

Equality and Safety Impact Assessment

The **Public Sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people’s needs. The Council’s Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with Section 17 of the Crime and Disorder Act and will enable the Council to better understand the potential impact of proposals and consider mitigating action.

<p>Name or Brief Description of Proposal</p>	<p>Further extension to the period of a provisional statement for a large casino at Royal Pier Southampton.</p>
<p>Brief Service Profile (including number of customers)</p>	
<p>The Licensing Committee is requested to consider and determine a request to further extend the period of a provisional statement for a Large Casino granted to Aspers Universal Limited in respect of Royal Pier Waterfront Development, Mayflower Park, Southampton. This was first granted in 2016 when the proposed waterfront development included proposals to reclaim land from the sea That would accommodate amongst other aspects of the overall development the site of the large casino. All developments plans for this proposal are now terminated. Current proposals for the waterfront do not include land reclamation, which would be required to site the large casino as per the provisional statement.</p>	
<p>Summary of Impact and Issues</p>	
<p>The Gambling Act 2005 provided the Council with the opportunity to grant a Large Casino Premises Licence. In accordance with the Act, the process for determining the large casino licence was followed and on 22nd March 2016 the Licensing Committee granted a provisional statement for a Large Casino to Aspers Universal Limited which was to be developed at the site of Royal Pier Waterfront Development, Mayflower Park, Southampton, SO14 2AQ</p> <p>The Licensing Committee is now requested to consider and determine a request to further extend the period of a provisional statement for a Large Casino granted to Aspers Universal Limited as the construction of the large casino had not yet commenced, namely due to circumstances beyond Aspers’ control, mainly that the reclamation of the land upon which to build had not commenced.</p> <p>The Gambling Act 2005 requires Southampton City Council to have regard to the licensing objectives when carrying out its licensing functions.</p> <p>The licensing objectives are:</p>	

<ul style="list-style-type: none"> • preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime • ensuring that gambling is conducted in a fair and open way, and • protecting children and other vulnerable persons from being harmed or exploited by gambling 	
Potential Positive Impacts	
<p>A: Option: Grant the extension application</p> <ul style="list-style-type: none"> • The council could grant a further extension to the provisional statement. <p>B: Option: Refuse the extension application</p> <ul style="list-style-type: none"> • The council could refuse a further extension to the provisional statement as based on consideration as to whether the scheme is likely to materialise. <p>The granting of the extension will keep alive an option to develop the waterfront with a land reclamation option.</p> <p>The refusal to grant the extension will provide the authority with the option of offering the large casino licence to other bidders at other locations within the city or to make a resolution not to issue a casino resolution, this impacts new licences not existing ones.</p>	
Responsible Service Manager	Phil Bates, Licensing Manger
Date	11/07/2022
Approved by Senior Manager	Mary D'Arcy, Executive Director, Communities, Culture & Homes
Date	11/07/2022

Potential Impact

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
Age	<p>Persons under 18 are not allowed access by law. Young males are identified as at greater risk of harmful gambling.</p> <p>An evidence review conducted by Public Health England has found that there is a significant link between the opportunities to gamble, advertising of gamble, and density of gambling premises with the likelihood of young people trying to gamble or experiencing harm from gambling. The same evidence review also found that family members gambling increased the likelihood of intimate</p>	<p>Any licence issued will have conditions to protect the vulnerable. This type of gambling takes place in a controlled environment where the gambling is monitored on site.</p>

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	<p>Partner Violence and other Adverse Childhood Effects that cause significant harms to those that experience them. These can include maltreatment, malnutrition, and physical and psychological abuse.</p> <p>The Bargate ward has the highest population of those aged 16-24 in the city, with a population of 34.9% young people. The city as a whole has 43,000 young people in the age range most at risk from harm from gambling. The young population is expected to increase by 6% between 2021 and 2028.</p> <p>[Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)]</p> <p>Population size and structure (southampton.gov.uk)</p> <p>Impact on young children having a large casino so close to a public recreation area including a children's play area.</p>	
Disability	<p>As with age some people with mental health disabilities are susceptible to harmful gambling. Those with sensory disabilities are also likely to have mental health issues which makes them more susceptible to harmful gambling.</p> <p>Public Health England has found that there are correlations with those experiencing poor mental health, social isolation, and disability being more likely to gamble and more likely to experience gambling related harm. This is likely linked to the social and inclusive aspects of gambling premises which are seen by these populations as places where social connections can be</p>	<p>Any licence issued will have conditions to protect the vulnerable. This type of gambling takes place in a controlled environment where the gambling is monitored on site.</p>

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	<p>made. An additional factor to be considered is that these populations may be more vulnerable to the harms that gambling can cause, as well as more at risk of those harms to begin with.</p> <p>Depression in Southampton is higher than the England average, with 10.1% of people estimated to have an unresolved diagnosis of depression. Those living in higher levels of deprivation are more likely to have higher levels of depression.</p> <p>[Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)]</p> <p>Mental health and wellbeing (southampton.gov.uk)</p>	
Gender Reassignment	No identified impacts.	N/a
Marriage and Civil Partnership	<p>Individual studies have been found by Public Health England do support the idea that those not in long term or stable relationships (single, separated, divorced or widowed) may be more likely experience harmful gambling, but the evidence is limited in scope.</p> <p>Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)</p>	Any licence issued will have conditions to protect the vulnerable. This type of gambling takes place in a controlled environment where the gambling is monitored on site.
Pregnancy and Maternity	No evidence was found that detailed a link between pregnancy, maternity, and gambling.	N/a
Race	There are significant links between many ethnic minorities and increased gambling rates, with individual studies reporting that some groups are more than three times more likely to gamble and experience gambling related harm	Any licence issued will have conditions to protect the vulnerable. This type of gambling takes place in a controlled environment where the gambling is monitored on

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	<p>than white populations. Some cultures oppose gambling and substance use, and these may be protective factors against gambling harm.</p> <p>There is a wide amount of ethnic diversity within the city, with 22.3% of the population listing their ethnicity as something other than White British.</p> <p>Bargate ward has the 2nd highest rates of ethnic diversity in the city, with 36% of residents identifying as non White British compared to 22% city average.</p> <p>[Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)]</p> <p>Ethnicity and language (southampton.gov.uk)</p> <p>ward-profile-infographic-bargate_tcm71-404658.pdf (southampton.gov.uk)</p>	<p>site.</p>
<p>Religion or Belief</p>	<p>Some religions oppose gambling and substance use, there is not sufficient evidence to determine if this is a protective factor. While those in religions are less likely to gamble, they may be less likely to seek help for fear of stigma.</p> <p>The largest religion in Southampton is Christian (51.5%), followed by 'no religion' (33.5%). Both philosophies permit gambling.</p> <p>The second largest religion in Southampton after Christianity is Islam, with 4% of the population identifying as Muslim. This rises to 9.6% of the population in Bargate. Islam does not permit gambling.</p> <p>[Gambling-related harms evidence</p>	<p>Any licence issued will have conditions to protect the vulnerable. This type of gambling takes place in a controlled environment where the gambling is monitored on site.</p>

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	<p>review: summary - GOV.UK (www.gov.uk)]</p> <p>Ethnicity and language (southampton.gov.uk)</p>	
Sex	<p>Males are more likely to gamble, more likely to gamble more money each time, and are more likely to experience harm from problem or harmful gambling. Landmark birthdays (18 & 21) were found to also increase the likelihood of a young person gambling. Problem and harmful gambling is also present in female populations when studied and problem and harmful gambling should not be thought of as a purely male harm.</p> <p>Males aged 20-24 are the biggest demographic in the city, followed by females aged 20-24.</p> <p>[Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)]</p> <p>Population size and structure (southampton.gov.uk)</p>	<p>Any licence issued will have conditions to protect the vulnerable. This type of gambling takes place in a controlled environment where the gambling is monitored on site.</p>
Sexual Orientation	<p>The first UK Games Industry Census in 2020 found that LGBT+ people make up 21% of the UK gaming industry, yet LGBT+ people make up just 3–7% of the population. This greatly increases LGBT+ community to gambling related harms.</p> <p><i>[Taylor, M. (2020) UK Games Industry Census: Understanding Diversity in the UK Games Industry Workforce, ukie, University of Sheffield, UKRI and Arts and Humanities Research Council.]</i></p>	<p>Any licence issued will have conditions to protect the vulnerable. This type of gambling takes place in a controlled environment where the gambling is monitored on site.</p>
Community Safety	<p>The evidence review by Public Health England found that family members gambling increased the likelihood of Intimate Partner Violence and other</p>	<p>Any licence issued will have conditions to protect the vulnerable. This type of gambling takes place in a</p>

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	<p>Adverse Childhood Effects that cause significant harms to those that experience them. These can include maltreatment, malnutrition, and physical and psychological abuse. While not the sole cause of IPV and child maltreatment, it was a significant factor.</p> <p>Domestic violence accounts for 17% of all recorded crime in Southampton, and has increased in each of the previous eight years.</p> <p>[Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)]</p> <p>Domestic abuse (southampton.gov.uk)</p>	<p>controlled environment where the gambling is monitored on site.</p>
<p>Poverty</p>	<p>A study from America that assessed impacts of 26 casino openings found that the increase in employment rates was often offset by population rate changes in the area as people travelled to be employed, or moved away from the area. Further those casinos studied had high rates of employee turnover equal to 25-40% of workforce per year.</p> <p>A large casino in the City will offer the increased availability of gambling. Whilst this is in a controlled environment, it could be considered as an additional option for gambling in the City, which could bring additional social issues. These include strains on relationships, financial difficulties, substance use, mental health and suicides or child neglect all of which contribute to poor health outcomes and many of which are contribute to poverty.</p>	<p>Appropriate conditions attached to the licence to identify problem gambling with early interventions. Licence holder to provide licensing authority with data showing incidents of problem gambling and interventions so both can work together to minimise impact</p>

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	<p>Financial harms are the third most commonly reported harm amongst gamblers, irrespective of gambling severity. Various financial harms including debt and bankruptcies have been reported as associated with large gambling properties like Casinos.</p> <p>Southampton is the 55th most deprived local authority in England, and is more deprived than comparator cities like Bristol, Leeds and Sheffield.</p> <p>Deprivation and inequalities between residents and neighbourhoods in Southampton are significant and continue to be a driver for crime and poor health outcomes in Southampton. In addition, key outcomes for children and young people in Southampton continue to be poorer than the national average, with outcomes significantly poorer (and starting earlier in life) for those residents living in the most deprived areas of the city compared to those living in the least deprived areas.</p> <p>The Bargate ward is the 6th most deprived ward in the city with 35% of the residents living in the lowest quintile (20%) in England compared to the Southampton average of 28%.</p> <p>Bargate ward has the 2nd highest rates of child poverty with 32% of children in the ward living in low-income families, compared to the Southampton average of 23%. 12% of the residents of Bargate live in fuel poverty, which is the 5th highest in the city.</p> <p>_ (publichealthwm.org)</p> <p>Harms associated with gambling: an</p>	

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	<p>abbreviated systematic review (publishing.service.gov.uk)</p> <p>Deprivation and poverty (southampton.gov.uk)</p> <p>ward-profile-infographic-bargate_tcm71-404658.pdf (southampton.gov.uk)</p>	
Health & Wellbeing	<p>An expansion to, or construction of, a large casino would likely employ many people from the local area. This will contribute to the economic development of the area. Employment and stable income are known to be beneficial to people's health.</p> <p>Problem gambling is identified as a health issue.</p> <p>Gambling provides many opportunities to cause and exacerbate health harms in the users of gambling premises and their social networks. There are existing relationships between gambling and substance use, gambling and IPV and child maltreatment, and gambling and mental health issues. Those experiencing negative health issues are more likely to use gambling premises, creating or worsening potential harms like anxiety, neurotic symptoms, suicidality, and degradation of social networks. The financial impact of gambling can create harms that extend beyond the gambling premises, bringing additional pressures to those experiencing harm from gambling.</p> <p>[Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)]</p>	<p>Appropriate conditions attached to the licence to identify problem gambling with early interventions.</p> <p>Licence holder to provide licensing authority with data showing incidents of problem gambling and interventions so both can work together to minimise impact</p>
Other Significant	<p>NIGHT SHIFTS</p> <p>Shift work has been shown to have a</p>	<p>Any licence issued will have conditions to protect the</p>

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<p>Impacts</p>	<p>detrimental effect on the health of employees, negatively impacting daily sleep length, circadian rhythms, work-life balances and stress. This is particularly worse for those working night shifts. Shift work is also associated with obesity, cardiovascular disease, diabetes and cancers. Shift work is also associated with negative impacts on family lives, higher separation rates, less effective parenting, and deterioration of family cohesion.</p> <p>_ (publichealthwm.org)</p> <p>VETERANS UK armed forces veterans report a higher prevalence rate of problem gambling compared with non-veterans, with potential negative impact on family life.</p> <p>A Public Health England evidence review found that those experiencing traumatic and violent events like someone being killed, wounded, or physically attacked increased the likelihood of both gambling and gambling related harms, with veterans being a prominent feature in the studies used in the evidence review.</p> <p><i>[Dighton, G., Roberts, E., Hoon, A. E., & Dymond, S. (2018). Gambling problems and the impact of family in UK armed forces veterans, Journal of Behavioral Addictions, 7(2), 355-365. Retrieved Jul 20, 2022, from https://akjournals.com/view/journals/2006/7/2/article-p355.xml]</i></p> <p>[Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)]</p> <p>SUBSTANCE USE There is a strong association between</p>	<p>vulnerable. This type of gambling takes place in a controlled environment where the gambling is monitored on site.</p>

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	<p>substance use and gambling. Those that use substances (alcohol, tobacco, illegal drugs) are more likely to gamble, and those that gamble are more likely to have substance use issues. At time of writing Southampton has the highest rate of people with alcohol issues being admitted to hospital in the country, according to a pilot survey at UHS.</p> <p>[Gambling-related harms evidence review: summary - GOV.UK (www.gov.uk)]</p> <p>Local Alcohol Profiles for England - Data - OHID (phe.org.uk)</p> <p>ECONOMIC COST The excess economic costs of harmful gambling were estimated at £1.27 billion for England. But we expect that the true costs are higher because the lack of evidence meant that it was not possible to cost all types of harms or the wider harms to individuals or society. Previous research on the economic costs of gambling in England (from 2016) estimated the excess cost of harmful gambling to be between £200 million and £570 million for England. These estimates are likely to change with further evidence.</p> <p>RISK TO PUBLIC HEALTH There is limited evidence relating to the specific health effects of casinos in comparison to the health effects of gambling overall. This represents a gap in the available literature and is not the same as evidence of no effect.</p> <p>The evidence suggests that harmful gambling should be considered a public health issue because it is associated with harms to individuals, their families, close associates and wider society.</p>	

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