

Gambling Act Statement of Gambling Policy 2025-2028

Summary of changes

The Gambling Act 2005 Statement of Licensing Policy is under its three yearly review. A number of changes have been made to reflect the research commissioned by the Council into problem gambling and the Area Profile.

Details of key changes are highlighted in bold

Executive Summary No changes

Part A

Paragraphs

2.1 Warrington Borough Council is situated in the heart of the Northwest, on both the River Mersey and the Manchester Ship Canal and lies approximately halfway between Manchester and Liverpool. Warrington is well served by public transport and has strong transport links. The Council area has a population of **211,600 at the mid-2022 census point** and it covers an area of 70.19 square miles. The Council is a mixture of both urban and rural with a densely populated central urban area. These areas are shown on the map below.

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4-4.6 Consultation on the Policy

4.1 The Council has consulted widely upon this statement before finalising and publishing it.

4.2 **Section -349(3)** of the Act requires that the following parties are consulted by licensing authorities:

- the Chief Officer of Police for the Authority's area;-
- one or more persons who appear to the Authority to represent the interests of persons carrying on gambling businesses in the Authority's area.
- one or more persons who appear to the Authority to represent the interests of persons who are likely to be affected by the exercise of the Authority's functions under the Gambling Act 2005.

4.3 The Policy [**subject to amendments following consultation**] will be approved at a meeting of the Full Council on **2nd December 2024** and will be published via the Council website, the Town Hall, Sankey Street, Warrington, and **1 Times square, Warrington thereafter.**

4.4 **On the 29 November, 2023 the Gambling Commission launched the second set of consultations on proposals contained in the White Paper and called for views from consumers, gambling businesses and other interested groups.**

4.5 **The consultations ran for 12 weeks covering the following topics:-**

- **socially responsible incentives – proposals relating to incentives such as free bets and bonuses, to make sure they do not encourage harmful or excessive gambling;**
- **customer-led tools – proposals to empower consumers and make it easier for them to manage their gambling in ways that work for them, such as deposit limits;**
- **transparency of protection of customer funds – proposals to increase transparency to consumers if their funds are held by licensees that offer no protection in the event of insolvency;**
- **removing Commission requirements that would become obsolete due to the government's upcoming statutory levy – proposals to remove the current LCCP requirement to make annual financial contributions to a set list of research, prevention and treatment organisations;**
- **regulatory data – proposal to harmonise across all operators the frequency of reporting of regulatory returns from annual to quarterly.**

4.6 **The consultations closed on 21 February 2024 and as the current date for the renewal of the Local Authority's Statement of Principles is January 2025, it is very unlikely that the Gambling Commission's Guidance to Licensing Authorities will be revised in sufficient time to incorporate changes within the revised Statement of Principles. The Local Authority will therefore refresh the Statement of Principles, as soon as practicable, in line with the requirements of the revised Act so as to be enforceable from January 2025 or thereafter**

- 6.2 In accordance with the Gambling Commission’s Guidance to Licensing Authorities, this authority designates the Warrington **Safeguarding Partnerships for this purpose and can be reached at . Warrington Safeguarding Partnerships - The Warrington Safeguarding Partnership website home page**
- 7.2 **Section 158 of the Act defines an “interested party” as a person who** in relation to an application for or in respect of a premises licence, in the opinion of the I authority
- a) lives sufficiently close to the premises to be likely to be affected by the authorised activities;
 - b) has business interests that might be affected by the authorised activities; or
 - c) represents persons who satisfy paragraph (a) or (b)
- 7.4 Each case will be decided upon its own merits. This Authority will not apply a rigid rule to its decision making. It will consider the examples of considerations provided in the Gambling Commission’s Guidance to Licensing Authorities (**revised June 20243**) at 6.20 to 6.21. The Authority will also consider the Gambling Commission’s Guidance that “business interests” should be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.

10-10.13 Gambling Prevalence and Problem Gambling

10.1 The first annual report (Year 1 2024) of the Gambling Survey for Great Britain, produced by National Centre for Social Research and the University of Glasgow produced some initial findings in July 2024, based on 9804 participants.

10.2 Participation

- **48 percent of adults aged 18 and over participated in any form of gambling in the past 4 weeks.**
- **Gambling participation was 27 percent when those who only participated in lottery draws were excluded.**
- **Male participants (52 percent) were more likely than female participants (44 percent) to have participated in any gambling in the past 4 weeks.**

10.3 Experiences of gambling

- **When asked to rate their feelings towards gambling 41 percent of adults who gambled in the past 12 months rated the last time they gambled positively, 21 percent gave a negative score and 37 percent gave a neutral score.**
- **The most common reasons for adults to participate in gambling at least sometimes were: for the chance of winning big money (86 percent) because gambling is fun (70 percent) to make money (58 percent) because it was exciting (55 percent).**

10.4 Consequences of gambling

- Male participants were more likely than female participants to have higher Problem Gambling Severity Index (PGSI) scores and those aged 18 to 34 had higher PGSI scores than other age groups².
- The proportion of participants with a PGSI score of 8 or more was over 9 times higher for those who had taken part in betting on non-sports events in person relative to all people who had gambled in the past 12 months.
- The proportion of participants with a PGSI score of 8 or more was more than 6 times higher for those who had gambled on online slots, relative to all people who had gambled in the past 12 months.

10.5 Some key facts from the survey showed:

- Overall participation in any gambling activity (in the last 4 weeks) was 48 percent.
- Over one fifth of respondents (21 percent) only took part in lottery draws (either National Lottery or other charity lottery draws) in the last 4 weeks. If we exclude those respondents who have only taken part in lottery draws, gambling participation was 27 percent.
- Overall gambling participation is highest for males aged 45 to 54 years old, however, removing lottery only draw players, shifts the age profile downwards, resulting in males aged 18 to 44 having the highest gambling participation rates.
- The online gambling participation rate (in the last four weeks) was 38 percent and falls to 16 percent when lottery draw only players are removed. This highlights the large proportion of online gamblers that only gamble on lottery draws.
- The in-person gambling participation rate (in the last four weeks) was 29 percent. Excluding lottery draw only players, the participation rate was 18 percent.
- The most popular gambling activities (in the last 4 weeks) were lotteries including the National Lottery draws (31 percent) and other charity lottery draws (16 percent). Following lotteries, the next 3 most popular activities were scratchcards (13 percent), betting (10 percent) and instant wins (7 percent).
- The most popular reasons given as to why respondents gambled was for the fun and/or enjoyment factor or for monetary reasons.

10.6 A recent localised survey conducted by the Council's Public Health team, entitled "Warrington Health and Wellbeing Behaviour survey 2023 – General Health and Health Related Behaviour" asked a range of questions around gambling and gambling harm. 4,932 responses were returned from residents aged 18 and over – around 8% of the population cohort. With regards to gambling, the following elements were highlighted:

- 60% any gambling in past year, *including* National Lottery: compared to 50% nationally (HSE 2021).
- 48% any gambling in past year, *excluding* National Lottery: compared to 36% nationally (HSE 2021).

- Generally higher in men than women, no clear pattern by deprivation – highest in deprivation Quintiles 2 and 3.
- 14% gamble at least once a week, *excluding* National Lottery.
- 16% online gambling in past year - compared to 10% nationally (HSE 2021)
 - Rates more than double in men than women.
 - Most common online activity – online betting with a bookmaker.
 - Steep reduction with age.
- 8% said their gambling had increased since the Covid-19 pandemic, 8% said it had reduced and 84% said there was no change.

* note that HSE is the Health Survey for England

Warrington Health Wellbeing Survey 2023 - Health Related Behaviours

10.7 According to GamCare's Annual Report 2022-2023 – they advise that:

- 64,374 individuals were trained in gambling awareness.
- This included 45,562 at-risk children and young people attended gambling awareness workshops.
- 82,505 calls, chats and treatment sessions delivered including 44,049 target chats/calls to and from the National Gambling Helpline and 38,456 structured treatment sessions or extended brief interventions

[GamCare-Annual-Report-2023.pdf \(d1ygf46rsya1tb.cloudfront.net\)](#)

Further specific detail in relation to Gambling-related harms evidence review can be found on the link below:

[Gambling-related harms evidence review: summary - GOV.UK \(www.gov.uk\)](#)

Gambleaware provide useful information around their recently published interactive maps www.begambleaware.org/gambleaware-gb-maps together with two recommend publications by the Local Government Association (LGA) which set out the range of options available to local authorities to deal with gambling-related harms using existing powers:

[Tackling gambling related harm: A whole council approach | Local Government Association](#)

www.local.gov.uk/publications/gambling-regulation-councillor-handbook-england-and-wales-0

The National Gambling Helpline can be contacted on 0808 8020 133 and also www.begambleaware.org. Both are part of the National Gambling Treatment Service and offer free, confidential advice and support for those who may need it.

Beacon Counselling Trust, based in Liverpool, also offers support and advice around Gambling Related Harm. They can be contacted on 0151 226 0696 or support@beaconcounsellingtrust.co.uk

Beacon Counselling Trust

10.8 Gross Gambling Yield

The Gambling Commission also report that Gambling in Great Britain was £15.1 billion – This was the Total gross gambling yield (GGY) of the Great Britain gambling industry (April 2022 to March 2023) (6.8 percent (%) increase on April 2021 to March 2022 and a 6.6% increase on the last pre-lockdown period of April 2019 to March 2020).

It also reported that Total gross gambling yield (GGY) of the gambling industry in Great Britain (excluding all reported lotteries) was £10.9 billion - (April 2022 to March 2023) (9.3% increase on April 2021 to March 2022 and a 7.6% increase on the last pre-lockdown period of April 2019 to March 2020).

10.9 Gambling and young people

In its recent study (November 2023), the Gambling Commission provided a range of statistics around young people and gambling. These include:

26 percent of 11 to 17 year olds spent their own money on gambling in the twelve months prior to taking part in the survey.

During that period, the most common types of gambling activity that young people spent their own money on were legal or did not feature age restricted products, namely:

- playing arcade gaming machines such as penny pusher or claw grab machines (19 percent)
- placing a bet for money between friends or family (11 percent)
- playing cards with friends or family for money (5 percent).

19 percent of young people were spending their own money on regulated forms of gambling (which includes some activities that are legal and played within licensed premises), and 14 percent on unregulated forms of gambling (gambling activities which fall outside the remit of the Gambling Commission).

The youth-adapted problem gambling screen (Diagnostic and Statistical Manual of Mental Disorders 4th Edition - Multiple Response Juvenile (DSM-IV-MR-J)) identified 0.7 percent of 11 to 17 year olds as problem gamblers, 1.5 percent as at risk gamblers and 23 percent as non-problem gamblers.

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Three in ten (28 percent) young people had seen the family members they live with gamble, with 14 percent indicating that it had resulted in arguments or tension at home. Just over one in ten (11 percent) said that their own gambling had led them to talk to their parents about how they felt while 6 percent said that gambling had made them feel uncomfortable around their friends (such as feeling embarrassed or feeling friends).

[Young People and Gambling 2023: Official statistics - Headline statistics \(gamblingcommission.gov.uk\)](https://gamblingcommission.gov.uk)

10.10 First Gambling Survey for Great Britain Annual Report published (gamblingcommission.gov.uk)

10.11 The first annual report (Year 1 2024) of the [Gambling Survey for Great Britain](#), produced by National Centre for Social Research and the University of Glasgow produced some initial findings in July 2024, based on 9804 participants.

Participation

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* HSE (Health Survey for England)

Part B

Paragraphs

11.21 Applicants may also like to make reference to Warrington Safeguarding Adults Board (**WSAB**) which provides extensive guidance on identifying vulnerable people and what can be done to reduce risk for this group. **Information on WSAB can be accessed via**

<https://www.warringtonsafeguardingpartnerships.org.uk>

11.22 Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:

- leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets
- training for staff members which focuses on building an employee's ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.7)
- trained personnel for the purpose of identifying and providing support to vulnerable persons
- self-exclusion **schemes – paragraph 3.5.6 the Gambling Commission's Licence Conditions and OCe of Practice (LCCP)** requires that all non-remote casino and bingo and betting licences (except those at a track) and holders of gaming machine general operating licences for adult gaming centres must offer self-exclusion schemes to customers requesting such a facility (**Social Responsibility Code**);
- operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people
- posters with GamCare helpline and website in prominent locations windows, entrances and advertisements to be positioned or designed not to entice passers-by.

11.25-11.27 Selling of Lottery tickets and Scratchcard games

11.25 The Authority recognises that the **Gambling Commission** regulates all aspects of the operation of the National Lottery, including the draw-based games, scratchcards and

what are known as the Instant Win Games (**referred to as** 'virtual cards' on the internet); the Gambling Commission regulates other forms of gambling in the UK. Further information regarding the role of the **Gambling** Commission can be found at www.Gamblingcommission.gov.uk

- 11.26 Shops and supermarkets are the most popular places for children to get tickets for National Lottery games and scratchcards. It is hugely important to note that it is an offence to sell a lottery tickets or scratch cards to children and young people under the age of 18. **This also applies to the person selling lottery tickets.** The legislative change **came into** force on 1st October 2021 **and** online sales to 16 and 17 year olds ended in April **2021.** . The penalty for selling to an underage person is a fine of up to £5,000 and/or **up to** 2 years imprisonment.
- 11.27 Should the Authority receive any complaints of irresponsible retailing from operators on lottery tickets or scratchcards, the Authority will look to work collaboratively with the, Gambling Commission, the **Business Compliance** Team,
- 11.29 There are several checks and measures that operators can put into place to protect themselves from prosecution.
- Consider introducing an age verification policy such as Challenge 21/25 whereby anyone who appears to be under the age of 21/25 is asked to prove their age.
 - If you are in doubt as to a customer's age you should always ask for proof of age
 - You should request them to produce a reliable, acceptable form of proof of age such as a valid passport, a valid photo card driving licence, H.M. Forces Warrant Card or a Proof of Age Standards Scheme (PASS) ID Card. The PASS scheme is the UK's national Proof of Age Standards Scheme and all cards meeting this standard bear an accredited hologram.
 - Birth certificates and National Insurance cards should not be accepted as proof of age. They do not show a photograph of the person producing the document and National Insurance cards are issued before a person has reached their sixteenth birthday
 - **Keep and maintain a refusals register. This means keeping a record (date, time, incident, description of potential buyer) where sales of age restricted products have been refused. This helps to demonstrate that you actively refuse sales and have an effective system in place.**
 - Display all age restriction notices prominently. You can get these from the Business Compliance Team (e-mail:- tradingstandards@warrington.gov.uk)
 - **Make sure your staff receive adequate training on underage sales. Keep a training record and make sure the training is regularly refreshed and updated.**
 - ~~Train all of your staff on the relevant legislation and hand out the written instructions on the checks that should be carried out.~~

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- Keep a training record for each member of staff and keep it up to date. Ask staff to sign a copy of the instructions that they receive, to show that they have read and understood the contents. Ask them to sign and date the training record as well.
- Regularly check your systems and procedures to ensure staff are following them
- Keep up to date with changes in legislation that may affect your business

Part D

Paragraphs

26.3 When considering the suitability of an applicant for a prize gaming permit the Authority expects that the applicant should set out the types of gaming that he or she is intending to offer and that the applicant should be able to demonstrate:

- that they understand the limits to stakes and prizes that are set out in Regulations; (Mandatory and Default Conditions) (England and Wales) Regulations 2007/1409
- that the gaming offered is within the law;
- clear policies that outline the steps to be taken to protect children from harm. These may include:-
 - a) appropriate measures and training for staff as regards suspected truanting children on the premises
 - b)-measures and training covering how staff would deal with unsupervised very young children being on the premises
 - c) measures and training covering how staff would deal with children causing perceived problems on or around the premises.
 - d) the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards **as described PSDB Digital imaging and Multimedia Procesure v3.0 published 16th November, 2021 and to the satisfaction of Cheshire Police and the licensing authority.** The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.

Part E

Paragraphs

- 31.9 It is up to operators to ensure they are compliant with the Act and the associated regulations. This approach is in line with the responsibilities set out for regulators and enforcers in the Code of Practice: age restricted products and services published by the Better Regulation Delivery Office (**'Age Restricted Products and Services: A Code of Practice for Regulatory Delivery'** published April 2014), which applies to England and Wales. (publishing.service.gov.uk)
- 31.17 The Council has published an Enforcement Policy which sets out the approach to enforcement.

Part F

Appendix 1

List of Responsible Authorities addresses updated