

# Statement of Principles

Gambling Act 2005

This Statement of Principles has been formulated at a time when a number of regulations, codes of practice and guidance are not yet published. Should anything in these impact upon the content of this document it will need to be taken into consideration in the general context of the principles as set out. All references to the Gambling Commission's Guidance for local authorities refer to the guidance issued under section 25 of the Gambling Act 2005.

This document can be made available in a range of languages, large print, Braille, audio, electronic and other accessible formats. Please contact the Licensing Team on 01934 426 800 if you require further assistance.

## North Somerset Council

### Draft statement of Statement of Principles

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## **1. North Somerset District**

1. North Somerset Council (the Council) is a Unitary Authority in Somerset covering approximately 145 square miles (37,500 hectares) with a population of 188,564 (2001 census).
2. There are approximately 79,985 dwellings and 5,000 businesses within the district. The Council area is a mixed urban and rural district with a dispersed population. The main urban areas are Weston-super-Mare, Clevedon, Nailsea and Portishead. The remainder of the area is a mixture of villages and farmland. The population of Weston-super-Mare is 74,920, Clevedon 21,957, Nailsea 17,432 and Portishead 17,130. The area is not densely populated although there are concentrations of housing in the above areas.
3. The area includes a major dock at Portbury, an International Airport at Lulsgate and the seaside resorts of Weston-super-Mare.
4. A map of North Somerset can be found at Appendix D.

## **2. Introduction**

5. North Somerset Council is the Licensing Authority under the Gambling Act 2005 and has the responsibility for granting premises licences in the North Somerset area in respect of:
  - Casino Premises
  - Bingo Premises
  - Betting Premises, including tracks
  - Adult Gaming Centres
  - Family Entertainment Centres
  - Club Gaming Permits
  - Prize Gaming and Prize Gaming Permits
  - Temporary Use Notices
  - Registration of Small Society Lotteries
6. This “Statement of Principles” has been prepared having regard to the provisions of the Guidance issued by the Gambling Commission and the licensing objectives of the Gambling Act 2005.
7. Prior to adoption of this document consultation took place between 14 July 2006 and 29 September 2006 with the following persons and groups:
  - 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 Act.

In addition to the above, the following were also consulted: a wide range of organisations including voluntary and community organisations working with children and young people, organisations working with people who are problem gamblers, Primary Care Trust, and advocacy organisations such as the Citizen’s Advice Bureau. There will also be consultation with other local government departments and local

businesses that are, or will be, holders of a premise licence and town and parish councils.

The list of persons consulted was deliberately wide. This enabled the licensing authority to undertake a comprehensive consultation exercise with anyone who may be affected by or otherwise have an interest in the licensing policy statement.

8. The formal Statement of Principles was agreed by the full Council on the 7 November 2006 and was made available from 31 December 2006 on the North Somerset Council website.
9. The Statement of Principles comes into effect on 31 January 2007 and will be reviewed as necessary and at least every three years from the date of adoption.
10. Should you have any questions or comments regarding this Statement of Principles then please send them by letter to:

Licensing team  
North Somerset Council  
Warne Road Depot,  
Warne Road,  
Weston-super-Mare,  
BS23 3ND

Or via email to [licensing@n-somerset.gov.uk](mailto:licensing@n-somerset.gov.uk)

Or you can telephone us on 01934 426 800 for further information.

### **3. Licensing objectives**

11. The Gambling Act 2005 requires that the Council carries out its various licensing functions with a view to promoting the following three licensing objectives;
  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 carried out in a fair and open way.**
  3. **Protecting children and other vulnerable persons from being harmed or exploited by gambling.**

### **4. Declaration**

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

### **5. General principles**

13. Nothing in this Statement of Principles will:-
  1. Undermine the rights of any person to apply under the Act for a variety of permissions and have the application considered on its individual merits; OR

2. Override the right of any person to make representations on any application or seek a review of a licence or permit where they are permitted to do so under the Act.
14. The licensing authority is aware that in making decisions about premises licences and temporary use notices it should aim to permit the use of premises for gambling in so far as it thinks fit.
  - In accordance with any relevant code of practice issued by the Gambling Commission
  - In accordance with any relevant guidance issued by the Gambling Commission
  - Reasonably consistent with the licensing objectives and
  - In accordance with the authority's statement of principles.
15. It is appreciated that as per the Gambling Commission's Guidance for local authorities "moral objections to gambling are not a valid reason to reject applications for premises licences" and also that unmet demand is not a criterion for a licensing authority.
16. The licensing authority in carrying out its functions will not duplicate existing legislation and regulatory regimes that already place obligations on employers and operators.
17. Premise 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 will be detailed in regulations issued by the Secretary of State. The licensing authority notes that it is able to exclude default conditions and also attach others, where it is believed to be appropriate.
18. The starting point in determining applications will be to grant the application without conditions. Conditions will only be considered where they are needed to meet the requirements of the licensing objectives, and any conditions applied will be proportionate to the scale of the application and the risks involved. Conditions will generally be considered unnecessary if they are already adequately covered by either mandatory/default conditions or other legislation.
19. The Council, in undertaking its licensing function, will have due regard to the need to eliminate unlawful discrimination and to promote equality and good relations between persons of different racial groups.

## **6. Responsible Authorities**

20. In accordance with the suggestion in the Gambling Commissions Guidance for local authorities, this authority has designated the Local Safeguarding Children Board for this purpose.
21. The contact details of all the responsible authorities under the Gambling Act 2005 are shown at Appendix B.

## **7. Interested parties**

22. The Licensing Authority 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;

1. Each case will be decided upon its merits. This authority will not apply a rigid rule to its decision making. It will consider the examples of considerations provided in the Gambling Commission's Guidance for local authorities. 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.
2. The Gambling Commission has recommended that the licensing authority include trade associations and trade unions and residents and tenants associations (Gambling Commission Guidance for local authorities 8.17). This authority will not, however, generally view these bodies as interested parties unless they have a member who can be classified as an interested person under the terms of the Gambling Act 2005, i.e. who lives sufficiently close to the premises to be likely to be affected by the activities being applied for.
3. 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 party 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, this authority will generally require written evidence that a person/body (e.g. an advocate/relative) 'represents' someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or has business interests that might be affected by the authorised activities 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.

23. 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. The Licensing Department whose details may be found on page 4 will be able to assist with any queries in respect of this.

## 8. Exchange of Information

24. The principle that this licensing authority 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 licensing authority will also have regard to any Guidance issued by the Gambling Commission to local authorities on this matter when it is published, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.
25. Should any protocols be established as regards information exchange with other bodies then they will be made available. Discussions with the Gambling Commission and LACORS as regards information exchange between the Commission and local authorities are, at the time of writing, at an early stage.

## 9. Enforcement

26. This licensing authorities proposed principles in respect of enforcement are that it will be guided by the Gambling Commission's Guidance for local authorities and it will endeavour to be:
  1. **Proportionate:** regulators should only intervene when necessary and remedies should be appropriate to the risk posed, and costs identified and minimised;

2. **Accountable:** regulators must be able to justify decisions, and be subject to public scrutiny;
  3. **Consistent:** rules and standards must be joined up and implemented fairly; and
  4. **Targeted:** regulation should be focused on the problem, and minimise side effects.
27. As per the Gambling Commission's Guidance for local authorities the licensing authority will endeavour to avoid duplication with other regulatory regimes as far as possible.
28. This licensing authority will also, as recommended by the Gambling Commission's Guidance for local authorities, adopt a risk based inspection programme. Guidance suggests that the criteria the authority will utilise in this respect are included in this Statement. At the time of drafting this Statement the Gambling Commission had not yet published its risk criteria, nor are regulations such as neither mandatory/default conditions nor Codes of Practice published. LACORS is working with the Gambling Commission to produce a risk model for premises licences and this authority will consider the risk model once it is made available by the Commission.
29. The main enforcement and compliance role for this licensing authority in terms of the Act will be to ensure compliance with premises licences and other permissions which it authorises. The Gambling Commission will be the enforcement body for the operating and personal licences. It is also worth noting that concerns about manufacture, supply or repair of gaming machines will not be dealt with by the licensing authority but will be notified to the Gambling Commission.
30. The licensing authority will keep itself informed of developments as regards the work of the Better Regulation Executive in its consideration of the regulatory functions of local authorities. The website for the Better Regulation Executive can be viewed on:
- [www.cabinetoffice.gov.uk](http://www.cabinetoffice.gov.uk)
31. North Somerset Council has an Enforcement Policy based around the principles of consistency, transparency and proportionality.
- The Enforcement Policy proposes that a graduated response is taken where offences against legislation are found or where licence conditions have been contravened. An isolated administrative offence, such as failing to maintain certain records, may be dealt with purely by way of a written warning. More serious offences may result in referral to the Licensing Sub-Committee, the issue of a Formal Caution or a referral for prosecution.
32. The licensing authority will seek to work actively with the Police in enforcing licensing legislation and intends to establish protocols with the Avon and Somerset Constabulary, the Avon Fire and Rescue Services, and other responsible authority bodies such as environmental health, child protection and trading standards on enforcement issues to ensure an efficient deployment of officers.
33. Bearing in mind the principle of transparency, this licensing authority's enforcement policy and joint protocol will be available upon request from the licensing team.

## 10. Licensing Authority functions

34. Licensing Authorities are required under the Act to:

- Be responsible for the licensing of premises where gambling activities are to take place by issuing *premises licences*
- Issue *provisional statements*
- Regulate *members' clubs* and *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 (under the Licensing Act 2003) for the use of two or fewer gaming machines
- Issue *licensed premises gaming machine permits* for premises licensed to sale/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two gaming 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

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

## 11. Legislation

36. In undertaking its licensing function under the Gambling Act 2005, the Council is also bound by other legislation, including:

1. Section 17 of the Crime and Disorder Act 1988
2. Human Rights Act 1998
3. The Environmental Protection Act 1990
4. Health and Safety at Work etc Act 1974
5. The Anti-Social Behaviour Act 2003
6. The Race Relations Act 1976 (as amended)

## Part B

### Premises Licence

#### 12. General Principles

37. 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 will be detailed in regulations issued by the Secretary of State. Licensing authorities are able to exclude default conditions and also attach others, where it is believed to be appropriate.
38. This licensing authority is aware that in making decisions about premises licences it should aim to permit the use of premises for gambling in so far as it thinks it:
1. In accordance with any relevant code of practice issued by the Gambling Commission;
  2. In accordance with any relevant guidance issued by the Gambling Commission;
  3. Reasonably consistent with the licensing objectives; and
  4. In accordance with the authority's statement of principles.
39. It is appreciated that as per the Gambling Commission's Guidance for local authorities "moral objections to gambling are not a valid reason to reject applications for premises licences" (except as regards any 'no casino resolution') and also that unmet demand is not a criterion for a licensing authority.
40. **Premises** are defined in the Act as "any place". Different premises licences cannot apply in respect of single premises at different times. However, it is possible for a single building to be subject to more than one premises licence, provided they are for different parts of the building and the different parts of a building can be reasonably regarded as being different premises. Whether different parts of a building can properly be regarded as being separate premises will always be a question of fact in the circumstances. However, the Gambling Commission does not consider that areas of a building that are artificially or temporarily separate can be properly regarded as different premises.
41. This licensing authority takes particular note of the Gambling Commission's Guidance for local authorities which states that:
- Licensing authorities should take particular care in considering applications for multiple licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes. In particular they should be aware that entrances and exits from parts of a building covered by one or more licences should be separate and identifiable so that the separation of different premises is not compromised and that people do not 'drift' into a gambling area.

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

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

### **12.1 Transitional arrangements**

43. In the transitional arrangements period specified in the Act, renewals of existing licences and permits will be issued in accordance with The Gambling Act 2005 (Transitional Provisions) (No.2) Order 2006 made by the Secretary of State under Schedule 18 of the Act. The Order provides for the automatic renewal of certain licences and permits where the licences or permits expire in the 12 month period leading up to the intended repeal and replacement of existing gambling legislation by the Gambling Act 2005 on the 1 September 2007.

44. Also during the transitional arrangements period specified in the Act, a Premises Licence will be issued to persons applying under an Order made by the Secretary of State under Schedule 18 of the Act, who have supplied the required information, documentation and fee. Issue of licences will be on the basis of existing permissions being continued. If, however the Police make an objection based on the grounds of crime prevention and disorder the licence will be referred to the Council’s Licensing Sub-Committee for consideration.

The licensing authority will endeavour, as far as is reasonably practicable, to assist with a smooth transfer to the new licensing regime.

## **12.2 Location**

45. This licensing authority is aware that demand issues cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives can. As per the Gambling Commissions Guidance for local authorities, this authority will pay particular attention to the protection of children and vulnerable persons from being harmed or being exploited by gambling, as well as issues of crime and disorder. Should any specific policy be decided upon as regard 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, will the onus upon the applicant showing how potential concerns can be overcome.

## **12.3 Duplication with any other regulatory regimes**

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

## **12.4 Consistency of Licensing objectives**

47. Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, this licensing authority has considered the Gambling Commissions Guidance to local authorities and some comments are made below.

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

48. This licensing authority places considerable importance on the prevention of crime and disorder objective and will do all it reasonably can to prevent crime and disorder in the district to fulfil its duty under section 17 of the Crime and Disorder Act 1998.
49. This licensing authority is aware that the Gambling Commission will be taking a leading role in preventing gambling from being a source of crime. The Gambling Commissions Guidance does however envisage that licensing authorities should pay attention to the proposed location of gambling premises in terms of this licensing objective. Thus, where an area has known high levels of organised crime this authority will consider carefully whether gambling premises are suitable to be located there and whether conditions may be suitable such as the provision of door supervisors. This licensing authority is aware of the distinction between disorder and nuisance and will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see it, so as to

make that distinction. Issues of nuisance cannot be addressed via the Gambling Act provisions.

50. Applicants are encouraged to discuss the crime prevention procedures in their premises with the Council's licensing officers and/or Avon and Somerset Constabulary before making a formal application.
51. In considering licence applications, the licensing authority will particularly take into account the following;
  1. The design and layout of the premises.
  2. The training given to staff in crime prevention measures appropriate to those premises.
  3. Physical security features installed in the premises. This may include matters such as the position of the cash registers or the standard of CCTV that is installed.
  4. Where premises are subject to age restrictions, the procedures in place to conduct age verification checks.
  5. The likelihood of any violence, public order or policing problem if the licence is granted.

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

52. Generally, the Gambling Commission would not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be a matter for either the management of the gambling business, and therefore subject to the operating licence, or will be in relation to the suitability and actions of an individual and therefore subject to a personal licence, both of which fall under the remit of the Gambling Commission. There is however more of a role with regard to tracks which is explained in more detail in the tracks section of this document.

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

53. This licensing authority 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 licensing authority will therefore consider, as suggested in the Gambling Commission's Guidance, whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances/machines, segregation of areas etc.

54. This licensing authority will also make itself aware of the Codes of Practice which the Gambling Commission issues as regards this licensing objective, in relation to specific premises such as casinos.
55. As regards the term “vulnerable persons” it is noted that the Gambling Commission is not seeking to offer a definition but states that “it will for regulatory purposes assume that this group includes people who gamble more than they want to; people who gambling 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”. This licensing authority will consider this licensing objective on a case by case basis. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.

## **12.8 Conditions**

56. Any conditions attached to licences will be proportionate and will be;
1. Relevant to the need to make the proposed building suitable as a gambling facility;
  2. Directly related to the premises and the type of licence applied for;
  3. Fairly and reasonably related to the scale and type of premises;
  4. Reasonable in all other respects.
57. Decisions upon individual conditions will be made on a case by case basis, although there will be a number of measures this licensing authority will consider utilising should there be a perceived need, such as the use of supervisors and appropriate signage for adult only areas etc. There are specific comments made in this regard under some of the licence types below. This licensing authority will also expect the licence applicant to offer his/her own suggestions as to how the licensing objectives can be met effectively.
58. This Licensing Authority will also consider specific measures which may be required for buildings which are subject to multiple premises licence. Such measures may include the supervision of entrances, segregation of gambling from non-gambling areas frequented by children and the supervision of gaming machines in non-adult gambling specific premises in order to pursue the licensing objectives. These matters are in accordance with the Gambling Commissions Guidance.
59. This authority will also ensure where Category C machines or above are on offer in premises to which children are admitted:
1. 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.
  2. Only adults are admitted to the area where these machines are located.
  3. Access to the area where the machines are located is supervised.

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

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

60. This licensing authority has no permanent tracks at present but is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of track as per Gambling Commission's Guidance, this licensing authority will consider the impact upon the third licensing objective and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.
61. It is noted that there are conditions which the licensing authority cannot attach to premises licences which are:
  1. Any condition on the premises licence which makes it impossible to comply with an operating licence condition;
  2. Conditions relating to gaming machine categories, numbers or method of operation;
  3. 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
  4. Conditions in relation to stakes, fees, winning or prizes.

## **12.9 Door Supervisors**

62. The Gambling Commission advises in its Guidance for Local Authorities that Licensing Authorities may consider whether there is a need for door supervisors in terms of the licensing objectives of protection of children and vulnerable persons from being harmed or exploited by gambling and also in terms of preventing premises becoming a source of crime. It is noted though that the Gambling Act 2005 has amended the Private Security Industry Act 2001 (PSIA) and that door supervisors at casinos or bingo premises are exempt from the requirements to be licensed under the PSIA.
63. This Licensing Authority therefore has specific requirements for door supervisors working at casinos or bingo premises. These conditions are consistent with the proposed code of access by the Gambling Commission for door supervisors. This is in recognition of the nature of the work in terms of potential under age customers, searching individuals and dealing with potentially aggressive persons, etc.

### **13. Adult Gaming Centres**

64. This licensing authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.
65. Applicants will be expected to offer their own measures to meet the licensing objectives; however, appropriate measures/licence conditions may cover issues such as;
1. Proof of age schemes
  2. CCTV
  3. Supervision of entrances/machine areas
  4. Physical separation of areas
  5. Location of entry
  6. Notices/signage
  7. Specific opening hours
  8. Self-barring schemes
  11. Provision of information leaflets/helpline numbers for organisations such as GamCare, Gamblers Anonymous.
  12. Having regard to best practice issued by organisations that represent the interests of vulnerable people.
  13. Staff integrity checks.
  14. Keeping staff registers with a photograph of each member of staff.
  15. All staff to wear identity badges.

GamCare is a registered charity that has a commitment to promote responsible attitudes to gambling and to work for the provision of proper care for those who have been harmed by gambling dependency. ([www.gamcare.org.uk](http://www.gamcare.org.uk)).

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

### **14. Licensed Family Entertainment Centres**

67. This licensing authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority, 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.
68. Applicants will be expected to offer their own measures to meet the licensing objectives; however, appropriate measures/licence conditions may cover issues such as;
1. CCTV
  2. Supervision of entrances/machine areas
  3. Physical separation of areas
  4. Location of entry
  5. Notices/signage
  6. Specific opening hours
  7. Self-barring schemes
  8. Provision of information leaflets/helpline numbers for organisations such as GamCare, Gamblers Anonymous.
  9. Measures/training for staff on how to deal with suspected truant school children on the premises.

10. Having regard to best practice issued by organisations that represent the interests of vulnerable people.
11. Staff integrity checks.
12. Keeping staff registers with a photograph of each member of staff.
13. All staff to wear identity badges.

Again this list is not mandatory, merely indicative of example measures.

69. This licensing authority will, as per 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. This licensing authority will also make itself aware of any mandatory or default conditions on these premises licences, when they have been published.

## **15. Casinos**

70. This licensing authority has not passed a 'no casino' resolution under section 166 of the Gambling Act 2005, but is aware that it has the power to do so. Should this licensing authority decide in the future to pass such a resolution, it will update this policy statement with details of that resolution. Any such decision will be made by the Full Council.

### **15.1 Casinos and competitive bidding**

71. This licensing authority 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 who will want to run the casino. In such situations the local authority will run such a competition in line with any regulations/codes of practice issued under the Gambling Act 2005.

### **15.2 Licence considerations/conditions**

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

### **15.3 Betting machines**

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

### **15.4 Credit**

74. This licensing authority has noted that the Gambling Commission has stated in its Guidance for local authorities that "Section 177 does not prevent the licensee from permitting the installation of cash dispensers (ATM's) at casinos and bingo premises. Such machines may accept credit cards (and debit cards) and the arrangement is

subject to a requirement that the licensee has no other commercial connection in relation to gambling (aside from the agreement to site the machines) with the service provider and does not profit from the arrangement, not to make any payment in connection with the machines”.

## **16. Bingo Premises**

75. The licensing authority notes that the Gambling Commission’s Guidance states:

18.4 – It is important 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 licensing authorities should 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.

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

## **17. Betting Premises**

### **17.1 Betting machines**

77. As per the Gambling Commission’s Guidance, this licensing authority 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 the machines by children and young persons (it is an offence for those under 18 to bet or enter betting premises) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

### **17.2 Tracks**

78. North Somerset Council District has no permanent tracks at present.

79. Tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the track. This licensing authority will, if a track or temporary track is applied for and granted will especially consider the impact upon the protection of children and vulnerable persons from being harmed or exploited by gambling licensing objective. 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.

80. This authority will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming

facilities. It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, but that they are still prevented from entering areas where gaming machines (other than category D machines) are provided.

This licensing authority will expect applicants to offer their own measures to meet the licensing objectives however appropriate measures/licence conditions may cover issues such as:

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

This list is neither exhaustive nor mandatory and is merely indicative of example measure.

81. Gaming machines – Further guidance from the Gambling Commission is awaited as regards where such machines may be located on tracks and any special considerations that should apply in relation, for example, to supervision of the machines and preventing children from playing them. This licensing authority notes the Commission's Guidance that licensing authorities therefore need to 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.
82. Betting machines – This licensing authority will, as per 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 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.
83. Conditions on rules being displayed – The Gambling Commission has advised in its Guidance for local authorities that "...licensing authorities should attach a condition to track premises licences requiring the track operator to ensure that the rules are prominently displayed in or near the betting areas, or that other measures are taken to ensure that they are made available to the public. For example, the rules could be printed in the race-card or made available in leaflet form from the track office".
84. Applications and plans – This licensing authority awaits regulations setting-out any specific requirements for applications for premises licences but is in accordance with the Gambling Commission's suggestion "To ensure that licensing authorities gain a proper understanding of what they are being asked to licence they should, in their licensing

policies, set out the information that they will require, which should include a detailed plans for the racetrack itself and the area that will be used for temporary “on-course” betting facilities (often known as the “betting ring”) and in the case of dog tracks and horse racecourses fixed and mobile pool betting facilities operated by the Tote or track operator, as well as any other proposed gambling facilities”. And that “Plans should make clear what is being sought for authorisation under the track betting premises licence and what, if any, other areas are to be subject to a separate application for a different type of premises licence”.

85. This licensing authority also notes that in the Commission’s view, it would be preferable for all self-contained premises operated by off-course betting operators on track to be the subject of separate premises licences, to ensure that there is clarity between the respective responsibilities of the track operator and the off-course betting operator running a self-contained unit on the premises.

## **18. Travelling Fairs**

86. It will fall to this licensing authority to decide whether, where Category D machines and/or equal chance prize gaming without a permit is to be made available for use at travelling fairs, the statutory requirement that the facilities for gambling amount to no more than an ancillary amusement at the fair is met.
87. The licensing authority will also consider whether the applicant falls within the statutory definition of a travelling fair.
88. It has been noted that the 27 day statutory maximum for the land being used as a fair is per calendar year, and that it applies to the piece of land on which the fairs are held, regardless of whether it is the same or different travelling fairs occupying the land. This licensing authority will work with its neighbouring authorities to ensure that land which crosses our boundaries is monitored so that the statutory limits are not exceeded.

## **19. Provisional Statements**

89. This licensing authority notes the Guidance for the Gambling Commission which states that, “It is a question of fact and degree whether premises are finished to a degree that they can be considered for a premises licence”, and that “Requiring the building to be complete ensures that the authority could, if necessary, inspect it fully”.
90. In terms of representations about premises licence applications following 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 authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters;
1. Which could not have been raised by objectors at the provisional licence stage or;
  2. Which is in the authority’s opinion reflect a change in the operators circumstances.
91. When determining an application, the Licensing Authority cannot take into account, “irrelevant matters”, such as the likelihood of the applicant obtaining planning permission or building control approval.

## Part C

### Permits/Temporary and Occasional Use Notices

#### 20. Unlicensed Family Entertainment Centre Gaming Machine Permits

92. 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 of Police has been consulted on the application.
93. Applicants will need to demonstrate to the licensing authority;
- 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.

Licensing authorities cannot attach conditions to this type of permit.

94. With regard to **renewals** of these permits, a Licensing Authority may refuse an application for renewal of a permit only on the grounds that an authorised Local Authority officer has been refused access to the premises without reasonable excuse, or that renewal would not be reasonably consistent with pursuit of the licensing objectives.
95. Non-gambling premises – The Act does not allow gaming machine applications from non- gambling premises (e.g. takeaway food shops and taxi offices) where children can have free access. In view of this, and in order to promote the licensing objectives, this licensing authority will therefore not accept any new gaming machine applications or renewal applications from existing gaming machine permit holders in relation to such places after the 1 August 2006. All permits granted or renewed prior to 1 August 2006 will cease to have effect on the 31 July 2009.

#### 21. Licensed Premises Gaming Machine Permits (Alcohol)

96. If a premises wish to have more than two machines, then it needs to apply for a permit and the licensing authority must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Gambling Act 2005 and such matters as they think relevant. This licensing authority considers that such matters will be decided on a case by case basis but generally there will be regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicants to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines. Measures which will satisfy the authority that there will be no access may include the adult machine being in sight of the bar, or in the sight of staff that will monitor that the machines are not being used by those under 18. Notices and signage may also help. As regards the protection of vulnerable persons, applicants may wish to consider the provision of information leaflets/helpline numbers for organisations such as GamCare.

97. 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.
98. It should be noted that the licensing authority can decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.
99. It should be noted that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine.

## **22. Prize Gaming and Prize Gaming Permits**

100. This licensing authority has prepared a Statement of Principles which is that the applicant should set out the types of gaming that he or she is intending to offer and that the applicant should be able to demonstrate;
- that they understand the limits to stakes and prizes that are set out in Regulations.
  - and that the gaming offered is within the law.
101. In making its decision on an application for this permit the licensing authority does not need to have regard to the licensing objectives but must have regard to the Gambling Commission guidance.
102. It should be noted that there are conditions in the Gambling Act 2005 by which the permit holder must comply, but that the licensing authority cannot attach conditions. The conditions in the Act are;
1. the limits on participation fees, as set out in regulations, must be complied with;
  2. 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;
  3. the prize for which the game is played must not exceed the amount set out in regulations (if a non-monetary prize); and
  4. participation in the gaming must not entitle the player to take part in any other gambling.

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

103. Gambling Commission Guidance for local authorities 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. It is anticipated that this will cover, bridge and whist clubs, which will replicate the position under the Gaming Act 1968. A member’ club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men’s clubs, branches of Royal British Legion and clubs with political affiliations. (25.3)
104. Before granting this permit this local authority will need to satisfy itself that the premises meet the requirements of a members club and may grant the permit if the majority of the members are over 18. (25.14)

105. This licensing authority is aware that it may only refuse an application on the grounds that;
1. 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;
  2. the applicant's premises are used wholly or mainly by children and/or young persons;
  3. an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
  4. a permit held by the applicant has been cancelled in the previous ten years; or
  5. an objection has been lodged by the Commission or the Police.
106. 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's Guidance for local authorities states; "Under the fast-track procedure there is no opportunity for objections to be made by the Commission or the police, and the ground upon which an authority can refuse a permit are reduced." and "The grounds on which an application under the process may be refused are;
- a. that the club is established primarily for gaming, other than gaming prescribed under schedule 12;
  - b. that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
  - c. that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled."
107. 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.

#### **24. Temporary Use Notices**

108. There are a number of statutory limits as regards temporary use notices. It is noted that it falls to the licensing authority to decide what constitutes a 'set of premises' where Temporary Use Notices are received relating to the same building/site (see Gambling Commission's Guidance for Local Authorities).
109. This is a new permission and licensing authorities should be ready to object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises.

#### **25. Occasional Use Notices**

110. The licensing authority has very little discretion as regards these notices aside from ensuring that the statutory limit of eight days in a calendar year is not exceeded. This licensing authority will need to consider the definition of a "Track" and whether the applicant is permitted to avail him/herself of the notice.

## Part D

### Decision making, complaints and reviews

#### 26. Decision making

##### 26.1 Licensing Committee terms of reference

111. The committee's terms of reference will be set out in the Council's Constitution. The terms of reference will be guided by Regulations issued under the Act and which have not yet been published.

##### 26.2 Allocation of decision making responsibilities

112. These responsibilities will be set out in the Council's constitution. The table shown at Appendix A indicates how the delegation of functions might be allocated.

##### 26.3 Complaints against Licensed Premises

113. The Council will investigate complaints against licensed premises in relation to matters relating to the licensing objectives for which it has responsibility. In the first instance, complainants are encouraged to raise the complaint directly with the licence holder or business concerned to seek a local resolution.

114. Where an interested party has made either a valid representation about licensed premises or a valid application for a licence to be reviewed, the Council may initially arrange a conciliation meeting to address and clarify the issues of concern.

115. This process will not override the right of any interested party to ask that the licensing committee consider their valid objections or for any licence holder to decline to participate in a conciliation meeting.

116. When dealing with any complaint about a licensed premises the licensing authority will have due regard to the enforcement policy.

##### 26.4 Reviews

117. Requests for a review of a premises licence can be made by an interested party or responsible authority; however, it is for the licensing authority to decide whether the review is to be carried out. This will be on the basis of whether the request for the review is relevant to the matters listed below;

- in accordance with any relevant code of practice issued by the Gambling Commission;
- in accordance with any relevant guidance issued by the Gambling Commission;
- reasonably consistent with the licensing objectives; and
- in accordance with the authority's statement of licensing principles.

Requests for reviews will not be considered by the licensing authority where;

- the request is frivolous or vexatious;
- where it will not cause the authority to consider altering, revoking or suspending the licence;

- where it is substantially the same as previous representations or requests for review.

118. The licensing authority can also initiate a review of a licence on the basis of any reason which it thinks is appropriate.

## **26.5 Further information**

119. Further information about the Gambling Act 2005, this Statement of Principles or the application process can be obtained from:

North Somerset Council  
Licensing team  
Warne Road Depot  
Warne Road  
Weston-super-Mare  
BS23 3ND

Tel: 01934 426 800  
Fax: 01934 426 230  
E-mail: [licensing@n-somerset.gov.uk](mailto:licensing@n-somerset.gov.uk)  
Website: [www.n-somerset.gov.uk](http://www.n-somerset.gov.uk)

120. Information is also available from:

### **Gambling Commission**

Victoria Square House  
Victoria Square  
Birmingham  
B2 4BP

Tel: 0121 230 6500  
Website: [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk)

### **Department of Culture, Media and Sport**

2-4 Cockspur Street  
London  
SW1Y 5DH

Tel: 020 7211 6200  
Email: [Enquiries@culture.gov.uk](mailto:Enquiries@culture.gov.uk)  
Website: [www.culture.gov.uk](http://www.culture.gov.uk)

### **GamCare**

Website: [www.gamcare.org.uk](http://www.gamcare.org.uk)

### **Gamblers Anonymous**

Website: [www.gamblersanonymous.org.uk](http://www.gamblersanonymous.org.uk)

## Appendix A

### Table of delegations of licensing functions

Matter to be dealt with	Full	Sub-Committee	Officers
Three year licensing policy	x		
Policy not to permit casinos	x		
Fee setting – when appropriate			<b>X</b> (Can delegate decision to Licensing Committee but no automatic delegation so for Licensing Authority to decide)
Application for premises licences		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Application for variation to a licence		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Application for a transfer of a licence		Where representations have been received from the Commission	Where no representations received from the Commission
Application for a provisional statement		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Review of a premises licence		<b>X</b>	
Application for club gaming/club machine permits		Where representations have been received and not withdrawn	Where no representations received/representations have been withdrawn
Cancellation of club gaming/club machine permits		<b>X</b>	
Application for other permits			<b>X</b>
Cancellation of licensed premises gaming machine permits			<b>X</b>
Consideration of temporary use notice		Where representations have been received and hearing deemed necessary	Where no representations received or where representations received and hearing deemed unnecessary
Decision to give a counter notice to a temporary use notice		<b>X</b>	

## Appendix B

### Contact details for Responsible Authorities

Responsible Authority	Address	Telephone number
<b>North Somerset Council in capacity of the Licensing Authority</b>	Licensing team North Somerset Council Warne Road Depot Warne Road Weston-super-Mare BS23 3ND	01934 426 800
<b>Avon and Somerset Constabulary</b>	Liquor Licensing Bureau New Bridewell Bridewell Street Bristol BS1 2QH	01179 455 154
<b>Avon Fire and Rescue</b>	Community Safety Milton Avenue Weston-super-Mare BS23 2UL	01179 262 061 Ext 560
<b>North Somerset Council (Noise Team)</b>	Environmental Protection team Environmental and Consumer Services North Somerset Council Somerset House Oxford Street Weston-super-Mare BS23 1TG	01934 634 847
<b>Area Child Protection Committee</b>	Local Children Safeguarding Board North Somerset Council Children and Young Peoples Service PO Box 51 Town Hall Weston-super-Mare BS23 1ZZ	01934 888 891
<b>North Somerset Council (Planning Department)</b>	Development Control North Somerset Council Somerset House Oxford Street Weston-super-Mare BS23 1TG	01934 888 811
<b>Gambling Commission</b>	Victoria Square House Victoria Square Birmingham, B2 4BP	0121 230 6500
<b>HM Revenue and Customs</b>	Portcullis House 21 Cowbridge Road Cardiff South Glamorgan CF11 9SR	0845 010 9000

## Appendix C

### Glossary of terms

Within this draft Statement of Principles, the following words and terms are defined as stated;

<b>Act:</b>	The Gambling Act 2005
<b>Applications:</b>	Applications for Licences and permits defined in 1.5
<b>Code of Practice:</b>	Means any relevant code of practice under section 24 of the Gambling Act 2005
<b>Council:</b>	North Somerset Council
<b>DCMS:</b>	Department of Culture, Media and Sport
<b>Default Condition:</b>	Means a specified condition provided by regulations to be attached to a licence, unless excluded by North Somerset Council
<b>District:</b>	The area of Somerset administered by North Somerset Council (Map at Appendix D)
<b>Guidance:</b>	Guidance issued to licensing authorities by the Gambling Commission (April 2006) as required by section 25 of the Gambling Act 2005.
<b>Interested Party:</b>	<p>For the purpose of this Act, a person is an interested party in relation to a Premises Licence or in relation to an application for or in respect of a Premises Licence if, in the opinion of the Licensing Authority which issues the licence or to which the application is made, the person;</p> <p>a) Lives sufficiently close to the premises to be likely to be affected by the authorised activities.</p> <p>b) Has business interests that might be affected by the authorised activities.</p> <p>c) Represents persons who satisfy a) or b) above.</p>
<b>LACORS:</b>	Local Authorities Co-ordinators of Regulatory Services
<b>Licensing Objectives:</b>	As defined in Section 1.3
<b>Licences:</b>	As defined in Section 1.5
<b>Mandatory Condition:</b>	Means a specified condition provided by regulations to be attached to a licence
<b>Notifications:</b>	Means notification of Temporary and Occasional Use Notices
<b>Premises:</b>	Any place, including a vehicle, vessel or moveable structure
<b>Regulations:</b>	Regulations made under the Gambling Act 2005

**Responsible  
Authority:**

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

1. The Licensing Authority in whose area the premises are wholly or mainly situated (North Somerset Council)
2. The Gambling Commission
3. Avon and Somerset Constabulary
4. Somerset Fire and Rescue Service
5. Development Control, North Somerset Council
6. Environmental Protection, North Somerset Council
7. Local Children's Safeguarding Board, North Somerset Council
8. HM Customs and Excise

# Appendix D – Map Of North Somerset

