



# Gambling Act 2005

- Received Royal Assent in 2005
- Came into effect in 2007
- Essentially
  - before 2005 gambling was grudgingly permitted (certainly not encouraged)
  - GA 2005 set out to "liberalise gambling"
  - positively encouraged it:
    - : "Aim to permit"
    - : Restrictions on advertising lifted

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- "An analogue law in a digital age" Nigel Huddleston (Culture Secretary)
  - The soundbite traceable back to Conservative & Labour manifestos:
    - "The Gambling Act 2005 is "unfit for the digital age."
  - Difference between the two parties:
    - : **Labour** party pledged to repeal 2005 Act & start again
    - : Conservative commitment went no further than the promise of a review.
  - Terms of reference for this review make it clear:
    - : the intention is to build on the existing "unfit" platform of the 2005 Act rather than to repeal it.

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#### Some dates

**March 2002**: Tessa Jowell, Culture Secretary: "The modernisation of our gambling laws is long overdue. Both society and technology have overtaken the law and when that happens, the Government must act."

October 2004: Tessa Jowell, Culture Secretary: "Opponents of the Government's gambling reforms are snobs who want to deny ordinary people the right to bet."

January 2016: Baroness Jowell: "The 2005 Gambling Act has not worked".

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**August 2012**: Harriet Harman (Deputy Leader, Labour Party): "Labour made a mistake" over Gambling Law. Gambling liberalisation introduced by the former Labour government was a "mistake" and has ruined people's lives."

**July 2020**: Report of the House of Lords Select Committee: "Gambling Harm – Time for Action: "...successive governments and regulators have failed to keep up with the revolution in the UK gambling sector."

**December 2020**: Sir Ian Duncan Smith: "Now is the time to make bold moves and urgently prevent any more devastation to people's lives." - and "The government should also use this opportunity to not only review the powers of the Gambling Commission, but to be rid of it altogether." - and "the industry is in dire need of a reset."

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# Root and Branch reform?

On the back of such vociferous condemnation, one might have thought the government would be looking at some root and branch reforms.



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# Maybe not...

- The consultation document (the "call for evidence") dampens expectations.
- **Principal focus:** 
  - : better regulation of online gambling
  - : better protection for problem gamblers and children
  - : tighter restrictions on advertising

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### **Problem Gamblers**

- Approximately 0.5% of the adult population (300,000 people)
- Some 55,000 children



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# Protecting the Vulnerable

- Let us round the numbers up to 400,000
- Compelling need to protect them is not denied
- But is the focus on them at the expense of other areas in need of attention?

Amongst many issues not addressed by the consultation are the following: (seven in all)

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### (1) Machinery of Regulation



Is a local authority sub-committee the best forum for premises licensing? Is it satisfactory that the only appeal on the merits is to a magistrates' court?

Should the Gambling Commission be more accountable?

These are important issues – unaddressed by the Gambling Act review

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# (2) Complexity

- Gambling Act 2005 intended to simplify the regulation of gambling
- Instead, it has become excessively complicated and over-prescriptive
- Primary legislation + 45 statutory instruments
- Licensees and licensing authorities, as well as those merely working in the industry, need to be aware of, and understand:
  - ever-changing 'guidance'
  - 'advice notes'
  - 'principles to be applied'
  - 'licence conditions' and 'codes of conduct' (NB revisions)

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# (3) Over-Prescriptive

- Fast approaching the stage where:
  - : Everything undesirable is criminal
  - : Everything desirable is mandatory
- Micro-management: 2018 LCCP

Equal chance gaming in clubs and premises with alcohol licences: the operator must ensure that there is a "pleasant atmosphere".

(October 2020 LCCP backs away from this

requirement)

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# (4) "Aim to Permit"

- 153(1) requirement to "aim to permit the use of premises for gambling"
- Effectively a presumption in favour of grant
- The high-water mark of 2005 Act permissiveness



Not mentioned at all in the consultation

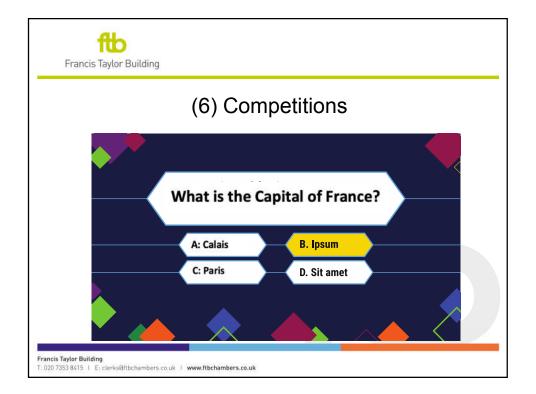
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# (5) The 'Demand Test'

- Another surprising omission from the consultation
- Abolished by s. 15(2) of the 2005 Act
- Lord Parker CJ: there should be "no more betting offices than are really required by demand"
- House of Lords Select Committee suggest it should be (effectively)
  restored by giving local authorities the power to refuse a licence on the
  ground that non one wants more gambling premises in the locality
- NB this is not the same as "cumulative impact"
- Q43: "Is there evidence on whether licensing and local authorities have enough powers to fulfil their responsibilities in respect of premises licenses?"

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# (7) Lotteries: Free Route of Entry

- Unashamed 22-carat lotteries
- High monetary prizes + low stakes
- Unsupervised entry by texting a 5 or 6-digit number
- Advertised on television day and night
- "Normalisation" of gambling to children

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### Is a review of <u>Gambling Act</u> necessary

(to achieve the issues raised by the consultation document?)

The enhanced player protection measures being proposed could be introduced under the current framework of the legislation

(LCCP, powers of Secretary of State)

- Measures in place or in process:
  - £100 million commitment from leading operators for "gambling research, education and treatment" (a ten-fold increase) ('GambleAware' to use the money to "expand third sector treatment services")
  - HMG announced opening of 15 new specialist clinics "for people who experience serious gambling problems"

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#### **Conclusions**

- A lost opportunity
- No hope that gambling law will be simplified quite the contrary
- Prevailing view: every aspect of our lives should be regulated
- See the Coronavirus Regulations: 75 pages (Guidance: 50 documents, 600 pages)
- Our lawmakers are in thrall to regulation
- The preferred solution to an over-regulated gambling industry?

### **More Regulation**

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# The Lockdown Regulations

Charles Holland 22 January 2021



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# Enough is enough:

Neither the police themselves, nor the public that they serve, want virtually every aspect of our behaviour to be the subject of the criminal law...

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# PM press conference 23 June 2020

.... After a long period of asking...the
British public, to follow very strict and
complex rules to bring coronavirus under
control...we will be asking [people] to
follow guidance on limiting their social
contact, rather than forcing them to do
so through legislation'.

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### Ease of enforcement

- Rule of 6: 'simplifies and strengthens the rules on social gatherings, making them easier to understand and easier for the police to enforce'
- 10 pm curfew: 'to help people enforce this rule, I'm afraid that means, alas, closing and not just calling for last orders, because simplicity is paramount'

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### Simplicity?

- All Tiers Regulations: 120 pages long
- Part of a larger suite:
  - **Face Coverings**
  - **Collection of Contact Details**
  - Obligations of Undertakings
  - No. 3
  - Self-Isolation
  - **International Travel**

  - **Enforcement Powers and Amendment**

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# Overlay of guidance

- Core lockdown guidance: 6,200 words
- Regulatory paraphrase and (true) guidance
- Guidance on matters already the subject matter of regulation, e.g.:
  - You may leave home to exercise with your household (or support bubble) or one other person (in which case you should stay 2m apart). Exercise should be limited to once per day, and you should not travel outside your local area.

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# Post-legislative clarification

# The Telegraph

Shooting and fishing are permitted under the <u>latest lockdown</u> <u>rules</u> as a form of exercise, officials have confirmed.

After confusion over the status of the sports, the representative bodies sought clarification from the Government over whether they could continue.

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# Stricter enforcement approach

• Met:

After ten months of this pandemic the number of people who are genuinely not aware of the restrictions and the reasons they are in place are vanishingly small.

- Fine attendees of events
- **Serious offenders** no 3 Es (Engage, Explain, Encourage), straight to 4<sup>th</sup> (Enforcement)

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Stricter enforcement approach



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# House parties

'As we have done throughout this pandemic we are constantly reviewing our approach to ensure that we can crack down on those most serious cases of rule-breaking.

Today I can announce, next week will are introducing a new £800 fine for those attending house parties, which will double for each repeat offence to a maximum level of £6,400.

These fines will apply to those who attend illegal gatherings of more than 15 people in homes.

The science is clear: Such irresponsible behaviour poses a significant threat to public health, not only to those in attendance, but also to our wonderful police officers who attend these events to shut them down.

From the outset we have given the police the necessary powers to enforce the rules which are in place to stop the spread of this virus.'

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# SAGE-EMG, SPI-B, Transmission Group 23/12

 Provide positive feedback about a) the great efforts people are making to control the virus, b) the success of these efforts in helping to reduce infection rates and c) the need to now increase these efforts in order to sufficiently control the new variant<sup>viii</sup>.

There is concern among some members of the public that their considerable efforts to help control the spread of the virus have had no success. It is important to recognise the sacrifices made and emphasise that the efforts the public have made have already had success in keeping infection rates much lower than they would have been while going back to work and other activities – but that because of the greater threat of infection posed by the new variant we need to build on and extend these efforts in order to save lives and reduce the need for lockdown.

Communications should avoid giving visibility to non-adherence (which undermines social norms for adherence<sup>In</sup>) or suggest the ineffectiveness of preventive behaviours\*. Focusing on failure leads to reduced self-confidence and lower motivation to try, whereas positive feedback about coping efforts leads to further effort\*, particularly if combined with feedback that further effort is needed to reach the desired goal\*i. More positive messaging about the positive impact of the many ways in which members of the public are acting safely and the effectiveness of the measures they are taking when implemented fully should help to increase confidence in the value of these efforts and the ability of everyone to make them.

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# SAGE-EMG, SPI-B, Transmission Group 23/12

When introducing any changes to guidance for infection control it is crucial to provide a credible
rationale for new guidance and changes, and the new guidance should be precise and consistent<sup>NII,NP</sup>

Resources should include clear and convincing explanations, detailed guidance and effective behaviour change techniques to motivate and support people to adhere to the guidance. The messaging should be transparent about uncertainty where present, in order to earn trust.

In the context of the new variant, messages should focus on encouraging and supporting the additional behaviours required to control a more infectious virus strain, particularly (as recommended by EMG):

- reducing indoor contacts to the lowest level possible;
- consistent use of high-quality face-coverings whenever indoor close contact mixing is unavoidable;
- approaches to enable effective ventilation of enclosed spaces<sup>™</sup>;
- high adherence to testing and self-isolation if symptomatic or a contact of a case.

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# SAGE-EMG, SPI-B, Transmission Group 23/12

- Help members of the public to identify situations where they find it difficult to avoid risky behaviour and work with them to create acceptable solutions
- Target more intensive information and practical support for adherence to the specific behaviours, settings and populations that need it
- Provide appropriate communications and support for people from communities with different cultural backgrounds

Resources should identify and address concerns and barriers, suggest positive solutions, maintain social cohesion and support, and promote a shared sense of responsibility for infection control. Fear-inducing messages should be avoided as, even when health messages are adhered to, stressors remain in the physical environment that are not within the control of individuals; if a health message induces fear, it may result in denial or avoidance as a coping mechanism due to low control over external factors, such as working in frontline roles.

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# Navigating out of this

- **Law** constant tweaking / micromanagement
- **Guidance** distinction with law / gilting of law
- "Clarification" one rule for them...
- **Enforcement** the wrong message?



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# The Lockdown Regulations

Charles Holland 22 January 2021 www.cholland.com

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# **Prohibition Notices, Dispersal Orders, FPN**

The Health Protection (Coronavirus, Restrictions) (All Tiers) (England) Regulations 2020

- PN Reg. 9(2)
- DO Reg. 9(3)
- FPN Regs. 11, 12
- £200 (£100 14 days)
- £400 for second offence-£6400 for sixth offence

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#### **House Parties**

- £10,000 for the organiser
- £800-£6400 for attendees (to be introduced next week)

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#### In Practice.....Crackdown

- 4 "Es" Engage, Explain, Educate, Enforce
- Met Police issued more than 140 FPN £39,000 in 2 days last weekend
- S Yorkshire Police 127 FPN last week (92 for indoor gatherings)
- Sheffield holiday rental house party last weekend
- G Manchester 3 parties (one involving more than 40 people)

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#### **Prosecutions**

- 6,500 C-19 Related Crimes 1<sup>st</sup> April-30<sup>th</sup> September 2020
- 1,688 assaults on emergency workers
- 1,137 charges for breaking C-19 laws

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#### CORONA VIRUS AND THE LICENSING OBJECTIVES

- Public safety
- Public nuisance
- Crime and Disorder

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# **Public Safety**

- Does not include "public health issues" See paragraph 2.7 of the s.182 Guidance
- Does include immediate harms resulting from activities being carried on at the premises.
- Unarguable that the immediate contraction of a potentially fatal illness is an immediate harm

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#### **Public Nuisance**

- "public nuisance" includes, historically, the risk of infections spreading as a result of activities carried out on land.
- In addition, causing a public nuisance is a serious criminal offence under the common law punishable with a maximum of life imprisonment (see <u>R v Rimmington & Goldstein</u> [2005] UKHL 63).
- Therefore both the prevention of public nuisance and crime and disorder licensing objectives are engaged.

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### **Standard Review**

- As is well known this would enable any person or responsible authority to launch a "<u>standard" review</u> of the premises licence pursuant to s.51-53 of the Licensing Act 2003.
- The Council would be able to take any steps that promoted the licensing objectives including revocation of the premises licence or a suspension for up to 3 months.
- But timing is of the essence: 28 day consultation period, requirement for a hearing within 20 working days thereafter, and that any decision taken at a review hearing would <u>not</u> have effect pending the determination of any appeal to the magistrates' court.

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# **Summary Review**

- SR s.53A-53D of the Licensing Act 2003, can achieve quick results
- · Can only be launched by the police if a senior officer (of Superintendent rank or above) has certified that, in his opinion, the premises is "associated" with serious crime or serious disorder or both.
- "Serious crime" is defined by reference to s.81 of the Regulation of Investigatory Powers Act 2000. It includes:

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#### **Serious Crime**

An offence for which an adult could reasonably be expected to be sentenced to imprisonment for a period of 3 years or more. (Unlikely to get home on this)

Or,

Conduct resulting in substantial financial gain. (this condition might also be satisfied if sales are being made).



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# **Summary Review contd**

- SR review criteria likely to be satisfied so the police, if so minded, could apply for a Summary Review of the premises licence.
- The Council may not look behind the police officer's certificate (*Lalli* [2015] EWHC 14).

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### Powers on summary review

- · LA has the power to suspend the licence on receipt of the application as an interim step until the full review hearing is heard within 28 days of the application.
- Interim suspension could be imposed following a phone call or email exchange between members of the licensing subcommittee and has immediate effect.
- There is no legal requirement for the licence holder to be given the opportunity (let alone attend a hearing) prior to the Members making their first interim decision to suspend the licence (among other steps).

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### Full review following summary review

- At the full review hearing the Council may revoke or suspend the licence (for up to 3 months). But, in addition, the Council also has the (new) power to suspend the licence pending any appeal of that final decision made at the full review hearing (53(D)).
- The Summary Review route is most likely route (in addition to the new closure powers in the Coronavirus Act 2020)

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### **Summary Reviews in practice**

- Nakira and Petite Afrique v Birmingham CC
- Afro-Caribbean premises; multiple breaches of C-19 Regs; more than 6; less than 2m; dancing; loud music shisha etc
- Warnings
- SRs brought by WMP; IS suspensions; licences revoked; IS continue pending appeals (53D)

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### Nakira/Petite Afrique the challenge

It was submitted that:

- PSED not complied with
- "Not seeking to go behind *Lalli*"
- BUT...LSC has to make a finding that there is serious crime before they can make any determination under 53(C)
- Parliament has introduced a specific statutory regime for breach of C-19 Regs(viz fines)

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#### Contd

- Even if prosecuted for public nuisance
   (Rimmington) likely sentence would not pass the
   s.81 RIPA test (3year sentence)
- Other limbs of s.81 not engaged (substantial financial gain (but see The Office 13<sup>th</sup> January 2021); conduct by a large number of people in pursuit of a common purpose)
- If no serious crime/substantial financial gain then no power to impose IS

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#### Contd

- Following revocation of the licences and refusal to lift the IS suspension, operators appeal,
- Substantive appeals listed May 2021
- IS suspension appeal heard 9<sup>th</sup> December 2020
- Mags refuse to lift the IS suspension
- Appellants case-state that decision
- ? JR the better course

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# The Office v LB Ealing "substantial financial gain" 13th January 2021

- Multiple C-19 breaches; SR; licence suspended IS; on SR multiple residential reps; new operator; hours cut back
- BUT LSC continued the IS suspension 53(D)!
- Appeals against SR decision and IS decision (53(9))
- On 53(D)(9) appeal LBE concede suspension but resist the cut back in hours
- Appellant submits that conduct is not serious crime, and no substantial financial gain.....s.81 RIPA

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#### Contd.....

- LBE submits that the DJ is bound by Lalli;
- Appellant's argument is academic but RIPA engaged in any event (substantial financial gain);
- Once the certificate is issued then a decision on the IS suspension engages all of the licensing objectives ("serious crime" is not one of these);

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#### The result......

- DJ Wright refuses to go behind Lalli
- Substantial financial gain limb of RIPA engaged-can be inferred from the facts; large numbers gathering for extended hours over lengthy period; publicans' motives are not altruistic
- A decision on the IS suspension engages all of the licensing objectives
- Cuts back the IS hours even further to 22.30!!
- https://www.ftbchambers.co.uk/file/office-dj-wright-judgment-13121pdf

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#### **Closure Orders**

- Closure power exists under Chapter 3 of the Anti-Social Behaviour, Crime and Policing Act 2014.
- This would enable the <u>local authority</u> or police to apply for a
   <u>Closure Notice</u> on the basis that the use of the site is likely to
   result in nuisance to the public.
- the serious risk of a Covid-19 outbreak is likely to be adjudged as a nuisance.
- Notice has the effect of closing the premises by prohibiting people to attend the premises for up to 48 hours (if issued by the Council's Chief Executive or a senior police officer of Superintendent rank or above, or 24 hours otherwise).

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### Contd....

- The effect of the Closure Notice can be extended to 3 months on application to the magistrates' court for a **Closure Order**.
- The relevant test for the Court before making an Order includes consideration of whether criminal behaviour is likely to occur (e.g. the offence of causing a public nuisance), or, whether a serious nuisance to the public is likely to occur if the Order is not made
- Process could be used to close the premises immediately

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# LB Ealing v Basrah Lounge 30th December 2020

- Industrial Estate; Shisha Lounge; "off sales" of shisha (with food) to cars parked in the vicinity; residential housing nearby
- LBE do not pursue the case on basis of C-19 breaches
- Instead they relied on evidence of nuisance to residents
- Partial closure order granted
- Query whether CO could have been sought for the car park as well.....

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### **Tudor Rose v LB Ealing challenge to certificate**

Covid summary review – wedding venue having 100's at illegal wedding.

- Threatened JR of certificate. PAP letter re quashing of certificate alleging not serious crime plus attack on vires of Regs – challenges whether regs should be made by emergency procedure in Parliament.
- Not followed through (funding?)
- Licence not revoked, conditions added as per PLH proposals plus suspension (Tudor Rose is a community asset, so LSC not want to revoke despite seriousness of breaches).
- Appeal to mags, even though decision matched PLH proposal! GG for LBE on appeal. LBE threatened costs if they didn't withdraw. Appeal withdrawn

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# **Civil Injunction**

#### Given:

- · serious risk to public health
- likely public nuisance
- likelihood of criminal offences being committed if the operators remained open in defiance of HMG's instruction

The High Court would readily grant an emergency injunction with a penal sanction prohibiting the premises from opening.

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FTB Licensing Update Webinar

22 January 2021



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