

# STATEMENT OF PRINCIPLES FOR GAMBLING

**Under Section 349 of the Gambling Act 2005  
EFFECTIVE 28 April 2025 to 27 April 2028**

## Statement of Licensing Policy

### Chapter 1: Overview and Introduction

1. This Statement of Licensing Policy sets out the principles under the Gambling Act 2005 ("the Act") that the London Borough of Redbridge proposes to apply in discharging its functions to licence premises for gambling effective from 28 April 2025. This Policy will be kept under review, and it will be amended accordingly where significant issues arise that make change necessary but, in any case, within 3 years of the date of this Policy. In preparing a statement or revision the licensing authority shall consult with our partners, trade associations and residents, who appear to the authority to represent the interests of persons carrying on gambling businesses in Redbridge as well as anyone who appears to represent the interests of persons who are likely to be affected by the exercise of the authority's functions under the Act. Any representations received will be considered at that time. However, where updates are required due to changes in national legislation, statutory guidance or contact details the council reserves the right to amend this policy without consultation where it is necessary to ensure the policy reflects national legislation or statutory guidance.
2. The London Borough of Redbridge Council will, through the licensing process and the decisions it takes endeavour to make Redbridge a safe and welcoming place for both residents and visitors to enjoy.
3. Definitions Used in this Policy can be found in Appendix 4.

### Introduction

4. The Gambling Act 2005, requires the Council acting as the licensing authority to prepare, consult on and publish a Statement of Principles it proposes to apply when exercising its licensing functions under the Act. The form of the Statement of Principles is set out in the Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales) Regulations 2006 and further guidance on what should be contained in the Statement of Principles can be found in the Gambling Commission's Guidance to Licensing Authorities.
5. The Gambling Commission's Guidance to Licensing Authorities may be accessed on the Internet via: Guidance to licensing authorities – Gambling Commission that was last updated on 11 April 2023. The Commission works in partnership with licensing authorities to regulate gambling. In doing so, the Commission will tend to focus on operators and issues of national or regional significance, and licensing authorities will take the lead on regulating gambling locally.
6. The Licensing Authority aims to work with local businesses to reduce the risk to the licensing objectives to acceptable levels. The Act does not envisage regulation by the Licensing Authority being aimed at preventing legitimate gambling. The Licensing Authority has a legal duty to aim to permit gambling, in so far as it is reasonably consistent with the pursuit of the licensing objectives. The effect of this

duty is that the Licensing Authority shall approach its functions in a way that seeks to regulate gambling by using its powers, for example, powers to attach conditions to licences, to moderate its impact on the licensing objectives rather than by starting out to prevent it altogether.

## **Purpose and Scope**

7. The aims of the Statement of Licensing Principles are to:
  - inform licence applicants how this Authority will make licensing decisions and how licensed premises are likely to be able to operate within its area.
  - set out how the Authority intends to support responsible operators and take effective actions against irresponsible operators.
  - inform residents, business and licensed premises users, the protections afforded to the local community within the Act and by this Authority.
  - support the Authority in making licensing decisions.

## **Objectives**

8. In exercising most of its functions under the Gambling Act 2005 the Council, as the Licensing Authority, must have regard to the following licensing objectives:
  - Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime;
  - Ensuring that gambling is conducted in a fair and open way;
  - Protecting children and other vulnerable persons from being harmed or exploited by gambling. It should be noted that the Gambling Commission has stated: "The requirement in relation to children is explicitly to protect them from being harmed or exploited by gambling".
9. The Licensing Authority has a duty to pursue the licensing objectives, and we expect gambling business to deliver them.

## **Overview**

10. The Licensing Authority is required by virtue of section 153 of the Act to aim to permit gambling in so far as it is (a) in accordance with the Gambling Commission's Licence Conditions and Codes of Practice; (b) in accordance with the Gambling Commission's Guidance to Licensing Authorities that is in effect at the time the application is considered; (c) reasonably consistent with the licensing objectives and (d) in accordance with this Statement of Principles.  
<https://www.gamblingcommission.gov.uk/authorities/codes-of-practice>
11. The 'aim to permit' framework provides wide scope for licensing authorities to impose conditions on a premises licence, reject, review or revoke premises licences where there is an inherent conflict with the above relevant codes of practice, relevant guidance issued by the Commission, the licensing objectives or our own policy statement.
12. The Gambling Commission have the power to issue two types of Code of Practice. The first is a Social Responsibility Code, which must be followed and has the force of a licence condition. More information can be found here:

<https://www.gamblingcommission.gov.uk/licensees-and-businesses/guide/social-responsibility>

13. Secondly, the Gambling Commission has produced a document that sets out the Commission's general licence conditions and associated code of practice provisions (LCCP) under the Act. This document sets out
  - the suite of general conditions attached to operating licences
  - the principal code of practice, distinguishing between 'social responsibility' provisions and 'ordinary' provisions
  - the suite of general conditions attached to personal licences.
14. This document can be found via:  
<https://www.gamblingcommission.gov.uk/licensees-and-businesses/lccp/print>.
15. In exercising most of our functions under the Act the licensing authority shall have regard to the licensing objectives.
16. The Council consulted widely upon this revised Statement of Principles from 22 July 2024 to 31 October 2024. A list of persons consulted on the revised Statement are listed below.
17. The Act requires the following to be consulted in the revision of the statement:
  - the Chief Officer of Police;
  - people and bodies representing the interests of persons in gambling businesses in the area;
  - people and bodies who represent the interests of persons who are likely to be affected by the exercise of the authority's functions under the Act.
18. In reviewing this Statement of Principles, the Licensing Authority has had regard to the licensing objectives under the Act, the Guidance to Licensing Authorities issued by the Gambling Commission and to the responses arising from our consultation. All references to the Gambling Commission's Guidance relate to the 11 April 2023 revised edition. Should the Guidance be revised further and it is deemed necessary, then this Statement of Principles for Gambling will also be revised to reflect any future changes to the Guidance.

## **Responsible Authorities**

19. The policy of the Licensing Authority is that the 'responsible authority' in relation to the protection of children from harm under the Act will be then Council's Children and Families Services and, in particular, the Local Safeguarding Children Board's Manager of that Service in the London Borough of Redbridge.
20. The full list of Responsible Authorities for the London Borough of Redbridge are as follows:

**Metropolitan Police Licensing Team**  
[redbridgelicensing@met.police.uk](mailto:redbridgelicensing@met.police.uk)

**The London Fire Commissioner**  
[FSRAdmin@london-fire.gov.uk](mailto:FSRAdmin@london-fire.gov.uk)

**Licensing Authority Team**  
**London Borough of Redbridge**  
[licensing.authority@redbridge.gov.uk](mailto:licensing.authority@redbridge.gov.uk)

**Planning Service**  
**London Borough of Redbridge**  
[planning.admin@redbridge.gov.uk](mailto:planning.admin@redbridge.gov.uk)

**Children and Families**  
**London Borough of Redbridge**  
[Maura.brooks@redbridge.gov.uk](mailto:Maura.brooks@redbridge.gov.uk)

**Health & Safety Team**  
**London Borough of Redbridge**  
[healthandsafety@redbridge.gov.uk](mailto:healthandsafety@redbridge.gov.uk)

**The Gambling Commission**  
[info@gamblingcommission.gov.uk](mailto:info@gamblingcommission.gov.uk)

**HM Revenue and Customs**  
[nrubettinggaming@hmrc.gov.uk](mailto:nrubettinggaming@hmrc.gov.uk)

## **Fundamental Rights**

21. Under the terms of the Act any individual/company may apply for a variety of permissions and have their applications considered on their individual merits. Equally, any Interested Party or Responsible Authority has a right to make relevant representations on an application or to seek a review of a licence or certificate where provision has been made for them to do so in the Act.
22. Applicants and those making relevant representations in respect of applications to the Licensing Authority have a right of appeal to the Magistrates Court against the decisions of the Licensing Authority.

## **Interested Parties**

23. Interested parties are persons who may make representations to applications or apply to the Licensing Authority for the review of an existing licence. These parties are defined in section 158 of the Act as a person who:
  - (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).
24. The Licensing Authority is required by Regulations to state the principles it will apply in exercising its powers under the Act to determine whether a person is an interested party.

25. When determining whether a person is an interested party for the purposes of the Act, the Licensing Authority will not apply rigid rules but will treat each case on its merits.
26. In considering whether a person lives sufficiently close to a premises to be considered to be an interested party the following matters will be taken into account:
  - the size of the premises
  - the nature of the premises
  - the distance of the premises from the home or workplace of the person making the representation
  - the potential impact of the premises (numbers of customers, routes likely to be taken by those visiting the premises)
  - the circumstances of the person and nature of their interests, which may be relevant to the distance from the premises.
27. In determining whether a person or organisation "has business interests" this Authority, in accordance with the Commission's Guidance will adopt the widest possible interpretation and include trade associations, trades unions, partnerships, charities, faith groups and medical practices, as appropriate.
28. The Licensing Authority will regard bodies such as trade associations, trade unions, residents' and tenants' associations and professional advisors such as solicitors, barristers and consultants as capable of representing interested parties where they are satisfied that the interested party has asked for representation. The Licensing Authority will only regard representative bodies as interested parties in their own right if they have a member who can be classed as an interested person under the terms of the Act.
29. In principle, the Licensing Authority will allow any person to represent an interested party but will seek confirmation that the person genuinely represents the interested party. We will generally require evidence that a person/body (e.g. an advocate or relative) 'represents' an interested party. If persons representing interested parties are Councillors, Members of Parliament, then no specific evidence of being asked to represent an interested person will be required so long as they represent the area likely to be affected.
30. If individuals wish to approach their Ward Councillor to ask them to represent their views, then those councillors shall not sit on a Licensing Sub-Committee that meets to determine the licence application. If there are any doubts, then either interested parties or Councillors should contact the Licensing Service for advice.
31. Geographical Area Covered by this Statement of Principles: A map showing the geographical area covered by this Statement of Principles can be viewed at Appendix One (page 48)

## **List of Bodies Consulted on this Statement of Principles**

32. Before publishing the 2025 – 2028 Statement of Principles the Licensing Authority consulted with the following bodies including the relevant departments within Redbridge Council.

- British Amusement Catering Trade Association (BACTA)
- GambleAware
- GamCare
- The Gambling Commission
- London Fire and Emergency Planning Authority (LFEPA)
- Metropolitan Police
- Ilford BID
- Redbridge Community & Voluntary Services
- Redbridge Anti-Social Behaviour Team
- Redbridge Trading Standards Team
- Redbridge Planning Department
- Redbridge NELFT 0-19 Universal Children's Services
- Redbridge Public Health
- Operators of Betting Premises in Redbridge
- Operators of Adult Gaming Centres in Redbridge
- Operators of Family Entertainment Centres in Redbridge
- Operators of Bingo Premises in Redbridge
- Holders of Gaming Machine Permits in Redbridge
- Holders of Club Gaming Permits in Redbridge
- Holders of Club Machine Permits in Redbridge
- Redbridge Ward Members

## **Exchange of Information**

33. The Licensing Authority will act in accordance with the provisions of Section 350 of the Act in its exchange of information with the Gambling Commission.

34. Section 29 of the Act enables the Gambling Commission to require information from licensing authorities (including the manner in which it is compiled, collated and the form in which it is given), provided that it:

- forms part of a register maintained under the Act;
- is in the possession of the Licensing Authority in connection with a provision under the Act.

35. Section 350 of the Act allows licensing authorities to exchange information with other persons or bodies for use in the exercise of functions under the Act. These persons or bodies are:

- A constable or Police force
- An enforcement officer
- A licensing authority
- HMRC
- The First Tier Tribunal
- The Secretary of State
- Scottish Ministers

36. Information requests from such parties should be made to the Licensing Authority in writing, setting out clearly what information is required and the reason the information is required. The requirements of the General Data Protection Regulations (GDPR) and the Data Protection Act 2018 will be complied with. Freedom of Information requests can be submitted online at: <https://www.redbridge.gov.uk/have-your-say/freedom-of-information/about-freedom-of-information/>
37. The Licensing Authority will also have regard to Guidance issued by the Gambling Commission to local authorities as well as any relevant regulations issued by the Secretary of State under the powers provided for in the Act.

## **Enforcement and Inspection**

38. The primary aim of enforcement is to achieve compliance. Though enforcement may be taken to mean the formal approach, it may also include advice and support to business to achieve compliance. The Licensing Authority will investigate complaints against licensed premises in relation to matters for which it has responsibility.
39. Inspections will be carried out on a risk rated basis. New premises, premises under new management and premises where complaints have been received or intelligence received relevant to the licensing objectives will attract a higher risk rating. Premises located in areas where there have been incidents of crime affecting or relating to gambling premises, or where the premises themselves have been the victims or involved in such crime, shall also attract a higher risk rating.
40. Compliance may be achieved through encouraging a sense of community, improved communication, and proactive work with licensees and businesses. Such proactive work may include project work, giving advice and information, and initiatives that educate, inform and encourage partners and stakeholders to work together efficiently and effectively. The principal objective in taking a holistic approach to managing the night-time economy is to prevent problems from occurring before they begin.
41. However, it is recognised that such aims cannot always be achieved, and that active enforcement of the law may be the only effective means of securing compliance. To this end the following enforcement options are available to the Licensing Authority:
- verbal or written advice
  - verbal warning
  - written warning
  - mediation between licensees and interested parties
  - licence review
  - simple caution
  - prosecution
42. These actions are not mutually exclusive, and it may be that one course of action follows another, depending on the individual circumstances.
43. The Licensing Authority operates a partnership approach to dealing with enforcement matters concerning licensed premises. This may include working with



the Police or any of the other responsible authorities under the Act or working with colleagues from other Council departments or outside agencies.

44. The Licensing Authority Enforcement Team is part of the Council's Community Protection & Licensing Service. The Service has an enforcement policy under which all its monitoring and enforcement practices operate. This enforcement policy follows the principles of The Regulators' Code issued by the Secretary of State. A copy of our Enforcement Policy can be obtained by contacting [licensing.authority@redbridge.gov.uk](mailto:licensing.authority@redbridge.gov.uk)
45. One of the key mechanisms the Licensing Authority and its partners use to manage alcohol related crime and disorder and public nuisance in licensed premises is the weekly Problem-Solving Group (PSG). This consists of representatives from various agencies and departments. Meetings are operationally focussed, and partners provide and share intelligence in the form of crime, complaints and any other relevant information. The PSG determine which agency or team is best equipped to deal with the particular problem and create a task. The outcomes from that task are reported back to the group at the following meeting and appropriate further action taken if necessary.
46. The Licensing Authority needs to be satisfied premises are being run in accordance with the provisions of the Act, the licensing objectives, any licence conditions or codes of practice issued by the Gambling Commission and any conditions attached to the Premises Licence or permit. To achieve this, the Licensing Authority Enforcement Team will inspect premises, meet with licence holders and carry out general monitoring of areas as necessary.
47. Inspection and enforcement under the Act will be based on the principles of risk assessment, a graduated response and the targeting of problem premises. The frequency of inspections will be determined on risk-based criteria with high-risk operations receiving more attention than premises carrying lower risk. Premises found to be fully compliant will attract a lower risk rating. Those where breaches are detected will attract a higher risk rating.
48. The Licensing Authority will take appropriate enforcement action against those responsible for unlicensed premises/activity. Action will be carried out in accordance with the Enforcement Policy.
49. Before deciding which course of action to take, the Licensing Authority shall consider the following matters:
  - the history of the premises
  - the history of the offender
  - the offender's attitude
  - the circumstances of the offence
  - whether the offender has a statutory defence to the allegations
  - the impact or potential impact of the breach on the public
  - the quality of the evidence against the offender
  - the likelihood of achieving success in a prosecution
  - the likely punishment that will be incurred if the case goes to Court
  - whether the course of action proposed is likely to act as a deterrent

- whether the course of action, if it is publicised, is likely to have a
  - beneficial effect on the behaviour of others.
50. The Licensing Authority will be guided by the Gambling Commission's Guidance for Local Authorities.
51. The Licensing Authority will have regard to the Human Rights Act when considering any licensing issues, and particularly in respect of the way in which applications are considered and enforcement activities are carried out. The Licensing Authority will operate within the principles of natural justice. This includes, in particular:
- Every person is entitled to the peaceful enjoyment of his possession a licence is a possession in law and persons may not be deprived of their possessions except where it is in the public interest;
  - Every person is entitled to a fair hearing.
  - The Licensing Authority Enforcement Team are committed to the principles of good regulation as set out in the Regulators Code. We will endeavour to understand and minimise negative economic impacts of our regulatory activities and to encourage and promote compliance.
52. This means our inspection and enforcement activities will be carried out in a way that is:
- Proportionate: only intervening when necessary. Remedies will be appropriate to the risk posed, and costs identified and minimised;
  - Accountable: able to justify our decisions, and be subject to public scrutiny;
  - Consistent: implementing rules and standards fairly in a joined-up way;
  - Transparent: acting in open way, and keeping conditions placed on Premises Licences simple and user friendly.
  - Targeted: focusing on the problems and aiming to minimise the side effects.
53. The Gambling Act 2005 permits the advertising of gambling in all forms, if it is legal and there are adequate protections in place to prevent such advertisements undermining the licensing objectives. The Advertising Standards Authority (ASA) is the UK's independent regulator of advertising. It enforces the UK Advertising Codes (the Codes), written by the Committees of Advertising Practice. The Codes cover the content and placement of advertising and are designed to ensure that advertisements for gambling products are socially responsible, with particular regard to the need to protect children, young persons under 18 and other vulnerable persons from being harmed or exploited. The Codes also require that advertisements for gambling products or services do not mislead. Any complaint about the content and placement of advertising or marketing communications should be sent directly to the ASA.

## **The Council's Functions**

54. Councils, when acting as Licensing Authorities are required under the Act to:
- license 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 the prescribed thresholds;
- issue Prize Gaming Permits;
- receive and endorse Temporary Use Notices;
- receive Occasional Use Notices for betting at tracks;
- provide information to the Gambling Commission regarding details of licences, permits and other permissions issued and maintain registers of the permits and licences that are issued under these functions.

55. Councils are not involved in licensing remote gambling, which is the responsibility of the Gambling Commission via Operating Licences.

### **Duplication with Other Regulatory Regimes**

56. The Licensing Authority will seek to avoid duplication with other statutory and regulatory regimes where possible, including planning. The Licensing Authority will not consider planning permission or building regulations approval when making decisions under the Gambling Act. Nor will it regard the granting of a licence, permit or permission as fettering the Council's ability to consider planning applications independently on their planning merits.

### **Gambling Prevalence and Problem Gambling**

57. The Gambling Commission released statistics on participation and problem gambling. It provides information about young people's participation in different types of gambling and the prevalence of problem gambling. Problem gambling is gambling to a degree that compromises, disrupts or damages family, personal or recreational pursuits. <https://www.gamblingcommission.gov.uk/statistics-and-research/collection/young-people-and-gambling>
58. Those from Black Asian and minority ethnic backgrounds emerged as a key group at risk of the experience of gambling-related harm. <https://www.gamblingcommission.gov.uk/blog/post/a-look-at-gambling-behaviours-among-black-and-minority-ethnic-communities>
59. In academic research literature identifies that opportunities to gamble tend to be higher in deprived areas (Evans and Cross, 2021 [https://www.abrdrn.com/docs?editionId=c8d6f9b5-1c8b-4b97-9bb4-c3099938f737#:~:text=As%20of%20November%202020%2C%2021,in%20the%20le](https://www.abrdrn.com/docs?editionId=c8d6f9b5-1c8b-4b97-9bb4-c3099938f737#:~:text=As%20of%20November%202020%2C%2021,in%20the%20least%20deprived%20decile.)ast%20deprived%20decile.). This is shown the Local Area Profile for Redbridge, with the highest concentrations of gambling premises being located in the most deprived areas of the borough, the areas which also have the highest levels of unemployment and households receiving Universal Credit. These premises also are

shown to cluster in the most deprived areas, with higher density and proximity to the residents of these areas.

60. The research shows that proximity to higher density areas results in higher rates of gambling behaviours and harms suffered by residents. Residents living within 0.7 km of a gambling venue were twice as likely to be problem gamblers as those living more than 3.1kms away (Pearce et al 2008). In particular younger people are affected by proximity and density, one study found that for 18–21-year-olds the likelihood of developing gambling problems increased by 39% for every additional gambling premises in their local area (Welte et al 2009).
61. The Authority is aware of the increased risks shown in the academic literature and expect applicants to carefully consider how these risks can be addressed and ameliorated through their operating schedules and premises management practice.
62. The charity GamCare, set up to help problem gamblers and their families, state that problem gambling can have a detrimental effect on personal finances as the attempt to chase losses becomes unmanageable. As well as spending wages, savings and spare cash, debts can also be a feature of problem gambling as a result of borrowings and loans to cover gambling losses. Problem gambling can be progressive in nature and problem gamblers can end up engaging in criminal activity to fund their gambling. This can lead to lifelong consequences with criminal convictions. <https://www.gamcare.org.uk/about-us/our-model-of-care/>

## **Other Considerations**

### ***Location:***

63. The Licensing Authority is aware that issues of demand for gambling premises 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 Licensing 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.
64. The Licensing Authority will give careful consideration to premises located close to:
  - Schools
  - Youth clubs
  - Recreational areas, particularly those catering for young persons
  - Establishments providing care for children and young adults
  - Establishments providing care for persons with learning difficulties or mental health issues
  - Establishments used or occupied by gambling addicts
  - Establishments used or occupied by those in substance misuse treatment
  - Establishments likely to attract or house population groups likely to be vulnerable to risk of problematic gambling.
65. The Licensing Authority expects that applicants for gambling licenses take these matters into account and address how they will approach these and limit any

potential negative impacts in their operating schedules and their licence applications.

66. It should be noted that any such policy does not preclude any application being made and each application will be decided on its merits, and operators are encouraged to provide information in their application that demonstrates they have existing policies and procedures to mitigate any risks.
67. Applicants will be expected to prepare risk assessments based on the location and identify risk controls (taking account of the local area risk profile produced by the Licensing Authority), the type of gambling operation and the design of the premises. For further details see the separate Local Area Profile document attached to this Policy.
68. The Licensing Authority will in all cases consider what measures may be needed to mitigate risk to the licensing objectives. In doing so it will take account of the information provided in the application by the operator, the local area profile, the risk assessment and whether any additional conditions are required to mitigate risk by reference to the LCCP produced by the Gambling Commission.

### **Planning:**

69. The Gambling Commission Guidance to Licensing Authorities states:
  - “In determining applications, the licensing authority should not take into consideration matters that are not related to gambling and the licensing objectives. One example would be the likelihood of the applicant obtaining planning permission or building regulations approval for their proposal.”
70. The Licensing Authority will not take into account irrelevant matters as per the above guidance. In addition, the Licensing Authority notes the following excerpt from the Guidance:
  - “When dealing with a premises licence application for finished buildings, the licensing authority should not take into account whether those buildings must comply with the necessary planning or building consents. 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. Section 210 of the 2005 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.”

### **Redbridge Gambling Vulnerability Area:**

71. The Licensing Authority will give specific attention to Ilford Town Centre and Ilford Lane as areas of increased risk for gambling related harm. The location of these areas will *mirror the current Ilford Town and Ilford Lane Cumulative Impact Zone which is outlined in the Redbridge Statement of Licensing Policy 2020-2025 issued under the Licensing Act 2003.*

72. The Local Area Profile has outlined that these areas are of particular risk for both the development by individuals of problem gambling habits and of being more vulnerable to the impacts of problem gambling than many other areas in Redbridge. In particular levels of social and economic vulnerability are higher in these areas than in the rest of Redbridge. Research evidence shows that the risk of developing problem gambling habits and impact of this on individuals is higher where the individuals are:
- Economically vulnerable: we have used being unemployed, being in receipt of universal credit, or being in an area of high deprivation as indicators for economic vulnerability.
  - Vulnerable due to mental health issues: we have used higher levels of depression and anxiety disorder in local areas as an indicator of the higher levels of risk that may be associated with gambling in these localities.
  - Exposed to higher levels of gambling premises and availability of opportunities to gamble or experience others' gambling in their youth: we have used proximity to schools and childcare facilities as an indicator for this.
73. Applicants in these areas are expected to pay special attention to outlining the specific measures they will put in place to limit the risk to economically vulnerable, those vulnerable due to mental health conditions and young adults as well as children. The Authority expects this to be a specific section of their operating schedule, and to ensure that staff are trained to be aware of these vulnerabilities and to be able to implement the specific measures outlined in the operation schedule.

## Chapter Two: Welcome to the London Borough of Redbridge

This section gives a description of the London Borough of Redbridge

### General Description

74. The London Borough of Redbridge is in East London. It was created in April 1965. The borough is known as the 'leafy suburb', with one quarter of the borough covered by forest and green space. Its name comes from a bridge over the River Roding which was demolished in 1921. The bridge was made of red brick, unlike other bridges in the area, which were made of white stone.
75. The London Borough of Redbridge covers an area of 56 square kilometres (5.642 hectares) of outer London, to the north-east of the capital bordering Waltham Forest, Havering, Barking and Dagenham and Essex.
76. The Borough stretches from Ilford and Seven Kings in the south, through Newbury Park and Barkingside, to Woodford Green, Woodford Bridge and Hainault in the north.
77. Redbridge has a thriving, vibrant multi-cultural community with an estimated population of 305,700 residents (Source: Office for National Statistics 2020). <https://www.redbridge.gov.uk/about-the-council/equality-and-diversity-in-redbridge>
78. Redbridge is the fourth most diverse Council district in the country. Approximately 66% of our population describe themselves as coming from a minority ethnic background and approximately 40% were born outside of the UK.
79. Redbridge is comprised of 22 wards. <https://my.redbridge.gov.uk/Map/wards>
  - Aldborough
  - Barkingside
  - Bridge
  - Chadwell
  - Churchfields
  - Clayhall
  - Clementswood
  - Cranbrook
  - Fairlop
  - Fullwell
  - Goodmayes
  - Hainault
  - Ilford Town
  - Loxford
  - Mayfield
  - Monkams
  - Newbury
  - Seven Kings
  - South Woodford

- Valentines
  - Wanstead Park
  - Wanstead Village
80. It has an estimated 111,000 households in the borough with many residential areas, each with its own distinctive identity and characteristics. There are numerous parks and open spaces within the borough, including Valentines Park, Hainault Forest and Fairlop Waters.
  81. Redbridge is home to the Exchange Shopping Centre in Ilford as well as a variety of local centres catering to all sections of our community. These include Ilford Lane, Barkingside, Wanstead, South Woodford and Gants Hill.
  82. The borough has excellent road, rail and tube links to Central London and Docklands and is close to London City, Stansted and Southend airports.
  83. Redbridge is the 138th most deprived district in England (in 2015) and 21<sup>st</sup> most deprived in London (2015). Seven of its 21 wards are within the 20% most deprived wards in England. Every neighbourhood in Loxford is within the 30% most deprived in England and Clementswood are ranked within the 40% most deprived areas in England. Full details can be viewed by visiting <https://www.redbridge.gov.uk/about-the-council/information-research-and-data-about-redbridge/deprivation-in-redbridge/>
  84. Detailed indices of employment and income deprivation information in Redbridge can be viewed at: <http://dclgapps.communities.gov.uk/imd/idmap.html>



## Chapter Three: Licensing Objectives

85. The Act contains three licensing objectives:
- preventing gambling from being a source of crime and 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 people from being harmed or exploited by gambling.
86. In this revision of its Statement of Principles, the Licensing Authority seeks to assist applicants by setting out the considerations we will apply when determining applications under the Act.
87. Though Licensing Authorities are required to 'aim to permit' gambling, there is wide scope for them to impose conditions on Premises Licences or to reject, review or revoke Premises Licences where there is an inherent conflict with the relevant Codes of Practice, Guidance to Licensing Authorities issued by the Gambling Commission, the licensing objectives or this Statement of Licensing Policy.
88. Licensing authorities can request any information from an operator they may require in order to make licensing decisions. The Act requires a minimum level of information to be provided, but the Gambling Commission state in their Guidance to Licensing Authorities that this does not preclude reasonable requests from licensing authorities for any additional information they may require to satisfy themselves their decisions accord with the licensing objectives and Codes of Practice.
89. The Commission and licensing authorities have a duty to pursue the licensing objectives, and we expect gambling business to deliver them.

### Local Risk Assessments

90. To improve the exchange of information between licensing authorities and operators, the Commission has introduced Social Responsibility (SR) code provisions that require operators of premises-based businesses to conduct local risk assessments (SR 10.1.1), and an ordinary code provision that says licensees should share their risk assessments with licensing authorities in certain circumstances (OC 10.1.2). See the following link for further information <https://www.gamblingcommission.gov.uk/guidance/guidance-to-licensing-authorities/part-1-local-risk-assessments>.
91. The Licensing Authority expects applicants and licensees to have a good understanding of the area in which they either operate or intend to operate. The applicant will have to provide evidence that they meet the criteria set out in this policy and demonstrate that in operating the premises they will promote the licensing objectives.
92. All industry operators are required to undertake Local Area Risk assessments to identify the risks gambling venues pose to the licensing objectives. They will be expected to have policies, procedures and control measures in place to mitigate those risks

93. Licensees must assess the local risk to the licensing objectives posed by the provision of gambling facilities at each of their premises. Therefore, the Local Area Risk assessment should demonstrate how the applicant will mitigate any risks of operating gambling premises in close proximity to concentrations of housing for vulnerable people or near to churches, mosques, synagogues, temples or any other place of worship. Religious premises and places of worship are often focal points for a percentage of vulnerable members of the local community, including the homeless community and youth population, and have therefore been included in this policy, rather than for any moral or ethical reasons.
94. The Licensing Authority will expect the local risk assessment to consider as a minimum:
- whether the premises is in an area of deprivation;
  - whether the premises are in an area subject to high levels of crime and/or disorder;
  - the location of services for children such as schools, playgrounds, toy shops, leisure centres and other areas where children will gather;
  - character of the area in relation to vulnerable groups;
  - In any case the local risk assessment should show how vulnerable people, including people with gambling dependencies, are protected.
95. Other matters that the assessment may include:
- The training of staff in brief intervention when customers show signs of excessive gambling, the ability of staff to offer brief intervention and how the manning of premises affects this.
  - The training of staff in crime prevention measures appropriate to the premises, including appropriate protocols to follow after a crime has occurred prior to Police arriving on the scene.
  - Details as to the location and coverage of working CCTV cameras, and how the system will be monitored.
  - The design and layout of the premises so that staff have an unobstructed view of persons using the premises.
  - The number of staff that will be available on the premises at any one time. If at any time that number is one, confirm the supervisory and monitoring arrangements when that person is absent from the licensed area or distracted from supervising the premises and observing those persons using the premises.
  - Procedures in place for monitoring and dealing with underage persons and vulnerable persons, which may include dedicated and trained personnel, leaflets, posters, self-exclusion schemes, window displays and advertisements not to entice passers-by etc.
  - The provision of signage and documents relating to games rules, gambling care providers and other relevant information be provided in both English and the other prominent first language for that locality.
  - Where the application is for a betting premises licence, other than in respect of a track, the location and extent of any part of the premises which will be used to provide facilities for gambling in reliance on the licence.
96. 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 including

child sexual exploitation. The efficiency of such policies and procedures will each be considered on their merits. However, they may include:

- appropriate measures and training for staff as regards suspected truant children on the premises
- measures and training covering how staff would deal with unsupervised very young children being on the premises
- measures and training covering how staff would deal with children causing perceived problems on or around the premises.
- the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the latest Home Office and ACPO standards and to the satisfaction of Metropolitan Police and the local authority.
- The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.

97. To assist operators in completing a Local Area Risk assessment there are publicly available open-source information for them to consider. These include:

- local crime mapping statistics websites;
- Neighbourhood Statistics websites;
- Websites or publications by local responsible authorities;
- Websites or publications by local voluntary schemes and initiatives; and
- On-line mapping tools. <http://dclgapps.communities.gov.uk/imd/idmap.html>

98. Consideration when completing a Local Area Risk assessment should also have regard to:

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

99. Applicants should liaise with other gambling operators in the area to identify risks and consult with any relevant responsible authorities as necessary.

100. This Authority will expect applicants for the new grant of a licence, or a variation to an existing licence to submit their Local Area Risk assessment to comply with Social Responsibility Code 10.1.1. In addition, the Social Responsibility Code also states that a Local Area Risk assessment must be submitted when changes in the local environment or premises warrant a Local Area Risk assessment to be conducted again. We strongly recommend that operators of licensed premises keep their Local Area Risk assessment on the licensed premises and ensure it is available for inspection.

101. 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.

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

102. The Gambling Commission plays a lead role in preventing gambling from being a source of crime or disorder.
103. The Licensing Authority places importance on the prevention of crime and disorder and will consider whether the premises make, or are likely to make, a contribution to the levels of crime and disorder in an area and whether the applicant has demonstrated that he has, or intends to, implement sufficient controls to prevent the premises being a source of, and/or associated with crime or disorder, or being used to support crime, if the application is to be granted.
104. The Licensing Authority will pay attention to the proposed location of gambling premises in terms of the prevention of crime and disorder licensing objective and consider possible conditions. Where an area is known for high levels of crime (particularly crime associated with premises used for gambling), the Licensing Authority will contemplate whether gambling premises are suitable to be located there, and whether additional conditions may be necessary, such as the provision of CCTV, minimum levels of staffing and licensed door supervisors.
105. In terms of disorder, the Licensing Authority is aware of the distinction between disorder and nuisance and generally consider disorder as activity that is more serious and disruptive than mere nuisance. Factors to consider in determining whether a disturbance was serious enough to constitute disorder would include whether Police assistance was required and how threatening the behaviour was to those who could hear or see it. There is not a clear line between nuisance and disorder and the licensing authority may take the views of its lawyers before determining what action to take in circumstances in which disorder may be a factor.
106. The Licensing Authority will consider whether the layout, lighting and fitting out of the premises have been designed to minimise conflict and opportunities for crime and disorder.
107. The Licensing Authority will consider whether sufficient management measures are proposed or are in place to prevent the premises being a source of, or associated with crime or disorder, or used to support crime either as a place of association or to avoid apprehension. The Licensing Authority can attach additional conditions to premises licences and are entitled to include a requirement for door supervision if necessary to prevent disorder.
108. However, this Authority will only impose additional conditions on licences where there is clear evidence that such conditions are necessary in order to promote the licensing objectives.

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

109. Though this licensing objective is primarily the responsibility of the Gambling Commission, the Licensing Authority expects operators to ensure that gambling is conducted in a fair and open way. This will be a matter for either the management of the gambling business (and therefore relevant to the operating licence) or will be in relation to the suitability and actions of an individual (and therefore relevant to the personal licence). The Gambling Commission will be responsible for both matters and its expectations by way of measures are set out in its Codes of Practice.
110. However, the Licensing Authority will have a role in respect of the licensing of tracks, where an Operator's Licence from the Gambling Commission is not required. The Licensing Authority will expect applicants to demonstrate how they will meet this objective. Matters to be taken into account will include:
- whether the layout, lighting and fitting out of the premises have been designed to ensure gambling is conducted in a fair and open way.
  - whether sufficient management measures are proposed or are in place to ensure that gambling is conducted in a fair and open way.
  - whether the management and operation of the premises is open and transparent.
  - whether the operators of the premises have been or will be fully cooperative with enforcement agencies.
  - whether the Gambling Commission's Codes of Practice have been complied with.

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

111. The Licensing Authority, as per the Gambling Commission's Guidance for Licensing Authorities expects operators of gambling premises to have in place policies and measures to ensure children and other vulnerable people are protected from being harmed or exploited by gambling. This includes wider child protection considerations, including the risk of child sexual exploitation.
112. The Licensing Authority will consider the following when taking this licensing objective into account:
- whether the operator has a specific training programme for staff to ensure they are able to identify children and vulnerable people and take appropriate action to promote this objective to exclude them from the premises or parts of the premises;
  - if the premises are an adult only environment, whether the operator has taken effective measures to implement a proof of age scheme to ensure no one under the age of 18 is admitted to the premises or restricted areas;
  - whether the layout, lighting and fitting out of the premises have been designed so as to not attract children and other vulnerable persons who might be harmed or exploited by gambling;
  - whether sufficient management measures are proposed or are in place to protect children and other vulnerable persons from being harmed or exploited by gambling or at risk of child sexual exploitation;
  - whether any advertising material associated with the premises could encourage the use of the premises by children or young people;

- gambling products are not aimed at children or advertised in such a way to make them particularly attractive to children;
  - whether the premises are located near to facilities that may encourage their use by vulnerable people, such as hostels for those with mental illness and/or addiction problems;
  - restrictions on the layout or on where certain machines may be in operation.
113. The Licensing Authority expects applicants to consider the measures necessary to promote the licensing objective of protecting children and other vulnerable persons from being harmed or exploited by gambling or at risk of child sexual exploitation. It is noted that neither the Act nor the Gambling Commission Guidance define the term 'vulnerable persons'. The Licensing Authority consider the term 'vulnerable persons' to include 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.
114. The Licensing Authority expects operators of gambling premises to provide the Authority with details where a child or young person repeatedly attempts to gamble on their premises. This may provide the Licensing Authority with an opportunity to consider safeguarding concerns. The Licensing Authority continues to raise awareness in cooperation with the Metropolitan Police and other relevant services of child sexual exploitation amongst the business community.
115. With the exception of bingo halls, non-gambling areas of tracks on race days and licensed family entertainment centres, children will not be permitted to enter adult only licensed gambling premises.
116. In protecting vulnerable persons, the Licensing Authority will consider whether special considerations are required. These will need to be balanced against the authority's aim in permitting the use of the premises for gambling.

### **Modern slavery and human trafficking**

117. How gambling premises licence and permit holders and their employees can help tackle modern slavery and human trafficking. Modern slavery is a crime and a violation of fundamental human rights and can take various forms such as slavery, servitude, forced and compulsory labour and human trafficking. Gambling premises licence, permit holders and their employees should ask themselves the following questions:
- Is the victim in possession of a passport, identification or travel documents? Are these documents in possession of someone else?
  - Does the victim act as if they were instructed or coached by someone else? Do they allow others to speak for them when spoken to directly?
  - Was the victim recruited for one purpose and forced to engage in some other job? Was their transport paid for by facilitators, whom they must pay back through providing services?
  - Does the victim receive little or no payment for their work? Is someone else in control of their earnings?
  - Was the victim forced to perform sexual acts?
  - Does the victim have freedom of movement?

- Has the victim or family been threatened with harm if the victim attempts to escape?
  - Is the victim under the impression they are bonded by debt, or in a situation of dependence?
  - Has the victim been harmed or deprived of food, water, sleep, medical care or other life necessities?
  - Can the victim freely contact friends or family? Do they have limited social interaction or contact with people outside their immediate environment?
118. Report something suspicious you spot to police or other authorities - it could be at a house in your street where suddenly large numbers of young women have been moved in and which then receives visitors all times of day and night; a café, nail bar or car wash where workers seem reticent to engage, not appropriately dressed for their work or increasingly ill fed and unkempt.
119. If there is an immediate danger to the suspected victim or if you think that the suspected victim is under 18, inform the police and call 999 as a matter of urgency.

**Modern Slavery Helpline** 0800 0121 700.

Report modern slavery – <https://www.modernslaveryhelpline.org/report>

## Chapter Four: Premises

### Premises Licences

120. Any person over 18 years old or a business that wishes to offer gambling for which an Operating Licence from the Gambling Commission is required, and which is premises based, must apply to the Licensing Authority for a Premises Licence.  
<https://www.redbridge.gov.uk/business/licensing-including-street-trading/gambling-and-lottery-licences/>
121. The Licensing Authority can only consider a premises licence application where the applicant:
- has a right to occupy the premises at the time the application is made and can provide evidence of this if requested; and
  - holds, or has applied for, an operating licence which allows the proposed activity to be carried out.
122. It should be noted that the premises licence may only be determined once the operating licence has been issued by the Gambling Commission.
123. Where no application for an operating licence has been made, the premises licence application will be refused.
124. Premises licences will be subject to the requirements set out in the Act and Regulations, including specific mandatory and default conditions which are detailed in the regulations issued by the Secretary of State (The Gambling Act 2005 (mandatory and default Conditions) (England and Wales) Regulations 2007). Licensing Authorities can exclude default conditions where appropriate to do so and attach additional conditions where appropriate.
125. Premises Licences can authorise the provision of facilities on:
- (a) casino premises,
  - (b) bingo premises,
  - (c) betting premises including tracks and premises used by betting intermediaries,
  - (d) adult gaming centre premises, or
  - (e) family entertainment centres.
126. It is the Licensing Authority's opinion that all gambling premises, whether subject to application or currently licensed, must operate primarily in the use of the licence type applied for or issued.
127. Matters the Licensing Authority may not take into account include:
- the expected demand for gambling premises in the area;
  - planning or building law restrictions;
  - moral or ethical objections to gambling as an activity;
  - dislike of gambling;
  - a general notion that gambling is undesirable.
128. All licences will be subject to mandatory and/or default conditions and conditions imposed by the Licensing Authority. 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, the Gambling Commission's Codes of Practice (<https://www.gamblingcommission.gov.uk/authorities/codes-of-practice>) and this Statement of Principles.

129. The Licensing Authority will take decisions in accordance with the Gambling Commission's Guidance and Licence Conditions and Codes of Practice and will have regard to the advice which it issues from time to time. The Licensing Authority will monitor the operation of premises and report any potential breach of Operating Licence conditions to the Gambling Commission. Applicants for new Premises Licences or variations to existing ones should be clear that the premises are intended to be used for the primary gambling activity proposed. For example, a betting Premises Licence application that has four gaming machines, but no betting counter or associated betting facilities shown on the proposed plans would not be considered as offering the primary gambling activity in accordance with that indicated on the application.
130. The majority of Premises Licences will have mandatory and/or default conditions attached to the licence. The Licensing Authority can attach its own conditions to a Premises Licence if it believes this will promote the licensing objectives. Any conditions attached 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;
  - relate to the scale and type of premises; and
  - reasonable in all respects.
131. Certain matters are set out in the Act may not be the subject of conditions. These are:
  - conditions which make it impossible to comply with an Operating Licence;
  - conditions as to gaming machines that contradict the provisions in the Act;
  - conditions making activities, premises or parts of them operate as a membership club; and
  - conditions on fees, winnings, stakes or prizes.
132. Conditions will be attached to individual licences on the basis of their merits. However, there will be a number of measures the Licensing Authority will commonly consider utilising in order to pursue the licensing objectives. These may include measures such as:
  - the supervision of entrances;
  - separation of gambling from non-gambling areas frequented by children and are not only prevented from taking part in gambling but also prevented from being in close proximity to gambling;
  - whether children are invited to participate in, can gain accidental access to or closely observe gambling where they are prohibited from participating;
  - the supervision of gaming machines in premises not specifically for adult gambling and
  - appropriate signage for adult only areas.
133. The Licensing Authority will expect the applicant to propose how the licensing objectives can be met effectively though the use of conditions.

134. Applicants will need to demonstrate that the principle of primary use of the premises will be fulfilled in accordance with the Act relating to the proposed substantive facilities being provided and are encouraged to provide to the Licensing Authority the precise arrangements, giving clear distinction of the gambling activities at the premises having regard to the Gambling Commission's Licence Conditions and Codes of Practice, Gambling Commission's Guidance to Licensing Authorities, the licensing objectives and the policies within this Statement of Principles.

### **Split Premises**

135. The Gambling Commission's Guidance states that a building can, in principle, be divided into more than one premises and be subject to more than one Premises Licence provided they are for different parts of the building, and the different parts of the building can reasonably be regarded as being different premises. An example is given of units within a shopping mall, where each unit is separate self-contained premises contained within one building. It is also possible for licensed premises to be located next to each other.
136. The Gambling Commission state they do 'not consider that areas of a building that are artificially separated, for example by ropes or moveable partitions, can properly be regarded as separate premises'.
137. Whether different parts of a building can be reasonably regarded as different premises will depend on the circumstances of the individual building and how any division is proposed. To agree to accept applications to grant or vary a licence for a building which has been divided, the Licensing Authority will need to be satisfied the premises are genuinely separate premises, and not an artificially created additional part of single premises.
138. In considering whether different areas of a building are genuinely separate premises the Licensing Authority will take into account factors which will include:
- whether there are separate registrations for business rates in place for the premises;
  - whether the premises are owned or operated by the same person;
  - whether the premises are operated independently of each other;
  - whether each of the premises can be accessed from a street or public passageway;
  - whether the premises can only be accessed from any other gambling premises.
139. When considering proposals to divide a building into separate premises, the Licensing Authority will also need to be satisfied that the form of separation between the premises is appropriate.
140. The separation between one premises and another must be clearly defined. Any barrier used to separate one premises from another must be permanent and constructed so the public cannot go from one premises to another.
141. It may be acceptable for staff working in adjacent premises to have access through barriers between premises. The applicant must demonstrate that in providing staff

access there are suitable control measures in place that will ensure the safety and security of staff and will prevent the public from using the same access point to enter the other premises.

142. The Gambling Act 2005 (Mandatory and Default Conditions) Regulations 2007 restrict access to different types of licensed gambling premises. In considering proposals to divide a building into different premises, the Licensing Authority will have to be satisfied that proposals to divide buildings are compatible with the mandatory conditions relating to access between premises.
143. The Gambling Commission's Guidance to licensing authorities at paragraph 7.22 states "There is no definition of 'direct access' in the Act or Regulations, but licensing authorities may consider that there should be an area separating the premises concerned, for example a street or café, which the public go to for purposes other than gambling, for there to be shown to be no direct access."
144. It is the Licensing Authority's opinion that any area which separates licensed premises, and from which those premises can be accessed, must be genuinely separate premises which are habitually and used by members of the public other than those using the licensed premises.
145. The Licensing Authority does not consider that provisions which prohibit direct access between licensed premises are satisfied where licensed premises are separated by an area created artificially within a building principally for members of the public attending the licensed premises, irrespective of whether this area is unlicensed or provides non-gambling facilities, for example refreshments or cashpoint machines.
146. Where the Licensing Authority is satisfied that a building can be divided into separate premises it will expect applicants to ensure that:
  - the premises are configured so that children are not invited to participate in, have accidental access to, or closely observe gambling to which they are prohibited from taking part;
  - entrances and exits from parts of a building covered by one or more Premises Licences are separate and identifiable so the separation of different premises is not compromised and people do not 'drift' into a gambling area. In this context it should be possible to access the premises without going through another licensed premises or premises with a permit and
  - customers should be able to participate in the activity named on the Premises Licence.
147. This is not an exhaustive list, and the Licensing Authority will consider other aspects based on the merits of the application.

### **Access to Premises**

148. The Gambling Act 2005 (Mandatory and Default Conditions) (England and Wales) Regulations 2007 set out access provisions for each type of licensed gambling premises. The broad principle is that there can be no access from one licensed gambling premises to another, except between premises which allow access to those under the age of 18 and with the further exception that licensed betting

premises may be accessed from other licensed betting premises. Under-18s can go into FECs, tracks, pubs and some bingo clubs, so access is allowed between these types of premises.

149. 'Direct access' is not defined, but the Licensing Authority will consider there should be an area such as a street or café to which the public attend for purposes other than gambling for there to be no direct access.

### **Type of Premises Access Provisions**

150. Casino

- The principal access to the premises must be from a 'street';
- No entrance to a casino must be from premises that are used wholly or mainly by children and/or young persons;
- No customer must be able to access a casino directly from any other premises which holds a gambling premises licence.

151. Adult Gaming Centre

- No customer must be able to access the premises directly from any other licensed gambling premises.

152. Betting Shop

- Access must be from a 'street' or from other premises with a betting licence;
- No direct access is permitted from a betting shop to another premises used for the retail sale of merchandise or services. In effect there cannot be any entrance to a betting shop from a shop of any kind unless that shop is in itself a licensed betting premises.

153. Track

- No customer must be able to access the premises directly from a casino or Adult Gaming Centre.

154. Bingo Premises

- No customer must be able to access the premises directly from a casino, an Adult Gaming Centre or a betting premises, other than a track.

155. Family Entertainment Centre

- No customer must be able to access the premises directly from a casino, an Adult Gaming Centre or a betting premises, other than a track.

### **Plans**

156. The Gambling Act 2005 (Premises Licences and Provisional Statements) Regulations 2007 state that a plan to accompany an application for a Premises Licence must show:

- the extent of the boundary or perimeter of the premises
- where the premises include, or consist of, one or more buildings, the location of any external or internal walls of each such building
- where the premises forms part of a building, the location of any external or internal walls of the building which are included in the premises

- where the premises are a vessel or a part of a vessel, the location of any part of the sides of the vessel, and of any internal walls of the vessel which are included in the premises
  - the location of each point of entry to and exit from the premises, including in each case a description of the place from which entry is made, or to which exit leads.
157. The Regulations also state that other than in respect of a track, the plan must show 'the location and extent of any part of the premises which will be used to provide facilities for gambling in reliance on the licence'. The Licensing Authority may, however, consider that these minimum requirements are insufficient to satisfy them in respect of the licensing objectives at tracks, Gambling Commission Guidance, Codes of Practice or its own Statement of Licensing Policy. In such cases, the Licensing Authority may ask for such additional information to be shown on the plan as it deems necessary to enable it to discharge its duties effectively. Information shown on the plan that is not required by Regulations will not form part of the Premises Licence and will only be used by the Licensing Authority to help it make a considered decision on the application.
158. If plans change in any material respect during the lifetime of the licence, the applicant will be in breach of their licence and would either need to make a fresh application under s.159 or to seek an amendment to the licence under s.187 of the Act. If the changes are substantial, this may, in the opinion of the Licensing Authority, render the premises different to those to which the licence was granted. In such cases, variation of the licence under s.187 would not be possible and an application for a new application would be required under s.159.

### **General Requirements for All Premises**

159. The Licensing Authority expects all applicants for gambling Premises Licences to ensure there is adequate provision for staff to supervise persons using the licensed premises. This is to identify those who have self-excluded, vulnerable persons, underage persons and persons who may become aggressive.
160. Applicants must take the structure and layout of the premises into account when considering their own policies and procedures. For example, where it is not possible for counter staff to supervise persons using gambling facilities such as gaming machines, the Licensing Authority would expect applicants to volunteer conditions that floor walkers will be used or that counter staff will be able to view all areas of the premises on CCTV provided to the counter area where it can be clearly seen.
161. Arrangements must be made for how staff will deal with customers who become aggressive and for ejecting patrons who are, for example, self-excluded, vulnerable or underage. This will include staff training and ensuring there are appropriate numbers of staff to deal with problems.
162. Staff should be in a position to monitor entrances and gaming machines and challenges should be initiated at the earliest opportunity.
163. Where access to premises is age restricted, the Licensing Authority expects applicants to have a Challenge 21 or 25 policy in place and to train its staff in

recognising acceptable forms of identification. Posters should also be displayed stating that the relevant policy is in place and that users may be challenged.

164. It is recommended that licence holders should keep an Incident Book in which details are recorded of persons who have self-excluded, persons who have been ejected or refused admission, persons who have been excluded by the operator, and any crime or disorder that occurs on, or in association with, the licensed premises.
165. Applicants should demonstrate how they will identify and have procedures in place for self-excluded persons, as per the expectations set out in Social Responsibility Code 3.5.1 (<https://www.gamblingcommission.gov.uk/licensees-and-businesses/lccp/condition/3-5-1-non-remote-and-trading-rooms-sr-code#:~:text=Licensees%20must%20have%20and%20put,agreement%20from%20participating%20in%20gambling.>) . Licensees must have and put into effect procedures for self-exclusion and take all reasonable steps to refuse service or to otherwise prevent an individual who has entered a self-exclusion agreement from participating in gambling.
166. As per Ordinary Code 3.5.2 measures should be in place to ensure that gamblers are able to self-exclude without having to enter a gambling premises

## **Casinos**

167. Redbridge Licensing Authority does not have consent from the Secretary of State to grant any casino licences within its district.

## **Bingo**

168. This policy applies to applications for a bingo Premises Licence. Bingo has its ordinary and natural meaning and includes any version of the game irrespective of by what name it is described. A holder of a bingo Premises Licence will be able to offer bingo in all its forms.
169. Children and young persons are permitted in bingo premises but may not participate in the bingo. As stated in Paragraph 7.27 of the Gambling Commission's Guidance, if any category B or C machines are located, this is achieved through default conditions that require the area to be:
  - separated from the rest of the premises by a physical barrier which is effective to prevent access other than by an entrance designed for that purpose;
  - supervised at all times to ensure that under-18s do not enter the area, and supervised by either:
  - one or more persons whose responsibilities include ensuring that under- 18s do not enter the areas
  - CCTV monitored by one or more persons whose responsibilities include ensuring that under-18s do not enter the areas
  - arranged in a way that ensures that all parts of the area can be observed. A notice must be displayed in a prominent place at the entrance to the area stating that no person under the age of 18 is permitted to enter the area.
170. These considerations will apply to premises including buildings where multiple premises licences are applicable.

171. To avoid a situation where a premises holds a bingo Premises Licence primarily to benefit from the gaming machine allowance, the Licensing Authority will need to be satisfied that bingo can be played in any premises for which a Premises Licence is issued. Consideration will be given when the operator of an existing bingo premises applies to vary the Premises Licence to exclude an area of the existing premises and then applies for a new licence for the excluded area.
172. Young persons, aged 16 and 17, may be employed in bingo premises provided their duties are not connected with the gaming or gaming machines. The Licensing Authority will not grant licences unless the applicant demonstrates how they intend to meet this licensing objective and identify appropriate measures they will take to protect young employees.
173. Where handheld gaming devices are to be used on bingo premises, the Licensing Authority expects applicants to demonstrate how use of these devices will be monitored by staff.

### **Betting Premises**

174. This policy applies to applications for off-course betting premises. This is betting that takes place other than at a track, typically in a betting shop.
175. Children and young people are not permitted to access betting premises.
176. The Licensing Authority takes note of the Gambling Commission suggestion that licensing authorities will want to consider restricting the number and location of betting machines in respect of applications for betting Premises Licences. The Licensing Authority when considering the number, nature and circumstances of betting machines an operator wants to offer will follow the Gambling Commission's Guidance and 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, young and vulnerable persons.
177. The Licensing Authority must be satisfied that the primary use of the premises is to operate as betting premises. The applicant will be expected to demonstrate they are offering sufficient facilities for betting or otherwise should not make gaming machines available on the premises.
178. In determining applications for betting premises, the Licensing Authority shall consider the following:
- proof of age schemes
  - CCTV
  - entry control system
  - supervision of entrances/ machine areas
  - physical separation of areas
  - location of entry
  - notices/ signage
  - specific opening hours
  - self-barring schemes

- procedures in place and training for staff in identify people who are potentially gambling harmfully, and for people who may be vulnerable and at-risk of gambling in a harmful way.
  - provision of information leaflets / helpline numbers for organisations such as GamCare and BeGambleAware.
179. This list is not exhaustive and is merely indicative of example measures the Licensing Authority will expect applicants to offer to meet the licensing objectives. This Authority will expect operators to fully comply with the Gambling Commission's Licensing Conditions and Codes of Practice and the Social Responsibility Codes in relation to access for children into gambling premises and their policies and procedures designed to prevent underage gambling and how they monitor the effectiveness of these. The Code can be found on the Gambling Commission's website. <https://www.gamblingcommission.gov.uk/licensees-and-businesses/lccp>
180. Betting machines made available at betting premises that accept bets on live events such as horse racing (SSBT's self-service betting terminals) are not gaming machines and therefore do not count towards the total number of gaming machines that may be permitted at betting premises. Nor do they have to comply with any limits concerning stakes or prizes. However, where a machine is made available to take bets on 'virtual' races (e.g. results/images generated by a computer to resemble a real race or event), that is a gaming machine and counts towards the maximum permitted number of gaming machines and is subject to the relevant statutory limits on stakes and prizes.
181. However, section 181 of the Act does permit the Licensing Authority to restrict the number of SSBT's, their nature and the circumstances in which they may be made available by attaching a relevant condition to a Premises Licence for a betting office. When considering whether to do so, the Licensing Authority will consider, among other things, the ability of employees to monitor the use of the machines by children and young persons or by vulnerable people.
182. Where an SSBT includes functionality to be marketed or presented in languages other than English, the Licensing Authority will seek to ensure the operator has considered the ordinary code provision set by the Gambling Commission about making the following information also available in the relevant languages:
- information on how to gamble responsibly and access the help referred to in the Gambling Commission's Licence Conditions and Codes of Practice;
  - the player's guide to any game, bet or lottery under the provisions of the Gambling Commission's Licence Conditions and Codes of Practice;
  - the summary of the contractual terms on which gambling is offered, which is a condition of the licence holder's Operating Licence issued by the Gambling Commission.

### **Betting Tracks and Other Sporting Venues**

183. Tracks include premises where a race or other sporting event takes place or is intended to take place. These may be subject to one or more than one Premises Licence, provided each licence relates to a specified area of the track. The Gambling Commission Guidance identifies that operators of track betting premises will not necessarily hold an Operating Licence issued by the Commission. The Licensing



Authority will have particular regard to proposals and measures to ensure the environment in which betting takes place is suitable for betting and that betting is conducted in a fair and open way.

184. Examples of tracks include:
  - a horse racecourse
  - a greyhound track
  - a point-to-point horserace meeting
  - a football, cricket and rugby grounds
  - an athletics stadium
  - a golf course
  - venues hosting darts, bowls or snooker tournaments
  - a premises staging boxing matches
  - a section of river hosting fishing competition
  - a motor racing event
185. Tracks are primarily premises intended for entertainment other than gambling and therefore the Act places on restrictions on offering ancillary entertainment including music, dancing or the sale of alcohol.
186. The offence of permitting a child or young person to enter gambling premises under section 47 of the Act does not apply to tracks. Therefore, the Licensing Authority will consider the impact upon the objective of protection of children and vulnerable persons, the need to ensure that entrances to each type of licensed premises within the sporting venue are distinct, and that children are excluded from gambling areas where they are not permitted to enter.
187. The possibility of multiple licences at tracks is noted in Part 20 of the Gambling Commission Guidance. The Licensing Authority will expect the applicant for a Premises Licence to demonstrate suitable measures to ensure that children do not have access to adult-only gaming facilities. Children and young persons are permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place but are still prevented from entering areas where gaming machines (other than category D machines) are provided. Children and young persons are not prohibited from playing category D machines on a track.
188. In determining applications for betting at tracks, consideration will be given to appropriate measures/licensing conditions to address the matters listed below:
  - proof of age schemes
  - CCTV
  - entry control system
  - supervision of entrances/ machine areas
  - physical separation of areas
  - location of entry
  - notices/ signage
  - specific opening hours
  - self-barring schemes
  - procedures in place and training for staff in identify people who are potentially gambling harmfully, and for people who may be vulnerable and at-risk of gambling in a harmful way.

- provision of information leaflets/ helpline numbers for organisations such as GamCare and GambleAware.
189. This list is not exhaustive and is merely indicative of example measures the Licensing Authority will expect applicants to offer to meet the licensing objectives.
  190. Track betting operators must be able to demonstrate their adoption of socially responsible gambling policies and procedures. Such policies and procedures must ensure that track betting activities promote the licensing objectives of ensuring that gambling is conducted in a fair and open way and children and other vulnerable people are not harmed or exploited by gambling.
  191. A track Premises Licence does not in itself entitle the holder to provide gaming machines. However, by virtue of section 172(9) of the Act, track owners who hold both a track Premises Licence AND a pool betting Operating Licence issued by the Gambling Commission (this currently only applies to greyhound tracks) may provide up to four Category B2 to D gaming machines on the track.
  192. 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 or seeks a pool betting Operating Licence and is going to use their full entitlement to gaming machines, these machines are in areas from which children are excluded. The applicant will be required to provide information as to what measures it will put in place around the gaming machines to ensure that children are excluded.
  193. The Licensing Authority will expect applicants to include detailed plans for the race track itself and the area that will be used for temporary “on-course” betting facilities (often known as the “betting ring”), pool betting, and 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. Any such plans must also contain the information prescribed by regulations.
  194. The Licensing Authority concurs with the Gambling Commission’s view that it would be preferable for all self-contained premises operated by off-course betting operators to be the subject of separate Premises Licences, to ensure there is clarity between the respective responsibilities of the track operator and the off-course betting operator running a self-contained unit on the premises.
  195. Section 152 of the Act permits tracks to be the subject of multiple Premises Licences, provided that each licence relates to a specified area of the track, and not more than one premises licence has effect in relation to any area of the track.
  196. Access between premises licensed for gambling and non-gambling areas will be considered carefully by the Licensing Authority for the following reasons:
    - To prevent operators from attempting to circumvent the Act by artificially subdividing premises and securing separate Premises Licences for its composite parts;
    - To ensure operators do not circumvent the regulations governing the maximum number of gaming machines that may be provided at specific premises;

- To ensure people who have entered premises to take part in one form of gambling are not exposed to another form of gambling;
- To ensure there is no direct access between gambling premises to which children have access and those which they are prohibited from entering;
- To ensure all gambling premises have publicly accessible entrances;
- To ensure gambling premises are not developed in 'back rooms' of other commercial premises.

### **Adult Gaming Centres (AGC's)**

197. Adult gaming centre (AGC) Premises Licences allow the holder of the licence to make gaming machines available for use on the premises. Persons operating an AGC must hold a gaming machines Operating Licence from the Gambling Commission and must seek a Premises Licence from the Licensing Authority. Gaming machines are a form of gambling attractive to children and AGC's may contain machines of a similar format to the Category D machines on which children are allowed to play. However, no-one under the age of 18 is permitted to enter an AGC and applicants must be aware of the location of, and entry to AGC's to minimise the opportunities for children to gain access.
198. Because gaming machines provides opportunities for solitary play and immediate pay-outs, they are more likely to engender repetitive and excessive play. The Licensing Authority in considering Premises Licences for AGC's 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 sufficient measures are provided to ensure that persons under 18 years' old do not have access to the premises.
199. 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
  - entry control system
  - supervision of entrances/ machine areas
  - physical separation of areas
  - location of entry
  - notices/signage
  - specific opening hours
  - self-barring schemes for individuals to bar themselves from premises
  - procedures in place and training for staff in identify people who are potentially gambling harmfully, and also for people who may be vulnerable and at-risk of gambling in a harmful way.
  - provision of information leaflets/ helpline numbers for organisations such as GamCare and GambleAware.
200. This list is not mandatory, nor exhaustive, and is merely indicative of example measures the Licensing Authority will expect applicants to offer to meet the licensing objectives.

## **Family Entertainment Centres (FEC's)**

201. Generally, FEC's must be operated by a person or body having an Operating Licence from the Gambling Commission (the Act also provides there is a class of unlicensed Family Entertainment Centres that may be run by individuals or bodies not holding an Operating Licence). Unlicensed Family Entertainment Centres do not require the operator to have a Gambling Commission Operator's Licence or Premises Licence from the Licensing Authority but do need to have a gaming machine permit as set out in the section on Permits.
202. Gaming machines are a form of gambling which is attractive to children and FEC's will contain both Category D machines on which they are allowed to play, and category C machines on which they are not. Because gaming machines provide opportunities for solitary play and for immediate pay-outs, they are more likely to engender repetitive and excessive play. The Licensing Authority, in considering applications for FEC Premises Licences, will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority, for example, that there will be sufficient measures to ensure that under 18-year-olds do not have access to the adult gaming machines. This could be achieved through the physical segregation and supervision of these gaming machines.
203. 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 for category C machines
  - location of entry
  - notices/ signage
  - specific opening hours
  - self-barring schemes for individuals to bar themselves from premises
  - provision of information leaflets/ helpline numbers for organisations such as GamCare and GambleAware
  - measures/training for staff on how to deal with suspected truanting school children on the premises and how to recognise signs of potential child sexual exploitation.
204. This list is not mandatory nor exhaustive and is merely indicative of example measures the Licensing Authority will expect applicants to offer to meet the licensing objectives.
205. The Licensing Authority will have regard to the Gambling Commission's Guidance on any conditions that apply to Operating Licences covering the way in which the area containing the category C machines should be delineated but may require further measures on physical separation and controls on entry. The Licensing Authority must apply the mandatory conditions but will consider whether to exclude any of the default conditions that may be specified by regulation from the Secretary of State.

## **Door Supervisors**

206. The Gambling Commission Guidance advises that licensing authorities may consider whether there is a need for door supervision in terms of the licensing objectives of protection of children and vulnerable persons from being harmed or exploited by gambling, but there can also be a need for supervision to stop premises becoming a source of crime. Door supervisors at casinos or bingo premises are not required to be registered by the Security Industry Authority (SIA) under the Private Security Industry Act 2001. Door supervisors not directly employed by a casino or bingo operator do however have to be SIA registered.
207. For betting offices and other premises, the operator and/or the Licensing Authority may decide that supervision of entrances or machines is appropriate in particular cases. The Licensing Authority will make door supervision a requirement where there is evidence, from the history of trading at the premises or in the area, that the premises cannot be adequately supervised by counter staff or that problem customers cannot be dealt with effectively by counter staff alone and that door supervision is both necessary and proportionate.

## **Provisional Statements**

208. An application for a provisional statement can be made where the applicant expects the premises to be constructed, to be altered or to acquire a right to occupy. Such an application is a separate and distinct process to the granting of planning permission or building control.
209. 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 from objectors at the provisional licence stage; or
  - (b) which in the authority's opinion, reflect a 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 the licensing authority will discuss any concerns it may have with the applicant before making a decision).

## **Reviews**

210. Requests for a review of a Premises Licence can be made by interested parties or responsible authorities, including the Licensing Authority. However, it is for the Licensing Authority to decide whether the review application is valid and/or whether it is appropriate to carry out the review. This will be on the basis of whether the request for the review is relevant to the matters listed below:
- any relevant Code of Practice issued by the Gambling Commission;
  - any relevant guidance issued by the Gambling Commission;
  - the licensing objectives;

- this Statement of Principles for Gambling.
211. The Licensing Authority may reject an application for review if it thinks the grounds on which the review is sought:
    - (a) are not relevant to the relevant code of practice or guidance issued by the Gambling Commission, the licensing objectives or the Licensing Authority's Statement of Principles for Gambling;
    - (b) are frivolous;
    - (c) are vexatious;
    - (d) 'will certainly not' cause the Licensing Authority to revoke or suspend the licence or to remove, amend or attach conditions on the Premises Licence;
    - (e) are substantially the same as grounds cited in a previous application relating to the same premises that is made within 12 months of that first application;
    - (f) are substantially the same as representations made at the time the application for the Premises Licence was considered. While the Licensing Authority will consider the length of time that has passed since the representations were made, it will not normally review a licence on the basis of the same arguments considered on the grant of the Premises Licence.
  212. General objections to gambling as an activity are not likely to be considered relevant reasons for a review. Other examples of irrelevant considerations include demand for gambling premises, issues relating to planning, public safety and traffic congestion.
  213. The Licensing Authority can initiate a review of a particular Premises Licence, or any particular class of Premises Licence, for any reason it believes is appropriate. This includes reviewing 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.
  214. The Licensing Authority may review any matter connected with the use made of a particular premises if it has reason to believe the Premises Licence conditions are not being observed, or for any other reason which gives it cause to believe a review may be appropriate.
  215. A responsible authority or interested party may apply to the Licensing Authority to review a Premises Licence. Such reviews can be made in relation to, amongst other things if there are repeated incidents of crime and disorder associated with the premises or the gambling activity which the premises operator has failed to adequately address, where incidents that have adversely effected one or more licensing objectives have occurred at premises that could have been prevented if advice and guidance from a responsible authority had been heeded, or if the premises due to the activities being undertaken is either attracting children or people likely to be involved in crime and disorder.
  216. As a review of a Premises Licence can lead to its revocation, the Licensing Authority will consider whether informal actions to ensure timely or immediate compliance have been exhausted prior to an application being made. The Licensing Authority accepts that an application for review may be appropriate without informal measures being taken but will seek to establish that all options have been considered in determining review applications.

217. The Licensing Authority expects all premises licence applications to specify opening hours. Particular attention will be paid to the opening hours for Adult Gaming Centres and Family Entertainment Centres which do not have opening hours specified as part of their mandatory conditions.

### **Appeals**

218. In relation to premises licences, club gaming permits, club machine permits, and alcohol licensed premises gaming machines, any party to a Licensing Authority decision who is aggrieved by that decision may lodge an appeal to the magistrates' court within 21 days of receiving notice of the Authority's decision.
219. In relation to decisions on family entertainment centres (FEC) gaming machine permits and travelling fairs, the applicant can lodge an appeal against the Authority's decision with the magistrates' court within 21 days of receiving notice of the Authority's decision.
220. A person giving notice of a temporary use notices (TUN) or those entitled to receive a copy of a TUN may lodge an appeal within 14 days from receipt of decision to the magistrates' court.

### **Travelling Fairs**

- 221. The Act defines a travelling fair as 'wholly or principally' providing amusements and they must be on a site that has been used for fairs for no more than 27 days per calendar year. Travelling fairs do not require a permit to provide gaming machines but must comply with legal requirements about the way the machines are operated.
- 222. 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.
- 223. The Licensing Authority will also consider whether the applicant falls within the statutory definition of a travelling fair. The 27-day statutory maximum for the land being used as a fair each calendar year 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.

### **Permits**

- 224. Permits regulate gambling and the use of gaming machines in a 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:
  - (a) unlicensed family entertainment centre gaming machine permits;
  - (b) alcohol licensed gaming machine permits;
  - (c) prize gaming permits;
  - (d) club gaming permits and club machine permits.
- 225. 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.

### **Unlicensed family entertainment centre gaming machine permits**

- 226. This policy applies to those premises that are proposed to be used as Unlicensed Family Entertainment Centres (UEFS's). UFEC's are those that offer only category D machines and a permit allows any number of these machines to be made available at the premises (subject to other considerations such as health and safety and fire regulations). Given that category D machines have no age restrictions, these premises particularly appeal to children and young persons. Therefore, the Licensing Authority will give particular weight to matters relating to child protection issues.
- 227. An application for this permit cannot be made where a premises licence has effect on the same premises.



228. The Gambling Commission will not be involved in this process as neither an operating licence nor a personal licence is required. It is therefore essential that the Licensing Authority satisfies itself as to the suitability of the applicant and to the operation being proposed.
229. The Licensing Authority will grant an application for a permit only if it is satisfied that the premises will be used as an unlicensed FEC and following consultation with the Police.
230. The Licensing Authority will require applicants to demonstrate:
- a full understanding of the maximum stakes and prizes of 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 that are permissible in unlicensed FECs.
231. The Licensing Authority will expect the applicant to show there are policies and procedures in place to protect children and vulnerable people from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations, including child sexual exploitation. The efficiency of such policies and procedures will each be considered on their merits. However, they may include:
- measures/training for staff regarding suspected truanting school children on the premises;
  - measures/training covering how staff will deal with unsupervised very young children being on the premises;
  - measures/training covering how staff would deal with children causing perceived problems on or around the premises.
232. The Licensing Authority may only grant or reject an application for a permit and cannot impose or attach any conditions.
233. This Statement applies to initial applications only and not to renewals. The Licensing Authority may refuse an application for renewal of a permit only on the grounds that an authorised Local Authority officer has been refused access to the premises without reasonable excuse, or that renewal would not be reasonably consistent with the pursuit of the licensing objectives.
234. Where there is such a refusal, the Licensing Authority will notify the applicant of its intention to refuse and the reasons for the refusal. The applicant will then have an opportunity to make representations orally, in writing or both and will have a right of appeal against any decision made.
235. Where the permit has been granted the Licensing Authority will issue the permit as soon as is reasonably practicable and in any event in line with Regulations. The permit will then remain in effect for 10 years unless surrendered or lapsed.

## **Automatic entitlement to two gaming machines**

236. Premises licensed to sell alcohol on the premises under the Licensing Act 2003 are automatically entitled to two gaming machines of category C and/or D. The holder of the Premises Licence under the Licensing Act 2003 must notify the Licensing Authority of their intention to make the gaming machines available for use and must pay the prescribed fee.
237. This entitlement only relates to premises with a Licensing Act 2003 Premises Licence that authorises the sale of alcohol for consumption on the premises. The only exception to this entitlement is where alcohol is provided ancillary to a table meal.
238. Holders of licensed premises machine permits must comply with the relevant Gambling Commission Code of Practice.
239. In the event that the relevant authorisation under the Licensing Act 2003 is transferred, lapses or is revoked, the automatic entitlement to two gaming machines ceases to have effect and a new notification will need to be served on the Licensing Authority.
240. 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 provision of section 282 of the Gambling Act (i.e. that written notice has been provided to the Licensing Authority, that the correct 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.

## **Permit for three or more gaming machines**

241. This policy applies to alcohol licensed premises that propose to have three or more gaming machines. Licensed premises wishing to have three or more gaming machines of category C or D must apply to the Licensing Authority for a permit. This permit will replace the automatic entitlement to two gaming machines rather than be in addition to it and the holder must comply with the relevant Gambling Commission Code of Practice and such matters as they think relevant.
242. As gaming machines provide opportunities for solitary play and immediate pay-outs, they are more likely to engender repetitive and excessive play. The Licensing Authority, on considering an application, will consider whether granting a permit would be appropriate on a case-by-case basis, but will specifically have regard to:
- the need to protect children and vulnerable people from harm or being exploited by gambling; or at risk of child sexual exploitation
  - measures taken by the applicant to satisfy the Licensing Authority that there are sufficient measures to ensure that under 18-year-olds do not have access to the adult only gaming machines.

243. The Licensing Authority will expect applicants to offer their own measures to meet the licensing objectives. However, appropriate measures may cover issues such as:
- the adult machines being in sight of the bar;
  - the adult machines being in the sight of staff who will monitor that the machines are not being used by those under 18;
  - notices and signage;
  - the provision of information leaflets or helpline numbers for organisations such as GamCare and GambleAware.
244. If the Licensing Authority is not satisfied that appropriate measures have been taken by the applicant to comply with this policy, it may refuse to grant the permit, or it may vary the number or category of gaming machines authorised by the permit.
245. The Licensing Authority may cancel a permit or may vary the number or category (or both) of gaming machines authorised by it if:
- (a) it would not be reasonably consistent with pursuit of the licensing objectives for the permit to continue to have effect,
  - (b) 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,
  - (c) the premises are mainly used or to be used for making gaming machines available, or,
  - (d) an offence under the Act has been committed on the premises.
246. 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.
247. When determining an application for an alcohol-licensed premises gaming machine permit, the Licensing Authority will consider each application on its own merits.
248. Some alcohol licensed premises may apply for a Premises Licence for their non-alcohol licensed areas. e.g. hotels. Any such application would most likely need to be applied for and dealt with as an Adult Gaming Centre Premises Licence.

### **Prize Gaming Permits: Statement of principles**

249. The Act states that a Licensing Authority may "prepare a statement of principles that they propose to apply in exercising their functions under this Schedule" which "may, in particular, specify matters that the licensing authority proposes to consider in determining the suitability of the applicant for the permit".
250. Prize gaming permits allow the provision of facilities for gaming with prizes on specified premises. Prize gaming refers to gaming where the nature and size of the prize is not determined by the number of people playing or the amount for or raised by the gambling. The Act makes no provision for single site gaming machine permits such as fish and chip shops, minicab offices and cafes.
251. This Licensing Authority has prepared a Statement of Principles in relation to Prize Gaming Permits which is that the applicant will be expected to set out the types of

gaming that they are intending to offer and that the applicant will be expected to demonstrate:

- an understanding of the limits to stakes and prizes set out in regulations;
- that the gaming offered is within the law;
- clear policies that outline the steps to be taken to protect children from harm;
- that they have measures in place to prevent child sexual exploitation;
- that they meet the objective of carrying out gambling openly and fairly; and,
- that the premises are mainly or wholly used for gambling purposes.

252. The policy applies to applications for, or renewals of, prize gaming permits. Gaming is prize gaming “if the nature and size of the prize is not determined by the number of people playing or the amount paid for or raised by the gaming”. Normally the prizes are determined by the operator before play commences.
253. Prize gaming may take place without a permit in various premises. These are casinos, bingo halls, adult gaming centres, licensed and unlicensed family entertainment centres and travelling fairs.
254. Given that the prize gaming will particularly appeal to children and young persons, the Licensing Authority will give weight to child protection issues including child sexual exploitation.
255. The Licensing Authority will only grant a permit after consultation with the Police. This will enable the Licensing Authority to determine the suitability of the applicant in terms of any convictions that they may have that would make them unsuitable to operate prize gaming, the suitability of the premises in relation to their location, and issues about disorder.
256. There are conditions in the Act with which the permit holder must comply, the Licensing Authority cannot attach conditions however, the permit holder must comply with the following conditions in the Act:
- 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.
257. 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. Club Gaming and Club Machine Permits
258. Members clubs and miners’ welfare institutes (but not commercial clubs) may apply for a Club Gaming Permit or a club gaming machine permit.

259. Commercial clubs such as snooker clubs run on a profit basis may only apply for a club machine permit.
260. The club gaming permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations.
261. A club machine permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).
262. Clubs must also demonstrate that they are complying with the statutory codes of practice namely: <https://www.gamblingcommission.gov.uk/authorities/codes-of-practice/guide/page/section-b-equal-chance-gaming-in-clubs-and-premises-with-an-alcohol-licence> and <https://www.gamblingcommission.gov.uk/authorities/codes-of-practice/guide/page/section-c-gaming-machines-in-clubs-and-premises-with-an-alcohol-licence>
263. The Licensing Authority must satisfy itself that the club meets the requirements of the Act to obtain a club gaming permit. In doing so it will take account of a number of matters as outlined in Sections 25.4 – 25.49 of the Gambling Commission's Guidance to Licensing Authorities. A non-commercial club must meet the following criteria to be considered a members' club:
- it must have at least 25 members;
  - it must be established and conducted wholly or mainly for purposes other than the provision of facilities for gaming (with the exception of bridge or whist);
  - it must be permanent in nature;
  - it must not be established to make a commercial gain, whether or not they are actually making a commercial gain;
  - it must be controlled by its members equally.
264. Examples of these include working men's clubs, branches of the Royal British Legion and clubs with political affiliations.
265. 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 Gambling Commission or the Police.
266. There is also a "fast-track" application procedure available under the Act for premises that hold a club premises certificate under the Licensing Act 2003 (Schedule 12 paragraph 10). Under the fast-track procedure there is no opportunity for objections to be made by the Gambling Commission or the Police, and the grounds upon which a Licensing Authority can refuse a permit are reduced. The grounds on which an application under this process may be refused are that:

- (a) the club is established primarily for gaming, other than gaming prescribed under schedule 12;
  - (b) in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
  - (c) a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled.
267. There are statutory conditions on club gaming permits that no child may use a category B or C gaming 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.
268. The Licensing Authority will need to satisfy itself that the club meets the requirements of the Act to hold a club gaming permit. In order to do this, it may require proof of additional information from the operator such as:
- is the primary activity of the club something other than gaming?
  - are the club's profits retained solely for the benefit of the club's members?
  - are there 25 or more members?
  - are the addresses of members of the club genuine domestic addresses and do most members live reasonably locally to the club?
  - do members participate in the activities of the club via the internet?
  - do guest arrangements link each guest to a member?
  - is the 48-hour rule being applying for membership and being granted admission being adhered to?
  - are there annual club accounts available for more than one year?
  - how is the club advertised and listed in directories and on the internet?
  - are children permitted in the club?
  - does the club have a constitution, and can it provide evidence that the constitution was approved by members of the club?
  - is there a list of Committee members and evidence of their election by the club members?
269. When examining the club's constitution, the Licensing Authority would expect to see evidence of the following:
- Who makes commercial decisions on behalf of the club?
  - Are the aims of the club set out in the constitution?
  - Are there shareholders or members? Shareholders indicate a business venture rather than a non-profit making club.
  - Is the club permanently established? (Clubs cannot be temporary).
  - Can people join with a temporary membership? What is the usual duration of membership?
  - Are there long-term club membership benefits?
270. Aside from bridge and whist clubs, clubs may not be established wholly or mainly for the purposes of gaming. The Licensing Authority may consider such factors as:
- How many nights a week gaming is made available? If gaming is available for all or most nights with little other activity, then it is likely that the club is established wholly or mainly for gaming;
  - How is the gaming advertised?
  - What stakes and prizes are offered?
  - Whether there is evidence of leagues with weekly, monthly or annual winners?

- Whether there is evidence of members who do not participate in gaming;
- Whether there are teaching sessions to promote gaming such as poker;
- Where there is a tie-in with other clubs offering gaming through tournaments and leagues;
- Whether there is sponsorship by gaming organisations;
- Whether participation fees are within limits.

## Chapter Six: Notices

### Temporary Use Notices (TUN)

271. This policy applies to applications for Temporary Use Notices. Temporary Use Notices allow the use of premises for gambling where there is no Premises Licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises that might be suitable for gambling would include hotels, conference centres and sporting venues.
272. The Licensing Authority can only grant a Temporary Use Notice to a person or a company holding a relevant Operating Licence.
273. Currently under The Gambling Act 2005 (Temporary Use Notices) Regulations 2007, TUN can only be used to permit the provision of facilities for equal chance gaming, where the gaming is intended to produce a single overall winner. A set of premises can be subject to TUNs for up to 21 days in any 12-month period.
274. The notice must be lodged with the Licensing Authority no less than 3 months and one day from the event, and copies sent to the Gambling Commission, the police and HM Commissioner for Revenue and Customs.
275. The Licensing Authority, in considering applications for TUN, will consider whether gambling should take place, or should only take place with modifications to the TUN. In doing so, the Licensing Authority will consider:
- the suitability of the premises;
  - the location of the premises, paying particular attention to its proximity to any schools, hostels or other sensitive premises;
  - the CCTV coverage within the premises;
  - the ability of the premises to provide sufficient staff and/or licensed door supervisors for the notice period;
  - whether the premises or the holder of the Operating Licence have given the Licensing Authority any cause for concern at previous events in relation to the licensing objectives, the guidance issued by the Gambling Commission, the relevant code of practice or this Statement of Principles.

### Occasional Use Notices

276. The Licensing Authority has very little discretion on Occasional Use Notices for betting at tracks aside from ensuring the statutory limit of eight days a calendar year is not exceeded. The Licensing Authority will consider the definition of a "track" and whether the applicant can demonstrate they are responsible for the administration of the "track" or an occupier and thus permitted to avail themselves of the notice. The definition of "track" in the Act is wider than dog tracks or horse racecourses and includes places where races or other sporting events take place. This could include major halls, hotels and other venues. If notices are given for a single track which would permit betting to occur for more than eight days per year, the Licensing Authority is obliged to issue a counter notice preventing such a breach occurring.

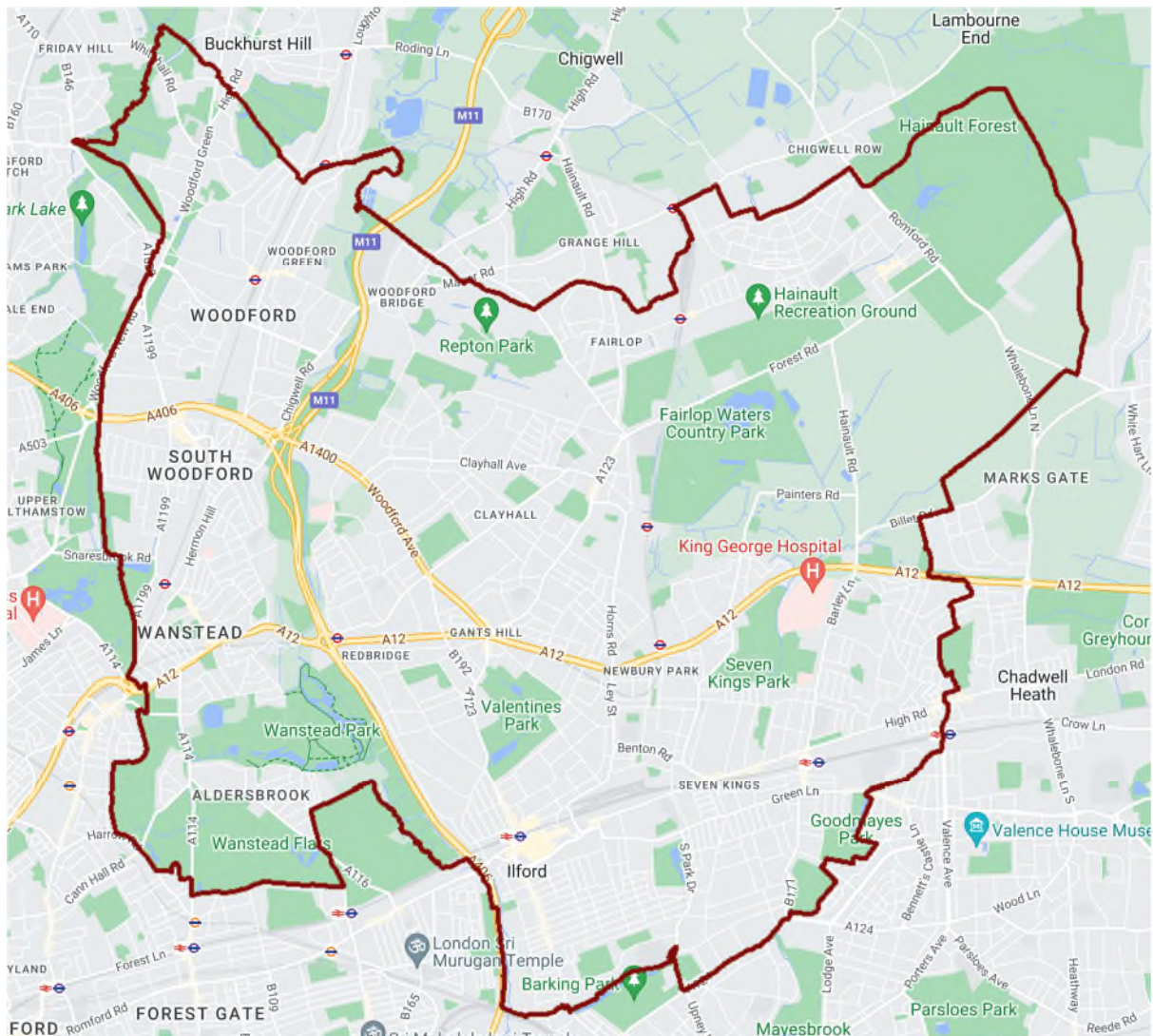


## Small Society Lotteries

277. Under the Act, a lottery is unlawful unless it runs with an operating licence or is an exempt lottery. The Licensing Authority will register and administer small society lotteries (as defined) in accordance with schedule 11 of the Act. Promoting or facilitating a lottery will fall within two categories:
- Licensing lotteries (requiring an operating licence from the Gambling Commission); and
  - exempt lotteries (including small society lotteries registered by the Licensing Authority)
278. Exempt lotteries are lotteries permitted to run without a licence from the Gambling Commission and these are:
- Small society lotteries;
  - Incidental non-commercial lotteries;
  - Private lotteries;
  - Private society lotteries;
  - Work lotteries;
  - Residents' lotteries;
  - Customer lotteries.
279. Societies may organise lotteries if they are licensed by the Gambling Commission or fall within the exempt category. The Licensing Authority recommends those seeking to run lotteries take their own legal advice on which type of lottery category they fall within. Guidance notes on small society lotteries, limits placed on them and information setting out financial limits can be found through the Gambling Commission website also provide guidance on how to run a small society lottery; <https://www.gamblingcommission.gov.uk/public-and-players/guide/page/licences-for-small-society-lotteries>.
280. The Licensing Authority will not grant a permit to anyone unless it is satisfied that they are a suitable applicant. The Licensing Authority will consider the following criteria when assessing the suitability of an applicant:
- Provision of a satisfactory basic criminal record disclosure form the Disclosure and Barring Service;
  - the integrity of the applicant;
  - the competence of the applicant to carry on the permitted activities in a manner consistent with the licensing objectives; and
  - the financial and other circumstances of the applicant and in particular the resources likely to be available for the purpose of carrying on the permitted activities.
  - have a satisfactory check in respect of enquiries made directly with the Metropolitan Police, other local authorities and any other organisation, agency or person that the Licensing Authority has deemed appropriate to seek information from.

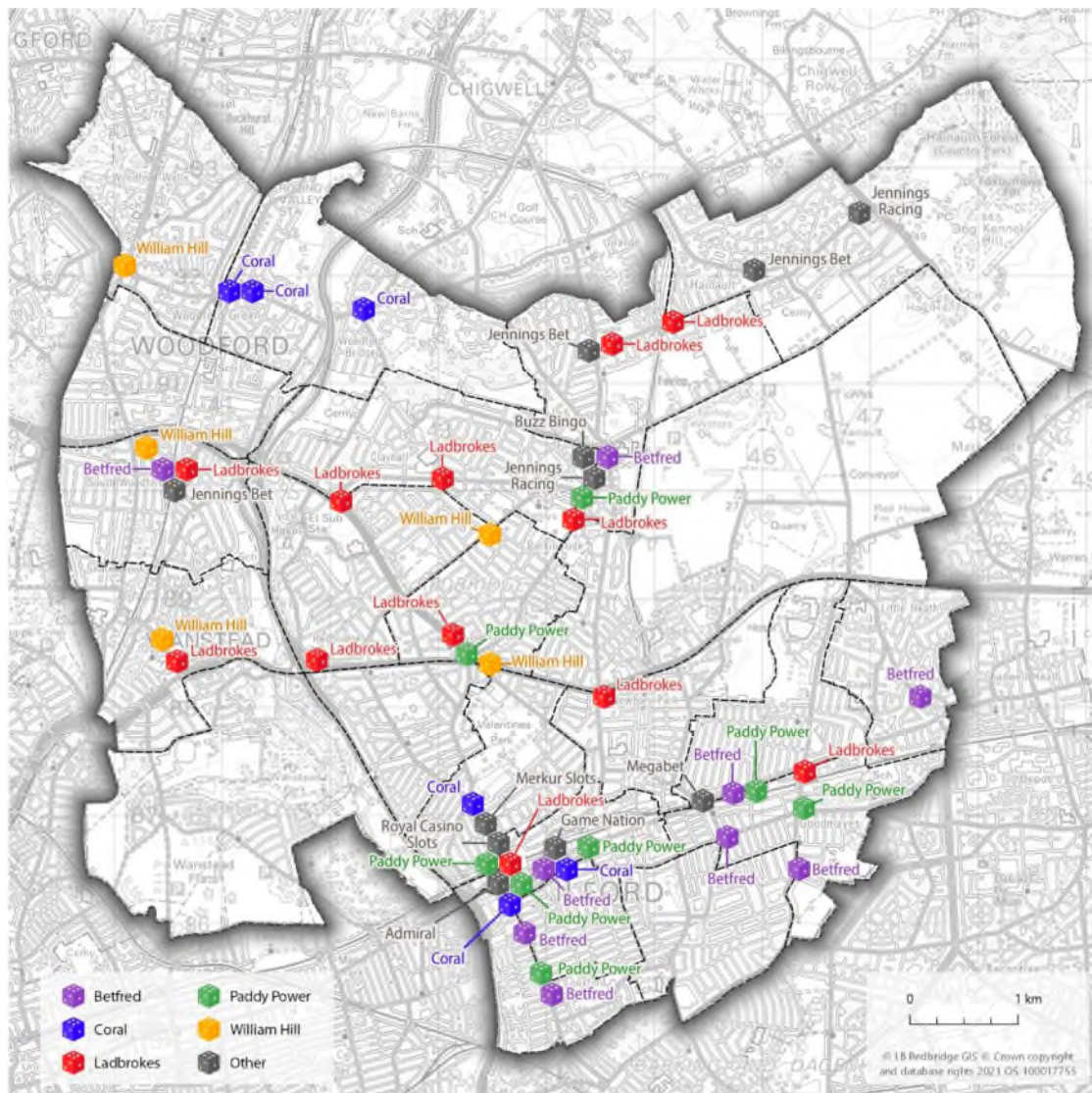
## Appendix One

### Map of the Area Covered by this Statement of Principles



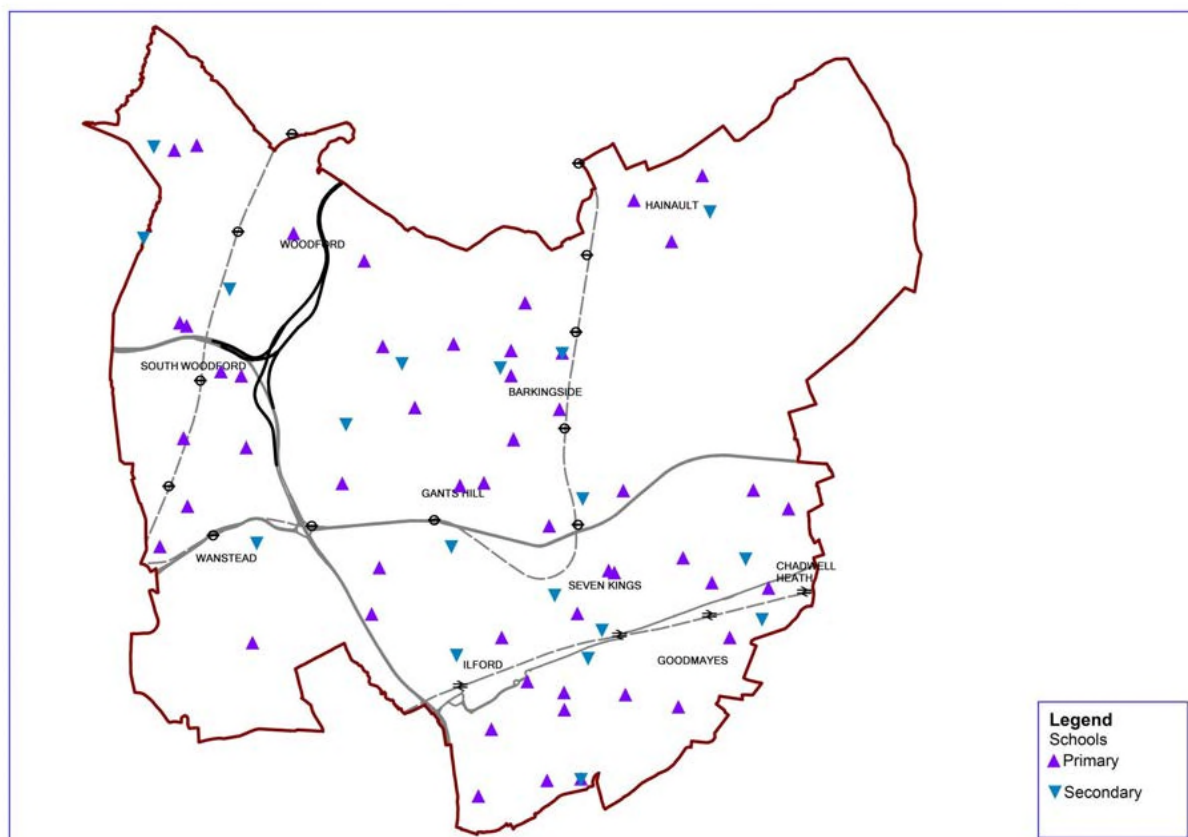
## Appendix Two

### Map of the location of betting premises licences in Redbridge





Appendix Three  
**Map of schools in Redbridge**



## Appendix 4

### Definitions of terms used in this policy

**'the Act'** means the Gambling Act 2005

**'the Council'** means the Council of the London Borough of Redbridge

**'the Commission'** means the Gambling Commission established under the Gambling Act of 2005

**'the Guidance'** means the Guidance to Licensing Authorities published by the Gambling Commission

**'Licensing Authority'** means the Council of the London Borough of Redbridge

**'Licensing Committee'** refers to the Committee of the London Borough of Redbridge to consider licensing matters

**'licensable activities'** means those activities that are required to be licensed by the Council under the Gambling Act 2005

**'Licensing Sub Committee'** refers to a Sub Committee of the Licensing Committee to consider licence applications

**'relevant representations'** means a representation conforming to the legal requirements of the Licensing Act 2003

**'Regulations'** refers to Regulations under the Licensing Act 2003 issued by the Secretary of State

**'responsible authority'** means the bodies designated under the Gambling Act 2005 and described in the Introduction to this Statement of Principles

**'the Statement'** refers to this Statement of Principles for Gambling