



Winchester
City Council

STATEMENT OF PRINCIPLES

GAMBLING ACT 2005

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September 2021

This Statement of Principles will remain
in force from 1st February 2022 until 31st January 2025

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WINCHESTER CITY COUNCIL

GAMBLING ACT 2005
SECTION 349
Statement of Principles

The contents of this document are provided as information on the policy and principles of Winchester City Council in carrying out its functions in relation to the regulation of gambling. The document is not a full and authoritative statement of the law or statutory guidance and does not constitute professional or legal advice.

The Statement of Principles as determined by Winchester City Council in respect of its licensing functions in relation to the Gambling Act 2005 for the three year period commencing 1st February 2022 is set out in this document. During the three year period, the document will be kept under regular review and, following a full consultation process, the Council will make such revisions to it, at such times, as it considers appropriate. Further statements of principles will be published every three years thereafter.

Publication

This statement or any subsequent revision of the statement will be published on the Winchester City Council website (www.winchester.gov.uk). The statement or any subsequent revision of the statement is also available for inspection at the following location:

Winchester City Council, City Offices, Colebrook Street, Winchester, Hampshire SO23 9LJ.

Declaration

In publishing this document, Winchester City Council has had regard to the licensing objectives of the Gambling Act 2005 (the Act), the guidance issued by the Gambling Commission and any responses from those consulted on the policy statement.

The Act introduced a new regulator for commercial gambling, the Gambling Commission, which replaced the Gaming Board of Great Britain. Operators licences and personal licences are issued and regulated by the Gambling Commission whilst local authorities (such as Winchester City Council) are responsible for the issue and regulation of premises licences, and other permits.

The Act places responsibilities on licensing authorities in ways similar to the Licensing Act 2003. There are some interdependencies between the Licensing Act 2003 and the Gambling Act 2005 in terms of the framework for decision making and the procedures that must be followed. However Winchester City Council will take care to ensure that in dealing with applications under the Gambling Act it follows the procedures that the Gambling Act 2005 requires and only takes into account issues that are relevant to that Act. Care will be taken not to confuse Gambling Act considerations with those relevant to alcohol licensing or planning.

When using this document, reference should also be made to the Gambling Act 2005, any associated regulations and any guidance and advice issued by the Gambling Commission or the Department for Digital, Culture, Media and Sport and information contained on the Winchester City Council web site (www.winchester.gov.uk)

Introduction

The Winchester area is situated in the central part of the County of Hampshire. It covers an area of approximately 250 square miles, and is largely countryside, with urban areas being Winchester itself (the largest urban area in the District), with smaller towns such as New Alresford, Bishops Waltham, and Wickham and many villages.

Tourism is a major part of the local economy and every year approximately 5.05 million visits are made to the area, particularly to Winchester City Centre. This represents a spend of £339 million in the local economy which supports over 5352 jobs.

The Winchester area faces many challenges if its special character is not to be eroded by the modern day pressures of people, housing, industry and traffic. It has a number of premises conducting gambling activities as follows:

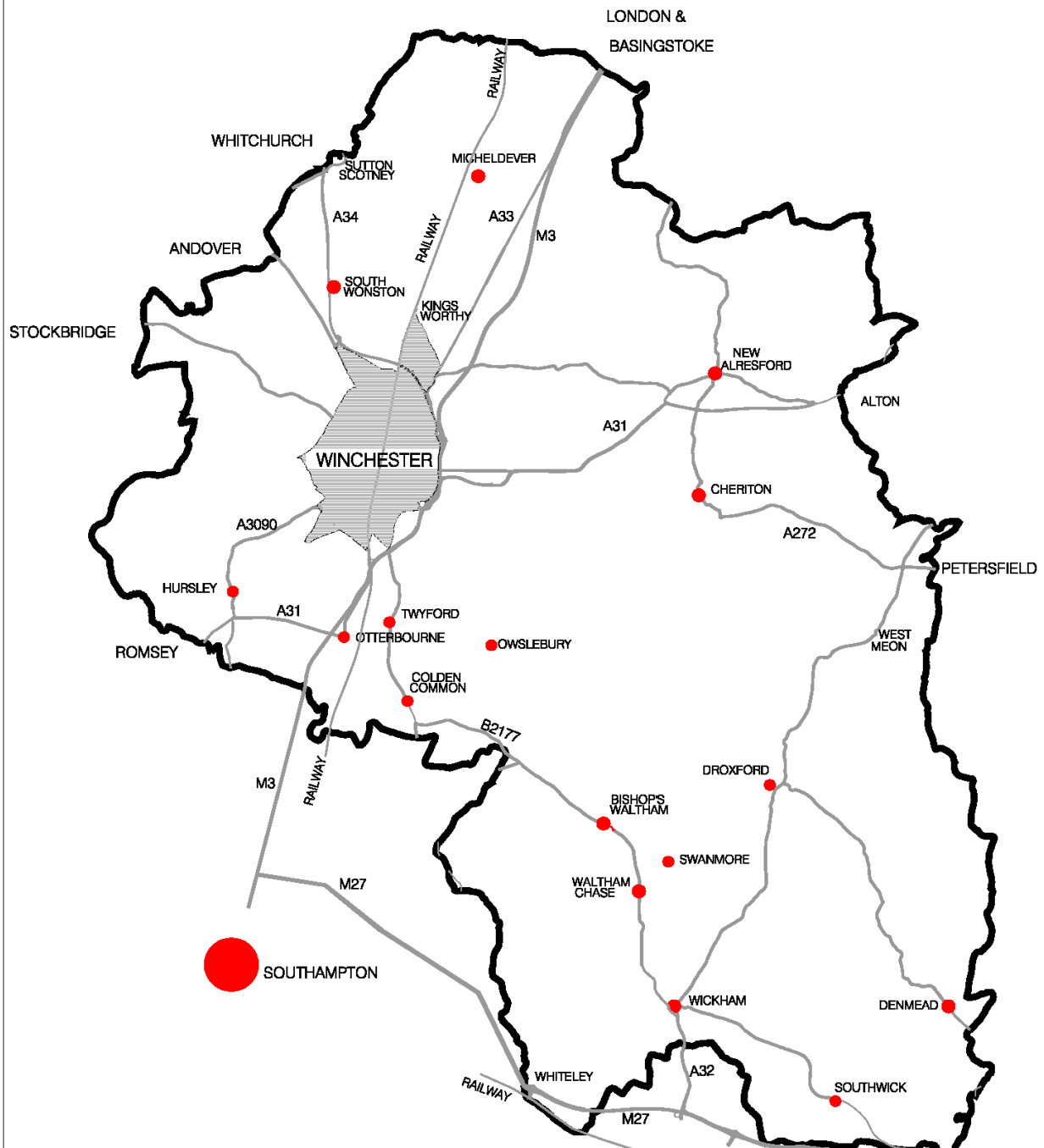
- 6 betting premises
- Approximately 82 premises and members' clubs licensed under the Licensing Act 2003
- 4 adult gaming centres
- 91 small society lotteries

At the time of publication, there are no bingo halls, tracks or casinos within the Winchester City Council area.

The Council recognises that legal gambling in a fair and open way, with suitable protection for vulnerable persons, is an important part of the District and contributes to the local economy and attention is drawn to the section 'Fundamental Principles' regarding demand, objections and locations for any application for gambling premises. Winchester City Council has consulted the following on this Statement:

- The 'Responsible Authorities', namely the Chief Constable of Hampshire Constabulary; the Gambling Commission; Hampshire Fire and Rescue Service; Winchester City Council's Service Lead for Built Environment and Service Lead for Public Protection, Hampshire County Council Safeguarding Unit, and H M Revenue and Customs;
- One or more persons who appeared to the Council to represent the interests of persons carrying on gambling businesses in the Winchester area, namely the Association of British Bookmakers Ltd; BACTA; Regal Gaming and Leisure; Winchester Automatics Limited; Winchester BID; Winchester City Council's Service Lead for Economy and Tourism; and various breweries who hold Premises Licences within the District.
- One or more persons who appeared to the Council to represent the interests of persons who are likely to be affected by the exercise of the Council's functions under the Act, namely all Ward Members; Parish Councils; Gamblers' Anonymous; Gam Care; National Problem Gambling Clinic; National Centre for Gaming Disorders; The Gordon Moody Association; Winchester and Bishop's Waltham Citizens' Advice Bureau offices; Winchester City Council's Neighbourhood Services Team; the Hampshire Hospitals NHS Foundation Trust; and known residents' associations.

General Location Map of Winchester City Council District



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PORTSMOUTH

PART A

1. Winchester City Council Functions

- 1.1 As Licensing Authority for the purposes of the Gambling Act 2005, Winchester City Council will:
- Be responsible for the licensing of premises where gambling activities are to take place by issuing Premises Licences ;
 - Issue *Provisional Statements* ;
 - Regulate *members' clubs* who wish to undertake certain gaming activities via issuing *Club Gaming Permits* and/or *Club Gaming Machine Permits* ;
 - Issue *Club Gaming 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 ;
 - Grant *Licensed Premises Gaming Machine Permits* for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where more than two machines are required ;
 - Register *small society lotteries* below prescribed thresholds ;
 - Issue *Prize Gaming Permits* ;
 - Receive and endorse *Temporary Use Notices* ;
 - Receive *Occasional Use Notices* ;
 - Provide information to the Gambling Commission regarding details of licences issued (see section above on 'information exchange') ;
 - Maintain registers of the permits and licences that are issued under these functions.
- 1.2 "Remote gambling" (gambling by means such as the internet, or telephone) will be regulated by the Gambling Commission via Operator Licences, and not the Council.

Note – terms in italics are defined terms in the Gambling Act 2005. The Glossary in Appendix 1 sets out these and other terms in the Act.

2. Licensing Objectives

- 2.1 In exercising most of the functions under the Gambling Act 2005, Winchester City Council must have regard to the licensing objectives contained in the Act. In particular, it must have regard to the licensing objectives when exercising its functions in relation to premises licences, temporary use notices and some permits. The licensing objectives are:
- preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime;
 - ensuring that gambling is conducted in a fair and open way; and
 - protecting children and other vulnerable persons from being harmed or exploited by gambling.

- 2.2 In accordance with Section 153 of the Act, the Council will aim to permit the use of premises for gambling in so far as the Council thinks is-
- (a) in accordance with any relevant code of practice issued by the Gambling Commission;
 - (b) in accordance with any relevant guidance issued by the Gambling Commission;
 - (c) reasonably consistent with the pursuit of the licensing objectives;
 - (d) in accordance with this Statement of Principles.

It should be noted that in considering gambling applications, these objectives are not the same as those in the Licensing Act 2003. In particular, they do not include considerations in relation to public safety or prevention of public nuisance.

- 2.3 The Gambling Commission will play a leading role in preventing gambling from being a source of crime. Winchester City Council will consider the location of premises in the context of preventing gambling from being a source of crime or disorder. In this context, disorder means activity that is more serious and disruptive than mere nuisance and the Council will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see it, so as to make that distinction. Issues of nuisance cannot be addressed via the Gambling Act 2005.
- 2.4 In ensuring that gambling is conducted in a fair and open way, Winchester City Council has noted that the Gambling Commission has stated that it would generally not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences. There is however, more of a role with regard to tracks which is explained in more detail in the 'tracks' section of this document. Also, where appropriate, the Council will pay attention to the information that is made available to customers using gambling facilities that are regulated by permits. Where the Council suspects that gambling is not being conducted in a fair and open way, this would be brought to the attention of the Gambling Commission.
- 2.5 The requirement in relation to children and vulnerable persons is explicitly to protect them from being harmed or exploited by gambling. Winchester City Council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances/machines, segregation of areas etc. The Council will also need to consider the location of premises in the context of protecting children and vulnerable persons. The Gambling Commission has also published a National Strategy to Reduce Gambling Harms, and a database of national, regional and local initiatives can be found on its website. The Council will review this resource at regular intervals to identify local initiatives that it can support and/or promote in order to reduce gambling-related harm.
- 2.6 Winchester City Council will encourage more dialogue with operators to address social responsibility as advocated by the Gambling Commission. The Gambling Commission has introduced new social responsibility codes that require operators to assess local risks and have policies, procedures and

control measures in place to mitigate risk. Operators will be required to make reference to this Statement of Principles in their risk assessments and share their risk assessments with the Council in certain circumstances.

- 2.7 Winchester City Council will seek to develop a Local Area Profile which will understand how gambling is provided within the district and what the risks are. The Local Area Profile will be separate to the Statement of Principles.

3. Consultation on the statement of principles

- 3.1 Winchester City Council has consulted the following on this statement:

- The Chief Constable of Hampshire Constabulary;
- One or more persons who appeared to the Council to represent the interests of persons carrying on gambling businesses in the Winchester area, namely the Association of British Bookmakers Ltd; BACTA; Regal Gaming and Leisure; Winchester Automatics Limited; Winchester BID; Winchester City Council's Service Lead for Economy and Tourism; and various breweries who hold Premises Licences within the District.
- One or more persons who appeared to the Council to represent the interests of persons who are likely to be affected by the exercise of the Council's functions under the Act, namely all Ward Members; Parish Councils; Gamblers' Anonymous; Game Care; National Problem Gambling Clinic; National Centre for Gaming Disorders; The Gordon Moody Association; Winchester and Bishop's Waltham Citizens' Advice Bureau offices; Winchester City Council's Neighbourhood Services Team; the NHS Foundation Trust, and known residents' associations.

- 3.2 Winchester City Council will also consult the above for any subsequent revision of the statement.

- 3.3 A draft of this Statement was published for consultation on 16 August 2021 giving until 16 September 2021 for comments.

- 3.4 The Statement will be presented at meetings of the Licensing and Regulation Committee on 8 December 2021 and of Full Council on 12 January 2022 for consideration and approval.

- 3.5 In determining its Statement of Principles (or any revision thereof), Winchester City Council will always:

- Have regard to the Gambling Commission Guidance to Licensing Authorities;
- Give appropriate weight to the views of those it has consulted.

- 3.6 In determining what weight to give to particular representations on its statement, the factors taken into account will always include:

- Who is making the representation in terms of their expertise or interest;
- What their motivation may be for their views;
- How many other people have expressed the same or similar views;

- How far the representations relate to matters that the licensing authority should be including in its policy statement.

3.7 It will be for Winchester City Council to ensure that it looks at the views of consultees and considers carefully whether they should be taken into account, and to what extent (having regard to the above factors). The Council will always give reasons for the decisions it has made following consultation, details of which can be viewed on the Winchester City Council website www.winchester.gov.uk/licensing or by contacting the Licensing Department at: City Offices, Colebrook Street, Winchester, SO23 9LJ.

4. Fundamental Principles

- 4.1 In carrying out its functions, Winchester City Council will regulate gambling in the public interest and will have regard to the guidance issued under Section 25 of the Act. With the exception of premises licensing and temporary use notices, the Council may use its discretion where there are strong and defensible reasons for departing from the guidance, and the Council considers it right to do so. In any such case the Council will clearly express and explain its reasons for doing so.
- 4.2 This Statement of Principles does not override the right of any person to make an application under the Act and to have that application considered on its merits. Additionally, this Statement of Principles does not undermine the right of any person to make representations on an application or to seek a review of a licence where provision has been made for them to do so.
- 4.3 The Statement of Principles does not comment on the need for gambling premises. Unmet demand is not a criterion in considering an application for a premises licence, and each application will be considered on its merits without regard to demand.
- 4.4 The location of premises will only be considered in so far as the location relates to the licensing objectives. Winchester City Council will consider very carefully applications for premises licences, permits and other permissions in respect of certain gambling premises that are located close to:
- Schools and young persons establishments;
 - Young offenders premises;
 - Centres established for assisting persons with a gambling addiction;
 - Vulnerable adult centres;
 - Residential areas where there is a high concentration of families with children;
 - Temporary accommodation such as night shelters and hostels.
- 4.5 Each application will be considered on its merits, and will depend to a large extent on the type of gambling that it is proposed will be offered on the premises. If an applicant for a premises licence can show how licensing objective concerns can be overcome, that will be taken into account when reaching a decision on whether or not to grant a licence.

- 4.6 Moral objections to gambling will not be a reason to reject an application for premises licences. In rejecting an application, Winchester City Council will rely on reasons that demonstrate that the licensing objectives are not being met.

5. Operators

5.1 Operators are expected to share with the Council relevant information at regular intervals or on request, such as:-

- results of test purchasing;
- number of refusals to underage persons;
- risk assessments for premises licensed prior to April 2016;
- details of staff training.

5.2 This list is not exhaustive. Other information may be requested where the Council considers the information relevant for the purposes of the Gambling Act 2005.

5.3 Operators should actively participate in local schemes in relation to the safety and security of gambling premises, where available.

6. Responsible authorities and interested parties

6.1 When dealing with applications for and reviews of premises licences, Winchester City Council is obliged to consider representations from two categories of persons, referred to as “responsible authorities” and “interested parties” (it should be noted that these are defined differently to those defined in the Licensing Act 2003). Representations made by persons other than responsible authorities or interested parties will be inadmissible.

6.2 Winchester City Council will only consider representations that are relevant, which are likely to be those that relate to the licensing objectives, or that raise issues under this Statement, or the Gambling Commission’s guidance or codes of practice (i.e. those matters mentioned in Section 153 of the Act).

6.3 Winchester City Council will examine closely all representations to ensure that they are not frivolous or vexatious, which will include:

- Who is making the representation, and whether there is a history of making representations that are not relevant;
- Whether it raises a ‘relevant’ issue; or
- Whether it raises issues specifically to do with the premises that are the subject of the application.

6.4 “Responsible authorities” are public bodies that must be notified of applications by the applicant. They are identified in Section 157 of the Gambling Act 2005, and include:-

- Winchester City Council as Licensing Authority;
- The Gambling Commission;
- The Chief Constable of Hampshire Constabulary;

- Hampshire Fire and Rescue Service;
 - The Service Lead for Built Environment, Winchester City Council (the local planning authority);
 - The Service Lead for Public Protection, Winchester City Council (responsible for pollution to the environment/harm to human health);
 - The local safeguarding children board for Hampshire;
 - HM Revenue and Customs.
- 6.5 Although not a Responsible Authority, Winchester City Council will consult Hampshire's Director of Public Health on all premises licence applications.
- 6.6 Winchester City Council is required by regulations to state the principles it will apply in exercising its powers under Section 157(h) of the Act to designate, in writing, a body which is competent to advise the authority about the protection of children from harm. The principles are:
- The need for the body to be responsible for an area covering the whole of the licensing authority's area; and
 - The need for the body to be answerable to democratically elected persons, rather than any particular vested interest group.
- 6.7 Winchester City Council has designated the local safeguarding children board as the body which is competent to advise the authority about the protection of children, as the Board leads and co-ordinates arrangements for responsive work to protect children via a multi agency approach.
- 6.8 Winchester City Council will take care to ensure that the concerns that responsible authorities may have in relation to their own functions are not taken into account if they are not relevant to the application for a premises licence under the Act. The following are examples of representations not likely to be considered relevant:
- that there are already too many gambling premises in the locality (although may be relevant if it points to rising problems in crime, underage gambling or problem gambling);
 - that the proposed premises is a fire risk;
 - that the location of the premises is likely to lead to traffic congestion;
 - that the premises will cause crowds of people to congregate in one area, which will be noisy and a nuisance.

This list is not exhaustive and each case will be decided on the facts.

- 6.9 Winchester City Council will be unlikely to turn down an application for a premises licence where relevant objections can be dealt with through the use of conditions attached to the licence.

- 6.10 “Interested parties” are persons who may make representations or apply for a review of a licence or permit. Winchester City Council must be able to take the view that the “interested party”:
- lives sufficiently close to the premises to be likely to be affected by the authorised activities; or
 - has business interests that might be affected by the authorised activities; or
 - represents persons in either of those two groups.
- 6.11 Interested parties can be persons who are democratically elected such as district and/or county councillors and MPs. No specific evidence of being asked to represent an interested person will be required as long as the councillor/MP represents the ward likely to be affected. Likewise, parish councils likely to be affected will be considered to be interested parties. Other than these however, the Council will generally require written evidence that a person/body (e.g. an advocate / relative) ‘represents’ someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or has business interests that might be affected by the authorised activities. A letter from one of these persons, requesting the representation is sufficient.
- 6.12 If interested parties wish to approach councillors to ask them to represent their views in relation to an application, then care should be taken that the councillors are not part of the Licensing Sub-Committee dealing with the licence application. If there are any doubts then please contact the Democratic Services, Winchester City Council at City Council Offices, Colebrook Street, Winchester, SO23 9LJ, democracy@winchester.gov.uk, tel. 01962 848264.
- 6.13 Winchester City Council will take the following factors into account when determining what is “sufficiently close to the premises”:-
- the size of the premises;
 - the nature of the premises;
 - the distance of the premises from the location of the person making the representation;
 - the potential impact of the premises (number of customers, routes likely to be taken by those visiting the establishment);
 - the circumstances of the person who lives close to the premises. This is not their personal characteristics, but their interests which may be relevant to the distance from the premises..
- 6.14 Winchester City Council will take the following factors into account when determining who are “persons with business interests that could be affected”:-
- the size of the premises;
 - the catchment area of the premises i.e. how far persons travel to visit; and
 - whether the person making the representation has business interests in that catchment area that might be affected.

- 6.15 Winchester City Council considers the following to be “persons representing those” in the above categories:-
- Residents and tenants associations;
 - Elected Members;
 - Trade unions and trade associations
- 6.16 The Council will only accept representations from such persons where they represent an interested party, i.e. someone who lives sufficiently close the premises to be likely to be affected by the activities being applied for, or someone with business interests that could be affected.
- 6.17 The above considerations are not exhaustive, and the Council will have regard to anything an interested party, or persons representing them, say about his or her status to make representations.
- 6.18 Admissible and relevant representations can be made in writing to the Licensing Department, Winchester City Council, City Council Offices, Colebrook Street, Winchester, SO23 9LJ, email licensing@winchester.gov.uk

7. Exchange of Information

- 7.1 Winchester City Council will act in accordance with the relevant legislation and guidance from the Gambling Commission and will adopt the principles of better regulation in exercising the functions under sections 29 and 30 of the Act with respect to the exchange of information between it and the Gambling Commission, and the functions under section 350 of the Act with respect to the exchange of information between it and the other persons listed in Schedule 6 to the Act.
- 7.2 Winchester City Council will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information which includes the provision that the General Data Protection Regulation and the Data Protection Act 2018 will not be contravened. Winchester City Council will also have regard to any Guidance issued by the Gambling Commission to local authorities on this matter, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.
- 7.3 Winchester City Council is required to provide the following information to the Gambling Commission:

Premises Licences and provisional statements

- Grant or rejection of an application for a premises licence or provisional statement
- A premises licence that has lapsed
- Grant or rejection of an application to reinstate a premises licence
- Grant or rejection of an application to transfer or vary a premises licence
- Where a review of a premises licence has been completed and the decision made
- Where a hearing is to be held where the Gambling Commission has made a representation

- Where a premises licence has been surrendered or revoked

Club Permits

- Grant or rejection of club gaming permit

Small Society Lottery registration

- Where a society has registered to operate small lotteries
- Where a society's registration to operate a small lottery has been cancelled
- Where a society has exceeded the permitted proceeds for small lotteries

The issue of permits and temporary permissions and the number of inspections and reviews are provided as part of the annual return requested by and submitted to the Gambling Commission.

- 7.4 Should any protocols be established by the Council as regards information exchange with other bodies then they will be made available on the Winchester City Council website www.winchester.gov.uk/licensing.

8. Compliance and Enforcement

- 8.1 The main enforcement and compliance role for Winchester City Council will be to ensure compliance with the premises licences and other permissions which it authorises. The Gambling Commission will be the enforcement body for the operator and personal licences it issues, and also for the manufacture, supply or repair of gaming machines.
- 8.2 Winchester City Council will act in accordance with relevant legislation and guidance from the Gambling Commission and adopt the principles of better regulation.
- 8.3 Winchester City Council will utilise the Gambling Commission's guidance and resource documents in relation to conducting compliance checks at premises in the district, to ensure consistency with other licensing authorities across the country.
- 8.4 Winchester City Council will adopt a risk-based inspection programme, which includes the targeting of high risk premises which require greater attention, whilst operating a lighter touch in respect of low risk premises.
- 8.5 In determining the level of risk in respect of premises, Winchester City Council will use the following criteria:

All regulatory inspections and enforcement will be:

- proportionate: intervention only when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
- accountable: decisions must be justified, and subject to public scrutiny;
- consistent: rules and standards must be joined up and implemented fairly;

- transparent: regulators should be open, and keep regulations simple and user friendly; and
 - targeted: focused on the problem, and minimise side effects.
- 8.6 Winchester City Council will endeavour to avoid duplication with other regulatory regimes so far as possible.
- 8.7 Winchester City Council recognises that certain bookmakers may have a number of premises within the same area. In order to ensure that any compliance issues are recognised and resolved at the earliest stage, operators are requested to give to the Council a single named point of contact, who should be a senior individual who the Council will contact first should any compliance queries or issues arise.
- 8.8 Where there is strong/reliable intelligence or evidence linked to illegal gambling activity, the Council will seek to work jointly with the Gambling Commission and Hampshire Constabulary.
- 8.9 Where the Gambling Commission notifies the licensing authority of complaints and/or intelligence received regarding non-compliance and illegality in its district through the Local Authority Compliance Events (LACE) referrals, the licensing authority shall have regard to any guidance from the Gambling Commission in relation to what action should be taken. It shall also notify the Gambling Commission of what, if any, action is taken.

9. Equal Opportunities & Race Equality

- 9.1 Subject to the general requirements of the Act, the Council will promote equality of opportunity. In such respects, nothing within this Statement of Principles shall undermine the right of any individual to apply for any of the licences and/or authorisations provided for under the terms of the Act.
- 9.2 No applicant and/or licence holder shall receive less favourable treatment on the grounds of age, sex, sexual orientation, gender reassignment, disability, marital status, marriage and civil partnership, colour, race or ethnic origin, pregnancy and maternity, religion and belief. No applicant and/or licence holder shall be disadvantaged by conditions or requirements which are not relevant to their application and/or their licence, the promotion of the licensing objectives and this Statement.
- 9.3 Subject to the general requirements of the Act, nothing within this Statement of Principles shall undermine the right of any person to make representation(s) on an application or seek a review of an existing licence or certificate where provision has been made for them to do so under the Act.

PART B

Premises licences

1. Consideration of applications

- 1.1 Winchester City Council will aim to permit the use of premises for gambling in so far as it thinks it is:-
- in accordance with any relevant code of practice under section 34 of the Gambling Act 2005;
 - in accordance with any relevant guidance issued by the Commission under section 25 of the Gambling Act 2005;
 - reasonably consistent with the licensing objectives; and
 - in accordance with this Statement of Principles.
- 1.2 The 'Fundamental Principles' section of this Statement are also relevant to the Council's approach to determining applications.

2. Risk Assessments

- 2.1 Operators applying for a new premises licence must provide a risk assessment in relation to the premises detailing how they will address the licensing objectives. The risk assessments should include:-
- How the operator will address the risks associated with the proximity of schools, treatment/support centres, areas with a high concentration of residential properties and temporary accommodation;
 - How vulnerable people including people with gambling dependencies are protected;
 - The operator's Policy on how to adequately prevent children and young people from playing age restricted games or enter the premises, as applicable;
 - How staff will be trained to identify risks whilst the premises are open;
 - The operator's Policy for test purchasing;
 - The operator's Policy in relation to levels of staffing for peak and 'at risk' times, i.e. lone working;
 - The design and layout of premises to enable sight of entrance and machines;
 - How the Operator will engage with Winchester City Council and Hampshire Constabulary to appropriately address any issues in and around the premises.
- 2.2 Risk assessments should be kept on the premises and be made available for inspection by an Authorised Person.

3. Conditions on premises licences

- 3.1 Winchester City Council will not attach conditions that limit the use of premises for gambling except where necessary as a result of the requirement to act:-
- in accordance with the Gambling Commission guidance, the Gambling Commission codes of practice or this Statement of Principles; or
 - in a way that is reasonably consistent with the licensing objectives.
- 3.2 Winchester City Council cannot issue conditions on premises licences which:-
- make it impossible to comply with an operating licence condition;
 - relate to gaming machine categories, numbers, or methods of operation;
 - requires membership of a club or body; and
 - imposes conditions in relation to stakes, fees, winnings or prizes.
- 3.3 Winchester City Council will ensure that any conditions imposed are proportionate to the circumstances which they are seeking to address, and that any premises licence conditions:-
- are relevant to the need to make the proposed building suitable as a gambling facility;
 - are directly related to the premises and the type of licence applied for;
 - are fairly and reasonably related to the scale and type of premises; and
 - are reasonable in all other respect.
- 3.4 Decisions upon individual conditions will be made on a case by case basis, although there are a number of measures which the Council will consider should there be a perceived need, such as the use of supervisors, appropriate signage for adult only areas etc. There are specific comments made in this regard under some of the licence types below. The Council will also expect the licence applicant to offer their own suggestions as to the way in which the licensing objectives can be met effectively.
- 3.5 Winchester City Council will also ensure that where category C or above machines are on offer in premises to which children are admitted:
- all such machines are located in an area of the premises which is separated from the rest of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
 - only adults are admitted to the area where these machines are located;
 - access to the area where the machines are located is supervised;
 - the area where these machines are located is arranged so that it can be observed by the staff or the licence holder; and
 - at the entrance to and inside any such areas there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.
- 3.6 These considerations will apply to premises including buildings where multiple premises licences are applicable.

3.7 Winchester City Council will carefully consider the configuration of buildings in relation to the protection of children, particularly in multi-purpose developments. In particular the Council will look for measures that:

- prevent children from participating in gambling, or being invited to gamble where this is not permitted by law;
- prevent children from having accidental access to, or to closely observe, gambling; and
- entrances and exits from parts of a building covered by one or more licences should be separate and identifiable so that the separation of different premises is not compromised.

3.8 Winchester City Council may require persons operating gambling premises to:

- supervise entrances;
- segregate gambling areas from non-gambling areas frequented by children;
- supervise gaming machines in non-adult gambling specific premises in order to pursue the licensing objectives.

4. Planning permission and building regulations

4.1 Winchester City Council recognises that there should be a clear separation of the planning and licensing systems and licensing applications will be viewed independently of planning applications. To achieve this, close liaison will be maintained between the Planning Committee and Licensing and Regulation Committees ("PC" and "L & R"). Licensing applications are not a re-run of the planning application and should not cut across decisions or appeals where planning permission is refused. The Licensing Department, upon request, will provide information to PC and any appropriate review panels on the situation regarding licensed premises in the area including the general impact of gambling on the licensing objectives.

4.2 Winchester City Council will not take into account matters not related to gambling and the licensing objectives, such as the likelihood of the applicant obtaining planning permission or building regulations approval for the proposal. However, an applicant cannot obtain a full premises licence until the premises in which it is proposed to offer the gambling are constructed, but may apply for a provisional statement if the building is not yet complete.

4.3 It will be a question of fact and degree whether premises are finished to a degree that they can be considered for a premises licence.

5. Other legislation

5.1 Winchester City Council will not take into account matters not related to gambling and the licensing objectives when considering an application for a premises licence. However, it is for the operator to ensure that premises comply with all other relevant legislation, such as fire safety, food safety and health & safety. It should be noted that the list is not exhaustive, and applicants must ensure that they comply with all other regulatory regimes in respect of their employees and the public.

- 5.2 So far as is possible, this Statement of Principles will avoid duplicating those other regulatory regimes. For example, a range of general duties are imposed on the self-employed, employers and operators of gambling premises, both in respect of employees and of the general public, but legislation governing health and safety at work and fire safety. Such requirements need not be included in this Statement.

6. Provisional Statements

- 6.1 Winchester City Council will consider provisional statement applications from persons in respect of premises that:-
- are expected to be constructed;
 - expected to be altered; or
 - expected to be acquired as a right to occupy.
- 6.2 Responsible authorities and interested parties may make representations on applications for provisional statements.
- 6.3 Once the premises have been constructed, altered or acquired, the holder of a provisional statement can return to the Council and put in an application for the necessary premises licence.
- 6.4 No further representations from relevant authorities or interested parties can be taken into account unless they concern matters which could not have been addressed at the provisional statement stage, or they reflect a change in the applicant's circumstances.
- 6.5 Winchester City Council may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:
- a) which could not have been raised by objectors at the provisional licence stage; or
 - b) which in the Council's opinion reflect a change in the operator's circumstances.

7. Adult Gaming Centres

- 7.1 Winchester City Council will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.
- 7.2 The Council will expect applicants to offer their own measures to meet the licensing objectives: however, appropriate measures/licence conditions may cover issues such as:-
- Proof of age schemes;
 - CCTV;
 - Supervision of entrances / machine areas;
 - Physical separation of areas;
 - Location of entry;

- Notices / signage;
- Specific opening hours;
- Self-exclusion schemes;
- Provision of information leaflets/helpline numbers for organisations such as GamCare.

This list is not mandatory or exhaustive, and is merely indicative of example measures.

- 7.3 The Council will refer to the Gambling Commission's website and make itself aware of any mandatory conditions or default conditions on these licences when published.

8. Licensed Family Entertainment Centres

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

- 8.2 The City Council will expect applicants to offer their own measures to meet the licensing objectives: however, appropriate measures/licence conditions may cover issues such as:-

- CCTV;
- Supervision of entrances / machine areas;
- Physical separation of areas;
- Location of entry;
- Notices / signage;
- Specific opening hours;
- Self-exclusion schemes;
- Provision of information leaflets / helpline numbers for organisations such as GamCare;
- Measures / training for staff on how to deal with suspected truant school children on the premises.

This list is not mandatory or exhaustive, and is merely indicative of example measures.

- 8.3 The Council will refer to the Gambling Commission's website to see any conditions that apply to operating licences covering the way in which the area containing the category C machines should be delineated. It will also make itself aware of any mandatory or default conditions on these premises licences when published.

9. Tracks

9.1 The Gambling Act 2005 does not give a list of premises that are officially recognised as 'tracks', but the following types of premises do undertake sporting events and accordingly could accommodate the provision of betting facilities:

- A horse racecourse;
- A greyhound track;
- A point-to-point horserace meeting;
- 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 a fishing competition;
- A motor racing event.

There are no such tracks within the Winchester City Council area. However, the following are issues that would need to be addressed should an application be received.

9.2 Winchester City Council is aware that tracks may be subject to one, or more than one, premises licence, provided each licence relates to a specified area of the track. The Council will especially consider the impact upon the third licensing objective (i.e. the protection of children and vulnerable persons from being harmed or exploited by gambling) and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

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

9.4 The Council recognises that tracks may also be multi-purpose venues having a wide range of facilities that enable them to host other activities on non-event days, such as weddings and exhibitions. This will be considered when assessing the layout of the venue and other such matters in relation to meeting the licensing objectives.

9.5 The Council will expect applicants to offer their own measures to meet the licensing objectives: however, appropriate measures/licence conditions may cover issues such as:-

- Proof of age schemes;
- CCTV;
- Supervision of entrances/machine areas;
- Physical separation of areas;
- Location of entry;

- Notices/signage;
- Specific opening hours;
- Self-exclusion schemes;
- Provision of information leaflets/helpline numbers for organisations such as GamCare.

This list is not mandatory or exhaustive, and is merely indicative of example measures.

- 9.6 The Act recognises that tracks are primarily premises intended for entertainment other than gambling, and therefore places no restrictions on offering ancillary entertainment (e.g. music, dancing or other entertainment) and the sale of alcohol. The Council shall also ensure that conditions restricting the above ancillary activities are not unreasonably imposed.
- 9.7 Gaming machines - Winchester City Council will consider the location of gaming machines at tracks, and applications for track premises licences will need to demonstrate that, where the applicant holds a pool betting operating licence and is going to use his entitlement to four gaming machines, these machines are located in areas from which children are excluded. Children and young persons are not prohibited from playing category D gaming machines on a track.
- 9.8 Betting machines – Winchester City Council will take into account the size of the premises and the ability of staff to monitor the use of the machines by children and young persons or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer. It will also take note of the Gambling Commission's suggestion that licensing authorities will want to consider restricting the number and location of such machines in respect of applications for track betting premises licences.
- 9.9 Condition on rules being displayed - it is a mandatory condition of premises licences that clear and accessible information about the terms on which a bet may be placed must be displayed at betting premises, including tracks. Where there are multiple locations of betting under one licence, the licensing authority will take a proportionate approach to requiring the display of betting rules, i.e. making the rules available at suitable central locations as opposed to being displayed at each betting location. The licensing authority shall refer to the Gambling Commission's guidance on this matter.
- 9.10 Applications and plans - the Council must be satisfied that any plans submitted provide sufficient information to enable the licensing authority to assess the application and determine whether the premises are fit for gambling. Plans should include the locations of all betting areas to be covered under the proposed licence, and other betting areas covered by alternative licensing permissions. Track owners should decide in conjunction with the betting operators offering facilities at their track which premises licensing arrangement best suits the specific nature and circumstances of their track.
- 9.11 The Council also notes that in the Gambling Commission's view, it would be preferable for all self-contained premises operated by off-course betting operators on track to be the subject of separate premises licences, to ensure that there is clarity between the respective responsibilities of the track operator

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

10. Casinos

- 10.1 'No Casinos resolution' – the Council has not passed a 'no casino' resolution under section 166 of the Gambling Act 2005, but is aware that it has the power to do so. Should the Council decide in the future to pass such a resolution, it will update this Statement of Principles with details of that resolution.
- 10.2 Casinos and competitive bidding – the Council is aware that where a licensing authority area is enabled to grant a premises licence for a new style casino (i.e. the Secretary of State has made such regulations under section 175 of the Gambling Act 2005) there are likely to be a number of operators which will want to run the casino. In such situations the local authority will run a 'competition' under Schedule 9 of the Gambling Act 2005. The Council will run such a competition in line with any regulations issued under the Gambling Act 2005 and in accordance with the Secretary of State's code of practice for competition of this nature.
- 10.3 Licence considerations/conditions – the Council will have regard to the mandatory conditions and default conditions that are attached to premises licences, and attach additional conditions to casino premises licences in accordance with guidance issued by the Gambling Commission and to meet the licensing objectives.
- 10.4 Betting machines – the Council will, as per the Gambling Commission's guidance, take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

11. Bingo Premises

- 11.1 The Council notes the Gambling Commission's guidance that if children are allowed to enter premises licensed for bingo that they do not participate in gambling, other than on category D machines. Where category C or above machines are available in premises to which children are admitted, the Council will seek to ensure that:-
- all such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
 - only adults are admitted to the area where the machines are located;
 - access to the area where the machines are located is supervised;
 - the area where the machines are located is arranged so that it can be observed by staff of the operator or the licence holder; and
 - at the entrance to, and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

When looking at the suitability and layout of a bingo premises the licensing authority will take into consideration guidance issued by the Gambling

Commission. It will also ensure that any gaming machines are made available for use in a manner consistent with the Gambling Commission's guidance.

- 11.2 The Council will have regard to the mandatory conditions and default conditions that are attached to premises licences, and attach additional conditions to bingo premises licences in accordance with guidance issued by the Gambling Commission and to meet the licensing objectives.

12. Betting premises

- 12.1 The Council will 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 any betting machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.
- 12.2 The Council will have regard to the Gambling Commission's guidance with regard to provision and restriction of certain categories of betting machines at betting premises.

13. Travelling Fairs

- 13.1 'Travelling Fairs' within the definition of the Gambling Act 2005 are able to provide gambling by certain types of machine, or by prize gaming, without a permit, provided they comply with certain restrictions.
- 13.2 Where category D machines and/or equal chance prize gaming without a permit are to be made available for use at travelling fairs, the Council's role as licensing authority is to decide whether the facilities for gambling amount to no more than an ancillary amusement at the fair (which must be the case for the exemption to apply).
- 13.3 The Council will also consider whether the applicant falls within the statutory definition of a 'travelling fair'.
- 13.4 Under the Act, the exemption will only apply on land used as a fair for no more than 27 days per calendar year. This limit 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.

Part C

1. Permits

Unlicensed Family Entertainment Centre gaming machine permits

- 1.1 Where a premises does not hold a premises licence but wishes to provide gaming machines, it may apply to Winchester City Council for this permit. It should be noted that the applicant must show that the premises will be wholly or mainly used for making gaming machines available for use (section 238 Gambling Act 2005). It will generally not be permissible for permits to apply to an entire shopping centre, airport, motorway service station or similar; the machines should typically be in a designated, enclosed area.
- 1.2 The Council need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Gambling Commission under section 25.
- 1.3 The Council cannot attach conditions to this type of permit.

2. Statement of Principles

- 2.1 The Council will expect the applicant to show that there are policies and procedures in place to protect children from harm. 'Harm' in this context is not limited to harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will be considered on their merits: however, they may include the following:-
 - appropriate measures/training for staff as regards suspected truant school children on the premises;
 - measures/training covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on/around the premises.
- 2.2 The Council will also expect:-
 - applicants to demonstrate a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs;
 - that the applicant has no relevant convictions (those that are set out in Schedule 7 of the Act); and
 - that staff are trained to have a full understanding of the maximum stakes and prizes.

3. (Alcohol) Licensed premises gaming machines

- 3.1 There is provision in the Gambling Act 2005 for premises, licensed to sell alcohol for consumption on the premises, to automatically have 2 gaming machines of categories C and/or D provided they have notified the Council. The Council can remove the automatic authorisation in respect of any particular premises if:-
 - provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;

- gaming has taken place on the premises that breaches a condition of section 282 of the Act (which requires that written notice has been provided to the Council, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine(s) has been complied with)
 - the premises are mainly used for gaming; or
 - an offence under the Act has been committed on the premises.
- 3.2 If a premises wishes to have more than 2 machines, then it needs to apply for a permit. The Council will consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under section 25 of the Act and such matters as it thinks relevant. The Council considers that “such matters” will be decided on a case by case basis but generally it will take into account the need to protect children and vulnerable persons from being harmed or being exploited by gambling and will expect the applicant to satisfy the Council that there will be sufficient measures in place to ensure that under 18 year olds do not have access to the adult-only gaming machines. Such measures might include the adult machines being in sight of the bar, or in the sight of staff who will monitor that the machines are not being used by those under 18. Notices and signage are also encouraged. As regards the protection of vulnerable persons, applicants may wish to consider the provision of information leaflets/helpline numbers for organisations such as GamCare.
- 3.3 It is recognised that some alcohol-licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would most likely need to be applied for, and dealt with, as an Adult Gaming Centre premises licence (see Part B Section 7 of this Statement).
- 3.4 Under the legislation, the Council can decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.
- 3.5 It should also be noted that the holder of a permit must comply with the *Gaming Machines in Alcohol Licensed Premises Code of Practice* and any other Code of Practice issued by the Gambling Commission. An authorised Local Authority Officer may visit licensed premises to check compliance.

4. Prize Gaming Permits

- 4.1 In making its decision on an application for this permit, the Council need not, but may wish, to have regard to the licensing objectives. It must have regard to any Gambling Commission guidance.
- 4.2 There are a number of exemptions to the requirement to obtain a prize gaming permit, namely for licensed bingo premises, adult gaming centres, licensed and unlicensed family entertainment centres, travelling fairs and some casino premises. The Council will refer to the Gambling Act 2005 and any relevant guidance issued by the Gambling Commission in determining whether this type of permit is required.

5. Statement of Principles

- 5.1 The applicant should set out the types of gaming that they intend to offer and should be able to demonstrate:-
- that they understand the limits to stakes and prizes that are set out in Regulations; and
 - that the gaming offered is within the law.
- 5.2 The Council will consult both the Chief Officer of Police for its area and, where the application gives rise to concerns relating to the protection of children from being harmed or exploited by gambling, the local Safeguarding Children Board or equivalent.
- 5.3 It should be noted that there are conditions in the Gambling Act 2005 by which the permit holder must comply, but that the Council cannot attach conditions. The conditions in the Act are:-
- the limits on participation fees, as set out in regulations, must be complied with;
 - all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
 - the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and
 - participation in the gaming must not entitle the player to take part in any other gambling.

6. Club Gaming and Club Machines Permits

- 6.1 Members' clubs may apply for a Club Gaming Permit or a Club Machine Permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations. A Club Machine Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).
- 6.2 Before granting the permit, the Council will need to satisfy itself that the premises meet the requirements of a members' club and may only grant the permit if the majority of members are over 18.
- 6.3 Members' clubs must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. A members' club must be permanent in nature, not established to make commercial profit, and must be controlled by its members equally. There is no requirement for the premises to be licensed under the Licensing Act 2003 to sell alcohol.
- 6.4 The Council may only refuse an application on the grounds that:-

- (a) the applicant does not fulfil the requirements for a members' or commercial club 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.
- 6.5 There is a 'fast-track' procedure available for premises which hold a Club Premises Certificate under the Licensing Act 2003. Under the fast-track procedure there is no opportunity for objections to be made by the Gambling Commission or the Police, and the grounds on which the Council can refuse a permit are reduced. The grounds on which an application under the process may be refused are:-
- (a) that the club is established primarily for gaming, other than gaming prescribed under Schedule 12 of the Gambling Act;
 - (b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
 - (c) that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled.
- 6.6 There are statutory conditions on Club Gaming Permits that no child uses a category B or C machine on the premises, and that the holder complies with any relevant provision of a code of practice about the location and operation of gaming machines.
- 6.7 Commercial clubs may apply only for Club Machine Permits. A commercial club is a club established for commercial gain, whether or not they are actually making a commercial gain. Examples include snooker clubs, clubs established as private companies and clubs established for personal profit. The Council will refer to the Gambling Commission's guidance to determine a club's status at the point of application for a permit.

7. Temporary Use Notices

- 7.1 There are a number of statutory limits as regards Temporary Use Notices, outlined in the Gambling Act 2005 (Temporary Use Notices) Regulations 2007.
- 7.2 Winchester City Council will have to decide what constitutes a 'set of premises' where Temporary Use Notices are received relating to the same building/site. In deciding this issue, the Council will look at the ownership/occupation and control of the premises, guidance from the Gambling Commission, and other relevant matters.

8. Occasional Use Notices

- 8.1 These notices only relate to "tracks". The Council has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. However, the Council will need to consider

the definition of a 'track' and whether the applicant is permitted to avail themselves of the notice, taking into consideration relevant guidance issued by the Gambling Commission.

Part D

MISCELLANEOUS

1. Reviews of premises licences

- 1.1 The purpose of a review will be to determine whether Winchester City Council should take any action in relation to a licence. If action is justified, the Council will have the following options:
- revoke the licence;
 - suspend the premises licence for a period not exceeding three months;
 - exclude a default condition imposed by the Secretary of State, or remove or amend such an exclusion; and
 - add, remove or amend a licence condition imposed by the licensing authority.
- 1.2 In determining what action, if any, should be taken following a review, the Council must have regard to the principles set out in section 153 of the Act, as well as any relevant representations.
- 1.3 An application for a review may be made by a responsible authority, an interested party or the authority itself. Generally, the Council must grant the application for a review, but may refuse it if it thinks that the grounds on which the review is sought:-
- a) are not relevant to the principles that must be applied by the Council in accordance with the Gambling Commission guidance/codes of practice, this Statement or the licensing objectives;
 - b) raises general objections to gambling as an activity, that is likely to be irrelevant to the principles contained in a) above;
 - c) are frivolous or vexatious;
 - d) will certainly not cause the Council to revoke or suspend a licence or to remove, amend or attach conditions on the premises licence;
 - e) are substantially the same grounds cited in a previous application relating to the same premises. The Council will take into account how much time has passed since the earlier application in reaching a judgement about whether it is reasonable to rely on this as a reason not to review the licence; or
 - f) are substantially the same as representations made at the time the application for a premises licence was considered. As with e) above, the Council will take into account how much time has passed since the earlier application in reaching a judgement about whether it is reasonable to rely on this as a reason not to review the licence, but the underlying requirement will be that the licence should not be reviewed on the basis of the same arguments considered on the grant of the premises licence.
- 1.4 The Council will process applications for review without delay, so that both the applicant for a review and the premises operator know where they stand.
- 1.5 The Council will hold a Licensing Sub-Committee hearing unless the applicant and any person who has made relevant representations consent to the review being conducted without one.

1.6 The Council will, as soon as possible, notify its decision to:-

- the licence holder;
- the applicant for review (if any);
- the Gambling Commission;
- any person who made representations;
- the Chief Constable of Hampshire Constabulary; and
- Her Majesty's Commissioners for Revenue and Customs.

2. Rights of appeal and judicial review

2.1 The Act provides an appeal process for any decision of Winchester City Council as the licensing authority. The Council's decisions may also be challenged by an application for judicial review. The Council will:

- give clear and comprehensive reasons for a rejection of an application where there is a requirement in the Act to do so; and
- wherever practicable, as best practice, give clear and comprehensive reasons for all decisions connected to its functions under the Act, regardless of whether there is a requirement under the Act to do so.

2.2 A person ("the appellant") wishing to appeal against the Council's decision must give notice of appeal to the local magistrates' court within a period of 21 days beginning with the day on which the appellant was notified by the Council of the decision.

2.3 Any person who wishes to pursue an appeal is strongly advised to seek independent legal advice from a legal advisor who specialises in the law on gambling.

3. Small Society Lotteries

3.1 The Gambling Act 2005 denotes local authorities as being responsible for registering societies to run small society lotteries.

3.2 There are two types of lottery, the latter of which the Council will deal with in terms of receiving and processing applications;

- Licensed lotteries – these are large society lotteries and lotteries run for the benefit of local authorities that are regulated by the Gambling Commission and require operating licences;
- Exempt lotteries – there are four types of exempt lottery that are expressly permitted under Schedule 11 of the Gambling Act 2005, including the small society lottery.

3.3 The Council will refer to the relevant sections of the Gambling Act 2005 and guidance from the Gambling Commission in determining whether a lottery constitutes one of the four exempt lotteries, and whether a 'society' is a non-commercial society for the purposes of holding small society lotteries.

3.4 The Council will publish guidance notes on the registration of a small society lottery, incorporating any relevant guidance from the Gambling Commission, relating to tickets, limits places on exempt lotteries, administration of applications and social responsibility. This can be seen at Appendix 3 to this Statement.

The Gambling Commission's advice note on promoting society and local authority lotteries shall be made available to potential applicants on the Council's website.

4. Other matters

3.1 In order to ensure that applicants and persons who make representations have the necessary information to be able to do so, the information below will be available on the Winchester City Council website www.winchester.gov.uk/licensing or on request by contacting the Licensing Team at Winchester City Council:-

- Register of premises licences issued by the Council;
- Fees;
- Guidance on how to make an application;
- List of responsible authorities and contact details;
- Application forms, where appropriate;
- Making representations;
- Applying for a review of a licence.

Winchester City Council Delegations

Appendix 1

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

Admissible Representations	Representations submitted by a Responsible Authority or interested party
Authorised Local Authority Officer	A Licensing Authority Officer who is an authorised person for a purpose relating to premises in that authority's area.
Authorised Person	<p>A Licensing Officer and an officer of an authority other than a Licensing Authority, both of whom have been authorised for a purpose relating to premises in that authority's area. The following are considered authorised persons:</p> <ul style="list-style-type: none">• Inspectors appointed under the Fire Precautions Act 1971;• Inspectors appointed under the Health and Safety at Work, etc. Act 1974• Inspectors or Surveyors of ships appointed under the Merchant Shipping Act 1995;• A person in a class prescribed in regulations by the Secretary of State.
Automated Roulette Equipment	<p>2 types:</p> <p>a) Linked to a live game of chance, e.g. roulette</p> <p>b) Plays live automated game, i.e. operates without human intervention</p>
Automatic Conditions	Conditions attached automatically to premises licences or authorisations. The Licensing Authority has no discretion not to include or modify them.
AWP machines	Amusement with Prizes Machines
BACTA	British Amusement Catering Trade Association
Betting Intermediary	Offers services via remote communication, such as the internet.
Betting Ring	An area that is used for temporary 'on course' betting facilities.

Betting Machines	A machine designed or adapted for use to bet on future real events (not a Gaming Machine).
Bingo	A game of equal chance.
Casino	An arrangement whereby people are given an opportunity to participate in one or more casino games.
Casino Games	Games of chance that are not equal chance gaming.
Casino Premises Licence Categories	<ul style="list-style-type: none"> a) Regional Casino Premises Licence b) Large Casino Premises Licence c) Small Casino Premises Licence d) Casinos permitted under transitional arrangements
Casino Resolution	Resolution not to issue Casino Premises Licences
Christmas Day Period	Covers the period of 24 hours from midnight on 24 December.
Club Gaming Machine Permit	Permit to enable the premises to provide gaming machines (3 machines of categories B, C or D)
Club Gaming Permit	Permit to enable the premises to provide gaming machines (3 machines of categories B C or D), equal chance gaming and games of chance.
Commercial Club	<p>A club which</p> <ul style="list-style-type: none"> • is established and conducted wholly or mainly for purposes other than the provision of facilities for gaming • which is not established with the purpose of functioning only for a limited period of time, and • which has at least 25 individual members. <p>Or</p> <ul style="list-style-type: none"> • is established or conducted wholly or mainly for the purpose of the provision of facilities for gaming of a prescribed kind, and • facilities are not provided for any other kind of gaming in the course of the club's activities.

Complex Lottery	<p>An arrangement where:</p> <ul style="list-style-type: none"> • Persons are required to pay to participate in the arrangement; • In the course of the arrangement, one or more prizes are allocated to one or more members of a class; • The prizes are allocated by a series of processes; and • The first of those processes relies wholly on chance.
Conditions	<p>Conditions to be attached to licences by way of:</p> <ul style="list-style-type: none"> • Automatic provision • Regulations provided by Sec. Of State • Conditions provided by Gambling Commission • Conditions provided by Licensing Authority <p>Conditions may be general in nature (either attached to all licences or all licences of a particular nature) or may be specific to a particular licence.</p>
Customer Lotteries	<p>Lotteries run by the occupiers of business premises who sell tickets only to customers present on their premises. These lotteries may not be conducted on vessels.</p>
Default Conditions	<p>Conditions that will apply unless the Licensing Authority decide to exclude them. This may apply to all premises licences, to a class of premises licence or licences for specified circumstances.</p>
Delegated Powers	<p>Decisions delegated either to a Licensing Committee, Sub-Committee or Licensing Officers.</p>
Domestic Computer	<p>Definition in forthcoming Regulations. Exempt from a Gaming Machine Permit.</p>
Disorder	<p>No set interpretation but likely to be connected to the way gambling is being conducted. In the case of gambling premises licences, disorder is intended to mean activity that is more serious and disruptive than mere nuisance.</p>
Domestic Computer	<p>Definition in forthcoming regulations. Exempt from a Gaming Machine Permit.</p>

Dual Use Computer	Definition in forthcoming regulations. Exempt from a Gaming Machine Permit.
Equal Chance Gaming	Games that do not involve playing or staking against a bank and where the chances are equally favourable to all participants
EBT	Electronic Bingo Ticket Minders. Electronic equipment operated by a Bingo Operators Licence for the purposes of playing bingo.
Exempt Lotteries	<p>Lotteries specified in the Gambling Act 2005 as permitted to be run without a licence from the Gambling Commission. There are 4 types:</p> <ul style="list-style-type: none"> • Small Society Lottery (required to register with Licensing Authorities. • Incidental Non Commercial Lotteries • Private Lotteries • Customer Lotteries
External Lottery Manager	An individual, firm or company appointed by the Small Lottery Society to manage a lottery on their behalf. They are consultants who generally take their fees from the expenses of the lottery.
Family Entertainment Centre	<p>Family Entertainment Centre is</p> <ul style="list-style-type: none"> • premises (other than an adult gaming centre) wholly or mainly used for making gaming machines available for use, and • Licensed Family Entertainment Centre means premises in respect of which a Family Entertainment Centre Premises Licence has effect.
Fixed Odds Betting	General betting on tracks.
Gaming	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. The prizes will be determined by the operator before the play commences.

Gaming Machine	Machine covering all types of gambling activity, including betting on virtual events.
Guidance to Licensing Authorities	Guidance issued by the Gambling Commission.
Human Rights Act 1998	Article 1: Protocol 1 – the right to peaceful enjoyment of possessions
Articles: 1, 6, 8 and 10	Article 6: - the right to a fair hearing Article 8: - the right of respect for private and family life Article 10: - the right to freedom of expression
Inadmissible Representation	A representation not made by a Responsible Authority or Interested Party.
Incidental Non Commercial Lottery	A lottery promoted wholly for purposes other than private gain, and which are incidental to non commercial events (commonly charity fund raising events, lottery held at a school fete or at a social event such as a dinner dance).
Information Exchange	Exchanging of information with other regulatory bodies under the Gambling Act 2005.
Interested Party	A person who: <ul style="list-style-type: none"> • Lives sufficiently close to the premises to be likely to be affected by the authorised activities • Has business interests that might be affected by the authorised activities • Represents persons in either of the above groups
Irrelevant Representations	<ul style="list-style-type: none"> • Where other legislation can cover the representation • Demand • Competition
Judicial Review	Legal challenge where a party believes that the decision taken by the Licensing Authority is: <ul style="list-style-type: none"> • Illegal, i.e. beyond the powers available to the Licensing Authority • Procedural impropriety or unfairness • Irrational

Large Lottery	Where the total value of tickets in any one lottery exceeds £20,000 OR tickets in separate lotteries in one calendar year exceeds £250,000. This requires an Operating Licence.
Licensed Lottery	Large society lotteries and lotteries run for the benefit of local authorities which will be regulated by the Gambling Commission. Operating Licences will be required.
Licensing Objectives	<ol style="list-style-type: none"> 1. Preventing gambling from being a source of crime or disorder, being associated with crime or disorder, or being used to support crime; 2. Ensuring that gambling is conducted in a fair and open way; and 3. Protecting children and other vulnerable persons from being harmed or exploited by gambling.
Live Gaming	Gambling on a live game as it happens.
Lottery	An arrangement which satisfies the statutory description of either a simple lottery or a complex lottery in Section 14 of the Act.
Lottery Tickets	<p>Tickets that must:</p> <ul style="list-style-type: none"> • Identify the promoting society • State the price of the ticket, which must be the same for all tickets • State the name and address of the member of the Society who is designated as having responsibility at the Society for the promotion of the lottery, or, if there is one, the external lottery manager; and • State the date of the draw, or enable the date of the draw to be determined.
Mandatory Conditions	Conditions that must be attached to a licence. This may apply to all premises Licences, to a class of premises licence or licences for specified circumstances.

Members' Club	<p>A club that must:</p> <ul style="list-style-type: none"> • have at least 25 members • be established and conducted 'wholly or mainly' for purposes other than gaming • be permanent in nature • not be established to make commercial profit • be controlled by its members equally.
Non commercial event	<p>An event where all the money raised at the event, including entrance fees, goes entirely to purposes that are not for private gain.</p>
Non Commercial Society	<p>A society established and conducted:</p> <ul style="list-style-type: none"> • for charitable purposes • for the purpose of enabling participation in, or of supporting, sport athletics or a cultural activity; or • for any other non commercial purpose other than that of private gain.
Occasional Use Notice	<p>Betting may be permitted on a 'track' without the need for a full premises licence.</p>
Off Course Betting	<p>Betting that takes place other than at a track, i.e. at a licensed betting shop.</p>
Off Course Betting – Tracks	<p>Betting that takes place in self contained betting premises within the track premises providing facilities for off course betting, i.e. on other events, not just those taking place on the track. Normally operate only on race days.</p>
On Course Betting - Tracks	<p>Betting that takes place on a track while races are taking place</p>
Operating Licences	<p>Licence to permit individuals and companies to provide facilities for certain types of gambling. They may authorise remote or non remote gambling.</p>
Permits	<p>Authorisation to provide a gambling facility where the stakes and prizes are very low or gambling is not the main function of the premises.</p>

Personal Licence	Formal authorisation to individuals who control facilities for gambling or are able to influence the outcome of gambling. These cannot be held by companies.
Pool Betting – Tracks	Betting offered at a horse racecourse by the Tote and at a dog track by the holder of the premises licence for the track.
Premises	Defined as ‘any place’. It is for the Licensing Authority to decide whether different parts of a building can be properly regarded as being separate premises.
Premises Licence	Licence to authorise the provision of gaming facilities on casino premises, bingo premises, betting premises, including tracks, adult gaming centres and family entertainment centres
Private Lotteries	<p>3 Types of Private Lotteries:</p> <ul style="list-style-type: none"> • Private Society Lotteries – tickets may only be sold to members of the Society or persons who are on the premises of the Society • Work Lotteries – the promoters and purchasers of tickets must all work on a single set of work premises • Residents’ Lotteries – promoted by, and tickets may only be sold to, people who live at the same set of premises.
Prize Gaming	Where the nature and size of the prize is not determined by the number of people playing or the amount paid for or raised by the gaming. The prizes will be determined by the operator before play commences.
Prize Gaming Permit	A permit to authorise the provision of facilities for gaming with prizes on specific premises.
Provisional Statement	<p>Where an applicant can make an application to the Licensing Authority in respect of premises that he:</p> <ul style="list-style-type: none"> • expects to be constructed • expects to be altered • expects to acquire a right to occupy.
Racino	Casino located at a racecourse.

Relevant Representations

Representations that relate to the Gambling Licensing Objectives, or that raise issues under the Licensing Policy or the Gambling Commission's Guidance or Codes of Practice.

Responsible Authorities

Public bodies that must be notified of all applications and who are entitled to make representations in relation to premises licences, as follows:

- The Licensing Authority in whose area the premises is partly or wholly situated;
- The Gambling Commission;
- The Chief Officer of Hampshire Constabulary;
- Hampshire Fire & Rescue Service;

- The Service Lead - Built Environment Winchester City Council (the Local Planning Authority);
- The Service Lead- Public Protection Winchester City Council (responsible for pollution to the environment/harm to human health);
- The Local Safeguarding Children Board for Hampshire;
- HM Revenue & Customs
- Authority in relation to vulnerable adults (yet to be decided by Sec. of State)
- Vessels only – Navigation Authority whose statutory functions are in relation to waters where the vessel is usually moored or berthed, i.e.
 - Environment Agency
 - British Waterways Board
 - Maritime & Coastguard Agency

SIA

Security Industry Authority

Simple Lottery

An arrangement where:

- Persons are required to pay to participate in the arrangement
- In the course of the arrangement, one or more prizes are allocated to one or more members of a class; and

- The prizes are allocated by a process which relies wholly on chance.

Skills with Prizes	A machine on which the winning of a prize is determined only by the player's skill and there is no element of chance, e.g. trivia game machine, Formula 1 simulators, shooting game. Skills Machines are unregulated.
Small Lottery	Where the total value of tickets in a single lottery is £20,000 or less and the aggregate value of the tickets in a calendar year is £250,000 or less.
Small Society Lottery	A lottery promoted on behalf of a non-commercial society, i.e. lotteries intended to raise funds for good causes.
Small Operations	Independent on course betting operators with only one or two employees or a bookmaker running just one shop.
Society	The society or any separate branch of such a society, on whose behalf a lottery is to be promoted.
Statement of Principles	Matters taken into account when considering an applicant's suitability for applications for FEC Permits.
Temporary Use Notice	To 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.
Totalisator or Tote	Pool betting on tracks.
Touch Bet Roulette	Where a player gambles on a live game of chance without actually being seated.
Track	Sites where races or other sporting events take place e.g. horse racing, dog racing or any other premises on any part of which a race or other sporting event takes place or is intended to take place.
Travelling Fair	A fair that 'wholly or principally' provides amusements and must be on a site used for fairs for no more than 27 days per calendar year.

Vehicles	Defined trains, aircraft, sea planes and amphibious vehicles other than hovercraft. No form of commercial betting and gaming is permitted
Vessel	Anything (other than a seaplane or amphibious vehicle) designed or adapted for use on water; a hovercraft; or anything, or part of any place, situated on or in water.
Vessel and Relevant Licensing Authority	The Licensing Authority for the area in which the vessel is usually moored or berthed.
Virtual Betting	Machine that takes bets on virtual races, i.e. mages generated by computer to resemble races or other events.
Vulnerable Persons	No set definition but likely to mean group to include people who gamble more than they want to, people who gamble beyond their means; people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, alcohol or drugs.
Young Person	An individual who is not younger than 16 years only but not older than 18 years old.

GAMBLING ACT 2005 SCHEDULE 11 EXEMPT LOTTERIES

GUIDANCE NOTES ON THE REGISTRATION OF A SMALL SOCIETY LOTTERY

These guidance notes refer only to registration of a small society lottery. Please refer to **the Gambling Commission** for further clarification on the different types of lotteries, the licensing and registration of lotteries, and exempt lotteries.

DEFINITION

The Act's definition of a small society lottery falls into two distinct areas:

- **Society status** - the society in question must be 'non-commercial'
- **Lottery size** - the total value of tickets for sale per single lottery must not exceed £20,000, or the aggregate value of tickets for sale in all lotteries in a calendar year must not exceed £250,000.

If the operator plans to exceed either of these values, they may need to be licensed with the Gambling Commission to operate a large lottery.

LIMITS PLACED ON SMALL SOCIETY LOTTERIES

- At least 20% of the lottery proceeds must be applied to the purposes of the society (para 33);
- No single prize can be worth more than £25,000 (para 34);
Rollovers between lotteries are only permitted where every lottery affected is also a small society lottery promoted by the same society, and the maximum single prize is £25,000 (para 35); Every lottery ticket must cost the same, and the society must receive payment before entry into the draw is allowed (para 37).

TICKETS

Lottery tickets may involve the issuing of physical or virtual tickets to participants (i.e. paper ticket, e-mail or text message). **All** tickets must state:

- the name of the promoting society
- the price of the ticket (which must be the same for all tickets)
- the name and address of the society member designated as having responsibility for promoting small lotteries, or (if there is one) the external lottery manager
- the date of the draw, or information enabling the date to be determined.

The requirement to provide this information for virtual tickets can be satisfied by the participant retaining the message electronically or printing it.

The Gambling Commission recommends that societies maintain written records of any unsold and returned tickets for a period of one year from the date of the lottery draw. The licensing authority is permitted to inspect the records of the lottery for any purpose related to it.

The Act requires that lottery tickets must only be sold by, and to, people over the age of 16 only.

RETURNS (*Lottery Return Statement form*)

Under para 39 of Schedule 11, the society must send returns to the licensing authority following each lottery held. The following information must be submitted:

- The arrangements for the lottery - specifically the date on which tickets were available for sale or supply, the dates of any draw, and the value of prizes, including any donated prizes and any rollover
- The total proceeds of the lottery
- The amounts deducted by the lottery promoters for prizes, including prizes in accordance with any rollovers
- The amounts deducted by the lottery promoters for costs incurred in organising the lottery
- The amount applied to the purpose for which the promoting society is conducted (this must be at least 20% of the proceeds)
- The amount of any expenses incurred in connection with the lottery not paid from the proceeds, and the sources from which they were paid
- The returns must be sent to the licensing authority within three months of the date of the lottery draw or, in the case of 'instant lotteries' (scratch cards), within three months of the last date on which tickets were on sale
- Returns must be signed (electronic signatures are acceptable) by two members of the society, over 18 years old, appointed for the purpose by the society or its governing body. A copy of their letter or letters of appointment must be included with the return.

EXTERNAL LOTTERY MANAGERS

An external lottery manager can be an individual, or a company appointed by the society to manage a lottery, or lotteries, on their behalf. They are consultants and generally take their fees from the expenses of the lottery.

External lottery managers must hold an operator's licence issued by the Commission to manage any lottery, including small society lotteries registered with a licensing authority. Societies must consult the register of operating licences held on the Commission's website at www.gamblingcommission.gov.uk before employing an external lottery manager. It is an offence to employ an unlicensed manager.

NEW REGISTRATION

- To register a new small society lottery, complete the online application form on Winchester City Council's website.
- Submit the online application form, complete with £40.00 registration fee.
- All new registration applications must be accompanied by a copy of the society's terms and conditions, or their constitution, to establish that they are a non-commercial society.
- All new registration applicants must provide a declaration, stating that they represent a bona-fide non-commercial society.
- A copy of appointment in writing of two members of the society, over the age of 18 years, authorised to sign return statements, or if it has one, its governing body.

ADMINISTRATION OF REGISTRATION

- The Council is required by para 44 of schedule 11 of the Act to record details of the society on a register, which must be made available to the public on request. It must also inform the Gambling Commission of all registrations.
- Once the application for registration has been accepted, the applicant will be notified as soon as practicable.
- Registrations run for an unlimited period, unless cancelled or revoked.

- There will be an annual fee of £20, which must be paid within the two months prior to the anniversary of registration. Renewal notices will be sent to all registered societies as a courtesy.
- The anniversary of any registration will start from the date of first registration by the local authority.

REFUSAL OF APPLICATION

Paragraphs 47 and 48 of Schedule 11 of the Act set out the grounds for refusal of registrations. In summary these are:

- An operating licence held by the applicant for registration has been revoked, or an application for an operating licence made by the applicant for registration has been refused within the past five years;
- The society in question cannot be deemed non-commercial;
- A person who will, or may be, connected with the promotion of the lottery has been convicted of a relevant offence (as listed at schedule 7 of the Act); or
- Information provided in, or with, the application for registration is found to be false or misleading.

The licensing authority will only refuse an application after the society has had the opportunity to make representations. These can be made at a formal hearing or in writing. Further information on the procedure will be supplied on request.

REVOCAION OF REGISTERED STATUS

A licensing authority may revoke the registration of a society if it thinks they would have had to, or would have been entitled to, refuse an application being made at that time. The same procedure applies as above. Revocations cannot take place unless the society has been given an opportunity to make representations at a formal hearing or in writing. Further information on the procedure will be supplied on request.

APPEALS

Following conclusion of any hearings and receipt of representations, the licensing authority would notify the applicant or society as soon as possible if their registration is still to be revoked, or if their application for registration has still been rejected.

The process of appeal would be sent to the applicant with any decision notice. Any appeal against a decision must be made within 21 days of receipt of the decision notice. This must be made directly to the local magistrates' court.

FURTHER GUIDANCE

Applicants are encouraged to consult the Gambling Commission's website for up-to-date advice and guidance on how to legally run a small society lottery. In particular, the Commission's Lottery Toolkit is particularly helpful and provides guidance on changes to draw dates, ticket vending machines and other variables.