

## Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Policy for the licensing of gambling premises and permits
Directorate and Service Area	Neighbourhoods – Regulatory Services
Name of Lead Officer	Nick Carter – Regulatory Services Manager

### Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

#### 1.1 What is the proposal?

This is an equalities impact assessment of the Council's draft policy for the licensing of gambling premises and permits. Under Gambling Act 2005 local authorities are responsible for issuing premises licences, permits and notices in respect of gambling premises.

The city council are required to adopt a gambling policy every three years, the first of which came into effect on 31 January 2007. We now need to prepare and publish a new policy by 31 January 2022.

#### Function of the Policy

The gambling policy may be referred to by officers and members of committees when determining licensing applications and is available for all parties when applying for licences and submitting representations. As mentioned above this policy is relevant to various permissions and authorisations under the Gambling Act 2005 relating to gambling premises and permits, there are separate policies for other areas of licensing e.g. alcohol and entertainment, street trading, taxis and sexual entertainment venues.

The policy has served the council well and has not been subject to any challenge since implementation. The licensing of gambling related activities is a well regulated low risk licensing function. It is not anticipated that there will be any need to change the policy other than some drafting amendments to reflect

some minor amendments to guidance/legislation since the last policy was adopted. The legislation sets out a consultation process and framework which the council has a statutory responsibility to follow.

The Licensing Authority's role is limited as we licence premises and related activities e.g. Amusements with prizes (AWP) machines in licensed premises. The bulk of policy and operations are held with the Gambling Commission, which licences and regulates the operators through issuing operating licences.

Our experience of processing gambling act applications is that they are non-contentious. Since the legislation came into force only a small number of applications have been referred to the Licensing Committee for determination. These applications were for betting premises licences and representations were received from interested parties. The applications were granted by the Licensing Committee.

## **Step 2: What information do we have?**

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

### **2.1 What data or evidence is there which tells us who is, or could be affected?**

#### **General**

The Council's Gambling Policy covers the whole of Bristol. Any resident of the City of Bristol who engages in gambling with licensed operators has the potential to be affected.

#### **Licence or permit holders**

We currently licence 7 Adult Gaming Centres, 41 betting premises, 1 track betting premises, 4 bingo premises, 5 casinos, 61 lottery registrations and 283 permits (this includes notification of 2 or less machines or permits for 3 or more machines in alcohol licensed premises). On the whole the number of licences has decreased from previous years.

There is no data available specifically in respect of the demography of licence or permit holders in Bristol. This is primarily because application forms are prescribed by the Home Office and currently do not request equalities information. Furthermore licence holders are often businesses. Therefore

when considering the impact on licence holders and the public we need to rely on data covering the whole of the city whilst bearing in mind that spatially the demography of Bristol varies.

The Gambling Commission gathers national data on gambling participation the last of which was published in April 2020, detailed below;

- 46% of people have gambled in the last four weeks
- 50% of men have gambled in the last four weeks
- 43% of women have gambled in the last four weeks
- 21% of people have gambled online in the last four weeks

### **Age**

Children were explicitly identified as being vulnerable to harm in the Gambling Act 2005. National data indicates younger people are the age group most likely to gamble.

The 2011 Census tells us that;

- The median age of people living in Bristol is 33 compared to the UK median of 39. The age profile of people using the NTE would be the median age and younger.
- 8.3% of students make up the population in Bristol

### **Health and lifestyle Related Data**

GamCare is the leading national provider of information, advice, support and free counselling for the prevention and treatment of problem gambling.

GamCare highlights the impact of gambling on mental health. *'According to the Royal College of Psychiatrists problem gamblers are more likely than others to suffer from low self-esteem, develop stress-related disorders, to become anxious, to have poor sleep and appetite, to develop a substance misuse problem and to suffer from depression'.*

### **Sex and gender**

The Gambling Commission data indicates that both men and women gamble – men are about 5% more likely to gamble than women. GamCare data of 30,000 callers each year indicates that both men and women can develop problem gambling habits and men and women gamble in different ways. Men are more likely to use betting shops and women are more likely to use fruit machines and Bingo.

## **Ethnicity**

We do not have data on the ethnicity of people who gamble. The 2007 and 2010 British Gambling Prevalence Surveys have shown a consistent relationship between ethnicity and the people who gamble. In both studies, problem gambling prevalence rates were higher among those from non-White ethnic backgrounds<sup>1</sup>.

More recently, Gamcare have included information on the ethnicity of their 30,000 callers a year who report concerns about their own gambling, or the gambling of a family member or partner. This data indicates problem gambling affects people of all ethnicities therefore we can assume that Black, Asian and minority ethnic people gamble in similar proportions to their representation within the community. The 2011 Census shows us that about 16% of the Bristol population are from minority ethnic groups.

## **Disability**

16.8% of the population of Bristol have a disability or long-term health problem (Census 2011). There is some research which indicates people with health and social care needs may be disproportionately vulnerable to gambling related harm<sup>2</sup>.

## **Sexual Orientation and Gender Reassignment**

According to 2011 Census approximately 6% of population of Bristol are Lesbian Gay or Bisexual (Gender Reassignment is not recorded). We do not have reliable data about the prevalence of problem gambling for LGBTQ people, however there may be some particular patterns of use for LGBTQ problem gamblers<sup>3</sup>.

## **Religion and belief**

Religions have differing views on gambling, and problem gamblers from some faith groups may be reluctant to seek help within their own community because it is forbidden<sup>4</sup>. There is no data on what proportion of people with a faith and those with no faith participate in gambling.

- 46.8% of the population of Bristol identified as Christian in 2011 Census.

<sup>1</sup> NatCen Social Research <https://natcen.ac.uk/our-research/research/british-gambling-prevalence-survey/#:~:text=The%20British%20Gambling%20Prevalence%20Survey,what%20people%20think%20about%20gambling.>

<sup>2</sup> The nature of gambling-related harm for adults with health and social care needs: an exploratory study of the views of key informants (nih.gov) <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6650787/>

<sup>3</sup> Examining gambling & mental health in LGBTI communities Study [https://researchoutput.csu.edu.au/ws/portalfiles/portal/11452935/11202594\\_Published\\_report.pdf](https://researchoutput.csu.edu.au/ws/portalfiles/portal/11452935/11202594_Published_report.pdf)

<sup>4</sup> [https://en.wikipedia.org/wiki/Gambling#Religious\\_views](https://en.wikipedia.org/wiki/Gambling#Religious_views)

Compared to 62.1% 2001 Census.

- 37.4% of population of Bristol identified that they have no religion and 5.0% as Muslim (Census 2011).

## 2.2 Who is missing? Are there any gaps in the data?

There are significant gaps in data and a lack of information available in relation to local gambling.

## 2.3 How have we involved, or will we involve, communities and groups that could be affected?

There is a consultation process to be undertaken and communities and equalities groups will be included.

### **Step 3: Who might the proposal impact?**

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

#### 3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

No negative impact anticipated. The Act is a permissive regime and applications must be granted unless there are good reasons not to do so and each licence application, where representations are made, will be considered against the three key Gambling Act objectives, namely:

1. preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime,
2. ensuring that gambling is conducted in a fair and open way, and
3. protecting children and other vulnerable persons from being harmed or exploited by gambling

#### **Age**

This policy will have a Positive impact on age. Actions and objectives are stated in the policy that will help protect vulnerable and young people.

The policy at 3.5 outlines what the licensing authority's duty is in and what the Council expects from licence holders in respect of protecting young people from harm.

The policy makes provision for Children and Young Peoples services to act as the responsible authority for matters relating to the protection of children

from harm and enables them to comment on variations/new applications and request reviews of licences.

### **Disability**

No positive or negative impact anticipated but each licence application, where representations are made, will be considered against the three key Gambling Act objectives, namely:

1. preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime,
2. ensuring that gambling is conducted in a fair and open way, and
3. protecting children and other vulnerable persons from being harmed or exploited by gambling

In the policy applicants are requested to have regard to the type of people that are likely to visit their premises in their application when identifying the steps they will take to promote the licensing objectives. Applicants will be expected to propose steps to ensure that the physical layout of the premises does not present any risks to 'vulnerable' people, some of whom may be disabled.

### **Ethnicity and race**

The policy will ensure that all services are aware of the need to abide by the Equality Act (2010)

### **Sex and Gender**

There is some evidence to support a higher risk of problem gambling in men rather than women. In 2015-16 over 70% of calls to Gamcare support-line were from men, and the majority of calls from women were as an 'affected other'.

[http://www.gamcare.org.uk/sites/default/files/file\\_attach/GamCare%20Annual%20Statistics%202015-16.pdf](http://www.gamcare.org.uk/sites/default/files/file_attach/GamCare%20Annual%20Statistics%202015-16.pdf)

### **Pregnancy and maternity**

No expected impact

### **LGBT**

No expected impact

### **Religion and belief**

Most religions do not condone gambling for money; consequently some sectors could view the gambling policy as an endorsement of this kind of activity. There is however no expected significant negative impact.

**Gender re-assignment**

No expected impact

**Marriage and Civil Partnership**

No expected impact

3.2 Can these impacts be mitigated or justified? If so, how?

The policy is designed to meet the needs of all applicants and the general public and ensure that applications are dealt with on their own merits.

3.3 Does the proposal create any benefits for people with protected characteristics?

The policy makes provision for Children and Young Peoples services to act as the responsible authority for matters relating to the protection of children from harm and enables them to comment on variations/new applications and request reviews of licences.

3.4 Can they be maximised? If so, how?

**Step 4: So what?**

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?

There are no significant issues arising from this assessment.

4.2 What actions have been identified going forward?

The EQIA will be reviewed in the event of any equalities issues being raised by respondents to the consultation and will be updated after the consultation is concluded.

4.3 How will the impact of your proposal and actions be measured moving forward?

The next stage is for the policy to undergo a public consultation which will run for 12 weeks pending statutory timescales. After this the policy will be considered by the Cabinet and if approved will be presented to the Full Council recommending that the policy be adopted.

Service Director Sign-Off: Patsy Mellor, Director – Management of Place 	Equalities Officer Sign Off: <i>Reviewed by Equality and Inclusion Team</i>
Date: 18/05/2021	Date: 1/4/2021