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# Licensing Committee

Mon 2 Nov 2015 7.00 pm

Committee Room 2 Town Hall Redditch



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> Town Hall, Walter Stranz Square, Redditch, B98 8AH Tel: 01527 881406 e.mail: p.ross@bromsgroveandredditch.gov.uk

# Welcome to today's meeting. Guidance for the Public

## Agenda Papers

The **Agenda List** at the front of the Agenda summarises the issues to be discussed and is followed by the Officers' full supporting **Reports**.

## Chair

The Chair is responsible for the proper conduct of the meeting. Generally to one side of the Chair is the Democratic Services Officer who gives advice on the proper conduct of the meeting and ensures that the debate and the properly decisions are recorded. On the Chair's other side are the relevant Council Officers. The Councillors ("Members") of the Committee occupy the remaining seats around the table.

## **Running Order**

Items will normally be taken in the order printed but, in particular circumstances, the Chair may agree to vary the order.

**Refreshments** : tea, coffee and water are normally available at meetings please serve yourself.

## Decisions

Decisions at the meeting will be taken by the **Councillors** who are the democratically elected representatives. They are advised by **Officers** who are paid professionals and do not have a vote.

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Licensing Monday, 2nd November, 2015 7.00 pm Committee Town Hall Membership:

Ag	enda	Membership: Cllrs:	Pat Witherspoon (Chair) Andrew Fry (Vice-Chair) Tom Baker-Price Roger Bennett Natalie Brookes Anita Clayton	Gay Hopkins Wanda King Antonia Pulsford Rachael Smith Jennifer Wheeler
1.	Apologies		To receive the apologies of a attend this meeting.	any Member who is unable to
2.	Declaration	s of Interest	To invite Councillors to declare any Disclosable Pecuniary Interests or Other Disclosable Interests they may have in items on the agenda, and to confirm the nature of those interests.	
3.	<b>Minutes</b> (Pages 1 - 6	)	To confirm as a correct record the minutes of the meeting of the Licensing Committee held on 20th July 2015. (Minutes attached)	
4.	Compositio Licensing S Committees (Pages 7 - 1	Sub-	To consider a report to review the composition and terms of reference of the Licensing Sub-Committees and the proposed changes.	
5.	Review of S Gambling P Consultatio (Pages 15 -	n Results	To consider a report detailin Gambling Principles followin	g the revised draft Statement of g consultation.
6.	Policy on D Hackney Ca Private Hire	arriage and Driver nd Private Hire cences	of hackney carriage and priv	g the draft policy on the duration /ate hire driver licences and s, as a result of section 10 of the

## Licensing Committee

7.	<b>Uber Information Report</b> (Pages 49 - 52)	Information report on the company that trades in the UK and around the world as 'Uber'.
8.	Licensing Committee Work Programme 2015/2016	To consider the Committee's Work Programme for the current municipal year 2015/2016.
	(Pages 53 - 54)	



**MINUTES** 

# Public Doctiment Pack Agenda Item 3

## Licensing Committee

20th July 2015

## Present:

Councillor Andrew Fry (Vice-Chair) and Councillors Tom Baker-Price, Roger Bennett, Natalie Brookes, Anita Clayton, Gay Hopkins, Antonia Pulsford, Rachael Smith and Jennifer Wheeler

## Officers:

K Barnett and D Etheridge

## **Democratic Services Officer:**

Pauline Ross

## 21. APOLOGIES

An apology for absence was received on behalf of Councillor Pat Witherspoon.

## 22. DECLARATIONS OF INTEREST

There were no declarations of interest.

## 23. MINUTES

### **RESOLVED** that

the minutes of the meeting of the Licensing Committee held on 2nd March 2015 be confirmed as a correct record and signed by the Chair.

### 24. GAMBLING ACT 2005 - REVIEW OF STATEMENT OF PRINCIPLES

The Committee received a report detailing the requirement to review and consult on the Council's Statement of Principles every three years, in accordance with the provisions under the Gambling Act 2005.

The Senior Licensing Practitioner, Worcestershire Regulatory Services (WRS), introduced the report and in doing so informed

.....

Chair

## Licensing Committee

20th July 2015

Members that the Council's current Statement of Principles took effect from 31st January 2013 and that, in accordance with the provisions of the Gambling Act 2005, the Council was required to prepare and publish a Statement of Principles every three years. Therefore the current Statement of Principles had to be reviewed and published by 31st January 2016.

The Senior Licensing Practitioner, WRS, drew Members' attention to paragraph 3.19 in the report, which detailed the revised and updated list of relevant parties that the Council needed to consult with. The consultation would take place over a period of eight weeks. The responses received would then be presented to a future meeting of the Licensing Committee.

The report also detailed the minor amendments which had been included (in red) in the revised draft Statement of Principles, as attached at Appendix 1 to the report.

At the request of the Chair and in response to questions raised by Members, the Senior Licensing Practitioner, WRS, briefly explained about the licensing of casinos. The Secretary of State appointed an independent Casino Advisory Panel to advise the Government on the areas in which small and/or large casinos could be located. The District of Redditch was not identified as a suitable location for a casino, so therefore currently prevented from granting a Casino Premises License.

The Gambling Act 2005 paved the way for larger style casinos to be built. In 2006, the Government chose eight destinations it thought were most worthy of being granted an operating licence for a regional casino, which were later labelled "Super Casinos". In 2007 the Government reviewed its plans for regional casinos and instead supported plans for sixteen smaller casinos.

The Chair expressed his thanks to the Senior Licensing Practitioner, WRS.

## **RESOLVED** that

- (a) the draft Statement of Principles, as detailed at Appendix 1 to the report, be approved for the purpose of consultation with the relevant parties, over a period of eight weeks; and
- (b) that the responses to the consultation be presented to a future meeting of the Licensing Committee.

## Agenda Item 3

## Licensing Committee

20th July 2015

## 25. DRAFT SEX ESTABLISHMENT POLICY - CONSULTATION RESULTS

Following on from the meeting held on 2nd March 2015, whereby Members approved the draft Sex Establishment Licensing Policy for the purpose of consultation; Members were asked to consider a report that detailed the responses received and to adopt the draft Sex Establishment Licensing Policy.

The Senior Licensing Practitioner, Worcestershire Regulatory Services (WRS), introduced the report and informed Members that two responses to the consultation had been received, one from Trading Standards, WRS and one from a member of the public. Trading Standards, WRS, stated that they would welcome the opportunity to be consulted with on any applications received. The response received from the member of the public was included on page 29 of the report. The response appeared to be based on a fundamental moral objection and did not make any points pertinent to the draft policy.

In response to the Chair, the Senior Licensing Practitioner, WRS, drew Members attention to page 49 in the report. The information detailed would enable Members to understand, as defined in Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982, the definition of a 'sexual entertainment venue' and that of a 'sex shop'.

## **RESOLVED** that

the draft Sex Establishment Licensing Policy, as detailed at Appendix 2 to the report, be adopted as from 1st August 2015.

## 26. DEREGULATION ACT 2015 - UPDATE ON LICENSING IMPLICATIONS

The Committee was asked to note the contents of a report which provided an update on the Deregulation Act 2015 and the licensing implications contained within the legislation.

The Senior Licensing Practitioner, Worcestershire Regulatory Services (WRS), introduced the report and informed Members that the Deregulation Act 2015 contained some provisions that related to the deregulation of licensing functions carried out by WRS on behalf of Redditch Borough Council. Those functions affected were carried out under the Licensing Act 2003 (alcohol, entertainment and late night refreshment licensing) and taxi and private hire licensing.

## Licensing Committee

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The Act received Royal Assent on 26th March 2015 and a number of commencement dates had been confirmed for various provisions included within the Act. The table, as detailed at Appendix 1 to the report, provided a summary of the relevant provisions contained in the Act along with information on commencement dates and the actions to be taken by the Council.

## **RESOLVED** that

the Deregulation Act 2015 update report on licensing implications and Appendix 1 to the report be noted.

### 27. LICENSING ANNUAL REPORT

The Committee considered the Licensing Annual Report 2014/2015 which provided an overall view of the activities, under the Licensing Act 2003, Gambling Act 2005 and other aspects of Licensing, and to inform the Committee on any issues anticipated in the ensuing year. The report detailed the work carried out by Worcestershire Regulatory Services (WRS) Enforcement and Licensing Teams for Redditch Borough Council.

The Senior Licensing Practitioner, WRS, introduced the report and in doing so informed the Committee that since 1st June 2010 the WRS Licensing Team had taken over operational delivery of the statutory functions of licensing and enforcement of regulated activities and businesses operating under the Licensing Act 2003 on behalf of Redditch Borough Council.

Under the terms of the Licensing Act 2003 and the Gambling Act 2005, each local authority was required to prepare and publish a licensing policy which has to be reviewed every five years. During 2014 a review of the Licensing Act 2003 policy was completed.

A further review of the Gambling Act 2005, Statement of Principles was due this year, and had, as detailed at Minute Number 24, been presented to Members during the course of the meeting, whereby Members had approved the draft Statement of Principles for the purpose of consultation.

The report also detailed the number of new licences issued and granted by Redditch Borough Council in 2014/2015, under the Licensing Act 2003; the number of premises which had continued to be licensed by the Council under the Gambling Act 2005. The number of Hackney Carriage and Private Hire licensed vehicles and drivers had remained fairly consistent.

## Licensing Committee

20th July 2015

In October 2013 the Scrap Metal Dealers Act 2013 came into force within the Borough. Under this new legislation the Council was responsible for issuing scrap metal mobile collector licences and scrap metal site licences. The Council had issued 6 site licences and 24 mobile collector licences. The Licensing Team were responsible for enforcing the legislation in partnership with the Police and Environment Agency.

In response to questions raised by Members, the Senior Licensing Practitioner, WRS, informed the Committee that scrap metal mobile collectors were required to have a mobile collector's licence from every authority in areas they collected from. WRS welcomed any enquiries or concerns from Ward Members and members of the public with regard to scrap metal mobile collectors. He further informed Members that individuals and not their vehicles were licensed as mobile collectors.

Members raised several questions and made suggestions with regard to scrap metal mobile collectors displaying their licences in a predominant position in order for it to be easily seen by members of the general public. The Senior Licensing Practitioner, WRS, agreed to investigate and liaise with other authorities with regard to licences being displayed.

A brief discussion followed with regards to age exemption applications presented to the Licensing Sub-Committee and MOT advisory information included with the applications. The Council's Legal Advisor advised Members that they were required to inspect the cosmetic condition of vehicles and were not expected to approve the mechanical viability of vehicles; that was the role of the Council's depot. He also advised Members that commercial consideration should not be taken into account when considering an age exemption vehicle application.

The Senior Licensing Practitioner, WRS, informed Members that the taxi trade had requested that the Council's current policy on age exemption vehicles be reviewed, as they felt that modern vehicles were being manufactured to a high standard and therefore expected to be road-worthy for a considerably longer period of time.

Members thanked the Senior Licensing Practitioner, WRS for his comprehensive report and the advice and information provided during the course of the meeting.

### **RESOLVED** that

the Licensing Annual Report 2014/2015 be noted.

## Agenda Item 3

## Licensing Committee

20th July 2015

## 28. LICENSING COMMITTEE WORK PROGRAMME 2015/2016

The Committee noted the Licensing Committee Work Programme for the remainder of the 2015/16 Municipal Year.

The Senior Licensing Practitioner, Worcestershire Regulatory Services, agreed to provide the Committee with further information on the use of mobile phone applications (apps) currently available to book private hire vehicles.

### **RESOLVED** that

the Licensing Committee Work Programme 2015/16 be noted.

The Meeting commenced at 7.07 pm and closed at 8.18 pm

## LICENSING COMMITTEE

2<sup>nd</sup> November 2015

## **COMPOSITION OF LICENSING SUB-COMMITTEES**

Councillor Yvonne Smith
Yes
Claire Felton – Head of Legal,
Equalities and Democratic Services
All Wards
N/A

### 1. <u>SUMMARY OF PROPOSALS</u>

This report reviews the composition and terms of reference of the Licensing Sub-Committees and recommends changes to these.

### 2. <u>RECOMMENDATIONS</u>

Members are asked to RECOMMEND;

- 1. That the composition and terms of reference of the Licensing Sub-Committees as set out at appendix 1A and 1B to the report be approved;
- 2. That the Head of Legal, Equalities and Democratic Services be authorised to make any consequential changes to the Constitution.

### 3. KEY ISSUES

### **Financial Implications**

3.1 There are no financial implications arising from this report.

### Legal Implications

3.2 The Borough Council establishes sub-committee meetings to consider licensing matters under the Licensing Act 2003 and Gambling Act 2005 and associated legislation.

### Service / Operational Implications

3.3 The Licensing Committee provides a pool of Councillors to sit on subcommittees that consider licensing applications and conduct hearings relating to taxi licensing and related matters. The licensing subcommittees for matters within the scope of the Licensing Act 2003 and Gambling Act 2005 (i.e. premises licences, personal licences, gaming

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## LICENSING COMMITTEE

2<sup>nd</sup> November 2015

licences, reviews of existing licences etc) are established on an ad hoc basis and comprise three Councillors. The licensing sub-committee dealing with taxis and sex establishments comprises five Councillors and meets monthly and, generally, in private owing to the personal nature of the majority of the business being transacted.

- 3.4 The current arrangements have caused difficulties for officers when setting up sub-committee meetings. The two main issues are:
  - Restricting the membership of Licensing Sub-Committee A (premises, personal and Gambling Act) to five members from whom panels of three are set up, means there is a restricted pool of experienced members from whom to select. On occasion, certain members may not be able to act as the issue may be in their ward or affect someone known to them. These issues lead to delays in arranging hearings and increases the risk of challenge to the process as there are often strict time limits which have to be complied with;
  - Maintaining a sub-committee of five members on Licensing Sub-Committee B for taxis, sex establishments etc. The quorum for this meeting is three. Seeking availability of five members for this sub-committee is difficult as it generally meets during the working day. In 2014-15 the sub-committee rarely met with all five members present.
- 3.5 For the vast majority of functions the requirement is to have a minimum of three members of a sub-committee but for Licensing Act 2003 matters it is specifically 'three members'.

There is no requirement for these members to be drawn from a separate sub-group of the Licensing Committee so long as they sit on that committee (which must be between 10 and 15 members).

Assuming that all members of the parent committee have had appropriate training there is no reason why the pool of members drawn from should be limited to a separate, smaller group within that committee.

### Premises etc. sub-committee

3.6 When a sub-committee sits to hear premises and other Licensing Act issues, the law states that this cannot be more than three members. Currently the constitution requires these hearings to be chaired by the Chair of the parent Committee. This is not required by the legislation or best practice and can cause difficulties if an application falls within the

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## LICENSING COMMITTEE

2<sup>nd</sup> November 2015

ward of the Chair and/or Vice-Chair of the Committee, when they would be unable to sit. It is recommended that this requirement is removed from the constitution.

3.7 The proposed terms of reference for the sub-committee are attached at appendix 1A.

### Taxi etc. sub-committee

- 3.8 For taxi hearings, it is proposed that all sub-committee meetings are established with a membership of three Councillors drawn from the whole pool of parent Committee members who have been trained. A fourth member will also be sought as a reserve in case one of the three members is unable to act.
- 3.9 The terms of reference and composition of the sub-committee are attached at appendix 1B.
- 3.7 In accordance with best practice the taxi hearings are chaired by the Chair or Vice-Chair of the parent Committee. It is proposed that this continues.

## 4. **RISK MANAGEMENT**

4.1 The new arrangements reduce the risk of not being able to assemble members for licensing sub-committee meetings. They also clarify the membership of the sub-committees and hence reduce the risk of misunderstanding and challenge.

## 5. <u>APPENDICES</u>

Appendix 1A – Proposed terms of reference and composition of the Licensing Sub-Committee (Premises, Personal and Gambling Act)

Appendix 1B – Proposed terms of reference and composition of the Licensing Sub-Committee (Taxis, sex establishments etc);

## AUTHOR OF REPORT

Name:	Sheena Jones – Democratic Services Manager
E Mail:	sheena.jones@bromsgroveandredditch.gov.uk
Tel:	(01527) 548240

### LICENSING SUB-COMMITTEE - Personal/Premises/Gambling Act Parent Committee – Licensing Committee

Number of Members	3 members of the Licensing Committee Membership to be agreed by Officers, in consultation with the Chair, as required per application and to include a 4th reserve member.
Politically Balanced Y/N	Ν
Quorum	3
Procedure Rules applicable	Council Procedure Rules (with the exception of Council Procedure Rules 1-4, 10, 14, 18.2, 20.1 and 22). Quasi- judicial meetings rules apply.
Terms of Reference	To determine applications referred to it arising from the Licensing Act 2003, the Gambling Act 2005 and the Scrap Metal Dealers Act 2013.
Special provisions as to the Chair	None – the Chair to be elected for each meeting of the Sub-Committee.
Special provisions as to membership	Only those Councillors who have undertaken *appropriate training may sit on the Licensing Sub- Committee. *Quasi-Judicial meetings training / Licensing and Gambling Act requirements training.

### LICENSING SUB-COMMITTEE B – Taxis/sex establishments/other Parent Committee – Licensing Committee

Number of Members	3 members of the Licensing Committee Membership to be agreed by Officers, in consultation with the Chair, as required per application and to include a 4th reserve member.
Politically Balanced Y/N	Ν
Quorum	3
Procedure Rules applicable	Council Procedure Rules (with the exception of Council Procedure Rules 1-4, 10, 14, 18.2, 20.1 and 22). Quasi- judicial meetings rules apply.
Terms of Reference	<ul> <li>To determine all matters referred to it including (but not limited to):-</li> <li>(1) private hire and hackney carriage driver, operator and vehicle licensing;</li> <li>(2) street trading consents;</li> <li>(3) sex shop applications;</li> <li>(4) pet shop licences;</li> <li>(5) animal boarding licences;</li> <li>(6) riding establishment licences.</li> </ul>
Special provisions as to the Chair	Chair or Vice-Chair of the Licensing (Parent) Committee.
Special provisions as to membership	Only those Councillors who have undertaken *appropriate training may sit on the Licensing Sub- Committee. *Quasi-Judicial meetings training

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## LICENSING COMMITTEE

2<sup>nd</sup> November 2015

#### **GAMBLING ACT 2005 – REVIEW OF STATEMENT OF PRINCIPLES**

Councillor Yvonne Smith
Yes
Simon Wilkes - Head of
Worcestershire Regulatory Services
All Wards
N/A

#### 1. <u>SUMMARY OF PROPOSALS</u>

The Council's current Statement of Principles under the Gambling Act 2005 took effect on 31<sup>st</sup> January 2013. In accordance with the provisions of the Act, the Council is required to prepare and publish a Statement of Principles every three years. Therefore a new Statement of Principles must be published by 31<sup>st</sup> January 2016.

As part of this process, consultation on a draft Statement of Principles for the three year period beginning on 31<sup>st</sup> January 2016 has been undertaken and the Licensing Committee are asked to consider the responses and recommend to Council that the draft revised Statement of Principles be approved and published.

### 2. <u>RECOMMENDATIONS</u>

Members are asked to RESOLVE;

To recommend to Council that the revised draft Statement of Principles at Appendix 4 be approved and published.

### 3. KEY ISSUES

#### **Financial Implications**

3.1 The costs involved in carrying out the consultation were met from existing budgets held by Worcestershire Regulatory Services.

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## LICENSING COMMITTEE

#### 2<sup>nd</sup> November 2015

#### Legal Implications

- 3.2 Section 349 of the Gambling Act 2005 requires that the licensing authority produce, consult on and publish a Statement of the Principles that it proposes to apply when exercising its functions under the Act.
- 3.3 The Act also requires that the Statement of Principles should be kept under review and must be re-published at least every three years.
- 3.4 When revising its Statement of Principles, the Council is required to consult with:-
  - the Chief Officer of Police for the Authority's area;
  - one or more persons who appear to the Authority to represent the interests of persons carrying on gambling businesses in the Authority's area; and
  - 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 this Act.

#### Service / Operational Implications

- 3.5 Redditch Borough Council is a licensing authority in accordance with the provisions of the Gambling Act 2005.
- 3.6 Each licensing authority is required before each successive three year period, to prepare and publish a statement of the principles that they propose to apply in exercising their functions under the Act during that period. This document is commonly referred to as the authority's Statement of Principles.
- 3.7 The Council's current Statement of Principles took effect on 31<sup>st</sup> January 2013 and therefore a new Statement of Principles must now be prepared and published ready to take effect on 31<sup>st</sup> January 2016.
- 3.8 There have been no significant changes to the provisions of the Gambling Act 2005 since the last Statement of Principles took effect.
- 3.9 On 20<sup>th</sup> July 2015 the Licensing Committee approved a draft revised Statement of Principles for the purpose of consultation with relevant parties.

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## LICENSING COMMITTEE

## 2<sup>nd</sup> November 2015

- 3.10 Consultation on the revised draft Statement of Principles took place between 21<sup>st</sup> July 2015 and 30<sup>th</sup> September 2015 with all relevant parties including:
  - The Chief Officer of West Mercia Police
  - The Gambling Commission
  - All other responsible authorities identified under the Act
  - Relevant Trade Associations
  - Organisations working with people who are problem gamblers
  - Parish Councils
  - The general public
- 3.11 The consultation was also made available for comment via the Council's website and publicised via social media and also through the local press.
- 3.12 During the consultation period three responses were received from the Gambling Commission, Hereford and Worcester Fire and Rescue Service, and Coral Racing Limited.
- 3.13 The response from the Gambling Commission can be seen at Appendix 1. The suggestions from the Commission have led to some changes being incorporated into the draft revised Statement of Principles at Appendix 4.
- 3.14 The first of these is the inclusion of a new section that sets out the Council's intention to develop a "Local Area Profile" in partnership with the other licensing authorities in Worcestershire and other relevant stakeholders.
- 3.15 Another new section has been included in the draft statement in order to provide guidance to operators on the matters the Council believes they should consider when compiling their own local risk assessments, which will be a requirement from April 2016.
- 3.16 Finally additional paragraphs have been added to provide more details in relation to the way the Council will approach its enforcement and compliance roles under the Gambling Act 2005.
- 3.17 The response from the Fire and Rescue Service can be seen at Appendix 2. The Fire and Rescue Service had no comments to make at this stage with regard to the revised statement of principles and confirmed that any applications will be looked at on an individual basis to ensure compliance with fire safety legislation.

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## Agenda Item 5

## LICENSING COMMITTEE

## 2<sup>nd</sup> November 2015

- 3.18 The response from Coral Racing Limited can be seen at Appendix 3. The response states that Coral Racing Limited is supportive of the draft Statement of Principles.
- 3.19 Members of the Committee are asked to consider the responses and recommend to Council that the draft revised Statement of Principles at Appendix 4 be approved and published.

## 4. RISK MANAGEMENT

4.1 Failing to prepare and publish a new Statement of Principles by 31<sup>st</sup> January 2016 would leave the Council in a position where it was failing to comply with its duties as a licensing authority under the provisions of the Gambling Act 2005.

## 5. <u>APPENDICES</u>

Appendix 1 – Response from Gambling Commission Appendix 2 – Response from Fire and Rescue Service Appendix 3 – Response from Coral Racing Limited Appendix 4 – Revised Draft Statement of Principles

## AUTHOR OF REPORT

Name:	Dave Etheridge – Senior Practitioner (Licensing) Worcestershire Regulatory Services
E Mail:	dave.etheridge@worcsregservices.gov.uk
Tel:	(01905) 822799

## Agenda Item 5

From: Andrew Wright Sent: 29 July 2015 15:46 To: Dave Etheridge; Niall McMenamin Subject: Statement of Principles Consultation

#### Hello Both

Following on from our discussion with regards to the revised Statement of Principles 2016-2019 and as part of your consultation I would like to highlight four areas for consideration and in addition to the requirements set out in the Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales) Regulations 2006

- 1) Your approach to compliance and enforcement, for example what the inspection regime looks like and how you will manage illegal gambling activity.
- 2) Your expectations of operators, this could be in general terms or expectations of a subsector, for example sharing information with you in relation to results of test purchase scheme carried out or participation in social responsibility schemes.
- As Operators are required to develop their own premises specific risk assessments by 6 April 2016 authorities should provide a clear indication of what factors, as a non-exclusive list they expect to be taken into account.
- 4) Look towards a development of a local area profile to understand how gambling is provided in a particular area and what the risks might be.

In conjunction with this I would highlight the Licensing Authority Bulletins included in this email which may assist in providing further information.

Many Thanks

Andrew Wright Senior Officer - Compliance Gambling Commission 4th Floor Victoria Square House Victoria Square Birmingham B2 4BP

www.gamblingcommission.gov.uk

## Agenda Item 5





Chief Fire Officer/Chief Executive M Yates QFSM MA MCGI DMS MIFireE Hereford & Worcester Fire and Rescue Service Headquarters 2 Kings Court Charles Hastings Way Worcester WR5 1JR Tel 0845 12 24454 Fax 01905 357 466 Web www.hwfire.org.uk

Redditch Borough Council Gambling Consultation Worcestershire Regulatory Services Wyre Forest House Finepoint Way Kidderminster DY11 7WF

Telephone	
Your reference	
My reference	
Please ask for	
Date	

01905 368225 Gambling Act 2005 N2403703/DGH/AM Darren Hunt 22 July 2015

Dear Sir

## Gambling Act 2005 - Consultation on Revised Statement of Principles – Redditch Borough Council

Further to your e mail dated 21 July 2015, I confirm the Fire and Rescue Service have no comments to make at this stage with regard to the revised statement of principles

Any applications will be looked at on an individual basis to ensure compliance with fire safety legislation

Should you require any further information, please do not hesitate to contact me.

Yours faithfully

Fire Safety Officer

Copy by email: <u>wrsenquiries@worcsregservices.gov.uk</u>





Licensing Officer Redditch Borough Council Wyre Forest House, Finepoint Way, Kidderminster, Worcestershire DY11 7WF

24<sup>th</sup> September 2015

Dear Sir,

#### Consultation on Redditch Borough Council's Statement of Principles – Gambling Act 2005

Coral Racing Limited is most grateful to be given the opportunity to respond to this consultation exercise. Coral was one of the first national bookmakers to be licensed under the Betting and Gaming Act of 1960, and so has been operating the length and breadth of the UK for over 50 years. Its premises comprise locations in the inner city, on the high street, in suburbs and in rural areas, and in areas of both high and low deprivation. It now operates 1850 betting offices across Great Britain, which comprise about 20% of all licensed betting offices. It is, therefore, a highly experienced operator.

Coral Racing Limited are supportive of the document. It again notes that the Board when considering applications are still required to 'aim to permit gambling' where this is 'reasonably consistent with the licensing objectives', additionally noting that it should not take into account of any moral objections to gambling.

Coral Racing Limited recognise the requirement to supply risk assessments with future applications & variations following the consultation completion (requirement is from 6<sup>th</sup> April 2016) and whilst this detail is not currently included within the Statement, we would be pleased to contribute to a consultation when it is.

Coral's experience is that through all it does, it achieves an exemplary degree of compliance already, and attracts negligible evidence of regulatory harm. Through the additional local risk assessment to be introduced, Coral believe that these should be a) to assess specific <u>risks</u> to the licensing objectives in the local area, and b) to assess whether <u>control measures</u> going beyond standard control measures are needed.

If we can provide any further information, we would be pleased to do so.

Yours faithfully,

John Liddle Director of Development – Coral Retail



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**Gambling Act 2005** 

**Statement of Principles** 

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## Appendices

Appendix A Map of the Borough of Redditch

Appendix B List of Consultees

## Statement of Principles – Gambling Act 2005

### 1.0 Introduction

1.1 Redditch Borough Council is situated in the County of Worcestershire, which contains 6 District Councils in total. The Council area has a population of 84,300 (2011 Census) and covers an area of around 21 square miles making it the smallest in the County in terms of population and area.

The Borough of Redditch consists of 2 distinct areas:-

- An essentially urban area, which includes a vibrant and thriving town centre and smaller centres within local districts; and
- An essentially rural area, which includes the villages of Astwood Bank, Feckenham, Elcocks Brook and Ham Green.

The Borough and its address districts are shown in the map at Appendix 'A'.

- 1.2 Redditch Borough Council is committed to providing residents with effective and efficient services that not only meet their needs but understand them too. This statement accords with that vision in seeking to promote the licensing objectives set out in the Act, which are central to the regulatory regime created by the Act. These are:
  - Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime;
  - Ensuring that gambling is conducted in a fair and open way, and
  - Protecting children and other vulnerable persons from being harmed or exploited by gambling.
- 1.3 The Licensing Authority has produced this statement as required by Section 349 of the Gambling Act 2005 (referred to in this statement as "the Act") and having had regard to the Gambling Commission's formal guidance issued under Section 25 of the Act, the licensing objectives and to the views of those that the Licensing Authority have consulted. The Licensing Authority consulted widely upon this statement before finalising and publishing. The list of those persons and organisations consulted is appended. The consultation took place between July and October 2015 in line with current published Government consultation principles. The policy was approved at a meeting of the Full Council on DATE. Should you have any comments with regards to this policy statement please send them via email or letter to: wrsenquiries@worcsregservices.gov.uk.

This statement must be published at least every three years. The statement may also be reviewed from 'time to time' and any amended parts re-consulted upon.

- 1.4 The Licensing Authority intends that this document should provide information and guidance on the general approach that the Licensing Authority will take to licensing. A series of advice sheets with more specific guidance is available on request; advice tailored to individuals is available by phone or to personal callers.
- 1.5 Nothing in this policy takes away the right of any person to make an application under the Act and to have that application considered on its merits; nor does it undermine the right of any person to object to an application or to seek a review of a licence where the law provides that they may do so. Applications will be considered in line with our statement of general principles, below.

#### 2.0 Gambling Act 2005

- 2.1 This policy reflects and aims to support our strategic purposes, as set out in the Council Plan.
- 2.2 The Act provides for gambling to be authorised in a number of different ways. Our main functions are to:
  - licence premises for gambling activities, including the issue of provisional statements;
  - regulate and grant permits for gambling and gaming machines in clubs, including commercial clubs,
  - regulate gaming and gaming machines in alcohol licensed premises;
  - grant permits to family entertainment centres for the use of certain lower stake gaming machines;
  - grant permits for prize gaming;
  - receive and endorse notices given for the temporary use notices;
  - receive occasional use notices for betting at tracks;
  - register small societies lotteries;
  - Maintain public registers; and
  - Provide information to the Gambling Commission on issued licences.
- 2.3 The Gambling Commission regulates remote gambling and issues personal and operating licences for premises. The "National Lottery" is also regulated by the Gambling Commission. Spread betting is regulated by the Financial Conduct Authority.

#### 3.0 Local Area Profile

- 3.1 Alongside its Statement of Principles, the Licensing Authority would like to work with the other Licensing Authorities in Worcestershire and other partners during the lifetime of this Statement to develop a "Local Area Profile" for the County as a means of mapping out local areas of concern, which can be reviewed and updated to reflect changes to the local landscape.
- 3.2 This Local Area Profile is likely to take account of a wide range of factors, data and information held by the Licensing Authority and its partners. An important element of preparing the Local Area Profile will be proactive engagement with responsible authorities as well as other organisations in the area that can give input to 'map' local risks in the area.
- 3.3 These are likely to include public health, mental health, housing, education, community welfare groups and safety partnerships, and organisations such as Gamcare or equivalent local organisations.
- 3.4 The aim of the Local Area Profile will be to increase awareness of local risks and improved information sharing, to facilitate constructive engagement with licensees and a more coordinated response to local risks. The Local Area Profile will also help to inform specific risks that operators will need to address in their own risk assessments, which will form a part of any new licence application, or an application to vary a licence from April 2016.
- 3.5 The creation of a Local Area Profile, however, is dependent on information and knowledge of the local area gathered by partner agencies and other relevant organisations who have the expertise and knowledge of the impact gambling has in the local area. Where evidence is submitted to the Licensing Authority which identifies areas of concern it is intended to produce a Local Area Profile separate to this Policy.

3.6 Once a Local Area Profile has been developed, it will be published on the Licensing Authority's website and updated on a regular basis to reflect changes to the local environment.

### 4.0 Authorised Activities

- 4.1 'Gambling' is defined in the Act as gaming, betting, or taking part in a lottery.
  - gaming means playing a game of chance for a prize;
  - betting means making or accepting a bet on the outcome of a race, competition, or any other event; the likelihood of anything occurring or not occurring; or whether anything is true or not, and
  - a lottery is an arrangement where persons are required to pay in order to take part in an arrangement whereby one or more prizes are allocated by a process which relies wholly on chance.

### 5.0 General Statement of Principles

- 5.1 In carrying out the licensing functions in accordance with the Act, particularly with regard to premises licences, the Licensing Authority will generally aim to permit the use of premises for gambling as long as it is considered to be :-
  - in accordance with any relevant Codes of Practice issued by the Gambling Commission;
  - in accordance with any relevant Guidance issued by the Gambling Commission; in accordance with this Statement of Principles, and
  - reasonably consistent with the licensing objectives.
- 5.2 The Licensing Authority will not seek to use the Act to resolve matters that are better dealt with by other legislation. Licensing is not the primary mechanism for general control of nuisance and the antisocial behaviour of people once they are away from licensed premises.
- 5.3 The Licensing Authority will ensure that in dealing with applications under the Act the Licensing Authority follows the required procedures, and only takes into account issues that are relevant. Specifically the Licensing Authority will not have regard to "demand" when considering applications for gambling premises; nor will the Licensing Authority consider the suitability of applicants for premises licences (which is a matter for the Gambling Commission). The Licensing Authority will not reject an application on moral grounds. If the Licensing Authority decides to reject an application, the Licensing Authority will make known the reasons for doing so.
- 5.4 The Council has delegated its licensing function to its Licensing Sub-Committee and Licensing Officers. In the remainder of this Statement of Principles they are referred to collectively as the 'Licensing Authority'.
- 5.5 Where an application is for a new premises licence, the responsible authorities may visit to check that gambling facilities meet all necessary legal requirements.
- 5.6 Where there are no representations (objections), licences and permissions will be granted subject only to any appropriate mandatory conditions (Section 167 of the Act) and any

conditions having at least the effect of appropriate default conditions made under Section 168.

- 5.7 If there are objections that can't be resolved informally, or the Licensing Authority intends to impose extra conditions, the Licensing Authority will hold a public hearing at which the licensing sub-committee will hear evidence and make a decision in accordance with the Act.
- 5.8 This statement is not intended to override the right of any person to make an application under the Act, and to have that application considered on its merits. Equally, this Statement of Principles is not intended to undermine the right of any person to make representations about an application or to seek a review of a licence where provision has been made for them to do so.

### 6.0 Preventing gambling from being a source of crime and disorder

- 6.1 The Gambling Commission takes the leading role in preventing gambling from being a source of crime, and maintains rigorous licensing procedures aiming to prevent criminals from providing facilities for gambling. Applicants need an operating licence from the Commission before the Licensing Authority will issue a licence to use premises for gambling.
- 6.2 The Licensing Authority will not issue a premises licence to someone who does not hold an operator's licence, the Licensing Authority is not generally concerned with the suitability of an applicant. Where concerns about a person's suitability arise the Licensing Authority will bring those concerns to the attention of the Commission.
- 6.3 If an application for a licence or permit is received in relation to premises which are in an area noted for particular problems with organised crime, the Licensing Authority will, in consultation with the Police and other relevant authorities, consider whether specific controls need to be applied to prevent those premises from being a source of crime. This could include a requirement for Security Industry Authority registered door supervisors.
- 6.4 Disorder will only be considered under this Act if it amounts to activity which is more serious and disruptive than mere nuisance, and where it can be shown that gambling is the source of that disorder. A disturbance might be serious enough to constitute disorder if police assistance was required to deal with it; the Licensing Authority will then consider how threatening the behaviour was to those who could see or hear it, and whether those people live sufficiently close to be affected or have business interests that might be affected.
- 6.5 "Disorder" is generally a matter for the Police; the Licensing Authority will not use this Act to deal with general nuisance issues, for example, parking problems, which can be better dealt with using alternative powers.
- 6.6 When making decisions relating to disorder, the Licensing Authority will give due weight to comments made by the police.

### 7.0 Ensuring gambling is conducted in a fair and open way

7.1 The Gambling Commission does not expect local authorities to become concerned with ensuring that gambling is conducted in a fair and open way. The Commission, through the operating and personal licensing regime, will regulate the management of the gambling business and the suitability and actions of an individual.
7.2 Because betting track operators do not need an operating licence from the Commission the Licensing Authority may, in certain circumstances, require conditions of licence relating to the suitability of the environment in which betting takes place.

# 8.0 Protecting children and vulnerable people from being harmed or exploited by gambling

- 8.1 The intention of the Act is that children and young persons should not be allowed to gamble, and should be prevented from entering those gambling premises which are 'adult-only' environments.
- 8.2 Codes of Practice, including advice about access by children and young persons may be published by the Gambling Commission for specific kinds of premises. Applicants will be expected to heed this advice where applicable.
- 8.3 The Licensing Authority expects steps to be taken to prevent children from taking part in, or being in close proximity to, gambling. This may include restrictions on advertising to ensure that gambling products are not aimed at children, nor advertised in such a way that makes them particularly attractive to children.
- 8.4 When determining a premises licence or permit the Licensing Authority will consider whether any additional measures are necessary to protect children, such as the supervision of entrances, the segregation of gambling from areas frequented by children and the supervision of gaming machines in non-adult gambling specific premises like pubs, clubs and betting tracks.
- 8.5 In seeking to protect vulnerable people the Licensing Authority will include people who gamble more than they want to, people who gamble beyond their means, and people who may not be able to make informed or balanced decisions about gambling, perhaps due to a mental impairment, alcohol or drugs.
- 8.6 The Licensing Authority will always treat each case on its own individual merits and when considering whether specific measures are required to protect children and other vulnerable people will balance these considerations against the overall principle of aiming to permit the use of premises for gambling.
- 8.7 The Licensing Authority 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.

These principles are:

- The need for the body to be responsible for an area covering the whole of the Licensing Authority's area.
- 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 local authorities, this authority designates the Worcestershire Safeguarding Children Board for this purpose.

#### 9.0 Local Risk Assessments

- 9.1 From 6 April 2016 it will be a requirement for operators to assess local risks to the licensing objectives taking into account this Council's Policy. The operator must also have policies, procedures and control measures in place to mitigate these risks. Risk assessments must be reviewed whenever there are significant changes in local circumstances, or at the premises, or when applying for a new licence or a variation of a licence. Risks in this context include actual, potential and possible future emerging risks to the licensing objectives.
- 9.2 The Licensing Authority will expect the local risk assessment to consider, for example:
  - whether the premises is in an area of deprivation;
  - whether the premises is in an area subject to high levels of crime and/or disorder;
  - whether the premises is near an addiction treatment facility and in general consider the demographics of the area in relation to vulnerable groups;
  - the location of sensitive buildings such as schools, playgrounds, toy shops, leisure centres, libraries and other areas where children are likely to gather; and
  - how vulnerable persons as defined within this Policy are protected.
- 9.3 In compiling their local risk assessment the Licensing Authority shall also expect operators to take into account the general principles as set out in this Policy
- 9.4 Other matters that the risk assessment may include are, for example:
  - Staff training, including refresher training, such as intervention when customers show signs of excessive gambling, in the mandatory licensing conditions, in location of the premises licence; in location of information relating to gambling care providers, etc.;
  - Where installed, details of CCTV coverage and how the system will be monitored;
  - Layout of the premises to ensure staff have unobstructed views of persons using the premises or, where this is not possible, evidence of how this can be achieved;
  - The number of staff employed at the premises at any one time taking into account any effects from seasonal trade in the area.
  - Where only one staff member is employed in the case of smaller premises, what the supervisory and monitoring arrangements are when that person is absent from the licensed area or distracted for any other reason;
  - Provision of signage and documents relating to games rules, gambling care providers;
  - What mix of gambling is provided;
  - Consideration of primary gambling activity and location of gaming machines;
- 9.5 Operators are expected to share their risk assessments with the Licensing Authority when applying for a new Premises Licence, applying for a variation to an existing licensed premise or otherwise upon request. These risk assessments must in any event be kept under regular review and updated as necessary.
- 9.6 The information contained within the risk assessment may be used to inform the decision the Licensing Authority makes about whether or not to grant the licence, to grant the licence with special conditions or to refuse the application.
- 9.7 However, in all circumstances each application will be treated on its own merits with the onus on the applicant providing the Licensing Authority with sufficient information to make their determination with the underpinning statutory aim of permitting gambling subject to being reasonably consistent with the licensing objectives.

9.8 In its Guidance to Licensing Authorities, the Gambling Commission suggests that Licensing Authorities should adopt a 'Local Area Profile'. The Guidance suggests that a Local Area Profile is a process of gathering and presenting information about a locality and any particular areas of concern within that locality. It underpins and explains the approach that the Licensing Authority will apply when granting licences. By developing a Local Area Profile it is likely to assist operators in identifying specific local risks within the area.

#### **10.0** Premises licences

- 10.1 A premises licence can authorise the provision of facilities at the following :
  - casino premises
  - bingo premises
  - betting premises, including betting tracks
  - adult gaming centres
  - family entertainment centres
- 10.2 Premises can be 'any place' but the Act generally prevents more than one premises licence applying to any one place. A single building could be subject to more than one premises licence provided they are for different parts of the building and those parts can be reasonably regarded as being separate 'premises'.
- 10.3 This will allow large, multiple unit premises such as tracks, shopping malls or service stations to obtain discrete premises licences, with appropriate safeguards in place. The Licensing Authority will pay particular attention if there are issues about sub-divisions of a single building or plot and mandatory conditions relating to access between premises are observed. The Licensing Authority will not consider that areas of a building that are artificially or temporarily separated, for example by ropes or moveable partition, can properly be regarded as different premises. Whether different parts of a building can properly be regarded as being separate premises will depend on the individual circumstances of the case.
- 10.4 A particular requirement might be for entrances and exits from parts of a building covered by one or more licences to be separate and identifiable so that the separation of the premises is not compromised and people are not allowed to 'drift' accidentally into a gambling area. It should normally be possible to access the premises without going through another licensed premises or premises with a permit. The Licensing Authority would also expect customers to be able to participate in the activity named on the premises licence.
- 10.5 The Secretary of State appointed an independent Casino Advisory Panel to advise the Government on the areas in which small and/or large casinos may be located. The District of Redditch was not identified as a suitable location for a casino; consequently the Licensing Authority is currently prevented from granting a Casino Premises Licence.
- 10.6 The Council has not passed a resolution under section 166(5) of the Gambling Act 2005 to not issue casino premises licences. If such a resolution were considered in the future, the Council would carry out a full public consultation and consider all responses before passing such a resolution.
- 10.7 The Licensing Authority will not turn down applications for premises licences where relevant objections can be dealt with through the use of licence conditions.

- 10.8 Other than an application for a betting premises licence for a track, the Licensing Authority are not able to issue a premises licence unless the applicant holds the relevant operating licence from the Gambling Commission.
- 10.9 When considering applications for premises licences the Licensing Authority will not take into account either the expected 'demand' for facilities or the likelihood of planning permission or building regulation approval being granted, as well as 'moral' objections to gambling. Equally, the grant of a premises licence would not prejudice or prevent any action that may be appropriate under the law relating to planning or building regulations.
- 10.10 The Licensing Authority are 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 our decision-making. Should any specific policy be decided upon as regards areas where gambling premises should not be located, this statement will be updated.
- 10.11 The Licensing Authority will only issue a premises licence once the Licensing Authority are satisfied that the premises is ready to be used for gambling in the reasonably near future, consistent with the scale of building or alterations required. If the construction of a premises is not yet complete, or if they need alteration, or the applicant does not yet have a right to occupy them, then an application for a provisional statement should be made.
- 10.12 The Licensing Authority will apply a two stage consideration process if there is outstanding construction or alteration works at the premises:
  - should the premises be permitted to be used for gambling;
  - can appropriate conditions be imposed to cater for the situation that the premises is not yet in the state in which they should be before gambling takes place.
- 10.13 The Licensing Authority is entitled to decide whether or not it is appropriate to grant a licence subject to conditions.
- 10.14 Applicants for premises licences are encouraged to propose any prohibitions or restrictions of their own in circumstances where it is felt that the presence of children would be undesirable or inappropriate.
- 10.15 The Licensing Authority will maintain a public register of Premises Licence applications received which may be viewed at the Council Offices during normal office hours which are generally Monday Friday 9am until 5pm.

#### 11.0 Responsible authorities

- 11.1 Responsible authorities are identified in the legislation, and have to be notified about licence applications so that they can identify any risks. The responsible authorities that the Licensing Authority recognises are listed below, contact details for each of the responsible authorities identified are available on our website www.redditchbc.gov.uk, and will be sent on request.
  - The Gambling Commission
  - The Chief of Police for the area
  - Fire & Rescue Service
  - Redditch Planning Department
  - Environmental Services Department
  - Worcestershire Safeguarding Children Board
  - HM Revenue and Customs
  - Redditch Licensing Department

- Any other bodies identified in Regulation by the Secretary of State,
- For vessels, the Environment Agency, Canal and River Trust, Secretary of State.
- 11.2 Any concerns expressed by a Responsible Authority cannot be taken into account unless they are relevant to the application itself and the licensing objectives. However, each representation will be considered on its own individual merits.

### 12.0 Interested Parties

- 12.1 An interested party is someone who:
  - lives sufficiently close to the premises to be likely to be affected by the authorised activities; or
  - has business interests that might be affected by the authorised activities; or
  - represents persons in either of the two groups above.
- 12.2 The Licensing Authority will generally require written evidence that a person/body '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 representations is sufficient. Whilst this may not apply to those elected ward members or MP or Parish Councillors, those persons should be aware of the need to represent the whole of the community that they represent and not just the vocal 'minority'.
- 12.3 In determining whether someone lives sufficiently close to a particular premises so as to be affected, the Licensing Authority will take into account, among other things :
  - the size of the premises
  - the nature of the premises
  - the distance of the premises from the person making the representation
  - the identity of the complainant
  - the potential impact of the premises
- 12.4 In determining whether a person has a business interest which could be affected the Council will consider, among other things:
  - the size of the premises
  - the catchment area of the premises, and
  - whether the person making the representation has business interests in the catchment area that might be affected
- 12.5 If an existing gambling business makes a representation that it is going to be affected by another gambling business starting up in the area, the Licensing Authority would not consider this, in the absence of other evidence, as a relevant representation as it does not relate to the licensing objectives and instead relates to demand or competition.
- 12.6 The Licensing Authority may consider a representation to be either frivolous or vexatious, and reject it. This will generally be a matter of fact given the circumstances of each individual case but, before coming to a decision the Licensing Authority will normally consider:
  - who is making the representation and whether there is a history of making representations that are not relevant,
  - whether it raises an issue relevant to the licensing objectives, or

• whether it raises issues specifically to do with the premises which are the subject of the application.

#### 13.0 Licence conditions

- 13.1 In particular cases the Licensing Authority may find it necessary to impose conditions beyond appropriate mandatory and default conditions. Any such conditions will be relevant to the need to make the building suitable for use 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. The Licensing Authority will not have recourse to a pool of standard conditions.
- 13.2 The Licensing Authority will also ensure that where category C or above machines that are on offer in premises to which children are admitted are located in an area of the premises which is separated by a physical barrier to prevent access other than through a designated entrance; the designated area is supervised and observed by staff or the licence holder.
- 13.3 Examples of conditions which are likely to be attached in certain circumstances include those relating to opening hours, segregation of gambling from non-gambling areas frequented by children, SIA licensed door supervisors, appropriate signage for adult only areas, age limits, or keeping children and young persons away from gaming machines. The Licensing Authority will also expect the applicant to offer their own suggestions as to ways in which the licensing objectives can be promoted effectively.
- 13.4 The Licensing Authority will not seek to control those matters specified in the Act with conditions:
  - which make it impossible to comply with an operating licence condition imposed by the Gambling Commission;
  - relating to gaming machine categories or method of operation;
  - which specify that membership of a club or other body is required; or
  - in relation to stakes, fees, winnings or prizes.
- 13.5 Duplication with other statutory or regulatory regimes will be avoided as far as possible. The need for conditions will be assessed on the specific merits of each application.

#### 14.0 Gaming Machines

- 14.1 Gaming machines include all types of gambling activity which can take place on a machine, including betting on 'virtual' events.
- 14.2 The Act itself prescribes the number and category of gaming machines that are permitted in each type of gambling premises.
- 14.3 Subject to the provisions of the Act, gaming machines can be made available in a wide variety of premises, including:
  - Casinos;
  - bingo premises;
  - betting premises, (including tracks);
  - adult gaming centres;
  - family entertainment centres;
  - clubs;
  - pubs and other alcohol licensed premises;
  - travelling fairs.

- 14.4 A machine is not a gaming machine if the winning of a prize is determined purely by the player's skill. However, any element of 'chance' imparted by the action of the machine would bring it within the definition of a gaming machine.
- 14.5 The Licensing Authority will encourage permit and premises licence holders to adopt applicable codes of practice which may be introduced by the amusement industry or Gambling Commission, from time to time.

#### 15.0 Temporary Use Notices

- 15.1 These 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. The Licensing Authority would 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. Premises that might be suitable for a temporary use notice would include hotels, conference centres and sporting venues. A temporary use notice may only be granted to a person or company holding a relevant operating licence.
- 15.2 Temporary use notices may only be used to permit the provision of facilities for equal chance gaming, where the gaming is intended to produce a single overall winner. Equal chance gaming is gaming which does not involve playing or staking against a bank and gives equally favourable chances to all participants. Examples of equal chance gaming include games such as backgammon, mah-jong, rummy, kalooki, dominoes, cribbage, bingo and poker.

#### 16.0 Occasional Use Notices

16.1 The Licensing Authority has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. Whilst tracks are normally thought of as permanent racecourses, this can also include land which has a number of uses for example agricultural land upon which a point-to-point meeting takes place. Land used temporarily as a track can qualify, provided races or sporting events take place or will take place there. The track need not be a permanent fixture.

#### 17.0 Lotteries

- 17.1 All lotteries are unlawful unless they are run in accordance with an operating licence issued by the Gambling Commission - unless they are 'exempt' lotteries as defined by the Act. One of those exemptions is for "small society lotteries," which the Licensing Authority will allow, after registration. The Licensing Authority will maintain a register of small society lotteries.
- 17.2 A society will be allowed to register with us if it is 'non-commercial', in other words, if it is established and conducted:
  - for charitable purposes ;
  - for the purpose of enabling participation in, or of supporting, sport, athletic or a cultural activity; or
  - for any other non-commercial purpose other than for private gain.

#### **18.0** Exchange of Information

18.1 To ensure the licensing objectives are met, the Licensing Authority will establish a close working relationship with the police, the Gambling Commission and, where appropriate, other responsible authorities.

- 18.2 Subject to the provisions of the Data Protection Act 1998, the Licensing Authority will share any information it receives through the application process with the Gambling Commission and any relevant responsible authority. In doing so, the Licensing Authority will have regard to the Act itself, any guidance issued by the Commission and to any Regulations issued by the Secretary of State. People can access personal information that the Licensing Authority holds about them by contacting our Information Management Officer.
- 18.3 The Licensing Authority is committed to being open about what it does and how the Licensing Authority comes to decisions, in accordance with the spirit of the Freedom of Information Act 2000 (FOIA). An important feature of the FOIA is the requirement for each public authority to produce a publication scheme setting out what information it will publish as a matter of course, how and when it will be published, and whether this information will be free of charge or on payment. Copies of our FOI publication scheme are available on request from our Information Management Officer or via the Council's website www.redditchbc.gov.uk.
- 18.4 FOIA also provides the public with a general right of access to information held by public authorities, and subject to exemptions, to be supplied with a copy of that information. Individual requests should be made in writing to the Information Management Officer or via the Council's website.
- 18.5 Unless restricted by the Gambling Act, details about applications, licences and representations will be made available in our public register. Representations that the Licensing Authority accepts will be copied in their entirety to applicants, to provide an opportunity for mediation and to ensure that the rights of the applicant are not compromised.

#### **19.0 Enforcement Protocols**

- 19.1 The main enforcement and compliance role for the Licensing Authority in terms of the Gambling Act 2005 will be to ensure compliance with the Premises Licences and other permissions which it authorises. The Gambling Commission will be the enforcement body for the Operator and Personal Licences and will also take the lead role on the investigation and where appropriate, the prosecution of illegal gambling. Any 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.
- 19.2 The Licensing Authority will work with the Commission, the Police and other enforcing authorities, having regard to any specific guidance produced by the Gambling Commission, relevant codes of practice, the licensing objectives and this statement of principles, to provide for the targeting of agreed problem or high-risk premises. A lighter touch will be applied to those premises which are shown to be well managed and maintained.
- 19.3 The overall aim is to permit the use of premises for gambling. With that in mind it is intended that action will generally be taken against 'problem' premises through the licence review process.
- 19.4 We will also have regard to the Regulators' Code whilst carrying out our regulatory functions.
- 19.5 The Licensing Authority will endeavour to be proportionate; accountable; consistent; transparent and targeted, as well as avoiding duplication with other regulatory regimes so far as possible.

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# Agenda Item 5

- 19.6 In order to ensure compliance with the law, the Licensing Authority will prepare a risk based Inspection Programme and will carry out regular 'routine' day time programmed inspections, based on risk assessment in the categories High, Medium and Low and will also carry out 'non routine' evening programmed inspections. Where a one off event takes place under a Temporary Use Notice or Occasional Use Notice, the Licensing Authority may also carry out inspections to ensure the Licensing Objectives are being promoted.
- 19.7 High-risk premises are those premises that have a history of complaints and require greater attention with low risk premises needing only a lighter touch so that resources are effectively concentrated on problem premises.

#### 20.0 Reviews

- 20.1 A review of a premises licence can be requested by interested parties or responsible authorities, however, the Licensing Authority will decide if the review is to be carried out on the basis of the following:
  - In accordance with any relevant Code of Practice and/or guidance issued by the Gambling Commission
  - Consistent with the licensing objectives
  - In accordance with our statement of principles.
- 20.2 The Licensing Authority will also consider whether or not the request for a review is frivolous, vexatious, or repetitious or whether the Licensing Authority would wish to alter/revoke or suspend the licence.
- 20.3 The Licensing Authority can also initiate a review of a premises licence on the basis of any reason which the Licensing Authority think is appropriate, including if 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.
- 20.4 Once a valid application for a review has been received by the Licensing Authority, representations can be made by responsible authorities and interested parties during the statutory consultation period. The purpose of the review will be to determine whether the Licensing Authority should take any action in relation to the licence. The options available are:
  - Add, remove or amend a licence condition;
  - Remove or amend a default condition, such as opening hours;
  - Suspend the premises licence for a period not exceeding 3 months;
  - Revoke the licence.

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#### REDDITCH BOROUGH COUNCIL EQUAL OPPORTUNITIES STATEMENT

This statement is intended to operate within the Council's commitment to equalities and diversity including:

- Equal treatment regardless of race, gender, age, disability, sexual orientation, religion or belief, with reasonable adjustments where necessary in line with the Disability Discrimination Act.
- Working to eliminate *unlawful* discrimination.
- Promoting equal opportunities
- Promoting community cohesion, *including good relations between people from different racial groups*.
- Providing reasonable access to interpretation or support on request.
- Responding to the needs of all, and working to engage all sections of the community.

This statement will be assessed as part of a rolling programme of reviews to ensure that it does not have a detrimental or disproportionate effect on any group. Any concerns that the policy is operating in a way that could be construed as discriminatory should be passed to the responsible Manager and will be dealt with as part of the official Complaints Procedure, in line with the Council's Equality Schemes.

### Appendix A



### **Redditch Borough Council Boundary**

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#### List of Consultees

Chief Officer of West Mercia Police

Gambling Commission

All Other Responsible Authorities Identified in the Gambling Act 2005

**District Councillors** 

**Parish Councils** 

Holders of Premises Licences issued by the Council under the Gambling Act 2005

Gambling Trade Associations:

Association of British Bookmakers British Amusement Catering Trade Association Bingo Association National Casino Forum Lotteries Council Hospice Lotteries Association

Organisations working with those who have a gambling problem:

GamCare Gamblers Anonymous

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## LICENSING COMMITTEE

2<sup>nd</sup> November 2015

#### DEREGULATION ACT 2015 POLICY ON THE DURATION OF HACKNEY CARRIAGE AND PRIVATE HIRE DRIVER LICENCES AND PRIVATE HIRE OPERATOR LICENCES

Councillor Yvonne Smith
Yes
Simon Wilkes - Head of
Worcestershire Regulatory Services
All Wards
N/A

#### 1. <u>SUMMARY OF PROPOSALS</u>

From 1<sup>st</sup> October 2015, as a result of section 10 of the Deregulation Act 2015, the standard duration of hackney carriage and private hire driver licences and private hire operator licences is three and five years respectively unless the Council thinks it is appropriate to grant licences for a lesser period in the circumstances of a particular case.

Members are asked to approve a policy on the duration of hackney carriage and private hire driver licences and private hire operator licences to take effect immediately.

#### 2. <u>RECOMMENDATIONS</u>

Members are asked to RESOLVE to approve the policy on the duration of hackney carriage and private hire driver licences and private hire operator licences (Appendix 1) to take effect immediately.

#### 3. KEY ISSUES

#### **Financial Implications**

- 3.1 The fees charged by the Council for hackney carriage and private hire driver licences and for private hire operator licences have been reviewed in light of the changes being enacted under section 10 of the Deregulation Act 2015.
- 3.2 The fees charged for three year driver licences and five year operator licences are inevitably higher than the previous cost of a one year licence as the Council's enforcement and compliance costs for the three or five year period have to be covered in the licence fee.

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# LICENSING COMMITTEE

#### 2<sup>nd</sup> November 2015

- 3.3 The revised licence fees are not, however, simply calculated by multiplying the cost of a one-year licence fee, as the costs associated with administering applications for three and five year licences are less than the cost of administering three or five applications for one year licences.
- 3.4 The fees to be charged for three year driver licences and five year operator licences are to be approved by Executive Committee.

#### Legal Implications

3.5 Section 10 of the Deregulation Act 2015 amended sections 53 and 55 of the Local Government (Miscellaneous Provisions) Act 1976 which from 1<sup>st</sup> October 2015 reads as follows:

Section 53 (1) – Driver Licences

- (a) Every licence granted by a district council under the provisions of this Part of this Act to any person to drive a private hire vehicle shall remain in force for three years from the date of such licence or for such lesser period, specified in the licence, as the district council think appropriate in the circumstances of the case.
- (b) Notwithstanding the provisions of the Public Health Act 1875 and the Town Police Clauses Act 1889, every licence granted by a district council under the provisions of the Act of 1847 to any person to drive a hackney carriage shall remain in force for three years from the date of such licence or for such lesser period, specified in the licence, as the district council think appropriate in the circumstances of the case"

Section 55 (2) – Operator Licences

Every licence granted under this section shall remain in force for five years or for such lesser period, specified in the licence, as the district council think appropriate in the circumstances of the case.

#### Service / Operational Implications

3.6 The Deregulation Act 2015 received Royal Assent on 26<sup>th</sup> March 2015. Section 10 of this Act relates to the Council's hackney carriage and private hire licensing functions and came into force on 1<sup>st</sup> October 2015.

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# LICENSING COMMITTEE

#### 2<sup>nd</sup> November 2015

- 3.7 The effect of this change is that the standard (default) duration of a hackney carriage or private hire drivers' licence issued by the Council must be three years and the standard (default) duration of a private hire operators' licence must be five years. Currently both licence types are issued by the Council for a period of one year.
- 3.8 Whilst the standard duration of these licences must be three or five years since 1<sup>st</sup> October 2015, sections 53 and 55 (as amended) still allow the Council to grant a licence for a lesser period if it thinks it appropriate to do so in the circumstances of the case.
- 3.9 A draft policy on the duration of hackney carriage and private hire driver licences and private hire operator licences can be seen at **Appendix 1**.
- 3.10 Under this draft policy, if an applicant wishes to be granted a licence for one year, the Council would automatically deem it appropriate in the circumstances to grant a licence for this period in line with the wishes of the applicant.
- 3.11 Those applying for a three year licence will have to produce with their application, any of the documents that would have fallen due within the licence period. This would include DBS (criminal conviction certificate) application forms, medicals etc.
- 3.12 There are many reasons why an applicant may want to remain on a one-year licence. Inevitably the cost of applying for a three or five year licence is higher than the cost of a one year licence as the Council's enforcement and compliance costs for the three or five year period would have to be covered in the licence fee. Applicants may therefore prefer to avoid having to pay a larger licence fee every three or five years and continue to pay a lower fee each year.
- 3.13 Also applicants may not want a three year licence as they may not know if they intend to remain in the trade for a further three year period. This would apply in particular to older applicants who may be considering retiring within the next three years.
- 3.14 It would not be appropriate to grant a driver or operator licence for less than three or five years respectively because of concerns that Members have about the suitability of the applicant. If Members are not satisfied that the applicant is fit and proper, they should not grant a licence at all rather than issuing a shorter licence as a form of "probationary period."

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# LICENSING COMMITTEE

#### 2<sup>nd</sup> November 2015

- 3.15 If questions over the suitability of a driver or operator arise during the course of their licence, it is always possible to review the individuals licence and suspend or revoke if Members feel that is appropriate.
- 3.16 Members are therefore recommended to adopt the draft policy shown at **Appendix 1** with effect from 1<sup>st</sup> October 2015.

#### 4. **RISK MANAGEMENT**

4.1 There is a need to consider the legislative changes and to amend and or adopt a policy to take account of the changes required. Failure to take account of new legislation may leave the authority at risk of legal challenge by customers who seek to apply for a licence under the new provisions.

#### 5. <u>APPENDICES</u>

Appendix 1 – Draft Policy on Licence Durations

### AUTHOR OF REPORT

- Name: Dave Etheridge Senior Practitioner (Licensing) Worcestershire Regulatory Services
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#### **REDDITCH BOROUGH COUNCIL**

#### POLICY ON THE DURATION OF HACKNEY CARRIAGE AND PRIVATE HIRE DRIVER LICENCES

From 1<sup>st</sup> October 2015 the standard duration of licences issued under the Local Government (Miscellaneous Provisions) Act 1976 to authorise individuals to drive hackney carriage or private hire vehicles will be three years or such less period as the Council think appropriate in the circumstances of the case. This policy intends to clarify in what circumstances the Council would consider granting a licence of less than three years.

#### Applicant Request for a One Year Licence

If the applicant for a licence to drive hackney carriage or private hire driver requests a licence of one year duration rather than the standard three years, the Council think it would be appropriate to grant a one year licence in accordance with the applicant's wishes.

#### Standard Three Year Licence

If an existing licensed driver wishes to be granted a licence of three years duration, they must pay the relevant fee and provide with their application such of the following as will fall due under the Council's policy and conditions during the three year licence period:

- DBS Application Form
- Medical Report
- Passport sized photographs
- DVLA Mandate or Check Code

#### **REDDITCH BOROUGH COUNCIL**

#### POLICY ON THE DURATION OF PRIVATE HIRE OPERATOR LICENCES

From 1<sup>st</sup> October 2015 the standard duration of licences issued under the Local Government (Miscellaneous Provisions) Act 1976 to authorise individuals to operate private hire vehicles will be five years or such less period as the Council think appropriate in the circumstances of the case. This policy intends to clarify in what circumstances the Council would consider granting a licence of less than five years.

#### Applicant Request for a One Year Licence

If the applicant for a licence to operate or private hire vehicles requests a licence of one year duration rather than the standard five years, the Council think it would be appropriate to grant a one year licence in accordance with the applicant's wishes.

#### Standard Five Year Licence

If an existing licensed operator wishes to be granted a licence of five years duration, they must pay the relevant fee and must also provide a DBS Application Form with their application.

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## LICENSING COMMITTEE

2<sup>nd</sup> November 2015

#### **UBER – INFORMATION REPORT**

Relevant Portfolio Holder	Councillor Yvonne Smith
Portfolio Holder Consulted	Yes
Relevant Head of Service	Simon Wilkes - Head of
	Worcestershire Regulatory Services
Wards Affected	All Wards
Ward Councillor Consulted	N/A
Non-Key Decision	

#### 1. <u>SUMMARY OF PROPOSALS</u>

This report has been prepared to provide information to Members of the Licensing Committee on the company that trades as Uber.

#### 2. <u>RECOMMENDATIONS</u>

Members are asked to note the content of the report.

#### 3. KEY ISSUES

#### **Financial Implications**

3.1 None

#### Legal Implications

3.2 None

#### Service / Operational Implications

3.3 This report has been produced to provide some information on the company that trades in the UK and around the world as "Uber". The report has been prepared in light of increasing publicity surrounding the activities of this company, which is now known to be operating close to the Borough in Birmingham.

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## LICENSING COMMITTEE

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- 3.4 Uber Technologies Inc. is an American international transportation network company headquartered in San Francisco, California. The company develops, markets and operates the Uber mobile app, which allows consumers with smartphones to submit a trip request which is then routed to Uber drivers who use their own cars. Essentially it is an online booking service for private hire vehicles.
- 3.5 Using GPS, it detects your location and connects you with the nearest driver. You can also request a specific type of car if you prefer such as a luxury ride or a straightforward private hire vehicle. The app texts you when the driver arrives and you can check the identity of the driver against who actually shows up.
- 3.6 By May 2015, the service was believed to be available in 58 countries and 300 cities worldwide.
- 3.7 It should be noted that Uber is not the only smartphone app to have been developed to help connect passengers and taxi / private hire service providers. Other examples operating in the UK include Hailo, Addison Lee, Bounce, Kabbee and Gett.
- 3.8 The activities of Uber have sometimes provoked controversy in some countries with questions raised about the legalities of their operating model. However within the UK it should be stressed that Uber appears to be operating entirely lawfully within the private hire licensing regimes provided for in London by the Private Hire Vehicles (London) Act 1998 and in the rest of England and Wales under the Local Government (Miscellaneous Provisions) Act 1976.
- 3.9 Uber Technologies Inc. would appear to have subsidiary companies trading in the UK including Uber London Limited and Uber Britannia Limited.
- 3.10 The Uber website at <u>www.uber.com/legal/gbr/terms</u> states that Uber is the holder of Private Hire Vehicle operator licences in each of the jurisdictions in which it operates, and accepts at its registered address and/or operations centre, private hire bookings made by the Uber App.
- 3.11 The controversy surrounding Uber's operations in London relate to the way that the fares charged to passenger using the Uber app are calculated and also the fact that they are generally cheaper than those charged by London's world famous "Black Cabs."
- 3.12 The fares charged by Uber are calculated via GPS and in London it has been argued that this is basically the same as using a taximeter which, in London, only licensed hackney carriages can use as a result of section 11 of the Private Hire Vehicles (London) Act 1998.

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# LICENSING COMMITTEE

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- 3.13 The controversy has led to protests from taxi drivers in London but Transport for London (TfL), which regulates taxi and private hire vehicles in the City, has taken legal advice and has concluded that Uber is not operating unlawfully and that the calculation of a fare via GPS is not the same as using a taximeter.
- 3.14 This is not necessarily the end of the matter however as the London Taxi Driver Association (LTDA) has apparently issued summonses at Westminster Magistrates Court to a number of Uber drivers whom it is seeking to privately prosecute for offences under section 11 of the Private Hire Vehicles (London) Act 1998.
- 3.15 It is important to recognise that the legal challenges to the way Uber operates in London are not replicated in the rest of England and Wales, as private hire vehicles are allowed to utilise taximeters outside of London as there is no equivalent provision to section 11 of the Private Hire Vehicles (London) Act 1998 in the Local Government (Miscellenaous Provisions) Act 1976.
- 3.16 Uber has now expanded its operation in England and Wales beyond London and the company now has licences to operate in Manchester, Leeds, Birmingham, Bristol, Newcastle and Sheffield. The company's expansion has been rapid and indications are that it will continue to grow and will seek to expand its services into other towns and cities throughout England and Wales.
- 3.17 As with all licensed private hire operators, Uber can dispatch vehicles and drivers to carry out work anywhere in the country, providing that the vehicle and driver that is allocated the booking is also licensed with the local authority that issued the relevant private hire operator licence.
- 3.18 Due to the relaxation on sub-contracting rules for private hire vehicles that came into effect on 1<sup>st</sup> October 2015, Uber can also sub-contract bookings to other licensed private hire operators in other local authority areas so that operator can dispatch an appropriately licensed vehicle and driver.
- 3.19 As bookings are made via the smartphone app, it is difficult to see how it can be proven precisely in which local authority areas Uber is "making provision for the invitation and acceptance of bookings for private hire vehicles" and therefore where it needs to obtain licences from.
- 3.20 However enquiries with Birmingham City Council have revealed that Uber has an operating base in Birmingham that is used in connection with their private hire operator's licence there.

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## LICENSING COMMITTEE

### 2<sup>nd</sup> November 2015

3.21 The emergence of Uber and other smartphone taxi booking apps has highlighted the urgent need for reform of the badly outdated taxi and private hire legislation that struggles to cope with regulating this service due to modern technological advances like smartphones and the internet, which were not around in 1976.

#### 4. **<u>RISK MANAGEMENT</u>**

4.1 None

### 5. <u>APPENDICES</u>

None

#### AUTHOR OF REPORT

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# LICENSING COMMITTEE

# 2<sup>nd</sup> November 2015

# LICENSING COMMITTEE WORK PROGRAMME 2015/16

## 2<sup>nd</sup> November 2015

- Review of Statement of Gambling Principles (Consultation Results)
- Deregulation Act 2015 Policy on Duration of Hackney Carriage and Private Hire Driver Licences and Private Hire Operator Licences
- Uber Information Report
- Composition of Licensing Sub-Committees

### 7<sup>th</sup> March 2016

- Consideration of a Penalty Points Scheme for Hackney Carriage and Private Hire Drivers
- Consideration of review of Private Hire Vehicle Licensing Policy (Age Limits For Vehicles with Hydraulic Tail Lifts)

### To Be Allocated To Suitable Available Dates