



**Portsmouth**  
CITY COUNCIL

**GAMBLING ACT 2005**  
**SECTION 349**

**STATEMENT OF**  
**PRINCIPLES**

This Statement of Principles will remain in force from  
31 January 2007 until 31 January 2010

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

# Contents

---

Item	Page
<b>List of Contents</b>	<b>2</b>
<b>Part A</b>	<b>3 - 9</b>
1.0 Licensing objectives	<b>3</b>
2.0 Introduction to Portsmouth area	<b>3 - 4</b>
3.0 Consultation on policy	<b>4 - 5</b>
4.0 Declaration	<b>5</b>
5.0 Responsible authorities and interested parties	<b>5 - 7</b>
6.0 Exchange of information	<b>7</b>
7.0 Compliance and Enforcement	<b>8</b>
8.0 The Licensing Authority functions	<b>9</b>
<b>Part B – Premises Licences</b>	<b>10 - 21</b>
9.0 General Principles	<b>10 - 11</b>
10.0 Licensing Objectives	<b>12 - 13</b>
11.0 Conditions on premises licences	<b>13 - 14</b>
12.0 Other legislation	<b>14</b>
13.0 Adult Gaming Centres	<b>15</b>

## Gambling Act 2005 - Statement of Principles

14.0	(Licensed) Family Entertainment Centres	<b>15 - 16</b>
15.0	Casinos	<b>16 - 17</b>
16.0	Bingo	<b>17</b>
17.0	Betting Premises	<b>17</b>
18.0	Tracks	<b>17 - 19</b>
19.0	Travelling fairs	<b>19 - 20</b>
20.0	Provisional Statements	<b>20</b>
21.0	Reviews	<b>20 - 21</b>
<b>Part C – Permits/Temporary &amp; Occasional Use Notices</b>		<b>22 - 26</b>
22.0	Unlicensed Family Entertainment Centre Gaming Machine Permits	<b>22 - 23</b>
23.0	(Alcohol) Licensed Premises Gaming Machine Permits	<b>23 - 24</b>
24.0	Prize Gaming Permits	<b>24</b>
25.0	Club Gaming and Club Machines Permits	<b>24 - 25</b>
26.0	Temporary Use Notices	<b>25 - 26</b>
27.0	Occasional Use Notices	<b>26</b>
<b>Part D – Other Information</b>		<b>27 - 28</b>
28.0	Rights of appeal and judicial review	<b>27</b>
29.0	Other matters	<b>27</b>
30.0	The Licensing Authority Delegations	<b>28</b>
<b>APPENDICES</b>		<b>29 -30</b>
Appendix A – Map of Portsmouth City Council area		<b>29</b>
Appendix B – List of Consultees		<b>30</b>
Appendix C – Glossary of terms		<b>31</b>

# PART A

---

## 1.0 Licensing Objectives

---

1.1 Portsmouth City Council is the Licensing Authority for the Gambling Act 2005 for the administrative area of Portsmouth as shown on the map at Appendix A. Any references to “the Licensing Authority” in this document refers to Portsmouth Licensing Authority.

1.2 In exercising most of the functions under the Gambling Act 2005, the Licensing Authority 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; and**
- **Protecting children and other vulnerable persons from being harmed or exploited by gambling**

1.3 The Licensing Authority is aware that the Gambling Commission has stated that the requirement in relation to children is explicitly to protect them from being harmed or exploited by gambling.

1.4 The Licensing Authority is aware that in accordance with Section 153 of the Act, in making its decisions about premises licences and temporary use notices it should aim to permit the use of the 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 guidance issued by the Gambling Commission
- reasonably consistent with the licensing objectives and
- in accordance with the Authority’s statement of licensing policy

## 2.0 Introduction

---

2.1 The City of Portsmouth is situated in the ceremonial County of Hampshire which contains 11 District Councils in total. It is at the heart of Britain’s southern coastline, with long established direct rail and road links to London, the Midlands and Wales and close to three international airports.

## **Gambling Act 2005 - Statement of Principles**

Portsmouth is a thriving city whose history is firmly rooted in the defence of the realm. Portsmouth remains the home of the Royal Navy and the UK's premier naval port. Now no longer just a dockyard city, Portsmouth is a modern and dynamic city that offers a prime location for industry, commerce, leisure and pleasure.

More than 3 million people travel to and from Portsmouth every year through the Continental Ferry Port that links the city with northwest France, northern Spain and the Channel Islands.

Portsmouth has a population of 190,400 in an area of only 4,196 hectares, which makes it one of the most densely occupied cities in the country, outside London.

Portsmouth offers a vibrant mix of entertainment facilities for residents and visitors alike. It has a number of casinos, bingo halls and other types of licensed betting premises.

The Council recognises that legal gambling in a fair and open way, with suitable protection for children and vulnerable persons, contributes much to the growth of the local economy for Portsmouth and offers an important role for employment within the city.

2.2 A map of the Portsmouth Area is attached as Appendix A

### **3.0 Consultation on the Statement of Principles**

---

3.1 Licensing authorities are required by the Gambling Act 2005 to publish a statement of the principles 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 then be re-published.

3.2 The Licensing Authority consulted widely upon this statement between 1 October 2006 and 30 November 2006 before finalising and publishing. A list of those persons consulted is provided at Appendix B. It should be noted that unsolicited comments may have been received from other persons but all of these have not been listed.

3.3 The Gambling Act requires that the following parties are consulted by licensing authorities:

- The Chief Officer of Police for Hampshire;
- One or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the Portsmouth area;
- One or more persons who appear to the authority to represent the interests of persons who are likely to be affected by the exercise of the authority's functions under the Act.

## Gambling Act 2005 - Statement of Principles

- 3.4 The full list of comments made and the consideration by the Council can be obtained from the Licensing Section, Legal & Democratic Services, Portsmouth City Council, Civic Offices, Guildhall Square, Portsmouth, Hants, PO1 2AL.
- 3.5 The policy was approved at a meeting of the Full Council on **xxxxx date** and was published via our website on **xxxxx date**. Copies were placed in the public libraries of the area as well as being available in the Licensing Section of the Civic Offices.
- 3.6 The Licensing Authority will also consult the above and any other relevant persons as may be appropriate for any subsequent revision of the policy.
- 3.7 Any comments as regards this policy should be sent to:
- The Licensing Manager  
Legal & Democratic Services  
Civic Offices  
Guildhall Square  
Portsmouth PO1 2AL  
Tel: 023 9283 4604 Fax: 023 9283 4811  
Email: [Licensing@portsmouthcc.gov.uk](mailto:Licensing@portsmouthcc.gov.uk)
- 3.8 It should be noted that this policy statement will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence as each will be considered on its own merits and according to the statutory requirements of the Gambling Act 2005.

## 4.0 Declaration

---

- 4.1 In publishing this document, the Licensing Authority declares that it has had regard to the licensing objectives of the Act, the guidance issued by the Gambling Commission and any responses from those consulted on the policy statement.

## 5.0 Responsible authorities and interested parties

---

- 5.1 When dealing with applications for and reviews of premises licences, the Licensing Authority are obliged to consider representations from two categories of persons, referred to as **“responsible authorities”** and **“interested parties.”** (It should be noted that these are defined differently to those defined in the Licensing Act 2003). Representations made by persons other than responsible authorities or interested parties will be inadmissible.
- 5.2 **“Responsible authorities”** are public bodies that must be notified of applications by the applicant. They are as follows:

## Gambling Act 2005 - Statement of Principles

- the Licensing Authority in whose area the premises are wholly or partly situated;
- the Gambling Commission;
- the Chief Officer of Police;
- the Fire and Rescue Authority;
- the local Planning Authority;
- the Public Protection Service;
- the Directorate of Children, Families & Learning;
- HM Revenues and Customs; and
- Any other person prescribed by the Secretary of State

A full list and contact details of all the Responsible Authorities under the Act are contained on the Council's web-site ([www.portsmouth.gov.uk](http://www.portsmouth.gov.uk)).

5.3 The Licensing Authority is required by the regulations to state the principles 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 principles are:

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

5.4 In accordance with the suggestion in the Gambling Commission's Guidance for local authorities, this authority has designated the Directorate of Children, Families & Learning as the body which is competent to advise the authority about the protection of children from harm.

5.5 "**Interested parties**" are persons who may make representations about licence applications or apply for a review of an existing licence. These parties are defined in the Act as follows:

"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 application is made, the person-

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

5.6 Each case will be considered on its merits. This 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 local authorities (specifically 8.14 and 8.15 of the Guidance which states "*if the authority does not wish to follow the Gambling Commissions' guidance in any respect it is advised to state this in its statement. Note though that decisions on premises licences and temporary use notices must be "in accordance "with Gambling Commission Guidance (Section 153)).* It will also consider the Gambling

## **Gambling Act 2005 - Statement of Principles**

Commission's Guidance that "has business interests" should be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.

- 5.7 The Gambling Commission has recommended that the Licensing Authority states that interested parties include trade associations, and trade unions, and residents' and tenants' associations (paragraph 8.17 of the Gambling Commission Guidance for local authorities). This 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 Act, i.e. lives sufficiently close to the premises to be likely affected by the activities being applied for.
- 5.8 Interested parties can be persons who are democratically elected such as councillors and MP's. Where appropriate this will also include county and town councillors. No specific evidence of being asked to represent an interested person will be required as long as the councillor / MP represents the ward likely to be affected. Likewise, parish/town councils likely to be affected will be considered to be interested parties.
- 5.9 If interested parties 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 Democratic Services at Portsmouth City Council, Civic Offices, Guildhall Square, Portsmouth, PO1 2AL.
- 5.10 Other than these however, if the person making representations is not themselves an interested person, this authority will generally require written evidence that a person/body (e.g. an advocate / relative) 'represents' someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or has business interests that might be affected by the authorised activities. A letter from one of these persons, requesting the representation is sufficient.

## **6.0 Exchange of Information**

---

- 6.1 Licensing authorities are required to include in their statements the principles to be applied by the authority in exercising the functions under sections 29 and 30 of the Act with respect to the exchange of information between it and the Gambling Commission, and the functions under section 350 of the Act with respect to the exchange of information between it and the other persons listed in Schedule 6 to the Act.
- 6.2 The Licensing Authority will act in accordance with the provisions of the Act in its exchange of information which includes compliance with the provisions of the Data Protection Act 1998. The Licensing Authority will also have regard to any Guidance issued by the Gambling Commission to local authorities on this matter when it is published, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.



## Gambling Act 2005 - Statement of Principles

- 6.3 Should any protocols be established as regards information exchange with other bodies then they will be made available on the Council's web-site [www.portsmouth.gov.uk](http://www.portsmouth.gov.uk).
- 6.4 Discussions with the Gambling Commission and LACORS as regards information exchange between the Commission and local authorities are, at the time of writing, at an early stage.

## 7.0 Compliance and Enforcement

---

7.1 Licensing authorities are required by regulation under the Act to state the principles 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 principles are that:

It will be guided by the Gambling Commission's Guidance for local authorities and will endeavour to be:

- **Proportionate:** intervention only when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
- **Accountable:** decisions must be justified, and 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:** focused on the problem, and minimise side effects.

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

7.4 The Licensing Authority will also, as recommended by the Gambling Commission's Guidance for local authorities, adopt a risk-based inspection programme. Whilst the Gambling Commission's Guidance suggests that the criteria the authority will utilise in this respect are included in this statement, this has not been possible. [At the time of writing the Gambling Commission has not published its risk criteria, nor are the regulations such as mandatory/default conditions published, nor Codes of Practice. LACORS is working with the Gambling Commission to produce a risk model for premises licences and this authority will consider that model once it is made available].

7.5 The main enforcement and compliance role for the Licensing Authority 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 operator and personal licences it issues. It should also be noted that concerns about the manufacture, supply or repair of gaming machines will not be dealt with by the Licensing Authority but will be notified to the Gambling Commission.

## Gambling Act 2005 - Statement of Principles

- 7.6 The Licensing Authority will 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 Having regard to the principle of transparency, the Licensing Authority enforcement/compliance protocols/written agreements will be available on request to the licensing section. Our risk methodology will also be available on request.

## 8.0 The Licensing Authority Functions

---

8.1 The Licensing Authority will:

- Be responsible for the licensing of premises where gambling activities are to take place by issuing *Premises Licences*
- Issue *Provisional Statements*
- Regulate *members' clubs* and *miners' welfare institutes* who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits
- Issue *Club Machine Permits* to *Commercial Clubs*
- Grant permits for the use of certain lower stake gaming machines at *unlicensed Family Entertainment Centres*
- Receive notifications from alcohol licensed premises (under the Licensing Act 2003) of the use of two or fewer gaming machines
- Issue *Licensed Premises Gaming Machine Permits* for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where more than two machines are required
- 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 The Licensing Authority will not be involved in licensing remote gambling. This will fall to the Gambling Commission via Operator Licences.

8.3 The Gambling Commission has recommended that licensing authorities include a list of licensable activities in their policy statements. [LACORS has requested a definitive list from the Gambling Commission and this will be incorporated into this policy statement once provided].

## PART B – Premises Licences

---

### 9.0 General Principles

---

- 9.1 Premises licences will be subject to the requirements set out in the Act and regulations, as well as specific mandatory and default conditions which will be 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.
- 9.2 The Licensing Authority will 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 Commission;
  - reasonably consistent with the licensing objectives; and
  - in accordance with this statement of licensing policy.
- 9.3 The Licensing Authority appreciates that as per the Gambling Commission's Guidance "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 – (pages 16 & 17) and also that unmet demand is not a criterion for the Licensing Authority.

#### **Definition of "premises"**

- 9.4 Premises is defined in the Act as "at 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.
- 9.5 The Licensing Authority takes particular note of the Gambling Commission's Guidance for local authorities which states that:
- licensing authorities should take particular care in considering applications for multiple licences for a building and those relating to a discreet part of a building used for other (non-gambling) purposes. In particular they should be aware that entrances and exits from parts of a building covered by one or more licences should be separate and

## **Gambling Act 2005 - Statement of Principles**

identifiable so that the separation of different premises is not compromised and that people do not “drift” into a gambling area.

- Licensing authorities should pay particular attention to applications where access to the licensed premises is through other premises (which themselves may be licensed or unlicensed). Clearly, there will be specific issues that authorities should consider before granting such applications, for example, whether children can gain access; compatibility of the two establishments; and ability to comply with the requirements of the Act. But, in addition, an overriding consideration should be whether, taken as a whole, the co-location of the licensed premises with other facilities has the effect of creating an arrangement that otherwise would, or should, be prohibited under the Act.

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

### **Location**

9.7 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 can. As per the Gambling Commission’s guidance, this authority will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder. Should any specific policy be decided upon as regards areas where gambling premises should not be located, this 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.

### **Duplication with other regulatory regimes**

9.8 The Licensing Authority will seek to avoid any duplication with other statutory/regulatory systems where possible, including planning. This authority will not consider whether a licence application is likely to be awarded planning permission or building regulations approval, in its consideration of it. It will 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.

## 10.0 The Licensing Objectives

---

- 10.1 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 local authorities and some comments are made below:

**Preventing Gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime;**

- 10.2 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. Thus, where an area has known high levels of organised crime, this authority will consider carefully whether gambling premises are suitable to be located there and whether conditions may be suitable such as the provision of door supervisors. 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.

**Ensuring that gambling is conducted in a fair and open way;**

- 10.3 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 – pages 18 – 20.

**Protecting children and other vulnerable persons from being harmed or exploited by gambling;**

- 10.4 The Licensing Authority has noted that the Gambling Commission's Guidance for local 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. Appropriate measures may include supervision of entrances/machines, segregation of areas etc.
- 10.5 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.
- 10.6 As regards the term "vulnerable persons" it is noted that the Gambling Commission is not seeking to offer a definition but states that "it will, for

## **Gambling Act 2005 - Statement of Principles**

regulatory purposes, assume that this group includes people who gamble more than they want to; people who gamble beyond their means; and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, alcohol or drugs.” The Licensing Authority will consider this licensing objective on a case-by-case basis. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.

### **11.0 Conditions on premises licences**

---

11.1 The Licensing Authority will ensure that any conditions imposed are proportionate to the circumstances which they are seeking to address, and will ensure that any premises licence conditions are:

- 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 respect

11.2 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, 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 way in which the licensing objectives can be met effectively.

11.3 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:

- supervision of entrances;
- segregation of gambling from non-gambling areas frequented by children;
- 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.

11.4 The Licensing 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;

## **Gambling Act 2005 - Statement of Principles**

- the area where these machines are located is arranged so that it can be observed by the staff or the licence holder; and
- at the entrance to and inside any such areas there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

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

- 11.5 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 endure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.
- 11.6 It is noted that there are conditions which the Licensing Authority cannot attach to premises licence which are:
- any condition on the premises licence which makes it impossible to comply with an operating licence condition;
  - conditions relating to gaming machine categories, numbers, or methods of operation;
  - conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated); and
  - conditions in relation to stakes, fees, winnings or prizes

### **Door Supervisors**

- 11.7 The Gambling Commission advises in its Guidance for local authorities that licensing authorities may consider whether there is a need for door supervisors in terms of the licensing objectives of protection of children and vulnerable persons from being harmed or exploited by gambling, and also in terms of preventing premises becoming a source of crime. It is noted though that the door supervisors at casinos or bingo premises cannot be licensed by the Security Industry Authority (SIA).
- 11.8 For premises other than casinos and bingo premises, operators and licensing authorities may decide that supervision of entrances/machines is appropriate for particular cases but it will need to be decided whether these need to be SIA licensed or not. It will not be automatically assumed that they need to be.

## 12.0 Other legislation

---

- 12.1 The Licensing Authority will not take into account matters not related to gambling and the licensing objectives when considering an application for a premises licence. However, it is for the operator to ensure that premises comply with all other relevant legislation such as fire safety, food safety and health & safety. It should be noted that these examples are not exhaustive, and applicants must ensure that they comply with all other regulatory regimes in respect of their employees and the public.
- 12.2 So far as is possible, this statement of policy will avoid duplicating those other regulatory regimes.

## 13.0 Adult Gaming Centres (AGC)

---

- 13.1 The Licensing Authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure, for example, that persons under the age of 18 do not have access to the premises.
- 13.2 The Licensing Authority will expect 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
  - Physical separation of areas
  - Location of entry
  - Notices/signage
  - Specific opening hours
  - Self-barring schemes
  - Provision of information leaflets/helpline numbers for organisations such as GamCare.

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

## 14.0 Licensed Family Entertainment Centres

---

- 14.1 The Act creates two classes of family entertainment centre (FEC). Licensed FECs can provide category C and D machines and require a premises licence. Unlicensed family entertainment centres provide category D machines only and are regulated through FEC gaming machine permits.



## **Gambling Act 2005 - Statement of Principles**

- 14.2 The Licensing Authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that persons under the age of 18 do not have access to the adult only gaming machine areas.
- 14.3 The Licensing Authority will expect 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
  - Physical separation of areas
  - Location of entry
  - Notices/signage
  - Specific opening hours
  - Self-barring schemes
  - Provision of information leaflets/helpline numbers for organisations such as GamCare
  - 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.

- 14.4 The Licensing Authority will refer to any conditions applied by the Gambling Commission 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 when published.

## **15.0 Casinos**

---

### **No Casinos resolution**

- 15.1 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.
- 15.2 This resolution will be reviewed at three yearly intervals or sooner should the circumstances warrant a revision of the resolution.
- 15.3 Any such decision will be made by the Full Council.

## Gambling Act 2005 - Statement of Principles

### Licence considerations/conditions

- 15.4 The Gambling Commission has stated that "further guidance will be issued in due course about the particular issues that licensing authorities should take into account in relation to the suitability and layout of casino premises" (Gambling Commission Guidance for local authorities - 17.30). This guidance will be considered by the Licensing Authority when it is made available.

### Betting machines

- 15.5 The Licensing Authority will, as per the Gambling Commission's Guidance, take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

## 16.0 Bingo premises

---

- 16.1 The Licensing Authority has noted that if children are allowed to enter premises licensed for bingo that they do not participate in gambling, other than on category D machines. Where category C or above machines are available in premises to which children are admitted the Licensing Authority will ensure that:

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

- 16.2 The Licensing Authority is also aware that the Gambling Commission is going to issue further guidance about the particular issues that licensing authorities should take into account in relation to the suitability and layout of bingo premises. This guidance will be considered by the Licensing Authority once it is made available.

## 17.0 Betting premises

---

- 17.1 **Betting machines** – The Licensing Authority will, in accordance with the Gambling Commission's Guidance, take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young

## **Gambling Act 2005 - Statement of Principles**

persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

### **18.0 Tracks**

---

- 18.1 Tracks are sites (including horse racecourses and dog tracks) where races or other sporting events take place. Betting is a major gambling activity on tracks, both in the form of pool betting (often known as the “totalisator” or “tote”), and also general betting, often known as “fixed-odds” betting.
- 18.2 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. 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.
- 18.3 The Licensing 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.
- 18.4 The Licensing Authority will expect 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
  - Physical separation of areas
  - Location of entry
  - Notices / signage
  - Specific opening hours
  - Self-baring schemes
  - Provision of information leaflets / helpline numbers for organisations such as GamCare

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

#### **Gaming machines**

- 18.5 Further guidance from the Gambling Commission is awaited as regards where such machines may be located on tracks and any special considerations that

## **Gambling Act 2005 - Statement of Principles**

should apply in relation, for example, to supervision of the machines and preventing children from playing them. The Licensing Authority will consider the location of gaming machines at tracks, and applicants for track premises licences will need to demonstrate that, where the applicant holds a pool betting operating licence and is going to use his entitlement to four gaming machines, these machines are located in areas from which children are excluded. Children and young persons are not prohibited from playing category D gaming machines on a track.

### **Betting machines**

- 18.6 The Licensing Authority will take into account the size of the premises and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer. It will also take note of the Gambling Commission's suggestion that licensing authorities will want to consider restricting the number and location of such machines in respect of applications for track betting premises licences.

### **Condition on rules being displayed**

- 18.7 The Gambling Commission has advised in its Guidance for local authorities that *"...licensing authorities should attach a condition to track premises licences requiring the track operator to ensure that the rules are prominently displayed in or near the betting areas, or that other measures are taken to ensure that they are made available to the public. For example, the rules could be printed in the race-card or made available in leaflet form from the track office."*

### **Applications and plans**

- 18.8 The Licensing Authority awaits regulations setting out any specific requirements for applications for premises licences but will have regard to the Gambling Commission's suggestion that to ensure that licensing authorities gain a proper understanding of what they are being asked to license they should, in their licensing policies, set out the information that they will require.

This will include:

- detailed plans for the racetrack itself and the area that will be used for temporary "on-course" betting facilities (often known as the "betting ring")
  - in the case of dog tracks and horse racecourses plans should show fixed and mobile pool betting facilities operated by the Tote or track operator, as well as any other proposed gambling facilities.
  - Plans should make clear what is being sought for authorisation under the track betting premises licence and what, if any, other areas are to be subject to a separate application for a different type of premises licence."
- 18.9 The Licensing Authority also notes that in the Commission's view, it would be preferable for all self-contained premises operated by off-course betting operators on track to be the subject of separate premises licences, to ensure that there is clarity between the respective responsibilities of the track operator

## **Gambling Act 2005 - Statement of Principles**

and the off-course betting operator running a self-contained unit on the premises.

### **19.0 Travelling Fairs**

---

- 19.1 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.
- 19.2 The Licensing Authority will also consider whether the applicant falls within the statutory definition of a travelling fair.
- 19.3 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 which crosses our boundaries is monitored so that the statutory limits are not exceeded.

### **20.0 Provisional Statements**

---

- 20.1 The Licensing Authority notes the Guidance for the Gambling Commission which states that “It is a question of fact and degree whether premises are finished to a degree that they can be considered for a premises licence” and that “Requiring the building to be complete ensures that the authority could, if necessary, inspect it fully”.
- 20.2 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 objectors at the provisional stage;  
or
  - b) which, in the authority’s opinion, reflect a change in the operator’s circumstances.
- 20.3 The Licensing Authority has noted the Gambling Commission’s Guidance that “A licensing authority should not take into account irrelevant matters... One example of an irrelevant matter would be the likelihood of the applicant obtaining planning permission or building regulations approval for the proposal.”

## 21.0 Reviews of premises licences

---

- 21.1 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, as well as consideration as to whether the request is frivolous, vexatious, will certainly not cause the authority to wish alter/revoke/suspend the licence, or whether it is substantially the same as previous representations or requests for review:
- In accordance with any relevant code of practice issued by the Gambling Commission;
  - In accordance with any relevant guidance issued by the Gambling Commission;
  - Reasonably consistent with the licensing objectives; and
  - In accordance with the Licensing Authority's statement of principles.
- 21.2 The Licensing Authority can also initiate a review of a licence on the basis of any reason which it thinks is appropriate.

## Part C – Permits/Temporary & Occasional Use Notices

---

### 22.0 Unlicensed Family Entertainment Centre Gaming Machine Permits

---

- 22.1 Where a premises does not hold a premises licence and wishes to offer only 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 (Section 238).
- 22.2 The Gambling Act 2005 states that a Licensing Authority may prepare a statement of principles 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 Gambling Commission under Section 25. The Gambling Commission's Guidance for local authorities also states: "In their three year licensing policy statement, licensing authorities may include a statement of principles for permits..., licensing authorities will want to give weight to child protection issues." (24.6)
- 22.3 The Guidance also states: "...An application for a permit may be granted only if the Licensing Authority is satisfied that the premises will be used as an unlicensed FEC, and if the Chief Officer of Police has been consulted on the application.
- 22.4 The Licensing Authority cannot attach conditions to this type of permit.
- 22.5 The Licensing Authority will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will each be considered on their merits, however, they may include the following:
- appropriate measures / training for staff as regards suspected truant school children on the premises,
  - measures / training covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on / around the premises.
- 22.6 The Licensing Authority will also expect that

## Gambling Act 2005 - Statement of Principles

- applicants demonstrate a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs;
- that the applicant has no relevant convictions (those that are set out in Schedule 7 of the Act); and
- that staff are trained to have a full understanding of the maximum stakes and prizes.

### 23.0 (Alcohol) Licensed premises gaming machine permits

---

23.1 There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, to automatically have 2 gaming machines, of categories C and/or D. The premises merely need to notify the Licensing Authority. The Licensing Authority can remove the automatic authorisation in respect of any particular premises if:

- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;
- gaming has taken place on the premises that breaches a condition of section 282 of the Gambling Act (i.e. that written notice has been provided to the licensing authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with)
- the premises are mainly used for gaming; or
- an offence under the Gambling Act has been committed on the premises

23.2 If a premises wishes to have more than 2 machines, then it needs to apply for a permit and the Licensing Authority must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission, and “*such matters as they think relevant.*”

23.3 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 being harmed or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that persons under the age of 18 do not have access to the adult only gaming machines. Measures which will satisfy the authority 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 persons under the age of 18;
- Notices and signage; and
- Provision of information leaflets/helpline numbers for organisations such as GamCare.

23.4 The Licensing Authority recognises that some alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such



## **Gambling Act 2005 - Statement of Principles**

application would most likely need to be applied for, and dealt with as an Adult Gaming Centre premises licence.

- 23.5 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.
- 23.6 It should also be noted that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine.

## **24.0 Prize Gaming Permits**

---

- 24.1 In making its decision on an application for this permit the Licensing Authority does not need to have regard to the licensing objectives but must have regard to any Gambling Commission guidance.
- 24.2 The applicant should set out the types of gaming that he or she is intending to offer and 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
- 24.3 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.

## **25.0 Club Gaming and Club Machines Permits**

---

- 25.1 Members Clubs and Miners' welfare institutes (but not Commercial Clubs) may apply for a Club Gaming Permit or a Clubs Gaming machines permit. The Club Gaming Permit will enable the premises to provide gaming machines (3

## **Gambling Act 2005 - Statement of Principles**

machines of categories B, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations. A Club Gaming Machine permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).

- 25.2 Members clubs must have at least 25 members and be established and conducted “wholly or mainly” for purposes other than gaming, unless the gaming is permitted by separate regulations. It is anticipated that this will cover bridge and whist clubs which will replicate the position under the Gaming Act 1968. A members’ club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men’s clubs, branches of Royal British Legion and clubs with political affiliations.
- 25.3 The Licensing Authority 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
- 25.4 There is a ‘fast-track’ procedure available under the Act for premises which hold a Club Premises Certificate under the Licensing Act 2003. Under the fast-track procedure there is no opportunity for objections to be made by the Gambling 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.”
- 25.5 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.

## **26.0 Temporary Use Notices**

---

- 26.1 There are a number of statutory limits as regards Temporary Use Notices. It is noted that it falls to The Licensing Authority to decide what constitutes a ‘set of

## **Gambling Act 2005 - Statement of Principles**

premises' where Temporary Use Notices are received relating to the same building/site.

- 26.2 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 will look at, amongst other things, the ownership/occupation and control of the premises.
- 26.3 This is a new permission and the Licensing Authority will consider objecting 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.

## **27.0 Occasional Use Notices**

---

- 27.1 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 need though to consider the definition of a ‘track’ and whether the applicant is permitted to avail him/herself of the notice.

## Part D – Other Information

---

### 28.0 Rights of appeal and judicial review

---

- 28.1 The Licensing Authority is aware that its decisions may be subject to an appeal in accordance with the provisions of the Act and judicial review. It also recognises that failure to give reasons for a decision may compel a person to appeal. The Licensing Authority will:
- give clear and comprehensive reasons for a rejection of an application where there is a requirement in the Act to do so; and
  - wherever practicable, as best practice, give clear and comprehensive reasons for all decisions connected to its functions under the Act, regardless of whether there is a requirement under the Act to do so.
- 28.2 An appeal has to be commenced by the giving of a notice of appeal by the appellant to the local magistrates' court within a period of 21 days beginning with the day on which the appellant was notified by the Licensing Authority of the decision to be appealed against.
- 28.3 Any person who wishes to pursue an appeal is strongly advised to seek independent professional legal advice from a legal advisor who specialises in the law on gambling.

### 29.0 Other matters

---

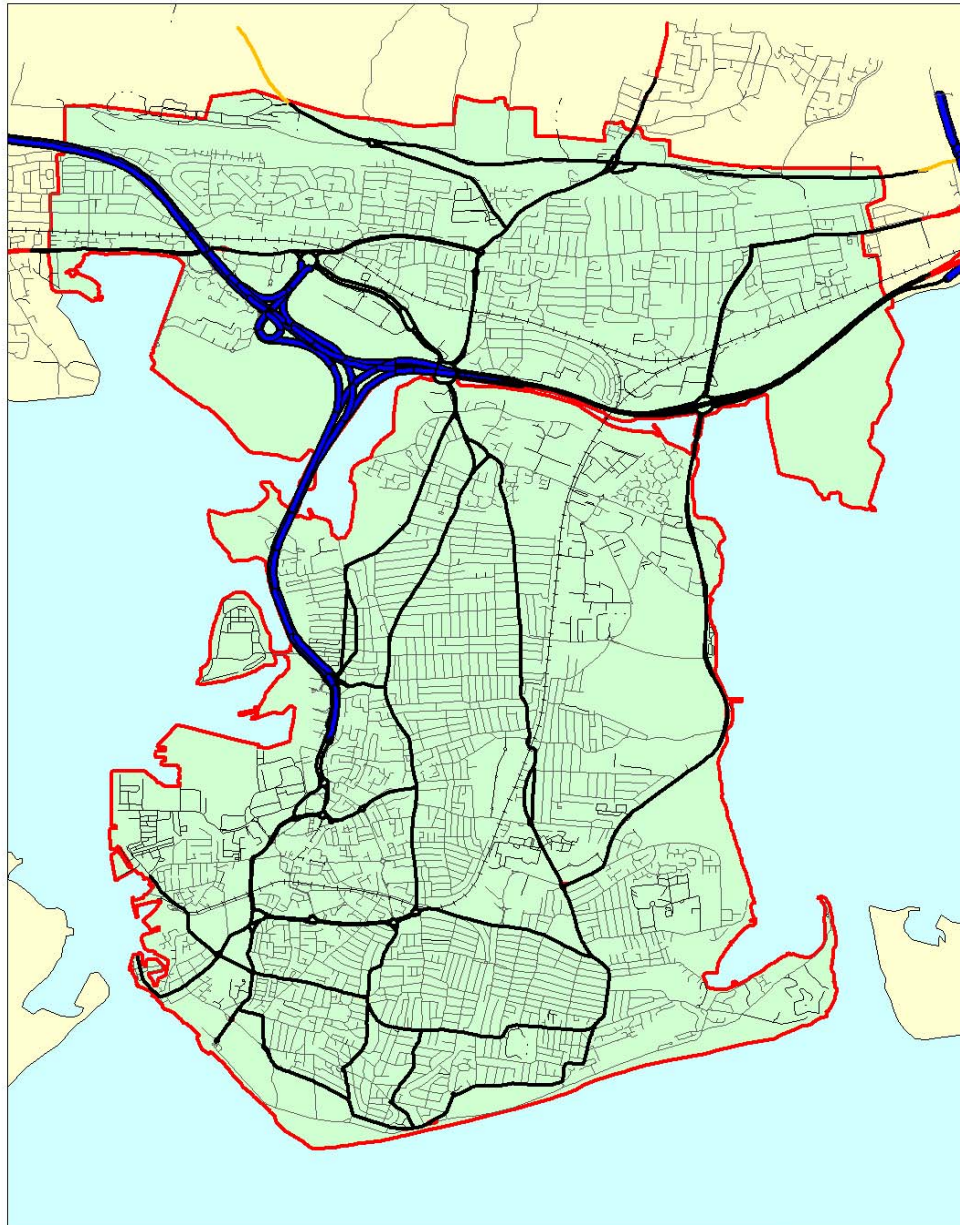
- 29.1 In order to ensure that applicants and persons who make representations have the necessary information to be able to do so, the information below will be available on the Council's web site ([www.portsmouth.gov.uk](http://www.portsmouth.gov.uk)) or by contacting the Licensing Section at Portsmouth City Council:
- Register of premises licences issued by The Licensing Authority
  - Fees
  - Guidance on how to make an application
  - List of responsible authorities and contact details
  - Application forms, where appropriate
  - Making representations
  - Applying for a review of a licence



## 30.0 The Licensing Authority Delegations

---

Matter to be dealt with	Full Council	Sub-Committee of Licensing Committee	Officers
Three year licensing policy	X		
Policy not to permit casinos	X		
Fee setting (when appropriate)			X
Application for premises licence		Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Application for a variation to a premises licence		Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Application for a transfer of a premises licence		Where representations have been received from the Commission	Where no representations received from the Commission
Application for a provisional transfer		Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Review of a premises licence		X	
Application for club gaming/ club machine permits		Where objections have been made (and not withdrawn)	Where no objections made/ objections have been withdrawn
Cancellation of club gaming/ club machine permits		X	
Applications for other permits			X
Cancellation of licensed premises gaming machine permits			X
Consideration of temporary use notice			X
Decision to give a counter notice to a temporary use notice		X	

# APPENDIX A – MAP OF PORTSMOUTH AREA



 <p>Portsmouth CITY COUNCIL</p>	<b>Title:</b> <b>PORTSMOUTH CITY COUNCIL ADMINISTRATIVE AREA</b>		<b>Drawing No.:</b>
	<b>Prepared by:</b> DIRECTORATE OF ENVIRONMENT & TRANSPORT <b>Section:</b> INFORMATION SERVICES GROUP <b>On behalf of:</b> LICENSING OFFICE <b>Workspace:</b>		<b>Scale:</b> 1:54000 <b>Drawn by:</b> 141eepr <b>Checked by:</b> 22/06/2008
<small>Based or reproduced from Ordnance Survey 1:1250 Base Map with the permission of HMSO © Crown copyright reserved. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence No. 100019671</small>			

## APPENDIX B – LIST OF CONSULTEES

---

Details to be inserted on final draft document.

## APPENDIX C – GLOSSARY OF TERMS

---

Details to be inserted on final draft document.