



# Equality Impact Assessment [version 2.9]

Title: Policy for the licensing of gambling premises and permits	
<input checked="" type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input type="checkbox"/> New <input checked="" type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: Neighbourhoods	Lead Officer name: Nick Carter
Service Area: Regulatory services	Lead Officer role: Regulatory Services Manager

## Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

### 1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use [plain English](#), avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

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.

**1.2 Who will the proposal have the potential to affect?**

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input type="checkbox"/> The wider community
<input type="checkbox"/> Commissioned services	<input type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

**1.3 Will the proposal have an equality impact?**

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

<input checked="" type="checkbox"/> <b>Yes</b>	<input type="checkbox"/> <b>No</b>	[please select]
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**Step 2: What information do we have?**

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

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: <https://www.bristol.gov.uk/people-communities/measuring-equalities-success>.

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](#). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](#) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment Form](#)

Data / Evidence Source	Summary of what this tells us
[Include a reference where known]	

<p>NatCen Social Research <a href="https://natcen.ac.uk/our-research/research/british-gambling-prevalence-survey/#:~:text=The%20British%20Gambling%20Prevalence%20Survey,what%20people%20think%20about%20gambling.">https://natcen.ac.uk/our-research/research/british-gambling-prevalence-survey/#:~:text=The%20British%20Gambling%20Prevalence%20Survey,what%20people%20think%20about%20gambling.</a></p>	<p><b>Ethnicity</b> 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.</p>
<p>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) <a href="https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6650787/">https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6650787/</a></p>	<p><b>Disability</b> 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</p>
<p>Examining gambling &amp; mental health in LGBTI communities Study <a href="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</a></p>	<p><b>Sexual Orientation and Gender Reassignment</b> 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</p>
<p><a href="https://en.wikipedia.org/wiki/Gambling#Religious_views">https://en.wikipedia.org/wiki/Gambling#Religious_views</a></p>	<p><b>Religion and belief</b> 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</p>
<p><b>Additional comments:</b></p> <p>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.</p> <p>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.</p> <p>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.</p> <p>The Gambling Commission gathers national data on gambling participation the last of which was published in April 2020, detailed below;</p> <ul style="list-style-type: none"> <li>-46% of people have gambled in the last four weeks</li> <li>-50% of men have gambled in the last four weeks</li> <li>-43% of women have gambled in the last four weeks</li> <li>-21% of people have gambled online in the last four weeks</li> </ul> <p>Age</p>	

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 .

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 .

### 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 .

### 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 . 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. 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 Do you currently monitor relevant activity by the following protected characteristics?

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> Age                            | <input type="checkbox"/> Disability          | <input type="checkbox"/> Gender Reassignment |
| <input type="checkbox"/> Marriage and Civil Partnership | <input type="checkbox"/> Pregnancy/Maternity | <input type="checkbox"/> Race                |
| <input type="checkbox"/> Religion or Belief             | <input type="checkbox"/> Sex                 | <input type="checkbox"/> Sexual Orientation  |

## 2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

There are significant gaps in data and a lack of information available in relation to local gambling. Management of the Gambling Act is split between the Gambling Commission and Local Authorities, with the majority of responsibility for ensuring compliance with, for example, advertising code of conduct, management of problem gambling and other rules falling under the purview of the Gambling Commission. It is therefore challenging to obtain relevant data outside of reporting to the Gambling Commission and charities such as GamCare etc. The policy is statutory and the Council must have one, and much of the responsibility the Council has is governed by statute, so must be undertaken by law.

## 2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities. See <https://www.bristol.gov.uk/people-communities/equalities-groups>.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing change or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

Consultation is governed by statute and the Council must consult with at least persons who represent the interests of persons carrying on gambling activity, persons who appear to represent the interest of persons likely to be affected by the regulation by the authority, and the chief officer of police. A 12 week consultation was undertaken with these parties as well as being sent to equalities groups and made available on the Council's website.

## 2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

No further consultation is required, and the policy will be published on the Council's website one month prior to coming into force, as required by statute.

## Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or

mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](http://sharepoint.com)

**3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?**

Consider sub-categories (different kinds of disability, ethnic background etc.) and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the ‘Action Plan’ Section 4.2 below.

<b>GENERAL COMMENTS</b> (highlight any potential issues that might impact all or many groups)	
<p>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:</p> <ol style="list-style-type: none"> <li>1. preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime,</li> <li>2. ensuring that gambling is conducted in a fair and open way, and</li> <li>3. protecting children and other vulnerable persons from being harmed or exploited by gambling</li> </ol>	
<b>PROTECTED CHARACTERISTICS</b>	
<b>Age: Young People</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	<p>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.</p> <p>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.</p> <p>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.</p>
<b>Age: Older People</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Disability</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	<p>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:</p> <ol style="list-style-type: none"> <li>1. preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime,</li> <li>2. ensuring that gambling is conducted in a fair and open way, and</li> <li>3. protecting children and other vulnerable persons from being harmed or exploited by gambling</li> </ol> <p>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.</p>

## Appendix E

<b>Sex</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	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'. <a href="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</a>
Mitigations:	The policy is a statutory requirement, and gambling is deemed lawful by parliament. Much of the responsibility of the council is governed by statute, and does not discriminate by sex, nor does the policy.
<b>Sexual orientation</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Pregnancy / Maternity</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Gender reassignment</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Race</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	The policy will ensure that all services are aware of the need to abide by the Equality Act (2010)
<b>Religion or Belief</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	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.
Mitigations:	
<b>Marriage &amp; civil partnership</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>OTHER RELEVANT CHARACTERISTICS</b>	
<b>Socio-Economic (deprivation)</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	Those in lower socio-economic groups may experience more gambling related impact through accumulated debt or problem gambling.
Mitigations:	The Gambling Act sets out the considerations which the Council may consider, and the policy requires local risk assessment by the applicant for any premises licence, which would include the potential for problem gambling in deprived areas.
<b>Carers</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	

<b>Other groups</b> [Please add additional rows below to detail the impact for other relevant groups as appropriate e.g. Asylums and Refugees; Looked after Children / Care Leavers; Homelessness]	
Potential impacts:	N/A
Mitigations:	N/A

**3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?**

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our Public Sector Equality Duty to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

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.

**Step 4: Impact**

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

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

**Summary of significant negative impacts and how they can be mitigated or justified:**

There are no significant issues arising from this assessment.

**Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:**

There are no significant issues arising from this assessment.

**4.2 Action Plan**

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale

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

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

This is a statutory review and a further review will be undertaken in 3 years time or in line with the requirements of the Gambling Act.

**Step 5: Review**

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the Equality and Inclusion Team before requesting sign off from your Director<sup>1</sup>.

<p><b>Equality and Inclusion Team Review:</b>  <i><b>Reviewed by Equality and Inclusion Team</b></i></p>	<p><b>Director Sign-Off:</b>  </p>
<p>Date: <b>2/9/2021</b></p>	<p>Date: 07/09/2021</p>

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<sup>1</sup> Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.