

# Council Meeting

## 27 January 2016

**Time** 5.45 pm **Public Meeting?** YES **Type of meeting** Full Council

**Venue** Council Chamber - 4th Floor - Civic Centre

**Membership** (Quorum for this meeting is 15 Councillors)

**Mayor** Cllr Ian Brookfield (Lab)

**Deputy Mayor** Cllr Barry Findlay (Con)

### Labour

Cllr Ian Angus

Cllr Harbans Bagri

Cllr Harman Banger

Cllr Mary Bateman

Cllr Philip Bateman

Cllr Payal Bedi

Cllr Peter Bilson

Cllr Alan Bolshaw

Cllr Greg Brackenridge

Cllr Paula Brookfield

Cllr Ian Claymore

Cllr Craig Collingswood

Cllr Claire Darke

Cllr Bishan Dass

Cllr Jasbinder Dehar

Cllr Steve Evans

Cllr Val Evans

Cllr Bhupinder Gakhal

Cllr Val Gibson

Cllr Dr Michael Hardacre

Cllr Julie Hodgkiss

Cllr Keith Inston

Cllr Jasbir Jaspal

Cllr Milkinderpal Jaspal

Cllr Andrew Johnson

Cllr Rupinderjit Kaur

Cllr Welcome Koussoukama

Cllr Roger Lawrence

Cllr Linda Leach

Cllr Elias Mattu

Cllr Lorna McGregor

Cllr Lynne Moran

Cllr Peter O'Neill

Cllr Phil Page

Cllr Rita Potter

Cllr John Reynolds

Cllr John Rowley

Cllr Judith Rowley

Cllr Sandra Samuels

Cllr Caroline Siarkiewicz

Cllr Stephen Simkins

Cllr Tersaim Singh

Cllr Jacqueline Sweetman

Cllr Paul Sweet

Cllr Martin Waite

Cllr Daniel Warren

### Conservative

Cllr Mark Evans

Cllr Christopher Haynes

Cllr Christine Mills

Cllr Patricia Patten

Cllr Arun Photay

Cllr Paul Singh

Cllr Wendy Thompson

Cllr Andrew Wynne

Cllr Jonathan Yardley

### Liberal Democrat

Cllr Richard Whitehouse

### UKIP

Cllr Malcolm Gwinnett

## Information for the Public

If you have any queries about this meeting, please contact the democratic support team:

**Contact** Penny Williams  
**Tel/Email** 01902 555048 or penny.williams@wolverhampton.gov.uk  
**Address** Democratic Support, Civic Centre, 1<sup>st</sup> floor, St Peter's Square,  
Wolverhampton WV1 1RL

Copies of other agendas and reports are available from:

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# Agenda

*Item No.*    *Title*

## **MEETING BUSINESS ITEMS**

- 1            **Apologies for absence**
- 2            **Declarations of interest**
- 3            **Minutes of previous meeting** (Pages 5 - 10)
- 4            **Communications**  
To receive the Mayor's announcements.

## **DECISION ITEMS**

- 5            **State of the City Address 2015/16**  
To receive the Leader of the Council's statement regarding the city for the municipal year 2015/16 and any responses from the Leader of the opposition group.
- 6            **Review of Statement of Gambling Policy** (Pages 11 - 38)  
To consider the proposed Statement of Gambling Policy for implementation with effect from 31 January 2016.
- 7            **Housing Revenue Account Business Plan** (Pages 39 - 42)  
To receive a report on the Housing Revenue Account (HRA) Business Plan, including the proposed HRA budget for 2016/17.
- 8            **Executive Business** (Pages 43 - 44)  
To receive a summary of Executive Business to include;
  - Violence Against Women Strategy
  - Playing Pitch Strategy and Assessment Report
  - Active Travel Strategy
- 9            **Question to Council**

**Local Authority assistance for local recruitment**

Councillor Thompson to ask Councillor Reynolds (as Cabinet Member for City Economy):-

*“Could the Cabinet Member advise Council of progress with the steps being taken by the authority to match local people with jobs over the last two years, in terms of the numbers of local people successfully placed in permanent jobs in or near to Wolverhampton?”*

# Meeting of the Council

## Minutes - 16 December 2015

### Attendance

**Mayor** Cllr Ian Brookfield (Lab)  
**Deputy Mayor** Cllr Barry Findlay (Con)

### Labour

Cllr Ian Angus  
Cllr Harbans Bagri  
Cllr Harman Banger  
Cllr Mary Bateman  
Cllr Philip Bateman  
Cllr Peter Bilson  
Cllr Alan Bolshaw  
Cllr Greg Brackenridge  
Cllr Paula Brookfield  
Cllr Ian Claymore  
Cllr Craig Collingswood  
Cllr Claire Darke  
Cllr Bishan Dass  
Cllr Jasbinder Dehar

Cllr Steve Evans  
Cllr Val Evans  
Cllr Bhupinder Gakhal  
Cllr Dr Michael Hardacre  
Cllr Julie Hodgkiss  
Cllr Jasbir Jaspal  
Cllr Milkinderpal Jaspal  
Cllr Andrew Johnson  
Cllr Rupinderjit Kaur  
Cllr Welcome Koussoukama  
Cllr Roger Lawrence  
Cllr Linda Leach  
Cllr Elias Mattu  
Cllr Lynne Moran

Cllr Peter O'Neill  
Cllr Phil Page  
Cllr Rita Potter  
Cllr John Reynolds  
Cllr John Rowley  
Cllr Judith Rowley  
Cllr Sandra Samuels  
Cllr Caroline Siarkiewicz  
Cllr Stephen Simkins  
Cllr Tersaim Singh  
Cllr Jacqueline Sweetman  
Cllr Paul Sweet  
Cllr Martin Waite  
Cllr Daniel Warren

### Conservative

Cllr Mark Evans  
Cllr Christine Mills  
Cllr Arun Photay  
Cllr Paul Singh

Cllr Wendy Thompson  
Cllr Andrew Wynne  
Cllr Jonathan Yardley

### Liberal Democrat

Cllr Richard Whitehouse

### Employees

Tracey Christie  
Keith Ireland  
Tim Johnson  
Kevin O'Keefe  
Linda Sanders  
Martyn Sargeant  
Mark Taylor  
Penny Williams

Head of Legal  
Managing Director  
Strategic Director - Place  
Director of Governance  
Strategic Director - People  
Group Manager - Corporate Administration  
Director of Finance  
Interim Democratic Services Manager

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The proceedings opened with Prayers

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Item No. Title

**1 Apologies for absence**

Apologies for absence were received from Councillors Bedi, Gibson, Gwinnett, Haynes, Inston and Patten.

**2 Declarations of interest**

Councillors Bolshaw, Claymore, Dr Hardacre, Koussoukama and O'Neill declared a non-pecuniary interest in item five, Capital Programme 2015/16 – 2019/20 Quarter Two Review.

**3 Minutes of previous meeting**

The Mayor proposed, the Deputy Mayor seconded, and it was resolved:

That the minutes of the previous meeting held on 4 November, be agreed as a correct record and signed accordingly by the Mayor.

**4 Communications**

**Presentation of Resolution of Thanks**

The Mayor presented former Councillor Mike Heap with the Council's Resolution of Thanks as a memento of his year as Mayor in 2014 -2015. Mr Heap expressed his appreciation and stated how much he had enjoyed his year as Mayor.

**Wolverhampton Adult Education Services**

The Mayor congratulated Wolverhampton Adult Education Service, which had been recognised as an outstanding service provider in the Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2014/15.

**Holocaust Memorial Day**

The Mayor informed Councillors of the arrangements for the Service of Remembrance, which would be taking place on Holocaust Memorial Day, 27 January at the Cenotaph.

**5 Capital Programme 2015/16 - 2019/20 Quarter Two Review (Recommendation from Cabinet 9.12.15)**

The Council received a report on the Capital Programme 2015/16 to 2019/20 Quarter Two Review. The purpose of the report was to provide Council with an update on the financial performance of the General Fund and Housing Revenue Account (HRA) capital programmes for 2015/16 and the revised forecast for 2015/16 to 2019/20 as at quarter two of 2015/16. Further, to recommend revised General Fund and HRA capital programmes for the period 2015/16 to 2019/20.

Councillor Johnson outlined the content of the report and explained further work had been undertaken in relation to a number of specific capital projects which had increased the requirement of the General Fund Capital programme by £1.1 million and HRA capital programme by £2.9 million.

The report was moved by Councillor Johnson and seconded by Councillor Lawrence.

**Resolved:**

1. The revised medium term General Fund capital programme of £214.7 million, an increase of £6.7 million from the previously approved programme, reflecting the latest projected expenditure for the medium term be approved.
2. The revised medium term Housing Revenue Account (HRA) capital programme of £210.9 million, a decrease of £4.0 million from the previously approved programme be approved.
3. The additional resources for six new and twenty six existing General Fund projects totalling £6.7 million be approved.

**6 Treasury Management Activity Monitoring - Mid Year Review 2015/16 (Recommendation from Cabinet 9.12.15)**

Council received a progress and monitoring report on treasury management activity for the second quarter of 2015/16 as part of the mid-year review, in line with the Prudential Indicators approved by Council in March 2015.

Councillor Johnson outlined the content of the report and drew Councillors' attention to savings in the General Fund and Housing Revenue Account.

It was moved by Councillor Johnson and seconded by Councillor Lawrence.

**Resolved:**

1. It be noted that a mid-year review of the Treasury Management Strategy Statement had been undertaken and the Council had operated within the limits and requirements as approved in March 2015.
2. It be noted that savings of £1.9 million for the General Fund and £2.9 million for the Housing Revenue Account (HRA) had been forecast from treasury management activities in 2015/16.

**7 Corporate Parenting Strategy (Recommendation from Cabinet 9.12.15)**

Council received report on the Corporate Parenting Strategy for 2015 – 2017 for Looked after Children and Care Leavers and its use across the Council and its partners.

It was moved by Councillor Lawrence and seconded by Councillor Darke.

**Resolved:**

The Corporate Parenting Strategy 2015-2017 for Looked After Children and Care Leavers and its use across the Council and its partners in order to prioritise the needs of this vulnerable group of children and young people be approved.

8 **Changes to the Constitution (Recommendations from Special Advisory Group 7.12.15)**

The Council received a report on changes to the constitution. The purpose of the report was to advise Council of the proposed changes to the Contract Procedure Rules and on renaming the Audit Committee to Audit and Risk Committee.

Councillor Johnson moved the report and Councillor Thompson seconded.

**Resolved:**

1. The Contract Procedure Rules as attached at Appendix 1 of the report to Council for inclusion in the Council's Constitution be approved.
2. The renaming of the Audit Committee to the Audit and Risk Committee be approved.

9 **Motion to Council**

Councillor P Singh moved the following motion;

'That this Council recommends to all schools in Wolverhampton that introduction of the daily mile of walking or running for all pupils as an element in the authority's efforts to combat childhood obesity.'

This was seconded by Councillor Thompson.

Councillor Singh explained the rationale for the motion drawing Council's attention to the rise in levels of obesity in children.

Councillor Samuels moved the following amendment to the motion:

'That this Council refers the motion for consideration by a specially convened joint meeting of the Health and Children and Young People's Scrutiny Panels to which representatives from schools, the PASS Team and other interested stakeholders are invited.'

This was seconded by Councillor Darke.

Councillor Samuels outlined the rationale for the amendment;

Councillors' debated the amendment to the motion and upon a vote the amendment was carried.

**Resolved:** A joint meeting of the Health and Young People's Scrutiny Panels be convened to which representatives from schools, the PASS Team and other interested stakeholders be invited.

10 **Question to Council**

Councillor Thompson asked the following question:



Could the Cabinet Member advise Council on what consultation with businesses has been conducted in connection with the proposal to introduce traffic regulation enforcement on more bus lanes in or near to the city centre?

Councillor Evans advised that phase one of the bus lane enforcement scheme commenced on 1 June 2015, with a two week notice period, and with PCN's issued from 15 June 2015. Further, that phase two of the scheme commenced on 30 November 2015 with warning notices being issued throughout the Christmas and New Year period, with PCN's being issued from 4 January 2016 onwards. Members were advised that 1676 meters of highway was enforced in phase one and 217 meters in phase 2.

Councillor Thompson thanked Councillor Evans for his response and asked what benefits had resulted from the city centre enforcement and what businesses had been consulted.

Councillor Evans responded by explaining that the Council gained 'Decriminalised Parking powers' which removed enforcement of parking restrictions from West Midlands Police to the Council in 2007. Moreover, whilst the enforcement of moving traffic offences such as bus lanes remained with the police, due to changing policing policies it had not been seen as a priority and as a consequence effective enforcement ceased. As an approved authority under the 2006 Bus Lanes Contravention Order, the Council introduced enforcement in 2015. Members were advised that approximately 1900 buses per day travelled into the city centre, 177 hackney carriages and 770 private hire vehicles licenced by the City Council, moreover, Wolverhampton City Centre had the biggest footfall outside Birmingham. Statutory consultation had been undertaken, and there was support from the business community with over 300 annual permits being purchased.

#### 11 **Urgent Item**

Members were asked to consider an urgent item; a recommendation from the Special Appointments Committee. It was moved by Councillor Reynolds and seconded by Councillor Evans.

**Resolved:** That the recommendation of the Special Appointments Committee to appoint Ross Cook as Service Director – City Environment be approved.

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# Meeting of the City Council

27 January 2016

<b>Report title</b>	Review of Statement of Gambling Policy	
<b>Referring body</b>	Licensing Committee, 20 January 2016	
<b>Councillor to present report</b>	Cllr Alan Bolshaw Chair of Licensing Committee	
<b>Wards affected</b>	All	
<b>Cabinet Member with lead responsibility</b>	Councillor Steve Evans City Environment	
<b>Accountable director</b>	Tim Johnson, Place	
<b>Originating service</b>	Licensing Services	
<b>Accountable employee(s)</b>	Colin Parr Tel Email	Licensing Manager 01902 550105 <a href="mailto:colin.parr@wolverhampton.gov.uk">colin.parr@wolverhampton.gov.uk</a>

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## Recommendation for action or decision:

The Council is recommended to adopt the proposed Statement of Gambling Policy for implementation with effect from 31 January 2016.

## Purpose

- 1.1 To present for consideration by Councillors the proposed Statement of Gambling Policy for implementation with effect from 31 January 2016.

## Background

- 2.1 The first 'Statement of Gambling Policy' was approved and adopted by the Council on 8 November 2006 and came into effect on 31 January 2007, in accordance with section 349 of the Gambling Act 2005 and guidance issued by the Secretary of State. The policy has been renewed every three years following this.
- 2.2 Licensing Authorities are required to prepare and consult upon a Statement of Gambling Policy every three years. In order to adhere to these requirements, the proposed draft policy must be in force with effect from 31 January 2016..

- 2.3 Once adopted and published a Statement of Gambling Policy shall remain in force for a period of three years. However, a Licensing Authority can review their statement from time to time and if they think it necessary in light of a review, revise the statement and publish any revision before giving it effect.
- 2.4 Later in 2016 new guidance will require the Statement of Gambling Policy to contain a local area assessment. This document will be to assist applicants by detailing the local area and highlighting issues that may be relevant to their applications.
- 2.5 It is proposed to carry out a further more fundamental review of the policy later in 2016 following the development of the local area assessment.

### **3.0 Draft Statement of Gambling Policy**

- 3.1 Given the more fundamental review of the Statement of Gambling Policy that will be required later this year no significant changes have been made to the draft policy.
- 3.2 The only changes of note are that the content relevant to the casino process has been removed from the main policy document and the dates have been changed.
- 3.3 The draft policy is attached at Appendix A to this report.
- 3.4 Section 349 of the Gambling Act provides that the Licensing Authority shall consult with
- The chief of police
  - Persons who appear to represent the interests of persons carrying on gambling businesses in the authority's area
  - Persons who represent the interests of persons who are likely to be affected by activity resulting from the Act.
- 3.5 Given the minimal changes to the policy and the requirement to consult again later this year the Council has consulted to the minimum statutory level. No responses have been received to the consultation.
- 3.6 The consultation later in the year following the substantive review of the policy and the development of the local area assessment will follow best practice and will involve a twelve week consultation with a broad church of stakeholders.

### **4.0 Financial implications**

- 4.1 There are no financial implications arising from this report. [TT/06012016/X]

### **5.0 Environmental implications**

- 5.1 There are no environmental implications arising from this report.

## **6.0 Legal implications**

6.1 The legal implications are included in the main body of the report. [TC/110115/N]

## **7.0 Equalities implications**

7.1 There are no equalities implications arising from this report.

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# Statement of Gambling Policy



## Statement of Gambling Policy

Fourth Edition



**This Gambling Licensing Policy shall take effect from the 31<sup>st</sup> January  
2016**

**\*Amended section are highlighted as such\***

## STATEMENT OF GAMBLING POLICY

### Gambling Act 2005

(Published for consultation purposes November 2015)

#### Contents

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8. Enforcement
9. Licensing authority functions
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1. General Principles
2. Adult Gaming Centres
3. (Licensed) Family Entertainment Centres
4. Casinos
5. Bingo Premises
6. Betting premises
7 Tracks
8. Travelling fairs
9. Provisional Statements
10. Premises Reviews
<b>Part C - Permits / Temporary and Occasional Use Notices</b>
1. Unlicensed Family Entertainment Centre gaming machine permits
2. (Alcohol) Licensed premises gaming machine permits
3. Prize Gaming Permits
4. Club Gaming and Club Machines Permits
5. Temporary Use Notices
6. Occasional Use Notices
7. Lotteries
8. Local Authority Lotteries



## PART A

### 1. The Licensing Objectives

In exercising most of their functions under the Gambling Act 2005 (the Act), the Council must have regard to the licensing objectives as set out in section 1 of the Act. The licensing objectives are:

- preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime
- ensuring that gambling is conducted in a fair and open way
- protecting children and other vulnerable persons from being harmed or exploited by gambling

It should be noted that the Gambling Commission has stated: “The requirement in relation to children is explicitly to protect them from being harmed or exploited by gambling”.

In carrying out its licensing functions under the Act and in accordance with section 153, the Council will, when making decisions about premises licences and temporary use notices aim to permit the use of premises for gambling in so far as it thinks it is:

- in accordance with any relevant code of practice issued by the Gambling Commission
- in accordance with any relevant guidance issued by the Gambling Commission
- reasonably consistent with the licensing objectives and
- in accordance with this statement of gambling policy

### 2. Introduction

Wolverhampton City Council is situated in the West Midlands, which contains seven Councils in total. The Council area has a population of 251, 500 and covers an area of 26 square miles. The Council area is urban in nature and is densely populated with approximately 3,500 residents per square kilometre. In addition to the Wolverhampton city centre, there are 3 other local centres, Bilston, Wednesfield and Tettenhall. These areas are shown in the map below.



**The Council is required by the Gambling Act 2005 to publish a statement of the principles which they proposed to apply when exercising their functions. This statement must be published at least every three years. The statement must also be reviewed from “time to time” and any amended parts re-consulted upon. The statement must be then re-published.**

The Gambling Act requires that the following parties are consulted by the Council:

- the Chief Officer of Police;
- one or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the authority's area;
- one or more persons who appear to the authority to represent the interests of persons who are likely to be affected by the exercise of the authority's functions under the Gambling Act 2005.

### **3. Declaration**

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

### **4. Responsible Authorities**

The 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.

In accordance with the suggestion in the Gambling Commission's Guidance for licensing authorities, this Council designates the Children and Young People Service for this purpose.

The contact details of all the Responsible Authorities under the Gambling Act 2005 are available via the Council's website at [www.wolverhampton.gov.uk/gamblingact2005](http://www.wolverhampton.gov.uk/gamblingact2005).

### **5. The Gambling Commission**

The Gambling Commission regulates gambling in the public interest. The Commission provides independent advice to the Government about the manner in which gambling is carried out, the effects of gambling and the regulation of gambling generally.

The Commission has issued guidance regarding the manner in which local authorities exercise their licensing functions under the Act. They can be contacted at [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk) or by post at, The Gambling Commission, Victoria Square House, Victoria Square, Birmingham, B2 4BP.

### **6. Interested parties**

Interested parties can make representations about licence applications, or apply for a review of an existing licence. These parties are defined in the Gambling Act 2005 as follows:

“a person is an interested party in relation to an application for or in respect of a premises licence if, in the opinion of the licensing authority which issues the licence or to which the applications is made, the person

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

The Council is required by regulations to state the principles it will apply in exercising its powers under the Gambling Act 2005 to determine whether a person is an interested party. The principles are:

Each case will be decided upon its merits. This Council will not apply a rigid rule to its decision making. It will consider the examples of considerations provided in the Gambling Commission's Guidance for licensing authorities at 8.15 and 8.16. It will also consider the Gambling Commission's Guidance that "has business interests" should be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.

The Gambling Commission has recommended that the licensing authority states that interested parties include trade associations and trade unions, and residents' and tenants' associations (Gambling Commission Guidance for local authorities 8.17). This Council will not however generally view these bodies as interested parties unless they have a member who can be classed as an interested person under the terms of the Gambling Act 2005 i.e. lives sufficiently close to the premises to be likely to be affected by the activities being applied for.

Interested parties can be persons who are democratically elected such as councillors and MP's. 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. Other than this 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 will be considered sufficient.

If individuals wish to approach councillors to ask them to represent their views then care should be taken that the councillors are not part of the Licensing Committee dealing with the licence application. If there are any doubts then please contact Licensing and Support Services, Civic Centre, St Peters Square, Wolverhampton. WV1 1RP.

### **7. Exchange of Information**

The Council is required to include in its statement the principles to be applied by the authority in exercising its function 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 the respect to the exchange of information between it and the other persons listed in Schedule 6 to the Act.

The principle that this Council applies is that it will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information which includes the provision that the Data Protection Act 1998 will not be contravened. The Council will also have regard to any Guidance issued by the Gambling Commission on this, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.

### **8. Enforcement**

The Council is required by regulation under the Gambling Act 2005 to state the principles to be applied by the authority in exercising their functions under part 15 of the Act, with respect to the inspection of premises; and the powers under section 346 of the Act to institute criminal proceedings in respect of the offences specified.

The Council's principles are that:

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

- Proportionate: regulators should only intervene when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
- Accountable: regulators must be able to justify decisions, and be subject to public scrutiny;
- Consistent: rules and standards must be joined up and implemented fairly;
- Transparent: regulators should be open, and keep regulations simple and user friendly; and
- Targeted: regulation should be focused on the problem, and minimise side effects.

The Council is committed to avoiding duplication with other regulatory regimes so far as possible. However, it should be noted that it will be necessary to liaise with West Midlands Police on occasion in relation to the consideration of applications and reviews of gambling premises licenses. The Council intends to adopt a similar approach to that utilized for the Licensing Act 2003 and on this basis will seek to agree a set of protocols with the Police that will determine the way in which the two parties interact which is set out within Regulatory Services enforcement policy.

The Council recognises that some companies within the gambling industry will have a number of premises within the City. In order to ensure that any compliance issues are identified and resolved at the earliest stage, operators will be requested, where appropriate, to give the Council a single, named point of contact, who should be a senior individual, and whom the Council will contact first should any compliance issues arise.

This Council has adopted and implemented a risk-based inspection programme based on;

- The licensing objectives
- Relevant codes of practice
- Guidance issued by the Gambling Commission, in particular at Part 36
- The principles set out in this Statement of Gambling Policy

The main enforcement and compliance role for the Council in terms of the Gambling Act 05 is to ensure compliance with the premises licences and other permissions which it authorises. The Gambling Commission is the enforcement body for operating and personal licences. It is also worth noting that concerns about manufacture, supply or repair of gaming machines will not be dealt with by the Council but will be notified to the Gambling Commission.

The Council will also keep itself informed of developments as regards the work of the Better Regulation Executive in its consideration of the regulatory functions of local authorities.

**9. Licensing Authority Functions**

The Council is required under the Act to:

- Be responsible for the licensing of premises where gambling activities are to take place by issuing Premises Licences
- Issue Provisional Statements
- Regulate members' clubs and miner's welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits
- Issue Club Machine Permits to Commercial Clubs
- Grant permits for the use of certain lower stake gaming machines at unlicensed Family Entertainment Centres
- Receive notifications from alcohol licensed premises (as delivered by the Licensing Act 2003) for the use of two or fewer gaming machines
- Issue Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two machines
- Register small society lotteries below prescribed thresholds
- Issue Prize Gaming Permits
- Receive and Endorse Temporary Use Notices
- Receive Occasional Use Notices
- Provide information to the Gambling Commission regarding details of licences issued (see section above on 'information exchange')
- Maintain registers of the permits and licences that are issued under these functions

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

**PART B****PREMISES LICENCES****1. General Principles**

Premises licences will be subject to the requirements set-out in the Gambling Act 2005 and regulations, as well as specific mandatory and default conditions which are detailed in regulations issued by the Secretary of State. The Council is able to exclude default conditions. The Council also has the power to impose additional conditions or exclude conditions from the licence.

**Decision Making** - The Council is aware that in making decisions about Premises Licences it should aim to permit the use of premises for gambling in so far as it thinks it is:

- In accordance with any relevant code of practice issued by the Gambling Commission;
- In accordance with any relevant guidance issued by the Gambling Commission;
- Reasonably consistent with the licensing objectives; and
- In accordance with the Council's Statement of Gambling Policy.

It is appreciated that, as stated in the Gambling Commission's Guidance for licensing authorities, "moral objections to gambling are not a valid reason to reject applications for premises licences" (except in the case of a 'no casino resolution' - see section on Casinos) and also, that "unmet demand" is not a consideration for a licensing authority.

**Definition of "premises"** – In the Act, "premises" is defined as including "any place". Section 152 therefore prevents more than one premises licence applying to any place. But a single building could be subject to more than one premises licence, provided they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. This approach has been taken allow large, multiple unit premises such as a pleasure park, pier, track or shopping mall to obtain discrete premises licences, where appropriate safeguards are in place. However, licensing authorities should pay particular attention if there are issues about sub-divisions of a single building or plot and should ensure that mandatory conditions relating to access between premises are observed.

The Gambling Commission states in the third edition of its Guidance to Licensing Authorities that: "In most cases the exception is that a single building / plot will be the subject of an application for a licence, for example, 32 High Street. But, that does not mean 32 High Street cannot be the subject of separate premises licences for the basement and ground floor, if they are configured acceptably. Whether different parts of a building can properly be regarded as being separate premises will depend on the circumstances. The location of the premises will clearly be an important consideration and the suitability of the division is likely to be a matter for discussion between the operator and the licensing officer. However, the Commission does not consider that areas of a building that are artificially or temporarily separated, for example by ropes or moveable partitions, can properly be regarded as different premises."

The Council takes particular note of the Gambling Commission's Guidance for Licensing authorities which states that: Licensing authorities should take particular care in

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

- The third licensing objective seeks to protect children from being harmed by gambling. In practice that means not only preventing them taking part in gambling, but also preventing them from being in close proximity to gambling. Therefore premises should be configured so that children are not invited to participate in, have accidental access to or closely observe gambling where they are prohibited from participating.
- Entrances to and exits from parts of a building covered by one or more premises licences should be separate and identifiable so that the separation of different premises is not compromised and people do not 'drift' into a gambling area. In this context it should normally be possible to access the premises without going through another licensed premises or premises with a permit.
- Customers should be able to participate in the activities named on the premises licence.

The Guidance also gives a list of factors which the licensing authority should be aware of, which may include:

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

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

### **Casinos**

- The principle access entrance to the premises must be from a street (as defined at 7.23 of the Guidance)
- No entrance to a casino must be from premises that are used wholly or mainly by children and/or young persons
- No customer must be able to enter a casino directly from any other premises which holds a gambling premises licence.

### **Adult Gaming Centre**

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

### **Betting Shops**

- Access must be from a street (as defined at 7.23 of the guidance) or from another premises with a betting premises licence
- No direct access from a betting shop to another premises used for the retail sale of merchandise or services. In effect there cannot be an entrance to a betting shop from a shop of any kind and you could not have a betting shop at the back of the café – the whole area would have to be licensed.

### **Tracks**

- No customer should be able to access the premises directly from:
  - a casino
  - an adult gaming centre

### **Bingo Premises**

- No customer must be able to access the premises directly from:
  - a casino
  - an adult gaming centre
  - a betting premise, other than a track

### **Family Entertainment Centre**

- No customer must be able to access the premises directly from:
  - a casino
  - an adult gaming centre
  - a betting premises, other than a track

### **Premises “ready for gambling”**

The Guidance states that a licence to use premises for gambling should only be issued in relation to premises that the council can be satisfied are going to be ready to be used for gambling in the reasonably near future, consistent with the scale of building or alterations required before the premises are brought into use.

If the construction of a premises is not yet complete, or if they need alteration, or if the applicant does not yet have a right to occupy them, then an application for a provisional statement should be made instead.

In deciding whether a premises licence can be granted where there are outstanding construction or alteration works at a premises, this authority will determine applications on their merits, applying a two stage consideration process:-

- First, whether the premises ought to be permitted to be used for gambling
- Second, whether appropriate conditions can be put in place to cater for the situation that the premises are not yet in the state in which they ought to be before gambling takes place.

Applicants should note that this authority is entitled to decide that it is appropriate to grant a licence subject to conditions, but it is not obliged to grant such a licence.

More detailed examples of the circumstances in which such a licence may be granted can be found at paragraphs 7.59-7.66 of the Guidance.

**Location** – The Council is aware that demand issues cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives are relevant to its decision making. In accordance with the Gambling Commission’s Guidance for licensing authorities, the Council will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder. Should any specific policy be decided upon as regards areas where gambling premises should not be located, this statement will be updated. It should be noted that any such policy does not preclude any application being made and each application will be decided on its merits, with the onus upon the applicant showing how potential concerns can be overcome.

### **Planning:**

The Gambling Commission Guidance to licensing authorities states:

7.59 – In determining applications the Council has a duty to take into consideration all relevant matters and not to take into consideration any irrelevant matters, i.e. those not related to gambling and the licensing objectives. One example of an irrelevant matter



would be the likelihood of the applicant obtaining planning permission or building regulations approval for their proposal.

The Council will not take into account irrelevant matters as per the above guidance. In addition this authority notes the following excerpt from the Guidance:

7.66 - When dealing with a premises licence application for finished buildings, the licensing authority should not take into account whether those buildings have or comply with the necessary planning or building consents. Those matters should be dealt with under relevant planning control and building regulation powers, and not form part of the consideration for the premises licence. Section 210 of the 2005 Act prevents licensing authorities taking into account the likelihood of the proposal by the applicant obtaining planning or building consent when considering a premises licence application. Equally the grant of a gambling premises licence does not prejudice or prevent any action that may be appropriate under the law relating to planning or building.

**Duplication with other regulatory regimes** – The Council seeks to avoid any duplication with other statutory / regulatory systems where possible, including planning. The council will not consider whether a licence application is likely to be awarded planning permission or building regulations approval, in its consideration of it. It will though, listen to, and consider carefully, any concerns about conditions which are not able to be met by licensees due to planning restrictions, should such a situation arise.

When dealing with a premises licence application for finished buildings, the council will not take into account whether those buildings have to comply with the necessary planning or buildings consents. Fire or health and safety risks will not be taken into account, as these matters are dealt with under relevant planning control, buildings and other regulations and must not form part of the consideration for the premises licence.

**Licensing objectives** - Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, the Council has considered the Gambling Commission's Guidance to licensing authorities and some comments are made below.

**Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime** – The Council is aware that the Gambling Commission takes a leading role in preventing gambling from being a source of crime. The Gambling Commission's Guidance does however envisage that licensing authorities should pay attention to the proposed location of gambling premises in terms of this licensing objective. Thus, where an area has known high levels of organised crime the authority will consider carefully whether gambling premises are suitable to be located there and whether conditions may be suitable such as the provision of door supervisors. The Council is aware of the distinction between disorder and nuisance and will consider factors (for example whether police assistance was required and how threatening the behaviour was to those who could see it) so as to make that distinction.

**Ensuring that gambling is conducted in a fair and open way** – The Council has noted that the Gambling Commission state that it generally does not expect licensing authorities to be concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences. There is however, more of a role with regard to tracks which is explained in more detail in the 'tracks' section below.

**Protecting children and other vulnerable persons from being harmed or exploited by gambling** – The Council has noted the Gambling Commission's Guidance (**for local authorities**) states that this objective means preventing children from taking part in gambling (as well as restriction of advertising so that gambling products are not aimed at or are, particularly attractive to children). The Council will therefore consider, as suggested in the Gambling Commission's Guidance, whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include, but are not limited to,

- the supervision of entrances to prevent access by children (or known vulnerable persons)
- the supervision and monitoring of gaming machines,
- specifying the location of gaming machines
- areas where the nature of the gambling carried on in those areas should not be available to children should be segregated to exclude their entrance.

Measures are also likely to include a general requirement, in terms of the licensing of premises, in relation to the protection of children from harm and the prevention of vulnerable persons being harmed or exploited by gambling. In so doing it is anticipated that the Council will encourage, in its administration of gambling premises licensing, the promotion of organisations that seek to protect members of the public from gambling beyond their means and provide assistance to those who already gamble beyond their means.

The Council is also aware of the Gambling Commission Codes of Practice as regards this licensing objective, in relation to specific premises.

As regards the term “vulnerable persons” it is noted that the Gambling Commission does not seek to offer a definition but states that “it will for regulatory purposes assume that this group includes people who gamble more than they want to; people who gamble beyond their means; and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, alcohol or drugs.” The Council will consider this licensing objective on a case by case basis.

**Conditions** - Any conditions attached to licences will be proportionate and will be:

- Relevant to the need to make the proposed building suitable as a gambling facility;
- Directly related to the premises and the type of licence applied for;
- Fairly and reasonably related to the scale and type of premises; and
- Reasonable in all other respects.

Decisions upon individual conditions will be made on a case by case basis, although there will be a number of measures the Council will consider utilising should there be a perceived need, such as, the use of supervisors, appropriate signage for adult only areas etc. There are specific comments made in this regard under some of the licence types below. The Council will also expect applicants to offer their own suggestions as to way in which the licensing objectives can be met effectively.

The Council will also consider specific measures which may be required for buildings which are subject to multiple premises licences. These measures may include, but are not limited to, the supervision of entrances; segregation of gambling from non-gambling areas frequented by children and the supervision of gaming machines in non-adult

gambling specific premises in order to pursue the licensing objectives. These matters are in accordance with the Gambling Commission's Guidance.

The Council will seek to ensure that where category C or above machines are available for use in premises to which children are admitted:

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

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

The Council is aware that tracks may be subject to one, or more than one, premises licence, provided each licence relates to a specified area of the track. In accordance with the Gambling Commission's Guidance, the Council will consider the impact upon the third licensing objective and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

The Council notes that there are conditions which the licensing authority cannot attach to premises licences which are:

- Any condition on the premises licence which makes it impossible to comply with an operating licence condition;
- Conditions relating to gaming machine categories, numbers, or method of operation;
- Conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated) and
- Conditions in relation to stakes, fees, winning or prizes.

**Door Supervisors** - The Gambling Commission advises in its Guidance to Licensing Authorities that if the Council is concerned that a premises may attract disorder or be subject to attempts at unauthorised access (for example by children and young persons) then it may require that the entrances to the premises are controlled by a door supervisor, and is entitled to impose a premises licence to this effect.

Where it is decided that supervision of entrances/machines is appropriate for particular cases, a consideration of whether these need to be SIA licensed or not will be necessary. It will not be automatically assumed that they need to be licensed, as the statutory requirements for different types of premises vary (as per the Guidance, Part 33).

## **2. Adult Gaming Centres**

The Council will have specific regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy

the authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.

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

- Proof of age schemes
- CCTV
- Supervision of entrances / machine areas
- Physical separation of areas
- Location of entry
- Notices/signage
- Specific opening hours
- Self-exclusion schemes
- Provision of information leaflets/helpline numbers for organisations such as GamCare.

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

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

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

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

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

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

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

### **4. Casinos**

#### ***Casinos and competitive bidding – Small casinos***

The Council has been granted the power to issue one premises licence for a small casino, and is aware that there are likely to be a number of operators who will want to run the casino. In such situations the Council will run a 'competition' under Schedule 9

of the Gambling Act 2005. The Council will run such a competition in line with the Gambling (Inviting Competing Applications for Large and Small Casino Premises Licences) Regulations 2008, as well as following the procedure set out in Part 17 of the Guidance and codes of practice issued under the Gambling Act 2005. Attached at Part D of this policy is a separate section in relation to Small casino licence as agreed by the Council on 21 December 2011.

***Licence considerations / conditions*** – The Council will attach conditions to casino premises licences according to the principles set out in the Gambling Commission's Guidance at paragraph 9, bearing in mind the mandatory conditions listed in paragraph 17 of the Guidance, and the Licence Conditions and Codes of Practice published by the Gambling Commission.

***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.

### **5. Bingo Premises**

The Council notes that the Gambling Commission's Guidance states:

18.4 Licensing authorities will need to satisfy themselves that bingo can be played in any bingo premises for which they issue a premises licence. This will be a relevant consideration where the operator of an existing bingo premises applies to vary their licence to exclude an area of the existing premises from its ambit and then applies for a new premises licence, or multiple licences, for that or those excluded areas.

***The Council also notes the Guidance at paragraph 18.8 regarding the unusual circumstances in which the splitting of a pre-existing premises into two adjacent premises might be permitted, and in particular that it is not permissible to locate sixteen category B3 gaming machines in one of the resulting premises, as the gaming machine entitlement for that premises would be exceeded.***

THIS AUTHORITY ALSO NOTES THAT GUIDANCE AT PARAGRAPH 18.7 REGARDING SECTION 172(7) OF THE GAMBLING ACT 2005 WHICH PROVIDES THAT THE HOLDER OF A BINGO PREMISES LICENCE MAY MAKE AVAILABLE FOR USE A NUMBER OF CATEGORY B GAMING MACHINES NOT EXCEEDING 20% OF THE TOTAL NUMBER OF GAMING MACHINES WHICH ARE AVAILABLE FOR USE ON THE PREMISES. PREMISES IN EXISTENCE BEFORE 13 JULY 2011 ARE ENTITLED TO MAKE AVAILABLE EIGHT CATEGORY B GAMING MACHINES, OR 20% OF THE TOTAL NUMBER OF GAMING MACHINES, WHICHEVER IS THE GREATER. THE HOLDER OF BINGO PREMISES LICENCE GRANTED ON OR AFTER 13 JULY 2011 BUT BEFORE 1 APRIL 2014 IS ENTITLED TO MAKE AVAILABLE A MAXIMUM OF EIGHT CATEGORY B MACHINES OR 20% OF THE TOTAL NUMBER OF GAMING MACHINES, WHICHEVER IS THE GREATER; FROM 1 APRIL 2014 THESE PREMISES WILL BE ENTITLED TO 20% OF THE TOTAL NUMBER OF GAMING MACHINES ONLY. REGULATIONS STATE THAT CATEGORY B MACHINES AT BINGO PREMISES SHOULD BE RESTRICTED TO SUB-CATEGORY B3 AND B4 MACHINES, BUT NOT B3A LOTTERY MACHINES.

18.7 Children and young people are allowed into bingo premises; however they are not permitted to participate in the bingo and if category B or C machines are made available for use these must be separated from areas where children and young people are allowed.

### **6. Betting Premises**

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

### **7. Tracks**

The Council is aware that tracks may be subject to one, or more than one, premises licence, provided each licence relates to a specified area of the track. As per the Gambling Commission's Guidance, 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.

The Council will therefore expect premises licence applicants 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.

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, nor exhaustive, and is merely indicative of example measures.

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

**Betting machines** – The Council will, as per part 6 of the Gambling Commission's Guidance, take into account the size of the premises and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator proposes to offer.

### **Applications and plans**

The Gambling Act (s51) requires applicants to submit plans of the premises with their application, in order to ensure that the licensing authority has the necessary information to make an informed judgement about whether the premises are fit for gambling. The plan will also be used for the Council to plan future premises inspection activity.

Plans for tracks do not need to be in a particular scale, but should be drawn to scale and should be sufficiently detailed to include the information required by regulations.

Some tracks may be situated on agricultural land where the perimeter is not defined by virtue of an outer wall or fence, such as point-to-point racetracks. In such instances, where an entry fee is levied, track premises licence holders may erect temporary structures to restrict access to premises.

In the rare cases where the outer perimeter cannot be defined, it is likely that the track in question will not be specifically designed for the frequent holding of sporting events or races. In such cases betting facilities may be better provided through occasional use notices where the boundary premises do not need to be defined.

The Council appreciates that it is sometimes difficult to define the precise location of betting areas on tracks. The precise location of where betting facilities are provided is not required to be shown on track plans, both by virtue of the fact that betting is permitted anywhere on the premises and because of the difficulties associated with pinpointing exact locations for some types of track. Applicants should provide sufficient information that the council can be satisfied that the plan indicates the main areas where betting might take place. For racecourses in particular, any betting areas subject to the "five times rule" (commonly known as betting rings) must be indicated on the plan.

### **8. Travelling Fairs**

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

The Council will consider whether the applicant falls within the statutory definition of a travelling fair. Travelling fairs do not require any permit to provide gaming machines but must comply with legal requirements about the way the machine operates. They may provide an unlimited number of category D gaming machines provided that facilities for gambling amount to no more than an ancillary amusement at the fair.

It has been noted that the 27-day statutory maximum for the land being used as a fair, applies on a per calendar year basis, and that it applies to the piece of land on which the fairs are held, regardless of whether it is the same or different travelling fairs occupying the land. The Council will work with its neighbouring authorities to ensure that land which crosses our boundaries is monitored so that the statutory limits are not exceeded.

### **9. Provisional Statements**

Developers may wish to apply to the council for provisional statements before entering into a contract to buy or lease property or land to judge whether a development is worth taking forward in light of the need to obtain a premises licence. There is no need for the applicant to hold an operating licence in order to apply for a provisional statement.

S204 of the Gambling Act provides for a person to make an application to the licensing authority for a provisional statement in respect of premises that he or she:

- expects to be constructed;
- expects to be altered; or
- expects to acquire a right to occupy.

The process for considering an application for a provisional statement is the same as that for a premises licence application. The applicant is obliged to give notice of the application in the same way as applying for a premises licence. Responsible authorities and interested parties may make representations and there are rights of appeal.

In contrast to the premises licence application, the applicant does not have to hold or have applied for an operating licence from the Gambling Commission and they do not have to have a right to occupy the premises in respect of which their provisional application is made.

The holder of a provisional statement may then apply for a premises licence once the premises are constructed, altered or acquired. The Council will be constrained in the matters it can consider when determining the premises licence application, and in terms of representations about premises licence applications that follow the grant of a provisional statement, no further representations from relevant authorities or interested parties can be taken into account unless:

- they concern matters which could not have been addressed at the provisional statement stage, or
- they reflect a change in the applicant's circumstances.

In addition, the council may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:

- which could not have been raised by objectors at the provisional statement stage;
- which in the authority's opinion reflect a change in the operator's circumstances; or
- where the premises has not been constructed in accordance with the plan submitted with the application. This must be a substantial change to the plan and this licensing authority notes that it can discuss any concerns it has with the applicant before making a decision.

### **10. Premises Reviews**

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

- in accordance with any relevant code of practice issued by the Gambling Commission;
- in accordance with any relevant guidance issued by the Gambling Commission;



- reasonably consistent with the licensing objectives; and
- in accordance with the Council's Statement of Gambling Policy.

The request for the review will also be subject to the consideration by the council as to whether the request is frivolous, vexatious, or whether it will certainly not cause this authority to wish to alter/revoke/suspend the licence, or whether it is substantially the same as previous representations or requests for review.

The Council can also initiate a review of a particular premises licence, or a particular class of premises licence, on the basis of any reason which it thinks is appropriate.

Once a valid application for a review has been received by the council, representations can be made by responsible authorities and interested parties during a 28 day period. This period begins 7 days after the application was received by the licensing authority, who will publish notice of the application within 7 days of receipt.

The council must carry out the review as soon as possible after the 28 day period for making representations has passed.

The purpose of the review will be to determine whether the council should take any action in relation to the licence. If action is justified, the options open to the licensing authority are:-

- (a) add, remove or amend a licence condition imposed by the licensing authority;
- (b) exclude a default condition imposed by the Secretary of State or Scottish Ministers (e.g. opening hours) or remove or amend such an exclusion;
- (c) suspend the premises licence for a period not exceeding three months; and
- (d) revoke the premises licence.

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.

In particular, the licensing authority may also initiate a review of a premises licence on the grounds that a premises licence holder has not provided facilities for gambling at the premises. This is to prevent people from applying for licences in a speculative manner without intending to use them.

Once the review has been completed, the council must, as soon as possible, notify its decision to:

- the licence holder
- the applicant for review (if any)
- the Commission
- any person who made representations
- the chief officer of police or chief constable; and
- Her Majesty's Commissioners for Revenue and Customs

**PART C****Permits / Temporary & Occasional Use Notices****1. Unlicensed Family Entertainment Centre gaming machine permits  
(Statement of Principles on Permits - Schedule 10 paragraph 7)**

Where a premise does not hold a premises licence but wishes to provide gaming machines, it may apply to the Council for a gaming machine permit. It should be noted that the applicant must show that the premise will be wholly or mainly used for making gaming machines available for use (Section 238).

The Gambling Act 2005 states that the Council may prepare a 'Statement of Principles' that they propose to consider in determining the suitability of an applicant for a permit and in preparing this statement, and for considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Gambling Commission under section 2.5.. The Gambling Commission's Guidance to licensing authorities also states: "In their three year licensing policy statement, licensing authorities may include a statement of principles that they propose to apply when exercising their functions in considering applications for permits...., licensing authorities will want to give weight to child protection issues." (24.6)

Guidance also states: an application for a permit may be granted only if the licensing authority is satisfied that the premises will be used as an unlicensed Family Entertainment Centre, and if the chief officer of police has been consulted on the application. On this basis the Council will ask applicants to demonstrate

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

It should be noted that a licensing authority cannot attach conditions to this type of permit.

**Statement of Principles**

The Council will expect applicants to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will each be considered on their merits, however, they may include appropriate measures and training for staff as regards suspected truant school children on the premises, measures and training covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on or around the premise. The Council will require applicants to be able to demonstrate a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed Family Entertainment Centres; 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.

A full copy of the statement of principles is available on request to:

Licensing Services  
Wolverhampton City Council

Civic Centre  
St Peters Square  
Wolverhampton  
WV1 1RP

[licensing@wolverhampton.gov.uk](mailto:licensing@wolverhampton.gov.uk)

## **2. (Alcohol) Licensed Premises Gaming Machine Permits**

There is provision in the Act for premises licensed to sell alcohol for consumption on the premises to automatically have two gaming machines, of categories C and/or D. The premises merely need to notify the Council of them.

The Council can remove this automatic authorisation in respect of any particular premise, if:

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

### ***Permit: 3 or more machines***

If a premises wishes to have more than 2 machines, then it will need to apply for a permit from the Council. The Council will then consider the application based upon the licensing objectives and any guidance issued by the Gambling Commission. The Commission also states that the Council should also consider other relevant matters. Such matters will be decided on a case by case basis but generally the Council will have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines. These measures may include the adult machines being in sight of the bar, or in the sight of staff that will monitor the machines to ensure they are not being used by those under 18.

Notices and signage may also be help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets and helpline numbers for organisations such as Gamcare.

The Council recognises 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.

It should also be noted that 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.

Applicants should also note that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission regarding the location and operation of gaming machines.

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

The Gambling Act 2005 states that the Council may “prepare a Statement of Principles that they propose to apply in exercising their functions under this Schedule” which “may, in particular, specify matters that the licensing authority proposes to consider in determining the suitability of the applicant for a permit”.

Accordingly, the Council has prepared a Statement of Principles which requires the applicant to set out the types of gaming that he or she is intending to offer. The applicant should be able to demonstrate:

- that they understand the limits to stakes and prizes that are set out in regulations;
- and, that the gaming offered is within the law.
- Clear policies that outline the steps to be taken to protect children from harm

In making its decision on an application for this permit the Council does not need to (but may) have regard to the licensing objectives but must have regard to any Gambling Commission guidance.

It should be noted that the Council cannot and therefore will not attach conditions to the permit. However where facilities are provided in an adult gaming centre, a licensed family centre or for equal chance prize gaming, section 293 of the Gaming Act 2005 provides conditions with which the permit holder must comply. These are:

- the limits on participation fees, as set out in regulations, must be complied with;
- all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day. The game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
- the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and
- participation in the gaming must not entitle the player to take part in any other gambling.

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

Members Clubs and Miners' Welfare Institutes (but not Commercial Clubs) may apply for a Club Gaming Permit or a Club Gaming machines 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 Gaming machine permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).

Gambling Commission Guidance states: "Members clubs must have at least 25 members and be established and conducted “wholly or mainly” for purposes other than gaming, unless the gaming is permitted by separate regulations. The Secretary of State has made regulation and these cover bridge and whist clubs, which replicate(s) the position under the Gaming Act 1968. A members' club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples

include working men's clubs, branches of Royal British Legion and clubs with political affiliations."

The Commission Guidance also states that "licensing authorities may only refuse an application on the grounds that:

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

There is also a 'fast-track' procedure available under the Act for premises which hold a Club Premises Certificate under the Licensing Act 2003 (Schedule 12 Paragraph 10). As the Gambling Commission Guidance to licensing authorities states: "under the fast-track procedure there is no opportunity for objections to be made by the Commission or the police, and the grounds upon which the Council can refuse a permit are reduced. And "The grounds on which an application under the process may be refused are:

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

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. The Council will enforce these statutory conditions.

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

Temporary use notice(s) allow the use of premises for gambling, where there is no premises licence, but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises that might be suitable for a temporary use notice according to the gambling commission would include hotels, conference centres and sporting venues.

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

The Secretary of State has the power to determine what form of gambling can be authorised by Temporary Use Notices, and at the time of writing this Statement the relevant regulations (SI no 3157: The Gambling Act 2005 (Temporary Use Notices) Regulations 2007) state that Temporary Use Notices can only be used to permit the provision of facilities or equal chance gaming, where the gaming is intended to produce a single winner, which in practice means poker tournaments.

There are a number of statutory limits as regards Temporary Use Notices. The meaning of "premises" in Part 8 of the Act is discussed in Part 7 of the Gambling Commission

Guidance to Licensing Authorities. As with "premises", the definition of "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In the Act "premises" is defined as including "any place".

In considering whether a place falls within the definition of "a set of premises", the licensing authority needs to look at, amongst other things, the ownership/occupation and control of the premises.

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

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

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

- Betting on a track will be permitted by an occasional use notice providing it is for 8 days or less in a calendar year. The calendar year will commence on the 1<sup>st</sup> January.
- The notice must be served by a person who is responsible for the administration of events on the track, or by an occupier of the track.
- A notice must be served on the Council and copied to the Chief of Police.
- The notice must specify the day on which it has effect, and may be given in relation to consecutive days providing the overall limit of 8 days is not exceeded in a calendar year.
- The Council will maintain a record of the number of notices served in a calendar year to ensure the limit of 8 days is not exceeded.
- No gaming machines may be provided

### **7. Lotteries**

All lotteries are unlawful unless they are run in accordance with an operating licence issued by the Gambling Commission or it is an 'exempt' lottery as defined by the Act. One exemption is in respect of what are termed 'small society lotteries'. The Council will be responsible for registering these small lotteries.

A society will be allowed to register with the Council if it is a 'non commercial' lottery i.e. it is established and conducted:

- for charitable purposes,
- for the purpose of enabling participation in, or of supporting, sporting, athletic or cultural activities or
- for any other non-commercial purpose other than for private gain

The Council will maintain a register of small society lotteries which it has registered.

### **8. Local Authority Lotteries**

Under the terms of the Act Council's can, if they elect to do so, apply to the Gambling Commission for a licence to operate a Local Authority Lottery, the proceeds of which should be utilised for the benefit of the local community.

# Meeting of the City Council

## 27 January 2016

<b>Report title</b>	Housing Revenue Account business plan (including 2016/17 budget rents and service charges)	
<b>Referring body</b>	Cabinet, 13 January 2016	
<b>Councillor to present report</b>	Councillor Peter Bilson	
<b>Wards affected</b>	All	
<b>Cabinet Member with lead responsibility</b>	Councillor Peter Bilson City Assets  Cllr Andrew Johnson Resources	
<b>Accountable director</b>	Kevin O'Keefe, Governance	
<b>Originating service</b>	Democratic Support	
<b>Accountable employee(s)</b>	Dereck Francis Tel Email	Democratic Support Officer 01902 555835 <a href="mailto:dereck.francis@wolverhampton.gov.uk">dereck.francis@wolverhampton.gov.uk</a>
<b>Report to be/has been considered by</b>	Cabinet Full Council	13 January 2016 27 January 2016

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### Recommendation(s) for action or decision:

The Council is recommended to:

1. Approve implementing the 1% reduction in social housing rents in accordance with the Welfare Reform and Work Bill and to give 28 days' notice to all secure and introductory tenants of the rent reduction from 4 April 2016.
2. Adopt the business plan set out at appendix A to the Cabinet report as the approved Housing Revenue Account (HRA) business plan including:
  - a) The revenue budget for 2016/17 at Appendix A3
  - b) The capital programme for 2015/16 to 2019/20 at Appendix A4

3. Agree the increases to garage rents and service charges set out in appendices B1-B3 of the Cabinet report and formally notify tenants.

### **Recommendations for noting:**

The Council is asked to note:

1. That all Council dwelling rents will reduce by 1% in line with the proposals contained in the Welfare Reform and Work Bill.
2. The consultation responses as outlined at Appendix C of the Cabinet report.
3. Proposals to meet the requirements of the Heat Network regulations 2014 for the district heating schemes at Heath Town and New Park Village.
4. The potential impact of the current Housing and Planning Bill on the HRA business plan.

### **1.0 Purpose**

- 1.1 This report presents an updated Housing Revenue Account (HRA) business plan for approval.
- 1.2 The report also provides, as an integral part of that business plan, a proposed HRA budget for 2016/17, including proposed rents and service charges to take effect from 4 April 2016, and a proposed HRA capital programme for the period 2016/17 to 2019/20 for approval.

### **2.0 Background**

- 2.1 On 13 January Cabinet considered a report on the HRA business plan (including 2016/17 budget rents and service charges).
- 2.2 Copies of the report have been deposited in the Members' Rooms and can also be accessed online on the Council's website. [Click here to access the report](#)

Councillors are asked to refer to the report when considering the recommendation from Cabinet.

- 2.3 The Cabinet recommended that Full Council:
  1. Implement the 1% reduction in social housing rents in accordance with the Welfare Reform and Work Bill and to give 28 days' notice to all secure and introductory tenants of the rent reduction from 4 April 2016.
  2. Adopt the business plan set out at appendix A 9 to the Cabinet report as the approved HRA business plan including:
    - a) The revenue budget for 2016/17 at Appendix A3
    - b) The capital programme for 2015/16 to 2019/20 at Appendix A4



3. Increase to garage rents and service charges set out in appendices B1-B3 to the Cabinet report and formally notify tenants.
4. Note that all Council dwelling rents would reduce by 1% in line with the proposals contained in the Welfare Reform and Work Bill.
5. Note the consultation responses as outlined at Appendix C to the Cabinet report.
6. Note proposals to meet the requirements of the Heat Network regulations 2014 for the district heating schemes at Heath Town and New Park Village.
7. The potential impact of the current Housing and Planning Bill on the HRA business plan.

### **3.0 Financial, legal, equalities, environmental, human resources and corporate landlord implications**

- 3.1 The implications are discussed in the body of the Cabinet report.

### **4.0 Schedule of background papers**

Cabinet report – 13 January 2016 -. Housing Revenue Account business plan (including 2016/17 budget rents and service charges)

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# Meeting of the City Council

## 27 January 2016

<b>Report title</b>	Executive Business	
<b>Referring body</b>	Cabinet – 13 January 2016	
<b>Councillor to present report</b>	Cllr Sandra Samuels Public Health and Well Being	
	Cllr Peter Bilson City Assets	
<b>Wards affected</b>	All	
<b>Cabinet members with lead responsibility</b>	Cllr Sandra Samuels Public Health and Well Being	
	Cllr Peter Bilson City Assets	
<b>Accountable director</b>	Kevin O’Keefe, Governance	
<b>Originating service</b>	Governance	
<b>Accountable employee</b>	Dereck Francis	Democratic Support Officer
	Tel	01902 555835
	Email	dereck.francis@wolverhampton.gov.uk
<b>Report to be/has been considered by</b>	Cabinet	13 January 2016

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### Recommendation(s) for action or decision:

The Council is recommended to:

Receive the summary of executive business and for Cabinet Members to answer any questions thereon.

**Executive business including  
Policy development/operational issues**

**Cllr Sandra Samuels, Public Health and Wellbeing**

- **Violence Against Women and Girls Strategy**
  - Cabinet has formally endorsed the city's new Violence Against Women and Girls Strategy 2016-19. The strategy addresses domestic violence (DV) and sexual violence (SV), female genital mutilation (FGM), honour based violence (HBV) and forced marriage (FM).
  - The refreshed strategy builds upon significant progress achieved from the 2012-15 strategy through close city-wide partnership working and develops work across three strands (processes, policy developments and partnership working). It focuses on developing a more systematic approach to identifying victims of violence at a much earlier point through work with schools and specialist support organisations; ensuring services are in place to respond to lower risk cases, avoiding escalation of risk; it will raise awareness across frontline practitioners and targeted work with communities to challenge a culture of violence against women and girls (VAWG).
  - Safer Wolverhampton Partnership has been the strategic lead on the local response to VAWG and working collaboratively with the Wolverhampton Domestic Violence Forum will be driving forward the implementation of the strategy.
- **Playing Pitch Strategy and Assessment Report**
  - Cabinet has approved a playing pitch strategy (PPS) for the city. It provides a strategic framework for the maintenance and improvement of existing outdoor sports pitches and ancillary facilities in the city area between 2015 and 2020. The vision is to 'provide a network of good quality outdoor sports provision to increase participation and promote a healthier lifestyle for all'.
  - The strategy identifies current levels of provision in the area, across the public, education, voluntary and commercial sectors, and compares this with current and likely future levels of demand. The associated action plan shows how Wolverhampton can best deliver on the vision for the provision of playing pitches for the city.

**Cllr Peter Bilson, City Assets**

- **Active Travel Strategy**
  - Cabinet has approved the adoption and implementation of an Active Travel Strategy for Wolverhampton.
  - In addition to providing direction for decisions on active travel issues, the strategy would support the case for future bids to funding opportunities. Resources for this project were secured from the Public Health Transformation Fund (PHTF) and supplemented by contribution from the Local Sustainable Travel Fund.
  - The Active Travel Strategy is built around a vision for Wolverhampton to become "a city where active travel modes become the preferred choice, supported by a connected network of high quality and inviting cycle routes and walkways". The scale of task involved in achieving this vision is such that the Strategy assumes a timescale of 20 years.