



# **Gambling Act 2005**

## **Statement of Principles**

**Effective from 31<sup>st</sup> January 2019 until 30 January 2022**



# **CONTENTS**

# **Page No.**

## **Section One – Introduction and scope**

5

- Introduction
- Declaration
- Consultation
- Local Area Profile
- Authorised activities
- Relationship with other legislation
- “Demand” for gaming premises
- Rights of applicants and third parties
- Data sharing, data security and the principles of better regulation
- Equality

## **Section Two – Local Risk Assessments**

9

## **Section Three - Making representations**

10

- Who can make a representation?
- Interested Parties
  - Policy One
- Form and content of representation
  - Policy Two
- Irrelevant Considerations
- Reviews

## **Section Four – Licensing Objectives**

14

- Preventing gambling from being a source of crime and disorder
  - Policy Three
- Ensuring gambling is conducted in a fair and open way
- Protection of children and other vulnerable persons

## **Section Five – Premises licences**

16

- General principles
- Betting premises and tracks
- Adult gaming centres
- Club gaming permits and club machine permits
- Alcohol licensed premises
- Family entertainment centres
- Prize gaming permits
- Travelling fairs
- Small society lotteries
- Temporary use notices
- Occasional use notices
- Casinos
- Bingo

- Provisional Statements

**Section Six – Inspection and enforcement** 22

- General statement
- Inspections
  - Policy Four
- Enforcement
- 

**Glossary of terms** 25

**Appendices** 26

Appendix one - List of bodies and organisations consulted

# **1. INTRODUCTION AND SCOPE**

## **Introduction**

- 1.1 Section 349(1) of the Gambling Act 2005 [“the Act”] imposes a statutory requirement upon **Gedling Borough Council** as the statutory Licensing Authority [“the Authority”] to prepare a Statement of Principles [“the Statement”] and to review it every three years. However, should the need arise, the Authority may review and alter the policy within that period.
- 1.2 In exercising their functions under Section 153 of the Act the Authority shall aim to permit the use of premises for gambling in so far as the Authority think it:
  - 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 principles

In exercising their functions under the Gambling Act 2005, Licensing Authorities must have regard to the licensing objectives as set out in section 1 of the Act. The three objectives are as follows:

- Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime; and
  - Ensuring that gambling is conducted in a fair and open way; and
  - Protecting children and other vulnerable persons from being harmed or exploited by gambling.
- 1.3 The aim of the Authority in this Statement is to state the principles that are to be applied by the Licensing Authority when exercising its functions and to address the impact of licensed premises in terms of crime and disorder arising from gambling and to ensure that their location and internal layout are appropriate with a view to protecting children and vulnerable persons. The Authority is committed to partnership with all stakeholders with a view to the promotion of this aim.
  - 1.4 The Authority will, in the statutory discharge of its functions, have particular regard to the principles to be applied in exercising its powers:
    - under Section 157 of the Act to designate in writing a body competent to advise the Authority about the protection of children from harm;
    - under Section 158 of the Act to determine whether a person is an interested party in relation to a premises licence or in relation to an application for or in respect of a premises licence.
  - 1.5 Subject to statutory provision, a review of this Statement will take place periodically and any revisions to the Statement will be made taking into account information collated over a period of time, the outcomes of related initiatives at central and local government level and following appropriate consultation.

1.6 Nothing in this Statement should be regarded or interpreted as any indication that any statutory requirement of gambling or other law is to be overridden.

### **Declaration**

1.7 The Authority in preparation of this Statement has had due regard to;

- the Gambling Act 2005
- the Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales) Regulations 2006
- current guidance issued by the Gambling Commission and by the Secretary of State under Section 25 of the Act.
- responses from those consulted on the Statement and the reviews thereof.

### **Consultation**

1.8 The Gambling Act requires the Authority to consult the following on the Licensing Authority Statement of Policy or any subsequent revision:

- in England and Wales, the chief officer of police for the Authority's area
- one or more persons who appear to the Authority to represent the interests of persons carrying on gambling businesses in the Authority's area
- one or more persons who appear to the Authority to represent the interests of persons who are likely to be affected by the exercise of the Authority's functions under this Act.

A full list of consultees is shown in appendix 1.

### **Local Area Profile**

1.9 The Borough of Gedling covers an area of 120 sq km at the heart of Nottinghamshire, with the City of Nottingham bordering to the South-West. It includes the suburban settlements of Arnold, Mapperley, Carlton, Gedling and Netherfield, ten rural parishes and the urban parish of Colwick. The Borough also shares boundaries with three other local authorities namely Rushcliffe Borough Council, Newark and Sherwood District Council and Ashfield District Council. Around 112,000 people live in the Borough in total.

The Authority recognises the wide variety of premises which will require a licence or permit which include casinos, betting shops, bingo halls, clubs and amusement arcades. Within the area there are at the time of publication of this policy 12 betting shops and 1 amusement arcades and 1 bingo hall mostly located in the main suburban areas of Arnold, Carlton and Netherfield.

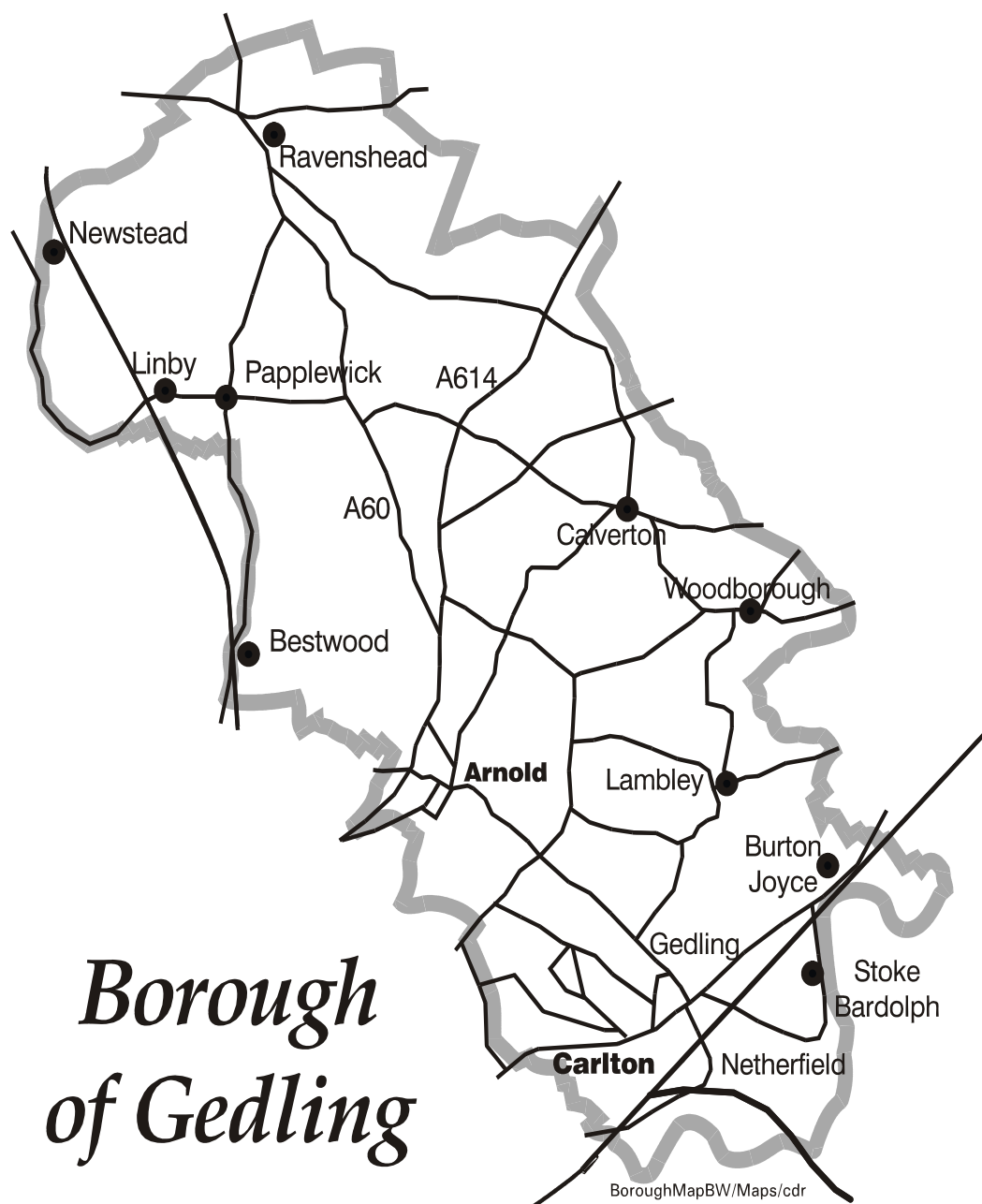
The Borough has an increasing percentage of around 7.3% of the local population that comes from black and minority ethnic (BME) backgrounds. The BME population is spread throughout the Borough and there are no distinct geographical BME communities.

Gedling Borough Council is a non-metropolitan district council providing a wide range of statutory and non-statutory services for the community.

A local area profile has been prepared based on local knowledge and taking into account a wide range of factors, data and information held by the licensing authority and its partners. It is anticipated that the local area profile will give operators and a

better awareness of the local area and the risks, which includes both potential and actual risks.

#### 1.10 Map of Gedling area



#### Authorised activities

1.11 The Act gives Licensing Authorities a number of important regulatory functions in relation to gambling. Their main functions are to:

- licence premises for gambling activities;
- issue provisional statements for premises;
- consider notices given for the temporary use of premises for gambling;
- grant permits for gaming and gaming machines in clubs and miners' welfare institutes;

- 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 occasional use notices for betting at tracks; and
- register small societies' lotteries.

**N.B.** Spread betting is regulated by the Financial Services Authority.

Remote gambling, Operator Licences and Personal Licences are dealt with by the Gambling Commission.

The National Lottery is now regulated by the Gambling Commission.

In carrying out its licensing functions within the framework established by this Statement, the Authority will have particular regard to:

- maintaining a close working relationship with the responsible authorities;
- taking necessary and appropriate steps for the protection of children and other vulnerable persons;
- the need to treat each application on its own merits taking into account the individual circumstances at each premise.

### **Relationship with other legislation**

1.12 In complying with the provisions of the Gambling Act 2005, whilst the Authority recognises the requirements of other legislation, this Statement is not intended to duplicate the existing legislation and regulatory orders which incur statutory obligations.

1.13 In particular, in making a determination in respect of any application, the Authority will not take into account irrelevant matters, such as the likelihood of the application receiving planning permission, or building regulation approval.

### **“Demand” for gaming premises**

1.14 The Authority will not consider the demand for gaming premises when making decisions about applications for a premises licence under the Act.

### **Rights of applicants and third parties**

1.15 This Statement does not override the right of any person to make an application under the Act and have that application considered on its individual merits.

1.16 Similarly this Statement does not undermine the right of any third party to make representations on an application or to seek a review of a licence where provision has been made for them to do so.

### **Data sharing, data security and the principles of better regulation**

1.17 The Authority will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information which includes the provision that the Data Protection Act 2018 and the General Data Protection Regulations will not be contravened. The



Authority will also have regard to any guidance issued by the Gambling Commission on this matter, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005. The Authority will apply the principles of better regulation.

## **Equality and Diversity**

1.18 The Authority has an Equal Opportunity Policy that underpins all aspects of the licensing service. The policy contains a statement of intent noting that,

*“Gedling Borough Council seeks to create a culture of employment and direct or indirect service delivery through its Members, managers and other employees, in which people can feel confident of being treated with fairness, dignity and tolerance irrespective of their personal circumstances, background or lifestyle. Discrimination consists of conduct or words or practices that disadvantage or advantage people; we will not intentionally discriminate on grounds of disability, race, colour, ethnic or national origins, religion or belief, gender, marital status, gender reassignment, sexual orientation, unrelated criminal conviction age or trade union membership.”*

In producing this Gambling Statement consultation has been undertaken to enable comments to be submitted from a wide range of organisations and individuals commensurate with equalities legislation.

## **2. LOCAL RISK ASSESSMENTS**

2.1 The Gambling Commission’s Licence Conditions and Codes of Practice (LCCP) which were revised and published in February 2015, formalise the need for operators to consider local risks. Local risk assessment apply to all non-remote casino, adult gaming centre, bingo, family entertainment centre, betting and remote betting intermediary (trading room only) licences, except non-remote general betting (limited) and betting intermediary licences. This provision comes into force on 6 April 2016

2.2 Licensees are required to 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 undertaking their risk assessments, they must take into account relevant matters identified in this policy statement.

2.3 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.

2.4 The new social responsibility provision is supplemented by an ordinary code provision that requires licensees to share their risk assessment with licensing authorities when applying for a premises licence or applying for a variation to existing licensed premises, or otherwise at the request of the licensing authority. Both provisions take effect from 8 May 2015.

2.6 LRA's must be kept at licensed premises and be available for inspection by RA's. The LRA must be submitted to the LA with any new or variation application, otherwise the application has not been properly served. The LRA must also be submitted when changes in the local environment or the premises warrant a risk assessment to be conducted again.

2.7 The licensing authority have an expectation that all local risk assessments will take into account the local social profile of the area.

2.8 The council will expect the local risk assessment to consider as a minimum:

The location of services for children such as schools, playgrounds, leisure/community centres and other areas where children will gather;

The demographics of the area in relation to vulnerable groups;

Whether the premises is in an area subject to high levels of crime and/or disorder;

Local risk assessments should show how vulnerable people, including people with gambling dependencies are protected.

The 3 statutory licensing objectives for gambling include protecting children and other vulnerable persons from harm and exploitation. Licensing policies are not currently required to address public health concerns and Public Health is not a responsible authority, as in the case of alcohol, however the Gambling Commission has recognised the benefits of a Public Health whole population approach (February 2018). The Commission has identified specific groups of people who are particularly at risk:

- ethnic groups
- youth
- low IQ
- substance abuse/misuse
- poor mental health

It is estimated that there are over 370,000 problem gamblers in England. There are no local level estimates available. Gambling harm includes poor physical and mental ill-health and is associated with substance misuse problems especially alcohol and with smoking. It also contributes to debt problems, relationship breakdown and criminality. There is more information on gambling related harm as a public health issue on the Gambling Commission website at [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk)

There is less evidence available to support gambling SOLPs at a local level. Nationally there is a significant amount of gambling that takes place on the internet which reduces barriers to where people can gamble. Problem gambling is linked with areas of socio-economic

deprivation, so identifying areas with potentially higher levels of gambling harm can therefore be informed by the alcohol licensing maps.

### **3. MAKING REPRESENTATIONS**

#### **Who can make a representation?**

- 3.1 The Gambling Act allows “responsible authorities” (identified in section 157 of the Act) and “interested parties” to make representations on applications relating to **premises licences and provisional statements**. In the case of reviews that right is also given to the licensee. With regard to other forms of notification and permit, the right to object is restricted to specified bodies. The following section therefore only relates to representations in respect of **premises licences and provisional statements**.
- 3.2 Premises licences are only necessary for the types of gambling listed below and interested parties may therefore only make representations in respect of:
- Casino premises
  - Bingo premises
  - Betting premises (including tracks)
  - Adult gaming centres
  - Licensed family entertainment centres

#### **Interested parties**

- 3.3 Interested parties are defined as persons who, **in the Licensing Authority’s opinion,**
- live sufficiently close to the premises to be likely to be affected by the authorised activities
  - have business interests that might be affected by the authorised activities, or
  - represent either of the above. This could include, e.g. democratically elected persons such as Councillors or Members of Parliament
  -

#### **Policy One**

- 3.4 **In determining if someone lives sufficiently close to the premises to be likely to be affected by the authorised activities or have business interests that are likely to be affected, the Authority may take any or all of the following into account:**
- **the proximity of their home or business to the application premises**
  - **the nature of their residency (e.g. private resident, resident in home for the vulnerable etc)**
  - **the nature of the business making the representation**
  - **the nature of the authorised activities to be conducted on the application premises**
  - **the size and capacity of the application premises**
  - **the likely catchment area for the application premises**
  - **the routes likely to be taken to and from the application premises**
  - **the character of the area**
  - **the density of the built up area**
  - **the topography of the area**

- **local area profile**
- **mitigating measures contained within the applicants risk assessments**

REASON: To ensure that those who are likely to be directly affected by the proposed activities can exercise their right to be heard.

- 3.5 The Authority will interpret the phrase “business interest” widely and not merely confine the phrase to meaning those engaged in trade and commerce. It may therefore include charities, churches, medical practices, schools and other establishments and institutions.
- 3.6 Similarly a wide interpretation will be given to those categories of persons and organisations that represent residents and businesses. These may include residents and tenants associations, trade unions and other associations, as well as individuals whose role is to represent the interests of one or more residents or businesses such as a councillor, MP or legal representative.
- 3.7 It is for the Authority to determine on a case by case basis whether or not a person making a representation is an “interested party”. The Authority may ask for evidence to identify who is being represented and show that they have given Authority for representations to be made on their behalf. In cases which are not clear-cut the benefit of the doubt will usually be exercised in favour of the person making the representation.

### **Form and content of representation**

- 3.8 The Act places a duty on the Authority to aim to permit the use of premises for gambling in so far as the Authority thinks the application is in accordance with:
- this Policy Statement; and
  - the Commission’s Guidance; and
  - local area profile and applicants risk assessments
  - the Codes of Practice; and
  - where the application is reasonably in accordance with the licensing objectives.
- 3.9 As these are the criteria against which an application is to be assessed, representations which address these issues are more likely to be accepted and given weight.
- 3.10 All representations must be made in writing and must be received by the Authority within the time limits set by the relevant regulations. For a representation to be relevant it should:
- be positively tied or linked by a causal connection to particular premises; and
  - relate to the licensing objectives; or
  - raise issues under this policy, the Commission’s Guidance or Codes of Practice.
- 3.11 Representations received outside the statutory period for making such representations or which otherwise do not comply with the Regulations will be invalid and will not be taken into consideration when the application is determined. In addition the Authority expects representations to be made in accordance with policy two.

## Policy Two

### 3.12 A representation should indicate the following:

- (i) The name, address and a contact number for the person making the representation.
- (ii) The capacity in which the representation is made (e.g. interested party, responsible authority, licensee) and if made as a representative should indicate who is being represented.
- (iii) The name and address of the premises in respect of which the representation is being made.
- (iv) The licensing objective(s) relevant to the representation.
- (v) Why it is felt that the application;
  - is not reasonably consistent with the licensing objectives, or
  - is not in accordance with this Policy, the Commission's Guidance or the relevant Code's of Practice, or
  - the local risk assessments are not considered suitable and sufficient; or
  - otherwise should not be granted, or
  - should only be granted subject to certain specified conditions.
- (vi) Details of the evidence supporting the opinion in (v).

REASON: To ensure the representation is made by a responsible Authority or interested party and that it is relevant and directly related to the application premises.

3.13 A preferred form of representation is available and can be downloaded at [www.gedling.gov.uk](http://www.gedling.gov.uk). Whilst representations which are not in the preferred form or which do not fully comply with Policy Two will not automatically be rejected, they may be less likely to comply with the law relating to representations resulting in them ultimately being rejected or given little or no weight.

3.14 Ordinarily where representations are received the Authority will hold a hearing, however, a hearing does not have to be held where the Authority thinks that a representation is frivolous, vexatious, or will certainly not influence the Authority's determination of the matter. It is for the licensing Authority to determine whether a representation falls within these categories, however, representations which comply with Policy Two are unlikely to do so.

3.15 It is in the interests of those making representations that they include as much detail and evidence as possible at the time the representation is made. The Authority will determine whether a representation should be excluded as frivolous or vexatious based on the normal interpretation of the words. A representation may therefore be excluded if it obviously lacks seriousness or merit, or is designed to be antagonistic. An example may be a representation received from a rival operator which is based solely on the fact that the new premises would compete with their own.

### Irrelevant considerations

3.16 Whilst not intended to provide an exhaustive list the following matters cannot be taken into account and representations relating to them are likely to be discounted:

- need and demand for the relevant premises

- issues relating to nuisance
- traffic congestion and parking
- likelihood of the premises receiving planning permission or building regulation approval

3.17 Any person seeking to operate gambling premises must first have applied for or obtained an operating licence from the Gambling Commission. The Commission will therefore have made a judgement as to the applicant's suitability to operate the proposed form of gambling and therefore this issue is not relevant to the subsequent assessment of the premises licence application. The only exception is in relation to track premises licences. In this case an operator's licence is not required and the suitability of the applicant may, in appropriate cases, be taken into consideration.

## **Reviews**

3.18 A premises licence may be reviewed by the Authority of its own volition or following the receipt of an application for a review from a responsible authority or interested party. Reviews cannot be delegated to an officer of the Authority – the lowest level of delegation permitted is to a Licensing Subcommittee (Licensing Panel).

3.19 The Act provides that Licensing Authorities may initiate a review in relation to a particular class of premises licence or in relation to particular premises. Officers of the Council or of a responsible Authority may be involved in the initial investigations of complaints leading to a review, or may try informal mediation or dispute resolution techniques prior to a full scale review being conducted.

3.20 If at any time the Authority considers it necessary in their scheme of delegation they will establish a system that determines who initiates reviews, and that may include a "filter" system to prevent unwarranted reviews from being conducted.

3.21 In relation to a class of premises, the Authority may review the use made of premises and, in particular, the arrangements that premises licence holders may have made to comply with licence conditions. In relation to these general reviews, the Authority would most likely be acting as a result of specific concerns or complaints about particular types of premises, which would cause it to want, for example, to look at the default conditions that apply to that category of licence. In relation to particular premises, the Authority may review any matter connected to the use made of the premises if it has reason to suspect that licence conditions are not being observed, or for any other reason (such as a complaint from a third party) which gives it cause to believe that a review may be appropriate.

3.22 Representations and review applications will be considered by the Authority in accordance with the relevant legislation, guidance issued by the Commission, this Statement of Principles, Codes of Practice, local area profile and the premises licence holders local risk assessments.

## **4. LICENSING OBJECTIVES**

### **Preventing gambling from being a source of Crime and Disorder**

- 4.1 The Authority places considerable importance on the prevention of crime and disorder, and will fulfil its duty under section 17 of the Crime and Disorder Act 1998 to do all it reasonably can to prevent crime and disorder in its area. A high standard of control is therefore expected to be exercised over licensed premises.
- 4.2 The Authority will, when determining applications, consider whether the grant of a premises licence will result in an increase in crime and disorder. In considering licence applications, the Authority will particularly take into account the following:
- the design and layout of the premises;
  - the training given to staff in crime prevention measures appropriate to those premises;
  - physical security features installed in the premises. This may include matters such as the position of cash registers or the standard of CCTV that is installed;
  - where premises are subject to age restrictions, the procedures in place to conduct age verification checks;
  - the likelihood of any violence, public order or policing problem if the licence is granted.
- 4.3 Where an application is received in relation to premises in an area noted for particular problems with organised crime, part of this determination will include consultation with the police and other relevant authorities. The Authority may then consider whether specific controls, such as a requirement for the provision of door supervisors, need to be applied in order to prevent those premises being a source of crime.
- 4.4 As far as disorder is concerned, there are already powers in existing anti-social behaviour and other 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 Authority 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. The Authority has no jurisdiction under the Act to deal with general nuisance issues.
- 4.5 In accordance with the Guidance, the Authority will only seek to address issues of disorder under the Act if the disorder amounts to activity which is more serious and disruptive than mere nuisance. A disturbance could be serious enough to constitute disorder if police assistance were required to deal with it. Another factor the Authority is likely to take into account is how threatening the behaviour was to those who could see or hear it, whether those people live sufficiently close to be affected or have business interests that might be affected.
- 4.6 The Authority will consult with the police and other relevant authorities when making decisions in this regard and will give due weight to any comments made by the police or other relevant authorities.

### **Policy Three**

- 4.7 The Authority will have particular regard to the likely impact of licensing on related crime and disorder in the district particularly when considering the**

**location, impact, operation and management of all proposed licence applications.**

REASON: Under the Crime and Disorder Act 1998 local authorities must have regard to the likely effect of the exercise of their functions on, and do all they can to prevent, crime and disorder in their area.

### **Ensuring gambling is conducted in a Fair and Open Way**

4.8 The Gambling Commission does not expect Licensing 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 (and therefore relevant to the Operating Licence), or will be in relation to the suitability and actions of an individual (and therefore relevant to the Personal Licence).

4.9 Both issues will be addressed by the Commission through the operating and personal licensing regime. This is achieved by:

- operating and personal licences are issued only to those who are suitable to offer gambling facilities or work in the industry;
- easily understandable information is made available by operators to players about, for example: the rules of the game, the probability of losing or winning, and the terms and conditions on which business is conducted;
- the rules are fair;
- advertising is not misleading;
- the results of events and competitions on which commercial gambling takes place are made public; and
- machines, equipment and software used to produce the outcome of games meet standards set by the Commission and operate as advertised.

4.10 Because betting track operators do not need an operating licence from the Commission, the Authority may, in certain circumstances attach conditions to a licence to ensure that the betting is conducted in a fair and open way. The Authority may in these circumstances also consider the suitability of the applicant to hold a track premises licence. Such factors which the Authority may take into consideration are set out below:

- references to adduce good character
- criminal record of the applicant
- previous experience of operating a track betting licence
- any other relevant information
- 

### **Protection of children and other vulnerable persons**

#### **Access to licensed premises**

4.11 The access of children and young persons to those gambling premises which are adult only environments will not normally be permitted.



- 4.12 The Authority will seek to limit the advertising for premises so that gambling products are not aimed at children or advertised in such a way that makes them particularly attractive to children (e.g. by using loud speakers that can be heard in the street).
- 4.13 The Authority will consult with the Nottinghamshire Safeguarding Children Board and the Nottinghamshire Committee for the Protection of Vulnerable Adults on any application that indicates there may be concerns over access for children or vulnerable persons.
- 4.14 The Authority will judge the merits of each separate application before deciding whether to impose conditions to protect children or vulnerable persons on particular categories of premises. This may include such requirements as:
- supervision of entrances;
  - segregation of gambling areas from areas frequented by children;
  - supervision of gaming machines in non-adult gambling specific premises.
- 4.15 The Act provides for a Code of Practice on access to casino premises by children and young persons and the Authority will work closely with the Police to ensure the appropriate enforcement of the law in these types of premises.

The Authority will pay particular attention to measures proposed by operators to protect children from harm in Adult Gaming Centres and Family Entertainment Centres. Such measures may include, but would not be limited to, the following:

- Proof of age schemes.
- CCTV
- Supervision of entrances/machine areas
- Physical separation of areas
- Specific opening hours
- Self-barring schemes
- Notices/signage
- Measures/training for staff on how to deal with suspected truanting school children on the premises and how to recognise signs of potential child sexual exploitation
- Clear Policies that outline the steps to be taken to protect children from harm
- Provision of information leaflets/helpline numbers for organisations such as GamCare.

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

### **Vulnerable persons**

- 4.16 The Authority does not seek to prohibit particular groups of adults from gambling in the same way that it seeks to prohibit children, but it will assume for regulatory purposes, that “vulnerable persons” include:
- people who gamble more than they want to;
  - people who gamble beyond their means;
  - people who may not be able to make an informed or balanced decision about gambling due to a mental impairment, alcohol or drugs.
- 4.17 The Authority will consider in relation to a particular application whether any special considerations apply in relation to vulnerable persons but any such considerations will

be balanced against the Authority's objective to aim to permit the use of premises for gambling. (see 2.8)

## **5. PREMISES LICENCES**

### **General Principles**

- 5.1 In the Act, "premises" is defined as including "any place". Section 152 therefore prevents more than one premises licence applying to any place. But a single building could be subject to more than one premises licence, provided they are for different parts of the building and different parts of the building can be reasonably regarded as being different premises. This approach has been taken to allow large, multiple unit premises such as a pleasure park, pier, track or shopping mall to obtain discrete premises licence, where safeguards are in place. However, licensing authorities should pay particular attention if there are issues about sub-divisions of a single building or plot and ensure that mandatory conditions relating to access between premises are observed.

In relation to an application to split existing licensed premises thereby creating multiple premises, each gambling activity in each premises should be linked to the premises described. For example, in a bingo premises, the gambling activity should be bingo with gaming machines as an ancillary offer on the premises. the Act does not permit premises to be licensed for more than one gambling activity, subject to the gaming machine entitlements which various types of licence bring with them except in the case of track'.

- 5.2 The procedure for obtaining Premises Licences is set by regulations. Should a licence be granted it will be made subject to mandatory and/or default conditions set by the Secretary of State. The Authority may choose to exclude default conditions if it thinks it appropriate and may also impose other specific conditions which are appropriate to the application.
- 5.3 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. With the exception of applicants for track premises anyone applying to the Authority for a premises licence will have to hold an operating licence from the Commission before a licence can be issued. The Authority will not generally therefore be concerned with the suitability of an applicant. Where concerns arise about a person's suitability, the Authority will bring those concerns to the attention of the Commission.
- 5.4 The Authority will however be concerned with issues such as the impact of the licensed premises in terms of crime and disorder and matters such as the location of the premises and their internal layout in terms of protecting children and vulnerable persons. Such issues are discussed in more detail in the paragraphs below relating to the specific types of gambling premises.

### **Betting Premises and Tracks**

- 5.5 Betting premises relates to those premises operating off-course betting. That is other than at a track.
- 5.6 Tracks are sites where races or other sporting events take place. Betting operators may operate self contained betting premises within track premises although they would normally only open on event days. There may be several licensed premises at any track.
- 5.7 Permitted activities include:
- off-course betting;
  - on-course betting for tracks;
  - betting by way of betting machines, and;
  - gaming machines as stipulated by regulations.
- 5.8 Factors for consideration when determining the application will be:
- location, particularly in relation to vulnerable persons;
  - suitability of the premises;
  - size of premises in relation to the number of betting machines;
  - the ability of staff to monitor the use or abuse of such machines and;
  - the provision for licence holders to ensure appropriate age limits are adhered to.
- 5.9 This is not an exhaustive list and each application will be judged on its merits. Any effective measures to support the licensing objectives will be taken into account.
- 5.10 In addition to the mandatory and default conditions attached by the Secretary of State by regulations from time to time, conditions may also be applied in support of the licensing objectives.
- 5.11 The Authority shall require an appropriately defined plan of the premises to accompany each application.
- 5.12 In relation to the licensing of tracks the Authority may require certain conditions to be imposed in support of the licensing objectives and in particular, to ensure that the environment in which track betting takes place is suitable, especially in circumstances where the track operator does not have an operating licence. Mandatory or default conditions may be attached by regulations issued by the Secretary of State.

### **Adult Gaming Centres (AGCs)**

- 5.13 These premises must be operated by the holder of a gaming machine general operating licence from the Gambling Commission as well as a premises licence from the Authority.
- 5.14 Permitted activities include the provision of gaming machines as stipulated by regulations.
- 5.15 Factors for consideration when determining the application for an AGC will include:
- the location;

- the ability of operators to minimise illegal access by under 18's to the premises.
- Local risk assessment at the premises

- 5.16 This is not an exhaustive list and each application will be judged on its merits. Any effective measures to support the licensing objectives will be taken into account.
- 5.17 Conditions may be applied by the Authority in support of the licensing objectives if it is felt necessary. Mandatory and default conditions will be attached by regulations issued by the Secretary of State. No one under the age of 18 is permitted to enter an AGC.

### **Club Gaming Permits and Club Machine Permits**

- 5.18 Club gaming permits authorise qualifying clubs to provide gaming machines as well as equal chance gaming and games of chance as prescribed in regulations.
- 5.19 Club machine permits allow the provision of higher category gaming machines.
- 5.20 Commercial clubs may in some circumstances operate with club machine permits but not club gaming permits.
- 5.21 The Authority may only refuse an application on the following grounds:
- (a) the applicant does not fulfill the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which it has applied;
  - (b) the applicant's premises are used wholly or mainly by children and/or young persons;
  - (c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
  - (d) a permit held by the applicant has been cancelled in the previous ten years; or
  - (e) an objection has been lodged by the Commission or the police;

and in the case of (a) or (b) must refuse the permit.

- 5.22 The Authority may grant or refuse a permit, but it may not attach conditions to a permit.

### **Alcohol Licensed Premises**

- 5.23 The Act provides an automatic entitlement to provide two gaming machines of category C or D. The premises licence holder must notify the Authority of his or her intention and pay the prescribed fee. Although the Authority has no discretion to refuse the notification, the authorisation may be removed if gaming has taken place on the premises that breaches a condition of section 282 of the Act.
- 5.24 The Authority may also issue "licensed premises gaming machine permits" to premises in this category on application for any additional number of category C and/or D machines. This would replace any automatic entitlement under section 282 of the Act.

- 5.25 The Authority must have regard to the licensing objectives and the Gambling Commission Guidance when granting these permits. Factors for consideration will include:
- location, particularly in relation to vulnerable persons;
  - suitability of the premises, size of premises in relation to the number of betting machines;
  - the ability of staff to monitor the use or abuse of such machines, and;
  - the provision for licence holders to ensure appropriate age limits are adhered to.
- 5.26 This is not an exhaustive list and each application will be judged on its merits. Any effective measures to support the licensing objectives will be taken into account.
- 5.27 It is a condition of the automatic entitlement to make available two gaming machines (of category C or D), that any relevant provision of a code of practice under section 24 about the location and operation of a gaming machine is complied with. The Authority will take account of these provisions and the relevant codes of practice are available on the Gambling Commission website. [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk)

### **Family Entertainment Centres**

- 5.28 There are two classes of Family Entertainment Centres (FECs) dependent upon the type of gaming machines provided on the premises:
- FECs with category C and D machines require a Premises Licence.
  - Unlicensed FECs provide only category D machines and are regulated through FEC gaming machine permits.
- 5.29 In determining the suitability of the location, consideration will be given to the following factors:
- proximity of premises to schools and vulnerable adult centres (e.g. a centre for gambling addicts);
  - proximity to residential areas where there may be a high concentration of families with children;
  - town centre or edge of town centre locations.
  - hours of operation
  - proposed operational management to regulate entry by children and vulnerable persons.
- 5.30 It should be noted that a permit cannot be issued in respect of a vessel or a vehicle.
- 5.31 An application for an FEC permit shall be made on the standard form obtainable from the Authority. All applicants must be 18 years of age. The Authority will require an applicant to supply appropriate premises and indemnity insurance details.

Relevant convictions will be taken into account, especially with respect to child protection issues.

### **Prize Gaming Permits**

- 5.32 These permits cover gaming where the nature and size of the prize is not determined by the number of people playing or the amount paid for or raised by the gaming - the prize is determined by the operator before play commences.
- 5.33 Consideration will be given to the following factors:
- proximity of premises to schools and vulnerable adult centres (e.g. a centre for gambling addicts);
  - proximity to residential areas where there may be a high concentration of families with children;
  - town centre or edge of town centre locations.
- 5.34 It should be noted that a permit cannot be issued in respect of a vessel or a vehicle.
- 5.35 The applicant must be 18 years of age or over. Relevant convictions will be taken into account, especially with respect to child protection issues.

### **Travelling Fairs**

- 5.36 Provided a travelling fair allows only category D gaming machines to be made available, and the facilities for gambling (whether by way of gaming machine or otherwise) amount together to no more than an ancillary amusement at the fair, then no application for a licence is required under the Act. The Authority will want to satisfy itself from time to time that gambling at a travelling fair is within the definition of section 286 of the Act. A guide for those wishing to operate gambling machines at travelling fairs is available on the Commission website.

### **Small Society Lotteries**

- 5.37 Small Society lotteries are distinguished from large society lotteries by the amount of the proceeds that they generate. A lottery is small if the total value of tickets put on sale in a single lottery is £20,000 or less and the aggregate value of the tickets put on sale in a calendar year is £250,000 or less. Other lotteries are dealt with by the Gambling Commission.
- 5.38 Small society lotteries are required to be registered with the Licensing Authority in the area where their principal office is located.

### **Temporary Use Notices**

- 5.39 There are a number of statutory limits as regards Temporary Use Notices. It is noted that it falls to the Authority to decide what constitutes a “set of premises” where Temporary Use Notices are received relating to the same building/site (see Gambling Commission’s Guidance to Licensing Authorities).

### **Occasional Use Notices**

- 5.40 The Authority has very little discretion as regards these notices aside from ensuring that the statutory limit of eight days in a calendar year is not exceeded. The Authority will need to consider whether a Notice in respect of premises can be dealt with under

the definition of a “Track”. It will also need to consider whether the Applicant is permitted to avail him/herself of the notice.

## **Casinos**

### **No Casino Resolution**

5.41 The Authority has not passed a “no Casino resolution” under Section 166 of the Gambling Act 2005, but is aware that it has the power to do so. Should the Authority decide in the future to pass such a resolution, it will update this Policy Statement with details of that resolution.

## **Bingo**

5.42 The holder of a bingo operating licence will be able to apply for a bingo premises licence to provide any type of bingo game including cash and prize bingo. Commercial bingo halls will also require a bingo premises licence from the Authority. If the only type of bingo to be provided is prize bingo then this may be authorised by way of a permit.

5.43 If children are allowed to enter premises licensed for bingo, then controls must be in place to prevent them from participating in gambling, other than on category D machines. Where category C or above machines are available in premises to which children are admitted the Authority will expect to see that:

- all such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
- only adults (over 18s) are permitted to the area where the machines are located;
- access to the area where the machines are located is supervised;
- where the machines are located is arranged so that it can be observed by staff of the operator or the licence holder; and
- at the entrance to, and inside any such an area, there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

5.44 The Gambling Commission has issued guidance about the need for Licensing Authorities to take into account the suitability and layout of bingo premises. Therefore plans should make clear what is being sought for authorisation under the bingo premises licence and what, if any, other areas are to be subject to a separate application for a different type of premises licence.

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

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

## **Provisional Statements**

**5.47** Developers may wish to apply to this Authority for provisional statements before entering into a contract to buy or lease property or land to judge whether a development is worth taking forward in light of the need to obtain a premises licence. There is no need to hold an operating licence in order to apply for a provisional statement.

## **6. INSPECTION AND ENFORCEMENT**

### **General Statement**

6.1 The Authority will have regard to its General/Corporate Enforcement Policy, the relevant provisions of the Act, any relevant guidance and/or codes of practice when considering taking enforcement action.

6.2 It is the intention of the Authority to establish and maintain enforcement protocols with other enforcement agencies.

### **Inspections**

6.3 The Authority will inspect gambling premises and facilities for compliance with the Act and any licence conditions through the application of a risk based inspection programme.

6.4 The inspection programme will in principle operate a light touch in respect of low-risk premises whilst applying greater attention to those premises which are considered to present a higher risk.

6.5 In addition to programmed inspections the licensing Authority will also investigate any evidence based complaints that it receives.

### **Policy Four**

**6.6 The Authority will adopt a risk based assessment approach for determining the frequency of compliance inspections. The risk rating will be based broadly on the following factors:**

- **location of the premises and their impact on the surrounding area,**
- **enforcement history of the premises,**
- **nature of the licensed or permitted operation,**
- **potential to have an adverse affect on the licensing objectives, and;**
- **management record.**
- **local risk assessment at the premises**

REASON: To provide a targeted and cost efficient enforcement service which will encourage and improve operating practice, promote the licensing objectives, and drive out poor practices; whilst at the same time meet accepted best practice principles of compliance inspection.

### **Enforcement**

6.7 In general the Gambling Commission will take the lead on the investigation and where appropriate, the prosecution of illegal gambling. There may be occasions on which



the Authority is better placed to take the lead, particularly where there is illegal activity on a smaller scale confined to the Authority's area.

- 6.8 Where a licensed premise is situated in more than one administrative area then this Authority will liaise with the other Authority to determine the most appropriate course of action and who will lead any investigation or prosecution.
- 6.9 Part 15 of the Act gives "authorised persons" power of investigation and section 346 enables Licensing Authorities to institute criminal proceedings in respect of offences described in that section. The principles require that enforcement should be:
- **Proportionate:** regulators should only intervene when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
  - **Accountable:** regulators must be able to justify decisions, and be subject to public scrutiny;
  - **Consistent:** rules and standards must be joined up and implemented fairly;
  - **Transparent:** regulators should be open, and keep regulations simple and user friendly; and
  - **Targeted:** regulation should be focused on the problem, and minimise side effects
- 6.10 The Authority will work closely with the Gambling Commission and exchange information on suspected illegal gambling and any proposed action that the Authority considers necessary.
- 6.11 The main enforcement and compliance role for the Authority in terms of the Gambling Act 2005 will be to ensure compliance with the Premises Licences and other permissions which it authorises. The Gambling Commission will be the enforcement body for Operator and Personal Licences. It is also worth noting that concerns about manufacture, supply or repair of gaming machines will not be dealt with by the Authority but will be notified to the Gambling Commission.
- 6.12 The Authority may institute proceedings in respect of a number of offences as identified in section 346 of the Act.
- 6.13 The Authority will avoid duplication with other regulatory regimes.

## Glossary of terms

Many of the terms used in this Statement of Licensing Policy are defined in the appropriate section of the Act. Section 353 identifies various terminologies and directs the reader to the relevant section of the Act, where appropriate, for a full and complete meaning of the term.

In the interests of clarity the following terms, which are used in this statement of licensing policy, are defined below.

<b>Terminology</b>	<b>Definition</b>
“the Act”	The Gambling Act 2005 (c19)
“Authority”	This refers to the “Licensing Authority” as defined by section 2 of the Act
“authorised person”	An officer of a Licensing Authority, <b>and</b> an officer of an Authority other than a Licensing Authority, both of whom have been authorised for a purpose relating to premises in that Authority’s area
“authorised local Authority officer”	An officer of a Licensing Authority who is an authorised person for a purpose relating to premises in that Authority’s area
“gambling commission”	An organisation established under section 20 of the Act that is responsible for regulating gambling in Great Britain
“guidance”	“Guidance to Licensing Authorities”, issued by the Gambling Commission under section 25 of the Gambling Act 2005
“interested parties”	Defined at paragraph 2.3 of this statement of licensing principles
“mandatory condition”	A condition that must be placed on a licence by virtue of regulations
“regulations”	Refers to regulations made under the Gambling Act 2005
“responsible authorities”	Public bodies that must be notified of applications for premises licences and they also have the right to make representations in relation to those applications. They are listed in full in section 157 of the Act.

## **Appendix One – List of bodies and organisations consulted**

Nottinghamshire Police Force  
Nottinghamshire Fire & Rescue Service  
The Local Safeguarding Children Board  
The local Vulnerable Adult Board  
Representatives of the holders of the various licences for premises in the borough who will be affected by this policy  
Parish and Town Councils in the borough  
Persons and businesses likely to be affected by authorised gambling within the borough  
Elected councillors, Gedling Borough Council  
H.M. Revenue and Customs  
The British Casino Association  
Casino Operators Association of the UK  
Business in Sport and Leisure  
Racecourse Association Limited  
British Amusement Catering Trade Association  
British Holiday and Home Parks Association  
Association of British Bookmakers  
Representatives of alcohol licensed premises in the borough  
Representatives of Club Premises Certificate holders in the borough  
Gamcare  
APAS  
Gambling Commission  
Representatives of Society Lottery registrations in the borough  
Bingo Association  
Licensing Solicitors  
British Beer and Pub Association  
Licensing Magistrates' Court