

Gambling Act 2005: Local Area Profile for Sheffield

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1. Introduction and overview

- 1.1 This 'Local Area Profile', as described in the Gambling Commission's 'Guidance to Licensing Authorities', is to be read in conjunction with Sheffield City Council's Statement of Principles (Gambling Policy). It provides city-wide geographically based information to inform operators, and others, of potential risks to one or more of the licensing objectives as set out in section 1 of the Gambling Act 2005.
- 1.2 Licensing Authorities are responsible for issuing licences and permits for gambling premises. The Licensing Authority must have regard to the Gambling Act 2005 ('the Act') and regulations made under the Act, the Gambling Commission's Codes of Practice and the relevant guidance. The Licensing Authority must also ensure that the carrying out of its functions are reasonably consistent with the licensing objectives and in accordance with the Licensing Authority's Gambling Policy.
- 1.3 The Act places a duty on the Licensing Authority to 'aim to permit' gambling and therefore must issue licences where applications are in accordance with the above and where they are 'reasonably consistent' with the three licensing objectives, which are:
- 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;
 - protecting children and other vulnerable persons from being harmed or exploited by gambling.
- 1.4 As a Licensing Authority, the Council pays particular attention to the protection of children and other vulnerable persons, and to preventing crime or disorder when considering the location of applications for gambling premises.
- 1.5 Since April 2016, there has been a requirement for gambling operators to undertake risk assessments to identify the risks their gambling premises may pose in the area and to ensure their premises have policies, procedures and control measures in place to mitigate those risks.
- 1.6 Licensing Authorities may complete their own 'Local Area Profiles', which can be of assistance in assessing location and are described by the Gambling Commission as '*a means of mapping out local areas of concern*'

to provide a better awareness of the local area and risk. Risk in this context includes potential and actual risks, thereby taking into account possible future emerging risks, rather than reflecting current risks only.¹

1.7 Producing a Local Area Profile is not a requirement of Licensing Authorities but they can prove useful by:

- assisting applicants in meeting the requirements in the Gambling Policy;
- enabling applicants to adhere to the licensing objectives;
- supporting Responsible Authorities to scrutinise licence applications;
- supporting Interested Parties to scrutinise licence applications by reflecting the local area and the risks within it, and;
- enabling robust but fair decision making on clear risks factors.

For information on Responsible Authorities and Interested Parties in the context of the Act, please see part 6 of the Gambling Policy.

1.8 The approach to identifying areas of higher risk of the harms from gambling in Sheffield for this Local Area Profile is based on the following:

- the Gambling Policy under the Gambling Act 2005 which details that special consideration is given in relation to the proximity of premises to 'sensitive areas and locations' and other risk factors identified in the Policy;
- the risk factors detailed in the Gambling Policy and this Local Area Profile in relation to other vulnerable persons have been identified from the Gambling Act 2005, the Gambling Commission's guidance, Public Health England's report 'Risk factors for gambling and harmful gambling: an umbrella review' and related documents, reports on area based vulnerability to gambling harms produced by the 'Geofutures: Gambling and Places Research Hub' and other sources of evidence on who is at risk of the harms from gambling, and;
- local knowledge and information around a wide range of factors, data sets and information held by the Licensing Authority and its partners.

1.9 This Local Area Profile starts with an overview of the harms from gambling. Then, taking into account the factors noted above, it provides access to maps and information as follows:

- the locations of existing gambling premises;
- levels of socio-economic deprivation in Sheffield (people living in areas of higher deprivation are more at risk of gambling harms);
- locations at higher risk of gambling harms in Sheffield (places frequented by children and other vulnerable persons), and;
- information on crime and disorder.

1.10 **Operators**

The Licensing Authority expects prospective and current operators of gambling premises to use the Local Area Profile when producing and reviewing their risk assessments. For licence applications, operators are expected to:

- establish whether the proposed or actual site of their gambling premises falls is close to higher risk locations;
- demonstrate in their application that they have fully considered the potential impact of the operation of gambling facilities at their premises on the promotion of the licensing objectives in the local area.

1.11 **Other users**

The Local Area Profile can also be used by Responsible Authorities and Interested Parties to support representations to gambling premises licence applications.

1.12 **Restricting gambling activities**

The Licensing Authority will seek to restrict facilities for gambling in areas where there are clear regulatory reasons to do so, in particular where it considers that children and other vulnerable persons will be put at potential risk of gambling harms and where relevant conditions cannot be imposed. Each application will be considered on its own merits in accordance with the Licensing Authority's Statement of Principles. New and existing operators will be given the opportunity to demonstrate how they might overcome any of the Licensing Authority's concerns prior to determination of any licence application.

1.13 **Review of the Local Area Profile**

This Local Area Profile will be reviewed and updated annually. It has been produced as a standalone product in order that it can be reviewed and updated without the need to carry out a statutory review of the Gambling Policy simultaneously.

2. Gambling harms – an overview

2.1 An estimated one in twelve people in the UK - that is nearly 5.5 million individuals – may be experiencing gambling harms.ⁱⁱ In Sheffield this equates to just over 45,000 local residents. People affected by the harms from gambling include not only those who gamble but partners and spouses, children affected by a parent’s gambling and parents affected by a child’s gambling.

2.2 The harms from gambling are many and varied and include negative impacts on mental health, physical health, relationships, finances and homes. There is a link between suicide and gambling with deaths from suicide significantly higher in those experiencing gambling harms. Gambling harms may also trigger suicide in those already contemplating taking their own life.

2.3 In 2021 Public Health England¹ (PHE) published a review on the prevalence, risk factors and public health harms associated with gambling and its economic and social burden, using the best available evidence.ⁱⁱⁱ Drawing from the Health Survey for England 2018, PHE reported that 0.5% of people 16 years and over are gambling at a harmful level and a further 3.8% of those 16 and over are gambling at elevated risk levels. The harms from gambling do not just affect those who gamble and PHE reported that a further 7% of adults aged 18 years and over in England are experiencing harms from other people’s gambling.

2.4 More recently the Gambling Commission published the Gambling Survey for Great Britain 2024, the new source of official statistics on gambling behaviours in Great Britain. This found that 2.5% of adults 18 years and over are experiencing adverse consequences from gambling, that is harms, and a further 12% may have experienced, or are at elevated risk of adverse consequences from gambling.^{iv} This suggests that significantly more adults are experiencing, or at elevated risk of, the harms from gambling than it was previously thought.

¹ This area of work now sits with the Office for Health Improvement and Disparities.

- 2.5 According to the Young People and Gambling 2024 (YPG 2024) survey, just over a quarter (27%) of children and young people aged 11 to 17 have spent their own money on gambling in the previous twelve months.^v Earlier surveys of this age group have reported that participation in gambling is higher than use of e-cigarettes, tobacco cigarettes and illegal drugs, but lower than drinking alcohol.^{vi}
- 2.6 The most common types of gambling activity that 11 to 17s spent their own money on were legal or did not feature age restricted products and included using arcade gaming machines that are legally accessible to this age group. However 6%, or around an estimated 330,000 children and young people, in this age cohort report participating in regulated forms of gambling other than arcade gaming machines. Children and young people are particularly susceptible to the harms from the gambling^{vii} and drawing from the YPG 2024 survey, 1.5% of respondents, equivalent to around 80,000 11-17s across Great Britain, reported experiencing problems from gambling, with many more at elevated risk of this.
- 2.7 Whilst anyone can experience the harms from gambling, these harms are not distributed equally. PHE's review found that those most at risk of gambling harms are:
- Men;
 - Those aged 16-44 years old;
 - People living in an area of higher deprivation;
 - People who are unemployed;
 - People drinking alcohol at higher risk levels;
 - People with poor health and wellbeing, in particular where there is an indication of psychological health problems.ⁱⁱⁱ
- 2.8 As with adults, some children and young people may be more at risk of the harms from gambling than others. Public Health England reported with a high degree of confidence that risk factors for experiencing the harms from gambling in this age cohort include impulsivity (a cognitive trait), substance use (alcohol, tobacco, cannabis and other illegal drugs), being male and experiencing depression.
- 2.9 In its Vulnerability Statement, the Gambling Commission recognises that anybody can be vulnerable to harm and there are many reasons a person may be in a vulnerable situation. Vulnerable situations may be permanent, temporary or intermittent and be related to a range of factors. The

- Commission also recognises that vulnerabilities may not always be visible. It also notes that adults can be in a vulnerable situation at any age, but that young adults may be particularly vulnerable to gambling harms.^{viii} Drawing from a survey by the Financial Conduct Authority, in its National Strategic Assessment 2020 the Commission notes that 46% of UK adults have characteristics of vulnerability to harm as consumers.^{ix}
- 2.10 Gambling harms have a considerable cost to society. The Office for Health Improvement and Disparities estimates that the annual economic burden of the gambling harms in England is £1.05 to £1.77 billion a year.^x Sheffield accounts for 1% of England's population and demographically reflects the England average therefore this burden in Sheffield is estimated at as much as £17.7 million a year. These estimates comprise the costs to health, homelessness, crime, unemployment and education but are likely to be under-estimates as do not take into account of the full range of harms from gambling.
- 2.11 For more detail on the prevalence, risk factors and public health harms associated with gambling and its economic and social burden, please see Public Health England and the Office for Health Improvement and Disparities' evidence reviews and reports.
- 3. Locations at higher risk of gambling harms in Sheffield**
- 3.1 Using the Council's online mapping platform, an interactive Local Area Profile map showing locations at higher risk of gambling harms can be accessed here: [Gambling Act 2005 - Local Area Profile - Sheffield City Council \(arcgis.com\)](https://arcgis.com). The map is best viewed on a larger screen device such as a laptop, desktop PC or tablet. A user guide for the interactive map can be found in Appendix 1.
- 3.2 The list below sets out the headings under which the locations given in this Local Area Profile have been categorised. These categories align with the 'sensitive locations' and 'areas of risk' as set out in part 5 of the Gambling Policy:
- a school, university, college, nursery or other similar premises substantially used by or for children or young persons (including children's homes and specialist units);
 - a park or similar space used for children's play or young people's recreational activity;

- a hospital, disability centre or mental health services;
- vulnerable adult centres and community buildings (e.g. centre for people with a gambling addiction);
- substance misuse treatment services;
- youth or other children or vulnerable people specialist services;
- transport links used by children and the vulnerable;
- GP Practices and health centres;
- employment services for people who are out of work;
- student accommodation;
- advice services e.g. Citizen's Advice, and;
- money lending organisations.

Whilst referred to in the Gambling Policy, for safeguarding reasons the Council has chosen to not share information on the locations of social housing for vulnerable adults in this Local Area Profile.

3.3 The Local Area Profile also includes:

- the locations of existing gambling premises, and;
- information on levels of socio-economic deprivation across Sheffield.

3.4 It does not, however, include information on:

- locations known to attract unaccompanied vulnerable young people or offenders;
- congregation points of children and the vulnerable, and;
- areas of homelessness/rough sleepers.

Operators, Responsible Authorities and Interested Parties will need to gather their own local intelligence in order to identify such locations in and around proposed or existing gambling premises, and operators will need to address how any risks identified may be mitigated.

3.5 Sheffield is grouped into 28 electoral wards with seven Local Area Committees, each one made up of four wards. The locations at higher risk of gambling harms can be viewed on the interactive Local Area Profile map in relation to following geographical boundaries:

Area	
Sheffield City Centre	
Local Area Committee	Wards
South Local Area Committee	Beauchief and Greenhill, Gleadless Valley, Graves Park, Sharrow and Nether Edge
South West Local Area Committee	Crookes and Crosspool, Dore and Totley, Ecclesall, Fulwood
Central Local Area Committee	Broomhill and Sharrow Vale, City, Hillsborough, Walkley
South East Local Area Committee	Beighton, Birley, Mosborough, Woodhouse
North Local Area Committee	East Ecclesfield, Stannington, Stocksbridge and Upper Don, West Ecclesfield
North East Local Area Committee	Burngreave, Firth Park, Shiregreen and Brightside, Southey
East Local Area Committee	Darnall, Manor Castle, Park and Arbourthorne, Richmond

The locations at higher risk of gambling harms are also presented within the city centre boundary. This is due to the high volume of such locations in this particular area.

3.6 Locations at higher risk of gambling harms and existing licensed gambling premises are shown as points on the interactive map. These can be viewed across different geographical areas including the city centre boundary, electoral wards and deprivation deciles. Users can browse the mapped locations, choosing which locations and layers to show or hide.

3.7 Users can also plot a 'nearby' boundary of 0.5km from a specific point on the map e.g. the postcode of a proposed gambling premises. This will provide users with a map and summary of all mapped locations within this distance of this particular point.



- 3.8 For use in conjunction with the interactive map, a list of the locations at higher risk of gambling harms that have been mapped in each of the categories in 3.2 is provided. This list can be downloaded [here](#). In addition, a link to the list can also be found on the pop up that appears when accessing the mapping website here: [Gambling Act 2005 - Local Area Profile - Sheffield City Council \(arcgis.com\)](#)
- 3.9 With regard to the prevention of crime and disorder licensing objective of the Gambling Act 2005, South Yorkshire Police provide information on levels of crime and disorder in Sheffield on their website: [Home | South Yorkshire Police](#)
- 3.10 Should it be required, a range of wider data on the population of Sheffield is available on Sheffield Local Insight: [Map | Local Insight](#)
- 3.11 Reasonable efforts have been made to source and collate the information provided in this Local Area Profile. However users are encouraged to supplement its contents with relevant information that they identify themselves.
- 3.12 The Gambling Policy works alongside existing Council strategies as stated in part 3 of the Policy. Users of this Local Area Profile should also have regard to these strategies, including to identify any potential, actual or emerging risks.
- 3.13 Should any errors or omissions be identified on the interactive maps, please email: licensing@sheffield.gov.uk. As noted in 1.13, this Local Area Profile will be reviewed and updated annually.


Appendix 1



Gambling Act 2005 Local Area Profile - Interactive Map User Guide

Navigating the map


Similar to other online platforms such as google maps, the focus of the map can be moved by clicking and moving the mouse.

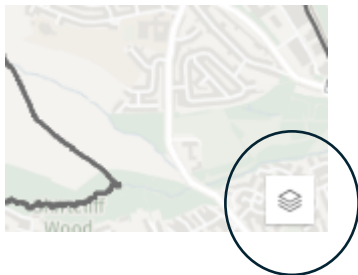
The mouse click wheel can be used to zoom in and out – or the  icons in the top right corner can be used. The home icon  recentres the map at a default zoom.


The share icon above  allows you to copy the URL for the map, or share to social media.

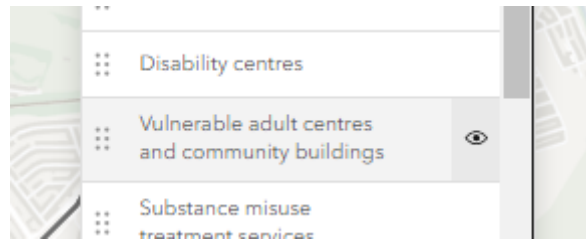
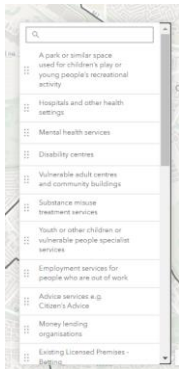
In the top left corner of the map the legend  toggles the legend, which describes the layers and their symbols on and off. The legend appears on by default but can be toggled on and off. When on the icon shows as two back arrows to hide it .


Hiding and revealing layers

In the bottom right, the  icon opens the layer-selection box (it is hidden by default). This allows layers to be switched on and off the map.





Clicking  shows a list of layers like this:



Hovering or clicking on a layer reveals an eye icon  - when the icon is solid like

this  the layer is shown (and will be returned in any 'nearby' search results) when



the eye icon has a strike through like this  the layer is hidden from the map. By

clicking the eye icon can be toggled between visible  and hidden .

Some layers e.g. IMD deprivation have been set to hidden as their default.

Some layers such as the transport layer are made up of sub-layers. If the layer is

made visible as a whole using the eye icon  individual elements e.g. bus stops or

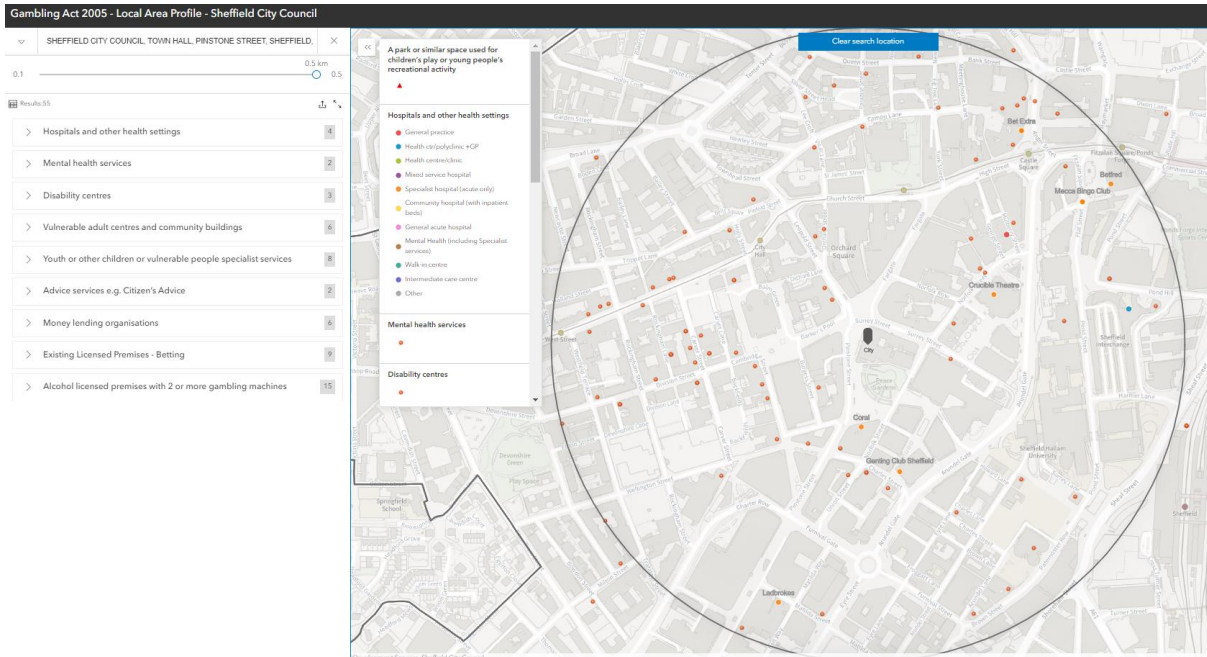
tram stops can be toggled on and off using the  and .

The 'Nearby' tool

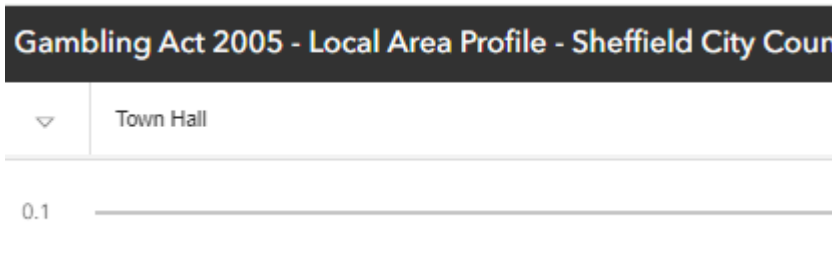
The 'nearby tool' allows you to search for locations and show map points within a 0.5km boundary.

It can be activated in two ways. By left clicking on the map in any location, a 0.5km zone will be drawn around that point and search results – any points within that boundary – will appear in the left panel.

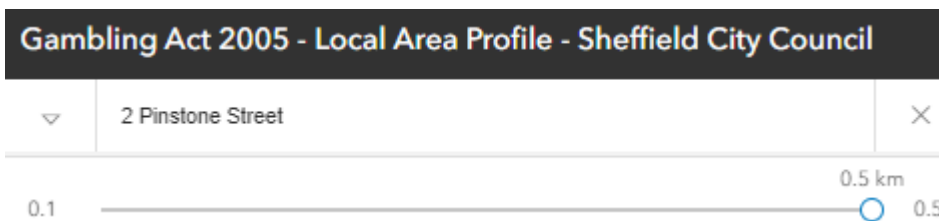
Gambling Act 2005: Local Area Profile for Sheffield



Additionally in the left panel itself the search box can be used to search for addresses and locations e.g. the Town Hall



Or an address



The internal Sheffield address database will do its best to match an address.

To clear a section the blue **Clear search location** which appears on the map can be used, or the address in the search bar can be deleted.

After choosing a location, the left hand panel is populated by any points that are within the 0.5km boundary

Gambling Act 2005: Local Area Profile for Sheffield

2 Pinstone Street

0.1 0.5 km 0.5

Results:55

- Hospitals and other health settings 4
- Mental health services 2
- Disability centres
- Vulnerable adult centres and
- Youth or other children or vulnerable people specialist services 8
- Advice services e.g. Citizen's Advice 2
- Money lending organisations 6
- Existing Licensed Premises - Betting 9
- Alcohol licensed premises with 2 or more gambling machines 15

The number of returned points

The name of the layer (relating to a higher risk location identified in the policy)

Clicking on the arrow > expands the list to show the points identified. Clicking the



icon next to each record will highlight that point on the map.


Hospitals and other health settings 4

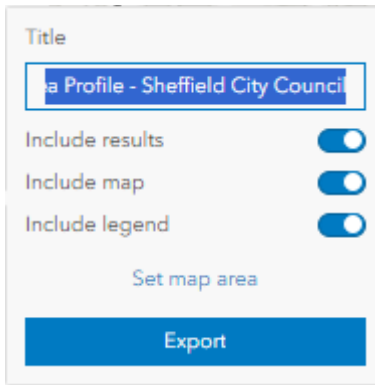
(0.31 km)

Health Settings	
Name	Central Health Clinic
Type	Health centre/clinic

(0.31 km)

Health Settings	
Name	Clover City Practice
Type	General practice

The  button in the results pane can be used to export the information into a document.



The export feature opens your browsers print function by default where the option to save as pdf should be available for example on Edge or Chrome:

Printer

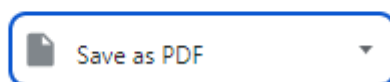


(Microsoft Edge)

Print

12 pages

Destination



(Google chrome)

Only selected layers (see Hiding and revealing layers) will be returned by the 'nearby' tool.

References

- ⁱ Gambling Commission (2021) Guidance to licensing authorities
- ⁱⁱ House of Lords debate on Gambling-related harms, 14th October 2021
- ⁱⁱⁱ Public Health England. (2021) Risk factors for gambling and harmful gambling: an umbrella review.
- ^{iv} Gambling Commission. (2024). Gambling Survey for Great Britain 2024
- ^v Gambling Commission. (2024). Young People and Gambling Report 2024
- ^{vi} Gambling Commission. (2023). Young People and Gambling Report 2023
- ^{vii} Emond AM, Griffiths MD. Gambling in children and adolescents. Br Med Bull. (2020) Dec 15;136(1):21-29. doi: 10.1093/bmb/ldaa027. PMID: 32932525.
- ^{viii} Gambling Commission. (2023). Vulnerability statement.
- ^{ix} Gambling Commission, (2020), National Strategic Assessment 2020
- ^x Office for Health Improvement and Disparities (2023) The economic and social costs of the harms associated with gambling in England