			X
Cancellation of licensed premises gaming machine permits			X
Consideration of temporary use notice			X
Decision to give a counter notice to a temporary use notice		X	

**4.2.2** Members who sit on the Licensing Committee or Sub-Committee, or who make representations, will do so in accordance with Central Bedfordshire Council's constitution and any other relevant Central Bedfordshire Policies and Procedures.

**4.2.3** Every determination of a licensing decision by the Licensing Committee or a Licensing Sub-Committee shall be accompanied by clear reasons for the decision. The applicant, and/or responsible authorities and/or interested parties shall be informed of the decision in writing.

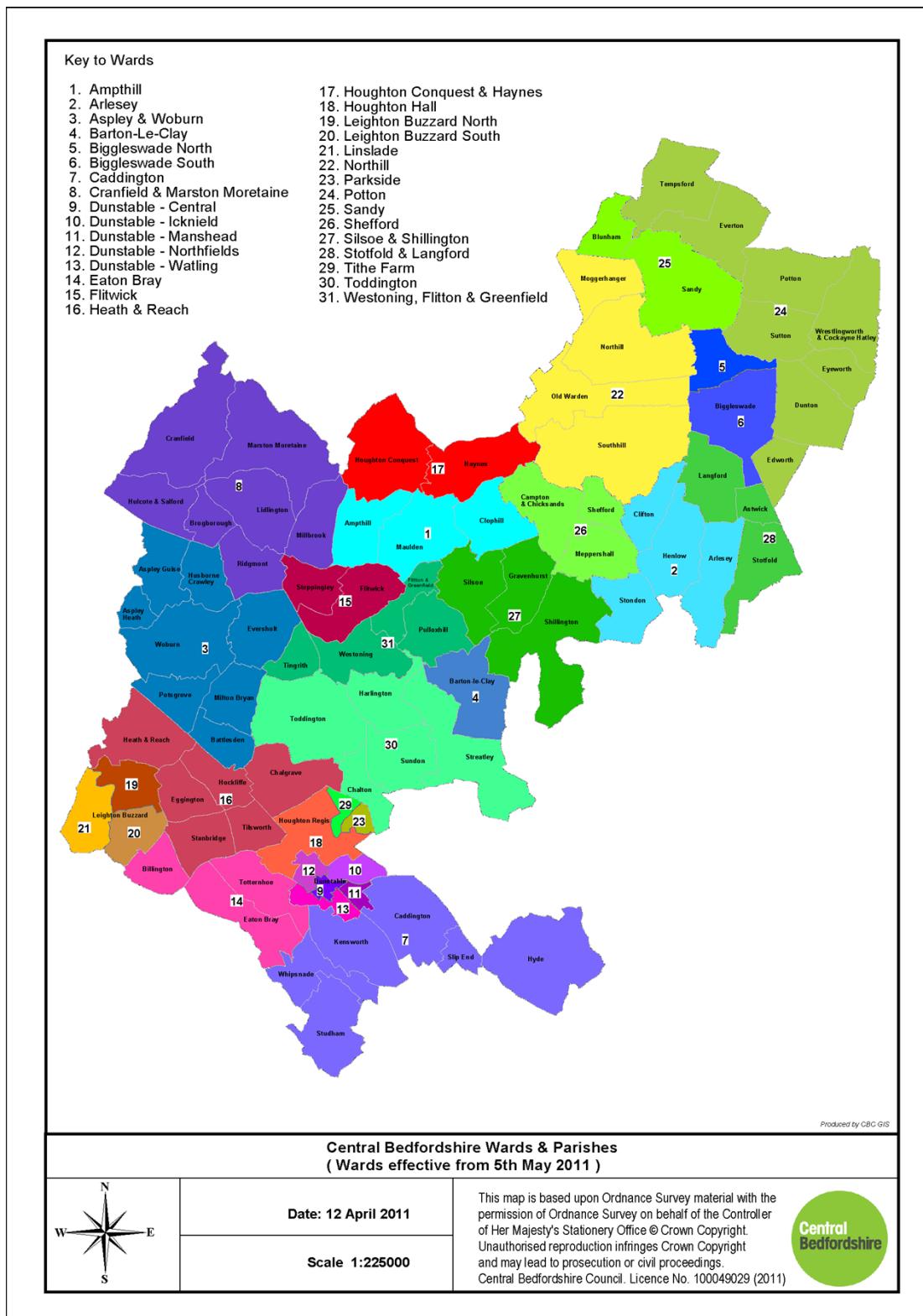
#### **4.3 Useful Information**

**Central Bedfordshire Council**  
e-mail:[info @centralbedfordshire.gov.uk](mailto:info@centralbedfordshire.gov.uk)  
Website: [www.centralbedfordshire.gov.uk](http://www.centralbedfordshire.gov.uk)

A copy of the Gambling Act 2005 is available from  
[www.legislation.gov.uk](http://www.legislation.gov.uk)

## Appendix A

### Map of Central Bedfordshire



## Appendix B

### Classification of Gaming Machines

The classification of Gaming Machines is as per The Categories of Gaming Machine Regulations 2007 and The Categories of Gaming Machine (Amendment) Regulations 2009.

<b>Category of machine</b>	<b>Maximum stake</b>	<b>Maximum prize</b>
<b>A</b>	Unlimited – No category A gaming machines are currently permitted	
<b>B1</b>	£2	£4,000
<b>B2</b>	£100 (in multiples of £10)	£500
<b>B3A</b>	£1	£500
<b>B3</b>	£2	£500
<b>B4</b>	£1	£250
<b>C</b>	£1	£70
<b>D – non-money prize (other than a crane grab machine or a coin pusher or penny falls machine)</b>	30p	£8
<b>D – non-money prize (crane grab machine)</b>	£1	£50
<b>D – money prize (other than a coin pusher or penny falls machine)</b>	10p	£5
<b>D – combined money and non-money prize (other than a coin pusher or penny falls machine)</b>	10p	£8 (of which no more than £5 may be a money prize)
<b>D – combined money and non-money prize (coin pusher or penny falls machine)</b>	10p	£15 (of which no more than £8 may be a money prize)

## Appendix C

### Summary of machine provisions by premises

Premises type	Machine category						
	A	B1	B2	B3	B4	C	D
<b>Large casino</b> (machine/table ratio of 5-1 up to maximum)	Maximum of 150 machines Any combination of machines in categories B to D (except B3A machines), within the total limit of 150 (subject to machine/table ratio)						
<b>Small casino</b> (machine/table ratio of 2-1 up to maximum)	Maximum of 80 machines Any combination of machines in categories B to D (except B3A machines), within the total limit of 80 (subject to machine/table ratio)						
<b>Pre-2005 Act casino</b> (no machine/table ratio)	Maximum of 20 machines categories B to D (except B3A machines), or any number of C or D machines instead						
<b>Betting premises and tracks occupied by pool betting</b>	Maximum of 4 machines categories B2 to D (except B3A machines)						
<b>Bingo premises or Adult Gaming Centre</b>			Maximum of 20% of the total number of gaming machines which are available for use on the premises categories B3 or B4		No limit on category C or D machines		
<b>Family entertainment centre</b> (with premises licence)					No limit on category C or D machines		
<b>Family entertainment centre</b> (with permit)					No limit on category D machines		
<b>Clubs or miners' welfare institute</b> (with permit)					Maximum of 3 machines in categories B3A or B4 to D*		
<b>Qualifying alcohol licensed premises</b>					1 or 2 machines of category C or D automatic upon notification		
<b>Qualifying alcohol licensed premises</b> (with gaming machine permit)					Number of category C-D machines as specified on permit		
<b>Travelling Fair</b>					No limit on category D machines		

\* It should be noted that members clubs and miners' welfare institutes are entitled to site a total of three machines in categories B3A to D but only one B3A machine can be sited as part of this entitlement. Commercial clubs are entitled to a total of three machines in categories B4 to D.

# CORAL

Licensing Team,  
Central Bedfordshire Council  
Watling House  
High Street North  
Dunstable  
Bedfordshire  
LU6 1LF

7<sup>th</sup> October 2015

Dear Sir,

#### Consultation on Central Bedfordshire Council's Statement of Principles – Gambling Act 2005

Coral Racing Limited is most grateful to be given the opportunity to respond to this consultation exercise. Coral was one of the first national bookmakers to be licensed under the Betting and Gaming Act of 1960, and so has been operating the length and breadth of the UK for over 50 years. Its premises comprise locations in the inner city, on the high street, in suburbs and in rural areas, and in areas of both high and low deprivation. It now operates 1850 betting offices across Great Britain, which comprise about 20% of all licensed betting offices. It is, therefore, a highly experienced operator.

Coral Racing Limited are broadly supportive of the document and recognise that there are only minor changes to the previous version. It again notes that the Board when considering applications are still required to 'aim to permit gambling' where this is 'reasonably consistent with the licensing objectives', additionally noting that it should not take into account of any moral objections to gambling.

Coral Racing Limited recognise the requirement to supply risk assessments (requirement is from 6<sup>th</sup> April 2016) with future applications and variations following the consultation completion (this is included following Section 2.1.5 within your Draft Statement and will require corrective numbering).

Coral's experience is that, through all it does, it achieves an exemplary degree of compliance, and attracts negligible evidence of regulatory harm. Through the additional local risk assessment to be introduced with future premises licence applications, Coral believe that these should be a) to assess specific risks to the licensing objectives in the local area, and b) to assess whether control measures going beyond standard control measures are needed. In our opinion your guidance is appropriate with no long lists of definitive locations which by their very inclusion, could (incorrectly in our view) infer that a location of a gambling premise nearby, causes risk to the gambling objectives.

We do have one comment to make with reference to section 2.3 – Location. It is recognised that each application will be judged on its merits but within this paragraph is the statement:-

*This could include areas where gambling premises should not be located, (for example near a school or in residential areas where there may be a high concentration of families with children).*

Coral knows of no evidence that children coming from schools are gaining access to betting offices. Coral's general experience, in common with other bookmakers, is that children are not interested in betting, and in any case the Think 21 policy operated by Coral is adequate to ensure that under-age gambling does not occur in their premises. There are very many examples of betting offices sited immediately next to schools and



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a company



1700+ shops



mobile



coral.co.uk

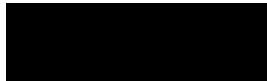


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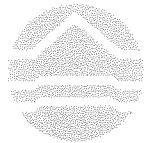
colleges and no evidence whatsoever that they cause problems. Additionally, throughout the country, there are many betting offices in residential areas (on shopping parades etc. alongside other high street operators) which operate responsibly upholding the licensing objectives.

If we can provide any further information, we would be pleased to do so.

Yours faithfully,



John Liddle  
Director of Development – Coral Retail



Central Bedfordshire Council  
Licensing Team  
Watling House  
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Please ask for: Richard Taylor  
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Our ref: RJT / LHK / 097505.00004  
#GS402742  
Your ref:  
Date: 05 October 2015

Dear Sir/Madam,

**Re: Gambling Act 2005 Policy Statement Consultation**

We act for the Association of British Bookmakers (ABB) and have received instructions to respond on behalf of our client to the current consultation on the Council's review of its gambling policy statement.

The ABB represents over 80% of the high street betting market. Its members include large national operators such as William Hill, Ladbrokes, Coral and Paddy Power, as well as almost 100 smaller independent bookmakers.

This response will explain the ABB approach to partnership working with local authorities, it will detail its views on the implementation of the new LCCP requirements, from April 2016, relating to operators' local area risk assessments and their impact on the licensing regime and will then make specific comment with regard to any statement(s) of concern/that are welcomed in your draft policy.

The ABB is concerned to ensure that any changes are not implemented in such a way as to fundamentally change the premises licence regime through undermining the "aim to permit" principle contained within s153 Gambling Act 2005.

The current regime already adequately offers key protections for communities and already provides a clear process (including putting the public on notice) for representations/objections to premises licence applications. The recent planning law changes effective since April 2015 have also already increased the ability of local authorities to consider applications for new premises, as all new betting shops must now apply for planning permission.

It is important that any consideration of the draft policy and its implementation at a local level is put into context. There has recently been press coverage suggesting that there has been a proliferation of betting offices and a rise in problem gambling rates. This is factually incorrect.

Over recent years betting shop numbers have been relatively stable at around 9,000 nationally, but more recently a trend of overall downwards decline can be seen. The latest Gambling Commission industry statistics show that numbers as at 31 Mar 2015 were 8,958 - a decline of 179 from the previous year, when there were 9,137 recorded as at 31 March 2014.

As far as problem gambling is concerned, successive prevalence surveys and health surveys reveal that problem gambling rates in the UK are stable (0.6%) and possibly falling.

### Working in partnership with local authorities

The ABB is fully committed to ensuring constructive working relationships exist between betting operators and licensing authorities, and that where problems may arise that they can be dealt with in partnership. The exchange of clear information between councils and betting operators is a key part of this and we welcome the opportunity to respond to this consultation.

There are a number of examples of the ABB working closely and successfully in partnership with local authorities.

#### LGA – ABB Betting Partnership Framework

In January 2015 the ABB signed a partnership agreement with the Local Government Association (LGA). This was developed over a period of months by a specially formed Betting Commission consisting of councillors and betting shop firms and established a framework designed to encourage more joint working between councils and the industry.

Launching the document Cllr Tony Page, LGA Licensing spokesman, said it demonstrated the *“...desire on both sides to increase joint-working in order to try and use existing powers to tackle local concerns, whatever they might be.”*

The framework built on earlier examples of joint working between councils and the industry, for example the Ealing Southall Betwatch scheme and Medway Responsible Gambling Partnership.

In Ealing, the Southall Betwatch was set up to address concerns about crime and disorder linked to betting shops in the borough. As a result, crime within gambling premises reduced by 50 per cent alongside falls in public order and criminal damage offences.

In December last year, the Medway Responsible Gambling Partnership was launched by Medway Council and the ABB. The first of its kind in Britain, the voluntary agreement allows anyone who is concerned they are developing a problem with their gambling to exclude themselves from all betting shops in the area.

The initiative also saw the industry working together with representatives of Kent Police and with the Medway Community Safety Partnership to develop a Reporting of Crime Protocol that is helpful in informing both the industry, police and other interested parties about levels of crime and the best way to deal with any crime in a way that is proportionate and effective.

Lessons learnt from the initial self-exclusion trial in Medway have been incorporated into a second trial in Glasgow city centre, launched in July this year with the support of Glasgow City Council, which it is hoped will form the basis of a national scheme to be rolled out in time for the LCCP deadline for such a scheme by April 2016.

Jane Chitty, Medway Council's Portfolio Holder for Planning, Economic Growth & Regulation, said:  
*"The Council has implemented measures that work at a local level but I am pleased to note that the joint work we are doing here in Medway is going to help the development of a national scheme."*

Describing the project, Glasgow's City Treasurer and Chairman of a cross-party Sounding Board on gambling, Cllr Paul Rooney said:

*"This project breaks new ground in terms of the industry sharing information, both between operators and, crucially, with their regulator."*

### **Primary Authority Partnerships in place between the ABB and local authorities**

All major operators, and the ABB on behalf of independent members, have also established Primary Authority Partnerships with local authorities.

These Partnerships help provide a consistent approach to regulation by local authorities, within the areas covered by the Partnership; such as age-verification or health and safety. We believe this level of consistency is beneficial both for local authorities and for operators.

For instance, Primary Authority Partnerships between Milton Keynes Council and Reading Council and their respective partners, Ladbrokes and Paddy Power, led to the first Primary Authority inspection plans for gambling coming into effect in January 2015.

By creating largely uniform plans, and requiring enforcing officers to inform the relevant Primary Authority before conducting a proactive test-purchase, and provide feedback afterwards, the plans have been able to bring consistency to proactive test-purchasing whilst allowing the Primary Authorities to help the businesses prevent underage gambling on their premises.

### **Local area risk assessments**

With effect from 6<sup>th</sup> April 2016, under new Gambling Commission LCCP provisions, operators are required to complete local area risk assessments identifying any risks posed to the licensing objectives and how these would be mitigated.

Licensees must take into account relevant matters identified in the licensing authority's statement of licensing policy and local area profile in their risk assessment, and these must be reviewed where there are significant local changes or changes to the premises, or when applying for a variation to or a new premises licence.

The ABB is concerned that overly onerous requirements on operators to review their local risk assessments with unnecessary frequency could be damaging. As set out in the LCCP a review should only be required in response to significant local or premises change. In the ABB's view this

should be where evidence can be provided to demonstrate that the change could impact the premises' ability to uphold the three licensing objectives.

Although ABB members will be implementing risk assessment at a local premises level, we do not believe that it is for the licensing authority to prescribe the form of that risk assessment. We believe that to do so would be against better regulation principles. Instead operators should be allowed to gear their risk assessments to their own operational processes informed by Statements of Principles and the local area profile.

The ABB supports the requirement as set out in the LCCP, as this will help sustain a transparent and open dialogue between operators and councils. The ABB is also committed to working proactively with local authorities to help drive the development of best practice in this area.

#### **Local Area Profiles – Need for an evidence based approach**

It is important that any risks identified in the local area profile are supported by substantive evidence. Where risks are unsubstantiated there is a danger that the regulatory burden will be disproportionate. This may be the case where local authorities include perceived rather than evidenced risks in their local area profiles.

This would distort the “aim to permit” principle set out in the Gambling Act 2005 by moving the burden of proof onto operators. Under the Act, it is incumbent on licensing authorities to provide evidence as to any risks to the licensing objectives, and not on the operator to provide evidence as to how they may mitigate any potential risk.

A reversal of this would represent a significant increase in the resource required for operators to be compliant whilst failing to offer a clear route by which improvements in protections against gambling related harm can be made.

We would also request that where a local area profile is produced by the licensing authority that this be made clearly available within the body of the licensing policy statement, where it will be easily accessible by the operator and also available for consultation whenever the policy statement is reviewed.

#### **Concerns around increases in the regulatory burden on operators**

Any increase in the regulatory burden would severely impact on our members at a time when overall shop numbers are in decline, and operators are continuing to respond to and absorb significant recent regulatory change. This includes the increase to 25% of MGD, changes to staking over £50 on gaming machines, and planning use class changes which require all new betting shops in England to apply for planning permission.

Moving away from an evidence based approach would lead to substantial variation between licensing authorities and increase regulatory compliance costs for our members. This is of particular concern for smaller operators, who do not have the same resources to be able to put

into monitoring differences across all licensing authorities and whose businesses are less able to absorb increases in costs, putting them at risk of closure.

Such variation would in our opinion also weaken the overall standard of regulation at a local level by preventing the easy development of standard or best practice across different local authorities.

### **Employing additional licence conditions**

The ABB believes that additional conditions should only be imposed in exceptional circumstances where there are clear reasons for doing so - in light of the fact that there are already mandatory and default conditions attached to any premises licence. The ABB is concerned that the imposition of additional licensing conditions could become commonplace if there are no clear requirements in the revised licensing policy statements as to the need for evidence.

This would further increase variation across licensing authorities and create uncertainty amongst operators as to licensing requirements, over complicating the licensing process both for operators and local authorities.

### **Specific Policy Comments**

Paragraph 1.2 indicates that the licensing policy outlines the licensing authority's vision in seeking to promote the licensing objectives. The authority is reminded that as far as Gambling Act 2005 applications are concerned, the licensing authority must "have regard" to the licensing objectives whilst applications and operation must be "reasonably consistent" with the licensing objectives. The only body upon whom the Gambling Act 2005 places a duty to promote the licensing objectives is the Gambling Commission.

In the general statement of principles at paragraph 1.5, there is a statement that "applicants seeking premises licences are encouraged to propose any prohibitions or restrictions of their own in circumstances where it is felt that the presence of children would be undesirable or inappropriate." As far as betting office premises are concerned, these are adult only premises and all operators will have policies and procedures (which will be referred to in the local area risk assessment from 6<sup>th</sup> April 2016) detailing how the operator will ensure that those who may not bet do not do so. It is difficult to see how applicants could propose such measures within the application process.

Thereafter, within the same section, there is a statement that the licensing authority may decide to place a condition on a premises licence requiring door supervisors "if they have concerns that a premise may attract disorder..." It is important the process is evidence based. A decision to impose a condition on top of the mandatory and default conditions should only be imposed where there is evidence of a specific need to do so in the circumstances of that case. A mere "concern" will not be enough.

Paragraph 1.9 deals with issues that the licensing authority will not take into account when considering applications for gambling premises licences. The policy recognises at paragraph 2.1.4 that moral objections to gambling are not a valid reason to reject applications for a premises

licence and also that unmet demand is not a criterion for a licensing authority. This paragraph should be amended to include the fact that issues of nuisance or the likelihood of the grant of planning permission/building regulation approval will not be considered as relevant.

The ABB welcomes the statement at paragraph 1.14 that no particular areas of concern have been identified in regard to local risks associated with gambling.

Part 2 of the statement of principles deals with premises licences. The statement at 2.1.5 needs to be amended as this appears to have been taken from a Licensing Act 2003 policy. Under Gambling Act 2005, there is no facility within the application forms to detail operational procedures and steps to be taken to promote the licensing objectives. Much of this information will be apparent from the local area risk assessment. However, it must be acknowledged that under Gambling Act 2005, there is no duty to promote the licensing objectives upon an applicant or a licensing authority. Licensing authorities must "have regard" to the licensing objectives when considering an application and applicants must operate premises/proposed premises that are "reasonably consistent" with the licensing objectives. We respectfully submit that this paragraph be redrafted.

Paragraph 2.8 of the policy deals with conditions. The ABB welcomes the fact that any conditions to be attached to licences will be proportionate, relevant, directly related to the premises and fair and reasonable. The policy would be assisted by a greater explanation of when conditions can be imposed. It should acknowledge that Gambling Act 2005 premises licences are already subject to mandatory and default conditions and the starting point for consideration of an application is that the application will be granted without the need to supplement those conditions. It is only when there is evidence of a specific risk to the licensing objectives that the licensing authority should consider the imposition of additional conditions.

The policy indicates that the licensing authority may consider the imposition of conditions if there is a "perceived need." The licensing authority is reminded that if additional conditions are to be imposed then there needs to be evidence that the mandatory and default conditions need to be supplemented. Conditions should be imposed on the basis of evidence rather than "perceived need".

Paragraphs 2.10 to 2.17 deal with the authority's statement in relation to certain Gambling Act 2005 premises – adult gaming centres, family entertainment centres, casinos, bingo premises, tracks, travelling fairs, gaming and lotteries. Any policy with regard to betting premises has been omitted.

## **Conclusion**

The industry fully supports the development of proportionate and evidenced based regulation, and is committed to minimising the harmful effects of gambling. The ABB is continuing to work closely with the Gambling Commission and the government to further evaluate and build on the measures put in place under the ABB Code for Responsible Gambling, which is mandatory for all our members.

ABB and its members are committed to working closely with both the Gambling Commission and local authorities to continually drive up standards in regulatory compliance in support of the three licensing objectives: to keep crime out of gambling, ensure that gambling is conducted in a fair and open way, and to protect the vulnerable.

Indeed, as set out, we already do this successfully in partnership with local authorities now. This includes through the ABB Code for Responsible Gambling, which is mandatory for all our members; and the Safe Bet Alliance (SBA), which sets voluntary standards across the industry to make shops safer for customers and staff. We would encourage local authorities to engage with us as we continue to develop both these codes of practice which are in direct support of the licensing objectives.

Yours faithfully,



GOSSCHALKS

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