

## LICENSING COMMITTEE

**Wednesday, 13 November  
2024**

**5.30 pm**

**Committee Rooms 1 and 2,  
City Hall, Beaumont Fee,  
Lincoln, LN1 1DD**

Membership: Councillors Loraine Woolley (Chair), Pat Vaughan (Vice-Chair),  
Debbie Armiger, Biff Bean, Alan Briggs, Chris Burke,  
Martin Christopher, Adrianna McNulty, Clare Smalley,  
Hilton Spratt, Joshua Wells and Emily Wood

Substitute member(s): Councillors Natasha Chapman, Gary Hewson and Calum Watt

Officers attending: Ian Cullen, Democratic Services and Legal Services

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## A G E N D A

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<b>SECTION A</b>	<b>Page(s)</b>
1. Confirmation of Minutes - 12 September 2024	<b>3 - 6</b>
2. Declarations of Interest	
Please note that, in accordance with the Members' Code of Conduct, when declaring interests members must disclose the existence and nature of the interest, and whether it is a disclosable pecuniary interest (DPI) or personal and/or pecuniary.	
3. Hackney Carriage and Private Hire Minutes of Previous Meeting	
(a) 29 August 2024	<b>7 - 12</b>
(b) 3 October 2024	<b>13 - 16</b>
4. Gambling Act 2005 - Triennial Review of Statement of Licensing Policy	<b>17 - 70</b>

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**Present:** Councillor(s) Pat Vaughan (*in the Chair*),  
Debbie Armiger, Martin Christopher, Adrianna McNulty,  
Clare Smalley, Calum Watt, Joshua Wells and  
Emily Wood

**Apologies for Absence:** Councillor(s) Loraine Woolley, Biff Bean, Alan Briggs,  
Chris Burke and Hilton Spratt

**5. Confirmation of Minutes - 17 January 2024**

RESOLVED that the minutes of the meeting held on 17 January 2024 be confirmed and signed by the Chair as an accurate record.

**6. Declarations of Interest**

No declarations of interest were received.

**7. Hackney Carriage and Private Hire Minutes of Previous Meetings**

**(a) 14 March 2024**

RESOLVED that the minutes of the Hackney Carriage and Private Hire Licensing Sub-Committee held on 14 March 2024 be confirmed as an accurate record.

**(b) 11 April 2024**

RESOLVED that the minutes of the Hackney Carriage and Private Hire Licensing Sub-Committee held on 11 April 2024 be confirmed as an accurate record.

**(c) 6 June 2024**

RESOLVED that the minutes of the Hackney Carriage and Private Hire Licensing Sub-Committee held on 6 June 2024 be confirmed as an accurate record.

**(d) 18 July 2024**

RESOLVED that the minutes of the Hackney Carriage and Private Hire Licensing Sub-Committee held on 18 July 2024 be confirmed as an accurate record.

**8. Licensing Act 2003 Statement of Policy**

Ian Cullen, Licensing Team Leader presented a report to update the Licensing Committee on the result of the consultation of the Statement of Licensing Policy under the Licensing Act 2003. During consideration of the report, the following points were noted:

- The Licensing Act 2003 required that the Licensing Authority published its Statement of Licensing Policy at least every five years
- The current Statement of Licensing Policy came into effect in October 2019 and under current legislation, was due for revision by October 2024
- Core to the Licensing Act were the four main licensing objectives, as detailed at paragraph 3.2 of the report

- The draft Policy, attached at Appendix A to the report, was forwarded to a total of 83 persons/organisations and to every member of the Licensing Committee. The Policy was also published on the Council's website.
- The list of persons consulted was deliberately wide which enabled the Licensing Authority to undertake a comprehensive consultation exercise with anyone who may be affected by or otherwise had an interest in the policy
- A working group was formed from members of the Licensing Committee which had steered the draft policy through its consultation and final drafting
- The consultation period commenced on 12 July 2024 and ended on the 19 August 2024. A total of 5 responses were received which were considered by the working group who met on 20 August 2024
- Responses received included the Portman Group, the City of Lincoln Council Planning Department, the University of Lincoln Students' Union and Lincolnshire Police, all of which were included as appendices to the report.
- All consultation responses had been followed up and amendments made to the draft policy as necessary
- The cost of the consultation and printing of the Policy would be contained within the licensing budget
- The legal implication was that in order for the Licensing Authority to carry out its licensing function, it was a statutory obligation to have a licensing policy that was valid
- The Licensing Committee were requested to note the contents of the report and approve the draft policy with a recommendation for progression to Council for formal adoption

The Chair thanked Ian Cullen for a thorough report and verbal explanation. The Licensing Team Leader welcomed comments and questions from Members of the Committee. As a result of discussions between Members, the following points were made: -

**Question:** How was it ensured that a wide range of stakeholders were consulted as part of the consultation exercise, including those beyond the mandatory group/s?

**Response:** The draft policy was published on the Council's website which invited members of the public with an interest to read and comment on the policy. Licensing Officers used a list which comprised of key stakeholders within the trade, local groups, members of the Committee and various departments within Lincolnshire County Council to send the draft policy to. Consideration was given to individuals and organisations who would be potentially affected by the licensing policy.

**Question:** Further contextual information requested in relation to section 6 of the Draft Policy entitled 'Cumulative Impact'. Was the issue of 'need' for the market to decide? Were the lines between Planning and Licensing blurred?

**Response:** Planning and Licensing were separate regimes. Casino's fell under the Gambling Act 2005 and not the Licensing Act 2003. Licensing was a narrow field as it was underpinned by the four licensing objectives. When an application was received under the Licensing Act, there was an expectation that the application be granted if there were no objections received. The process relied on 'representations' to trigger it to be considered by the Licensing Committee. There were no cumulative impact areas presently and statistics showed that there were no specific issues or disorder. If an application was to be received within a cumulative impact area, the expectation would be that the application would be

rejected. It would be necessary for the applicant to satisfactorily demonstrate that if granted, the cumulative impact area would not be affected. It was necessary for sufficient evidence to be submitted to demonstrate how the application affected the cumulative impact area.

**Question:** Would a gambling site be affected by the draft policy?

**Response:** There were gambling premises that were permitted to serve alcohol such as Bingo Halls however adult gaming centres were not permitted to serve alcohol and as such, strictly fell under the Gambling Act 2005. An application could not be rejected based on material considerations. It was necessary to be judged on the four licensing objectives.

**Question:** It was positive that Lincolnshire Police were satisfied with the amendments made to the draft policy. Were other organisations that responded as part of the consultation exercise also satisfied?

**Response:** Feedback and thanks had been offered to all organisations that had responded to the consultation. Officers carefully considered all comments received and made relevant and necessary amendments. No comments or amendment suggestions had been refused.

RESOLVED that the draft policy be supported by Members and progressed to Council for formal adoption.

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**Present:** Councillor Pat Vaughan (*in the Chair*),  
Councillor Alan Briggs, Councillor Clare Smalley,  
Councillor Loraine Woolley and Councillor Emily Wood

**Apologies for Absence:** Councillor Martin Christopher and Councillor  
Adrianna McNulty

**14. Confirmation of Minutes - 18 July 2024**

RESOLVED that the minutes of the meeting held on 18 July 2024 be confirmed as a true record.

**15. Declarations of Interest**

No declarations of interest were received.

**16. Exclusion of Press and Public**

RESOLVED that the press and public be excluded from the meeting during consideration of the following item(s) of business because it is likely that if members of the public were present there would be a disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.

**17. To Interview an Applicant Who Has Failed to Disclose Previous Relevant Convictions: Item No: 11/2024**

The Licensing Officer:

- a) advised of the reason for this hearing to determine whether the applicant was a fit and proper person to be granted a Hackney Carriage and Private Hire Driver's licence
- b) reported that Members must approach this matter bearing in mind the objectives of this licensing regime which was intended, among other things, to ensure so far as possible that those licensed to drive private hire vehicles were suitable persons to do so, namely that they were safe drivers with good driving records and adequate experience, sober, mentally and physically fit, honest, and not persons who would take advantage of their employment to abuse or assault passengers
- c) added that it was right to regard a licence holder as fit and proper if adequate evidence of good character and record was adduced and there was no reason to question or doubt it
- d) referred to the determined policy to be applied to licence holders as well as agreeing to the implementation of the Statutory Best Practice Taxi Private Hire Standards, developed to set-out a range of robust measures to protect taxi and private hire vehicle passengers, particularly those most vulnerable; the onus was on the licence holder to explain to the Sub-Committee why it should depart from its policy

- e) confirmed that the question to be answered by the Sub-Committee following the introduction of the best practice standards was, “Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?”, and that if, on the balance of probabilities, the answer to the question was ‘no’, the individual should not hold a licence
- f) confirmed provisions contained within the Hackney Carriage and Private Hire Licensing Policy and Statutory Best Practice Taxi and Private Hire Standards
- g) requested that Members provide full and frank reasons for their decision within the decision notice to be issued to the applicant.

The applicant had been informed in a letter that he could take legal advice about this matter and also that he could bring an interpreter to the hearing. The applicant had brought along his prospective employer and support manager to offer him support.

The Sub-Committee asked the applicant appropriate questions to determine whether he were a fit and proper person to hold a Private Hire licence.

The decision was made as follows:

- 1. That the applicant be granted a Private Hire Driver's Licence.
- 2. A strongly worded letter be sent to the applicant to outline and reiterate the high standards, expectations and behaviours expected from a Private Hire Licence holder.

**18. To Interview an Applicant Who Has Previous Relevant Convictions: Item No: 12/2024**

The Licensing Officer:

- a) advised of the reason for this hearing to determine whether the applicant was a fit and proper person to be granted a Hackney Carriage and Private Hire Driver's licence
- b) reported that Members must approach this matter bearing in mind the objectives of this licensing regime which was intended, among other things, to ensure so far as possible that those licensed to drive private hire vehicles were suitable persons to do so, namely that they were safe drivers with good driving records and adequate experience, sober, mentally and physically fit, honest, and not persons who would take advantage of their employment to abuse or assault passengers
- c) added that it was right to regard a licence holder as fit and proper if adequate evidence of good character and record was adduced and there was no reason to question or doubt it
- d) referred to the determined policy to be applied to licence holders as well as agreeing to the implementation of the Statutory Best Practice Taxi Private Hire Standards, developed to set-out a range of robust measures to



protect taxi and private hire vehicle passengers, particularly those most vulnerable; the onus was on the licence holder to explain to the Sub-Committee why it should depart from its policy

- e) confirmed that the question to be answered by the Sub-Committee following the introduction of the best practice standards was, "Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?", and that if, on the balance of probabilities, the answer to the question was 'no', the individual should not hold a licence
- f) confirmed provisions contained within the Hackney Carriage and Private Hire Licensing Policy and Statutory Best Practice Taxi and Private Hire Standards
- g) requested that Members provide full and frank reasons for their decision within the decision notice to be issued to the applicant.

The applicant had been informed in a letter that he could take legal advice about this matter and also that he could bring an interpreter to the hearing however he had chosen to come alone.

The Sub-Committee asked the applicant appropriate questions to determine whether he were a fit and proper person to hold a Private Hire licence.

The decision was made as follows:

- 1. That the applicant be granted a Private Hire Driver's Licence after agreed conditions had been met, to the licensing officers satisfaction.

**19. To Interview an Existing Driver Who Has a Conviction for Using a Mobile or Handheld Device While Driving: Item No: 13/2024**

The Licensing Officer:

- a) advised of the reason for this hearing to determine whether the applicant was a fit and proper person to continue to hold a Hackney Carriage and Private Hire Driver's licence
- b) reported that Members must approach this matter bearing in mind the objectives of this licensing regime which was intended, among other things, to ensure so far as possible that those licensed to drive private hire vehicles were suitable persons to do so, namely that they were safe drivers with good driving records and adequate experience, sober, mentally and physically fit, honest, and not persons who would take advantage of their employment to abuse or assault passengers
- c) added that it was right to regard a licence holder as fit and proper if adequate evidence of good character and record was adduced and there was no reason to question or doubt it
- d) referred to the determined policy to be applied to licence holders as well as agreeing to the implementation of the Statutory Best Practice Taxi Private Hire Standards, developed to set-out a range of robust measures to

protect taxi and private hire vehicle passengers, particularly those most vulnerable; the onus was on the licence holder to explain to the Sub-Committee why it should depart from its policy

- e) confirmed that the question to be answered by the Sub-Committee following the introduction of the best practice standards was, "Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?", and that if, on the balance of probabilities, the answer to the question was 'no', the individual should not hold a licence
- f) confirmed provisions contained within the Hackney Carriage and Private Hire Licensing Policy and Statutory Best Practice Taxi and Private Hire Standards
- g) requested that Members provide full and frank reasons for their decision within the decision notice to be issued to the applicant.

The applicant had been informed in a letter that he could take legal advice about this matter and also that he could bring an interpreter to the hearing however he had chosen to come alone.

The Sub-Committee asked the applicant appropriate questions to determine whether he were a fit and proper person to hold a Private Hire licence.

The decision was made as follows:

That the licence holder's private hire driver's licence be revoked.

**20. To Interview an Applicant Who Has Previously Had a Private Hire Drivers Licence Immediately Suspended Under Section 52 of The Road Safety Act 2006: Item No: 14/2024**

The Licensing Officer:

- a) advised of the reason for this hearing to determine whether the applicant was a fit and proper person to be granted a Hackney Carriage and Private Hire Driver's licence
- b) reported that Members must approach this matter bearing in mind the objectives of this licensing regime which was intended, among other things, to ensure so far as possible that those licensed to drive private hire vehicles were suitable persons to do so, namely that they were safe drivers with good driving records and adequate experience, sober, mentally and physically fit, honest, and not persons who would take advantage of their employment to abuse or assault passengers
- c) added that it was right to regard a licence holder as fit and proper if adequate evidence of good character and record was adduced and there was no reason to question or doubt it
- d) referred to the determined policy to be applied to licence holders as well as agreeing to the implementation of the Statutory Best Practice Taxi Private Hire Standards, developed to set-out a range of robust measures to

protect taxi and private hire vehicle passengers, particularly those most vulnerable; the onus was on the licence holder to explain to the Sub-Committee why it should depart from its policy

- e) confirmed that the question to be answered by the Sub-Committee following the introduction of the best practice standards was, “Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?”, and that if, on the balance of probabilities, the answer to the question was ‘no’, the individual should not hold a licence
- f) confirmed provisions contained within the Hackney Carriage and Private Hire Licensing Policy and Statutory Best Practice Taxi and Private Hire Standards
- g) requested that Members provide full and frank reasons for their decision within the decision notice to be issued to the applicant.

The applicant had been informed in a letter that he could take legal advice about this matter and also that he could bring an interpreter to the hearing however he had chosen to come alone.

The Sub-Committee asked the applicant appropriate questions to determine whether he were a fit and proper person to hold a Private Hire licence.

The decision was made as follows:

1. That the applicant be granted a Private Hire Driver’s Licence.

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**Present:** Councillor Pat Vaughan (*in the Chair*),  
Councillor Adrianna McNulty, Councillor Clare Smalley  
and Councillor Loraine Woolley

**Apologies for Absence:** Councillor Alan Briggs and Councillor Martin Christopher

**21. Confirmation of Minutes - 29 August 2024**

RESOLVED that the minutes of the meeting held on 29 August 2024 be confirmed as a true record.

**22. Declarations of Interest**

No declarations of interest were received.

**23. Exclusion of Press and Public**

RESOLVED that the press and public be excluded from the meeting during consideration of the following item(s) of business because it is likely that if members of the public were present there would be a disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.

**24. To Interview An Existing Driver Who Has 9 Current Penalty Points On His Driving Licence: Item No: 15/2024**

The Licensing Officer:

- a) advised of the reason for this hearing to determine whether the existing driver was a fit and proper person to be granted the retention of his Hackney Carriage and Private Hire Driver's licence
- b) reported that Members must approach this matter bearing in mind the objectives of this licensing regime which was intended, among other things, to ensure so far as possible that those licensed to drive private hire vehicles were suitable persons to do so, namely that they were safe drivers with good driving records and adequate experience, sober, mentally and physically fit, honest, and not persons who would take advantage of their employment to abuse or assault passengers
- c) added that it was right to regard a licence holder as fit and proper if adequate evidence of good character and record was adduced and there was no reason to question or doubt it
- d) referred to the determined policy to be applied to licence holders as well as agreeing to the implementation of the Statutory Best Practice Taxi Private Hire Standards, developed to set-out a range of robust measures to protect taxi and private hire vehicle passengers, particularly those most vulnerable; the onus was on the licence holder to explain to the Sub-Committee why it should depart from its policy

- e) confirmed that the question to be answered by the Sub-Committee following the introduction of the best practice standards was, “Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?”, and that if, on the balance of probabilities, the answer to the question was ‘no’, the individual should not hold a licence
- f) confirmed provisions contained within the Hackney Carriage and Private Hire Licensing Policy and Statutory Best Practice Taxi and Private Hire Standards
- g) requested that Members provide full and frank reasons for their decision within the decision notice to be issued to the existing driver.

The existing driver had been informed in a letter that he could take legal advice about this matter and also that he could bring an interpreter to the hearing. The existing driver had brought along their current manager to offer him support.

The Sub-Committee asked the existing driver appropriate questions to determine whether he were a fit and proper person to continue to hold a Private Hire licence.

The decision was made as follows:

- 1. That the existing driver be permitted the retention of his Private Hire Driver’s Licence.
- 2. A strongly worded letter be sent to the existing driver to outline and reiterate the high standards, expectations and behaviours expected from a Private Hire Licence holder.

**25. To Interview A Current Driver Who Has Failed To Disclose A Conviction For A Violent Offence: Item No: 16/2024**

The Licensing Officer:

- a) advised of the reason for this hearing to determine whether the existing driver was a fit and proper person to be granted the retention of his Hackney Carriage and Private Hire Driver’s licence
- b) reported that Members must approach this matter bearing in mind the objectives of this licensing regime which was intended, among other things, to ensure so far as possible that those licensed to drive private hire vehicles were suitable persons to do so, namely that they were safe drivers with good driving records and adequate experience, sober, mentally and physically fit, honest, and not persons who would take advantage of their employment to abuse or assault passengers
- c) added that it was right to regard a licence holder as fit and proper if adequate evidence of good character and record was adduced and there was no reason to question or doubt it
- d) referred to the determined policy to be applied to licence holders as well as agreeing to the implementation of the Statutory Best Practice Taxi Private

Hire Standards, developed to set-out a range of robust measures to protect taxi and private hire vehicle passengers, particularly those most vulnerable; the onus was on the licence holder to explain to the Sub-Committee why it should depart from its policy

- e) confirmed that the question to be answered by the Sub-Committee following the introduction of the best practice standards was, “Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?”, and that if, on the balance of probabilities, the answer to the question was ‘no’, the individual should not hold a licence
- f) confirmed provisions contained within the Hackney Carriage and Private Hire Licensing Policy and Statutory Best Practice Taxi and Private Hire Standards
- g) requested that Members provide full and frank reasons for their decision within the decision notice to be issued to the existing driver.

The existing driver had been informed in a letter that he could take legal advice about this matter and also that he could bring an interpreter to the hearing however he had chosen to come alone.

The Sub-Committee asked the existing driver appropriate questions to determine whether he were a fit and proper person to continue to hold a Private Hire licence.

The decision was made as follows:

- 1. That the existing driver be permitted the retention of his Private Hire Driver’s Licence.
- 2. A strongly worded letter be sent to the existing driver to outline and reiterate the high standards, expectations and behaviours expected from a Private Hire Licence holder.

**26. To Interview An Applicant Who Has Failed To Disclose Previous Relevant Convictions: Item No: 17/2024**

The Licensing Officer:

- a) advised of the reason for this hearing to determine whether the applicant was a fit and proper person to be granted a Hackney Carriage and Private Hire Driver’s licence
- b) reported that Members must approach this matter bearing in mind the objectives of this licensing regime which was intended, among other things, to ensure so far as possible that those licensed to drive private hire vehicles were suitable persons to do so, namely that they were safe drivers with good driving records and adequate experience, sober, mentally and physically fit, honest, and not persons who would take advantage of their employment to abuse or assault passengers

- c) added that it was right to regard a licence holder as fit and proper if adequate evidence of good character and record was adduced and there was no reason to question or doubt it
- d) referred to the determined policy to be applied to licence holders as well as agreeing to the implementation of the Statutory Best Practice Taxi Private Hire Standards, developed to set-out a range of robust measures to protect taxi and private hire vehicle passengers, particularly those most vulnerable; the onus was on the licence holder to explain to the Sub-Committee why it should depart from its policy
- e) confirmed that the question to be answered by the Sub-Committee following the introduction of the best practice standards was, "Without any prejudice, and based on the information before you, would you allow a person for whom you care, regardless of their condition, to travel alone in a vehicle driven by this person at any time of day or night?", and that if, on the balance of probabilities, the answer to the question was 'no', the individual should not hold a licence
- f) confirmed provisions contained within the Hackney Carriage and Private Hire Licensing Policy and Statutory Best Practice Taxi and Private Hire Standards
- g) requested that Members provide full and frank reasons for their decision within the decision notice to be issued to the applicant.

The applicant had been informed in a letter that he could take legal advice about this matter and also that he could bring an interpreter to the hearing however he had chosen to come alone.

The Sub-Committee asked the applicant appropriate questions to determine whether he were a fit and proper person to hold a Private Hire licence.

The decision was made as follows:

1. That the applicant be refused a Private Hire Driver's Licence.
2. The Sub-Committee would welcome an application in the future, subject to the applicant receiving no further convictions or driving endorsements during this time. The Sub-Committee could not guarantee the applicant would be successful upon reapplication.



<b>SUBJECT:</b>	<b>GAMBLING ACT 2005 - TRIENNIAL REVIEW OF STATEMENT OF LICENSING POLICY</b>
<b>DIRECTORATE:</b>	<b>COMMUNITIES &amp; ENVIRONMENT</b>
<b>REPORT AUTHOR:</b>	<b>IAN CULLEN, LICENSING TEAM LEADER</b>

## 1. Purpose of Report

- 1.1 To update the committee on the result of the consultation of the Statement of Principles (the Policy) under the Gambling Act 2005 ('the Act').

## 2. Executive Summary

- 2.1 An updated Statement of Principles under the Gambling Act 2005 has been out for consultation.
- 2.2 Following feedback from various stakeholders, approval is sought to forward the amended Policy to Full Council for adoption.

## 3. Background

- 3.1 The Act requires that the Licensing Authority publish its Statement of Licensing Principles (Policy) at least every three years. The date for publishing is on or before the 31 January 2025.
- 3.2 Core to the Act are the licensing objectives. These 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 manner;
  - Protecting children and other vulnerable persons from being harmed or exploited by gambling
- 3.3 The draft Policy was forwarded to a total of 47 persons/organisations and to every member of the Licensing Committee. The Policy was also placed on the Councils website. A copy of the revised Policy can be seen at **Appendix A**.
- 3.4 The list of persons consulted when reviewing the gambling policy was deliberately wide. This enables the licensing authority to undertake a comprehensive consultation exercise with anyone who may be affected by or otherwise have an interest in the policy.
- 3.5 The consultation period commenced on 18 September and ended on the 24 October 2024. A total of 5 responses were received.

The Gambling Commission Guidance to licensing authorities' states:

In determining its statement of policy, the licensing authority must give appropriate weight to the views of those it has consulted. In deciding what weight to give, the factors to be taken into account include:

- who is making the representations, the nature of their interest and their expertise
- relevance of the factors to the licensing objectives
- how many other people have expressed the same or similar views
- how far the representations relate to matters that the licensing authority should be including in its policy statement.

#### **4. Consultation results**

- 4.1 Of the 5 responses received, 4 of them were to advise that the consultee had no comment to make regarding the proposed policy. The consultees were contacted and thanked for their contribution.
- 4.2 The fifth response received was a letter from Gosschalks Solicitors on behalf of the Betting and Gaming Council (BGC). Their response gives an overview of the work of the BGC and also makes some specific comments on the draft policy. (**Appendix B**).
- 4.3 Contact was made with the author of the letter and the points raised were discussed as presented below.
- 4.4 The letter refers to paragraphs 1.28 to 1.34 of Part B of the Policy document. Clarity being sought on the imposition of conditions on premises licences.
- 4.5 The points raised by the author were considered by the working party and it was felt the inclusion of additional wording in paragraphs 1.28 and 1.29 helps to clarify when additional conditions may be imposed on a licence.
- 4.6 The letter also refers to paragraphs 2.2, 3.3, 6.4 and 7.3 of Part B of the Policy. Here it was suggested that further clarity should be provided with regards to how conditions/measures should be presented to the Licensing Authority as part of an application.
- 4.7 The points raised here were acknowledged and appreciated. This Authority recognises that the risk assessments produced by applicants and operators are a dynamic document and should therefore be updated and changed depending on circumstance. Any imposition of conditions would only be if the discretion of the Licensing Authority was engaged, and it was felt the risk assessments weren't sufficient to address any perceived risk to the licensing objectives.
- 4.8 The above-mentioned paragraphs have therefore been amended to clarify that the examples given are meant as guidance for applicants when producing their risk assessments, rather than just conditions that would be added to the licence.
- 4.9 No other responses were received during the consultation period.

#### **5. Strategic Priorities**

5.1 Let's drive inclusive economic growth

By keeping the statement of policy up to date it will ensure that there is clear guidance for local businesses.

5.2 Let's reduce all kinds of inequality

Protecting vulnerable people is a key objective of the Act. This Statement of Licensing Policy should ensure that the licensing objectives are promoted and the most vulnerable are protected.

**6. Organisational Impacts**

6.1 Finance (including whole life costs where applicable)

Cost of consultation and printing of Policy can be contained within the current licensing budget.

6.2 Legal Implications including Procurement Rules

Gambling Act 2005 section 349.

A licensing authority shall before each successive period of three years –

- a) prepare a statement of the principles that they propose to apply in exercising their functions under this Act during that period, and
- b) publish the statement.

If the Council fails to introduce its reviewed Policy by the 31 January 2025, it cannot function as the Licensing Authority under the Gambling Act 2005.

Additionally, the Licensing Authority must ensure that its decisions and policies can withstand scrutiny by reference to the principle of proportionality, i.e. is the decision / action proportionate to what it wishes to achieve?

6.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

The statement of policy shall ensure that the licensing function is conducted in a fair and transparent way.

The licensing policy provides transparency for everyone, including local residents and applicants for premises licences, who will be able to refer to the statement when making representations or when preparing their applications. There is therefore not a need to complete an Equality Impact Assessment as there are no specific impacts on anyone who has a protected characteristic

## **7. Risk Implications**

7.1 (i) Options Explored

7.2 (ii) Key risks associated with the preferred approach

## **8. Recommendation**

8.1 The Committee is asked to:

- approve the draft policy; and
- recommend it to Full Council for adoption

**Is this a key decision?**

No

**Do the exempt information categories apply?**

No

**Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply?**

No

**How many appendices does the report contain?**

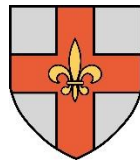
2

**List of Background Papers:**

Appendix A – Draft Policy document  
Appendix B – Response Gosschalks

**Lead Officer:**

Ian Cullen, Licensing Team Leader  
Email: [ian.cullen@lincoln.gov.uk](mailto:ian.cullen@lincoln.gov.uk)



CITY OF  
*Lincoln*  
COUNCIL

Gambling Act 2005

Statement of Principles (Policy)

2025 - 2028

www.lincoln.gov.uk

## **CITY OF LINCOLN STATEMENT OF PRINCIPLES GAMBLING ACT 2005**

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*This Statement of Licensing Principles was approved by the City of Lincoln Council on **XX November 2024***

*All references to the Guidance refer to the Gambling Commission's Guidance to Licensing Authorities, published April 2021*

## **PART A**

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

- 1.1 In exercising most of their functions under the Gambling Act 2005, licensing authorities must have regard to the licensing objectives as set out in section 1 of the Act. The 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.
- 1.2 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”.
- 1.3 The Licensing Authority is aware that, as per Section 153, in making decisions about premises licences and temporary use notices it should aim to permit the use of premises for gambling in so far as it thinks it is:
- in accordance with any relevant code of practice issued by the Gambling Commission.
  - in accordance with any relevant guidance issued by the Gambling Commission.
  - reasonably consistent with the licensing objectives, and
  - in accordance with the authority’s statement of policy.
- 1.4 The Gambling Commission issues two types of code of practice. Social responsibility (SR) codes and ordinary codes (OC). A social responsibility code must be adhered to by all licence holders in the same manner as a licence condition. An ordinary code is not mandatory but operators are expected to take account of them. Both sets of codes can be found in the [Commission’s Licence Conditions and Codes of Practices](#) (LCCP).

### **2. Introduction**

- 2.1 The City of Lincoln Council is the Licensing Authority for the City of Lincoln for the purpose of the Gambling Act 2005 and any subsequent legislation and guidance.
- 2.2 The City of Lincoln Council is situated in the County of Lincolnshire, which contains 7 District Councils in total. The Council area has a population of 103,813 (2021 census) making it the fourth largest in the County in terms of population. In terms of area it is the smallest covering 3569 hectares. The Council’s area is mainly urban.
- 2.3 Licensing authorities are required by the Gambling Act 2005 to publish a statement of the policy, which they propose to apply when exercising their functions. This statement must be published at least every three years. The statement must also be reviewed from “time to time” and any amended parts re-consulted upon. The statement must be then re-published.



- 2.4 The City of Lincoln Council has worked in partnership with the other District Councils in the County in preparing this statement of policy. It is based in part on
- guidance from the Commission's "[Guidance to Licensing Authorities](#)" (the Guidance)
- 2.5 The Gambling Act requires that the following parties are consulted by Licensing Authorities:
- The Chief Officer of Police;
  - One or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the authority's area;
  - One or more persons who appear to the Authority to represent the interests of persons who are likely to be affected by the exercise of the Authority's functions under the Gambling Act 2005.
- 2.6 The City of Lincoln Council consulted widely upon this statement before finalising and publishing. A list of those persons consulted is provided below (appendix B).
- 2.7 Our consultation took place between 19 September 2024 and 26 October 2024
- 2.8 The City of Lincoln Council recognises its duties to consider the impact of all its functions and decisions on crime and disorder under the requirements of Section 17 of the Crime and Disorder Act 1998 in adopting this statement of policy. The City of Lincoln Council acknowledges the benefits to the community of properly regulating gambling in the district.
- 2.9 The statement of policy was approved at a meeting of the Full Council on XX November 2024 and was published via our website on xx December 2024. Copies were placed in the public libraries of the area as well as being available at City Hall. The statement will be effective from 31<sup>st</sup> January 2025
- 2.10 It should be noted that this statement of policy 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 Gambling Act 2005.
- 2.11 The Licensing Authority recommends that applicants and interested persons study the [Lincoln City Profile](#) (this is a link to the 'live' document, updated by City of Lincoln Council).

### **3. Declaration**

- 3.1 In producing the final statement, The Licensing Authority declares that it has had regard to the licensing objectives of the Gambling Act 2005, the guidance issued by the Gambling Commission, and any responses from those consulted on the statement.

## 4. Responsible Authorities

- 4.1 The Licensing Authority is required by regulations to state the policy it will apply in exercising its powers under Section 157(h) of the Act to designate, in writing, a body which is competent to advise the Authority about the protection of children from harm. The policy is:
- the need for the body to be responsible for an area covering the whole of the Licensing Authority's area;
  - the need for the body to be answerable to democratically elected persons, rather than any particular vested interest group; and
  - that this body is experienced in dealing with the protection of children.
- 4.2 In accordance with the suggestion in the Gambling Commission's Guidance for licensing authorities, the Authority designates the Lincolnshire Safeguarding Children Partnership for this purpose.
- 4.3 The contact details of all the Responsible Authorities under the Gambling Act 2005 are available via the City of Lincoln Council's website at: [www.lincoln.gov.uk](http://www.lincoln.gov.uk)

## 5. Interested parties

- 5.1 Interested parties can make representations about licence applications, or apply for a review of an existing licence. These parties are defined in the Gambling Act 2005 as follows:
- "For the purposes of this Part a person is an interested party in relation to an application for or in respect of a premises licence if, in the opinion of the Licensing Authority which issues the licence or to which the applications is made, the person-
- a) lives sufficiently close to the premises to be likely to be affected by the authorised activities,
  - b) has business interests that might be affected by the authorised activities, or
  - c) represents persons who satisfy paragraph (a) or (b)" e.g. ward councillors or member of parliament.

### Principles of determining Interested Parties:

- 5.2 The Licensing Authority is required by regulations to state the policy it will apply in exercising its powers under the Gambling Act 2005 to determine whether a person is an interested party.
- 5.3 Each case will be decided upon its merits. The Authority will not apply a rigid rule to its decision making. It will consider the examples of considerations provided in the Gambling Commission's [Guidance for licensing authorities](#) at 8.12 and 8.15. It will also consider the Gambling Commission's Guidance that "has business interests" should be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.
- 5.4 The Gambling Commission has recommended that the Licensing Authority state whom it considers represent interested parties. These include, but are not confined

to, democratically elected representatives such as local councillors and Members of Parliament (no specific evidence of being asked to represent an interested person will be required if the councillor or Member represents the ward likely to be affected) and bodies such as trade associations and trade unions, and residents' and tenants' associations. The Authority will not however generally view these bodies as interested parties unless they have a member who can be classed as an interested person under the terms of the Gambling Act 2005 i.e. lives sufficiently close to the premises to be likely to be affected by or has business interests that might be affected by the authorised activities being applied for. A letter from one of these persons requesting representation shall be sufficient.

- 5.5 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. If there are any doubts then please contact the licensing department on 01522 873714 or [licensing@lincoln.gov.uk](mailto:licensing@lincoln.gov.uk).

## **6. Exchange of Information**

- 6.1 In accordance with Section 350 and Schedule 6 of the Gambling Act 2005, in exercise of its duty the Licensing Authority may exchange information with the following persons and statutory bodies:

- A constable or police force;
- An enforcement officer;
- A Licensing Authority;
- Her Majesty's Revenues and Customs;
- The First-tier Tribunal;
- The Secretary of State;
- Scottish Ministers; and
- Any other person or body designated by the Secretary of State in accordance with the Act.

The Council may also exchange information provided by applicants with law enforcement agencies for purposes connected with the prevention and detection of crime, but we will only share any personal details for this purpose if required to do so by law.

- 6.2 The Licensing Authority will act in accordance with the Gambling Act 2005 in its exchange of information which includes the provision that the Data Protection Act 2018 will not be contravened.
- 6.3 The Licensing Authority will also have regard to any Guidance issued by the Gambling Commission to Licensing Authorities as well as any relevant regulations issued by the Secretary of State under powers provided in the Gambling Act 2005.
- 6.4 The Licensing Authority will inform the Gambling Commission without delay if:
- Information that causes the Licensing Authority to question the suitability of a person or business holding or applying to hold an operating licence is received.
  - There are persistent or serious disorder problems that an operator could or should do more to prevent, so that the Commission may consider the

- continuing suitability of the operator to hold an Operating Licence.
  - If it comes to the Licensing Authority's attention that alcohol-licensed premises, clubs or institutes are playing bingo during the course of a week which involves significant stakes and prizes that make it possible that £2,000 in seven days is being exceeded.
  - Any other reasonable and relevant information that the Licensing Authority is of the opinion the Gambling Commission should be made aware of.
- 6.5 The council is a signatory to a joint protocol on information sharing under the provisions of Section 115 of the Crime and Disorder Act 1998 with the [Safer Lincolnshire Partnership](#). The council will use this protocol as appropriate.
- 6.6 Should any further protocols be established as regards information exchange with other bodies then they will be made available on the City of Lincoln Council's website at [www.lincoln.gov.uk](http://www.lincoln.gov.uk)

## **7. Enforcement and Inspection**

- 7.1 Licensing Authorities are required by regulation under the Gambling Act 2005 to state the policy to be applied by the Authority in exercising the 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.
- 7.2 The Licensing Authority's policy is that:  
It will be guided by the Gambling Commission's Guidance for Licensing Authorities and will endeavour to be:
- Proportionate: regulators should only intervene when necessary; remedies should be appropriate to the risk posed, and costs identified and minimised;
  - Accountable: regulators must be able to justify decisions, and be subject to public scrutiny;
  - Consistent: rules and standards must be joined up and implemented fairly;
  - Transparent: regulators should be open, and keep regulations simple and user friendly; and
  - Targeted: regulation should be focused on the problem and minimise side effects.
- 7.3 As per the Gambling Commission's Guidance for Licensing Authorities The Licensing Authority will endeavour to avoid duplication with other regulatory regimes so far as possible.
- 7.4 The Licensing Authority will implement a risk-based inspection programme on a multi-agency basis, based on;
- The licensing objectives
  - Relevant codes of practice
  - Guidance issued by the Gambling Commission, in particular at Part 36
  - The principles set out in this statement of policy.
- 7.5 The main enforcement and compliance role for The Licensing Authority in terms of

the Gambling Act 2005 will be to ensure compliance with the premises licences and other permissions, which it authorises. The Gambling Commission will be the enforcement body for the operating and personal licences. It is also worth noting that concerns about manufacture, supply or repair of gaming machines will not be dealt with by the Licensing Authority but will be notified to the Gambling Commission.

- 7.6 The Licensing Authority will also keep itself informed of developments as regards the work of the Better Regulation Executive in its consideration of the regulatory functions of local authorities
- 7.7 Bearing in mind the principle of transparency, The Licensing Authority's enforcement/compliance policies/protocols/written agreements will be available upon request to the licensing department.
- 7.8 The Authority recognises that certain gambling premises operators 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 who the Authority will contact first should any compliance queries or issues arise.
- 7.9 In considering enforcement action, the Licensing Authority will bear in mind the Human Rights Act, in particular:
  - Article 1, Protocol 1 – Peaceful enjoyment of possessions
  - Article 6 – right to a fair hearing
  - Article 8 – respect for private and family life
  - Article 10 – right to freedom of expression.

## **8. Licensing Authority functions**

- 8.1 Licensing Authorities are required under the Act to:
  - Be responsible for the licensing of premises where gambling activities are to take place by issuing Premises Licences;
  - Issue Provisional Statements;
  - Regulate members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits;
  - Issue Club Machine Permits to Commercial Clubs;
  - Grant permits for the use of certain lower stake gaming machines at unlicensed Family Entertainment Centres;
  - Receive notifications from alcohol licensed premises (under the Licensing Act 2003) for the use of two or fewer gaming machines;
  - Issue Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two machines;
  - Register small society lotteries below prescribed thresholds;
  - Issue Prize Gaming Permits;
  - Receive and Endorse Temporary Use Notices;
  - Receive Occasional Use Notices;

- Provide information to the Gambling Commission regarding details of licences issued (see section above on 'information exchange');
- Maintain registers of the permits and licences that are issued under these functions.

8.2 It should be noted that local licensing authorities will not be involved in licensing remote gambling at all. This will fall to the Gambling Commission via operating licences.

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## PART B PREMISES LICENCES

### 1. General Policy

- 1.1 Premises licences will be subject to the requirements set out in the Gambling Act 2005 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.
- 1.2 The Licensing Authority 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:
- 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.
- 1.3 It is appreciated that as per the Gambling Commission's Guidance for Licensing Authorities "moral objections to gambling are not a valid reason to reject applications for premises licences" (except as regards any 'no casino resolution' - see section on Casinos below – page 15) and also that unmet demand is not a criterion for a Licensing Authority.
- 1.4 Premises Licences authorise the provision of gambling facilities on the following:
- Casino premises
  - Bingo Premises
  - Betting Premises (including race tracks used by betting intermediaries)
  - Adult Gaming Centres (AGCs)
  - Family Entertainment Centres (FECs)
- 1.5 **Local Risk Assessments** - It is a requirement of the Commission's Licence Conditions and Codes of Practices (LCCP), specifically an SR code requirement that licensees assess local risks to the licensing objectives posed by the provision of gambling facilities at each of their premises, and have policies, procedures and control measures to mitigate those risks. In making risk assessments, licensees must take into account relevant matters identified in this policy.
- 1.6 Licensees must review (and update as necessary) their local risk assessments:
- to take account of significant changes in local circumstances, including those identified in a Licensing Authority's 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.

1.7 The Licensing Authority expects the local risk assessment to consider as a minimum:

- whether the premises are in an area subject to high levels of crime and/or disorder;
- the location of any nearby sensitive premises, such as hostels and other facilities used by vulnerable persons e.g. drug and alcohol addictions;
- the location of services for children such as schools, playgrounds, toy shops, leisure/community centres and other areas where children will gather;
- the demographics of the area in relation to vulnerable groups;
- how vulnerable people, including people with gambling dependencies are protected;
- whether there is a prevalence of street drinking in the area, which may increase the risk of vulnerable persons using the premises;
- any indication in the area of young people attempting to access adult gambling facilities of the type offered in the area;
- high unemployment area;
- the area has a high number of rough sleepers/homeless people.

The risk assessment should take into account the risks presented by the local landscape. The Council publishes a range of information about the district in the [Lincoln City Profile](#) which will be of use to applicants in the preparation of local risk assessments.

1.8 This policy does not preclude any application being made and every application will be decided on its individual merits, with the opportunity given for the applicant to show how potential concerns can be overcome.

1.9 The Authority acknowledges the Commission's guidance that "moral or ethical objections to gambling are not a valid reason to reject applications for premises licences" and also that unmet demand is not a criterion for a Licensing Authority.

1.10 **Definition of "premises"** - Premises is defined in the Act as "any place". Different premises licences cannot apply in respect of a single premises at different times. However, it is possible for a single building to be subject to more than one premises licence, provided they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. Whether different parts of a building can properly be regarded as being separate premises will always be a question of fact in the circumstances. However, the Gambling Commission does not consider that areas of a building that are artificially or temporarily separate can be properly regarded as different premises.

1.11 The Licensing Authority takes particular note of the Gambling Commission's Guidance for Licensing Authorities which states that:  
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. 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.
- 1.12 The Guidance also gives a list of factors which the Licensing Authority should be aware of, which 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 a premises only be accessed from any other gambling premises?
- 1.13 **Premises "ready for gambling"** - It should be noted that following the case of *The Queen (on the application of) Betting Shop Services Limited v Southend-on-Sea Borough Council*, an applicant can obtain a full premises licence for premises in which it is proposed to offer gambling but the facilities have still to be constructed or altered. Licensing Authorities are required to determine such applications on their merits.
- 1.14 The Authority shall consider such applications in a two-stage process;
- First, whether the premises should be permitted to be used for gambling in accordance with section 153 of the Act.
  - Second, whether appropriate conditions can be put in place to cater for the situation that the premises are not yet in the state in which they ought to be before gambling takes place.
- 1.15 If the construction of a premises is not yet complete, or if they need alteration, or if the applicant does not yet have the right to occupy them, then an application for a provisional statement can be made instead.
- 1.16 Applicants should note that the Authority is entitled to decide that it is appropriate to grant such a licence subject to conditions, but it is not obliged to grant such a licence.
- 1.17 More detailed examples of circumstances in which such a licence may be granted can be found at paragraphs 7.60-7.65 of the Gambling Commission's Guidance.

- 1.18 **Location** - The Licensing Authority is aware that demand issues cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives are relevant to its decision-making. As per the Gambling Commission's Guidance for local authorities, the Authority will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder. Should any specific policy be decided upon as regards areas where gambling premises should not be located, this statement will be updated. It should be noted that any such policy does not preclude any application being made and each application will be decided on its merits, with the onus upon the applicant showing how potential concerns can be overcome.
- 1.19 **Duplication with other regulatory regimes** - The Licensing Authority will seek to avoid any duplication with other statutory / regulatory systems where possible, including planning. The Licensing Authority will not consider any planning or building regulations issues in relation to the premises, in its consideration of the licence application. It will though, 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.
- 1.20 Furthermore, the Authority notes the following excerpt from the Commission's Guidance:
- When dealing with a premises licence application for finished buildings, the Licensing Authority should not take into account whether those buildings have to comply with the necessary planning or building consents. Nor should fire or health and safety risks be taken into account. Those matters should be dealt with under relevant planning control, building and other regulations, and must not form part of the consideration for the premises licence. S.210 of the Act prevents licensing authorities taking into account the likelihood of the proposal by the applicant obtaining planning or building consent when considering a premises licence application. Equally, the grant of a gambling premises licence does not prejudice or prevent any action that may be appropriate under the law relating to planning or building.
- 1.21 **Licensing objectives** - Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, The Licensing Authority has considered the Gambling Commission's Guidance to licensing authorities and some comments are made below.
- 1.22 **Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime** - The Licensing Authority is aware that the Gambling Commission will be taking a leading role in preventing gambling from being a source of crime. The Gambling Commission's Guidance does however envisage that licensing authorities should pay attention to the proposed location of gambling premises in terms of this licensing objective. The Licensing Authority is aware of the distinction between disorder and nuisance and will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see it, so as to make that distinction. Issues of nuisance cannot be addressed via the

Gambling Act provisions.

- 1.23 **Ensuring that gambling is conducted in a fair and open way** - The Licensing Authority has noted that the Gambling Commission has stated that it would generally not expect Licensing Authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences. There is however, more of a role with regard to tracks which is explained in more detail in the 'tracks' section below.
- 1.24 **Protecting children and other vulnerable persons from being harmed or exploited by gambling** - The Licensing Authority has noted the Gambling Commission's Guidance for Licensing Authorities states that this objective means preventing children from taking part in gambling (as well as restriction of advertising so that gambling products are not aimed at or are, particularly attractive to children). The Licensing Authority will therefore consider, as suggested in the Gambling Commission's Guidance, whether specific measures are required at particular premises, with regard to this licensing objective.
- 1.25 To prevent children and young people accessing adult gambling activities, safeguarding measures should be in place. The Licensing Authority will therefore consider whether or not specific measures are needed to protect children at particular premises. Such measures may include:
- Proof of age scheme e.g. the Think 25 scheme and only recognised proof of age accepted (for example photo driving licence, passport and PASS cards)
  - All points of entry monitored by staff/CCTV.
  - Signage prominently displayed at all points of entry regarding the prohibition of under 18's.
  - Signage displayed on machines highlighting age restrictions.
  - Supervision of gaming machines in non-adult gambling specific premises.
  - All staff being trained to be vigilant and respond if a child gains illegal access to premises.
  - Third party test purchasing.
  - Maintain refusal registers.
- 1.26 The Licensing Authority will also make itself aware of the Codes of Practice which the Gambling Commission issues as regards this licensing objective, in relation to specific premises such as casinos.
- 1.27 As regards the term "vulnerable persons" it is noted that the Gambling Commission does not seek to define 'vulnerable persons' but it does, 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, for example, mental health, a learning disability or substance misuse relating to alcohol or drugs. Information and sources of help regarding problem gambling can be found on the [Gamcare](#) and [Gambleaware](#) websites. The Licensing Authority will consider this licensing objective on a case-by-case basis. Further specific information on the Authority's recommendations and expectations, in relation to the protection of children and

other vulnerable persons can be found at Appendix D and E of this policy document.

- 1.28 **Conditions** – All licences will be subject to mandatory and/or default conditions. The licensing authority may consider that conditions other than the mandatory or default conditions are necessary to ensure the premises are reasonably consistent with the licensing objectives where there is a perceived risk.

Any conditions attached to licences will be proportionate and will be:

- relevant to the need to make the proposed building suitable as a gambling facility;
- directly related to the premises and the type of licence applied for;
- fairly and reasonably related to the scale and type of premises; and
- reasonable in all other respects.

- 1.29 Decisions upon individual conditions will be made on a case-by-case basis, although there will be a number of measures The Licensing Authority will consider utilising should there be a perceived need **if a risk to the licensing objectives is identified**, such as the use of supervisors, appropriate signage for adult only areas etc. There are specific comments made in this regard under some of the licence types below. The Licensing Authority will also expect the licence applicant to offer his/her own suggestions as to ways in which the licensing objectives can be met effectively.

- 1.30 The Licensing Authority 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 Gambling Commission's Guidance.

- 1.31 The Authority will also ensure that where category C or above machines are on offer in premises to which children are admitted:

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

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

- 1.33 The Licensing Authority 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.

As per the Gambling Commission's Guidance, The Licensing Authority will consider the impact upon the third licensing objective and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

- 1.34 It is noted that there are conditions which the Licensing Authority cannot attach to premises licences which are:
- any condition on the premises licence which makes it impossible to comply with an operating licence condition;
  - conditions relating to gaming machine categories, numbers, or 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.
- 1.35 **Door Supervisors** - If there are concerns that premises may attract disorder or be subject to unauthorised access by children and young persons, then the Licensing Authority may require that Door Supervisors control entrances to the premises. The Licensing Authority recognises that each premises application shall be treated on its own merit. In addition, the Licensing Authority shall take into account the previous trading history of the type of premises proposed and that any decision shall be necessary and proportionate.
- 1.36 Where door supervisors are imposed as a condition on a Premises Licence (except casino or bingo premises), Section 178 of the 2005 Act requires that any person employed in that capacity will hold a relevant licence issued by the Security Industry Authority (SIA).

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

- 2.1 The Licensing Authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and expects 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.
- 2.2 **As part of their local risk assessments** the Licensing Authority expects applicants to offer their own measures to meet the licensing objectives however appropriate measures / licence conditions may cover issues such as:
- Proof of age schemes
  - CCTV
  - Supervision of entrances / machine areas (e.g. use of door supervisors)
  - Physical separation of areas
  - Location of entry
  - Notices / signage (including the statutory requirement for GamCare stickers)
  - 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.

- 2.3 The Licensing Authority expects applicants to adopt an approved proof of age scheme (such as Think 25), for staff to be suitably trained and aware of the gambling laws, social responsibility and statutory requirements relating to age restrictions.

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

- 3.1 The Licensing Authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and expects 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. Children and young persons are permitted to enter an FEC and may play on Category D machines. They are not permitted to play on Category C machines, and it is a requirement that there is clear segregation between the two types of machine, to prevent access by children and young persons to Category C machines.

- 3.2 Therefore, all Category C machines must be located in an area of the premises separate from the remainder of the premises by a physical barrier, which is effective to prevent access other than through a designated entrance.

- 3.3 **As part of their local risk assessments** the Licensing Authority expects applicants to offer their own measures to meet the licensing objectives however appropriate measures / licence conditions may cover issues such as:

- CCTV
- Supervision of entrances / machine areas (e.g. use of door supervisors)
- Physical separation of areas
- Location of entrance
- Notices / signage (including the statutory requirement for GamCare stickers)
- 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.

- 3.4 The Licensing Authority will, as per the Gambling Commission's 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 Licensing Authority will also make itself aware of any mandatory or default conditions on these premises licences.

- 3.5 The Licensing Authority acknowledges that only premises that are wholly or mainly used for making gaming machines available may hold a Family Entertainment Centre (uFEC) gaming machine permit (*see page 24 for more on uFECs*) or a Family Entertainment Centre (FEC) premises licence. Both a licensed FEC and uFEC are classified as 'premises'. The Licensing Authority considers that, generally, premises such as an entire shopping centre, motorway service station, bowling alley or similar would not be suitable for licensing or to hold a permit. Further the Authority believes that the machines should be in a designated, enclosed area, they should not be in walkways or corridors forming part of a larger building

#### **4. Casinos**

- 4.1 **No Casinos resolution** - The Licensing Authority has not passed a 'no casino' resolution under Section 166 of the Gambling Act 2005, but is aware that it has the power to do so. Should The Licensing Authority decide in the future to pass such a resolution, it will update this policy statement with details of that resolution. The Full Council will make any such decision.

#### **5. Bingo premises**

- 5.1 The Licensing Authority notes that the Gambling Commission's Guidance states at paragraph 18.5:

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.

- 5.2 The authority also notes the Guidance regarding the provision of gaming machines in premises subject to a bingo premises licence.

- 5.3 The Guidance also states:

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.

- 5.4 Where category C or above machines are available in premises to which children are admitted the Authority shall seek to ensure that:
- All such machines are located in an area of the premises separate from the

remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;

- Only adults are admitted to the area where the machines are located;
- Access to the area where the machines are located is supervised;
- The area where the machines are located is arranged so that it can be observed by staff of the operator or the licence holder; and
- At the entrance to, and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

5.5 Where Bingo is provided in alcohol-licensed premises and reaches a certain threshold, it will no longer be authorised as equal chance gaming and a Bingo Operating Licence will need to be obtained from the Gambling Commission. The aim of this provision is to prevent bingo becoming a predominant commercial activity on such non-gambling premises.

5.6 The threshold is reached if the bingo played during any seven-day period exceeds £2,000 (either in money taken or prizes awarded) once in a year, referred to as 'high turnover bingo'.

5.7 If it comes to the attention of the Licensing Authority 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, the Licensing Authority shall inform the Commission accordingly.

## 6. Betting premises

6.1 The Licensing Authority is responsible for issuing and monitoring Premises Licences for all betting premises. Children and young persons are not permitted entry to a premises which has a Betting Premises Licence. They may, however, be permitted entry to tracks and special rules will apply. The Licensing Authority recommends that an applicant for betting premises considers carefully the location of gaming and betting machines to ensure that they are not in sight of the entrance of the premises.

6.2 **Betting machines** - The Licensing Authority notes that Section 181 of the Act contains a power for licensing authorities to restrict the number of Self-Service Betting Terminals (SSBTs), their nature and the circumstances in which they are made available, by attaching a licence condition to a betting premises licence. When considering whether to impose a condition to restrict the number of SSBTs, the Licensing Authority, amongst other things, will take into account the ability of employees to monitor the use of the machines by children and young persons or by vulnerable people.

6.3 While the Authority has discretion as to the number, nature and circumstances of the use of betting machines, currently there is no evidence that such machines give rise to regulatory concerns. Therefore, the Authority will consider limiting the number of machines only where there is clear evidence that such machines have been or are likely to be used in breach of the licensing objectives. Where there is



such evidence, the Authority may consider, when reviewing the licence, the ability of staff to monitor the use of such machines from the counter.

- 6.4 **As part of their local risk assessments** the Licensing Authority expects applicants to offer their own measures to meet the licensing objectives however appropriate measures / licence conditions may cover issues such as:

- Proof of age schemes
- CCTV
- Supervision of entrances / machine areas (e.g. use of door supervisors)
- Physical separation of areas
- Location of entry
- Notices / signage (including the statutory requirement for GamCare stickers)
- 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

## **7. Tracks**

- 7.1 The Licensing Authority 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. As per the Gambling Commission's Guidance, The 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.
- 7.2 The 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.
- 7.3 **As part of their local risk assessments** the Licensing Authority expects applicants to offer their own measures to meet the licensing objectives however appropriate measures / licence conditions may cover issues such as:
- Proof of age schemes
  - CCTV
  - Supervision of entrances / machine areas (e.g. use of door supervisors)
  - Physical separation of areas
  - Location of entry
  - Notices / signage (including the statutory requirement for GamCare stickers)
  - 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.

- 7.4 **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.
- 7.5 **Betting machines** Licensed operators may install Self-Service Betting Terminals (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.
- 7.6 **Applications and plans** - The Gambling Act (s151) requires applicants to submit plans of the premises with their application, in order to ensure that the Licensing Authority has the necessary information to make an informed judgement about whether the premises are fit for gambling. The plan will also be used for the Licensing Authority to plan future premises inspection activity. (See the Guidance to Licensing Authorities, para 20.43)
- 7.7 Plans for tracks do not need to be in a particular scale, but should be drawn to scale and should be sufficiently detailed to include the information required by regulations. (See Guidance to Licensing Authorities, para 20.44)
- 7.8 The Authority appreciates that it is sometimes difficult to define the precise location of betting areas on tracks. The precise location of where betting facilities are provided is not required to be shown on track plans, both by virtue of the fact that betting is permitted anywhere on the premises and because of the difficulties associated with pinpointing exact locations for some types of track. Applicants should provide sufficient information so that the Authority can satisfy itself that the plan indicates the main areas where betting might take place.

## 8. Travelling Fairs

- 8.1 It will fall to The Licensing Authority 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.
- 8.2 The Licensing Authority will also consider whether the applicant falls within the statutory definition of a travelling fair.
- 8.3 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 Licensing Authority will work with its neighbouring authorities to ensure that land that crosses our boundaries is monitored so that the statutory limits are not exceeded.

## **9. Provisional Statements**

- 9.1 Developers may wish to apply to the Authority for a Provisional Statement before entering into a contract to buy or lease property or land to judge whether a development is worth taking forward in light of the need to obtain a premises licence. There is no need for the applicant to hold an operating licence in order to apply for a provisional statement.
- 9.2 Section 204 of the Gambling Act provides for a person to make an application to the Licensing Authority for a provisional statement in respect of premises that he or she:
- Expects to be constructed;
  - Expects to be altered; or
  - Expects to acquire a right to occupy.
- 9.3 The process for considering an application for a Provisional Statement is the same as that for a Premises Licence application. The applicant is obliged to give notice of the application in the same way as when applying for a Premises Licence. Responsible Authorities and Interested Parties may make representations and there are rights of appeal.
- 9.4 In contrast to the premises licence application, the applicant does not have to hold or have applied for an operating licence from the Gambling Commission (except in the case of a track) and they do not have to have a right to occupy the premises in respect of which their provisional application is made.
- 9.5 In terms of representations about premises licence applications, following the grant of a provisional statement, no further representations from responsible authorities or interested parties can be taken into account unless they concern matters which could not have been addressed at the provisional statement stage, or they reflect a change in the applicant's circumstances. In addition, the Authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:
- a) which could not have been raised by way of representations at the provisional licence stage
  - b) which, in the Authority's opinion, reflect change in the operator's circumstances.
  - c) where the premises has not been constructed in accordance with the plan and information submitted with the provisional statement application. This must be a substantial change to the plan and Licensing Authorities should discuss any concerns they have with the applicant before making a decision.

## **10. Reviews**

- 10.1 Requests for a review of a premises licence can be made by interested parties or responsible authorities, however, it is for the Licensing Authority to decide whether the review is to be carried out. This will be on the basis of whether the request for the review is relevant to the matters listed below:

- 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.
- 10.2 The request for the review will also be subject to the consideration by the Authority as to whether the request is frivolous, vexatious or whether it will certainly not cause the Authority to wish to alter/revoke/suspend the licence, or whether it is substantially the same as previous representations or requests for review
- 10.3 The Licensing Authority can also initiate a review of a particular premises licence, or a particular class of premises licence on the basis of any reason which it thinks appropriate.
- 10.4 Once a valid application for review has been received by the Licensing Authority, representations can be made by responsible authorities and interested parties during a 28-day period. This period begins 7 days after the application was received by the Licensing Authority, who will publish notice of the application within 7 days of receipt.
- 10.5 The Licensing Authority must carry out the review as soon as possible after the 28-day period for making representations has passed.
- 10.6 The purpose of the review will be to determine whether the Licensing Authority should take any action in relation to the licence. If action is justified, the options open to the Licensing Authority are:
- Add, remove or amend a licence condition imposed by the Licensing Authority;
  - Exclude a default condition imposed by the Secretary of State (e.g. opening hours) or remove or amend such a condition;
  - Suspend the premises licence for a period not exceeding three months; and
  - Revoke the licence.
- In determining what action, if any, should be taken following a review, the Licensing Authority must have regard to the principles set out in Section 153 of the Act, as well as any relevant representation.
- 10.7 In particular, the Licensing Authority may also initiate a review of a premises licence on the grounds that a premises licence holder has not provided facilities for gambling at the premises. This is to prevent people from applying for licences in a speculative manner without intending to use them.
- 10.8 Once the review has been completed, the Licensing Authority must, as soon as possible, notify its decision to:
- The licence holder
  - The applicant for review (if any)
  - The Gambling Commission
  - Any person who made a representation

- The Chief Officer of Police or Chief Constable
- Her Majesty's Commissioners for Revenue and Customs.

10.9 **Appeals** - There is a right of appeal both for applicants and those who have made relevant representations or applied for a review. This appeal must be lodged within a period of 21 days from the day on which the applicant was notified by the Licensing Authority of the decision and must be made to Lincoln Magistrates Court.

DRAFT

**PART C**  
**Permits / Temporary & Occasional Use Notices / Lotteries**

**Permits**

Permits regulate gambling and the use of gaming machines in premises, which do not hold a premises licence. They are required when a premises provides gambling facilities but either the stakes are very low or gambling is not the main function of the premises.

The Licensing Authority is responsible for issuing the following permits:

- uFEC gaming machine permits
- Alcohol licensed gaming machine permits
- Prize gaming permits
- Club gaming permits and club machine permits

The Licensing Authority can only grant or reject an application for a permit and cannot attach conditions. Therefore, the Licensing Authority will consider a number of factors before determining an application for a permit to ensure that the permit holder and the premises are suitable for the proposed gambling activities.

There is a minimum age of 18 for all players for all category A, B and C gaming machines, including category B3A gaming machines offering lottery style games. However, there is no minimum age for players of category D machines. The holder of any permit or premises licence has to comply with the codes of practice issued by the Commission on the location of and access to gaming machines by children and young persons, and the separation from category C and B machines where those are also located on the same premises.

**1. (Unlicensed) Family Entertainment Centre (uFEC) gaming machine permits (Statement of Principles on Permits – 2005 Act, Schedule 10 paragraph 7)**

- 1.1 Where a premises does not hold a premises licence but wishes to provide category D gaming machines, it may apply to the Licensing Authority for this permit. It should be noted that the applicant must show that the premises will be wholly or mainly used for making gaming machines available for use (2005 Act, Section 238).
- 1.2 The Gambling Act 2005 states that a Licensing Authority may prepare a statement of policy that they 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. The Gambling Commission's Guidance for Licensing Authorities also states: "In its Licensing Authority Statement of Policy, a Licensing Authority may include a statement of principles that it proposes to apply in exercising its function in considering applications for permits...., Licensing Authorities may want to give weight to matters relating to protection of children from being

harmed or exploited by gambling and to ensure that staff supervision adequately reflects the level of risk to this group. ." (24.8)

- 1.3 The Licensing Authority will require 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 the applicant to do this by producing a Basic Disclosure and Barring Service (DBS) Certificate dated within one calendar month of the date of the application being submitted to the Licensing Authority;
  - that employees are trained to have a full understanding of the maximum stakes and prizes.
- 1.4 It should be noted that a Licensing Authority cannot attach conditions to this type of permit.
- 1.5 The Licensing Authority expects the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will each be considered on their merits, however, they may include:
  - appropriate measures / training for staff as regards suspected truant school children on the premises,
  - measures / training covering how staff would deal with unsupervised young children being on the premises,
  - measures / training covering how staff would deal with children causing perceived problems on / around the premises.
- 1.6 The Licensing Authority acknowledges that only premises that are wholly or mainly used for making gaming machines available may hold a Family Entertainment Centre (uFEC) gaming machine permit or a Family Entertainment Centre (FEC) premises licence. Both a licensed FEC and uFEC are classified as 'premises'. The Licensing Authority considers that, generally, premises such as an entire shopping centre, motorway service station, bowling alley or similar would not be suitable for licensing or to hold a permit. Further the Authority believes that the machines should be in a designated, enclosed area, they should not be in walkways or corridors forming part of a larger building.
- 1.7 The Authority expects that a plan of the uFEC shall be supplied as part of the application.
- 1.8 N.B. Applicants and permit holders are reminded that there is no provision within the Gambling Act 2005 and associated regulations which enables the transfer of a permit from one person to another, therefore a new operator will need to apply for their own permit.

## 2. (Alcohol) Licensed premises gaming machine permits and notifications

- 2.1 **Notifications of 2 or less machines** - There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, from a bar, without a requirement that alcohol is served only with food to automatically have 2 gaming machines, of categories C and/or D. The premises merely need to notify the Licensing Authority and pay the relevant fee. 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.
- 2.2 **Permits for 3 or more machines** - If a premises wishes to have more than 2 machines, then it needs to apply for a permit and the Licensing Authority must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Gambling Act 2005, and "*such matters as they think relevant*." The Licensing Authority considers that "such matters" will be decided on a case by case basis but generally there will be regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and expects 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 authority that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff who will monitor that the machines are not being used by those under 18. Notices and signage may also help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets / helpline numbers for organisations such as GamCare.
- 2.3 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.
- 2.4 It should be noted that the Licensing Authority 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.
- 2.5 When determining an application for an alcohol-licensed premises gaming machine permit, the Licensing Authority will consider each application on its own merits.
- 2.6 The Licensing Authority may cancel a permit or may vary the number or category (or both) of gaming machines authorised by it if:



- it would not be reasonably consistent with pursuit of the licensing objectives for the permit to continue to have effect;
  - gaming has taken place on the premises in purported reliance on the permit but otherwise than in accordance with the permit or a condition of the permit;
  - the premises are mainly used or to be used for making gaming machines available; or
  - an offence under the 2005 Act has been committed on the premises.
- 2.7 Before the Licensing Authority cancels or varies a permit it will give the permit holder 21 days' notice of its intention and allow him/her the opportunity to make a representation. If the permit holder requests a hearing the Licensing Authority will arrange a Licensing Sub-Committee hearing to consider the permit holder's representation and any other evidence available before making its determination.
- 2.8 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.

### **3. Prize Gaming Permits**

- 3.1 The Gambling Act 2005 states that a Licensing Authority may "prepare a statement of policy that they propose to apply in exercising their functions under this Schedule" which "may, in particular, specify matters that the Licensing Authority propose to consider in determining the suitability of the applicant for a permit".
- 3.2 The Licensing Authority's Statement of Policy is that the applicant should set out the types of gaming that he or she is intending to offer and that the applicant should be able to demonstrate:
- that they understand the limits to stakes and prizes that are set out in Regulations;
  - and that the gaming offered is within the law;
  - clear policies that outline steps to be taken to protect children from harm.
- 3.3 In making its decision on an application for this permit the Licensing Authority does not need to (but may) have regard to the licensing objectives but must have regard to any Gambling Commission guidance.
- 3.4 It should be noted that there are conditions in the Gambling Act 2005 by which the permit holder must comply, but that the Licensing Authority cannot attach conditions. The conditions in the Act are:
- the limits on participation fees, as set out in regulations, must be complied with;
  - all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
  - the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and
  - participation in the gaming must not entitle the player to take part in any other

gambling.

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

- 4.1 Members Clubs and Miners' welfare institutes may apply for a Club Gaming Permit (but not Commercial Clubs) or if a club does not wish to have the full facilities permitted under a Club Gaming Permit or is a commercial club, then they can apply for a Club Machine Permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B3A, B4, C or D – but only 1 B3A can be sited as part of this entitlement), 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 B3A, B4, C or D – but only 1 B3A can be sited as part of this entitlement) if a Members Club or Miners' welfare institute but not category B3A in Commercial Clubs.
- 4.2 Gambling Commission Guidance states: "Members clubs must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. The Secretary of State has made regulation and these cover bridge and whist clubs, which replicates the position under the Gambling 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."
- 4.3 The Commission Guidance also notes that "Licensing Authorities 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.
- 4.4 There is also a 'fast-track' procedure available under the Act for premises that hold a Club Premises Certificate under the Licensing Act 2003 (Schedule 12 paragraph 10). As the Gambling Commission's Guidance for Licensing Authorities states: "Under the fast-track procedure there is no opportunity for objections to be made by the Commission or the police, and the ground upon which an Authority can refuse a permit are reduced." and "The grounds on which an application under the process may be refused are:
- a) that the club is established primarily for gaming, other than gaming prescribed under schedule 12;
  - b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
  - c) (that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled."

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

## **5. Temporary Use Notices (TUN)**

- 5.1 Temporary Use Notices allow the use of premises for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises that might be suitable for a Temporary Use Notice, according to the Gambling Commission, would include hotels, conference centres and sporting venues.
- 5.2 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.
- 5.3 The Secretary of State has the power to determine what form of gambling can be authorised by Temporary Use Notices, and at the time of writing this statement the relevant regulations (SI no 3157: The Gambling Act 2005 (Temporary Use Notices) Regulations 2007) state that Temporary Use Notices can only be used to permit the provision of facilities for equal chance gaming, where the gaming is intended to produce a single winner, which in practice means poker tournaments.
- 5.4 There are a number of statutory limits as regards Temporary Use Notices. The meaning of “premises” in Part 8 of the Act is discussed in Part 7 of the Gambling Commission’s 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.
- 5.5 The Licensing Authority expects to 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, as recommended in the Gambling Commissions Guidance to Local Authorities.

## **6. Occasional Use Notices (OUN)**

- 6.1 The Licensing Authority has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. The Licensing Authority will though consider the definition of a ‘track’ and whether the applicant is permitted to avail him/herself of the notice.

## **7. Lotteries**

- 7.1 The promotion or facilitating of lotteries falls within 2 categories:
- Licensed Lotteries (these require an Operating Licence from the Gambling

- Commission); and
  - Exempt Lotteries
- 7.2 One such exemption is 'Small Society Lotteries', these are non-commercial and have been established and conducted for one of the following purposes:
- for charitable purposes;
  - for the purpose of enabling participation in, or of supporting, sports, athletic or a cultural activity; or
  - for any other non-commercial purpose other than for private gain
- 7.3 Those societies wishing to operate small society lotteries must first register with the Licensing Authority in the area where their principal office is located. Where the Licensing Authority believes the Society's principal office is situated in another area it will inform the Society as soon as possible.
- 7.4 The Licensing Authority will keep a public register of all applications and will provide information to the Gambling Commission on all lotteries registered by the Licensing Authority. As soon as the entry on the register is completed, the Licensing Authority will notify the applicant of registration.
- 7.5 The Licensing Authority will ask applicants to set out the purposes for which the society is established and will ask the society to declare that they represent a bona fide non-commercial society and have no relevant convictions. The Licensing Authority may, however, seek further information from the society and in particular may require a copy of the society's constitution.
- 7.6 Where the Licensing Authority intends to refuse registration of a Society, it will give the Society an opportunity to make representations and will inform the Society of the reasons why it is minded to refuse registration and supply evidence on which it has reached that preliminary conclusion.
- 7.7 The Licensing Authority may revoke the registered status of a society if it thinks that they would have had to, or would be entitled to, refuse an application for registration if it were being made at that time. However, no revocations will take place unless the society has been given the opportunity to make representations. The Licensing Authority will inform the society of the reasons why it is minded to revoke the registration and will provide an outline of the evidence on which it has reached that preliminary conclusion.
- 7.8 With regards to where small society lottery tickets may be sold, the Licensing Authority applies the following guidance criteria to all small society lotteries it registers:
- Tickets should not be sold in a street, where street includes any bridge, road, lane, footway, subway, square, court or passage (including passages through enclosed premises such as shopping malls); and
  - Tickets may be sold from a kiosk, in a shop or door-to-door.

This approach is consistent with the operating licence conditions imposed by the Commission upon operators of large lotteries.

## **8. Review**

- 8.1 This statement of policy will remain in force for a period of three years and will be subject to review and further consultation before January 2028. However, following consultation, the Licensing Authority may make revisions to it as deemed necessary.

## **9. Glossary**

- 9.1 A glossary of terms is attached at Appendix C.

DRAFT

## Appendix A

<b>Summary of Licensing Authority delegations permitted under the Gambling Act.</b>			
<b>MATTER TO BE DEALT WITH</b>	<b>FULL COUNCIL</b>	<b>SUB-COMMITTEE OF LICENSING COMMITTEE</b>	<b>OFFICERS</b>
Final approval of three-year licensing statement of principles	✓		
Statement of principles not to permit casinos	✓		
Fee setting (when appropriate)	✓		
Application for premises licences (including applications for re-instatement under S195)		<p>Where representations have been received and not withdrawn</p> <p>Representation made and not withdrawn (S154 (4)(a)) and/or Where the Licensing Authority considers that a condition should be added to the licence under S169(1)(a) or a default condition should be excluded under section 169(1)(b) unless the applicant and any persons making representations agree to this course of action and that a hearing is unnecessary</p>	<p>Where no representations received/representations have been withdrawn</p> <p>The only representations received are vexatious, frivolous, or certainly will not influence the Authority's determination of the application</p>
Application for a variation to a licence		<p>Where representations have been received and not withdrawn</p> <p>Where the Licensing Authority considers</p>	<p>Where no representations received/representations have been withdrawn</p> <p>The only representations received are vexatious, frivolous, or certainly will</p>

		<p>that a condition should be added to the licence under S169(1)(a) or a default condition should be excluded under section 169(1)(b) unless the applicant and any persons making representations agree to this course of action and that a hearing is unnecessary (S187(3))</p> <p>If the application for variation is to remove a default condition and there are no representations and there are no proposals by the Authority to otherwise alter the conditions this could be dealt with at officer level without a hearing</p>	not influence the Authority's determination of the application
Application for a transfer of a licence		Where representations have been received from the Commission	Where no representations received from the Commission/ representations have been withdrawn
Application for a provisional statement		<p>Where representations have been received and not withdrawn</p> <p>Where the Licensing Authority considers that a condition should be added to the licence under S169(1)(a) or a default condition should be excluded under section 169(1)(b)</p>	Where no objections made/objections have been withdrawn

Revocation of a premises licence due to non-payment of annual fee			✓
Review of a premises licence		✓	
Application for a club gaming/club machine permit		Where objections have been received and not withdrawn	Where no representations received/representations have been withdrawn
Cancellation of club gaming/club machine permits		✓	
Application for other permits			✓
Cancellation of licensed premises gaming machine permits Sch 13 paragraph 16		✓	
Cancellation of licensed premises gaming machine permits for non-payment of fee			✓
Cancellation Club Gaming Permits/Club Machine Permits for non-payment of fee			✓
Consideration of temporary use notice		<p>All cases where an objection notice has been received unless each person who would be entitled to make representations agrees that a hearing is unnecessary</p> <p>All cases where a counter notice may be required (S232(3))</p>	All other cases



Decision to give a counter notice to a temporary use notice		All Cases except where time limits for temporary events are exceeded pursuant to Section 218(3) and Section 218(5)	All Cases where time limits for temporary events are exceeded pursuant to Section 218(3) and Section 218(5)
Registration of small society lotteries		Where officers believe there is reason to refuse the application for registration	✓
Cancellation of a small society lottery due to non-payment of annual fee			✓

## Appendix B

### Consultees

Age UK  
BACTA  
BALPPA (The British Association of Leisure Parks, Piers & Attractions Limited)  
Betting and Gaming Council  
BII  
British Beer & Pub Association  
Buzz Group Limited  
Chamber of Commerce  
Citizens Advice Bureau  
City of Lincoln Council  
Civic Voice  
Public Health Directorate  
Done Brothers  
Federation of Small Businesses  
Framework  
Gamble Aware  
Gamblers Anonymous  
Gambling Commission  
GamCare  
H.M. Revenue & Customs  
Health & Safety Executive  
Institute of Directors  
Ladbrokes Betting and Gaming Ltd  
Licensing Committee City of Lincoln Council  
Lincoln Business Improvement Group  
Lincoln Magistrates Court  
Lincolnshire County Council  
Lincolnshire Fire & Rescue  
Lincolnshire Police  
Lincolnshire Safeguarding Children Partnership  
Lotteries Council  
Luxury Leisure  
Mencap  
Mental Health Trust  
MIND  
Merkur Slots UK Limited  
NSPCC  
Relate  
RTB Investments Limited  
The Bingo Association  
The Racecourse Association  
Trading Standards Service  
We are with you

## **Appendix C**

### **GLOSSARY OF TERMS UNDER THE GAMBLING ACT 2005**

Council	City of Lincoln Council
Applications	Applications for licences and permits as stated in the Statement of Policy
Notifications	Notifications of temporary and occasional use notices
The Act	The Gambling Act 2005
Regulations	Regulations made under the Gambling Act 2005
Premises	Any place, including a vehicle, vessel or moveable structure
Premises Licence	Issued by the Licensing Authority to authorise premises to be used for the activities as defined by Section 150 of the Gambling Act
Operator Licence	Issued by the Gambling Commission to organisations and individuals who are providing facilities for gambling as defined by Section 65 of the Gambling Act
Personal Licence	Issued by the Gambling Commission to certain categories of people working in the gambling industry as defined by Section 127 of the Gambling Act
Family Entertainment Centre	The Act creates two classes of Family Entertainment Centres – Licensed: which provide category C and D gaming machines and require a premises licence Unlicensed: which provide category D gaming machines in reliance on a Gaming machine Permit
Adult Gaming Centre	Premises which provide category B, C and D gaming machines and require an operating licence and a premises licence
Members' Club	Club as defined by section 266 of the Gambling Act
Commercial Club	Club as defined by section 267 of the Gambling Act

Miners' welfare institute	Association as defined by section 268 of the Gambling Act
Gaming Machine	A machine which is designed or adapted for use by individuals to gamble as defined by Section 235 of the Gambling Act
Money Prize Machine	A machine in respect of which every prize which can be won as a result of using the machine is a money prize as defined in regulation 3(7) of the Categories of Gaming Machine (Amendment) Regulations 2009
Non- Money Prize Machine	A machine in respect of which every prize which can be won as a result of using the machine is a non-money prize as defined in regulation 3(7) of the Categories of Gaming Machine (Amendment) Regulations 2009. For non-money prize machines in general, the maximum stake (charge for use) must be no more than 30 pence, and the maximum prize value must be no more than £8
Crane Grab Machine	A crane grab machine is defined as a non-money prize machine in respect of which two conditions are satisfied. The first is that every prize which can be won as a result of using the machine consists of an individual physical object (such as a stuffed toy). The second is that whether or not a person using the machine wins a prize is determined by the person's success or failure in manipulating a device forming part of the machine so as to separate and keep separate one or more physical objects from a group of such objects. The maximum stake may be anything up to and including £1, and the maximum prize value may be anything up to and including £50
Coin Pusher or Penny Fall Machine	These machines are commonly found in seaside arcades and are defined in regulation 2(3) of the Categories of Gaming Machine Regulations 2007 with the additional requirement that the machine be neither a money-prize nor a non-money prize machine. The maximum stake may be anything up to and including 20 pence, and the maximum prize value may be anything up to and including £20 (of

which no more than £10 may be a money prize)

***The Gambling Commission's web site contains up to date [information about gaming machine categories, stakes and prizes](#)***

Code of Practice

Means any relevant code of practice under section 24 of the Gambling Act 2005

Responsible Authority

For the purposes of this Act, the following are responsible authorities in relation to premises:

1. The Licensing Authority in whose area the premises are wholly or mainly situated (City of Lincoln Council)
2. The Gambling Commission
3. Lincolnshire Police
4. Lincolnshire Fire and Rescue
5. Planning Department, City of Lincoln Council;
6. Environmental Health (Pollution Section) City of Lincoln Council
7. Lincolnshire Safeguarding Children's Partnership, Lincolnshire County Council
8. HM Revenue and Customs

Interested Party

For the purposes of this Act, a person is an interested party in relation to a premises licence if, in the opinion of the Licensing Authority which issues the licence or to which the application is made, the person:-

- a) Lives sufficiently close to the premises to be likely to be affected by the authorised activities;
- b) Has business interests that might be affected by the authorised activities;
- c) Represents persons who satisfy a) or b) above.

## **Appendix D**

### **Safeguarding of Children**

#### **What are the risks to children?**

The risks will vary, depending on the type of gambling activities taking place at the premises. For example, at Adult Gaming Centres, Off-Course (High Street) Betting Premises or Casinos, safeguarding systems should be in place to prevent young people gaining access to the premises.

If children are permitted access to adult gambling activities, they may be at risk of being:

- exposed to information or advertisements encouraging them to gamble
- allowed, or invited to, gamble or bet in a commercial setting
- allowed to purchase and consume alcohol (casino premises)
- financially exploited.

They may also witness, or be involved in, other dangerous or threatening behaviour.

#### **Managing the risks**

To prevent children and young people accessing adult gambling activities, stringent safeguarding measures should be in place, examples of such measures could include:

- the Think 25 scheme operated by all door and bar staff and only recognised proof of age accepted (for example photo driving licence or passport; PASS cards)
- all points of entry monitored by security staff/CCTV
- signage prominently displayed at all points of entry regarding the prohibition of under 18's
- signage displayed on machines highlighting age restrictions
- signage prominently displayed in bar areas regarding the law and the sale of alcohol
- operating a membership scheme
- all staff being trained to be vigilant and respond if a child gains illegal access to premises.

If a premises offers a range of gambling activities (for example, a licensed Family Entertainment Centre or Bingo Premises) premises must operate systems to ensure that under 18's are prevented from accessing areas where adult activities (such as betting or high stakes gambling) take place; or where adult gaming machines are located. The measures set out above should be used to help the public clearly identify from which areas children are prohibited.

If a premise offers a variety of activities, it may be necessary to operate the following systems:

- designated family-friendly areas using physical barriers/cordons to segregate these from restricted areas

- points of access/egress located for easy supervision by staff and regularly monitored
- signage displayed to indicate access rules
- signage to remind parents/adults of their responsibilities
- use of screens
- use of the Think 25 scheme
- assigning at least one member of staff as a 'Children's Safeguarding Lead'

Premises should ensure that the environment to which they allow children access is safe and suitable.

Action should be taken if adults demonstrate irresponsible behaviour, such as showing signs of intoxication, using strong or offensive language, threatening behaviour, or violence towards others or towards machinery.

Adults accompanying children should be encouraged to supervise them, to minimise the risk of children being exposed to inappropriate or dangerous behaviour or gaining access to prohibited areas of the premises.

### **The employment of children and young people**

The Gambling Act 2005 does not prohibit the employment of children and young people at some premises.

However, it does restrict the type of tasks and areas to which children and young people may have access and it is important that premises comply with these restrictions, as failure to do so may result in committing an offence; for example, it is an offence to employ children and young people to provide facilities for gambling, or to perform a function in relation to a gaming machine, at any time.

Children should not be exposed to gambling as they carry out their employment functions.

## **Appendix E**

### **Safeguarding of Vulnerable persons**

The Gambling Commission puts a high priority on the social responsibilities operators have to protect vulnerable persons from the harm associated with gambling; and policies must be in place to support the protection of vulnerable persons.

Who is a vulnerable person?

Persons may be vulnerable if, for example, they are taking certain types of prescribed medication which may impair their judgement or prevent them making informed, balanced decisions about gambling; or if they are intoxicated from misusing drugs or alcohol.

If a person has mental health issues, a mental impairment or problems with addiction, they may also be vulnerable as they may have difficulty controlling their activities or behaviour, or understanding the players' guides to games.

#### **What are the risks to vulnerable persons?**

If a vulnerable person is not supported within the gambling environment they may be at risk of:

- gambling beyond their financial means
- problems with addiction
- financial exploitation
- causing, or being a victim of dangerous, abusive, or threatening behaviour
- physical, emotional, or accidental harm.

These difficulties may have a serious impact upon the person's relationships, home life or employment.

#### **Managing the risks and being socially responsible**

Premises should consider the following steps:

- Designate a member of staff to lead on problem gambling issues.
- Train staff in how to recognise and respond to indicators of concern.
- Staff should be trained to recognise the signs of persons becoming aggressive and how to deal with such situations whilst maintaining their own safety.
- Information should be made readily/discreetly available to customers on how to gamble responsibly and seek help in respect of problem gambling.
- Offer a self-exclusion, or self-limit scheme, enabling individuals to restrict the amount of time or money they spend.
- When offering membership schemes, the details of a contactable person should be required in the event of an emergency.



By Email Only  
Licensing Section  
Lincoln Council

Please ask for: Richard Taylor  
Direct Tel: 01482 590216  
Email: [rjt@gosschalks.co.uk](mailto:rjt@gosschalks.co.uk)  
Our ref: RJT / ADS / 123267.00004  
#GS5910482  
Your ref:  
Date: 09/10/2024

Dear Lincoln Council,

**Re: Gambling Act 2005 Statement of Principles for Gambling**

We act for the Betting and Gaming Council (BGC) and are instructed to respond on behalf of the BGC to your consultation on the review of your Gambling Act 2005 Statement of Principles.

**The Betting and Gaming Council**

The Betting and Gaming Council (BGC) was created in 2019 as the standards body for the UK's regulated betting and gaming industry. This includes betting shops, online betting and gaming businesses, bingo and casinos. Its mission is to champion industry standards in betting and gaming to ensure an enjoyable, fair and safe betting and gaming experience for all of its members' customers.

The BGC has four objectives. These are to:

1. create a culture of safer gambling throughout the betting and gaming sector, with a particular focus on young people and those who are vulnerable.
2. ensure future changes to the regulatory regime are considered, proportionate and balanced.
3. become respected as valuable, responsible, and engaged members of the communities in which its members operate.
4. safeguard and empower the customer as the key to a thriving UK betting and gaming industry.

BGC members support 110,000 jobs, generate £4.2 billion in taxes and contribute £7.1 billion to the economy in GVA (Gross Value Added), according to a report by EY in 2022.

Betting shops alone also support 42,000 jobs on the UK's hard-pressed high streets, contributing £800 million a year in tax to the Treasury and another £60m in business rates to local councils. Further, according to ESA Retail report 89% of betting shop customers go on to spend money in other high street establishments, further cementing the important role of betting shops in the local economy.

BGC members also support the UK's hospitality, tourism and leisure industry through our casinos – there are currently 116 across the UK. Overall, we are a major component of world leading British technology, where our members have founded tech powerhouses in many cities throughout the UK.

Betting is a hugely popular British leisure activity. Each month, around 22.5 million adults in the UK have a bet - whether it's buying a lottery ticket, having a game of bingo, visiting a casino, playing online or having a wager on football, horseracing and other sports - and the overwhelming majority do so perfectly safely and responsibly.

BGC members are proud to support UK sport, from the grassroots to the elite level. The industry contributes around £350 million to racing in levy, media, and sponsorship rights each year, £40 million to the EFL (English Football League), and £12.5 million to snooker, darts, and rugby league.

Before we comment on your draft policy document, it is important that the backdrop against which the comments are made is established.

### **Betting and Gaming in the UK**

Any consideration of gambling licensing at the local level should also be considered within the broader context.

The raft of measures recently put in place by the industry (in terms of protecting players from gambling-related harm), the Gambling Commission, and the Government (a ban on credit cards, restrictions to VIP accounts, new age and identity verification measures, and voluntary restrictions on advertising) have contributed to problem gambling rates now being lower than they were at the passage of the 2005 Gambling Act (see further details on problem gambling rates below).

In addition, a range of further measures will be implemented imminently following the Government's White Paper, published in April 2023. These include: financial risk checks for those at risk of gambling harm, changes to the way operators market to their customers, changes to online game design which will remove certain features, the introduction of a mandatory levy for research, prevention and treatment (RPT) activities, an Ombudsman to adjudicate on customer redress and the introduction of mandatory stake limits on online slots, bringing the maximum stakes online in line with land based casinos.

It should also be noted that:

- The overall number of betting shops is in decline. The latest Gambling Commission industry statistics show that the number of betting offices (as of March 2023) was 5,995. This is reducing yearly and has fallen by 28% since March 2019 – equating to 2,309 betting shop closures in just four years.
- Planning law changes introduced in April 2015 have increased the ability of licensing authorities to review applications for new premises, as all new betting shops must now apply for planning permission.
- In April 2019, a maximum stake of £2 was applied to the operation of fixed odds betting terminals.

- Successive prevalence surveys and health surveys show that problem gambling rates in the UK are stable.

### **Problem Gambling**

A point often lost in the debate about the future of gambling regulation is that problem gambling rates in the UK are low by international comparison.

The most recent “Gold standard” NHS (National Health Service) Health Survey found that problem gambling rates among adults are 0.4 per cent – the rate was 0.5 per cent in 2018. In comparison to other European countries, problem gambling rates in the UK are low. The problem gambling rate is 2.4 per cent in Italy, 1.4 per cent in Norway, and 1.3 per cent in France.

Both the Gambling Commission and the Government have acknowledged that problem gambling levels have not increased. However, one problem gambler is one too many, and we are working hard to improve standards further across the regulated betting and gaming industry.

In June 2020, the BGC’s largest members committed to increasing the amount they spend on RPT (Research, Prevention and Treatment) services from 0.1 per cent to 1 per cent in 2023. This was expected to raise £100 million but they have gone further and will have donated £110 million by 2024.

In the White Paper, the Government committed to introducing a statutory RPT (Research, Prevention and Treatment) levy, which would apply to all gambling licensees (excluding the national lottery). This levy is expected to raise £100m annually by 2026/2027.

The BGC also funds the £10 million Young People’s Gambling Harm Prevention Programme, delivered by leading charities YGAM and GamCare. As of March last year (2023), it has educated over 3 million children.

### **Advertising and Sponsorship**

All betting advertising and sponsorship must comply with strict guidelines, and safer gambling messaging must be regularly and prominently displayed.

The Government has previously stated that there is “no causal link” between exposure to advertising and the development of problem gambling, as stated in a response by then Minister of State at DCMS, in June 2021. The Gambling Review White Paper, in relation to advertising, restated that there was “little evidence” of a causal link with gambling harms or the development of gambling disorder.

The Seventh Industry Code for Socially Responsible Advertising, adopted by all BGC members, adds a number of further protections in particular for young people. New measures include ensuring that all social media ads must target consumers aged 25 and over unless the website proves they can be precisely targeted at over-18s. In addition to raising advertising standards for young people, this

code, which came into force on 1 December 2023, extended the previous commitment that 20% of TV and radio advertising is devoted to safer gambling messaging to digital media advertising.

Under the 'whistle-to-whistle' ban, ads cannot be shown from five minutes before a live sporting event until five minutes after it ends, before the 9 p.m. watershed. Research by Enders Analysis found that in its first 12 months in operation, the ban reduced the number of TV betting adverts seen by children by 97% at that time. Overall, the number of gambling adverts viewed by young people also fell by 70% over the entire duration of live sports programmes. At the same time, the ban also reduced the number of views of betting ads by 1.7 billion during its first five months in operation.

BGC members also continue to abide by the stringent measures established by advertising standards watchdogs. These measures are in stark contrast to the unsafe, unregulated black market online, which has none of the safer gambling measures offered by BGC members, including strict age-verification checks. Any withdrawal of advertising would simply level the playing field with illegal operators thus providing opportunities for those operators to peel off customers from the regulated markets.

### **Misleading/ambiguous premises signage**

There are increasing numbers of premises (usually Adult Gaming Centres) which describe themselves on their shopfronts and external signage as casinos despite these premises not being permitted to operate as a casino.

Section 150 Gambling Act 2005 creates five separate classes of premises licences – the operation of a casino (a casino premises licence), the provision of facilities for the playing of bingo (a bingo premises licence), making category B gaming machines available for use (an adult gaming centre premises licence), making category C gaming machines available for use (a family entertainment centre premises licence) and the provision of facilities for betting (a betting premises licence). Whilst casinos are permitted under a casino premises licence to provide bingo and betting facilities, the holder of an adult gaming centre premises licence may not offer casino facilities.

In order to avoid any ambiguity, the draft statement of principles should be clear that premises must not display signage which may suggest that the premises have a different premises licence to the one held.

### **Differentiation between Licensing Act 2003 and Gambling Act 2005 applications**

When considering applications for premises licences, it is important to clearly distinguish between the regimes, processes, and procedures established by the Gambling Act 2005 and its regulations and those that are usually more familiar to licensing authorities—the regimes, processes, and procedures relating to the Licensing Act 2003.

Whilst Licensing Act 2003 applications require applicants to specify steps to be taken to promote the licensing objectives, which are then converted into premises licence conditions, there is no such requirement in Gambling Act 2005 applications, where the LCCP provides a comprehensive package of conditions for all types of premises licence.

It should continue to be the case that additional conditions in the Gambling Act 2005 premises licence applications are only imposed in exceptional circumstances with clear reasons for doing so. There are already mandatory and default conditions attached to any premises licence which will ensure operation that is consistent with the licensing objectives. In most cases, these will not need to be supplemented by additional conditions.

The LCCP require that premises operate an age verification policy. The industry employs a policy called “Think 21”. This policy is successful in preventing underage gambling. Independent test purchasing carried out by operators and submitted to the Gambling Commission shows that ID challenge rates are consistently around 85%. Following the publication of the Gambling Commission’s response to their consultation on age verification on premises, all gambling venues will be moving to a “Think 25” policy from 30th August 2024.

Since Serve Legal began working with the gambling sector in 2009, the industry has now become the highest performing sector across all age verification testing. Across thousands of audits, there was an average pass rate of 91.4 per cent (2024 data). For casinos, there is a near perfect pass rate in the last period of 98%. When comparing Serve Legal audit data between members of the BGC and comparative age verification audit data in the Alcohol and Lottery sector we see how the gambling sector is performing between 10-15 per cent higher every year.

It should be noted that the Executive Summary of the Gambling White Paper stated that when parliamentary time allows, the Government will align the gambling licensing system with that for alcohol by introducing new powers to conduct cumulative impact assessments.

The BGC is concerned that the imposition of additional licensing conditions could become commonplace if there are no precise requirements regarding the need for evidence in the revised licensing policy statement. If additional licence conditions are more commonly applied, this would increase variation across licensing authorities and create uncertainty amongst operators regarding licensing requirements, overcomplicating the licensing process for operators and local authorities.

### **Working in partnership with local authorities**

The BGC is fully committed to ensuring constructive working relationships between betting and gaming operators and licensing authorities and that problems can be dealt with in partnership. The exchange of clear information between councils and betting operators is a key part of this, and the opportunity to respond to this consultation is welcomed.

### **Considerations specific to the Gambling Act 2005 Statement of Licensing Principles**

Paragraphs 1.28 to 1.34 in Part B explains the Authority’s approach to premises licence conditions. This section on conditions would be assisted by the insertion of a clear statement that the mandatory and default conditions are intended to be, and usually are, sufficient to ensure consistency with the licensing objectives. These sections should be clear that additional conditions will only be considered where there is clear evidence of a risk to the licensing objectives which is not adequately addressed by the mitigation measures/procedures contained in applicant’s local risk assessment and not simply where there is a “perceived need.” (para 9.25)

Paragraphs 2.2, 3.3, 6.4 and 7.3 (Adult Gaming Centres, (Licensed) Family Entertainment Centres, Betting premises and Tracks respectively) all state, *“The Licensing Authority expects applicants to offer their own measures to meet the licensing objectives however appropriate measures/licence conditions may cover issues such as ...”* and is followed by a bullet point list of examples of potential measures/conditions. These paragraphs should be redrafted in order that it is clear that these suggested measures to meet the licensing objectives are expected to be outlined within the applicant’s local risk assessment and not within the application itself. Unlike Licensing Act 2003 applications where an applicant is required to indicate the steps to be taken to promote the licensing objectives with these steps then being converted into premises licence conditions, there is no such requirement under Gambling Act 2005 applications as the mandatory and default conditions coupled with the local risk assessment will detail how the premises will operate consistently with the licensing objectives. There is no requirement within the legislation nor expectation that applicants for Gambling Act 2005 premises licences will offer/propose conditions. Instead, the risk assessment will outline local risks and the policies, procedures and measures to be implemented to ensure consistency with the licensing objectives.

### **Conclusion**

On behalf of the BGC, we thank you for the opportunity to comment on your draft statement of principles and hope these comments above are helpful. The BGC will work with you to ensure that its members’ operation of its premises will operate in accordance with the licensing objectives.

Yours faithfully,



### **GOSSCHALKS LLP**