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Report of the GAMING BOARD FOR GREAT BRITAIN 1984

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REPORT OF THE
GAMING BOARD FOR
GREAT BRITAIN
1984

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MEMBERS OF THE GAMING BOARD FOR GREAT BRITAIN

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To:

Her Majesty's Secretary of State for the Home Department,

and

Her Majesty's Secretary of State for Scotland

In pursuance of section 50 of the Gaming Act 1968 I have the honour to present the sixteenth report of the Gaming Board for Great Britain covering the year 1st January to 31st December 1984.

ALLEN OF ABBEYDALE

23rd May 1985

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INTRODUCTION

1. This is the Board's sixteenth Annual Report.

2. Mr T N Ritchie's appointment as a Board member expired on 30 June. He had been a member of the Board since 1 July 1978. The Board express their great appreciation of his distinguished contribution during the years of his appointment. Mr N. A. Ward-Jones VRD, JP joined the Board on 1 March.

3. The Board welcome this opportunity of saying how much they value the support they have received from the staff, both at headquarters and in the field.

Contacts with other enforcement agencies

4. At the request of the Gaming Board for the Bahamas, the Chief Inspector visited the Bahamas in January to provide advice on the opening of a new casino. An executive assistant from the Bahamian Board spent 3 days in London on a training attachment with the Board's staff. In November, the newly appointed chairman of the Gaming Board in the Bahamas, Mr Milo Butler, paid a visit to London and was involved in a programme of observation and discussion with the Board and their staff.

5. In July, at the request of the Jamaican Government, the Chief Inspector, with the Board's accountant, were engaged in surveying and reporting on the character and extent of casino gaming in the Caribbean, with reference to the establishment of casinos in Jamaica. Mr Denis Lalor, Chairman of the Betting and Gaming Commission in Jamaica, subsequently visited the Board for discussions.

6. There were again frequent contacts with the gaming authorities in Nevada and New Jersey. Mr R HYTE, a member of the Gaming Control Board in Nevada, attended the annual inspectors' conference in April. Mr P Bible, Chairman of the Nevada Gaming Control Commission, visited the Board in September. The New Jersey authorities paid a number of visits. Mr T O'Brien, the Director of the Division of Gaming Enforcement, was here in June; and Mr I Kimmelman, Attorney General, and Mr W Read, Chairman of the Casino Control Commission, were here in November with the New Jersey Bar Association. The Chairman and Secretary presented papers to a meeting of the Association.

7. One of the Board's specialist machine inspectors attended a course in New Jersey to study developments in micro-process technology during the year.

8. There were further contacts with Australian State authorities. The Deputy Director General of the Department of Public and Consumer Affairs in South Australia visited the Board for discussions in connection with proposals under consideration in that State.

9. Members of the Dutch Gaming Board visited London to discuss mutual problems during the year and the Board were also visited by representatives from the gaming machine industry in Switzerland.

10. The Secretary to the Board delivered a paper to a conference on gaming in Barcelona in March and the Chairman of the Catalonian gaming authority visited London for discussions later in the year.

11. There were less formal contacts with authorities in France and Austria.

12. Assistance was provided to the Commercial Crime Unit in the Commonwealth Secretariat.

Conferences for Gaming Licensing Authorities

13. In conjunction with the Extra Mural Department of Cambridge University, a short residential conference was held at Churchill College in April for chairmen and some clerks of the larger casino licensing authorities. The Chairman and other members of the Board took part. The arrangements appeared to be welcomed by the participants.

14. An evening conference for licensing authorities in the South West was arranged in Plymouth in May. The Chairman and members of the Board's staff participated.

GENERAL

Legislation

15. The Board referred in their last report to the Gaming Clubs (Hours and Charges) (Amendment) Regulations 1983 which came into effect on 1 March 1983. The basic regulations were issued in 1970 and the 1983 amendments were the latest in a succession of amendments over the years. In order to achieve a consolidated code, the existing Hours and Charges Regulations were revoked and replaced, on 30 April 1984, by the Gaming Clubs (Hours and Charges) Regulations 1984 (SI 1984 No. 248) for England and Wales and the Gaming Clubs (Hours and Charges) (Scotland) Regulations 1984 (SI 1984 No. 470 (s.50)) for Scotland. The Scottish Regulations were subsequently amended by the Gaming Clubs (Hours and Charges) (Scotland) Amendment Regulations 1984 (SI 1984 No. 1804 (s.141)) which came into operation on 21 December 1984. The effect of these Regulations is referred to at paragraph 55.

16. The fees payable under section 48 of the Gaming Act were increased from 2 April 1984 as shown below. The increases were published in the Gaming Act (Variation of Fees) Order 1984 (SI 1984 No. 166) for England and Wales and the Gaming Act (Variation of Fees) (Scotland) Order 1984 (SI 1984 No. 338 (s.37)) for Scotland.

	<i>Old fee</i>	<i>New fee</i>
	£	£
Grant of a casino gaming licence	18,000	20,300
Renewal of a casino gaming licence	3,600	4,070
Transfer of a casino gaming licence	2,700	3,240
Grant of a bingo gaming licence	1,450	1,635
Renewal of a bingo gaming licence	570	645
Transfer of a bingo gaming licence	300	360
Registration of a club or institute under Part II	100	108
Renewal of such registration	50	54
Registration of a club or institute under Part III	50	54
Renewal of such registration	25	27
Employee's certificate of approval	18	20
Issue of machine certificate	1,450	1,635
Renewal of machine certificate	570	645

17. The Gaming Act (Variation of Monetary Limits) Order 1983, and a similar Order for Scotland, came into effect on 6 February. They provided for increases in the prize limits for amusement-with-prizes machines from £1 to £1.50 for a monetary prize and from £2 to £3 for a non-monetary prize.

18. The Amusement Machines Bill, which was introduced by the Lord Campbell of Alloway and was referred to in last year's report, did not complete its journey through Parliament and fell with the end of the Session in October. Reference was made in last year's report to the Lotteries (Amendment) Bill which was introduced by the Lord Irving of Dartford. It subsequently came into effect on 12 June as the Lotteries (Amendment) Act 1984. It amended

section 2 of the Lotteries and Amusements Act 1976 to enable printers to print lottery tickets for the export market. The Greater London Council (General Powers) Bill, which was deposited with Parliament in November, contained, *inter alia*, clauses for the licensing of amusement arcades by individual boroughs.

19. The Amusements with Prizes (Variation of Monetary Limits) Order 1984 (SI 1984 No. 245—for Scotland SI 1984 No. 465 (s.45)) came into effect on 30 April. The Regulations provided for increases in amounts payable for chances and prizes in amusements provided at certain fairs and other commercial entertainments under section 16 of the Lotteries and Amusements Act 1976.

20. The Gaming (Small Charges) (Amendment) Order 1984 (SI 1984 No. 246 or for Scotland SI 1984 No. 469 (s.49)) came into effect on 30 April. The Regulations provided for an increase from 15p to 25p in the maximum daily charge which may be made in clubs and miners' welfare institutes in respect of a person taking part in games of equal chance, except where the only games played are bridge and whist.

21. The Gaming Act (Variation of Monetary Limits) Order 1984 (SI 1984 No. 247—for Scotland SI 1984 No. 468 (s.48)) came into force on 30 April. These orders provided for an increase from £2,500 to £3,000 in the maximum weekly aggregate sum permitted to be paid as winnings in respect of linked games of bingo. They also provided for the following increases in relation to prize bingo played in licensed bingo clubs:

- (a) an increase from 25p to 30p in the maximum amount to be paid for any one chance or to be offered as a money prize; and
- (b) an increase from £12.50 to £15.00 in the maximum amount to be taken by way of the sale of chances and in the aggregate value of prizes on any one determination of winners.

Home Affairs Committee: Chinese Community in Britain

22. The Board were invited in May to submit observations to the Race Relations and Immigration Sub-Committee of the House of Commons Home Affairs Committee on the question of gambling among the Chinese community. This was one aspect of the Sub-Committee's scope of interest. The Board observed in written evidence that although no figures are available, "a high proportion of the members of some casinos in the major cities in England are Chinese", and "it is probably true that gaming as an activity is more prevalent amongst the Chinese community than in any other ethnic group". The Sub-Committee recommended that, "the Gaming Board should keep a close watch on attempts by casinos to attract Chinese custom and ensure that these are within the law". Paragraph 26 refers to discussions with the British Casino Association about promotional activities.

23. The Royal Commission on Gambling, which reported in 1978, examined the question of Chinese games, and recommended that regulations

be made authorising fan tan and pai kau to be played in casinos, that a levy on winnings should be permitted and that consideration should be given to the need for casinos providing specifically for Chinese gaming. No action had been taken on these recommendations. The Sub-Committee considered them in the light of observations presented by the Board, and concluded that the evidence available to them did not justify recommending legislation which would permit the playing of fan tan and pai kau as proposed by the Royal Commission. They recommended however, that the Home Office and the Gaming Board should keep the situation under review.

Health and Social Services Committee: Northern Ireland Assembly

24. During the year, the Health and Social Services Committee of the Northern Ireland Assembly had under consideration a draft Order in Council to reform and consolidate the betting and gaming laws in the Province. The Board submitted evidence on their role and functions to the Committee.

Remuneration and expenses of the Board and senior staff

25. Details are in Appendix I.

CASINO GAMING

Casino activities

26. During the year, the Board continued their discussions with the British Casino Association on (a) the interpretation of section 16 of the Gaming Act relating to the acceptance of cheques and (b) the "promotional" activities of casinos. These discussions resulted in the Association issuing guidelines to its members on both these subjects. The guidelines were brought to the notice of those running casinos who were not members of the Association. The Board will watch the operation of these guidelines, which are reproduced as Appendices II and III.

27. Paragraph 17 of the Board's last report referred to two provincial casinos which were in financial difficulties: one (in Newcastle upon Tyne) in receivership and the other (in Lytham St Annes) in creditors' voluntary liquidation. The Board objected to the renewal of the licence in the former case and applied for the cancellation of the licence in the latter.

28. The renewal application for the club in Newcastle upon Tyne was heard in July (having been adjourned from the 1983 sessions) and refused. An appeal was lodged. No date for it to be heard had been set by the year's end.

29. In May, the justices renewed the licence for the club in Lytham St Annes, after dismissing the Board's application for its cancellation. The Board lodged an appeal against the justices' decision. This appeal was not contested, and in November the Crown Court cancelled the licence.

30. The Board lodged objections to the renewal of the licences for two clubs—one in Cardiff and the other in Liverpool. Both applications were adjourned until January 1985. The Liverpool club had closed in November 1983 and did not re-open during 1984.

Number and distribution of licensed clubs

31. The number of clubs operating on 1 January was 119 and on 31 December 118. These numbers are broken down into separate locations at Appendix IV, which lists the localities in which clubs may be licensed for gaming other than bingo, bridge or whist.

Financial returns January-December 1984

32. From this year, the figures are provided for the calendar year, instead of, as hitherto, for the 12-month period September to August. The figures for the year 1983 have been included to allow comparisons to be made. The estimated drop (money exchanged for chips) for 1984 was £1,482 million, an increase of £183 million over the previous 12 months. The totals since September 1980 have been:

<i>Year</i>	<i>£ million</i>	<i>Percentage increase (over previous year)</i>
1980-81	930	0
1981-82	1,007	8
1982-83	1,218	21
1983	1,299	n/a
1984	1,482	14

33. The drop in London rose from £968 million in 1983 to £1,130 million, an increase of 16.7 per cent. It is the first time that the London drop has exceeded £1 billion. London's share of the total drop for Great Britain continued to increase, from 74.5 per cent to 76.2 per cent.

34. Outside London, there was a far more modest increase. The drop rose from £331 million in 1983 to £353 million, showing an increase of £22 million, some 7 per cent. The figures on a regional basis were as follows:

<i>Region</i>	<i>1983 £m</i>	<i>1984 £m</i>	<i>Change (per cent)</i>
Scotland	47	49	+4.3
North	126	130	+3.2
Midlands and Wales	78	84	+7.7
South	80	90	+12.5
London	968	1,130	+16.7

35. A comparison of the money staked on casino games was as follows:

	<i>Stakes expressed as a percentage of the drop</i>				
	<i>1980-81</i>	<i>1981-82</i>	<i>1982-83</i>	<i>1983</i>	<i>1984</i>
American roulette	62.5	61.1	64.6	63.9	62.0
Punto banco (including baccarat)	17.3	19.6	17.0	17.5	19.7
Blackjack	18.3	17.3	16.6	16.5	16.6
Craps	1.2	1.2	1.1	1.2	1.2
French roulette	0.7	0.8	0.7	0.9	0.5

36. The sums taken by casinos from the drop as the house win have been as follows:

<i>Year</i>	<i>£ million (win as a percentage of drop)</i>
1980-81	177 (19.0%)
1981-82	192 (19.1%)
1982-83	246 (20.2%)
1983	263 (20.2%)
1984	278 (18.8%)

1983 Consent applications and the resultant licence applications

37. The following tables show (i) the number of consent applications received between 1 January and 31 December 1983 and their determination, and (ii) the number and determination of the resultant licence applications:

TABLE I

	England and Wales	Scotland	Totals
<i>(i) Certificates of consent</i>			
Applications made	11	1	12
Applications withdrawn	4	—	4
Applications not determined by 31 December 1984	1	—	1
Certificates issued	6	1	7
<i>(ii) Licences</i>			
Applications made	6	1	7
Applications withdrawn	1	—	1
Applications refused	1	—	1
Licences granted	4	1	5

1984 Consent applications and the resultant licence applications

38. The following tables show (i) the number of consent applications received between 1 January and 31 December 1984 and their determination, and (ii) the number and determination of the resultant licence applications during the year:

TABLE II

	England and Wales	Scotland	Totals
<i>(i) Certificates of consent</i>			
Applications made	14	2	16
Applications withdrawn	2	—	2
Applications not determined by 31 December 1984	6	—	6
Certificates issued	6	2	8
<i>(ii) Licences</i>			
Applications made	6	1	7
Applications refused	1	—	1
Licences granted	5	1	6

Applications for renewal

39. Although the number of clubs operating at 1 January totalled 119, there were 127 valid licences in existence. By the end of the year the position in relation to these licences was as follows:

Licences renewed	...	...	...	...	...	...	...	...	...	118
No application made	...	...	...	...	...	...	...	...	...	1
Applications withdrawn	...	...	...	...	...	...	...	...	...	3
Renewal refused	...	...	...	...	...	...	...	...	...	1
Licence cancelled	...	...	...	...	...	...	...	...	...	1
Hearings adjourned	...	...	...	...	...	...	...	...	...	2
Application not heard by 31 December	...	...	...	...	...	...	...	...	...	1

Transfer of licence

40. The Board received 5 applications during the year for consent to the transfer of existing licences. By 31 December, 1 of these had been refused, 1 withdrawn and 3 had not been determined.

Demand for gaming facilities

London

41. On the basis of the statistical evidence provided by the census returns made to the Board each month by the clubs in London and from information provided by the Board's inspectors, the Board took the view that there were more than sufficient facilities in London to meet the level of demand. They therefore advised the licensing justices in London that there was no need for any additional facilities, whether by way of entirely new licences or by way of licences enabling an increase in the number of tables by the extension or substitution of premises.

42. The number of casinos operating in London remained constant at 19 throughout the year. Three clubs—Aspinalls, the Connoisseur Casino and the International Sporting Club—moved to new premises. A licence was granted for premises in substitution for the Village Club, but the new premises had not opened by the end of the year. Initially the Board had objected to the grant of this licence, but withdrew the objection when the applicants undertook to limit the number of tables at the new premises. A new licence was also granted for the Victoria Casino to allow the premises to be enlarged, with no increase of gaming facilities. In addition to the casinos, there was one licensed card club.

43. Three applications for licences in respect of additional casinos were made to the North Westminster justices during the year. The Board objected to them all on demand grounds. One of these (which had been adjourned from 1983) was granted and the Board lodged an appeal against the justices' decision. The appeal was dismissed at the Knightsbridge Crown Court in July. The club, the Barracuda, had not been opened by 31 December. The second application was refused by the justices and an appeal made by the applicants was not proceeded with. Later in the year, the applicants made a further

application in respect of the same premises. This was on the basis that an existing licence under their control elsewhere in London would be given up, and no increase in the number of tables would result if the new licence were granted. The Board did not object, but there were objections from local residents and the application was again refused. An appeal was lodged by the applicants. The hearing date had not been arranged by the end of the year. The third application was withdrawn, following the refusal of planning permission for the use of the proposed premises as a casino.

Outside London

44. No applications were made during the year for additional licences in the provinces. But licences were granted in Southsea, Middlesbrough and Glasgow for extensions to existing clubs, and in Stoke-on-Trent and Coventry for substitute premises. The Board lodged objections to the applications in Southsea and Middlesbrough because additional gaming facilities were envisaged in both cases. In the former case, the objection was withdrawn when the applicants gave an undertaking to limit the number of tables. In the latter case, the additional gaming facilities were allowed. The Board did not appeal against this decision.

45. In November, the Board objected on demand grounds to the renewal of a casino licence in Bournemouth. The club had remained closed since February 1982, but in December the licence holder re-opened the club. The case had not been heard by the end of the year. Two clubs, one in Coventry and the other in Stockton, closed during the year and had not re-opened by the year's end.

LICENSED BINGO

Trends

46. Statistics provided by HM Customs and Excise indicate that the amounts staked annually on bingo, for each of the last five years, were as follows:

	<i>£ million</i>	<i>Percentage change from previous year</i>
September 1979 to August 1980	456.02	+ 12.4
September 1980 to August 1981	473.10	+ 3.75
September 1981 to August 1982	468.78	- 0.91
September 1982 to August 1983	492.79	+ 5.12
September 1983 to August 1984	496.81	+ 0.82

Size of the industry

47. The number of clubs licensed under Part II of the Gaming Act for bingo only showed a further decrease. The number of clubs so licensed at 31 December in each of the last five years was as follows:

	<i>England and Wales</i>	<i>Scotland</i>	<i>Totals</i>
1980	1,476	185	1,661
1981	1,424	181	1,605
1982	1,380	176	1,556
1983	1,268	168	1,436
1984	1,228	149	1,377

48. Not all clubs holding licences are open for business. A survey carried out by the Board's Inspectorate showed that at the end of the year 1,232 clubs were operating (1,088 in England and Wales, and 144 in Scotland), compared with 1,325 at 31 December 1983.

Linked bingo

49. The number of clubs participating in linked bingo declined slightly from 300 to 288. The number of links operating decreased from 978 to 947.

50. The largest link-up was one of 17 clubs. Most links were small, consisting of not more than two to four clubs.

	<i>Number of such links</i>	<i>Number of clubs participating</i>
Two clubs linked	74	140
Three clubs linked	110	328
Four clubs linked	66	260
Five clubs linked	28	140
Six clubs linked	4	24
Seven clubs linked	2	14
Eight clubs linked	3	24
Seventeen clubs linked	1	17
Totals	288	947

51. The number of clubs participating in linked bingo during each of the last seven years was as follows:

1978	1,041
1979	1,033
1980	1,007
1981	1,019
1982	1,013
1983	978
1984	947

Survey of bingo clubs

52. Every two years since 1972 the Board have arranged a survey to obtain information about the number of people who regularly play bingo. These surveys have been carried out by Board's inspectors with the co-operation of the Bingo Associations and individual clubs. The Board's conclusions for the 1984 survey, and comparisons with previous years, can be summarised as follows:

(a) The number of regular bingo players was still declining and fell from about 5.4m to about 5.3m—which would mean that about 13.0 per cent of the adult population played bingo. The sample however, was not large enough for the Board to claim complete accuracy for this calculation.

(b) The average daily attendances continued to fall.

1972	461,254	
1974	468,478	+ 1.6%
1976	453,950	- 3.1%
1978	424,038	- 6.6%
1980	412,311	- 2.8%
1982	358,550	- 13.0%
1984	340,544	- 5.0%

(c) The percentage of the players who were men increased slightly from 16 per cent in 1982 to 17 per cent in 1984. It had been 17 per cent in 1980.

(d) The percentage of players who were under 30 remained the same—10 per cent in 1982 and 1984.

(e) The average amounts paid for admission and as participation fees over the past seven surveys were:

	1972	1974	1976	1978	1980	1982	1984
Larger clubs							
(capacity 751–1,000)	20p	27p	30.5p	58p	£1.12	£1.24	£1.49
(capacity over 1,000)					99p	£1.40	£1.61
Smaller clubs							
(capacity up to 500)	15p	21p	32p	54p	90p	£1.11	£1.26
(capacity 501–750)					93p	£1.20	£1.47

(f) The average amounts staked were:

	1972	1974	1976	1978	1980	1982	1984
Larger clubs							
(capacity 751–1,000)	£1.10	£1.25	£1.58	£2.11	£3.16	£3.27	£3.87
(capacity over 1,000)					£3.08	£3.86	£4.11
Smaller clubs							
(capacity 501–750)	80p	£1.13	£1.37	£1.92	£2.60	£3.17	£3.78

Note: The average stake for clubs of a capacity up to 500 was £3.18 in 1984 but no amount for this size of club has been included in previous annual reports.

Bingo duty

53. There was no change in the rate of bingo duty during the year.

Newspaper bingo

54. The Board have referred in previous reports to games of “free bingo” with very substantial prizes offered by several daily and Sunday newspapers. The year saw a massive increase in the level of prizes offered by the newspapers, with several prizes of one million pounds being awarded.

Bingo Gaming Hours and Charges

55. Paragraph 15 refers to changes made in the Regulations governing hours of play and admission and participation charges in bingo clubs. These changes followed extensive discussions between the Board and the bingo trade associations. The effect of the Regulations is, first, to permit the playing of bingo to start at noon on weekdays instead of 2.00 pm; and, secondly, to require any notified charging period to fall wholly within the hours permitted for gaming. They remove the previously illogical situation where a charging period could cover a period when gaming could not lawfully be conducted.

56. For Scotland, the Regulations permit one charging period on a Sunday to be of one and a half hours duration in order to take account of the shorter period available for play by virtue of section 18(2) of the Gaming Act.

Mechanised cash bingo

57. During the year, it became apparent that a revision of the recommended code for mechanised cash bingo was desirable. In part, this stemmed from the introduction of table top cash bingo units, frequently controlled by sophisticated micro-computer systems. A number of meetings were held between officials of the Board and the bingo trade associations and progress was made towards an updated code.

58. The Board remain of the view, having regard to the very rapid nature of the game, that mechanised cash bingo should not utilise the total permitted charges nor be the only cash bingo game in a charging period.

The national game

59. Paragraph 47 of our report for 1983 refers to proposals for a national game of bingo for substantial prizes. A number of meetings were held between officials of the Board, the Home Office and the bingo trade associations to discuss proposals for legislation to permit such a game.

1983 Consent applications and the resultant licence applications

60. The following tables show the results of consent applications made to the Board during 1983, and the number and determination of the resultant licence applications:

	England and Wales	Scotland	Totals
<i>Certificates of consent</i>			
Applications made	93	6	99
Applications withdrawn	8	1	9
Applications refused	2	—	2
Certificates issued	83	5	88

Note: Although the Board issued 88 certificates, licence applications were not made in respect of three of them (all in England and Wales). It is regretted that in our last report the total number of applications made was incorrectly given as 98.

	England and Wales	Scotland	Totals
<i>Licences</i>			
Applications made	80	5	85
Applications withdrawn	7	2	9
Applications refused	4	—	4
Adjourned <i>sine die</i>	—	—	—
Licences granted	69	3	72

Applications for renewal

61. During the year 1,343 applications for the renewal of licences were lodged with the licensing authorities. 1,337 were renewed and six were still to be determined by the end of the year.

62. The Board made no objections to the renewal of any licences during the year.

1984 Consent applications and the resultant licence applications

63. The following tables give details of the number of consent applications received during the year, and their determination by the Board, as at 31 December; and the number and determination of the resultant licence applications:

	England and Wales	Scotland	Totals
<i>Certificates of consent</i>			
Applications made	86	5	91
Applications withdrawn	7	—	7
Applications refused	2	—	2
Applications not determined by 31 December	11	1	12
Certificates issued	66	4	70

	England and Wales	Scotland	Totals
<i>Licences</i>			
Applications made	64	3	67
Applications withdrawn	5	1	6
Applications refused	—	1	1
Applications not determined by 31 December	26	—	26
Licences granted	33	1	34

Transfer of licences

64. During the year the Board received 86 applications for certificates of consent to the transfer of “bingo only” licences, from one person to another. Of these applications, 5 were withdrawn, 1 was refused, 60 were granted and 20 remained to be determined at the end of the year.

Social advertising

65. During the year, the Board were asked to offer opinions on the law relating to advertisements which invited members of the public to join social clubs, but made no reference to the fact that the premises were licensed bingo clubs. Some of the advertisements provided addresses of the club's premises and included forms of application for membership of the club concerned. The advertisements frequently offered inducements of free gifts, free draws and competitions and the provision of free transport to and from the clubs.

66. The Board are not able to determine questions of law. But they have for some time been concerned about the development of such advertisements, which have the clear intention of encouraging members of the public to apply for membership of clubs where the main activity of the members is to participate in licensed gaming. The Board have encouraged the enhancement of social amenities in bingo clubs and have noted with approval the improvements that have been developed, but some of the advertised inducements appear to the Board to have gone too far and it may be helpful for those concerned to have a statement of the Board's position.

67. Section 42 of the Act makes it an offence to issue or cause to be issued any advertisement:

- (a) informing the public that any premises in Great Britain are premises on which gaming takes place or is to take place, or
- (b) inviting the public to take part as players in any gaming which takes place, or is to take place, on any such premises, or to apply for information about facilities for taking part as players in any gaming which takes place, or is to take place, in Great Britain.

This provision is clearly designed to prevent the stimulation of any demand for gaming by advertisement, and in the Board's view the examples of the advertised inducements in paragraph 65 may well, in sum, run counter to that purpose.

68. The Board will be bound to consider in individual cases whether there are grounds here for objecting to the renewal of a licence for particular premises. But they derive some comfort from their understanding, following a meeting with representatives of the bingo trade associations, that it is no longer the practice to include in an advertisement a membership application form; and they hope that their views on the more extreme examples of advertising inducements will be borne well in mind by the industry, and that the need for objections on their part will not arise in this context.

CERTIFICATION OF EMPLOYEES

Size of the industry

69. During the year, the Board received 3,856 applications for certificates under section 19 of the Gaming Act, and issued 3,756 certificates. These figures compare with 4,412 and 3,738 in 1983, and 4,861 and 4,147 in 1982. The decline in applications, apparent in recent years, continued.

70. A census of certificated staff employed in gaming and bingo clubs was taken on 1 December. The Board are grateful to licensees and proprietors for their co-operation in completing the forms. The returns show that, on that date, there were 7,145 certificated staff in the bingo and casino industries. This was an increase of 501 in casinos and 74 in bingo clubs as compared with 1983. Details, compared with those of last year's census, are given in the following tables:

(a) Casinos

(i) Number of clubs in England and Wales = 105

	Male		Female		Totals	
	1984	1983	1984	1983	1984	1983
Managers	386	367	85	60	471	427
Supervisors	144	108	54	37	198	145
Inspectors	1,361	1,258	1,083	966	2,444	2,224
Operatives	1,058	1,087	1,319	1,180	2,377	2,267
Totals	2,949	2,820	2,541	2,243	5,490	5,063

(ii) Number of clubs in Scotland = 11

	Male		Female		Totals	
	1984	1983	1984	1983	1984	1983
Managers	28	28	9	10	37	38
Supervisors	13	12	1	2	14	14
Inspectors	83	64	54	51	137	115
Operatives	118	104	124	85	242	189
Totals	242	208	188	148	430	356

(iii) Total clubs in Great Britain = 116

	Male		Female		Totals		Change
	1984	1983	1984	1983	1984	1983	
Managers	414	395	94	70	508	465	+ 43
Supervisors	157	120	55	39	212	159	+ 53
Inspectors	1,444	1,322	1,137	1,017	2,581	2,339	+ 242
Operatives	1,176	1,191	1,443	1,265	2,619	2,456	+ 163
Totals	3,191	3,028	2,729	2,391	5,920	5,419	+ 501

(b) *Bingo clubs—managers only*

	Clubs operating		Male		Female		Totals	
	1984	1983	1984	1983	1984	1983	1984	1983
England and Wales	1,088	1,176	711	663	343	332	1,054	995
Scotland	144	149	115	101	54	44	169	145
Totals	1,232	1,325	826	764	397	376	1,223	1,140

Note: Not all the bingo clubs completed the census forms. The figures for certificated staff given above are therefore based on an incomplete census.

For bingo clubs, only the managers are required to be certificated. When the club is managed by the licence holder in person, the holder is not required to obtain a manager's certificate, since he or she will have been investigated during the procedure leading to the issue of the certificate of consent to enable an application to be made for a licence. On the basis of the returns received by the Board, 20 out of a total of 1,232 bingo clubs were managed by the licence holder without the assistance of any certificated staff.

Interviews

71. During 1984, 161 interviews were held. They comprised:
- (a) 42 applicants for gaming managers' certificates. 40 were granted and 2 refused.
 - (b) 89 applicants for supervisors' certificates. 83 were granted and 5 deferred. One application was withdrawn.
 - (c) 4 applicants for gaming inspectors' certificates about whom there was some doubt. All were granted.
 - (d) 3 applicants for gaming operatives' certificates about whom there was some doubt. 2 were granted and 1 was refused.
 - (e) 15 persons already holding certificates of approval who had been the subject of adverse reports. In respect of 3, the Board took no further action. 13 (including one deferred from 1983) had one or more certificates revoked.
 - (f) 2 persons already holding bingo manager's certificates who had been the subject of adverse reports. Both were revoked.
 - (g) 6 existing certificate holders who had returned to the industry in this country after having been employed in illegal casinos abroad. All were issued with new certificates after warnings about their future conduct.

Revocation without interview

72. All certificate holders against whom the Board are considering revocation action are given the opportunity to appear for interview or to make written representations. If they decline to do either, the Board have to consider their suitability to continue to hold the Board's certificates on the basis of

available information. During the year, 48 persons had certificates revoked without interview.

Issue of certificates

73. In general, applicants for the supervisor's and manager's certificates were being called to interview within a few weeks of the date of receipt by the Board of their applications. There was, inevitably, more of a delay in processing applications for first certificates because of the detailed enquiries carried out by the police or other authorities. Other demands on police time during the year resulted in some reports being delayed for longer than normal. The Board are always prepared to accept enquiries about the reasons for any unusual delay.

Quality of applicants

74. The quality of first-time applicants for the two senior certificates was in general good. Operators appeared to realise the importance of ensuring that applicants were properly prepared before appearing for interview. The Board found that about 5 per cent of applicants were not up to the required standard. Their applications were either deferred by agreement with the applicant to enable him or her to brush up his or her knowledge, or refused.

Overseas enquiries

75. The Board received a number of enquiries from regulatory authorities in other countries where British staff holding the Board's certificate were seeking employment.

Contravention of section 23(6) of the Gaming Act

76. A number of applicants failed to disclose a full record of their convictions, although the forms make it quite clear that the Rehabilitation of Offenders Act 1974 (Exceptions) Order 1975 authorises the Board to require such disclosure. There were 6 prosecutions by the police during the year for failure to disclose previous convictions. Five of those concerned were fined, and one received a conditional discharge. In addition, three applicants received written or oral cautions from the police for failing to make a full disclosure.

Statistics—1984

77. Although the number of persons who had their certificates of approval revoked during the year was more than double that in 1983 and the highest for some years, it still represented less than 1 per cent of the certificated staff in the casino and bingo industries. The Board do not regard the increase as necessarily an indication of falling standards, but it does emphasise the need for careful selection and supervision of gaming staff. Statistics for the year are given in the following table:

	Gaming other than bingo						Bingo only		Totals
	Managers & Supervisors		Operatives & Inspectors		Managers		England and Wales	Scotland	
	England and Wales	Scotland	England and Wales	Scotland	England and Wales	Scotland			
Received during 1984	294	15	3,090	269	161	27		3,856	
Certificates issued (including those for applications carried forward from 1983)	257	11	3,028	263	169	28		3,756	
Old certificates re-issued	31	--	2	--	1	--		34	
Applications refused	2	--	1	--	--	--		3	
Applications withdrawn	3	--	252	11	7	0		273	
Awaiting fee or under enquiry on 31 December 1984	18	--	162	7	--	1		188	
Revocations*	6	3	31	3	19	1		63	

* Figures given refer to individuals. Because some of those held more than one certificate, 123 certificates were revoked.

GAMING MACHINES

Number of machines in use

78. Those undertaking the sale, supply and maintenance of gaming machines require certificates from the Board under section 27 of the Gaming Act, but there is no requirement for certificate holders to provide us with information about the number of machines which they sell, supply or maintain. With certain exceptions, however, machines used for gaming must be covered by a gaming machine licence issued by HM Customs and Excise under section 21 of the Betting and Gaming Duties Act 1981. The Board are indebted to HM Customs and Excise for the following figures, derived from their 75th Annual Report for the 12 months ended 31 March 1984, which provide an indication of the number of machines then in use.

	<i>Number of machines covered by gaming machine licences for the licensing years</i>	
	<i>1983-84</i>	<i>1982-83</i>
Jackpot machines (installed in premises licensed or registered under the Gaming Act 1968) ...	39,900	40,200
Amusement-with-prizes machines (commonly found in public houses, cafes, arcades, and pleasure fairs)	133,100	119,400

79. The number of jackpot machines decreased by 300 (0.75 per cent), and the number of amusement-with-prizes machines increased by 13,700 (11.47 per cent).

Gaming machine licence duty

80. The Gaming Machine (Licence Duty) Regulations 1984, most of which came into effect on 1 October, introduced several changes to the existing system of administration of gaming machine licence duty by HM Customs and Excise. The main effects of the changes will be to spread the workload over the whole year and to give greater flexibility to gaming machine suppliers and amusement arcade owners.

Increases in stakes and prize limits

81. The increases in prize limits for AWP machines referred to in paragraph 73 of the Board's report for 1983 duly came into effect on 6 February.

82. In the latter part of the year, representations were received to the effect that the maximum charge to play "jackpot" machines should be increased from 10p to 20p. Consultations took place and the Board had the matter under consideration at the end of the year.

Percentage payout of AWP machines

83. An amendment was made to the BACTA Code of Conduct for manufacturers, importers and converters, to provide that all AWP machines should be manufactured to provide a minimum return to the player of 70 per cent. This was a welcome addition to the Code, which originally required only machines sited in public houses to meet a minimum payout of 70 per cent.

Monitoring of machines

84. The Board continued to be disappointed that relatively few companies had adopted a system of data collection from gaming machines, given the security and machine evaluation benefits available from such systems.

Partnerships

85. The Board have noticed an increase in changes in partnerships holding certificates under section 27 of the Gaming Act, for example, when one of the partners dies or retires, or when additional partners join the business. The Board take the view that, where there is a change among the constituent members of a partnership, the partnership is automatically dissolved. The existing certificate thus becomes invalid and a new certificate has to be applied for; if it is granted, the fee for a new certificate becomes payable.

Amusement only machines

86. A number of amusement only machines were introduced during the year which featured poker, blackjack, dice and horse-racing as the games. As these machines provide a game of chance, they can be supplied only by a person in possession of a certificate under section 27 of the Gaming Act. Nor can any profit-sharing take place. An issue which concerned the Board was the potential for unlawful gaming on such machines, a factor which also concerned the industry (see paragraph 134).

Legality of machines

87. On a few occasions, machines were produced with features which the Board considered to be unlawful. This led the Board to recommend withdrawal or modification of the machines, with the subsequent financial consequences to those concerned; and the Board would urge manufacturers who propose to introduce a new feature to consult them first about the acceptability of the feature.

88. The need for consultation with the Board over proposed new features applies also to machine conversion companies, an area which continued to expand during the year.

Lottery machines

89. During the year, the Board considered proposals for the introduction of machines by virtue of section 52(3) of the Gaming Act to provide private

lotteries under section 4 of the Lotteries and Amusements Act 1976. This development raised some complicated issues of interpretation of the law which only the courts could determine, but the Board felt some concern, and will closely watch for any developments in this context.

Applications for certificates under section 27 of the Gaming Act

90. The number of applications received, and their disposal, are shown in the following table:

	England and Wales	Scotland	Totals
Applications outstanding on 31 December 1983	36	10	46*
New applications received	90	5	95
Totals	126	15	141
Certificates issued	58	5	63
Certificates refused	6	1	7
Applications withdrawn	15	5	20
To be determined, or awaiting payment of fee on 31 December 1984	47	4	51
Totals	126	15	141

* Owing to a miscalculation this figure was wrongly given as 43 in last year's report.

Renewal of certificates

91. During the year, 127 certificates reached the end of their five year life. The Board were notified that renewal was not required for 33 of these. 94 renewals were therefore left to be considered. The disposal of these applications, along with the 9 renewal applications carried over from 1983, is shown in the following table:

	England and Wales	Scotland	Totals
Applications outstanding on 31 December 1983	9	—	9
Renewal applications received during 1984	90	4	94
Totals	99	4	103
New certificate necessary*	5	—	5
Certificates renewed	81	4	85
Applications withdrawn	5	—	5
Applications refused	—	—	—
To be determined, or awaiting payment of fee on 31 December 1984	8	—	8
Totals	99	4	103

* Where the nature of the certificate holder's business had changed (e.g. from a partnership to a limited company).

92. Since 1985 is the 15th anniversary of the original certification programme, it will be a heavy year for renewals. The Board foresaw that a total

of well over 700 certificates would fall due for renewal; and in order to minimise delays, holders of certificates requiring renewal during 1985 were requested to submit applications, together with all the necessary supporting documents, as soon as possible after receiving the relevant forms, the bulk of which were sent out on 1 September. Certificate holders who have not yet sent in renewal applications are urged to do so as soon as possible.

93. Certificate holders are reminded that, if their certificate expires before it is renewed, they may continue to honour existing contracts, but are not entitled to negotiate new contracts, or new rental or maintenance terms for machines already on sites; nor can these machines be replaced, or be taken away and subsequently returned.

Revocations

94. During the year 6 certificates were revoked.

Certificates in force

95. On 31 December there were 1,625 certificates in force, an increase of 14 compared with 1983.

Permits

96. Permits are issued free of charge for isolated transactions such as the sale of an unwanted machine by a person not normally in the trade. Seventeen such permits were issued during the year.

REGISTERED CLUBS

Registration under Part II

97. As a result of the Gaming (Amendment) Act 1982, applications for the registration of members' clubs and miners' welfare institutes under Part II of the Gaming Act may be made to the local registration authority at any time during the year. In England and Wales such applications must be heard at licensing sessions during the months of January, April, July or October and in Scotland at licensing sessions during January, March, June or October. In addition, a licensing authority may at its discretion hold sessions at other times during the year.

98. Registration lasts for 12 months in the first instance. Applications for renewal must be made not earlier than five nor later than two months before the date on which the registration is due to expire.

99. The following table sets out particulars of registrations in the period 1 July 1983–30 June 1984. These figures are derived from returns submitted to the Board by clerks to licensing authorities in England and Wales, and by sheriff clerks in Scotland, as is required by Schedule 10 to the Gaming Act.

	England and Wales	Scotland	Totals
<i>Initial applications</i>			
Granted	22	—	22
Refused	—	—	—
Not proceeded with	2	—	2
Not determined by 30 June 1984	1	—	1
Totals	25	—	25
<i>Renewal applications</i>			
Granted	266	2	268
Refused	—	—	—
Not proceeded with	14	—	14
Not determined by 30 June 1984	4	—	4
Totals	284	2	286

100. During this period 22 registrations were cancelled in England and Wales.

101. The total number of clubs registered under Part II of the 1968 Act at 30 June 1984 in England and Wales was 789. In Scotland it was 43.

Registration under Part III

102. Clubs or institutes may be registered with licensing authorities under Part III of the Gaming Act at any time of the year. The duration is for a period of five years from the date of registration.

103. The following table shows the disposal of applications made between 1 July 1983 and 30 June 1984. These figures are derived from returns submitted by clerks to the local licensing authorities in England and Wales, and by sheriff clerks in Scotland.

	England and Wales	Scotland	Totals
<i>Initial applications</i>			
Granted	965	74	1,039
Refused	31	1	32
Not proceeded with	69	3	72
Not determined by 30 June 1984	9	—	9
Totals	1,074	78	1,152
<i>Renewal applications</i>			
Granted	920	110	1,030
Refused	8	1	9
Not proceeded with	34	8	42
Not determined by 30 June 1984	3	—	3
Totals	965	119	1,084

104. During this period 146 existing registrations were cancelled in England and Wales, and 11 in Scotland.

105. The total number of clubs registered under Part III of the 1968 Act on 30 June 1984 in England and Wales was 20,298. In Scotland it was 1,836.

POOL COMPETITIONS ACT 1971

106. This Act, previously extended by order until 26 July 1983, was given a further year's extension by the Pool Competitions Act 1971 (Continuance) Order 1984 (SI 1984 No. 977).

107. Of the six remaining licensees, the Celtic Development Pools Limited and the Manchester United Development Association ceased to operate pool competitions during the year.

108. The Board continued to exercise their powers under the Act to safeguard the interests of competitors, and to ensure the maintenance of the levels of benefit to the societies named in the certificates granted under the Act.

LOTTERIES

109. On 1 January, there were 753 lottery schemes registered with the Board, comprising 160 local authority and 593 society schemes. During the year, 102 societies registered lottery schemes with the Board for the first time. No local authority schemes were registered. 63 local authority schemes and 243 society schemes expired and were not renewed. The total number of schemes registered with the Board as at 31 December was 549, comprising 97 local authority and 452 society schemes.

110. There was thus a decrease of 63 (39 per cent) in the number of local authority schemes registered with the Board, and a decrease of 141 (24 per cent) in the number of society schemes so registered.

111. During the 12 months to 30 April 1984, local authorities promoted 767 lotteries compared with 1,011 in the preceding 12 months, a decrease of 244 (24 per cent). Societies promoted 2,933 lotteries under schemes registered with the Board, compared with 4,020 in the previous period, a decrease of 1,087 (27 per cent). The Board had no means of knowing how many lotteries were promoted under local authority registration.

Action by the Board

112. During the year, the Board revoked 4 registrations (3 society and 1 local authority). Three "minded to refuse" letters were issued (2 society and 1 local authority). In 2 cases (1 society and 1 local authority) registration was eventually granted by the issue of a direction to register by the Secretary of State. In the other case, the application was withdrawn.

113. The Board's staff were again extensively involved in assisting the police with investigations into alleged lottery offences and made statements to the police which, in some cases, resulted in convictions.

114. The Board's officials continued with their programme of "on the ground" visits to examine the management of lotteries promoted under schemes registered with the Board. Apart from the useful controlling function which these visits provided, they also helped the Board to identify the problems which occur at local level.

115. The Board undertook a review of the controls they exercise over the supervision of lotteries and decided to introduce some additional measures to strengthen those controls.

116. The Board continued to be disappointed and concerned by the lack of knowledge of the relevant statutory provisions displayed by some persons who were deeply involved in the promotion of lotteries. It is in the interests of local authorities and societies to ensure that the persons appointed to run their lotteries are fully conversant with all the relevant statutory provisions.

Increases in the monetary limits

117. During the year, the Board undertook consultations with the Lotteries Council and the Lotteries Action Group of the Association of District Councils about proposals for increases in the monetary limits set out in the legislation. The Board subsequently submitted recommendations, which were under consideration by the Home Office at the end of the year. The Board also had consultations with both organisations on a number of other matters of joint interest.

Registration of schemes

118. The Lotteries and Amusements Act 1976 contains no provisions whereby societies or local authorities may renew the registration of their scheme. It is necessary, therefore, to submit an application for the registration of a further scheme. All such applications should be submitted to the Board in good time to enable them to determine the application before an applicant wishes to place tickets on sale. It is a requirement of sections 5(3)(d)(ii) and 6(2)(c) of the Act that societies and local authorities must ensure that the period for which tickets are to be sold, and the date of the lottery, are covered by a valid registration before any tickets in the lottery in question are placed on sale. There were a number of occasions during the year when promoters fell foul of this requirement.

Enquiries

119. The Board continued to receive numerous enquiries about the circumstances in which various types of lottery, prize competitions and free draws could take place.

Lottery statistics

120. Tables 1 and 2 show the number of lotteries promoted in Great Britain in the 18 months from 1 May 1983 to 31 October 1984 under schemes registered with the Board. The tables also show the total amount of money received from ticket sales, the amounts appropriated for expenses and prizes, and the balance that went to the cause concerned. The average proceeds for lotteries promoted in the 12 months to 30 April 1984 was £10,115, compared with £9,222 for the preceding year. The average for the six months to 31 October 1984 was £11,345, as against £9,842 for the comparable period in 1983.

121. Table 3 shows the total ticket sales for lotteries promoted in Great Britain from 1 May 1979 to 30 April 1984 under schemes registered with the Board.

TABLE I
All lotteries promoted in England and Wales, and Scotland, between 1 May 1983 and 30 April 1984 under schemes registered with the Board
SOCIETY LOTTERIES

	Number of lotteries	Total ticket sales		Expenses		Prizes		Balance	
		£	(%)	£	(%)	£	(%)	£	(%)
England and Wales	2,381	31,107,395	20.41	6,348,976	20.41	11,701,467	37.62	13,056,952	41.97
Scotland	552	804,428	22.33	179,605	22.33	311,636	38.74	313,187	38.93
Total	2,933	31,911,823	20.46	6,528,581	20.46	12,013,103	37.64	13,370,139	41.90

LOCAL AUTHORITY LOTTERIES

	Number of lotteries	Total ticket sales		Expenses		Prizes		Balance	
		£	(%)	£	(%)	£	(%)	£	(%)
England and Wales	755	5,419,686	23.59	1,278,670	23.59	2,280,897	42.09	1,860,119	34.32
Scotland	12	93,229	21.22	19,783	21.22	38,871	41.69	34,575	37.09
Total	767	5,512,915	23.55	1,298,453	23.55	2,319,768	42.08	1,894,694	34.37
Total ALL lotteries	3,700	37,424,738	20.91	7,827,034	20.91	14,332,871	38.30	15,264,833	40.79

TABLE 2

All lotteries promoted in England and Wales, and Scotland, between 1 May 1984 and 31 October 1984 under schemes registered with the Board

SOCIETY LOTTERIES

	Number of lotteries	Total ticket sales		Expenses		Prizes		Balance	
		£	(%)	£	(%)	£	(%)	£	(%)
England and Wales	815	11,055,108	21.31	2,355,686	21.31	3,934,323	35.59	4,765,099	43.10
Scotland	208	1,769,691	22.59	399,799	22.59	696,208	39.34	673,684	38.07
Total	1,023	12,824,799	21.49	2,755,485	21.49	4,630,531	36.10	5,438,783	42.41

LOCAL AUTHORITY LOTTERIES

	Number of lotteries	Total ticket sales		Expenses		Prizes		Balance	
		£	(%)	£	(%)	£	(%)	£	(%)
England and Wales	328	2,496,725	21.12	527,227	21.12	1,022,678	40.96	946,820	37.92
Scotland	2	28,785	24.92	7,174	24.92	12,745	44.28	8,866	30.80
Total	330	2,525,510	21.16	534,401	21.16	1,035,423	41.00	955,686	37.84
Total ALL lotteries	1,353	15,350,309	21.43	3,289,886	21.43	5,665,954	36.91	6,394,469	41.66

TABLE 3
Total ticket sales and numbers of lotteries promoted between 1 May 1979 and 30 April 1984

	1.5.79 to 30.4.80		1.5.80 to 30.4.81		1.5.81 to 30.4.82		1.5.82 to 30.4.83		1.5.83 to 30.4.84	
	Total ticket sales	No. of lotteries	Total ticket sales	No. of lotteries	Total ticket sales	No. of lotteries	Total ticket sales	No. of lotteries	Total ticket sales	No. of lotteries
Societies	£m 65.41	9,174	£m 63.00	8,124	£m 50.60	5,859	£m 39.53	4,020	£m 31.91	2,933
Local Authorities	18.52	3,000	15.02	2,490	9.50	1,526	6.87	1,011	5.51	767
Total	83.93	12,174	78.02	10,614	60.10	7,385	46.40	5,031	37.42	3,700

INSPECTORATE AND ENFORCEMENT

Introduction

122. Mr N J Wood, BEM, Senior Inspector for the South West Region, retired at the end of the year, having served with the Inspectorate since its inception in 1970. The Board greatly appreciate his long and valued service.

123. During the year, members of the Inspectorate gave 68 talks to police officers, including specialised courses at a number of police training establishments. The talks and courses do much to further the excellent liaison that exists between the Board and the police.

124. The Board's inspectors made 2,217 supervisory visits to casinos and 3,940 visits to bingo clubs. They issued 32 warnings for minor infringements of the law. They also made 697 supervisory visits to certificated gaming machine suppliers. Assistance was given to the police when they initiated 53 prosecutions for gaming offences and gave 26 cautions. Inspectors were named in 41 warrants issued under section 43 of the Gaming Act.

Casinos

125. On 9 November, police officers, accompanied by a number of the Board's inspectors, executed warrants under the Gaming Act and the Betting, Gaming and Lotteries Act 1963 on the Lyndhurst Club, London, a licensed card club.

126. At Bow Street Magistrates' Court on 16 November, Aspinall Curzon Limited, a club licensed under Part II of the 1968 Act, pleaded guilty to two charges of contravening section 14 of the Act and was fined £10 on each. It was given an absolute discharge on a third charge under section 19 of the Act.

127. There were a number of cases during the year of casino staff being involved in stealing money from the tables, or, in collusion with players, in stealing gaming chips. In one such case in the North of England, four members of staff were charged with theft and received conditional discharges. In another case at the same casino, a member of staff was convicted of stealing £100 from the tables for which he received 3 months' imprisonment, suspended for two years, and was ordered to pay £140 compensation.

128. The penalty imposed by the court is not the end of the matter in such cases, as the persons concerned are then invited to interview by the Board for consideration whether they are "fit and proper" to hold the Board's certificate of approval.

Bingo

129. Some competitions and "free draws", no doubt aimed at increasing admissions to bingo clubs, continued to give cause for concern. Each promotion has to be considered in detail to ensure that the laws relating to gaming and lotteries are not being contravened. This work tended to increase

as clubs tried to compete with “bingo” and other types of “free games” in newspapers and elsewhere.

130. There were further developments in licensed bingo halls where sophisticated equipment had been introduced in the game of mechanised cash bingo. The play units were being installed in the table tops of unit seating, each play unit linked to a micro-computer. Discussions with the bingo associations to revise the recommended code for mechanised cash bingo (see paragraph 57) do not affect the conduct of the game. The revised code will still limit the maximum number of persons playing the game to 200 and will ensure that the Board’s inspectors are able to satisfy themselves that the gaming is fairly and properly conducted.

131. There were a number of cases where managers of bingo halls were dismissed for dishonesty. Some resulted in the employees being prosecuted. In one, the dismissed manager was convicted of the theft of £1,531, and was sentenced to six months’ imprisonment, suspended for two years, and ordered to pay £1,531 compensation plus £100 costs.

Gaming machines

132. There continued to be examples of unlawful supply of gaming machines by persons not holding the Board’s certificate of approval to sell or supply machines. The Board’s inspectors remained ever watchful to bring evidence of these cases to the attention of the police.

133. In one prosecution for unlawful supply, a man was convicted at Scarborough Magistrates’ Court on 3 February and fined £500. In a similar case at Sunderland, a man was fined £300 with £35 costs.

134. During the year a number of video machines which offered games of blackjack and dice came to notice. There was a charge for play, the aim of the game being to achieve a high score or to better the previous score. These machines should be played for amusement only but the design lends itself to unlawful gaming and there is evidence that these machines have been used unlawfully on a number of sites in London.

APPENDIX I

REMUNERATION AND EXPENSES OF THE BOARD AND SENIOR STAFF

At the end of the year the Board consisted of a part-time Chairman and three part-time members. The remuneration of the Chairman was £12,032 a year and that of each of the members £7,235 a year.

On 31 December the Board had 85 full-time employees. Of these, one was receiving a salary between £20,000 and £25,000 a year and one a salary between £25,000 and £30,000 a year.

Expenses incurred during the financial year ended 31 March 1984 amounted to £133,661. £1,357 was attributable to Board members and £132,304 to the staff. Hospitality expenditure of £595 was incurred.

GUIDELINES FOR ACCEPTED PRACTICE (No. 1)

ACCEPTANCE OF CHEQUES

Prohibition of Acceptance of Cheques from Defaulting Players

1. No casino shall accept a cheque from a player to enable him to game if that player has dishonoured a previous cheque from which the debt, or any part of it, remains outstanding to that casino; *except* in special circumstances and then subject to a prescribed procedure, as follows:

- (i) *Special circumstances* means where, despite the previously dishonoured cheque, both casino and player still genuinely expect that the new cheque will be met upon presentation as required by the Gaming Act 1968 *and* the casino can justify such expectation, e.g. show that the player is well known as a member of long-standing with an hitherto immaculate record and has never before dishonoured a cheque for gaming at the casino and that its knowledge of the player's affairs provides reasonable assurance of the player's ability to pay.
- (ii) *Prescribed procedure*: In the exceptional instance where such special circumstances apply, the player's cheque for gaming may be accepted provided that the transaction is approved and authorised by the casino at Director level or, in rare circumstances, by a manager holding the Gaming Board's grey licence. A separate record of any such authorisations shall be maintained and made available to the Board's inspectors. The record must show:
 - (a) reasons for the approval;
 - (b) name and title of person who authorised it and his/her signature confirming the decision;
 - (c) the outcome (e.g. whether the cheque cleared).

In this context, a "dishonoured" cheque means any cheque for gaming returned to the casino by the bank to which it was delivered for payment or collection, whether marked for re-presentation or not. It includes, in the case of request for special clearance, oral advice that a cheque will not be met on first presentation. It does not include a cheque in respect of which advice is received of "effects not cleared", unless and until that cheque is subsequently returned or other notice is received that it will not be met.

2. Any player whose unsupported cheques are for whatever reason not acceptable to the casino shall be prohibited from gaming except for cash or its equivalent (i.e. Bank drafts, *reliable* "third party" cheques, travellers' cheques, cheques supported by a bank guarantee card, and chips).

Cheque-Cashing Facility Limits

3. When a Cheque-Cashing Limit has been established by a casino in respect of a particular player, no cheque facility which would cause the player's

liability to exceed that limit shall be permitted by the casino; *except* in special circumstances and then subject to a prescribed procedure as follows:

- (i) *Special circumstances* means where both casino and player genuinely expect that any cheque exchanged for the means to game as a result of the increase of that player's "cheque-cashing facility limit" will be met upon presentation as required by the Gaming Act *and* the casino can justify such expectation, e.g. show that its knowledge of the player's affairs provides reasonable assurance of the player's ability to pay for the agreed increase in his gaming
- (ii) *Prescribed procedure* shall be the same as that for the exceptional acceptance of cheques from defaulting players as at paragraph 1(ii) above.

Settlement

4. When a player is in process of discharging a debt in respect of gaming to a casino by part-payments over a period of time, that casino shall refuse to accept any further cheque from that player until the debt is settled in full; notwithstanding that the player may be permitted to play for cash or its equivalent.

5. No casino shall agree to the compromise of a dishonoured gaming cheque or enter into any arrangement to make settlement of a player's debt arising from such a cheque for less than the full amount in which that cheque was drawn.

Cheque Cashing Facilities for New Members/Guests and Known Defaulters

6. Prior to allowing members/guests with whom there has been no previous transaction to cash a cheque (and in the absence of a bank reference) the casino will undertake the following procedure:

- (i) Reference will be made to any member of the club suggested by the applicant as referee. Suitable assurances from such a member of good standing may be considered to constitute satisfactory evidence to warrant cheque cashing facilities, *unless* the applicant claims, or is known, to be a member of, or to have played at, any other casino in Great Britain.
- (ii) In such circumstances, reasonable enquiries will be made and in the event that it is established that the applicant is in debt to a casino in Great Britain the enquiring casino shall refuse to afford the applicant cheque cashing facilities until such time as the outstanding debt has been cleared.

This procedure will apply to cheques of £2,000 or more and reference to other casinos will be governed by the Statute of Limitations i.e. be limited to transactions during the previous six years.

GUIDELINES FOR ACCEPTED PRACTICE (No. 2)

CLUB ACTIVITIES

1. (a) *Sporting Events*

Events such as race meetings, golf tournaments and other sporting events are permissible so long as no indication is given that the sponsor is a casino operator. Logos and/or company names may be used but not the word "casino". This applies also to events sponsored by hotels in which a casino of the same name is located.

It is the responsibility of the sponsoring licence-holder to check the copy for any printed advertising matter associated with a sporting event and to ensure that no reference to the casino is made in any announcements. The event organiser's attention is to be drawn to Section 42 of The Gaming Act, 1968.

1. (b) *Events such as "Player of the Match"*

Such events are permissible subject to the condition in the second paragraph of Item 1(a). No mention of the casino as such may be made in any circumstances.

2. *Excursions for Members to Races*

Excursions to races for members are permissible and a marquee may be provided so long as the casino is not identified. A name (which excludes the word "casino") and a logo are permissible.

3. *Charity Functions*

It is permissible for licence holders to support charity functions by, for example, purchasing a block of tickets for a banquet or by purchasing "advertising" space in the printed programme of the event but the same approach must be adopted here as in sporting events. All reasonable steps must be taken to ensure that advertising copy does not contravene Section 42 of the Act and individual premises may not be identified.

4. *Free Draws*

The holding of free draws, raffles, etc., on a regular and frequent basis is an undesirable practice. However, prizes at a reasonable level may be given on special occasions.

5. *Free Gifts*

Gifts of small value are permissible on a general basis to members. Examples are diaries and pens. More expensive gifts to particularly valued members are also permissible at those times of the year when the giving of gifts is traditional. The giving of gifts is not to be used as a marketing device aimed at the public.

6. *Free Gaming Chips, Lucky Money or Similar Gifts*

The giving of free gaming chips is not permitted, nor is it permitted to give “lucky” money in the Chinese New Year or other such occasions.

7. *Fashion Shows on Licensed Premises*

These are not permitted.

8. *The Use of “Hotel Scouts”*

These are not permitted.

9. *Advertisements to Recruit Staff*

The design and content of advertisements should be such as to avoid any interpretation that their purpose is to advertise the casino as well as to recruit applicants.

10. *Advertising*

Advertisements which circulate wholly or mainly outside Great Britain are permissible.

11. *Games of Equal Chance excluding Backgammon*

Total prize money contributed by the casino for a particular game shall not exceed £2,000 in any one week whether in respect of a single match or a series of matches; no carry-forward is permitted.

APPENDIX IV

LIST OF AREAS IN WHICH THE LICENSING OF CLUBS FOR GAMING OTHER THAN BINGO IS PERMITTED, SHOWING THE NUMBER OF LICENSED CLUBS OPERATING ON 1 JANUARY 1984 and 31 DECEMBER 1984

ENGLAND

	<i>1 January 1984</i>	<i>31 December 1984</i>
LONDON	20	20

That area which is within the area specified in the Licensing (Metropolitan Special Hours Area) Order 1961—plus the remainder of the City of Westminster and the Royal Borough of Kensington and Chelsea.

THE AREAS OF THE FORMER COUNTY BOROUGHS, NON-COUNTY BOROUGHS AND URBAN DISTRICTS OF:

	<i>1 January 1984</i>	<i>31 December 1984</i>
BIRKENHEAD	1	1
BIRMINGHAM	5	5
BLACKPOOL*	2	2
BOLTON	2	2
BOURNEMOUTH	4	5
BRADFORD	2	2
BRIGHTON	3	2
BRISTOL	4	4
COVENTRY	3	2
DERBY	2	2
DUDLEY	1	1
GREAT YARMOUTH	2	2
HOVE	1	1
HUDDERSFIELD	1	1
KINGSTON UPON HULL	1	1
LEEDS	4	4
LEICESTER	3	3
LIVERPOOL	3	3
LUTON	2	2
LYTHAM ST ANNES	—	—
MANCHESTER	5	5
MARGATE	2	2
NEWCASTLE UPON TYNE	3	3
NORTHAMPTON	1	1

* In addition, there is one club which is open for a maximum of nine months each year.

APPENDIX IV—*continued*

	<i>1 January</i> <i>1984</i>	<i>31 December</i> <i>1984</i>
NOTTINGHAM	2	2
PLYMOUTH	2	2
PORTSMOUTH	2	2
RAMSGATE	1	1
READING	2	2
RYDE	—	—
SALFORD	1	1
SANDOWN/SHANKLIN	1	1
SCARBOROUGH	1	1
SHEFFIELD	3	3
SOUTHAMPTON	2	2
SOUTHEND-ON-SEA	2	2
SOUTHPORT	1	1
STOCKPORT	1	1
STOKE-ON-TRENT	1	1
SUNDERLAND	1	1
TEESSIDE	2	1
TORBAY	1	1
WALSALL	—	1
WARLEY	—	—
WEST BROMWICH	—	—
WOLVERHAMPTON	1	1

WALES

THE AREAS OF THE FORMER COUNTY BOROUGHS OF:

	<i>1 January</i> <i>1984</i>	<i>31 December</i> <i>1984</i>
CARDIFF	2	2
SWANSEA	2	2

APPENDIX IV—*continued*

SCOTLAND

THE AREAS OF THE FORMER COUNTIES OF THE CITIES OF:

	<i>1 January</i>	<i>31 December</i>
	<i>1984</i>	<i>1984</i>
ABERDEEN	2	2
DUNDEE	2	2
EDINBURGH	3	3
GLASGOW	4	4
	<hr/>	<hr/>
	119	118
	<hr/>	<hr/>

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