

**STATEMENT OF  
PRINCIPLES  
2025-2028**

PUBLISHED IN ACCORDANCE WITH THE PROVISIONS OF THE  
GAMBLING ACT 2005

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**London Borough of Croydon  
STATEMENT OF PRINCIPLES  
Gambling Act 2005**

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*This Statement of Principles was approved by the London Borough of Croydon on XXXX*

*All references to the Guidance refer to the Gambling Commission's Guidance to Licensing Authorities, as at 10 September 2024.*

## **PART A**

### **1. The Licensing Objectives**

In exercising their functions under the Gambling Act 2005 ('the Act'), licensing authorities must have regard to the licensing objectives as set out in section 1 of the Act which the authority seeks to promote through this Statement of Principles. 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.

It should be noted that the Gambling Commission has stated: 'The requirement in relation to children is explicitly to protect them from being harmed or exploited by gambling'. The Council is aware of the National Strategy to Reduce Gambling Harms and the importance of close working between teams to deliver important results in promoting the third licensing objective of 'protecting children and other vulnerable persons from being harmed or exploited by gambling'. A database of national, regional and local initiatives can be found on the [Gambling Commission website](#) .

The Council is aware that, as provided by Section 153 of the Act, 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; and
- in accordance with any relevant guidance issued by the Gambling Commission; and
- reasonably consistent with the licensing objectives; and
- in accordance with the authority's statement of principles.

### **2. Introduction**

The London Borough of Croydon covers an area of 86.5 square kilometres and has a population of approximately 390,800. The borough is mainly urban in character, being made up of a number of district retail and commercial centres each surrounded by residential accommodation. Croydon town centre is a well defined retail and commercial area with a large number of shops and offices.

The London Borough of Croydon ('the Council') is the Licensing Authority for the purposes of the Act and is required to publish a Statement of Principles ('the Statement') which it proposes to apply when exercising its licensing functions under the Act. The Council's original Statement was approved by the full Council on 27 November 2006. Statements last for a maximum of three years but can be reviewed and revised by the Council at any time. All such reviews and revisions of the Statement will be subject to consultation and subsequent re-publication. The Statement was last reviewed in 2021 and subsequently re published by the Council, in accordance with the legislation. This is the sixth statutory review the Council has undertaken.

The Council consulted widely upon this Statement and in accordance with the Act's requirements before its' final approval. A list of the persons and bodies consulted is attached at Appendix 1 to this Statement and included:

- The Police for this Licensing Authority's area
- Croydon Safeguarding Children Partnership
- All other Responsible Authorities under the Act
- Public Health Croydon
- GamCare
- Representatives of holders of Premises Licenses in the borough
- All elected Croydon borough councillors, the GLA Assembly Member for Croydon & Sutton and the four borough MP's
- The Council's Head of Strategic Transport
- The different Business Improvement Districts
- The Council also engaged with residents, businesses and community & voluntary groups in the borough via a variety of communication means
- The adjoining London boroughs of Lambeth, Sutton, Merton and Bromley

Consultation took place between 3 October 2024 and 1 November 2024.

The full list of consultees, comments received and details of their consideration by the Council are available on request to: The Licensing Team, Sustainable Communities, Regeneration and Economic Recovery Department, London Borough of Croydon, 3rd Floor, Zone B, Bernard Weatherill House, 8 Mint Walk, Croydon ([licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk)) or via the Council's website at: [www.croydon.gov.uk](http://www.croydon.gov.uk) .

It should be noted that this Statement sets out the factors the Council may take into account when considering applications made under the Act, and matters it will consider when deciding to review a licence. However it will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence, as each will be considered on its own merits and according to the statutory requirements of the Act.

To assist the reader, a Glossary of Terms is attached at Appendix 2 to this Statement. In addition, at Appendix I in their statutory guidance, the Gambling Commission provide a glossary of terms.

### **3. Declaration**

In producing the Statement, the Council declares that it has had regard to the licensing objectives of the Act, the Guidance to Licensing Authorities ('the Guidance') issued by the Gambling Commission, and any comments received from those consulted on it.

### **4. Responsible Authorities**

In exercising its discretion under Section 157(h) of the Act to designate a body which is competent to advise the Council about the protection of children from harm, the following principles have been applied:

- the need for the body to be responsible for 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.

With those principles in mind this Council designates the Croydon Children's Safeguarding Partnership (CCSP) as competent to advise it.

The contact details of all the Responsible Authorities under the Act are available via the Council's website at: [www.croydon.gov.uk](http://www.croydon.gov.uk) or by contacting the Council's licensing team on 020 8760 5466 or at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk) .

## **5. Interested parties**

Interested parties can make representations about licence applications, or apply for a review of an existing licence. An interested party is defined in the Act as a person who in the opinion of the licensing authority which issues the licence or to whom the application is made:

- a) lives sufficiently close to the premises to be likely to be affected by the authorities activities,
- b) has business interests that might be affected by the authorised activities, or
- c) represents persons who satisfy paragraph (a) or (b)

The Council will determine whether a person is an interested party with regard to particular premises on a case by case basis and will not apply a rigid rule to its decision making. In doing so it will have regard to the below mentioned factors drawn from paragraphs 8.12 and 8.15 of the Statutory Guidance.

The factors the Council will take into account in each case when determining what 'sufficiently close to the premises' means will include relevant factors such as:

- *the size of the premises*
- *the nature of the premises*
- *the distance of the premises from the location of the person making the representation*
- *the potential impact of the premises such as the number of customers, routes likely to be taken by those visiting the establishment*
- *the circumstances of the person who lives close to the premises. This is not their personal characteristics, but their interests which may be relevant to the distance from the premises. (8.12)*

The factors the Council may consider relevant when determining whether persons have business interests which may be affected include:

- *the size of the premises*
- *the 'catchment' area of the premises, that is, how far people travel to visit the premises*
- *whether the person making the representation has business interests in that catchment area that might be affected. (8.15)*

Interested parties can be persons who are democratically elected such as Councillors and MP's. Whilst the Members Code of Conduct adopted by the Council pursuant to the Localism Act 2011 may place restrictions on Councillors appearing at and addressing licensing committee hearings if they have a

disclosable pecuniary interest (DPI), other interest as defined by the Code or conflict of interest in relation to the matter under consideration, this does not prevent them from making written representations. Councillors should however ensure that the Monitoring Officer is made aware of any such interests and declare these at the meeting if these are not already on the Members' register of interests. Where the restrictions apply, it is recommended that councillors seek specific advice from the Council's Monitoring Officer in relation to their ability to make representations to or address the Committee if they have a DPI, "other" interest as defined by the Code or potential or actual conflict of interest.

Further advice can be obtained with regard to applications and representations under the Act by contacting the Council's licensing team on 020 8760 5466 or at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk). If an MP/councillor is asked to represent an interested person at a hearing, no specific evidence of being asked to represent that interested person will be required as long as the councillor/MP represents the ward likely to be affected. Likewise, parish councils likely to be affected, will be considered to be interested parties. Other than these however, this authority will generally require written evidence that a person/body (e.g. an advocate/relative) '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. Again, if there are any doubts then please contact the licensing team on 020 8760 5466 or at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk).

## **6. Exchange of Information**

When exercising its functions under sections 29 and 30 of the Act with respect to the exchange of information between it and the Gambling Commission, and the functions under section 350 of the Act with respect to the exchange of information between it and the other persons listed in Schedule 6 to the Act, the Council will act in accordance with the provisions of the Act and ensure compliance with the provisions of the UK General Data Protection Regulations and the Data Protection Act 2018. The Council will also have regard to any Guidance issued by the Gambling Commission to Licensing Authorities on this matter, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Act and principles of better regulation.

The Guidance for local authorities refers to this matter and some relevant sections are:

- *"Licensing authorities do not need to investigate the suitability of an applicant for a premises licence, including in relation to crime. The issue of suitability will already have been considered by the Commission, because any applicant (except occupiers of tracks who do not propose to offer gambling themselves) will have to hold an operating licence from the Commission before the premises licence can be issued. However, if the licensing authority receives information during the course of considering a premises licence application, or at any other time that causes it to question*

*the suitability of the applicant to hold an operating licence, these concerns should be brought to the attention of the Commission without delay.”*  
(5.10).

- *“Regulatory issues arising from the prevention of disorder are likely to focus almost exclusively on premises licensing, rather than on operating licences. However, if there are persistent or serious disorder problems that an operator could or should do more to prevent, the licensing authority should bring this to the attention of the Commission so that it can consider the continuing suitability of the operator to hold an operating licence.”*  
(5.6).
- *“If it comes to the attention of licensing authorities that alcohol-licensed premises or clubs or institutes are playing bingo during the course of a week which involves significant stakes and prizes, that makes it possible that the £2,000 in seven days is being exceeded, authorities should inform the Commission. To help clubs and institutes to comply with the full range of statutory requirements for gaming, the Commission has developed a statutory code of practice “the Code of Practice for gaming in clubs and premises with an alcohol licence.”* (18.16).

## **7. Enforcement**

When exercising its functions under Part 15 of the Act with respect to the inspection of premises; and the powers under section 346 of the Act to institute criminal proceedings in respect of the offences specified, the Council will be guided by the Guidance for local authorities and will also carry out its regulatory functions in accordance with good enforcement practice and will adhere to fundamental principles. Accordingly, enforcement shall be:

- Targeted
- Consistent
- Transparent
- Proportionate
- Necessary
- Also, so far as possible, the Council will endeavour to avoid duplication with other regulatory regimes and aim to adopt a risk based inspection programme.

The main enforcement and compliance role for this Council in terms of the Act will be to ensure compliance with premises licences and the other permissions which it authorises. The Gambling Commission will be the enforcement body for operating and personal licences. Concerns about manufacture, supply or repair of gaming machines will not be dealt with by the Council but will be notified to the Gambling Commission.

With regard to betting offices, the Council recognises that certain bookmakers have a number of premises within its area. In order to ensure that any compliance issues are recognised and resolved at the earliest stage, operators are requested to give the authority a single named point of contact, who should be a senior individual and whom the authority will contact first should any compliance queries or issues arise.

This Council recognises that it is subject to and will comply with the Regulators' Code developed by the Better Regulation Delivery Office in relation to matters of gambling licensing and enforcement.

For the purposes of transparency, this Council's enforcement/compliance protocols/written agreements will be available upon request to the licensing department on 020 8760 5466 or at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk).

### **8. Licensing Authority functions**

As required under the Act, this Council will:

- 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 *Alcohol Licensed Premises Gaming Machine Permits* for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two machines
- Register *small society lotteries* below prescribed thresholds
- Issue *Prize Gaming Permits*
- Receive and Endorse *Temporary Use Notices*
- Receive *Occasional Use Notices*
- Provide information to the Gambling Commission regarding details of licences issued (see section above on 'information exchange')
- Maintain registers of the permits and licences that are issued under these functions

This Council will not be involved in licensing remote gambling, as this falls to the Gambling Commission via operating licences.



## PART B PREMISES LICENCES

### 1. General Principles

Premises licences are subject to the requirements set-out in the Act and regulations, as well as specific mandatory and default conditions which are detailed in regulations issued by the Secretary of State. Licensing authorities are able to exclude default conditions and also attach others, where it is believed to be appropriate. The Guidance makes clear that Licensing authorities should not turn down applications for premises licences where relevant objections can be dealt with through the use of conditions.

This Council is aware that in making decisions about premises licences 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; and
- in accordance with any relevant guidance issued by the Gambling Commission ; and
- reasonably consistent with the licensing objectives; and
- in accordance with the authority's statement of licensing policy.

It is appreciated that as per the Guidance for local authorities "moral or ethical objections to gambling are not a valid reason to reject applications for premises licences" In addition, whereas previous legislation required that the grant of certain gambling permissions should take account of whether there was unfulfilled demand for the facilities, this is no longer the case and each application must be considered on its merits without regard to demand.

**Meaning of "premises"** – the following paragraphs are taken from the statutory guidance produced by the Gambling Commission -

*'In the Act, 'premises' is defined as including 'any place'. S.152 therefore prevents more than one premises licence applying to any place. But, there is no reason in principle why a single building could not 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 reasonably be regarded as being different premises. This approach has been taken to allow large, multiple unit premises such as pleasure parks, tracks, or shopping malls to obtain discrete premises licences, where appropriate safeguards are in place. However, licensing authorities should pay particular attention if there are issues about sub-division of a single building or plot and should ensure that mandatory conditions relating to access between premises are observed. (7.5)*

*In most cases the expectation is that a single building/plot will be the subject of an application for a licence, for example, 32 High Street. But that does not mean that 32 High Street cannot be the subject of separate premises licences for the basement and ground floor, if they are configured acceptably. Whether different parts of a building can properly be regarded as being separate premises will depend on the circumstances. The location of the premises will clearly be an important consideration and the suitability of the division is likely*

*to be a matter for discussion between the operator and the licensing authority. (7.6)*

*The Commission does not consider that areas of a building that are artificially or temporarily separated, for example by ropes or moveable partitions, can properly be regarded as different premises. If a premises is located within a wider venue, a licensing authority should request a plan of the venue on which the premises should be identified as a separate unit. (7.7)*

*The Commission recognises that different configurations may be appropriate under different circumstances but the crux of the matter is whether the proposed premises are genuinely separate premises that merit their own licence – with the machine entitlements that brings – and are not an artificially created part of what is readily identifiable as a single premises. (7.8)*

*The Act sets out that the type and number of higher stake gaming machines allowable in premises is restricted according to the type of premises licence or permit granted. For example, a converted casino licence allows for 20 gaming machines in categories B, C or D. With the exception of AGCs and FECs, premises are not permitted to be used exclusively for making gaming machines available, but rather to provide the gaming facilities corresponding to the premises licence type. Further detail on gaming machines is set out in Part 16 of this guidance. (7.9)*

*The Act states that an application must be made to a licensing authority in whose area the premises are wholly or partly situated. In circumstances where the premises lie in more than one licensing authority's area, the operator should make their application to just one of those authorities. As both licensing authorities are responsible authorities under s.157 of the Act, the other licensing authority must be notified of the application and is entitled to make representations. As a responsible authority, it has an opportunity to pass relevant information about the premises to the licensing authority determining the application. Further detail on responsible authorities is set out at Part 8 of this guidance. (7.10)*

*Casino premises are subject to separate regulations, involving a two-stage application process. Details of the two stage process can be found in Part 17 of this guidance.' (7.11)*

This Council takes particular note of the Guidance for local authorities, which at paragraphs 7.32 & 7.33 states:

*'Licensing authorities should take particular care in considering applications for multiple premises licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes. In particular they should be aware of the following:*

- *The third licensing objective seeks to protect children from being harmed by gambling. In practice that means not only preventing them from taking part in gambling, but also preventing them from being in close proximity to gambling in which by law they are not allowed to*

- participate. Therefore premises should be configured so that children are not invited to participate in, have accidental access to, or closely observe gambling where they are prohibited from participating.
- Entrances to and exits from parts of a building covered by one or more premises licences should be separate and identifiable so that the separation of different premises is not compromised and people do not 'drift' into a gambling area. In this context it should normally be possible to access the premises without going through another licensed premises or premises with a permit.
  - Customers should be able to participate in the activity named on the premises licence' (7.32).

*'In determining whether two or more proposed premises are truly separate, the licensing authority should be aware of factors which could assist them in making their decision. Depending on all the circumstances of the case, these may include:*

- *Is a separate registration for business rates in place for the premises?*
- *Is the premises' neighbouring premises owned by the same person or someone else?*
- *Can each of the premises be accessed from the street or a public passageway?*
- *Can the premises only be accessed from any other gambling premises?' (7.33)*

The Council will consider these and all other relevant factors in making its decision, depending on all the circumstances of the particular case.

### **Gaming Machines in Gambling Premises**

Attention is drawn to Social Responsibility Codes 9.1.1, 9.1.2 and 9.1.3 of the Licence Conditions and Codes of Practice document (LCCP) produced by the Gambling Commission, a copy of which can be found on the Gambling Commission Website: <https://www.gamblingcommission.gov.uk>, the most recent version of which is operative as of 30 August 2024.

To assist, Code 9.1.1 states as follows –

#### ***“Social responsibility code provision 9.1.1***

#### ***Gaming machines in gambling premises – betting***

#### ***All non-remote general betting operating licences, except where betting is offered under a 2005 Act casino premises licence***

***1 Gaming machines may be made available for use in licensed betting premises only where there are also substantive facilities for non-remote betting, provided in reliance on this licence, available in the premises.***

***2 Facilities for gambling must only be offered in a manner which provides for appropriate supervision of those facilities by staff at all times.***

***3 Licensees must ensure that the function along with the internal and/or external presentation of the premises are such that a customer can***

*reasonably be expected to recognise that it is a premises licensed for the purposes of providing betting facilities.”*

The meaning of ‘available for use’ is discussed further in paragraphs 16.16 to 16.26 of the statutory guidance published by the Gambling Commission (13 May 2021 version) and some key components are as follows, with the specific wording taken direct from the statutory guidance –

*‘that a gaming machine is ‘available for use’ if a person can take steps to play it without the assistance of the operator’ (16.17)*

*‘More than the permitted number of machines may be physically located on a premises but the onus is on licensees to demonstrate that no more than the permitted number are ‘available for use’ at any one time’ (16.18)*

*‘Gaming machine entitlements in AGC or bingo premises set out that only 20% of machines can be category B machines in order to ensure a balanced offering of gambling products and restrict harder gambling opportunities.’ (16.21)*

*‘We updated our ‘available for use’ guidance in 2019 to make it clear that for the purpose of calculating the category B machine entitlement in gambling premises, gaming machines should only be counted if they can be played simultaneously by different players without physical hindrance.’ (16.23)*

*We have published our ‘available for use’ guidance on the Commission website, and provided additional information specifically in relation to when is a gaming machine ‘available for use’ in AGC or bingo premises under the 20% regulations. (16.26)*

**Location** - The Council 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 be. As per the 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.

Croydon is a very diverse borough, both culturally and socio economically and also has areas where levels of crime and disorder and anti-social behaviour are more prevalent than in others.

The Gambling Commission’s Licence Conditions and Codes of Practice (LCCP), formalise the need for operators to consider local risks. The current version, effective from 30 August 2024, is available on the Gambling Commission’s website.

In this regard, operators are specifically referred to the Social Responsibility (SR) code 10.1.1 which requires all premises licensees 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 the Council's statement of licensing policy (Statement of Principles).

This Council expects all operators to prepare robust and considered assessments of the local risks to the licensing objectives posed by the provision of gambling facilities at the application premises and address any factors that may have a negative impact on the licensing objectives. In addition, the Council expects all operators to review (and update as necessary) their local risk assessments:

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

It is not possible to provide a complete list of factors to consider in relation to the risk assessment but the following are examples of the factors the Council would expect gambling operators to consider –

- The location of schools, sixth form colleges and youth centres in the local area of the licensed or application premises, with reference to the potential risk of under age gambling or the direct exposure to gambling by under age persons as a result and the mitigation measures the operator intends to introduce to reduce any such risks;
- The location of hostels or places offering support services for vulnerable people, such as those with addiction issues in the local area of the licensed or application premises. The Council expects operators to give very careful consideration to the suitability of locating new licensed premises close to such sensitive premises, or to varying the terms of existing licenses in such areas, given the greater risk of problem gambling amongst these groups and would expect to see clear and robust mitigation measures from the operator on how they would intend to reduce any such risks;
- Any reasonably available information about issues with problem gambling in the area of the licensed or application process. In assessing the negative impact premises may have on the licensing objectives, the Council will expect operators to include consideration of the existing density of licensed gambling premises and the status of the night time economy in the area local to their licensed or application premises. The Council will expect operators to particularly assess the risk of gambling being a source of crime, being associated with crime or being used to support crime in that area and to set out any mitigation measures they would intend to introduce to reduce any such risks.
- The Council will expect operators, perhaps in prior discussions with the Police, to assess patterns of crime, disorder and anti-social behaviour in

the area local to the licensed or application premises, specifically that linked to gambling premises and set out the measures they believe will mitigate any risks of their premises having a negative impact on those crime etc. patterns.

While none of the above preclude any application being made and each application will be decided on its merits, it is expected that any application will demonstrate how potential risks/concerns can be overcome.

The Council will expect 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, such as, for example, when there is an inspection of a premises. Ideally, a copy of the current local area risk assessments will be kept at the licensed premises.

### **Local Area Profiles**

The Council is aware of the Gambling Commission recommendation that licensing authorities map and prepare their own assessments of local risks, in the form of local area profiles. Such profiles will be prepared and be available for operators to utilise when preparing their risk assessments through a specific request to the Council licensing team.

Undoubtedly, such local areas profiles will develop over time but at the outset, to assist operators, they will incorporate data on the matters listed above.

**Duplication with other regulatory regimes** - The Council will seek to avoid any duplication with other statutory/regulatory systems where possible, including planning. The Council 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, however, 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. Operators are also reminded of the 'Sui Generis Use Class' status of betting shops in the Planning context which came into being in 2016.

**Licensing objectives** - Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, the Council has considered the Guidance to local authorities:

Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime - The Council is aware that the Gambling Commission takes a leading role in preventing gambling from being a source of crime. The Guidance does however envisage that licensing authorities should pay attention to the proposed location of gambling premises in terms of this licensing objective. Therefore, where an area has known high levels of organised crime this authority will carefully consider the effect on the licensing objectives of gambling premises being located in this area and whether additional conditions may be appropriate. The Council is aware of the distinction between disorder and nuisance and in determining whether disorder

may occur, will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see or hear it, so as to make that distinction.

Ensuring that gambling is conducted in a fair and open way - The Council has noted that licensing authorities would generally not be expected to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences. However its role with regard to tracks is explained in more detail at paragraph 7.

Protecting children and other vulnerable persons from being harmed or exploited by gambling – The Council notes that this objective means preventing children from taking part in gambling and is aware of the content of the following paragraphs in the statutory guidance –

*The Gambling Act 2005 permits the advertising of gambling in all forms, provided that it is legal and there are adequate protections in place to prevent such advertisements undermining the licensing objectives. The Advertising Standards Authority (ASA) is the UK's independent regulator of advertising. It enforces the UK Advertising Codes (the Codes), written by the Committees of Advertising Practice. The Codes cover the content and placement of advertising and are designed to ensure that advertisements for gambling products are socially responsible, with particular regard to the need to protect children, young persons under 18 and other vulnerable persons from being harmed or exploited. The Codes also require that advertisements for gambling products or services do not mislead. Any complaint about the content and placement of advertising or marketing communications should be sent directly to the ASA. (1.19)*

*The LCCP requires licensees to ensure that their policies and procedures for preventing underage gambling take account of the structure and layout of their gambling premises. This therefore requires licensees not only to be able to supervise their premises but also that they should mitigate the risks of under 18s being attracted to enter premises by the products available within them. Where a licensing authority has concerns that such products are visible, they could for example require the licensee to re-site the products out of view. (7.29)*

The Council will therefore consider, as suggested in the Guidance, whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include:

- proof of age schemes
- supervision of entrances
- supervision of machine areas
- physical separation of areas
- appropriate notices/signage
- location of entry

The Council will make itself aware of the Codes of Practice which the Gambling Commission issues as regards this licensing objective, in relation to specific premises. In addition, the Council is aware of the concerns set out by the

Gambling Commission in their briefing paper entitled 'Gambling-related harm as a public health issue' dated February 2018, of the advice to local authorities from the Local Government Association in their document entitled 'Tackling gambling related harm – A whole Council approach', last updated in November 2018 and of the National Strategy to Reduce Gambling Harms, which was most recently updated on 8 December 2020 and ran until April 2022.

The Council is also aware of and recommends the use of the Social Responsibility Charter for Gaming Machines in Pubs, produced by the British Beer & Pub Association (BBPA) and UK Hospitality, which '*sets out a Code of Practice with regards to gaming machines in pubs, and in particular the steps to take to tackle and prevent under-age players of these machines.*'

As regards the term "vulnerable persons" it is noted that the Gambling Commission is not seeking to offer a definition but states that "it will 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 due to a mental impairment, alcohol or drugs." In relation to this licensing objective, the Council will consider each application on a case by case basis. Should a practical definition prove possible in future then this policy statement will be updated.

**Conditions** – The starting point when considering an application is that it will be granted subject only to the mandatory and default conditions and additional conditions will only be imposed where there is evidence of a risk to the licensing objectives, such that there is a need to supplement the existing mandatory and default conditions.

Any additional 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.

Decisions upon additional conditions will be made on a case by case basis, although there will be a number of measures that the Council will consider utilising should there be a perceived need. There are specific comments made in this regard under some of the licence types below.

The Council may consider measures to meet the licensing objectives, such as:

- leaflets giving assistance to problem gambling to be clearly displayed in all areas of the premises
- self exclusion forms to be made available for customer use
- machines such as fixed odds betting terminals to clearly display odds
- ATM or cash terminals to be sited away from gaming machines
- Details of the GamCare helpline and website to be displayed prominently in premises



The Council will also consider specific measures which may be required 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 Guidance.

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 an area of the premises which is separated from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
- only adults are admitted to the area where these machines are located;
- access to the area where the machines are located is supervised;
- the area where these machines are located 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.

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

A summary of machine provisions by premises is provided in Appendix A and a summary of gaming machine categories and entitlements in Appendix B of the Statutory Guidance published by the Gambling Commission.

The Council is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the track. There cannot be more than one premises licence covering the same area of the track. As per the Guidance, the Council 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.

It is noted that there are conditions which the Council 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 method of operation;
- conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated); and
- conditions in relation to stakes, fees, winning or prizes.

**Door Supervisors** – this Council notes that licensing authorities may consider whether there is a need for door supervisors in terms of the licensing objectives of protecting children and vulnerable persons from being harmed or exploited by gambling, and also in terms of preventing premises becoming a source of

crime. Whilst there is currently no apparent evidence that the operation of betting offices requires door supervisors for the protection of the public, this authority will consider making a door supervision requirement with regard to a betting office if there is clear evidence from the history of trading at the premises that the premises cannot be adequately supervised from the counter and/or that door supervision is both necessary and proportionate.

Where operators and the Council decide that supervision of entrances/machines is appropriate for particular cases, it will need to be decided whether these staff need to be Security Industry Authority (SIA) licensed or not. Furthermore, if a person carries out 'door supervisor' duties but is exempt from the requirement to be licensed by the SIA, the Council will expect that person to be trained to a nationally recognised standard and be able to show that they have undergone relevant and appropriate police records checks. Door supervision will not, however be seen in isolation as the only remedy for concerns and the Council will consider other options, if considered appropriate, to achieve the licensing objectives.

## **2. Adult Gaming Centres**

The Council will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.

The Council may consider measures to meet the licensing objectives, such as:

- Proof of age schemes
- 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.

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

The Council also notes that paragraph 21.4 in the statutory guidance issued by the Gambling Commission states –

*Social Responsibility Code Provision 3.5.6 requires that all non-remote casino and bingo and betting licences (except those at a track) and holders of gaming machine general operating licences for adult gaming centres must offer self-exclusion schemes to customers requesting such a facility. There is also an Ordinary Code provision at 3.5.7. The full details can be found within the LCCP (Licence Conditions and Codes of Practice).*

### **3. (Licensed) Family Entertainment Centres**

The Council will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority, for example, that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machine areas.

The Council may consider measures to meet the licensing objectives, 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.

The Council will, as per the Guidance, refer to the Commission's website to see any conditions that apply to operating licences covering the way in which the area containing the category C machines, should be delineated. The Council will also make itself aware of any mandatory or default conditions on these premises licences, when they have been published.

### **4. Casinos**

The Council has not passed a 'no casino' resolution under Section 166 of the Act but is aware that it has the power to do so. Should the Council decide in the future to pass such a resolution, it will update this policy statement with details of that resolution. Any such decision will be made by the full Council.

The Council is aware that, where its area is enabled to grant a premises licence for a new style casino (i.e. the Secretary of State has made such regulations under Section 175 of the Gambling Act 2005), there are likely to be a number of operators which will want to run the casino. In such situations the Council will run a 'competition' under Schedule 9 of the Act and in line with any regulations / codes of practice issued under the Act.

### **5. Bingo premises**

The Council notes that the Guidance states:

*Licensing authorities need to satisfy themselves that bingo can be played in any bingo premises for which they issue a premises licence. An operator may choose to vary their licence to exclude a previously licensed area of that premises, and then apply for a new premises licence, or multiple new premises licences, with the aim of creating separate premises in that area. Essentially providing multiple licensed premises within a single building or site. Before*

*issuing additional bingo premises licences, licensing authorities need to consider whether bingo can be played at each of those new premises (18.5).*

*Children and young people are allowed into bingo premises; however they are not permitted to participate in the bingo and if category B or C machines are made available for use these must be separated from areas where children and young people are allowed. Social Responsibility (SR) code 3.2.5 (3) states that 'licensees must ensure that their policies and procedures take account of the structure and layout of their gambling premises' in order to prevent underage gambling (18.7).*

*S.172(7) (of the Act), as amended, provides that the holder of a bingo premises licence may make available for use a number of category B gaming machines not exceeding 20% of the total number of gaming machines on the premises. For example, a premises with a total of 25 gaming machines available for use can make five or fewer category B3 gaming machines available on that premises. Premises that were licensed before 13 July 2011 are entitled to make available eight category B gaming machines, or 20% of the total number of gaming machines, whichever is the greater. There are no restrictions on the number of category C or D machines that can be made available. Regulations state that category B machines at bingo premises are restricted to sub-category B3 (SI 2007/2158: Categories of Gaming Machine Regulations 2007) (but not B3A) and B4 machines. Licensing authorities should ensure that gambling machines are made available for use in a manner consistent with our guidance within Part 16. For the purpose of calculating the category B machine entitlement in gambling premises, gaming machines should only be counted if they can be played simultaneously by different players without physical hindrance. This includes tablets. (18.8)*

*The gaming machines must remain within the licensed area covered by the premises licence. In the unusual circumstance that an existing bingo premises covered by one premises licence applies to vary the licence and acquire additional bingo premises licences (so that the area that was the subject of a single licence will become divided between a number of separate licensed premises) it is not permissible for all of the gaming machines to which each of the licences brings an entitlement to be grouped together within one of the licensed premises (18.9).*

The Council will have regard to the Guidance on the issues that licensing authorities should take into account in relation to the suitability and layout of bingo premises.

## **6. Betting premises**

The Council notes the following paragraphs from statutory guidance –

*Children and young persons are not permitted to enter premises with a betting premises licence, although exemptions apply to tracks, as explained in Part 20 of the Gambling Commission guidance, and s.46 and s.47 of the Act set out offences of inviting, causing or permitting a child or young person to gamble, or to enter certain gambling premises. Social Responsibility (SR) code 3.2.7(3) in the Licence Conditions and Codes of Practice (LCCP) states that 'licensees*

*must ensure that their policies and procedures take account of the structure and layout of their gambling premises' in order to prevent underage gambling. Children and young persons are not allowed to be employed at premises with a betting premises licence. (19.4)*

*S.172(8) (of the Act) provides that the holder of a betting premises licence may make available for use up to four gaming machines of category B, C or D. Regulations state that category B machines at betting premises are restricted to sub-category B2, B3 and B4 machines (the terminals commonly in use are able to provide both B2 and B3 content). (19.5)*

*Self-service betting terminals (SSBT's) –*

*S.235(2)(c) provides that a machine is not a gaming machine if it is designed or adapted for use to bet on future real events. Some betting premises may make available machines that accept bets on live events, such as horse racing, as a substitute for placing a bet over the counter. These SSBTs are not gaming machines and therefore neither count towards the maximum permitted number of gaming machines, nor have to comply with any stake or prize limits. SSBTs merely automate the process that can be conducted in person and the Act exempts them from regulation as a gaming machine. (19.7)*

*S.181 contains an express power for licensing authorities to restrict the number of SSBTs, their nature and the circumstances in which they are made available by attaching a licence condition to a betting premises licence or to a casino premises licence (where betting is permitted in the casino). When considering whether to impose a condition to restrict the number of SSBTs in particular premises, the licensing authority, amongst other things, should take into account the ability of employees to monitor the use of the machines by children and young persons or by vulnerable people. (19.10)*

The Council may consider measures to meet the licensing objectives, such as:

- leaflets giving assistance to problem gambling to be clearly displayed in all areas of the premises
- self exclusion forms to be made available for customer use
- if available, QR (Quick Response) Codes for accessing the above information/forms
- machines such as fixed odds betting terminals to clearly display odds
- ATM or cash terminals to be sited away from gaming machines
- details of the GamCare helpline and website to be displayed prominently in premises
- provide door supervision

With regard to door supervision, whilst there is no apparent evidence that the operation of betting offices requires door supervisors for the protection of the public, this authority will consider making a door supervision requirement if there is clear evidence from the history of trading at the premises that the premises cannot be adequately supervised from the counter and/or that door supervision is both necessary and proportionate.

With regard to applications to re-site betting office premises in the locality to provide improved facilities for customers, this authority will treat any such application on its individual merits but recognises that such applications may enhance the quality of the facility provided for the benefit of the betting public.

The Council will expect that sufficient facilities are available at individual licensed premises for the provision of betting and attention is drawn again to Social Responsibility Code 9.1.1., referenced at page 9 above.

Where two or more Betting shops are sited in a neighbourhood shopping area or town centre, the Licensing Authority strongly encourages the managers of each shop to meet with the Police and representatives of the other Responsible Authorities on at least a quarterly basis to discuss local crime and disorder problems and certain individuals that persistently cause crime and disorder in Gambling Premises.

## 7. Tracks

S.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.

The following paragraphs from the statutory guidance, issues by the Gambling Commission provide further information about tracks –

*The on-course betting operator is one who comes onto the track, temporarily, while races or sporting events are taking place. On-course betting operators tend to offer betting only on the events taking place on the track, that day. For example, betting operators attending horserace and greyhound racing meetings will only attend on race days. Similarly, betting operators at cricket and football grounds are only likely to attend on days when matches are taking place. (20.17)*

Betting on tracks is organised in different ways and can take place in different parts of the track in many different forms. These include the following:

- **'Betting rings'** The ring can be dispersed throughout the track, and can include 'temporary' rings at large meetings, but all different locations form part of the betting area. On-course betting operators will be located in the betting ring according to a position (pitch) allocated to them under the commercial arrangement they have with the track owner.
- **Betting counters or kiosks** A betting counter or booth may be a permanent or temporary outlet from which a bookmaker provides betting facilities. Examples include manned stands or porta-cabins located at football grounds on match days, and the temporary kiosks used by bookmakers at cricket grounds during test matches.
- **Mobile betting** Mobile betting machines (often handheld) operated by employees of betting operators allow customers to place a bet or

receive payouts away from betting kiosks or the betting ring, most commonly in hospitality areas.

- **Self-service betting terminals (SSBT's)**, described in paragraph 19.6, lack the direct human intervention of a betting counter staffed by a cashier, and can be located at different parts of tracks. See below more details on SSBTs at tracks.
- **Pool betting** This involves the pooling of stakes on a given event, and the splitting of the total pool, less a commission for the operator amongst the winners. Pool betting at horseracing and greyhound tracks can be offered under a pool betting operating licence – be that the owner of the track or a third party provider. Tracks may also conduct inter-track pool betting when other tracks are holding races. (20.18)

### **Off-course betting**

*Off-course betting operators are typically those who provide betting facilities from betting premises such as those found on the high street. In addition to such premises, betting operators may operate self-contained betting premises or designated areas such as a row of betting kiosks within the track premises. These premises provide facilities for off-course betting (in effect, the opportunity to bet on other events not just those taking place on the track), although they normally operate only on race days. (20.19)*

*The provision of off-course betting facilities as described above is generally conducted in reliance on the track premises licence held by the occupier of the track and consequently the off-course operator is prohibited from making any gaming machines available for use unless they hold a separate betting premises licence in relation to part of the track. The track premises licence holder will need to vary their existing premises licence so that it does not have effect in relation to the area where the additional betting premises licence is located. The additional betting premises licence would need to be secured by the holder of an appropriate betting operating licence. Such a premises would then be subject to the conditions outlined in Part 19 (of the guidance). (20.20)*

As per the Gambling Commission's Guidance, this licensing authority will especially consider the impact upon the third licensing objective (i.e. the protection of children and vulnerable persons from being harmed or exploited by gambling) and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

This authority will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming facilities. It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, but that they are still prevented from entering areas where gaming machines (other than category D

machines) are provided.

This licensing authority may consider measures to meet the licensing objectives such as:

- Proof of age schemes
- 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

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

Gaming machines - Where the applicant holds a pool betting operating licence and is going to use the entitlement to four gaming machines, machines (other than category D machines) should be located in areas from which children are excluded.

The following paragraphs from the statutory guidance are in relation to self-service betting terminals (SSBTs) –

*S.235(2)(c) of the Act provides that a machine is not a gaming machine by reason only of the fact that it is designed or adapted for use to bet on future real events. Betting operators may make available machines that accept bets on live events, such as horseracing, as a substitute for placing a bet with a member of staff. These self-service betting terminals are not gaming machines; they merely automate the process that can be conducted in person and therefore are not regulated as gaming machines. (20.39)*

*Licensed operators may install SSBTs on tracks. There is no restriction on the number of SSBTs that may be in use but operators must, by virtue of their operating licence conditions, supervise such terminals to prevent them being used by those under 18 years of age. (20.40)*

*There is no formal requirement on track premises licence holders to involve themselves in the procedures used by betting operators to supervise their SSBTs (unless specific local conditions specifying supervisory arrangements are added to the track premises licence by the licensing authority). Some betting operators may agree supervisory assistance to be provided by employees of the track premises licence holders, but this is a commercial matter between the track owner and betting operators. (20.41)*

*While track premises licence holders have no formal responsibilities in this regard, the Commission has advised them to inform it of instances where they*



*are aware that betting operators are persistently failing to ensure the adequate supervision of their SSBTs. (20.42)*

## **8. Travelling Fairs**

It will fall to the Council to decide whether, where category D machines and/ or equal chance prize gaming without a permit is to be made available for use at travelling fairs, the statutory requirement that the facilities for gambling amount to no more than an ancillary amusement at the fair, is met.

The licensing authority will also consider whether the applicant falls within the statutory definition of a travelling fair.

It has been noted that the 27-day statutory maximum for the land being used as a fair, is per calendar year, and that 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. The Council will work with its neighbouring authorities to ensure that land which crosses our boundaries is monitored so that the statutory limits are not exceeded.

## **9. Provisional Statements**

The Act allows an operator to apply for a provisional statement if a building is not yet complete, needs alteration or he/she does not yet have a right to occupy it. This would allow an operator to know whether a full premises licence would, in due course, be granted.

The Council notes however that the Guidance states that “requiring the building to be complete ensures that the authority could, if necessary, inspect it fully”.

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 Council, as licensing authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:

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

The Council notes that in determining matters licensing authorities should not take into consideration matters that are not related to gambling and the licensing objectives. One example of such a matter would be the likelihood of the applicant obtaining planning permission or building regulations approval for the proposal.

## **10. Reviews**

Requests for a review of a premises licence can be made by interested parties or responsible authorities however, it is for the Council to decide whether the

review is to be carried-out. This will be on the basis of whether the request for the review is relevant to the matters listed below, in that the request 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.

As licensing authorities are required to permit the use of premises for gambling, in so far as it is in accordance with the s.153 principles, applications that raise general objections to gambling as an activity, that relate to demand for gambling premises, or raise issues relating to planning, public safety, and traffic congestion are unlikely to be considered an appropriate basis for review, leading to rejection under the bullet points above.

In addition, consideration will be given as to whether the request for review is frivolous, vexatious, would not cause the Council to wish to alter/ revoke/suspend the licence or to remove, amend or attach conditions on the premises licence, or whether it is substantially the same as previous representations or requests for review.

The Council can also initiate a review of a licence on the basis of any reason which it thinks is appropriate. In doing so, the Council will be mindful of the fact that licensing authority actions, including reviews, should be in pursuit of the principles set out in s.153 of the Act or underpinned by reasonable concerns, such as changes to the local environment or resident complaints.

**PART C**  
**Permits / Temporary & Occasional Use Notice**

**1. Unlicensed Family Entertainment Centre gaming machine permits (Statement of Principles on Permits - Schedule 10 paragraph 7)**

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

The Council may prepare a separate *statement of principles* that it would propose to consider in determining the suitability of an applicant for a permit and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under section 25 of the Act. It is proposed that any statement regarding Unlicensed Family Entertainment Centre (FEC) permit applications be appended to this main statement of principles.

An application for a permit may be granted only if the Council 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. The Council may ask applicants 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.

It should be noted that the Council cannot attach conditions to this type of permit.

The Council has not currently adopted a Statement of Principles on Permits. Should it decide to do so it will be available from the Licensing Team. Potential applicants / other interested persons are advised to check with the Licensing Team as to whether a Statement of Principles on Permits has been adopted.

**2. (Alcohol) Licensed premises gaming machine permits - (Schedule 13 paragraph 4(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 gaming; or
- an offence under the Gambling Act has been committed on the premises.

If a premises wishes to have more than 2 machines, then it needs to apply for a permit and the Council will consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Act, and “such matters as they think relevant.”

The Council 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 being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines. Measures which will satisfy the Council that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff who will monitor that the machines are not being used by those under 18. Notices and signage may also help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets/helpline numbers and where available, QR (Quick Response) Codes for organisations such as GamCare. Each application for more than 2 gaming machines in licensed premises shall, therefore be dealt with on its merits.

The Council can decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.

It should also be noted that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine.

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. Prize Gaming Permits - (Statement of Principles on Permits - Schedule 14 paragraph 8 (3))**

The Act states that a licensing authority may prepare a *statement of principles* that they propose to apply in exercising their functions under this Schedule which may, in particular, specify matters that the licensing authority proposes to consider in determining the suitability of the applicant for a permit. It is proposed that any statement regarding Prize Gaming Permit applications be appended to this main statement of principles.

The Council may require applicants to set out the types of gaming that he or she is intending to offer and furthermore that the applicant should be able to demonstrate:

- that they understand the limits to stakes and prizes that are set out in Regulations;

- and that the gaming offered is within the law.

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.

Though there are conditions in the Act with which the permit holder must comply the licensing authority cannot attach its own conditions. The conditions in the Act are:

- limits on participation fees, as set out in regulations;
- 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.

#### **4. Club Gaming and Club Machines Permits**

Members Clubs and Miners' Welfare Institutes (but not Commercial Clubs) may apply for a Club Gaming Permit or a Club Machine Permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in regulations. A Club Machine Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).

Members clubs must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. It is anticipated that this will cover bridge and whist clubs, which will replicate the position under the Gaming Act 1968. A members' club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of Royal British Legion and clubs with political affiliations.

The Council may only refuse an application on the grounds that:

- (a) the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which it has applied;
  - (b) the applicant's premises are used wholly or mainly by children and/or young persons;
  - (c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
  - (d) a permit held by the applicant has been cancelled in the previous ten years;
- or
- (e) an objection has been lodged by the Commission or the police.

There is also a 'fast-track' procedure available under the Act for premises which hold a Club Premises Certificate under the Licensing Act 2003 (Schedule 12 paragraph 10). Under this 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. However an application under the process may be refused due to the fact that:

- (a) that the club is established primarily for gaming, other than gaming prescribed under schedule 12;
- (b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
- (c) that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled."

There are statutory conditions on club gaming permits that no child uses a category B or C machine on the premises and that the holder complies with any relevant provision of a code of practice about the location and operation of gaming machines.

Additional information about Club Gaming and Club Machine Permits can be obtained from the Council's Licensing team prior to applying by contacting: [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk) .

### **5. Temporary Use Notices**

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. Premises that might be suitable for a Temporary Use Notice, according to the Gambling Commission, would include hotels, conference centres and sporting venues.

The licensing authority can only grant a Temporary Use Notice to a person or company holding a relevant operating licence, i.e. a non-remote casino operating licence.

The Secretary of State has the power to determine what form of gambling can be authorised by Temporary Use Notices, and The Gambling Act 2005 (Temporary Use Notices) Regulations 2007 (SI. No. 3157) state that Temporary Use Notices can only be used to permit the provision of facilities or equal chance gaming, where the gaming is intended to produce a single winner.

The meaning of "premises" in Part 8 of the Act is discussed in Part 7 of the Gambling Commission Guidance to Licensing Authorities. As with "premises", the definition of "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In the Act "premises" is defined as including "any place". In considering whether a place falls within the definition of "a set of premises", the licensing authority needs to look at, amongst other things, the ownership/occupation and control of the premises.

The Council may object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises."

### **6. Occasional Use Notices**

The Council 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.

The Council will though consider the definition of a 'track' and whether the applicant is permitted to avail him/herself of the notice.

### **7. Small Society Lotteries**

This licensing authority will adopt a risk based approach towards its enforcement responsibilities for small society lotteries. This authority considers that the following list, although not exclusive, could affect the risk status of the operator:

- submission of late returns (returns must be submitted no later than three months after the date on which the lottery draw was held)
- submission of incomplete or incorrect returns
- breaches of the limits for small society lotteries

Non-commercial gaming is permitted if it takes place at a non-commercial event, either as an incidental or principal activity at the event. Events are non-commercial if no part of the proceeds is for private profit or gain. The proceeds of such events may benefit one or more individuals if the activity is organised:

- by, or on behalf of, a charity or for charitable purposes
- to enable participation in, or support of, sporting, athletic or cultural activities.

Charities and community groups should contact this licensing authority on 020 8760 5466 to seek further advice.

#### **NOTE:**

Information regarding this Statement of Principles and the Act in general can be obtained from:

The Licensing Team, Sustainable Communities, Regeneration and Economic Recovery Department, London Borough of Croydon, Bernard Weatherill House, 8 Mint Walk, Croydon, CR0 1EA.

E-mail: [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk) or telephone 020 8760 5466.

Information about the Act can also be obtained from the Gambling Commission website at [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk) or the Department of Culture, Media and Sport website at [www.culture.gov.uk](http://www.culture.gov.uk)

## LONDON BOROUGH OF CROYDON

|                                       |   |
|---------------------------------------|---|
| <b>REPORT:</b>                        | <b>LICENSING COMMITTEE</b><br><b>SCRUTINY AND OVERVIEW COMMITTEE</b><br><b>CABINET</b>  |
| <b>DATE OF DECISION</b>               | <b>18 NOVEMBER 2024</b><br><b>19 NOVEMBER 2024</b><br><b>20 NOVEMBER 2024</b>   |
| <b>REPORT TITLE:</b>                  | <b>THE GAMBLING ACT 2005 – REVIEW OF LONDON BOROUGH OF CROYDON STATEMENT OF PRINCIPLES</b>  |
| <b>CORPORATE DIRECTOR / DIRECTOR:</b> | <b>NICK HIBBERD CORPORATE DIRECTOR – SUSTAINABLE COMMUNITIES, REGENERATION AND ECONOMIC RECOVERY</b>  |
| <b>LEAD OFFICER:</b>                  | <b>MICHAEL GODDARD - HEAD OF ENVIRONMENTAL HEALTH, TRADING STANDARDS AND LICENSING</b>  |
| <b>LEAD MEMBER:</b>                   | <b>COUNCILLOR SCOTT ROCHE</b><br><b>CABINET MEMBER FOR STREETS &amp; ENVIRONMENT</b>  |
| <b>DECISION TAKER:</b>                | <b>AS DETAILED IN RECOMMENDATIONS BELOW</b><br><b>ADOPTION RESERVED to FULL COUNCIL</b>   |
| <b>AUTHORITY TO TAKE DECISION:</b>    | <p><b>APPROVAL OF A THREE-YEAR STATEMENT OF PRINCIPLES UNDER SECTION 349 OF THE GAMBLING ACT 2005 is reserved to Full Council under Article 4.02 of Part 2 of the Constitution.</b></p> <p><b>The Licensing Committee has the responsibility to comment on the three-year Statement of Principles in respect of the Authority's functions under the Gambling Act 2005 prior to its adoption by the full Council; and to make recommendations to the full Council on all Licensing functions under both the Gambling Act 2005 and the Licensing Act 2003 where those functions are reserved to full Council. (Part 3 of the Constitution)</b></p> <p><b>As a matter which is part of the Budget and Policy Framework, and as provided by Part 4C of the Constitution, it is open to the Scrutiny and Overview Committee to comment on the policy proposals and the response from the Scrutiny and Overview Committee is taken into account in proposals for submission to Council. The report to Full Council will reflect how any comments have been taken into account.</b></p> <p><b>The Executive shall be responsible for the preparation of proposed plans, strategies or budgets that form part of the Budget and Policy Framework. For the purposes of these rules, 'plan or strategy' includes A plan or strategy specified in Article 4 (Appendix) to Part 2 of the Constitution. The Executive will take any response from the Scrutiny and Overview Committee into account in drawing up</b></p> |



|                                     |  |   |
|-------------------------------------|--|---|
|                                     | proposals for submission to the Council. The Executive's report to the Full Council will reflect how they have taken into account the recommendations of the Scrutiny and Overview Committee and/or their reasons for not doing so. (Part 4C Constitution) |   |
| <b>KEY DECISION?</b>                | No   | REASON: N/A<br><br><b>ADOPTION OF THE STATEMENT OF PRINCIPLES IS RESERVED TO FULL COUNCIL</b> |
| <b>CONTAINS EXEMPT INFORMATION?</b> | NO   | Public  |
| <b>WARDS AFFECTED:</b>              |  | All   |

## 1 SUMMARY OF REPORT

- 1.1** The Gambling Act 2005 (the Act) came into force on 1<sup>st</sup> September 2007 and imposes various statutory duties on the Council in its role as Licensing Authority under the Act. The purpose of this report is to detail the outcome of the statutory consultation undertaken between 3 October 2024 and 1 November 2024 in respect of the of the Statement of Principles under the Gambling Act ("the Statement of Principles"), which must be undertaken every three years, and to make recommendations concerning the consideration and adoption of a Statement of Principles for 2025 – 2028 by Full Council.
- 1.2** No policy changes are proposed to the Statement of Principles as part of this current review, merely some formatting and updates to matters such as titles, roles and population numbers. These are set out in paragraph 4.11 below.
- 1.3** The Statutory Guidance from the Gambling Commission (the National Regulator), to which this authority must have regard in formulating its Statement of Principles, has not been substantially updated since April 2021. The review the Council undertook of its Statement of Principles in the autumn of 2021 incorporated the updates of note to the Gambling Commission guidance of April that year, which were incorporated into the current Statement of Principles. The Council is however required, by law to review its Statement of Principles every three years, undertake a consultation as part of that review process and for Full Council to adopt a new Statement following that review. Once adopted, the Statement of Principles must be published and does not come into force before the expiration of a four week period following publication.

## 2 RECOMMENDATIONS

For the reasons set out in the report and its appendices, the **Licensing Committee** is recommended to:

- 2.1 Consider the comments received as part of the formal consultation on the draft Gambling Act 2005 Statement of Principles at Appendix 3 and officers' responses to those comments at Appendix 4.
- 2.2 Endorse the draft Statement of Principles, at Appendix 5 to this report and recommend to Full Council that the Statement of Principles be adopted by Full Council.

For the reasons set out in the report and its appendices, the **Scrutiny and Overview Committee** is invited to:

- 2.1 Note the recommendations from Licensing Committee that will be presented to Full Council;
- 2.2 Consider the report and appendices, the verbal update provided by officers following Licensing Committee and to comment on the proposals as they consider appropriate.

For the reasons set out in the report and its appendices, **Cabinet** is recommended to:

- 2.1 Consider and respond to the comments received from Scrutiny and Overview on the 19<sup>th</sup> November relating to the draft Statement of Principles 2025-2028;
- 2.2 Endorse the recommendations from Licensing Committee that the draft Statement of Principles 2025-2028, under the Gambling Act 2005 as set out at Appendix 5, be presented to Full Council for adoption.

### **3. REASONS FOR RECOMMENDATIONS**

- 3.1 The Statement of Principles sets out the Council's approach to overseeing its licensing functions under the Gambling Act 2005. The Statement also sets out the Council's expectations of applicants and licence holders and aims to support consistency in decision making. The Council is required to have regard to its Statement of Principles in exercising any of its functions under the Act.
- 3.2 There is a statutory duty on the Council to review its current arrangements and adopt a Statement of Principles every three years (Section 349 of the Gambling Act 2005).
- 3.3 To enable the Council to continue exercising its licensing functions and comply with its duty under Section 349, it must replace its previous Statement before the end of January 2025.

### **4 BACKGROUND AND DETAILS**

- 4.1 Under Section 2 of the Act, the Council is the licensing authority and regulates premises based gambling activity in the Borough. The licensing authority is responsible for the administration of premises licenses, registrations, permits, notices and notifications within the Borough.
- 4.2 A gambling operation, in general, requires an operator's licence and a premises licence. Local authorities are, however, only responsible for licensing the *premises* on

which gambling takes place. They are not responsible for licensing *operators* as this function falls to the Gambling Commission who are responsible for issuing personal gambling licences for individuals and gambling operating licences for businesses.

- 4.3** As well as issuing premises licenses, local authorities are also responsible for issuing permits in respect of:
- Gaming machines in alcohol-licensed premises, such as pubs
  - Gaming machines in members clubs
  - Gaming in members clubs
  - Unlicensed family entertainment centres (small stake and payout machines only)
  - Prize gaming
  - Occasional Use Notices
  - Temporary Use Notices
  - Provisional Statements
- 4.4** The Council works in partnership with the Gambling Commission and other agencies. The Gambling Commission has responsibility for issues of national importance and issues national guidance which all licensing authorities must have regard to in exercising their functions under the Act, including in terms of the contents of and for purposes of reviewing and adopting a Statement of Principles. The Councils' responsibilities are limited and do not extend to other gambling-related activities such as remote (online) gambling, gambling advertisements on television or other media, for example. The Gambling Commission regulates these activities.
- 4.5** The Council licensing team undertake inspections and enforce the conditions on these issued licences as well as permits and notices. It also registers small scale society lotteries.
- 4.6** In addition to processing applications and compliance/enforcement responsibilities, the Act requires each local authority to prepare and publish a Statement of Principles setting out how it will exercise its functions under the Act. The first London Borough of Croydon Statement of Principles was published on 3 January 2007. In each 3 year period thereafter, the Council must review its policy and revise it as it considers appropriate. In any event, before the conclusion of each 3 year period, the Act requires the Council to formally consult on its Statement of Principles, revise and/or amend it if necessary and re-publish it accordingly.
- 4.7** The Statement sits within a national regulatory framework which places a legal duty on licensing authorities to aim to permit gambling in so far as it is considered to be reasonably consistent with the pursuit of the licensing objectives. The effect of this duty is that both the Council as licensing authority and the Gambling Commission as regulator, must approach their functions in a way that seeks to regulate gambling by using their powers, for example, powers to attach conditions to licenses, to moderate its impact on the licensing objectives rather than by starting out to prevent it altogether. In exercising powers under the Act, including the "aim to permit" duty, the Council as licensing authority is required to act:

- in accordance with any relevant code of practice issued by the Gambling Commission under section 24 of the Act,
- in accordance with any Guidance issued by the Gambling Commission under section 25 of the Act,
- in a manner which is reasonably consistent with the licensing objectives, and
- in accordance with the licensing authority's statement of licensing principles.

**4.8** The licensing objectives are:

- to prevent 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, and
- protecting children and other vulnerable persons from being harmed or exploited by gambling.

**4.8** The draft Statement of Principles (Appendix 5) aligns with the national regulatory framework.

**4.9** For the Committee's information, as a comparison, the following shows the current number of premises licenses, as opposed to that in 2007 when the first Gambling Statement of Principles was produced:

- Betting Shops – 2007 59 – 2024 - 39
- Bingo Premises – 2007 1 – 2024 - 3
- Adult Gaming Centres – 2007 8 – 2024 - 8
- Family Entertainment Centres – 2007 0 – 2024 – 0

**4.10** The Council's Statement of Principles has undergone triennial reviews since its first adoption, most recently in 2021. The National Statutory Guidance from the Gambling Commission (the National Regulator) has not been substantially updated since April 2021 – only formatting changes have subsequently been made and a link to an advice document has been updated in Part 34 of the Guidance (regarding promoting society and local authority lotteries). The review the Council undertook of its Statement of Principles in the autumn of 2021 incorporated the updates of note to the Gambling Commission guidance of April that year.

**4.11** In light of the current review, and save as set out below, it is not proposed to make any policy amendments to the current contents of the Statement. It is, however, proposed that it be updated to:

- Reflect current population numbers in the introduction to the Statement
- Include details pertaining to the current review in the introduction section including in relation to the date of the last review, consultation dates and consultees
- Reflect new contact details and addresses
- Confirm that the Statement takes account of the Gambling Commission Guidance as at 10 September 2024
- Include reference to UK GDPR rather than simply to GDPR
- Updating a link to the Gambling Commission website relating to Codes of Practice within the section relating to Gaming Machines in Gambling Premises

• To place the extracts from the Licence Conditions and Codes of Practice document (“LCCP”) produced by the Gambling Commission in italics (at pages 9/10 of the Statement) to more easily delineate it;

- To update the effective date of the LCCP within the Statement
- To place all the extracts from the Gambling Commission guidance included within the Statement in italics throughout the document
- To include the wording “and recommends the use of” at page 14 in relation to the Social Responsibility Charter for Gaming Machines in Pubs, produced by the British Beer & Pub Association (BBPA) and UK Hospitality to address one of the comments received as part of the Consultation.

**4.12** For the sixth statutory review, and following approval by Full Council, the Council must publish its revised Statement and this publication must take place 4 weeks before the Statement is permitted to come into force.

**4.13** Attached at Appendix 5, is a copy of the draft Statement of Principles 2025-2028 that, having due regard to the responses received during the consultation (Appendix 4):

4.13.1 The Licensing Committee is recommended to consider and recommend to Full Council for adoption.

4.13.2 Scrutiny and Overview Committee is invited to comment on the proposals as they consider appropriate in light of the recommendations from Licensing Committee. Scrutiny and Overview Committee are also asked to note that due to the time frame within which the Statement of Principles needs to be considered and adopted by Full Council and in light of there being no policy changes recommended by the review, the Executive Mayor considers that an exception ought to be made under paragraph 2(b) of Part 4C of the Constitution (Budget and Policy Framework Procedure Rules) to the normal time frame within which Scrutiny and Overview Committee would ordinarily have to consider a policy within the Budget and Policy Framework.

4.13.3 Cabinet is asked to consider and respond to the comments received from Scrutiny and Overview on the 19<sup>th</sup> November relating to the draft Statement of Principles 2025-2028 and to endorse the Licensing Committee recommendations that the draft Statement of Principles for Gambling for 2025-2028 be presented to the full Council for adoption.

## **5 ALTERNATIVE OPTIONS CONSIDERED**

**5.1** When the Council exercises its licensing functions under the Gambling Act 2005, it must have regard to its Statement of Principles. If the Council fails to adopt a new Statement of Principles, it will mean that the Council has failed to meet its statutory obligation under section 349 of the Gambling Act 2005, to prepare and publish a Statement at least every three years. This will place decisions which need to be taken under the Act at risk as well as pose reputational harm to the authority. Therefore, whilst “do nothing” is a potential alternative, it is not recommended.

**7.2** The Statement of Principles sets out the Council's approach to overseeing its licensing functions under the Gambling Act 2005. The Statement also sets out the Council's expectations of applicants and licence holders to ensure that the balance is struck between the Council's statutory duties and the needs of business and residents. It aims to support consistency in decision making. The Council is required to have regard to its Statement of Principles in exercising any of its functions under the Act.

## **8. IMPLICATIONS**

### **8.1 FINANCIAL IMPLICATIONS**

#### **8.1.1 Revenue and Capital consequences of report recommendation**

There are no direct financial implications associated with this report. This matter is being processed as part of normal duties and therefore the work associated with it is contained within the departmental budget.

#### **8.1.2 The Effect of the Decision**

There are no direct financial implications associated with this report.

#### **8.1.3 Risks**

There are no direct risks associated with the recommendations in this report.

#### **8.1.4 Options**

There are no other options available to the Council.

#### **8.1.5 Savings/Future Efficiencies**

None identified.

Comments approved by Zaber Ahmed, Head of Finance on behalf of the Director of Finance (Date 08/11/2024).

### **8.2 LEGAL IMPLICATIONS**

**8.2.1** Section 349 of the Gambling Act 2005 ("the Act") requires the Council as Licensing Authority to review and then publish its Statement of Principles at least every three years. In determining what revisions may be appropriate, it must consider any comments made during the formal consultation period in the context of the Act, and any guidance or regulations made under it.

**8.2.2** Section 349(3) of the Gambling Act 2005 requires the licensing authority to consult the following on the policy statement or any subsequent revision to it:

- 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; and
- 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.

**8.2.3** Section 25 of the Gambling Act 2005 requires the Authority to have regard to the Gambling Commission's Guidance to Local Authorities when preparing its Statement.

The Gambling Commission, as national regulator, has published extensive statutory guidance covering all elements of the regulatory function pertaining to local authorities and Gambling functions. The Council as Licensing Authority must have regard to the statutory guidance issued by the Gambling Commission in undertaking its functions under the Act. This guidance is available on the Gambling Commission website: <https://www.gamblingcommission.gov.uk/guidance/guidance-to-licensing-authorities>. This is supported by Codes of Practice, toolkits, forms and reporting duties.

**8.2.4** Final approval of the Statement is a function reserved to the Full Council under Section 154 the Gambling Act 2005 and set out at Part 2 Article 4, paragraphs 4.1 and 4.2 of the Council's Constitution.

Comments approved by Kiri Bailey, Head of Commercial, Housing and Litigation & Deputy Monitoring Officer on behalf of the Director of Legal Services and Monitoring Officer. (Date 07/11/2024)

### **8.3 EQUALITIES IMPLICATIONS**

**8.3.1** The Council has a statutory duty to comply with the Equality Act 2010. In summary, under the Public Sector Equality Duty, the Council must, in exercising its functions, 'have due regard to' the need to eliminate discrimination, advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not.

**8.3.2** There are no policy changes proposed to the current Statement of Principles and the Consultation outcome has not indicated any areas for concern in relation to equalities as regards the contents of the existing or proposed Statement of Principles. The Statement of Principles content is also circumscribed by National statutory guidance from the Gambling Commission as national regulator. Therefore, a full equalities impact assessment has not been undertaken. When considering individual applications made under the Gambling Act 2005, if concerns are raised which impact on the Public Sector Equality duty or raise equalities implications, these will be considered and addressed as part of the decision making process.

Comments approved by Ken Orlukwu, Senior Equalities Officer, on behalf of Helen Reeves, Head of Strategy & Policy on 07/11/2024.

### **8.4 OTHER IMPLICATIONS**

#### **8.4.1 CRIME AND DISORDER IMPLICATIONS**

**8.4.1.1** Section 17 of the Crime and Disorder Act 1988 requires that, without prejudice to any other obligation imposed on it, the Council must exercise its various functions with due regard to the likely effect of doing so and the need to do all it reasonably can to prevent crime and disorder in the area. The Statement of Principles aims to uphold the three licensing objectives. The first licensing objective is 'to prevent gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime'.

**8.4.1.2** The Statement aims to achieve this by ensuring gambling operators have sufficient measures in place to prevent the licensed gambling premises from being a source of crime or disorder, being associated with crime or disorder or being used to support crime.

## **8.4.2 DATA PROTECTION IMPLICATIONS**

- **WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

**NO**

- **HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

**NO**

The Director of Streets & Environment comments that agreeing the recommendations in this report will not result in the processing of personal data.

Approved by: Karen Agbabiaka, Director of Streets & Environment

## **9 APPENDICES**

**9.1 Appendix 1:** Consultation Covering Letter 3 October 2024

**Appendix 2:** List of Consultees

**Appendix 3:** Response received from consultation

**Appendix 4:** Officers comments on response received during consultation

**Appendix 5:** Revised Statement of Principles for consideration

**Appendix 6:** Glossary of Terms

## **BACKGROUND DOCUMENTS**

**None**

## **10 URGENCY**

**10.2 N/A**



Sustainable Communities, Regeneration and  
Economic Recovery Directorate  
Licensing Team  
Floor 3, Zone B  
Bernard Weatherill House  
8 Mint Walk  
Croydon CR0 1EA

Tel/Typetalk: 020 8760 5466  
Fax: 020 8633 9661  
Minicom: 020 8760 5797  
E-mail: [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk)

Please ask for/reply to: Licensing Team

Date: 3rd October 2024

Dear Partner,

**Consultation on the London Borough of Croydon's Revised Statement of Principles under the Gambling Act 2005**

In November 2006, the Council published its first Statement of Principles ("Statement") as per the requirements of the Gambling Act 2005 ("the Act"). The Statement is a policy document and sets out how the Council will exercise its functions under the Act.

The Council is required, by law, to review and publish its revised Statement every three years and part of the review process is to consult partners on any proposed changes to the revised Statement prior to its consideration by the Licensing Committee and prior to any recommendation to Full Council for adoption. Once adopted, the new Statement of Principles will be published and implemented. The Statement was last reviewed in 2021 and adopted as of December 2021. We are now consulting as part of the sixth triennial review.

No significant changes are proposed to the Statement of Principles as part of this current review.

The Statutory Guidance from the Gambling Commission (the National Regulator) has not been substantially updated since April 2021 – only formatting changes have subsequently been made and a link to an advice document has been updated in Part 34 of the Guidance (regarding promoting society and local authority lotteries). The review the Council undertook of its Statement of Principles in the autumn of 2021 incorporated the updates of note to the Gambling Commission guidance of April that year.

The Council is however required, by law to review of its Statement of Principles every three years and to undertake a consultation as part of that review, hence me writing to you now.

In light of the current review, and save as set out below, it is not proposed to make any policy amendments to the current contents of the Statement. It is, however, proposed that it be updated to:

- Reflect current population numbers in the introduction to the Statement
- Include details pertaining to the current review in the introduction section including in relation to the date of the last review, consultation dates and consultees
- Reflect new contact details and addresses
- Confirm that the Statement takes account of the Gambling Commission Guidance as at 10 September 2024
- Include reference to UK GDPR rather than simply to GDPR
- Updating a link to the Gambling Commission website relating to Codes of Practice within the section relating to Gaming Machines in Gambling Premises
- To place the extracts from the Licence Conditions and Codes of Practice document ("LCCP") produced by the Gambling Commission in italics (at pages 9/10 of the Statement) to more easily delineate it
- To update the effective date of the LCCP within the Statement
- To place all the extracts from the Gambling Commission guidance included within the Statement in italics throughout the document

I invite you to read the attached minor revisions to the Statement of Principles and if you wish to make any comments on the proposed revisions or any other aspect(s) of the Statement, please send them, in writing and to be received by no later than **5pm on Friday 1<sup>st</sup> November 2024** to:

The Licensing Team  
Sustainable Communities, Regeneration and Economic Recovery Department  
London Borough of Croydon  
Floor 3, Zone B  
Bernard Weatherill House  
8 Mint Walk  
Croydon, CR0 1EA

Alternatively, you may send your comments by e mail to [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk) to be received by the same date and time as above.

All comments will be considered and where appropriate, will be incorporated into the final version of the Statement.

In an effort to reduce printing, this statement is being circulated, where possible, electronically. If you have received this correspondence electronically but would prefer a hard copy, please contact the Council's Licensing Team on 020 8760 5466 or [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk) .

Yours faithfully,



Nick Hibberd  
Corporate Director of Sustainable Communities, Regeneration and Economic  
Recovery

**GAMBLING ACT 2005**

**Statutory 3 Year Review of Local Authority Statement of Principles**

**List of Consultees**

The Metropolitan Police & the other Responsible Authorities under the Gambling Act 2005 (including the Croydon Safeguarding Children Partnership and the Gambling Commission, the national regulator for gambling)

Representatives of holders of Premises Licenses in the borough

All LB Croydon Ward Councillors, the four borough Members of Parliament and the GLA Assembly Member for Croydon & Sutton

GamCare  
Croydon BID  
New Addington BID  
Purley BID  
Crystal Palace Community Association  
London Road Business Association  
Asian Resource Centre of Croydon  
BME Forum  
Croydon Churches Forum  
Croydon Voluntary Action  
LB Croydon Public Health  
The Council's Head of Strategic Transport

The neighbouring London boroughs of Sutton, Merton, Lambeth and Bromley

In addition to the above, the Council utilised a wide range of communication channels (including social media, the Council engagement portal and Your Croydon) to bring the consultation to the attention of residents and businesses in the borough.

### **APPENDIX 3**

**Subject: Gambling Consultation - Green Group**

Good evening,

Please find the comments from the Green Group on the gambling consultation below:

- We're glad to see the additions, as well as the detail regarding safeguarding vulnerable groups/people, but depends how strongly this is enforced and repercussions for this in practice.
- Can the local area profiles be made public.
- On page 14, the paper says 'the Council is aware of the Social Responsibility Charter for Gaming Machines in Pubs' should this say 'takes on board', 'expects/encourages use of the Code of Practice' etc.
- On page 19 with regard to door supervision, is the instance stated the only one in which the council will consider making door supervision a requirement? What about location in regards to vulnerable groups?
- There is no real mention of any gambling reform. This is something Croydon Council could be leading on lobbying for to the government.
- Can documents referred to in the policy be linked to.

Overall it's comprehensive and detailed. We think that this needs to be seen in practice and fully enforced. It also wouldn't be amiss to see mention of gambling reform as a whole.

Many thanks,  
Ria

**Councillor Ria Patel (they/she)**  
Green Councillor, Fairfield Ward

**APPENDIX 4**

| Respondee                                     | How                                    | Comments incorporated into policy  | Comments not incorporated into policy  |
|---|--|--|--|
| <p>The Green Group (via Ward Councillor).</p> | <p>By email to the Licensing Team.</p> | <ul style="list-style-type: none"> <li>On page 14, the paper says 'the Council is aware of the Social Responsibility Charter for Gaming Machines in Pubs' should this say 'takes on board', 'expects/encourages use of the Code of Practice' etc.</li> </ul> <p><i>Document updated to reflect this comment as follows - The Council is also aware of and recommends the use of the Social Responsibility Charter for Gaming Machines in Pubs, produced by the British Beer &amp; Pub Association (BBPA) and UK Hospitality, which 'sets out a Code of Practice with regards to gaming machines in pubs, and in particular the steps to take to tackle and prevent under-age</i></p> | <ul style="list-style-type: none"> <li>We're glad to see the additions, as well as the detail regarding safeguarding vulnerable groups/people, but depends how strongly this is enforced and repercussions for this in practice.</li> </ul> <p><i>Comment - A responsible authority, such as the Police or an interested party, such as a local resident living in the vicinity of a licensed premises, may apply for a review of a premises licence if they feel that the operation of the licence is compromising one or more of the three licensing objectives in the Act.</i> <ul style="list-style-type: none"> <li>Can the local area profiles be made public.</li> </ul> <p><i>Comment - Local Area Profiles (LAP's) are prepared by the Council on a case by case basis if an</i></p> </p> |

*players of these machines.'*

*applicant requests one to assist them in preparing their Local Risk Assessment so that they are relevant and up to date at the point of request as area profiles can and do change over time. Information in a LAP is largely drawn from publicly available sources, such as the Croydon Observatory. When a Local Risk Assessment accompanies an application, it is part of the application paperwork and a responsible authority will see it and an interested party (ie. a member of the public) can ask to see it.*

- *On page 19 with regard to door supervision, is the instance stated the only one in which the council will consider making door supervision a requirement? What about location in regards to vulnerable groups?*

*Comment - It is felt that the wording at page 19 in respect of door supervisors is suitably broad to encompass all scenarios. If representations are made on a relevant application and the licensing sub-committee believe that*

*imposing a condition in respect of door supervisors is necessary/appropriate to support the licensing objectives, they have the power to do that.*

- There is no real mention of any gambling reform. This is something Croydon Council could be leading on lobbying for to the government.

*Comment - This is noted however the purpose of the Statement of Principles is to set out how the Council will undertake its functions under the Gambling Act 2005. Gambling Reform is a separate matter that the Council can address with central Government and/or the Gambling Commission.*

- Can documents referred to in the policy be linked to.

*Comment - A decision was taken not to include links to external documents as, given the policy is effective for three years, these will go out of date during the lifetime of the Statement potentially resulting in users accessing a "dead" or*



*“broken” link. In addition, the Gambling Commission specifically recommends that interested parties regularly check their website as updates are done to documentation of theirs, including for example the Codes of Practice to which amendments or additions are made to take account of developments in the industry or emerging evidence on the most effective means of promoting socially responsible gambling.*

*If someone is unable to find a document through their own online searches, they may visit the Gambling Commission website at [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk) where many documents can be found or contact the Council’s Licensing Team at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk).*

*Overall it’s comprehensive and detailed. We think that this needs to be seen in practice and fully enforced. It also wouldn’t be amiss to see mention of gambling reform as a whole.*

*Comment - Please see comments above in respect of enforcement and gambling reform.*

**CROYDON**  
www.croydon.gov.uk

**STATEMENT OF  
PRINCIPLES  
2025-2028**

**PUBLISHED IN ACCORDANCE WITH THE PROVISIONS OF THE  
GAMBLING ACT 2005**

**IF YOU WOULD LIKE THIS STATEMENT IN LARGER PRINT,  
PLEASE CONTACT THE LICENSING TEAM ON 020 8760 5466  
OR AT [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk)**

**London Borough of Croydon  
STATEMENT OF PRINCIPLES  
Gambling Act 2005**

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*This Statement of Principles was approved by the London Borough of Croydon on XXXX*

*All references to the Guidance refer to the Gambling Commission's Guidance to Licensing Authorities, as at 10 September 2024.*

## **PART A**

### **1. The Licensing Objectives**

In exercising their functions under the Gambling Act 2005 ('the Act'), licensing authorities must have regard to the licensing objectives as set out in section 1 of the Act which the authority seeks to promote through this Statement of Principles. 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.

It should be noted that the Gambling Commission has stated: 'The requirement in relation to children is explicitly to protect them from being harmed or exploited by gambling'. The Council is aware of the National Strategy to Reduce Gambling Harms and the importance of close working between teams to deliver important results in promoting the third licensing objective of 'protecting children and other vulnerable persons from being harmed or exploited by gambling'. A database of national, regional and local initiatives can be found on the [Gambling Commission website](#) .

The Council is aware that, as provided by Section 153 of the Act, 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; and
- in accordance with any relevant guidance issued by the Gambling Commission; and
- reasonably consistent with the licensing objectives; and
- in accordance with the authority's statement of principles.

### **2. Introduction**

The London Borough of Croydon covers an area of 86.5 square kilometres and has a population of approximately 390,800. The borough is mainly urban in character, being made up of a number of district retail and commercial centres each surrounded by residential accommodation. Croydon town centre is a well defined retail and commercial area with a large number of shops and offices.

The London Borough of Croydon ('the Council') is the Licensing Authority for the purposes of the Act and is required to publish a Statement of Principles ('the Statement') which it proposes to apply when exercising its licensing functions under the Act. The Council's original Statement was approved by the full Council on 27 November 2006. Statements last for a maximum of three years but can be reviewed and revised by the Council at any time. All such reviews and revisions of the Statement will be subject to consultation and subsequent re-publication. The Statement was last reviewed in 2021 and subsequently re published by the Council, in accordance with the legislation. This is the sixth statutory review the Council has undertaken.

The Council consulted widely upon this Statement and in accordance with the Act's requirements before its' final approval. A list of the persons and bodies consulted is attached at Appendix 1 to this Statement and included:

- The Police for this Licensing Authority's area
- Croydon Safeguarding Children Partnership
- All other Responsible Authorities under the Act
- Public Health Croydon
- GamCare
- Representatives of holders of Premises Licenses in the borough
- All elected Croydon borough councillors, the GLA Assembly Member for Croydon & Sutton and the four borough MP's
- The Council's Head of Strategic Transport
- The different Business Improvement Districts
- The Council also engaged with residents, businesses and community & voluntary groups in the borough via a variety of communication means
- The adjoining London boroughs of Lambeth, Sutton, Merton and Bromley

Consultation took place between 3 October 2024 and 1 November 2024.

The full list of consultees, comments received and details of their consideration by the Council are available on request to: The Licensing Team, Sustainable Communities, Regeneration and Economic Recovery Department, London Borough of Croydon, 3rd Floor, Zone B, Bernard Weatherill House, 8 Mint Walk, Croydon ([licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk)) or via the Council's website at: [www.croydon.gov.uk](http://www.croydon.gov.uk) .

It should be noted that this Statement sets out the factors the Council may take into account when considering applications made under the Act, and matters it will consider when deciding to review a licence. However it will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence, as each will be considered on its own merits and according to the statutory requirements of the Act.

To assist the reader, a Glossary of Terms is attached at Appendix 2 to this Statement. In addition, at Appendix I in their statutory guidance, the Gambling Commission provide a glossary of terms.

### **3. Declaration**

In producing the Statement, the Council declares that it has had regard to the licensing objectives of the Act, the Guidance to Licensing Authorities ('the Guidance') issued by the Gambling Commission, and any comments received from those consulted on it.

### **4. Responsible Authorities**

In exercising its discretion under Section 157(h) of the Act to designate a body which is competent to advise the Council about the protection of children from harm, the following principles have been applied:

- the need for the body to be responsible for 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.

With those principles in mind this Council designates the Croydon Children's Safeguarding Partnership (CCSP) as competent to advise it.

The contact details of all the Responsible Authorities under the Act are available via the Council's website at: [www.croydon.gov.uk](http://www.croydon.gov.uk) or by contacting the Council's licensing team on 020 8760 5466 or at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk) .

## **5. Interested parties**

Interested parties can make representations about licence applications, or apply for a review of an existing licence. An interested party is defined in the Act as a person who in the opinion of the licensing authority which issues the licence or to whom the application is made:

- a) lives sufficiently close to the premises to be likely to be affected by the authorities activities,
- b) has business interests that might be affected by the authorised activities, or
- c) represents persons who satisfy paragraph (a) or (b)

The Council will determine whether a person is an interested party with regard to particular premises on a case by case basis and will not apply a rigid rule to its decision making. In doing so it will have regard to the below mentioned factors drawn from paragraphs 8.12 and 8.15 of the Statutory Guidance.

The factors the Council will take into account in each case when determining what 'sufficiently close to the premises' means will include relevant factors such as:

- *the size of the premises*
- *the nature of the premises*
- *the distance of the premises from the location of the person making the representation*
- *the potential impact of the premises such as the number of customers, routes likely to be taken by those visiting the establishment*
- *the circumstances of the person who lives close to the premises. This is not their personal characteristics, but their interests which may be relevant to the distance from the premises. (8.12)*

The factors the Council may consider relevant when determining whether persons have business interests which may be affected include:

- *the size of the premises*
- *the 'catchment' area of the premises, that is, how far people travel to visit the premises*
- *whether the person making the representation has business interests in that catchment area that might be affected. (8.15)*

Interested parties can be persons who are democratically elected such as Councillors and MP's. Whilst the Members Code of Conduct adopted by the Council pursuant to the Localism Act 2011 may place restrictions on Councillors appearing at and addressing licensing committee hearings if they have a

disclosable pecuniary interest (DPI), other interest as defined by the Code or conflict of interest in relation to the matter under consideration, this does not prevent them from making written representations. Councillors should however ensure that the Monitoring Officer is made aware of any such interests and declare these at the meeting if these are not already on the Members' register of interests. Where the restrictions apply, it is recommended that councillors seek specific advice from the Council's Monitoring Officer in relation to their ability to make representations to or address the Committee if they have a DPI, "other" interest as defined by the Code or potential or actual conflict of interest.

Further advice can be obtained with regard to applications and representations under the Act by contacting the Council's licensing team on 020 8760 5466 or at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk). If an MP/councillor is asked to represent an interested person at a hearing, no specific evidence of being asked to represent that interested person will be required as long as the councillor/MP represents the ward likely to be affected. Likewise, parish councils likely to be affected, will be considered to be interested parties. Other than these however, this authority will generally require written evidence that a person/body (e.g. an advocate/relative) '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. Again, if there are any doubts then please contact the licensing team on 020 8760 5466 or at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk).

## **6. Exchange of Information**

When exercising its functions under sections 29 and 30 of the Act with respect to the exchange of information between it and the Gambling Commission, and the functions under section 350 of the Act with respect to the exchange of information between it and the other persons listed in Schedule 6 to the Act, the Council will act in accordance with the provisions of the Act and ensure compliance with the provisions of the UK General Data Protection Regulations and the Data Protection Act 2018. The Council will also have regard to any Guidance issued by the Gambling Commission to Licensing Authorities on this matter, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Act and principles of better regulation.

The Guidance for local authorities refers to this matter and some relevant sections are:

- *"Licensing authorities do not need to investigate the suitability of an applicant for a premises licence, including in relation to crime. The issue of suitability will already have been considered by the Commission, because any applicant (except occupiers of tracks who do not propose to offer gambling themselves) will have to hold an operating licence from the Commission before the premises licence can be issued. However, if the licensing authority receives information during the course of considering a premises licence application, or at any other time that causes it to question*

*the suitability of the applicant to hold an operating licence, these concerns should be brought to the attention of the Commission without delay.”*  
(5.10).

- *“Regulatory issues arising from the prevention of disorder are likely to focus almost exclusively on premises licensing, rather than on operating licences. However, if there are persistent or serious disorder problems that an operator could or should do more to prevent, the licensing authority should bring this to the attention of the Commission so that it can consider the continuing suitability of the operator to hold an operating licence.”*  
(5.6).
- *“If it comes to the attention of licensing authorities that alcohol-licensed premises or clubs or institutes are playing bingo during the course of a week which involves significant stakes and prizes, that makes it possible that the £2,000 in seven days is being exceeded, authorities should inform the Commission. To help clubs and institutes to comply with the full range of statutory requirements for gaming, the Commission has developed a statutory code of practice “the Code of Practice for gaming in clubs and premises with an alcohol licence.”* (18.16).

## **7. Enforcement**

When exercising its functions under Part 15 of the Act with respect to the inspection of premises; and the powers under section 346 of the Act to institute criminal proceedings in respect of the offences specified, the Council will be guided by the Guidance for local authorities and will also carry out its regulatory functions in accordance with good enforcement practice and will adhere to fundamental principles. Accordingly, enforcement shall be:

- Targeted
- Consistent
- Transparent
- Proportionate
- Necessary
- Also, so far as possible, the Council will endeavour to avoid duplication with other regulatory regimes and aim to adopt a risk based inspection programme.

The main enforcement and compliance role for this Council in terms of the Act will be to ensure compliance with premises licences and the other permissions which it authorises. The Gambling Commission will be the enforcement body for operating and personal licences. Concerns about manufacture, supply or repair of gaming machines will not be dealt with by the Council but will be notified to the Gambling Commission.

With regard to betting offices, the Council recognises that certain bookmakers have a number of premises within its area. In order to ensure that any compliance issues are recognised and resolved at the earliest stage, operators are requested to give the authority a single named point of contact, who should be a senior individual and whom the authority will contact first should any compliance queries or issues arise.



This Council recognises that it is subject to and will comply with the Regulators' Code developed by the Better Regulation Delivery Office in relation to matters of gambling licensing and enforcement.

For the purposes of transparency, this Council's enforcement/compliance protocols/written agreements will be available upon request to the licensing department on 020 8760 5466 or at [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk).

#### **8. Licensing Authority functions**

As required under the Act, this Council will:

- 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 *Alcohol Licensed Premises Gaming Machine Permits* for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two machines
- Register *small society lotteries* below prescribed thresholds
- Issue *Prize Gaming Permits*
- Receive and Endorse *Temporary Use Notices*
- Receive *Occasional Use Notices*
- Provide information to the Gambling Commission regarding details of licences issued (see section above on 'information exchange')
- Maintain registers of the permits and licences that are issued under these functions

This Council will not be involved in licensing remote gambling, as this falls to the Gambling Commission via operating licences.

## **PART B PREMISES LICENCES**

### **1. General Principles**

Premises licences are subject to the requirements set-out in the Act and regulations, as well as specific mandatory and default conditions which are detailed in regulations issued by the Secretary of State. Licensing authorities are able to exclude default conditions and also attach others, where it is believed to be appropriate. The Guidance makes clear that Licensing authorities should not turn down applications for premises licences where relevant objections can be dealt with through the use of conditions.

This Council is aware that in making decisions about premises licences 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; and
- in accordance with any relevant guidance issued by the Gambling Commission ; and
- reasonably consistent with the licensing objectives; and
- in accordance with the authority's statement of licensing policy.

It is appreciated that as per the Guidance for local authorities "moral or ethical objections to gambling are not a valid reason to reject applications for premises licences" In addition, whereas previous legislation required that the grant of certain gambling permissions should take account of whether there was unfulfilled demand for the facilities, this is no longer the case and each application must be considered on its merits without regard to demand.

**Meaning of "premises"** – the following paragraphs are taken from the statutory guidance produced by the Gambling Commission -

*'In the Act, 'premises' is defined as including 'any place'. S.152 therefore prevents more than one premises licence applying to any place. But, there is no reason in principle why a single building could not 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 reasonably be regarded as being different premises. This approach has been taken to allow large, multiple unit premises such as pleasure parks, tracks, or shopping malls to obtain discrete premises licences, where appropriate safeguards are in place. However, licensing authorities should pay particular attention if there are issues about sub-division of a single building or plot and should ensure that mandatory conditions relating to access between premises are observed. (7.5)*

*In most cases the expectation is that a single building/plot will be the subject of an application for a licence, for example, 32 High Street. But that does not mean that 32 High Street cannot be the subject of separate premises licences for the basement and ground floor, if they are configured acceptably. Whether different parts of a building can properly be regarded as being separate premises will depend on the circumstances. The location of the premises will clearly be an important consideration and the suitability of the division is likely*

*to be a matter for discussion between the operator and the licensing authority. (7.6)*

*The Commission does not consider that areas of a building that are artificially or temporarily separated, for example by ropes or moveable partitions, can properly be regarded as different premises. If a premises is located within a wider venue, a licensing authority should request a plan of the venue on which the premises should be identified as a separate unit. (7.7)*

*The Commission recognises that different configurations may be appropriate under different circumstances but the crux of the matter is whether the proposed premises are genuinely separate premises that merit their own licence – with the machine entitlements that brings – and are not an artificially created part of what is readily identifiable as a single premises. (7.8)*

*The Act sets out that the type and number of higher stake gaming machines allowable in premises is restricted according to the type of premises licence or permit granted. For example, a converted casino licence allows for 20 gaming machines in categories B, C or D. With the exception of AGCs and FECs, premises are not permitted to be used exclusively for making gaming machines available, but rather to provide the gaming facilities corresponding to the premises licence type. Further detail on gaming machines is set out in Part 16 of this guidance. (7.9)*

*The Act states that an application must be made to a licensing authority in whose area the premises are wholly or partly situated. In circumstances where the premises lie in more than one licensing authority's area, the operator should make their application to just one of those authorities. As both licensing authorities are responsible authorities under s.157 of the Act, the other licensing authority must be notified of the application and is entitled to make representations. As a responsible authority, it has an opportunity to pass relevant information about the premises to the licensing authority determining the application. Further detail on responsible authorities is set out at Part 8 of this guidance. (7.10)*

*Casino premises are subject to separate regulations, involving a two-stage application process. Details of the two stage process can be found in Part 17 of this guidance.' (7.11)*

This Council takes particular note of the Guidance for local authorities, which at paragraphs 7.32 & 7.33 states:

*'Licensing authorities should take particular care in considering applications for multiple premises licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes. In particular they should be aware of the following:*

- *The third licensing objective seeks to protect children from being harmed by gambling. In practice that means not only preventing them from taking part in gambling, but also preventing them from being in close proximity to gambling in which by law they are not allowed to*

- participate. Therefore premises should be configured so that children are not invited to participate in, have accidental access to, or closely observe gambling where they are prohibited from participating.*
- *Entrances to and exits from parts of a building covered by one or more premises licences should be separate and identifiable so that the separation of different premises is not compromised and people do not 'drift' into a gambling area. In this context it should normally be possible to access the premises without going through another licensed premises or premises with a permit.*
  - *Customers should be able to participate in the activity named on the premises licence' (7.32).*

*'In determining whether two or more proposed premises are truly separate, the licensing authority should be aware of factors which could assist them in making their decision. Depending on all the circumstances of the case, these may include:*

- *Is a separate registration for business rates in place for the premises?*
- *Is the premises' neighbouring premises owned by the same person or someone else?*
- *Can each of the premises be accessed from the street or a public passageway?*
- *Can the premises only be accessed from any other gambling premises?' (7.33)*

The Council will consider these and all other relevant factors in making its decision, depending on all the circumstances of the particular case.

### **Gaming Machines in Gambling Premises**

Attention is drawn to Social Responsibility Codes 9.1.1, 9.1.2 and 9.1.3 of the Licence Conditions and Codes of Practice document (LCCP) produced by the Gambling Commission, a copy of which can be found on the Gambling Commission Website: <https://www.gamblingcommission.gov.uk>, the most recent version of which is operative as of 30 August 2024.

To assist, Code 9.1.1 states as follows –

#### ***"Social responsibility code provision 9.1.1***

#### ***Gaming machines in gambling premises – betting***

***All non-remote general betting operating licences, except where betting is offered under a 2005 Act casino premises licence***

***1 Gaming machines may be made available for use in licensed betting premises only where there are also substantive facilities for non-remote betting, provided in reliance on this licence, available in the premises.***

***2 Facilities for gambling must only be offered in a manner which provides for appropriate supervision of those facilities by staff at all times.***

***3 Licensees must ensure that the function along with the internal and/or external presentation of the premises are such that a customer can***

*reasonably be expected to recognise that it is a premises licensed for the purposes of providing betting facilities.”*

The meaning of 'available for use' is discussed further in paragraphs 16.16 to 16.26 of the statutory guidance published by the Gambling Commission (13 May 2021 version) and some key components are as follows, with the specific wording taken direct from the statutory guidance –

*'that a gaming machine is 'available for use' if a person can take steps to play it without the assistance of the operator' (16.17)*

*'More than the permitted number of machines may be physically located on a premises but the onus is on licensees to demonstrate that no more than the permitted number are 'available for use' at any one time' (16.18)*

*'Gaming machine entitlements in AGC or bingo premises set out that only 20% of machines can be category B machines in order to ensure a balanced offering of gambling products and restrict harder gambling opportunities.' (16.21)*

*'We updated our 'available for use' guidance in 2019 to make it clear that for the purpose of calculating the category B machine entitlement in gambling premises, gaming machines should only be counted if they can be played simultaneously by different players without physical hindrance.' (16.23)*

*We have published our 'available for use' guidance on the Commission website, and provided additional information specifically in relation to when is a gaming machine 'available for use' in AGC or bingo premises under the 20% regulations. (16.26)*

**Location** - The Council 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 be. As per the 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.

Croydon is a very diverse borough, both culturally and socio economically and also has areas where levels of crime and disorder and anti-social behaviour are more prevalent than in others.

The Gambling Commission's Licence Conditions and Codes of Practice (LCCP), formalise the need for operators to consider local risks. The current version, effective from 30 August 2024, is available on the Gambling Commission's website.

In this regard, operators are specifically referred to the Social Responsibility (SR) code 10.1.1 which requires all premises licensees 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 the Council's statement of licensing policy (Statement of Principles).

This Council expects all operators to prepare robust and considered assessments of the local risks to the licensing objectives posed by the provision of gambling facilities at the application premises and address any factors that may have a negative impact on the licensing objectives. In addition, the Council expects all operators to review (and update as necessary) their local risk assessments:

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

It is not possible to provide a complete list of factors to consider in relation to the risk assessment but the following are examples of the factors the Council would expect gambling operators to consider –

- The location of schools, sixth form colleges and youth centres in the local area of the licensed or application premises, with reference to the potential risk of under age gambling or the direct exposure to gambling by under age persons as a result and the mitigation measures the operator intends to introduce to reduce any such risks;
- The location of hostels or places offering support services for vulnerable people, such as those with addiction issues in the local area of the licensed or application premises. The Council expects operators to give very careful consideration to the suitability of locating new licensed premises close to such sensitive premises, or to varying the terms of existing licenses in such areas, given the greater risk of problem gambling amongst these groups and would expect to see clear and robust mitigation measures from the operator on how they would intend to reduce any such risks;
- Any reasonably available information about issues with problem gambling in the area of the licensed or application process. In assessing the negative impact premises may have on the licensing objectives, the Council will expect operators to include consideration of the existing density of licensed gambling premises and the status of the night time economy in the area local to their licensed or application premises. The Council will expect operators to particularly assess the risk of gambling being a source of crime, being associated with crime or being used to support crime in that area and to set out any mitigation measures they would intend to introduce to reduce any such risks.
- The Council will expect operators, perhaps in prior discussions with the Police, to assess patterns of crime, disorder and anti-social behaviour in

the area local to the licensed or application premises, specifically that linked to gambling premises and set out the measures they believe will mitigate any risks of their premises having a negative impact on those crime etc. patterns.

While none of the above preclude any application being made and each application will be decided on its merits, it is expected that any application will demonstrate how potential risks/concerns can be overcome.

The Council will expect 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, such as, for example, when there is an inspection of a premises. Ideally, a copy of the current local area risk assessments will be kept at the licensed premises.

### **Local Area Profiles**

The Council is aware of the Gambling Commission recommendation that licensing authorities map and prepare their own assessments of local risks, in the form of local area profiles. Such profiles will be prepared and be available for operators to utilise when preparing their risk assessments through a specific request to the Council licensing team.

Undoubtedly, such local areas profiles will develop over time but at the outset, to assist operators, they will incorporate data on the matters listed above.

**Duplication with other regulatory regimes** - The Council will seek to avoid any duplication with other statutory/regulatory systems where possible, including planning. The Council 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, however, 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. Operators are also reminded of the 'Sui Generis Use Class' status of betting shops in the Planning context which came into being in 2016.

**Licensing objectives** - Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, the Council has considered the Guidance to local authorities:

Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime - The Council is aware that the Gambling Commission takes a leading role in preventing gambling from being a source of crime. The Guidance does however envisage that licensing authorities should pay attention to the proposed location of gambling premises in terms of this licensing objective. Therefore, where an area has known high levels of organised crime this authority will carefully consider the effect on the licensing objectives of gambling premises being located in this area and whether additional conditions may be appropriate. The Council is aware of the distinction between disorder and nuisance and in determining whether disorder

may occur, will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see or hear it, so as to make that distinction.

Ensuring that gambling is conducted in a fair and open way - The Council has noted that licensing authorities would generally not be expected to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences. However its role with regard to tracks is explained in more detail at paragraph 7.

Protecting children and other vulnerable persons from being harmed or exploited by gambling – The Council notes that this objective means preventing children from taking part in gambling and is aware of the content of the following paragraphs in the statutory guidance –

*The Gambling Act 2005 permits the advertising of gambling in all forms, provided that it is legal and there are adequate protections in place to prevent such advertisements undermining the licensing objectives. The Advertising Standards Authority (ASA) is the UK's independent regulator of advertising. It enforces the UK Advertising Codes (the Codes), written by the Committees of Advertising Practice. The Codes cover the content and placement of advertising and are designed to ensure that advertisements for gambling products are socially responsible, with particular regard to the need to protect children, young persons under 18 and other vulnerable persons from being harmed or exploited. The Codes also require that advertisements for gambling products or services do not mislead. Any complaint about the content and placement of advertising or marketing communications should be sent directly to the ASA. (1.19)*

*The LCCP requires licensees to ensure that their policies and procedures for preventing underage gambling take account of the structure and layout of their gambling premises. This therefore requires licensees not only to be able to supervise their premises but also that they should mitigate the risks of under 18s being attracted to enter premises by the products available within them. Where a licensing authority has concerns that such products are visible, they could for example require the licensee to re-site the products out of view. (7.29)*

The Council will therefore consider, as suggested in the Guidance, whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include:

- proof of age schemes
- supervision of entrances
- supervision of machine areas
- physical separation of areas
- appropriate notices/signage
- location of entry

The Council will make itself aware of the Codes of Practice which the Gambling Commission issues as regards this licensing objective, in relation to specific premises. In addition, the Council is aware of the concerns set out by the



Gambling Commission in their briefing paper entitled 'Gambling-related harm as a public health issue' dated February 2018, of the advice to local authorities from the Local Government Association in their document entitled 'Tackling gambling related harm – A whole Council approach', last updated in November 2018 and of the National Strategy to Reduce Gambling Harms, which was most recently updated on 8 December 2020 and ran until April 2022.

The Council is also aware of and recommends the use of the Social Responsibility Charter for Gaming Machines in Pubs, produced by the British Beer & Pub Association (BBPA) and UK Hospitality, which *'sets out a Code of Practice with regards to gaming machines in pubs, and in particular the steps to take to tackle and prevent under-age players of these machines.'*

As regards the term "vulnerable persons" it is noted that the Gambling Commission is not seeking to offer a definition but states that "it will 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 due to a mental impairment, alcohol or drugs." In relation to this licensing objective, the Council will consider each application on a case by case basis. Should a practical definition prove possible in future then this policy statement will be updated.

**Conditions** – The starting point when considering an application is that it will be granted subject only to the mandatory and default conditions and additional conditions will only be imposed where there is evidence of a risk to the licensing objectives, such that there is a need to supplement the existing mandatory and default conditions.

Any additional 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.

Decisions upon additional conditions will be made on a case by case basis, although there will be a number of measures that the Council will consider utilising should there be a perceived need. There are specific comments made in this regard under some of the licence types below.

The Council may consider measures to meet the licensing objectives, such as:

- leaflets giving assistance to problem gambling to be clearly displayed in all areas of the premises
- self exclusion forms to be made available for customer use
- machines such as fixed odds betting terminals to clearly display odds
- ATM or cash terminals to be sited away from gaming machines
- Details of the GamCare helpline and website to be displayed prominently in premises

The Council will also consider specific measures which may be required 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 Guidance.

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 an area of the premises which is separated from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
- only adults are admitted to the area where these machines are located;
- access to the area where the machines are located is supervised;
- the area where these machines are located 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.

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

A summary of machine provisions by premises is provided in Appendix A and a summary of gaming machine categories and entitlements in Appendix B of the Statutory Guidance published by the Gambling Commission.

The Council is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the track. There cannot be more than one premises licence covering the same area of the track. As per the Guidance, the Council 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.

It is noted that there are conditions which the Council 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 method of operation;
- conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated); and
- conditions in relation to stakes, fees, winning or prizes.

**Door Supervisors** – this Council notes that licensing authorities may consider whether there is a need for door supervisors in terms of the licensing objectives of protecting children and vulnerable persons from being harmed or exploited by gambling, and also in terms of preventing premises becoming a source of

crime. Whilst there is currently no apparent evidence that the operation of betting offices requires door supervisors for the protection of the public, this authority will consider making a door supervision requirement with regard to a betting office if there is clear evidence from the history of trading at the premises that the premises cannot be adequately supervised from the counter and/or that door supervision is both necessary and proportionate.

Where operators and the Council decide that supervision of entrances/machines is appropriate for particular cases, it will need to be decided whether these staff need to be Security Industry Authority (SIA) licensed or not. Furthermore, if a person carries out 'door supervisor' duties but is exempt from the requirement to be licensed by the SIA, the Council will expect that person to be trained to a nationally recognised standard and be able to show that they have undergone relevant and appropriate police records checks. Door supervision will not, however be seen in isolation as the only remedy for concerns and the Council will consider other options, if considered appropriate, to achieve the licensing objectives.

## **2. Adult Gaming Centres**

The Council will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.

The Council may consider measures to meet the licensing objectives, such as:

- Proof of age schemes
- 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.

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

The Council also notes that paragraph 21.4 in the statutory guidance issued by the Gambling Commission states –

*Social Responsibility Code Provision 3.5.6 requires that all non-remote casino and bingo and betting licences (except those at a track) and holders of gaming machine general operating licences for adult gaming centres must offer self-exclusion schemes to customers requesting such a facility. There is also an Ordinary Code provision at 3.5.7. The full details can be found within the LCCP (Licence Conditions and Codes of Practice).*

### **3. (Licensed) Family Entertainment Centres**

The Council will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority, for example, that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machine areas.

The Council may consider measures to meet the licensing objectives, 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.

The Council will, as per the Guidance, refer to the Commission's website to see any conditions that apply to operating licences covering the way in which the area containing the category C machines, should be delineated. The Council will also make itself aware of any mandatory or default conditions on these premises licences, when they have been published.

### **4. Casinos**

The Council has not passed a 'no casino' resolution under Section 166 of the Act but is aware that it has the power to do so. Should the Council decide in the future to pass such a resolution, it will update this policy statement with details of that resolution. Any such decision will be made by the full Council.

The Council is aware that, where its area is enabled to grant a premises licence for a new style casino (i.e. the Secretary of State has made such regulations under Section 175 of the Gambling Act 2005), there are likely to be a number of operators which will want to run the casino. In such situations the Council will run a 'competition' under Schedule 9 of the Act and in line with any regulations / codes of practice issued under the Act.

### **5. Bingo premises**

The Council notes that the Guidance states:

*Licensing authorities need to satisfy themselves that bingo can be played in any bingo premises for which they issue a premises licence. An operator may choose to vary their licence to exclude a previously licensed area of that premises, and then apply for a new premises licence, or multiple new premises licences, with the aim of creating separate premises in that area. Essentially providing multiple licensed premises within a single building or site. Before*

*issuing additional bingo premises licences, licensing authorities need to consider whether bingo can be played at each of those new premises (18.5).*

*Children and young people are allowed into bingo premises; however they are not permitted to participate in the bingo and if category B or C machines are made available for use these must be separated from areas where children and young people are allowed. Social Responsibility (SR) code 3.2.5 (3) states that 'licensees must ensure that their policies and procedures take account of the structure and layout of their gambling premises' in order to prevent underage gambling (18.7).*

*S.172(7) (of the Act), as amended, provides that the holder of a bingo premises licence may make available for use a number of category B gaming machines not exceeding 20% of the total number of gaming machines on the premises. For example, a premises with a total of 25 gaming machines available for use can make five or fewer category B3 gaming machines available on that premises. Premises that were licensed before 13 July 2011 are entitled to make available eight category B gaming machines, or 20% of the total number of gaming machines, whichever is the greater. There are no restrictions on the number of category C or D machines that can be made available. Regulations state that category B machines at bingo premises are restricted to sub-category B3 (SI 2007/2158: Categories of Gaming Machine Regulations 2007) (but not B3A) and B4 machines. Licensing authorities should ensure that gambling machines are made available for use in a manner consistent with our guidance within Part 16. For the purpose of calculating the category B machine entitlement in gambling premises, gaming machines should only be counted if they can be played simultaneously by different players without physical hindrance. This includes tablets. (18.8)*

*The gaming machines must remain within the licensed area covered by the premises licence. In the unusual circumstance that an existing bingo premises covered by one premises licence applies to vary the licence and acquire additional bingo premises licences (so that the area that was the subject of a single licence will become divided between a number of separate licensed premises) it is not permissible for all of the gaming machines to which each of the licences brings an entitlement to be grouped together within one of the licensed premises (18.9).*

The Council will have regard to the Guidance on the issues that licensing authorities should take into account in relation to the suitability and layout of bingo premises.

## **6. Betting premises**

The Council notes the following paragraphs from statutory guidance –

*Children and young persons are not permitted to enter premises with a betting premises licence, although exemptions apply to tracks, as explained in Part 20 of the Gambling Commission guidance, and s.46 and s.47 of the Act set out offences of inviting, causing or permitting a child or young person to gamble, or to enter certain gambling premises. Social Responsibility (SR) code 3.2.7(3) in the Licence Conditions and Codes of Practice (LCCP) states that 'licensees*

*must ensure that their policies and procedures take account of the structure and layout of their gambling premises' in order to prevent underage gambling. Children and young persons are not allowed to be employed at premises with a betting premises licence. (19.4)*

*S.172(8) (of the Act) provides that the holder of a betting premises licence may make available for use up to four gaming machines of category B, C or D. Regulations state that category B machines at betting premises are restricted to sub-category B2, B3 and B4 machines (the terminals commonly in use are able to provide both B2 and B3 content). (19.5)*

**Self-service betting terminals (SSBT's) –**

*S.235(2)(c) provides that a machine is not a gaming machine if it is designed or adapted for use to bet on future real events. Some betting premises may make available machines that accept bets on live events, such as horse racing, as a substitute for placing a bet over the counter. These SSBTs are not gaming machines and therefore neither count towards the maximum permitted number of gaming machines, nor have to comply with any stake or prize limits. SSBTs merely automate the process that can be conducted in person and the Act exempts them from regulation as a gaming machine. (19.7)*

*S.181 contains an express power for licensing authorities to restrict the number of SSBTs, their nature and the circumstances in which they are made available by attaching a licence condition to a betting premises licence or to a casino premises licence (where betting is permitted in the casino). When considering whether to impose a condition to restrict the number of SSBTs in particular premises, the licensing authority, amongst other things, should take into account the ability of employees to monitor the use of the machines by children and young persons or by vulnerable people. (19.10)*

The Council may consider measures to meet the licensing objectives, such as:

- leaflets giving assistance to problem gambling to be clearly displayed in all areas of the premises
- self exclusion forms to be made available for customer use
- if available, QR (Quick Response) Codes for accessing the above information/forms
- machines such as fixed odds betting terminals to clearly display odds
- ATM or cash terminals to be sited away from gaming machines
- details of the GamCare helpline and website to be displayed prominently in premises
- provide door supervision

With regard to door supervision, whilst there is no apparent evidence that the operation of betting offices requires door supervisors for the protection of the public, this authority will consider making a door supervision requirement if there is clear evidence from the history of trading at the premises that the premises cannot be adequately supervised from the counter and/or that door supervision is both necessary and proportionate.

With regard to applications to re-site betting office premises in the locality to provide improved facilities for customers, this authority will treat any such application on its individual merits but recognises that such applications may enhance the quality of the facility provided for the benefit of the betting public.

The Council will expect that sufficient facilities are available at individual licensed premises for the provision of betting and attention is drawn again to Social Responsibility Code 9.1.1., referenced at page 9 above.

Where two or more Betting shops are sited in a neighbourhood shopping area or town centre, the Licensing Authority strongly encourages the managers of each shop to meet with the Police and representatives of the other Responsible Authorities on at least a quarterly basis to discuss local crime and disorder problems and certain individuals that persistently cause crime and disorder in Gambling Premises.

## **7. Tracks**

S.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.

The following paragraphs from the statutory guidance, issues by the Gambling Commission provide further information about tracks –

*The on-course betting operator is one who comes onto the track, temporarily, while races or sporting events are taking place. On-course betting operators tend to offer betting only on the events taking place on the track, that day. For example, betting operators attending horserace and greyhound racing meetings will only attend on race days. Similarly, betting operators at cricket and football grounds are only likely to attend on days when matches are taking place. (20.17)*

Betting on tracks is organised in different ways and can take place in different parts of the track in many different forms. These include the following:

- **'Betting rings'** The ring can be dispersed throughout the track, and can include 'temporary' rings at large meetings, but all different locations form part of the betting area. On-course betting operators will be located in the betting ring according to a position (pitch) allocated to them under the commercial arrangement they have with the track owner.
- **Betting counters or kiosks** A betting counter or booth may be a permanent or temporary outlet from which a bookmaker provides betting facilities. Examples include manned stands or porta-cabins located at football grounds on match days, and the temporary kiosks used by bookmakers at cricket grounds during test matches.
- **Mobile betting** Mobile betting machines (often handheld) operated by employees of betting operators allow customers to place a bet or

receive payouts away from betting kiosks or the betting ring, most commonly in hospitality areas.

- **Self-service betting terminals (SBBT's)**, described in paragraph 19.6, lack the direct human intervention of a betting counter staffed by a cashier, and can be located at different parts of tracks. See below more details on SBBTs at tracks.
- **Pool betting** This involves the pooling of stakes on a given event, and the splitting of the total pool, less a commission for the operator amongst the winners. Pool betting at horseracing and greyhound tracks can be offered under a pool betting operating licence – be that the owner of the track or a third party provider. Tracks may also conduct inter-track pool betting when other tracks are holding races. (20.18)

### **Off-course betting**

*Off-course betting operators are typically those who provide betting facilities from betting premises such as those found on the high street. In addition to such premises, betting operators may operate self-contained betting premises or designated areas such as a row of betting kiosks within the track premises. These premises provide facilities for off-course betting (in effect, the opportunity to bet on other events not just those taking place on the track), although they normally operate only on race days. (20.19)*

*The provision of off-course betting facilities as described above is generally conducted in reliance on the track premises licence held by the occupier of the track and consequently the off-course operator is prohibited from making any gaming machines available for use unless they hold a separate betting premises licence in relation to part of the track. The track premises licence holder will need to vary their existing premises licence so that it does not have effect in relation to the area where the additional betting premises licence is located. The additional betting premises licence would need to be secured by the holder of an appropriate betting operating licence. Such a premises would then be subject to the conditions outlined in Part 19 (of the guidance). (20.20)*

As per the Gambling Commission's Guidance, this licensing authority will especially consider the impact upon the third licensing objective (i.e. the protection of children and vulnerable persons from being harmed or exploited by gambling) and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

This authority will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming facilities. It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, but that they are still prevented from entering areas where gaming machines (other than category D



machines) are provided.

This licensing authority may consider measures to meet the licensing objectives such as:

- Proof of age schemes
- 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

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

**Gaming machines** - Where the applicant holds a pool betting operating licence and is going to use the entitlement to four gaming machines, machines (other than category D machines) should be located in areas from which children are excluded.

The following paragraphs from the statutory guidance are in relation to self-service betting terminals (SSBTs) –

*S.235(2)(c) of the Act provides that a machine is not a gaming machine by reason only of the fact that it is designed or adapted for use to bet on future real events. Betting operators may make available machines that accept bets on live events, such as horseracing, as a substitute for placing a bet with a member of staff. These self-service betting terminals are not gaming machines; they merely automate the process that can be conducted in person and therefore are not regulated as gaming machines. (20.39)*

*Licensed operators may install SSBTs on tracks. There is no restriction on the number of SSBTs that may be in use but operators must, by virtue of their operating licence conditions, supervise such terminals to prevent them being used by those under 18 years of age. (20.40)*

*There is no formal requirement on track premises licence holders to involve themselves in the procedures used by betting operators to supervise their SSBTs (unless specific local conditions specifying supervisory arrangements are added to the track premises licence by the licensing authority). Some betting operators may agree supervisory assistance to be provided by employees of the track premises licence holders, but this is a commercial matter between the track owner and betting operators. (20.41)*

*While track premises licence holders have no formal responsibilities in this regard, the Commission has advised them to inform it of instances where they*

*are aware that betting operators are persistently failing to ensure the adequate supervision of their SSBTs. (20.42)*

### **8. Travelling Fairs**

It will fall to the Council to decide whether, where category D machines and/ or equal chance prize gaming without a permit is to be made available for use at travelling fairs, the statutory requirement that the facilities for gambling amount to no more than an ancillary amusement at the fair, is met.

The licensing authority will also consider whether the applicant falls within the statutory definition of a travelling fair.

It has been noted that the 27-day statutory maximum for the land being used as a fair, is per calendar year, and that 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. The Council will work with its neighbouring authorities to ensure that land which crosses our boundaries is monitored so that the statutory limits are not exceeded.

### **9. Provisional Statements**

The Act allows an operator to apply for a provisional statement if a building is not yet complete, needs alteration or he/she does not yet have a right to occupy it. This would allow an operator to know whether a full premises licence would, in due course, be granted.

The Council notes however that the Guidance states that “requiring the building to be complete ensures that the authority could, if necessary, inspect it fully”.

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 Council, as licensing authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:

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

The Council notes that in determining matters licensing authorities should not take into consideration matters that are not related to gambling and the licensing objectives. One example of such a matter would be the likelihood of the applicant obtaining planning permission or building regulations approval for the proposal.

### **10. Reviews**

Requests for a review of a premises licence can be made by interested parties or responsible authorities however, it is for the Council to decide whether the

review is to be carried-out. This will be on the basis of whether the request for the review is relevant to the matters listed below, in that the request 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.

As licensing authorities are required to permit the use of premises for gambling, in so far as it is in accordance with the s.153 principles, applications that raise general objections to gambling as an activity, that relate to demand for gambling premises, or raise issues relating to planning, public safety, and traffic congestion are unlikely to be considered an appropriate basis for review, leading to rejection under the bullet points above.

In addition, consideration will be given as to whether the request for review is frivolous, vexatious, would not cause the Council to wish to alter/ revoke/suspend the licence or to remove, amend or attach conditions on the premises licence, or whether it is substantially the same as previous representations or requests for review.

The Council can also initiate a review of a licence on the basis of any reason which it thinks is appropriate. In doing so, the Council will be mindful of the fact that licensing authority actions, including reviews, should be in pursuit of the principles set out in s.153 of the Act or underpinned by reasonable concerns, such as changes to the local environment or resident complaints.

**PART C**  
**Permits / Temporary & Occasional Use Notice**

**1. Unlicensed Family Entertainment Centre gaming machine permits (Statement of Principles on Permits - Schedule 10 paragraph 7)**

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

The Council may prepare a separate *statement of principles* that it would propose to consider in determining the suitability of an applicant for a permit and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under section 25 of the Act. It is proposed that any statement regarding Unlicensed Family Entertainment Centre (FEC) permit applications be appended to this main statement of principles.

An application for a permit may be granted only if the Council 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. The Council may ask applicants 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.

It should be noted that the Council cannot attach conditions to this type of permit.

The Council has not currently adopted a Statement of Principles on Permits. Should it decide to do so it will be available from the Licensing Team. Potential applicants / other interested persons are advised to check with the Licensing Team as to whether a Statement of Principles on Permits has been adopted.

**2. (Alcohol) Licensed premises gaming machine permits - (Schedule 13 paragraph 4(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 gaming; or
- an offence under the Gambling Act has been committed on the premises.

If a premises wishes to have more than 2 machines, then it needs to apply for a permit and the Council will consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Act, and “such matters as they think relevant.”

The Council 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 being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines. Measures which will satisfy the Council that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff who will monitor that the machines are not being used by those under 18. Notices and signage may also help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets/helpline numbers and where available, QR (Quick Response) Codes for organisations such as GamCare. Each application for more than 2 gaming machines in licensed premises shall, therefore be dealt with on its merits.

The Council can decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.

It should also be noted that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine.

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. Prize Gaming Permits - (Statement of Principles on Permits - Schedule 14 paragraph 8 (3))**

The Act states that a licensing authority may prepare a *statement of principles* that they propose to apply in exercising their functions under this Schedule which may, in particular, specify matters that the licensing authority proposes to consider in determining the suitability of the applicant for a permit. It is proposed that any statement regarding Prize Gaming Permit applications be appended to this main statement of principles.

The Council may require applicants to set out the types of gaming that he or she is intending to offer and furthermore that the applicant should be able to demonstrate:

- that they understand the limits to stakes and prizes that are set out in Regulations;

- and that the gaming offered is within the law.

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.

Though there are conditions in the Act with which the permit holder must comply the licensing authority cannot attach its own conditions. The conditions in the Act are:

- limits on participation fees, as set out in regulations;
- 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.

#### **4. Club Gaming and Club Machines Permits**

Members Clubs and Miners' Welfare Institutes (but not Commercial Clubs) may apply for a Club Gaming Permit or a Club Machine Permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in regulations. A Club Machine Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).

Members clubs must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. It is anticipated that this will cover bridge and whist clubs, which will replicate the position under the Gaming Act 1968. A members' club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of Royal British Legion and clubs with political affiliations.

The Council may only refuse an application on the grounds that:

- (a) the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which it has applied;
- (b) the applicant's premises are used wholly or mainly by children and/or young persons;
- (c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
- (d) a permit held by the applicant has been cancelled in the previous ten years; or
- (e) an objection has been lodged by the Commission or the police.

There is also a 'fast-track' procedure available under the Act for premises which hold a Club Premises Certificate under the Licensing Act 2003 (Schedule 12 paragraph 10). Under this 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. However an application under the process may be refused due to the fact that:

- (a) that the club is established primarily for gaming, other than gaming prescribed under schedule 12;
- (b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
- (c) that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled."

There are statutory conditions on club gaming permits that no child uses a category B or C machine on the premises and that the holder complies with any relevant provision of a code of practice about the location and operation of gaming machines.

Additional information about Club Gaming and Club Machine Permits can be obtained from the Council's Licensing team prior to applying by contacting: [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk) .

### **5. Temporary Use Notices**

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. Premises that might be suitable for a Temporary Use Notice, according to the Gambling Commission, would include hotels, conference centres and sporting venues.

The licensing authority can only grant a Temporary Use Notice to a person or company holding a relevant operating licence, i.e. a non-remote casino operating licence.

The Secretary of State has the power to determine what form of gambling can be authorised by Temporary Use Notices, and The Gambling Act 2005 (Temporary Use Notices) Regulations 2007 (SI. No. 3157) state that Temporary Use Notices can only be used to permit the provision of facilities or equal chance gaming, where the gaming is intended to produce a single winner.

The meaning of "premises" in Part 8 of the Act is discussed in Part 7 of the Gambling Commission Guidance to Licensing Authorities. As with "premises", the definition of "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In the Act "premises" is defined as including "any place". In considering whether a place falls within the definition of "a set of premises", the licensing authority needs to look at, amongst other things, the ownership/occupation and control of the premises.

The Council may object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises."

### **6. Occasional Use Notices**

The Council 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.

The Council will though consider the definition of a 'track' and whether the applicant is permitted to avail him/herself of the notice.

### **7. Small Society Lotteries**

This licensing authority will adopt a risk based approach towards its enforcement responsibilities for small society lotteries. This authority considers that the following list, although not exclusive, could affect the risk status of the operator:

- submission of late returns (returns must be submitted no later than three months after the date on which the lottery draw was held)
- submission of incomplete or incorrect returns
- breaches of the limits for small society lotteries

Non-commercial gaming is permitted if it takes place at a non-commercial event, either as an incidental or principal activity at the event. Events are non-commercial if no part of the proceeds is for private profit or gain. The proceeds of such events may benefit one or more individuals if the activity is organised:

- by, or on behalf of, a charity or for charitable purposes
- to enable participation in, or support of, sporting, athletic or cultural activities.

Charities and community groups should contact this licensing authority on 020 8760 5466 to seek further advice.

#### **NOTE:**

Information regarding this Statement of Principles and the Act in general can be obtained from:

The Licensing Team, Sustainable Communities, Regeneration and Economic Recovery Department, London Borough of Croydon, Bernard Weatherill House, 8 Mint Walk, Croydon, CR0 1EA.

E-mail: [licensing@croydon.gov.uk](mailto:licensing@croydon.gov.uk) or telephone 020 8760 5466.

Information about the Act can also be obtained from the Gambling Commission website at [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk) or the Department of Culture, Media and Sport website at [www.culture.gov.uk](http://www.culture.gov.uk)



**Gambling Act 2005 - Statement of Principles**

**Glossary of Terms**

**1. The Licensing Objectives under the Gambling Act 2005 –**

In exercising most of their functions under the Gambling Act 2005, licensing authorities must have regard to the licensing objectives set out in section 1 of the Act. In particular, licensing authorities must have regard to the licensing objectives when exercising their functions in relation to premises licences, temporary use notices and some permits. The 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.

**2. Responsible Authorities –**

Public bodies that must be notified of applications and that are entitled to make representations to the licensing authority in relation to applications.

**3. Interested Parties –**

An interested party may make representations on an application. Someone who the licensing authority considers lives sufficiently close to the premises to be likely to be affected by the authorised activities, has business interests that might be affected by the authorised activities or represents persons in either of these groups would be classed as an interested party. Democratically elected people like Ward councillors and MP's can also be interested parties.

**4. Enforcement –**

Enforcement is carried out by authorised officers of the licensing authority and responsible authorities to ensure compliance with legislation.

**5. Adult Gaming Centre –**

An amusement arcade to which only persons over the age of 18 years may be admitted. These premises are allowed certain higher categories of gaming machine.

**6. Licensed Family Entertainment Centre –**

An amusement arcade to which persons under 18 years of age may be permitted. These premises are allowed one higher category of gaming machine but under 18's must not be permitted to use these.

**7. Unlicensed Family Entertainment Centre –**

An amusement arcade that is only allowed the lowest category of machine and persons under 18 years of age are allowed access.

**8. Bingo Premises –**

Premises permitted to offer games of bingo and certain categories of gaming machine.

**9. Betting Shop –**

Premises permitted to offer the placing of bets and certain categories of gaming machine.

**10. Betting Track –**

A horse racecourse, greyhound track or other premises on any part of which a race or other sporting event takes place.

**11. Casino –**

A casino permits the participating in of one or more casino games, which means games of chance. A casino is also allowed to offer certain higher categories of gaming machine.

**12. Provisional Statement –**

A person may apply for a provisional statement for a premises that he or she:

- Expects to be constructed
- Expects to be altered
- Expects to acquire a right to occupy

**13. Review –**

A responsible authority or interested party may seek a review of a premises licence if, for example, they feel that one or more of the licensing objectives is being compromised by that licence.