

ADDITIONAL PAPERS 2

LICENSING SUB COMMITTEE

Tuesday, 1st November, 2022, 7.00 pm - Microsoft Teams (watch the live meeting [here](#) and watch the recording [here](#))

Members: Councillors Ajda Ovat (Chair), Emily Arkell and Lester Buxton

Quorum: 3

6. APPLICATION FOR A VARIATION OF A BETTING PREMISES LICENCE FOR AN ADULT GAMING CENTRE AT GAME NATION, 450-454 HIGH ROAD, TOTTENHAM, LONDON, N17 (TOTTENAM HALE) (PAGES 1 - 20)

To consider an application for a variation of a betting premises licence for an adult gaming centre.

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Monday, 31 October 2022

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Objection to Application to Vary a Premises Licence under the Gambling Act 2005: Adult Gaming Centre

Game Nation, Unit 1, 450-454 High Road is within Bruce Grove District Centre, where significant investment is being made to improve the District Centre as part of Haringey Council's Strategy for Tottenham High Road (2019-2029). The Regeneration Team objects to the Application to vary a premises licence in respect of: crime and disorder, protection of children from harm, and the overall vitality and safety of Bruce Grove District Centre. The premises is located in an area of high deprivation (10% most deprived area in the country) and crime, and the proposed variation to the licence would undermine the improvements that the council and others are seeking to make to the area.

The prevention of gambling being a source of crime and disorder, being associated with crime or disorder, or being used to support crime

There is already a cluster of five gambling premises in close proximity to the application site at 450—454 High Road, namely:

- Ladbrokes, Betting Office, 480 High Road, Tottenham, London, N17 9JF (338 ft, less than 1 min walk)
- Ladbrokes, 529-535 High Road, Tottenham, London, N17 6SB (0.1 miles, 3 min walk)
- William Hill, 440, 440-442 High Road, Tottenham, London, N17 9JB (171 ft, less than 1 min walk)
- Paddy Power, 486 High Road, Tottenham, London, N17 9JF (308ft, less than 1 min walk)
- Admiral Adult Gaming Centre, 475A High Road, Tottenham, London, N17 6QA (161 ft, less than 1 min walk).

The gambling premises present an inactive frontage on the High Road, reducing passive surveillance and making the townscape more hostile and less welcoming.

In relation to the dominance of gambling premises in the local area and the Gambling Act 2005, we are liaising with the police via the Haringey Partnership Problem Solving Group over concerns about anti-social behaviour in the Bruce Grove local centre, where noisy groups frequently congregate outside betting shops.

Drug dealing and drug use, gangs and street drinking are a particular problem in the area, with a noted issue of gang members fleeing into betting shops and adult gaming centres as places of sanctuary.

A recent [report](#) has identified that Bruce Grove and Tottenham Hale Wards have a high prevalence of crime relating to betting shops and are acutely vulnerable to gambling-related harms.

The variation to the premises licence would extend the hours of operation of the adult gaming centre and therefore extend the associated crime and disorder, with a detrimental effect on public safety.

The protection of children from harm

The Application is in direct conflict with Public Health's School Superzones around the Holy Trinity School, Welbourne primary school and Children's centre and Earlsmead primary school aimed at

tackling gambling and other environmental factors that could have a detrimental impact on the health of children and young people.

There are a further six primary schools, two pre-schools and five secondary schools within a short distance of 450-454 High Road.

District Centre vitality and safety

The retail survey at Bruce Grove summarised in the Strategy for Tottenham High Road (2019) states that the offer is 'dominated by hairdressers/hair supplies and betting shops'. The Soundings consultation report from 2014 headline findings include: 'people wanted fewer betting shops'. The Development Management DPD 2017 Policy DM46 B is specifically referenced in the Strategy as seeking: 'to address the proliferation of betting shops', which are already dominant in the area.

In addition, the Mayor London's Town Centres SPG Policy 4.8 states: 'Over-concentrations of betting shops ... can give rise to particular concerns.' And seeks to: 'manage clusters of uses having regard to their positive and negative impacts' in particular to encourage: 'broader vitality and viability; diversity of offer; sense of place and local identity; community safety and security; promoting health and well-being'.

The Regeneration Team therefore considers that granting the proposed variation to the gambling premises licence would adversely affect the local area in terms of promoting crime and disorder, harm to children, and threatening the District Centre's vitality, community safety, health and wellbeing.

Yours sincerely

Regeneration Team, Haringey Council

Public Health Objection to Game Nation, 450-454 High Road, Tottenham, N17 9JD

Marlene D'Aguilar and Maria Ahmad

Health in All Policies Team, Public Health

23rd June 2022

Objection to licensing application to vary Adult Gaming Centre, Game Nation, 450-454 High Road, Tottenham, London, N17 9JD:

Remove condition 1 on the current Premises Licence which states: The opening hours of the premises to be limited to 0900 to 2400 on Monday – Saturday and 0900 to 2300 on Sundays.

Summary

This objection to the above licensing application is made on behalf of the Public Health Team. The grounds for objection is the location of the premises being in a deprived area, close to the facilities accessed by our vulnerable residents and the concentration of other gambling premises in an area where the risk of gambling related harm is already high. An extension of the licence will most likely affect vulnerable people.. The effects of the proposed gambling premises should be seen in the wider context of the well-being and overall health of the society, and as such, it is essential to take into account the legitimate objectives of licensing. Our preventative efforts to develop a public health campaign to address gambling-related harm, concerns of the parents and the community's wellbeing. It is, therefore, strongly recommended that the Licensing Committee refuse this application.

We are concerned the following licensing objectives will not be upheld:

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

Gambling-related Harm in Haringey

According to the Gambling Commission (2018) briefing paper related to gambling-related harms on the community, it was pointed out the disastrous impacts of gambling on family relationships, and psychological and social development of children. Given the range of co-morbidities, it is highly likely that a percentage of those presenting with other conditions (e.g. mental ill health and addictions) are also either experiencing or are vulnerable to gambling-related harm. Evidence shows that certain people are more vulnerable to gambling-related harm, including those with substance misuse problems, poor mental health, and those living in deprived areas (Wardle et al., 2016). The location of the proposed gambling premise is situated within one of the most deprived areas, there is a commitment from the council to improve the lives and reduce health inequalities.

Research has proved that people living in areas with a higher number of bookies are more likely to be problem gamblers. Another research reinforces the assertion that problem gambling is a significant issue within the homeless population and is more commonly a cause than a consequence of homelessness (Sharman, Dreyer & Clark 2012).

We must recognise that gambling does not place the onus on individual responsibility, but instead it can be a health harming activity to anyone because of the addictive nature of products, their ease of access, and the way they are promoted.

There is strong research which gives a clearer picture of those who are likely to be more vulnerable to gambling harm. Amongst the groups where the evidence base for vulnerability is strongest include those with a history of mental ill-health, substance abuse or gambling addiction; people with learning disabilities/difficulties; immigrants; homeless people; the unemployed or those on low income. This could include area-based vulnerability, such as demographics and areas of deprivation (London Council A 'whole council' approach to gambling, 2018).

Prevalence

It is estimated 115,452 Haringey residents and 10,218 young people (ages 16-24) take part in some form of gambling based on the reported national percentages.

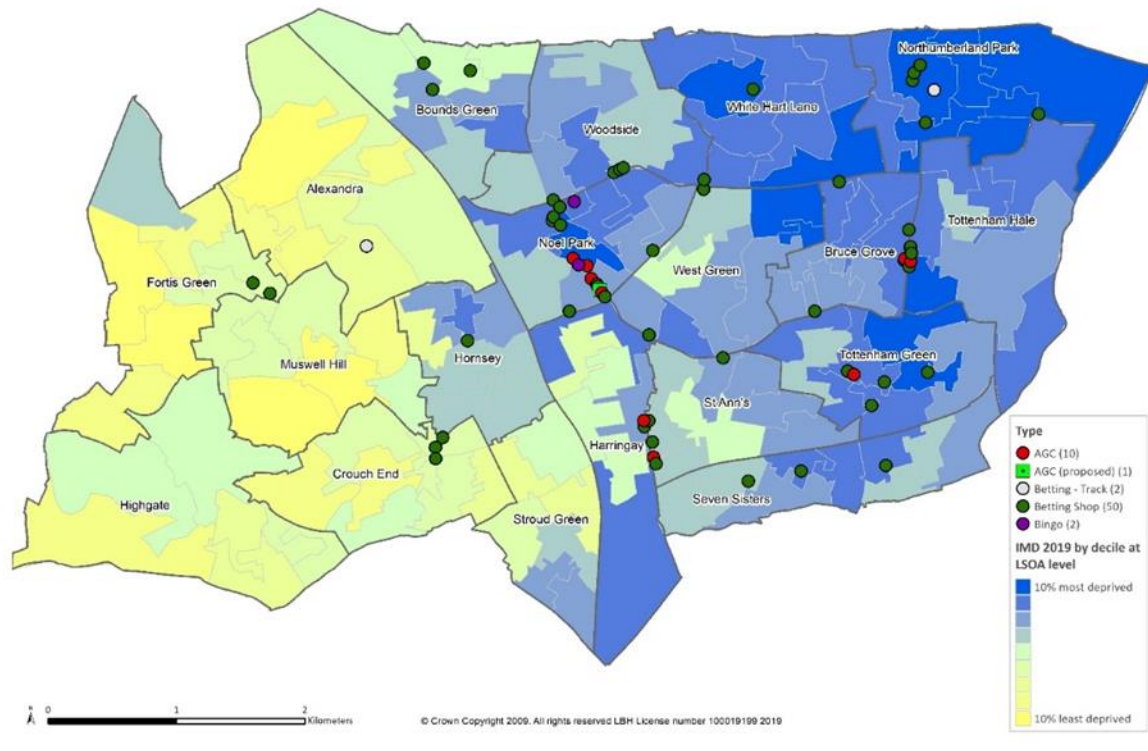
Approximately 145 patients in total are receiving NHS gambling addiction treatment in Haringey. Highlighting there is a gambling addiction problem in Haringey.

The Public Health team has estimated the annual gambling harm to be £1,345,055 - £1,649,311. This includes costs to primary health care, homelessness, unemployment, and the criminal justice system. Although, this is not a direct cost and it is not easily measurable, we are able to use the factors affecting a problem gambler as a co-morbidity to estimate the associated costs.

Public Health Campaign

Haringey Council is working on a public health campaign to tackle gambling-related harms in the borough to raise awareness. Extending the hours of a gambling premises in a deprived area where there are high concentrations of gambling premises, undermines the efforts we currently doing to prevent gambling-related harms in the population, particularly among our vulnerable residents.

Location



We currently have 50 betting shops, 10 Adult Gaming Centres, 2 Bingo premises and 2 track betting premises (2020). Gambling is a pressing health inequalities issue. More deprived wards have higher number of betting shops, adult gaming centres and bingo and this is linked to deprivation levels.

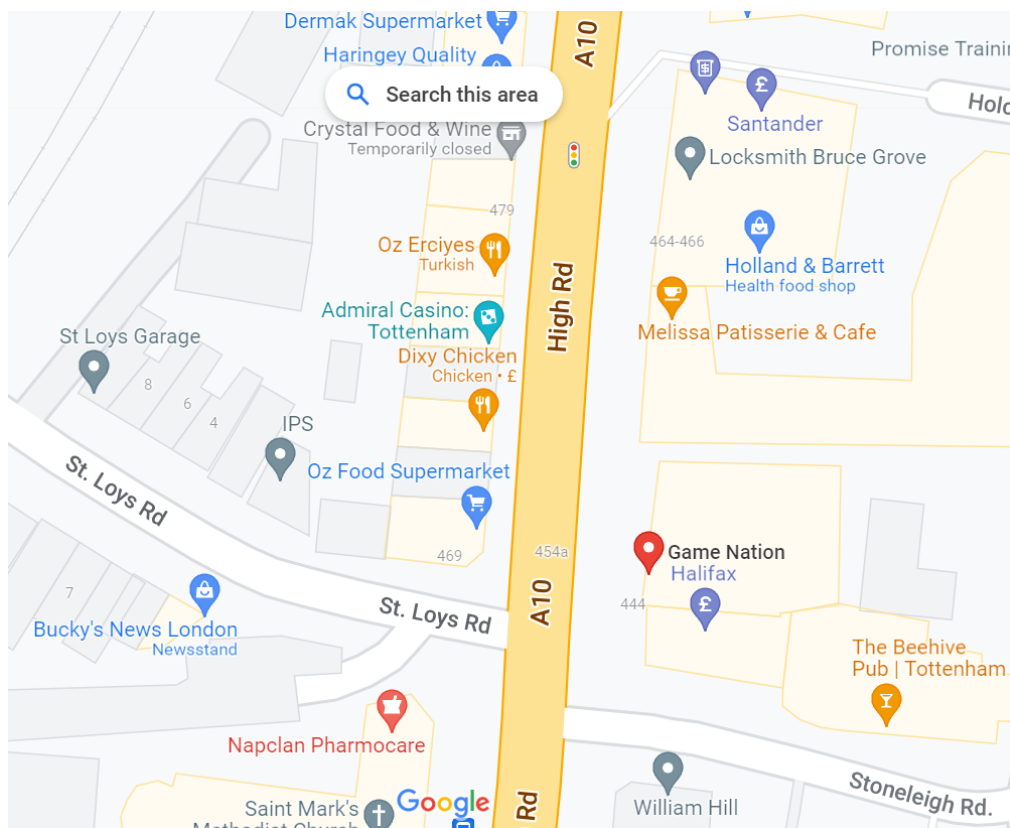
There are 7 gambling establishments in the West and 57 in the Central/East of the borough.

A study carried out in Brent suggests that the growth of gambling establishments, such as Adult Gaming Centres (AGCs) and betting shops, is particularly prominent in areas with high levels of social and economic deprivation¹. A paper published in the Journal of Gambling Studies by social research institute NatCen in December 2012 showed that the greatest concentration of gambling machines could be found in Britain's most deprived areas, 'with the highest density of machines mirroring the profile of those most at risk of experiencing harm from gambling'².

¹ A Fair Deal: Betting Shops, Adult Gaming Centres and Pawnbrokers in Brent.

<https://www.brent.gov.uk/media/9511196/A%20Fair%20Deal%20Betting%20Shops,%20Pay%20Day%20Loan%20Shops%20and%20Pawnbrokers%20in%20Brent.pdf>

² Heather Wardle, Research Director, Health and Wellbeing, NatCen, Betting shops blighting the high street? How, why and where and why?, <http://map.geofutures.com/dispatches/cutting/28/NatCenGamblingHarmCommentary.pdf>, August 2012



There are already clusters of 5 gambling premises on Tottenham High Road within 0.5 miles. An analysis of the number of gambling premises in Tottenham Hale illustrates there is a high number of gambling premises in the ward, with nearly 5 premises per 10,000 of the population.

Betting office

Ladbrokes, Betting Office, 480 High Road, Tottenham, London, N17 9JF. (338 ft, less than 1 min walk)

Betting shops

Ladbrokes, 529-535 High Road, Tottenham, London, N17 6SB. (0.1 miles, 3 min walk)

William Hill, 440, 440-442 High Road, Tottenham, London, N17 9JB. (171 ft, less than 1 min walk)

Paddy Power, 486 High Road, Tottenham, London, N17 9JF. (308ft, less than 1 min walk)

Adult Gaming Centre

Admiral, 475A High Road, Tottenham, London, N17 6QA. (161 ft, less than 1 min walk)

Other facilities

H&T Pawnbrokers (0.2 miles, 1 min walk)

Banks - Halifax located one door down from Game Nation, Santander

ATMs – Santander, Post Office

Bruce Grove Post Office

Public Houses x 3– Beehive, The Ship and Elbow Room

There are 6 on-licenses and 4 off-licenses within the LSOA of the premises and there have been 25 alcohol related ambulance callouts within close proximity of the premises, which is significantly higher than the Haringey averages. This highlights the significant amount of alcohol related harm in the area.

Schools and Youth Centre

There are six schools and a children's centre located within 500-meter radius of the premises including Bruce Grove Primary, Holy Trinity Primary, Mulberry Primary, Welbourne Primary and Children's Centre, Assunnah Islamic School and Hyland House School.

The area has good extensive transport links such as bus stops located close to the premises and Bruce Grove overground station, which is used by children and young people travelling to and from school or other activities. The increase gambling premises outlets are located close to transport hubs. Children and young people passing the concentration of gambling businesses normalises the harmful culture of gambling amongst children and vulnerable groups. A report written by Ipsos on behalf of GambleAware, highlighted 70% of children and young people (aged 11-24) self-reported exposure to gambling advertising through shops on the high street.³ Extending the licensing hours especially during school opening hours, when children are travelling to and from school, will increase children's exposure to the shop front and draw their attention to Game Nation's digital front screens.

Secondary Schools, Sixth Form and Colleges

North London College, Ambitious College (specialist college), The College of Haringey, Enfield and N E London, National College of Digital skills and the London College of Law, Harris Academy and Park View Sixth Form.

Substance Misuse Treatment services

The premises is within close proximity to a drug treatment service (The Grove), which provides treatment services for 978 people approx. (2020-21). There is evidence to show links with alcohol or drugs as a way of coping with anxiety or depression caused by gambling problems (Griffiths, Parke & Wood, 2002). Availability of opportunities to gamble and the incidence of problem gambling within a community are known to be linked (Griffiths, 2003a; Abbott & Volberg, in press). As a result, the proposed use of the premise is likely to attract a high level of residents who are highly dependent on alcohol and drugs.

³ <https://www.ipsos.com/sites/default/files/ct/publication/documents/2020-03/gambling-marketing-advertising-effect-young-people-exec-summary.pdf>

Dr Pardeep Grewal, Psychiatrist, working at The Grove has previously highlighted concern of a gambling premise located near the treatment services and raised objection due to the potential negative impact on the vulnerable individuals suffering substance and alcohol addiction.

Mental Health

Haringey has one of the highest levels of mental health illnesses in London. 29 per 1,000 living in Haringey are on Employment and Support Allowance (ESA) claimants for mental and behavioural disorders. This is higher than the London average (22.5 per 1,000) and England (27.3 per 1,000) (PHE, 2019).

The estimated prevalence of common mental disorders in Haringey for ages 16 and over is 22.3%, which is higher than London (19.3%) and England (16.9%)(PHE, 2017).

Access to gambling venues increases gambling activity and problem gambling. Problem and pathological gambling is linked to poor health, low level and severe mental health problems and a co-dependence on alcohol.

Unemployment

The median household income in Tottenham Hale's is £27,340 a year. This is below the Haringey (£37,696) and London (£39,264) averages. Furthermore, 11.8% of Tottenham Hale are unemployed. This is slightly higher than both the Haringey (8.6%) and London (7.3%) averages.

During COVID, Haringey experienced the largest increase in unemployment claimant for benefits among the 11 Central London Boroughs and has now become the 6th highest in the UK. Of those who were in work in February, 6% (660 households) had lost their job by May 2019.

Academics at the University of Oxford tracked the links between gambling spend and problems experienced by 6.5 million Lloyds Banking Group customers over seven years (not exclusive to remote gambling). The top 1% of gamblers spent 58% of their income and one in ten spent 8% on gambling. People who bet even relatively small sums were more likely to suffer financial hardship and unemployment, while heavier gamblers died earlier. Once a person spent 3.6% of monthly outgoings on gambling, they were one third more likely to miss a mortgage payment, 22% more likely to use an unplanned overdraft, and 19% more likely to take a payday loan. The researchers also traced gambling spend over a seven-year period, identifying increased rates of unemployment, disability and "substantially increased mortality" at the highest levels of gambling.

Further to this research, the gambling premises is located closely to few banks and ATMs on the high road, which provides problem gamblers an easy access to obtain cash to be used at the Adult Gaming Centre.

Gambling as a source of crime or disorder, being associated with crime or disorder, or being used to support crime

Anti-social behaviour is particularly high in this ward. On part of the high road, near to the premises (approx. 250 meters radius around the premises) there were 304 crimes in the past year (March 2021 to April 2022), of which 39 (12.8%) were anti-social behaviour. The rate of crime in Haringey is more than 18% above the London rate. The high level of crime impacts upon the quality of life of local residents and those using the area.

Much of the focus on gambling-related crime tends to be upon problem gamblers. Criminal behaviour is most commonly associated with problem gamblers as they spend more than their disposable income and often have to resort to criminal activity as a way of getting money to carry on gambling and repay associated debt problems⁴. Gambling related offending may include fraud, theft, domestic and financial abuse, and links into wider criminal circles too. Research studies internationally have also found that prison populations are more vulnerable than the general population to disordered gambling and other gambling-related harms (GamCare, 2020).

Commission on Crime and Gambling Related Harms in 2019, GamCare's criminal justice related service user data (GamCare, 2019:11) showed that⁵:

- In the 18 months to December 2019 there were 262 referrals from criminal justice sources (probation, prisons, police) to GamCare for treatment screening
- The majority (77 per cent, n = 201) of criminal justice-based referrals were from prisons
- 1,034 service users who accessed GamCare treatment in the 18 months to December 2019 reported criminal activity as an impact of their gambling
- In 2018/19, 484 callers to the National Gambling Helpline disclosed criminal activity as an impact of gambling, with 30 of these being an affected other. 98 Helpline callers disclosed domestic abuse as an impact of gambling, with 53 of these (over half) being affected others.

Protecting Children from Harm

The premises fall within two of the school Superzone areas (Holy Trinity CofE and Earlsmead Primary School). This is a health and wellbeing zone around a school tackling issues such as gambling and its negative impact on children. Furthermore, The Bruce Grove Youth Centre located near the premises has previously raised concern on a proposed gambling premises at the same location and the negative impacts on young children and other vulnerable individuals accessing their centre.

Increased number of gambling shops in the concerned area not only severely undermines the objectives of the licensing, but it also normalises the harmful culture of gambling amongst children. Almost half a million children in England and Wales are gambling regularly, with about 55,000 estimated to have a serious problem. Suicide rates for gambling addicts are high, and gambling-related problems cause stress for individuals and families.

Between late 2019 to February 2020, we carried out focus groups of the three Superzone schools and one children's centre (<https://www.haringey.gov.uk/social-care-and-health/health/public-health/schools-superzones>) was conducted with children and parents about the local area. Parents and the children from year 1 to year 6 from Holy Trinity, Earlsmead and Welbourne primary schools and Children's Centre expressed concerns on an abundance of gambling shops on Tottenham High Street, which already attracts increasing anti-social behaviour, street drinking, drug dealing and loitering outside of these shops. They all want to see fewer gambling shops on the high street and felt that the gambling shops were exacerbating the problem of antisocial behaviour in the area. This concern finds sufficient backing in the research which suggest that there is a link between gambling

⁴ http://irep.ntu.ac.uk/id/eprint/3692/1/205959_8217%20Griffiths%20Publisher.pdf

⁵ <https://howardleague.org/wp-content/uploads/2022/06/Police-awareness-and-practice-report-FINAL.pdf>

and alcohol/ drug abuse (Griffiths, Parke & Wood, 2002). There were concerns regarding the number of gambling shops in Tottenham High Road and Broad Lane (located off Tottenham High Rd) by both Year 1 – Year 6 primary school children and parents whose children attended these schools and children’s centre.

If this licensing application is not rejected, we suggest that consideration be given to:

- No digital gambling advertising and sponsorship especially on the shop frontage (if any) to protect young people from exposure to gambling. We would like to see safer gambling messages being promoted.
- No illumination of the signage
- The applicant shall take reasonable steps to prevent nuisance directly outside the premises.

LONDON BOROUGH OF HARINGEY

LICENSING SUB-COMMITTEE

1ST NOVEMBER 2022

**APPLICATION FOR VARIATION OF ADULT GAMING CENTRE PREMISES
LICENCE**

GAME NATION

450-454 HIGH ROAD, TOTTENHAM

SKELETON ARGUMENT OF APPLICANT

*Key: A1 = Agenda Papers page 1
S1 = Supplemental Papers page 1*

Introduction

1. The purpose of this skeleton argument is to present a brief summary of the application, to set out the legal principles, and to draw the Sub-Committee's attention to the main documents in the case.
2. On 6th October 2020, the Licensing Sub-Committee granted City Gaming Limited ("the Applicant") an adult gaming centre ("AGC") premises licence for 450-454 High Road Tottenham (A41). Condition 1 of the licence set opening hours of 0900 – 2400 on Monday to Saturday and 0900 to 2300 on Sunday. It opened its doors in June 2021.
3. Over the last 16 months, the premises has traded without criticism or harm to the licensing objectives. This is because of the competence and experience of the Applicant and the extensive legal obligations attaching to its operating and premises licences.
4. The Applicant now seeks to remove condition 1 from the licence to enable it to trade to the default hours set by Parliament for AGCs, namely 24 hours.
5. As explained below, the Gambling Act 2005 is unlike the Licensing Act 2003 in that it creates a statutory aim to permit. The hours restriction should only be retained if there

is evidence that it is necessary in order to promote the licensing objectives. There is no such evidence in this case.

The main documents

6. The main documents are:

- The premises licence (A41)
- Admiral premises licence (S384)
- The Applicant's Local Area Risk Assessment (A14)
- Adam Hodges (CEO) witness statement (S1)
- Stuart Green (Chief Commercial Officer) witness statement (S8)
- Graham Glanfield (Compliance Officer) witness statement (S15)
- Adrian Studd (independent expert) witness statement (S18)

Summary of facts

City Gaming Limited

7. The Applicant operates 58 AGCs throughout London and the Southeast, in a variety of areas, including challenging areas such as Barking, Dagenham and Wood Green, and areas with similar levels of deprivation such as Brent, Lewisham and Margate.
8. It has an experienced management team. It operates comprehensive systems to promote the licensing objectives. It trains its staff appropriately to ensure that its systems are properly implemented.
9. As a result, the Applicant may be considered a highly competent operator.
10. The Applicant has never been subject to any review or any kind of regulatory intervention.
11. The Applicant is subject to compliance assessments by local councils across its estate. These visits have yielded no expression of concern or criticism.

12. Between July and September 2022, the Gambling Commission conducted an assessment of the Applicant, including inspections of several of its premises. The outcome was that the Applicant was commended on its operation.
13. It is right to point out that AGCs are not betting offices. The product, ambience, layout, customer demographic and staffing methods are all different. AGCs provide a lounge-type environment, attractive to men and women, generally older than in betting offices, and with much lower levels of simultaneous attendance. Staff are not behind a counter but walk the premises, greet and interact with the customers and ensure that a convivial atmosphere is maintained. The layout and staffing ensure that poor behaviour is spotted and acted on immediately. There are no peaks in attendance around race times. Rather, customers visit in ones and twos, play the machines for a while, enjoy a cup of tea or coffee and then leave. This accounts for the dearth of crime in AGC premises and the lack of groups loitering outside.

24 hour licences

14. The Applicant operates many 24 hour licences. One of these is in Wood Green, Haringey. Having been permitted to open for 24 hours there, it has done so without regulatory intervention, criticism or harm to the licensing objectives. This is important, because it speaks to the quality of the Applicant and its ability to operate 24 hour licences without harm, including in Haringey.
15. Its experience is that its 24 hour venues operate at night much as they operate during the day, with low numbers of people coming in to play the machines, enjoying a hot drink and going on their way without impact on the local environment. Indeed, the Police have commented that their presence, well-lit and with CCTV cameras inside and out, helps to control crime. The Applicant enjoys excellent relationships with local police forces.
16. The main difference between night and day is that at night there are 2 x staff members and at least 1 x SIA operative, with use of a maglock so that customers are buzzed in rather than being able to enter at will.

The Tottenham licence

17. As stated above, the Applicant's Tottenham licence was granted in October 2020. The Applicant invested £500,000 in the premises and hired 15 local staff members before opening in June 2021. It therefore has 16 months experience of trading in Tottenham before making this application.
18. The premises are subject to a high degree of regulation in order to support the licensing objectives, including the following:
- Premises and their management and operation are subject to the Gambling Commission's extensive Licence Conditions and Codes of Practice ("LCCP") applicable to adult gaming centre operating licences. The relevant LCCP is at pages S39 – S87. It is designed to protect all of the licensing objectives, and forms a detailed code for operators to follow, which the Applicant does.
 - Premises licences are subject to mandatory and default conditions set by the Secretary of State with the approval of Parliament. The mandatory conditions include an absolute prohibition on under 18s, and also on alcohol in AGCs.
 - The number of machines, the way they operate and their stake and prize limits, are strictly regulated through the Gambling Act 2005 (by Parliament), regulations (by the Secretary of State) and technical standards (by the Gambling Commission). For example, at least 80% of the machines in AGCs have the same stake and prize limits as pub fruit machines, with 20% governed by the same limits as other high street gambling establishment (bingo premises and betting offices).
 - In this case, the applicant's premises licence is subject to 39 detailed conditions, excluding the hours condition it now seeks to vary (A41).
19. Subject to all of those controls, the Applicant's operation in Tottenham has been a success. Daliah Barrett, Licensing Team Leader at Haringey Council has informed the Applicant that members of her team had visited the premises and provided a positive report of its compliance with the licensing objectives and that there had been no incidents.

20. Good relations have been established with local police. In the whole period since opening, there have been just 7 police call-outs, all when people had been asked to leave but had refused to do so. The Applicant has in fact assisted the Police with CCTV footage to help them investigate crime.
21. Before opening, the Applicant wrote to all the local third sector organisations concerned with protecting vulnerable people. None replied or expressed any concern about the Applicant's operation, then or since.
22. Nor has any resident or local business complained to or about the Applicant in the 16 months it has traded here. It trades in a low-key way and without impact on the street environment.
23. The Applicant has engaged Adrian Studd, formerly a senior police officer, to conduct observations on the premises and the locality, to consider crime statistics locally and to respond to the representations made in this case. The Sub-Committee is respectfully referred to his report, which is couched in neutral, expert terms. His conclusions are:

“81. The High Street is a busy environment with a diverse range of shops, pubs, cafes and other retail units. It is where people meet, drink, congregate and come into contact with each other. This is inevitably where crime takes place and gets reported. There is no evidence that this is connected to the existing AGC premises any more than the other premises on the High Road.

82. From both my observations and the crime analysis it is clear that Game Nation currently operates with no negative impact on the area. I am confident that if this application is granted and the premises is permitted to open 24/7 the premises will continue to have no negative impact on the area.”

24. The Sub-Committee is invited to accept the evidence of Mr. Studd, which is both thorough and authoritative.

The Admiral licence

25. Immediately opposite, at 475 High Road, is another AGC in the hands of Admiral. In contrast to the Applicant, Admiral has no conditions on its premises licence (S384). However, also in contrast to the Applicant, Admiral has no hours restriction on its licence. It is permitted to trade for 24 hours per day, and does so. It is a long-standing licensee, with its licence dating back to the inception of the Gambling Act 2005 in 2007. Over the last 15 years, nobody has sought to review the licence on the basis that its licensing hours were harming the licensing objectives.
26. The Applicant is unaware of any evidence based on the licensing objectives why it should not be permitted to trade to the same hours as Admiral.
27. The Applicant has recently been informed that Admiral has been served with a Community Protection Warning by the Council. However, even then, neither the licensing authority, nor any responsible authority nor anyone else has seen fit to review Admiral's licence, whether to reduce its hours or otherwise. By this application, the Applicant, which has traded beyond reproach, seeks parity of treatment.

The law

28. As the Sub-Committee has been advised, there is a statutory aim to permit applications under the Gambling Act, provided that the application accords with the Commission's Codes and guidance, is reasonably consistent with the licensing objectives and accords with the Council's policy (A1 para 7.1).
29. The default hours for AGC premises set by Parliament are 24 hours. In this case, those hours have been reduced by the imposition of a condition on the premises licence. However, the condition may only be justified if there is evidence that it is necessary (see Commission's Guidance, A61 paragraph 9.28).

Applying the necessity test

30. Based on the Applicant's history and competence as an operator and its track record in Tottenham, there is no evidence, let alone sufficient evidence, that a curtailment of hours is now necessary. To the contrary, the clear evidence is that, given the extensive

legal obligations attaching to the Applicant's operation and its demonstrated ability to operate these premises without harm, it is not necessary to curtail its operating hours.

The representations

31. The representations which have been made have been considered and answered by Mr. Studd in his report.
32. Briefly, the Applicant is respectful of the views of those making representations. However, the representations mainly rely on the fact that there is crime and anti-social behaviour in the locality. But they are silent on such harm occurring in Game Nation. It is clearly not enough to state that there is crime and anti-social behaviour locally. The question is whether, by permitting the Applicant to trade longer hours, it will add to it. There is no evidence whatsoever that it will.
33. Certain representations say that longer hours will represent a risk to vulnerable people. However, there is no criticism of the Applicant's measures for protecting vulnerable people and no evidence of harm to vulnerable people caused by the Applicant's operation. In the absence of any actual evidence, the representation is a generalised opposition to more gambling opportunities in Tottenham. But as the Commission advises in its Guidance (paragraph 5.34):

An authority's decision cannot be based on dislike of gambling, or a general notion that it is undesirable to allow gambling premises in an area

34. Similarly, a number of objections are simply opposed to gambling. However, the question is not whether gambling is an acceptable activity, but whether the instant operation is reasonably consistent with the licensing objectives, bearing in mind that Parliament has pronounced that where it is then the aim of the licensing authority should be to permit it.
35. Finally, complaint is made that there are too many gambling premises. However, Parliament has stated that the number of premises and the demand for them is irrelevant. There is no such thing as a cumulative impact policy under the Gambling Act.

Conclusion

36. The Applicant is a highly competent operator which operates 24 hours in many locations, including in Haringey, without any criticism or demonstrable harm. It has never been reviewed or subjected to any kind of regulatory sanction.
37. It has provided a gaming facility in Tottenham for 16 months, subject to extensive legal requirements, again in an exemplary manner.
38. Strikingly, although there have been representations in this case, principally concerning the challenges of the locality, none have anything adverse to say about the Applicant's premises, with which this application is concerned.
39. The Applicant is confident, based on its experience and the independent evidence it has submitted, that if this application is allowed, it will continue to operate without harm. It is, finally, fair to point out that this is an evidential hearing, and there is no actual evidence to the contrary.
40. Accordingly, the Sub-Committee is respectfully invited to grant this application.

PHILIP KOLVIN KC
28TH October 2022

11 KBW
Temple EC4

Dear Haringey Licensing Committee,

Re: Game Nation, 450-454 Tottenham High Road, N17 9JD

I am writing to express my strong opposition to the proliferation of Adult Gaming Centres, in particular to the proposed opening of a 24-hour gambling outlet on 450-454 High Road, N17 9JD.

I am deeply concerned that granting of a 24-hour license for this premises will increase the risk of gambling-induced crime, both opportunist and organised.

There are a high number of vulnerable adults in the area, due to the location of local hostels, a high concentration of HMOs, and this being the most impoverished area in Tottenham. The area is also over-represented for men aged 18-35, the demographic most at risk of suffering from gambling addiction. A 24-hour establishment would offer a non-stop opportunity for addicts to gamble and make it even more of a challenge for them to overcome addiction.

There are too many betting shops and adult gaming centres (AGCs) in Haringey. 57 of the 64 establishments are located east of the railway tracks, and 20% are on Tottenham High Road alone. The granting of a 24-hour license for this premises would pose a considerable threat to community safety, and the wellbeing of my constituents.

I would appreciate it if you could consider the concerns expressed here and provide me with a response which outlines the council's plans regarding this matter.

Yours faithfully,

David

Rt Hon. David Lammy
Member of Parliament for Tottenham

From: Cllr Gordon Ruth <Ruth.Gordon@haringey.gov.uk>

Sent: 30 May 2022 23:31

To: Licensing <Licensing.Licensing@haringey.gov.uk>

Subject: Objection to Game Nation's application to extend opening hours of outlet at 250-254 High Road, Tottenham

For the attention of the licensing committee.

I would like to lodge my objection to the application from Game Nation to lift the current hours of operation at its outlet at 250-254 High Road, Tottenham, N17. The current restrictions allow for opening hours from 9am until midnight on Monday to Saturday and until 11pm on Sundays. Lifting the restriction would therefore allow for 24-hour opening at the venue.

My objections are on the following grounds:

Under the Gambling Act 2005 the licence holder must share the objectives for the prevention of gambling as a source of crime and disorder, for being associated with crime or disorder or being used to support crime. The applicant must also ensure that gambling is conducted in a fair and open

way and must protect children and other vulnerable persons from being harmed and exploited by gambling.

Since the venue opened local residents have complained to me as an elected councillor that the establishment:

- Acts as a magnet for antisocial behaviour on the High Street;
- Does not adequately enforce the restrictions already included in the licence to ensure that young and vulnerable people are excluded from the premises;
- Allows people under the age of 25 into the premises without challenge;
- Allows vulnerable adults into the premises without adequate challenge;

Local residents have not seen any evidence of Game Nation conducting or sharing local risk assessments or been made aware of any mitigations taken by the applicant to ensure the safety of children or young and vulnerable adults.

The venue is already the focus for people who are rough sleeping and for people who suffer from drug and alcohol addictions. The extension of the opening hours is likely to reinforce addictive behaviour and normalise gambling to an even greater extent.

Residents are concerned that the lifting of opening restrictions to allow for 24-hour opening will have a negative and detrimental impact on the High Road, will encourage antisocial behaviour and make the area more unsafe for young and vulnerable adults and for local residents making their way home.

Local residents are extremely concerned that 24-hour opening for a gaming venue would further encourage antisocial behaviour throughout the night in an area already blighted by high crime rates.

I would ask that this application is rejected.

For the record I also live in the ward as well as represent Tottenham Hale as an elected councillor. My address is 158 Dowsett Road, Tottenham, N17 9DH.

Regards,

Cllr Ruth Gordon
Labour Member for Tottenham Hale Ward
Cabinet Member for house building, placemaking and development