

CAMBRIDGE CITY COUNCIL



GAMBLING ACT 2005

Local Area Profile

April 2016

CONTENTS

- 1. Introduction**
- 2. Background**
- 3. Problem Gambling**
- 4. Gambling Premises**
- 5. Cambridge City**
- 6. Compilation of Local Profile**
- 7. Cambridge in Detail**
- 8. The Local Profile**

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1. Introduction

Nationally, gambling policy and the regulatory environment overall has an increasing focus on risk. Whilst not compulsory, it is now recommended that a licensing authority creates a 'local area profile' to inform its understanding of risk and to allow appropriate decisions to be made and steps taken to mitigate these risks.

From April 2016, gambling establishment operators must undertake 'local area risk assessments' for all their premises and will be expected to give due consideration to the information available in the Council's 'local area profile'.

Although not a compulsory requirement, we have included a local area profile in the proposed Policy in order to increase awareness of local risks and improve information sharing with gambling operators. This will facilitate constructive engagement with licensees and a more coordinated response to local risks.

The local area profile will help to inform the local risk assessment process. For example, if a gambling outlet is to be located within close proximity to a school we would expect licensees to have sufficient controls in place to mitigate associated risks, e.g. implementing a robust Think 21 policy and ensuring that the premises is so designed that children cannot see gambling taking place. The Council believe that contribution to premises risk assessments and being knowledgeable and informed on the 'local area' and risks is necessary in order to provide sufficient detail within the assessment. This means that any assessments undertaken do need to have an involvement of and an understanding of the local area in which they operate and are licensed.

It is wholly anticipated that the Council's 'local area profile' will develop over time and will be influenced by information and intelligence from researchers, key partners and other stakeholders.

It is our view that the inclusion of a Local Area Profile within the Policy will bring the following benefits:

- enable us to better serve our local community, by better reflecting the community and the risks within it,
- enable us to make robust decisions, based on a clear, published set of factors and risks, which are therefore less susceptible to challenge; and
- encourage operators and applicants to take a proactive approach to risk that is likely to result in reduced compliance and enforcement action.

2. Background

The last decade has seen many changes in the British gambling landscape. The most notable changes during this period include growth in the availability of remote gambling (particularly via the internet), the introduction of fixed odds betting terminals into most bookmakers, an increase in the number of casinos, an increase in the prominence of poker (both online and offline), and the introduction of online betting exchanges.

The most severe form of gambling, pathological (or problem gambling) is recognized as a mental health disorder. Pathological gambling is currently classified as an impulse control disorder but it shares many important features with substance use disorders, especially in terms of diagnostic criteria, clinical course, and treatment.

Key Facts

All major current research has been undertaken at national level.

- 73% of the adult population (16+) participated in some form of gambling in the past year (2010)
- The most popular gambling activity remains the national lottery. Excluding this the rate is 59% of adults
- 14% of adults had used the internet to gamble in the past year
- Problem gamblers are most likely to be young, male, have parents who gambled regularly and smoke.
- Other risk factors include unemployment, poor health, those from Black Asian and Black British backgrounds and other substance misuse.

British Gambling Prevalence Survey (BGPS) 2010

The BGPS 2010 is the third nationally representative survey of participation in gambling and the prevalence of problem gambling in Great Britain. It builds on the two previous surveys conducted in 1999 and 2007. The BGPS 2010 is the first survey to have been carried out since the implementation of the Gambling Act 2005 on 1 September 2007. The aims of the BGPS 2010 were to provide data on participation in all forms of gambling in Great Britain, the prevalence of problem gambling, attitudes to gambling and to explore a range of associations with gambling behaviour.

Participation in Gambling Activities

- Overall, 73% of the adult population (aged 16 and over) participated in some form of gambling in the past year. This equates to around 35.5 million adults in the UK. Applied to the estimated 16+ population of Cambridge City (93,300) in 2014 (Office of National Statistics Population Estimates), this would amount to around 68,109 people in the authority.
- The most popular gambling activity was the National Lottery. In 2010, 59% of adults had bought tickets for the National Lottery Draw.

- Excluding those who had only gambled on the National Lottery Draw, 56% of adults participated in some other form of gambling in the past year. This would amount to ~38,300 people in Cambridge City.
- After the national lottery, the next most popular gambling activities are other lotteries (25%), scratch cards (24%), horserace betting (16%) and slot machines (13%).
- The survey has noted a significant increase in betting on other events such as horse and dog racing (increased from 3% in 1999 to 9% in 2010, scratch cards (up to 24% in 2010 from 20% in 2007) and a smaller increase in online poker/bingo/casino gambling from 3% in 2007 to 5% in 2010.
- In contrast, betting on football pools, slot machines and online bets has fallen slightly over the course of the survey.

Online and Offline Gambling

- Overall, 14% of adults had used the internet to gamble in the past year, including online lottery tickets, betting, casino games, bingo, online slot machines and football pools. This would estimate to ~13,100 people in Cambridge City. Increases in online gambling activity have been greater in women than men.
- Among respondents who had gambled in the past year, 81% reported that they gambled 'in person' only, 17% had gambled both online and in-person and only 2% had gambled 'online only'.
- The survey suggests that most gambling activities still occur 'offline'; however casino games and betting on other sports events reported relatively high proportions of online activity – 39% and 27% respectively.

Profile of Participants in Gambling Activity

- Men were more likely than women to gamble overall (75% for men and 71% for women). Women however had higher incidence participating in bingo and scratch cards.
- Gambling participation is associated with age – participation was lowest among the youngest and oldest age groups and highest among those aged 44-64.
- Gambling prevalence was highest among those who were;
 - Either married or had been married (75%)
 - White/white British (76%)
 - Those whose highest qualification was GCSE's or equivalent (76%)
 - Those in lower supervisory/technical households (79%)
 - Those in paid work (78%)
 - Those with the highest personal income

Gambling Frequency

- 59% of people who participated in the National Lottery did so once a week or more often. Only football pools had a similar level of frequency (54% once a week or more often).
- There were five other activities which were undertaken at least once a month by half or more of all participants. These were bingo played in person (54%),

casino games played on line (53%), spread betting (53%), fixed odd betting terminals (52%), and poker at a pub/club (50%).

- Taking participation in all gambling activities together, past year gamblers took part in gambling, on average, on 93.6 days per year. That is, they tended to gamble more than once a week, but not quite as often as twice a week.
- Those who gambled both online and in-person did so more than twice as often (163.3 days) as those who gambled 'online only' (61.5 days) or 'in-person' only (79.5 days).
- Overall, 6% of regular gamblers were classified as high-time/high-spend gamblers.
- The profile for high-time gamblers consists disproportionately of those with poorer socio-economic indicators, with National Lottery and Bingo being the most popular activities.
- The profile for high-spend gamblers had a higher proportion of graduates, those in paid employment and a preference for betting on horse racing, slot machines and casino games.
- When asked how their gambling involvement had changed in the past year, 4% reported an increase, 13% a decrease and 82% no change.

3. Problem Gambling

Problem gambling, or Ludo mania, is an urge to continuously gamble despite harmful negative consequences or a desire to stop. Problem gambling often is defined by whether harm is experienced by the gambler or others, rather than by the gambler's behavior. Severe problem gambling may be diagnosed as clinical pathological gambling if the gambler meets certain criteria. Pathological gambling is a common disorder that is associated with both social and family costs. The condition is classified as an impulse control disorder, with sufferers exhibiting many similarities to those who have substance addictions.

- Problem gambling prevalence measures using DSM-IV (diagnostic and statistical manual of mental disorders) and PGSI (problem gambling severity index) estimate problem gambling at between 0.7 and 0.9% of the adult population in 2010.
- Rates observed in Great Britain compared similarly to other European countries, particularly Germany, Norway and Switzerland, and lower than countries like the USA, Australia and South Africa.
- Problem gamblers were more likely to be male, younger, have parents who gambled regularly and had experienced problems with their gambling behaviour and be current cigarette smokers. Unemployment, poor health, alcohol consumption and those from Asian/Asian British and Black/Black British backgrounds were also associated risk factors.
- Current best estimates suggest that less than 1% of those in need of treatment actually embark on a treatment programme.
- It is estimated that every problem gambler represents an annual cost to society of c£8,000.

Young People and problem gambling

There are an estimated 127,500 people aged under 24 with a gambling problem in the UK. Factors linked with problem gambling in young people include; depression, anxiety, crime, suicide, alcohol and substance abuse and poor school performance.

Gambling and Debt

The first known UK research to focus exclusively on the relationship between problem gambling and over indebtedness, published in Autumn 2009, was jointly commissioned by GamCare and the Money Advice Trust from Manchester Metropolitan University. Key findings were;

- Debts of up to £60,000 might be common amongst problem gamblers.
- Understanding of problem gambling amongst money advice agencies and in the NHS is extremely low.
- Awareness of the help available to problem gamblers amongst these agencies and in the NHS, particularly GPs, is equally poor.
- There is an urgent need to improve education about gambling for young people, alongside or as part of work on financial literacy and understanding chance and risk.

4. Gambling Premises

In Cambridge City there are currently:

16 Betting Shops

2 Adult Gaming Centres

10 Premises with Gaming Permits

7 Premises with Club Machine Permits

These premises pose potential risks to those who reside, work and visit the City in terms of associated crime and also in terms of 'problem gambling'.

Problem gambling is commonly defined as gambling to a degree that compromises, disrupts or damages family, personal or recreational pursuits. This profile provides data and maps of the local area showing the risk profile for Cambridge City for the Gambling Act 2005 Policy.

5. Cambridge City

Cambridge City Council is situated in Cambridgeshire, which contains a total of 5 District Councils. Cambridge combines a rich history with the vibrancy and prosperity of outstanding educational institutions and modern businesses. It is an inspiring and attractive place in which to live and work. It is at the heart of a buoyant sub-region which is an area designated for major growth in employment and housing.

The City of Cambridge is in the east of England, 50 miles north of London. A beautiful place to live and work, Cambridge is an historic University City and market town with high quality architecture and attractive open spaces. It is also a city of national importance, being a world leader in higher education and many 21st century industries – information technology, telecommunications and commercial research, particularly the biotechnology sector.

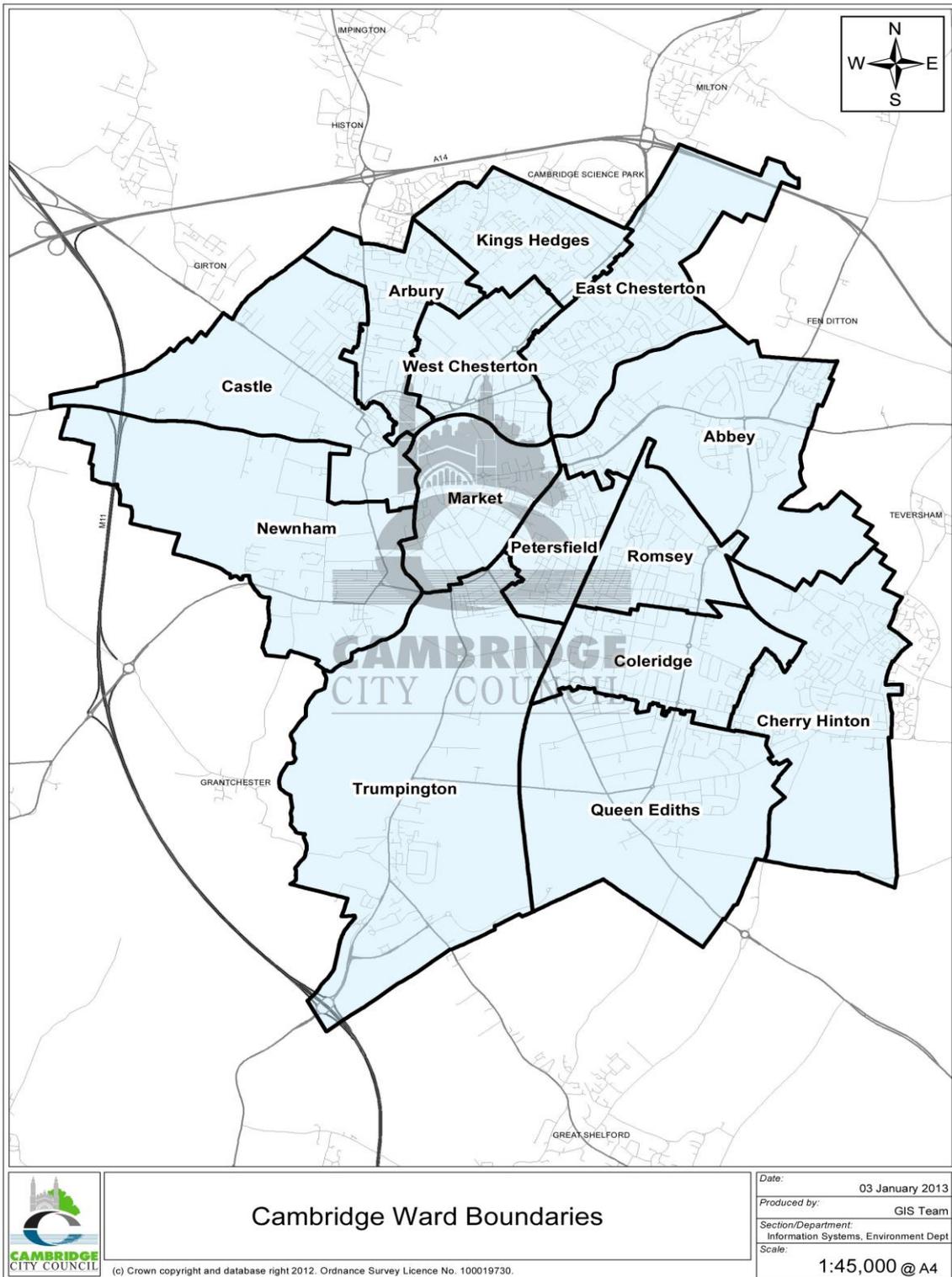
The population of Cambridge is over 125,000. This is forecast to increase to 151,800 in 2031 as a result of new developments

At present 23% of the City's population are aged 15–24. A significant characteristic of the City's population is its large and diverse student population, totaling almost 27,000 (including post graduates). This is swollen further by language students attending "summer schools", which adds to a high "churn" in our population. The proportion of older people in the City has not grown in the past 10 years.

The daytime population of the City increases significantly, with high levels of commuting into the City and very large numbers of tourists and visitors. Last year nearly 4 million people visited the City. The high day time population places pressure on the City's infrastructure and heavy demands on basic Council services such as street cleaning.

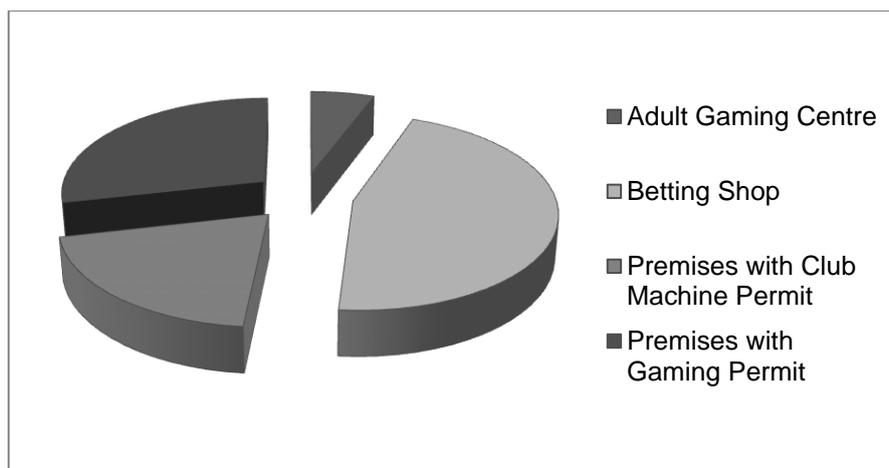
Cambridge has one of the highest qualified work forces in the East of England with 65.8% of people having NVQ4 qualifications and above, and relatively speaking, the City is affluent.

Cambridge has 14 Wards as shown in the map below:



The Ward Breakdown of Gambling Premises is detailed below:

WARD	BREAKDOWN
Abbey	1 Premises with Club Machine Permit
Arbury	1 Betting Shop
Castle	NA
Cherry Hinton	2 Betting Shops
Coleridge	3 Betting Shops 1 Premises with Club Machine Permit 1 Premises with Gaming Permit
East Chesterton	1 Betting Shop 2 Premises with Club Machine Permit
Kings Hedges	1 Betting Shop 1 Premises with Gaming Permit
Market	2 Adult Gaming Centres 5 Betting Shops 3 Premises with Club Machine Permit 6 Premises with Gaming Permit
Newnham	NA
Petersfield	NA
Queen Edith	NA
Romsey	1 Betting Shop
Trumpington	NA
West Chesterton	2 Betting Shops 2 Premises with Gaming Permit



6. Compilation of the Local Profile

In researching and compiling the Local Profile for Cambridge City consideration and focus has been upon the following strands:

- Crime & Disorder
- Antisocial Behaviour
- Areas of Deprivation
- Accessibility
- Health
- Safeguarding

It is using this information that the Council has been able to identify concerns and risks in relation to gambling in particular areas as described in this Local Area Profile.

In line with updated guidance, the Council will use the Local Area Profile to help shape the Gambling Statement of Principles. The profile will be maintained separately from the Statement to enable it to be updated accordingly.

The Local Area Profile has regard to the following:

- Places of Worship & Religious Buildings
- Schools, Sixth Form Centres, Nurseries & Other Education establishments
- Hostels or Shelters for Vulnerable People
- Addiction Support Facilities (e.g. drug/ alcohol)
- Supported Living & Sheltered Housing Facilities
- Residential Care establishments
- Hospitals
- Mental Health Centres
- Community Centres
- Areas with a significant presence of children (e.g. Park)
- Job Centres
- Pawn Broker/ Pay Day Loan businesses in the area
- Nearby Parking facilities
- Banks and/ or ATM facilities nearby
- Transport links (e.g. bus stops)

- Other gambling premises in the area
- Crime and Disorder Statistics for the area
- Known anti-social behaviour issues
- The area footfall (e.g. is it a residential area, are there mainly visitors)
- Other premises in the area (type and operation)
- Known issues with ludomania
- The economic makeup of the area
- The surrounding night time economy

The Council has specifically included the location of religious premises and places of worship with the Local Area Profile due to evidence we have that they are focal points and areas of congregation for a percentage of vulnerable members of the local community, including our homeless community and youth population.

It is not intended that we are considering any moral or ethical issues associated with gambling.

Accessibility to money is a factor which is cited in many gambling studies as is proximity from various locations such as dwellings to gambling venues as being a notable factor.

7. Cambridge in Detail

General

Cambridge continues to be a diverse and dynamic place with a high turnover in its population and a place of growth. People are drawn to Cambridge because it has an international reputation as a centre for academic excellence and research. The economic success contributes to a high jobs density in the City but has also led to a high cost of living.

The total number of people at places of work identified (in the 2011 census) in Cambridge is 84,617, occupied by 33,839 people who live in the City. Therefore 40% of Cambridge employment is filled with people who live in the City.

Cambridge continues to be one of the most diverse places in the country, outside of London, with an increasing proportion of its population made up of a number of ethnic groups.

According to the 2011 census, there were 103.5 males to every 100 females resident in Cambridge which is higher than the national average.

In general, the median age of people resident in Cambridge is thirty-one, one of the lowest medians for a local authority population in the country. Cambridge's age structure differs significantly from the other Cambridgeshire districts and nationally.

Health & Wellbeing Profile

The health of people in Cambridge is varied compared with the England average.

Life expectancy for men and women is higher than the England average.

Health and social care services in all sectors find themselves under increasing pressure. People are living longer and the proportion of older people in our society is increasing; resulting in growing needs and demands on existing systems and services.

Unique to Cambridge are the Joint Strategic Needs Assessments which identify the current and future health and social care needs within the local area. Local authorities and clinical commissioning groups (CCGs) have an equal and joint duty to prepare the assessments through the health and wellbeing board.

There are many different factors which have an important influence on people's health. The factors which have been found to have the most significant influence are widely known as the determinants of health. While health services make a contribution to health, most of the key determinants of health, for example, education, employment, housing, and environment, lie outside the direct influence of healthcare.

Deprivation & the Anti-Poverty Strategy

The Department of Communities and Local Government (DCLG) and the Index of Multiple Deprivation 2015 (IMD 2015) indicates that Cambridge City ranks as a less deprived area than average.

The IMD has identified two areas within Kings Hedges which fall within the 20% most deprived areas in the country. There are also a further 18 areas in the city which are amongst the 40% most deprived areas nationally.

Deprivation does not just cover finances but a complex range need and a lack of access to resources. In total there are seven indices:

- Income
- Employment
- Education, Skills and Training
- Health deprivation and Disability
- Crime
- Barriers to Housing and Services
- Living Environment

The City of Cambridge has a thriving economy where the quality of life enjoyed by manage residents is high. However, there is evidence to show that this is not shared by all Cambridge residents. A fifth of households in the City have annual earnings of £19,169 or less and a significant proportion of Cambridge residents are also in receipt of benefits, up to 20% of residents in some Wards in the City.

The anti-poverty strategy aims to improve the standard of living and daily lives of those residents in Cambridge who are experiencing poverty, but also to alleviate issues that can lead to households on low incomes to experience financial pressures.

In terms of the economic make-up of the area, in compiling the Local Area Profile we explored the findings of reports from the Gambling Commission 2009 and 2010 undertaken Birmingham University titled “the role of social factors in gambling; evidence from the 2007 British Gambling Survey”. Whilst the study dates back, there are a number of observations within the reports which focuses more on the social aspects of gambling and make up of individuals from a local area, income of individuals and further factors which led the Council to consider our own Anti-Poverty Strategy.

Some high risk groups often also correlate to having low or limited income, live in areas of high deprivation, are more at risk of being involved in or of being a victim of crime and disorder as well as often suffering with additional health related matters.

Community Safety

Nationally, total crime (both police recorded crime and the measures within the Crime Survey for England and Wales) is showing a declining trend. This is not to say there have not been spikes or local increases in some parts of the Country. Within Cambridge City total crime has reduced over the long term, with recent increases noted.

Over the last 12 months there have been a number of emerging issues, both nationally and locally. These include cohesion, child sexual exploitation (CSE), modern day slavery, cybercrime and dwelling burglary. A particular aspect across all of these is the vulnerabilities displayed, particularly by the victims of these crimes.

The Cambridge City Community Safety Partnership currently has the following priorities:

- To understand the impact of mental health, alcohol and drug misuse on violent crime and anti-social behaviour
- alcohol-related violent crime
- antisocial behaviour
- personal property crime
- domestic abuse (with local awareness raising and training)

Local Economy

The primary purpose of a local economic assessment is to inform county and district councils’ sustainable community strategies, and the economic interventions of local partners. Local economic assessments will also form part of the evidence base for the preparation of a range of local strategies such as local transport plans, local development frameworks, skills and economic development strategies.

There is a large working age population, but high student numbers reduce the levels of economic activity. However, with a high level of in-commuting, Cambridge is a regional hub of employment with Cambridge being the third largest travel to work area in the East of England.

A large proportion of the resident population are employed in 'high value' occupations (64%) but there are disparities within the City with some areas having a much higher prevalence of Jobseeker's Allowance claimants. This is particularly true for King's Hedges Ward and, to a lesser extent, Abbey and Arbury Wards.

The unemployment rate among the economically active across Cambridge City is low at 3.5% of 16-74 year old residents (compared with a national level of 5.2%).

Knowledge intensive occupations are concentrated in Cambridge City where they represent 26% of employment (reflecting high employment in teaching, research and health professions). The dominant sectors of employment are education (accounting for approximately 25% of all employment compared with a national average of 10%), health, professional, scientific and technical, and retail.

The East of England Forecasting Model estimates that labour productivity in Cambridge City is the third highest of all Greater Cambridge districts. 45% of Cambridge workers work in the public sector (15 percentage points higher than the national average).

8. The Local Profile

The following area profile has been included to facilitate operators being able to better understand the environment within Cambridge City and therefore proactively mitigate risks to the licensing objectives.

The number of gambling premises has remained stable since the inception of the 2005 Act.

We have produced and included an overview of key buildings at a ward level, including licensed premises and schools as a number, although not all of these premises can and do have gambling and alcohol related licenses (small society lotteries, TEN's, notification of more than 2 gambling machines). It is pertinent to highlight that the Local Area Profile is not exclusively just for the larger betting establishments.

The City also has a number of licensed premises (2003 Act) which have 2 gambling machines (automatic entitlement) which are required to be registered and the appropriate fee paid. Whilst these are not separately licensed, they will be inspected accordingly and the Council expect these premises to consider an appropriate risk assessment and will review their activities within the guidance.

Appendix Ai

Abbey Ward

Educational Facilities	1 Primary School
Places of Worship	7 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 4 Premises Licensed for Off Sales – 7 Premises Licensed for On & Off Sales - 6

Arbury Ward

Educational Facilities	2 Primary Schools
Places of Worship	3 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 2 Premises Licensed for Off Sales – 10 Premises Licensed for On & Off Sales - 5

Castle Ward

Educational Facilities	1 Primary School
Places of Worship	5 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 7 Premises Licensed for Off Sales – 1 Premises Licensed for On & Off Sales - 22

Cherry Hinton Ward

Educational Facilities	4 Primary Schools 1 Secondary School
Places of Worship	2 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 3 Premises Licensed for Off Sales – 5 Premises Licensed for On & Off Sales - 6

Coleridge Ward

Educational Facilities	1 Primary School 1 Secondary School 1 Further Education Establishment
Places of Worship	2 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 11 Premises Licensed for Off Sales – 12 Premises Licensed for On & Off Sales - 14

East Chesterton Ward

Educational Facilities	1 Primary School
Places of Worship	3 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 1 Premises Licensed for Off Sales – 6 Premises Licensed for On & Off Sales - 3

Appendix Ai

Kings Hedges Ward

Educational Facilities	3 Primary Schools 1 Further Education Establishment
Places of Worship	3 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 2 Premises Licensed for Off Sales – 4 Premises Licensed for On & Off Sales - 3

Market Ward

Educational Facilities	1 Primary School 1 Secondary School
Places of Worship	22 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 81 Premises Licensed for Off Sales – 14 Premises Licensed for On & Off Sales - 109

Newnham Ward

Educational Facilities	1 Primary School 1 Independent School
Places of Worship	3 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 12 Premises Licensed for Off Sales – 3 Premises Licensed for On & Off Sales - 17

Petersfield Ward

Educational Facilities	1 Primary School
Places of Worship	5 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 23 Premises Licensed for Off Sales – 18 Premises Licensed for On & Off Sales - 20

Queen Ediths Ward

Educational Facilities	3 Primary Schools 1 Secondary School 1 Independent School
Places of Worship	4 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 1 Premises Licensed for Off Sales – 2 Premises Licensed for On & Off Sales - 5

Romsey Ward

Educational Facilities	1 Primary School
Places of Worship	4 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 7 Premises Licensed for Off Sales – 7 Premises Licensed for On & Off Sales - 6

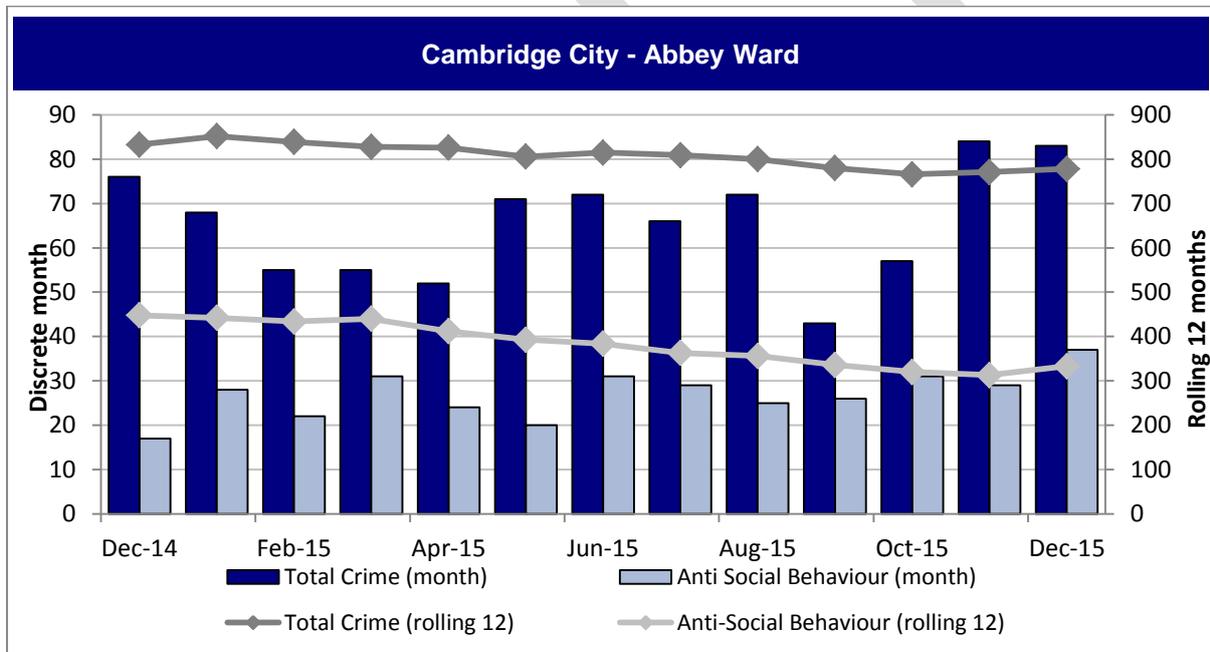
Trumpington Ward

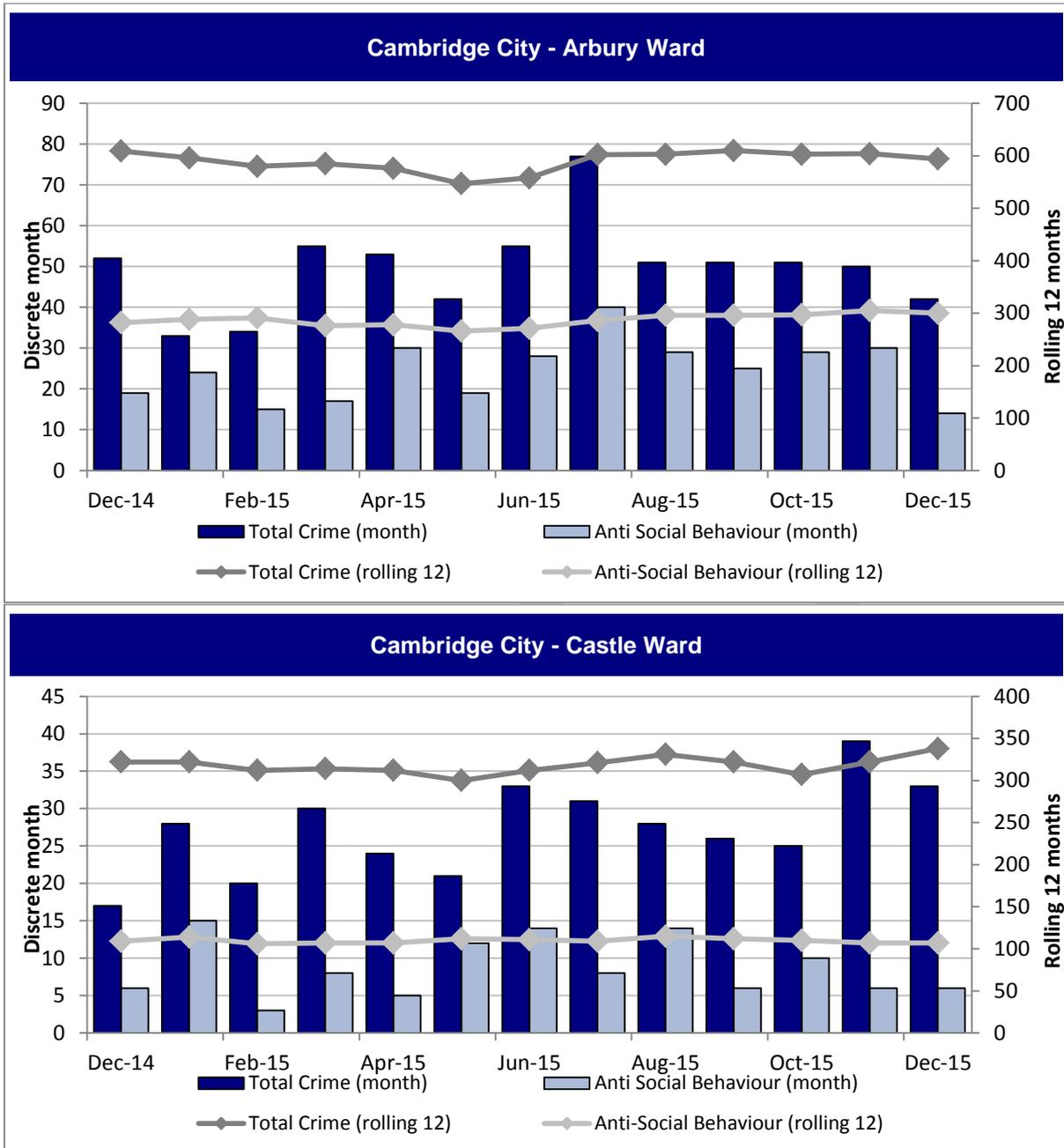
Educational Facilities	2 Primary Schools 2 Independent Schools 1 Further Education Establishment
Places of Worship	6 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 10 Premises Licensed for Off Sales – 9 Premises Licensed for On & Off Sales - 21

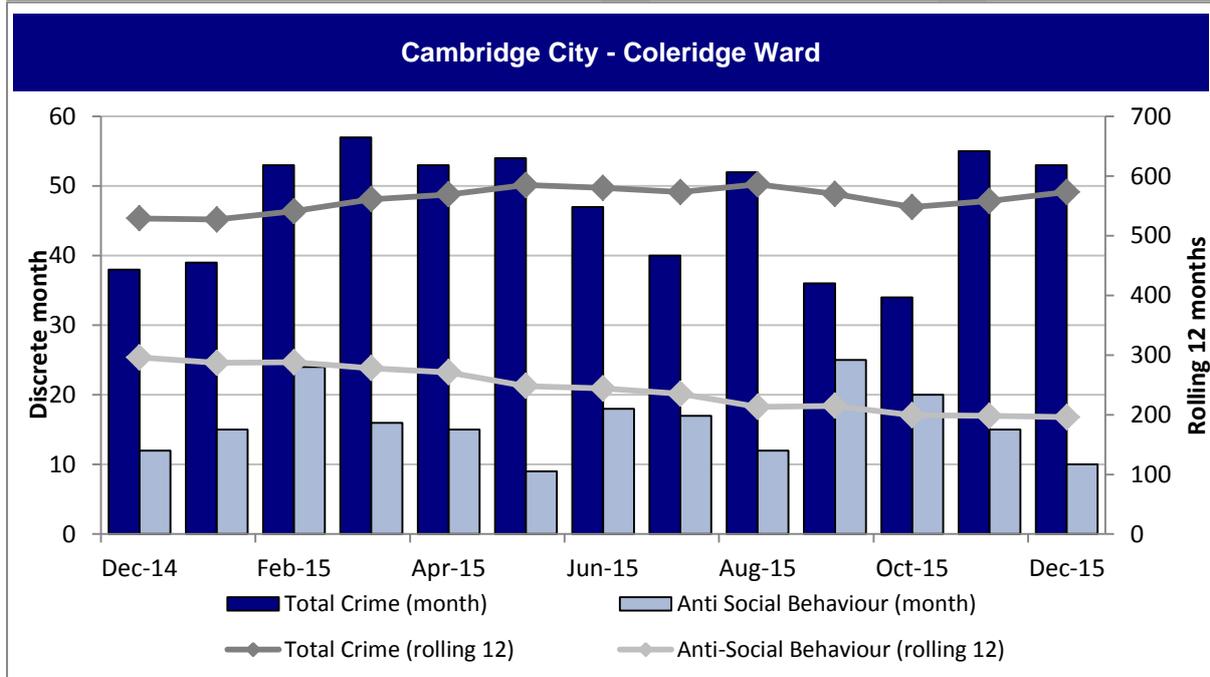
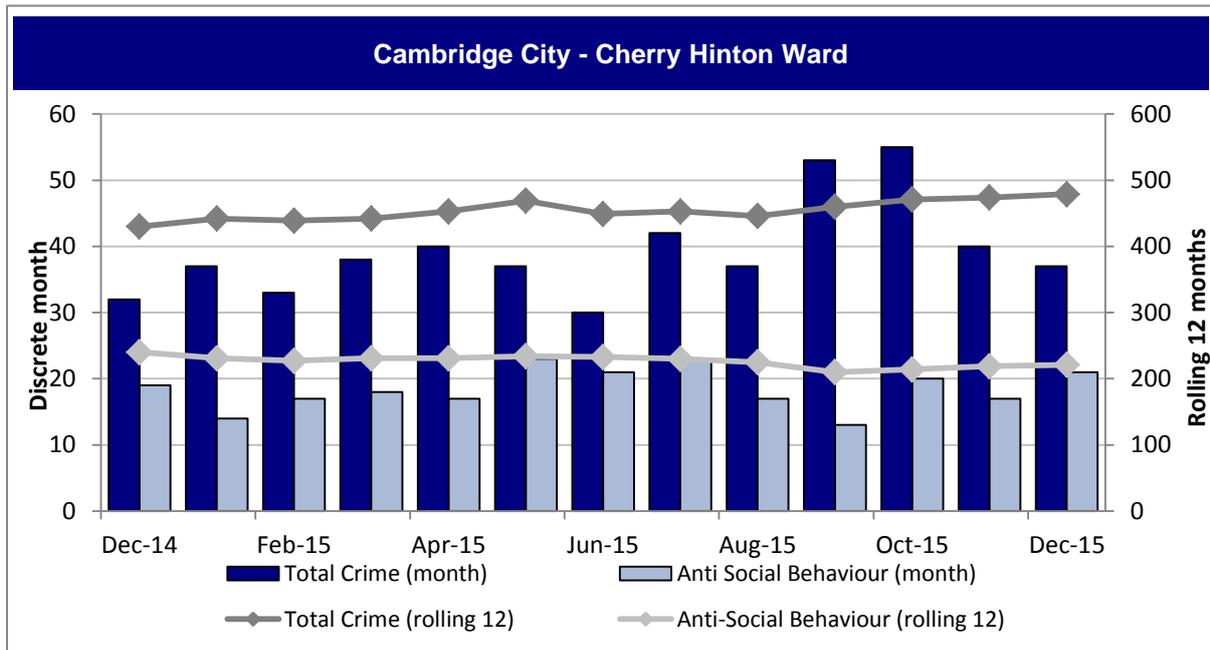
West Chesterton Ward

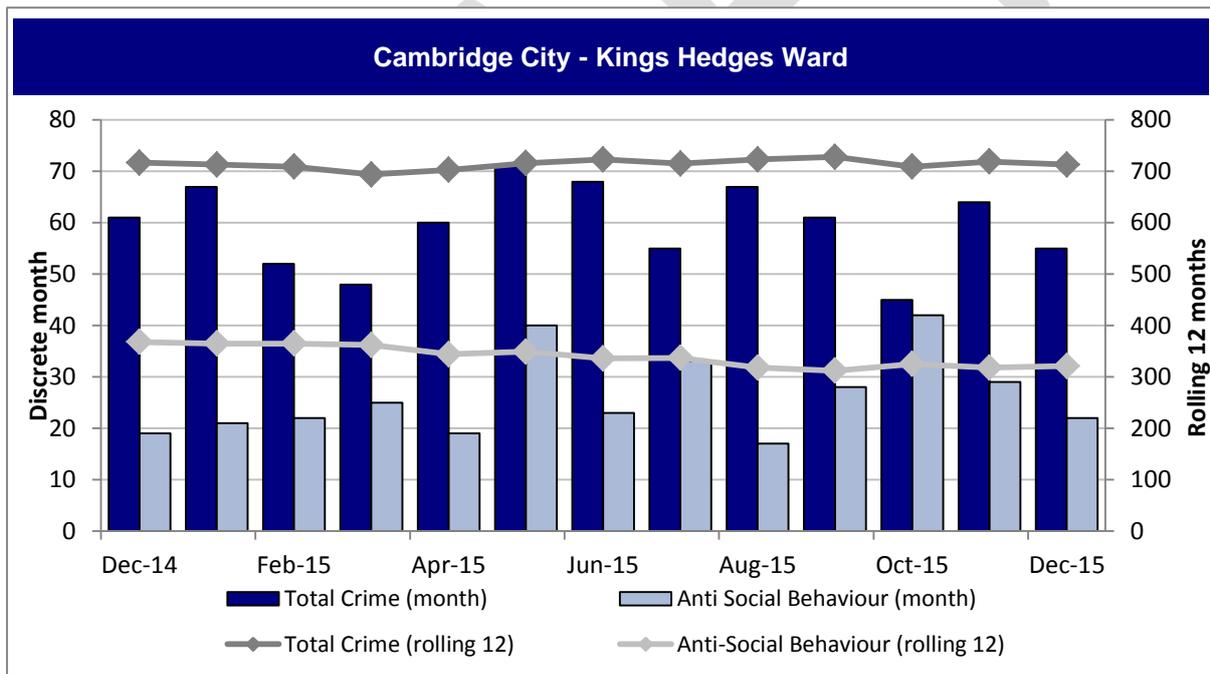
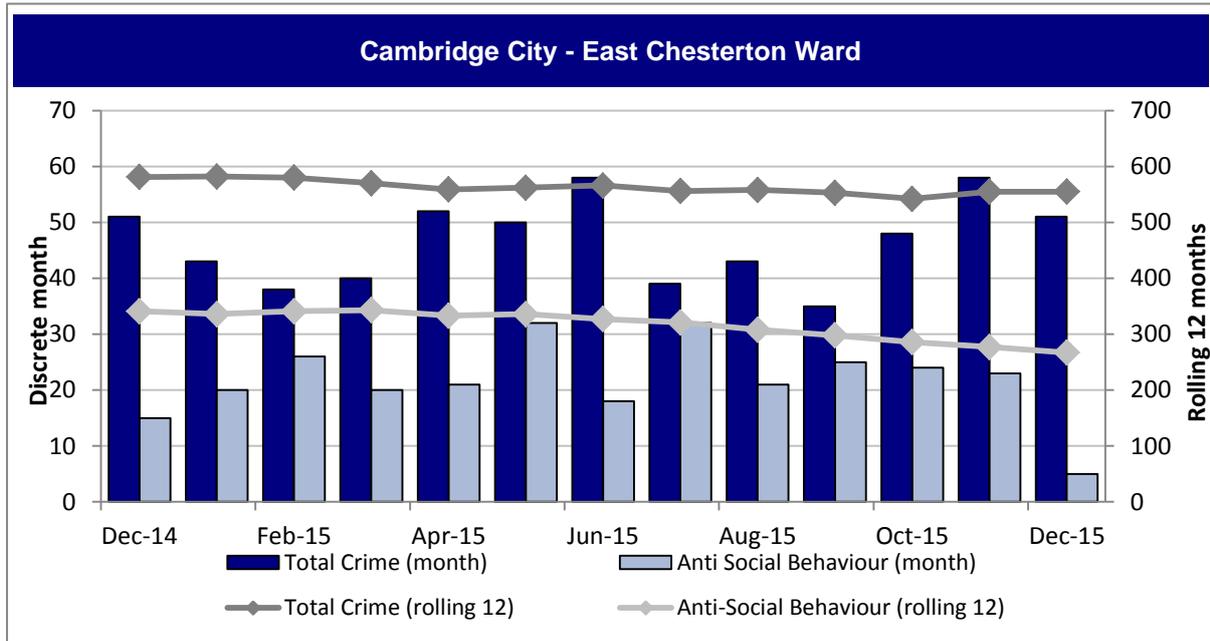
Educational Facilities	1 Primary School 2 Secondary Schools
Places of Worship	2 Places of Worship
Licensed Premises	Premises Licensed for On Sales – 7 Premises Licensed for Off Sales – 7 Premises Licensed for On & Off Sales - 11

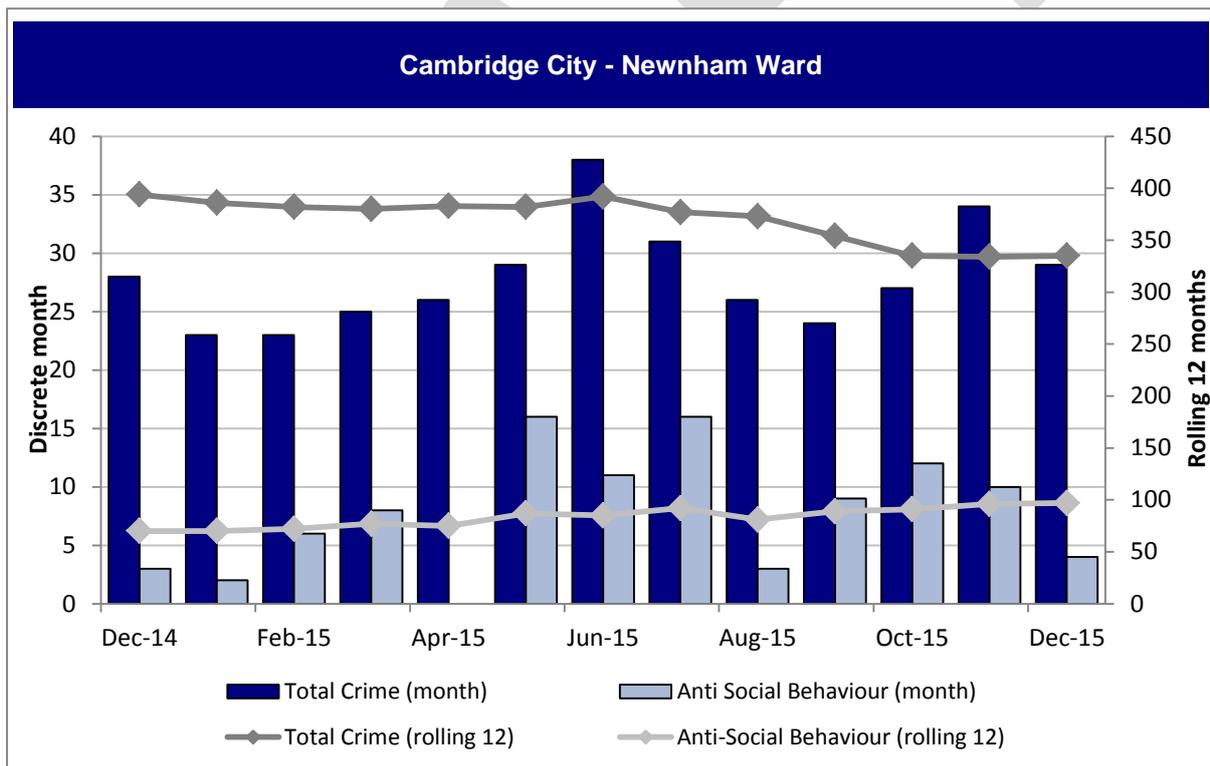
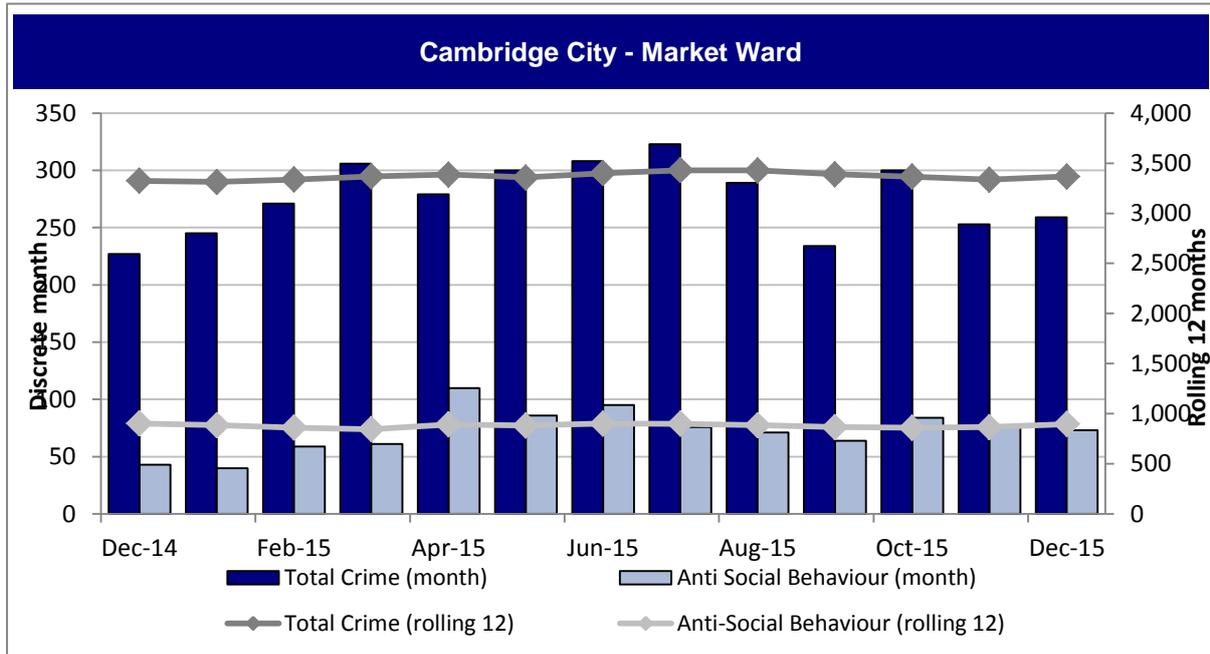
Crime & Anti-Social Behaviour Statistics

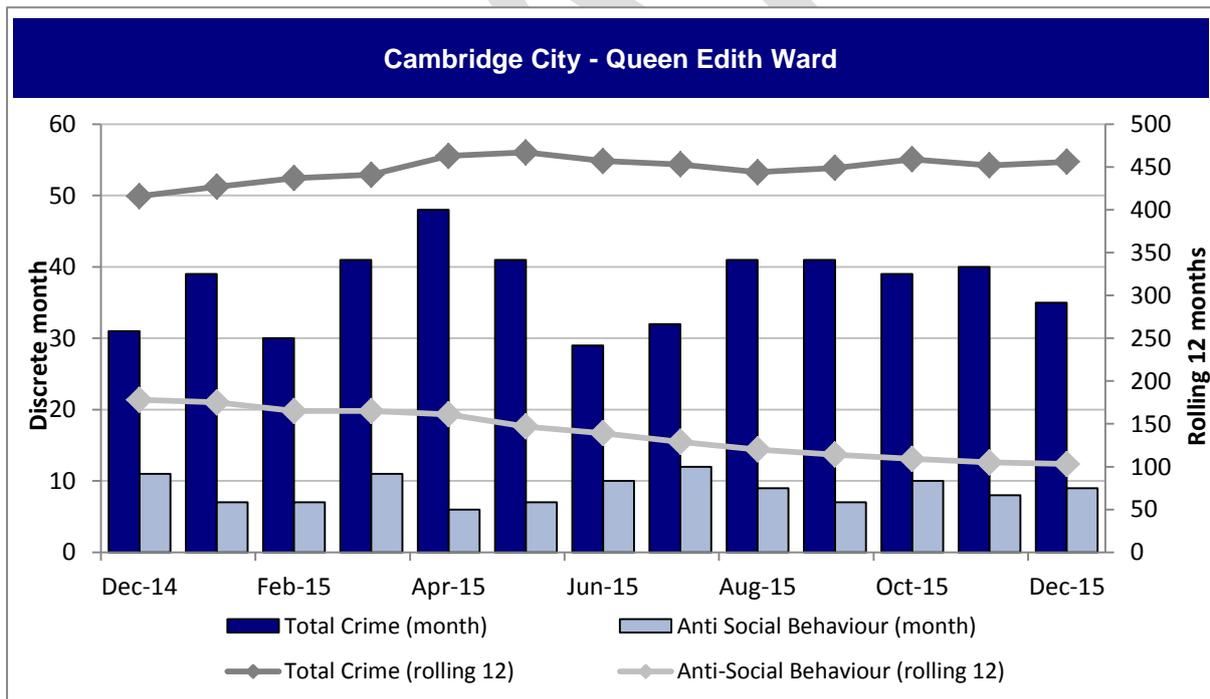
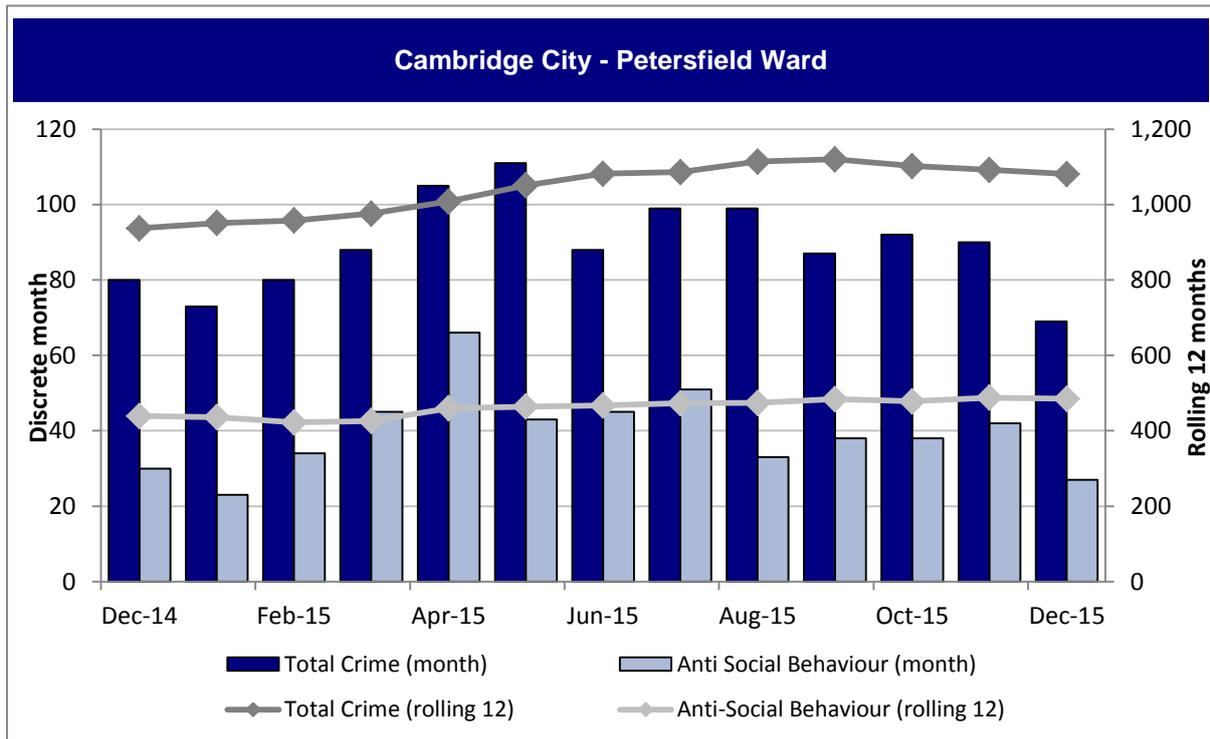


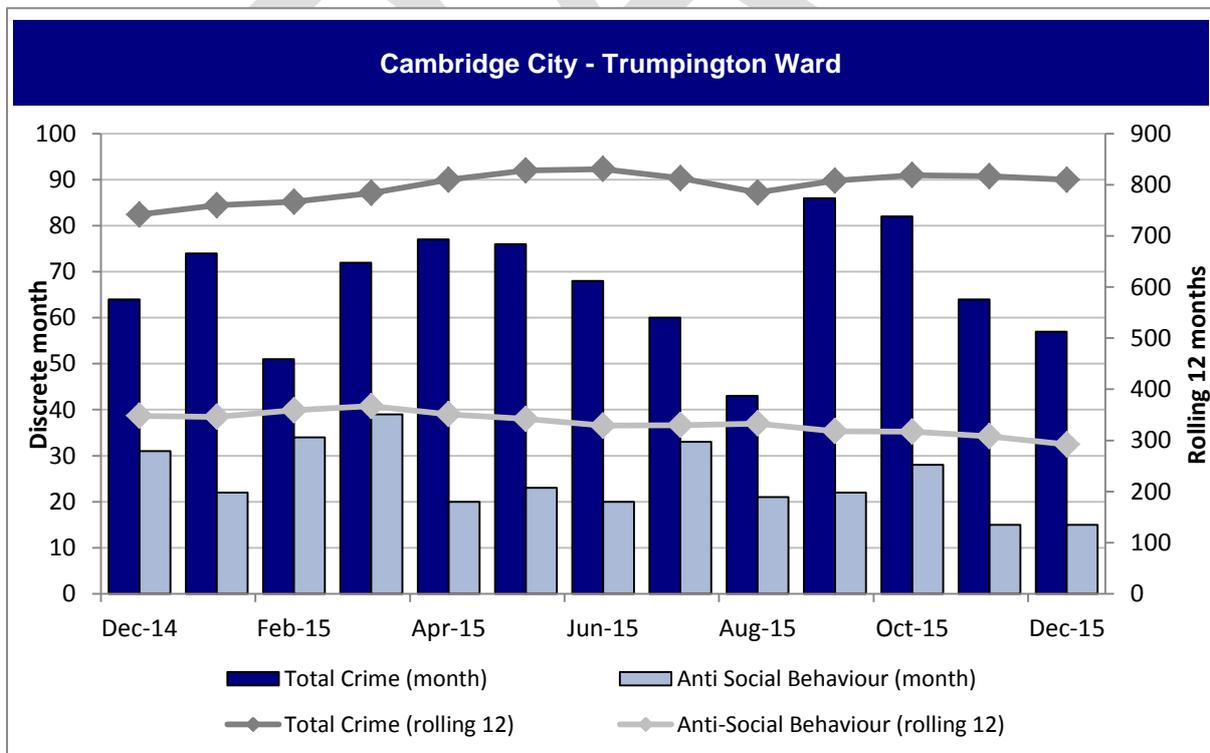
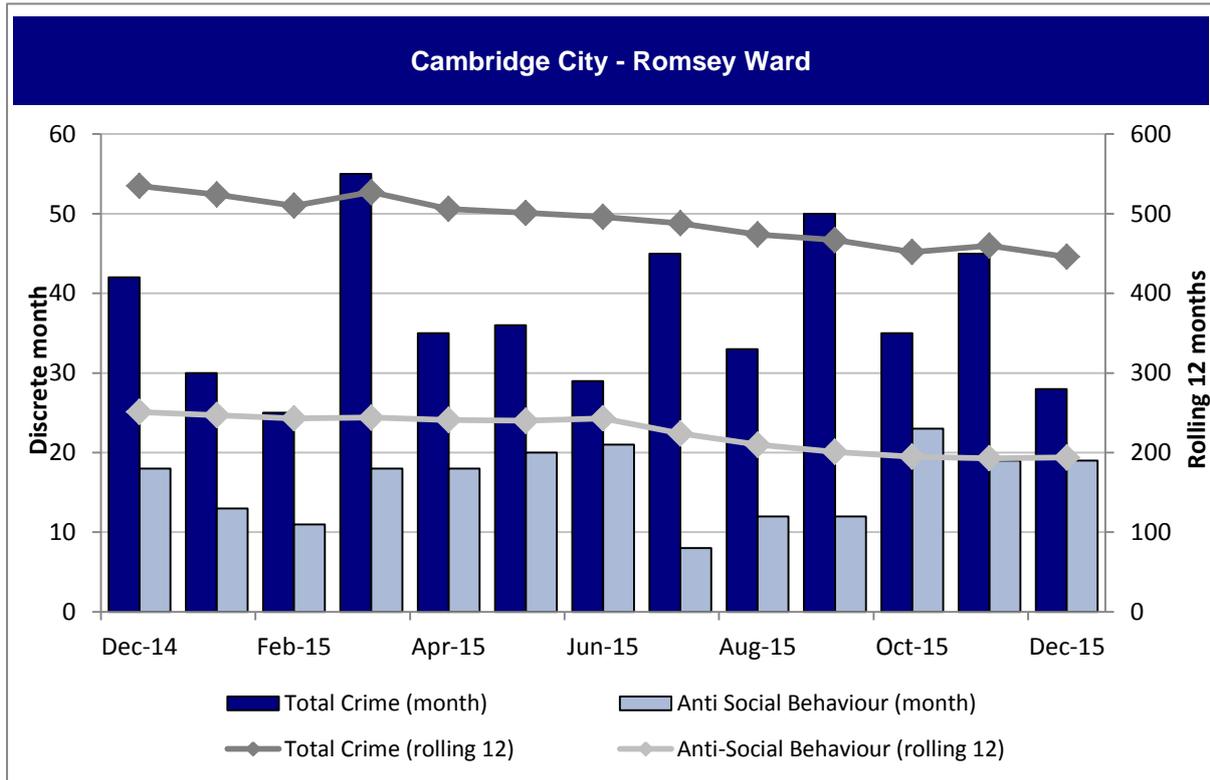


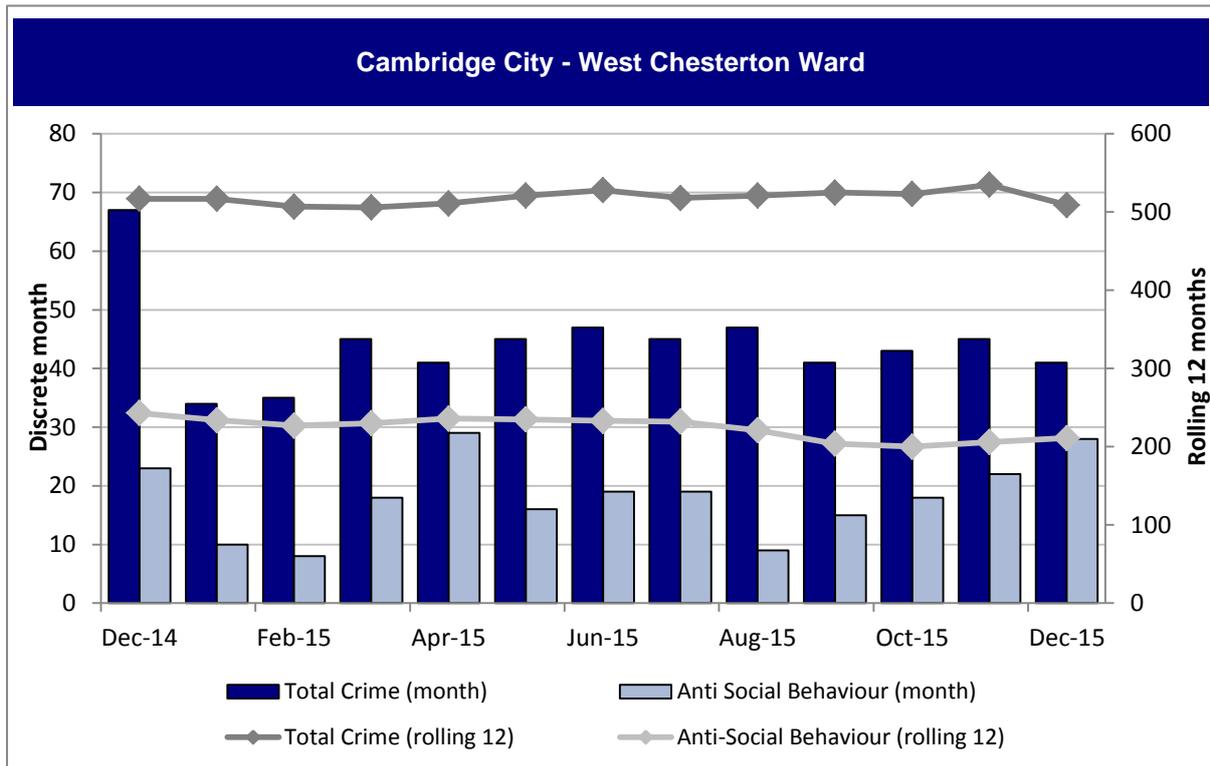












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