

Guideline G02 - Gaming Community Impact Statement

July 2023

Purpose

The purpose of this guideline is to provide advice on the methodology and scope expected by Queensland's Commissioner for Liquor and Gaming for the preparation of Community Impact Statements. Under section 55B of the *Gaming Machine Act 1991*, persons preparing Community Impact Statements must have regard to these guidelines.

This guideline should be read in conjunction with the Commissioner's "Guideline 01 - Gaming machine site licences and increases" and the Office of Liquor and Gaming Regulation's "Gaming machine licences: new applications and changes to existing licences" (www.business.qld.gov.au/industries/hospitality-tourism-sport/liquor-gaming/gaming/electronic-gaming-machines/licensing/applications-changes).

This guideline replaces the previous version of the "Guidelines – Gaming Community Impact Statement" which was released in April 2019.

1. Background

To enable the Commissioner for Liquor and Gaming ("the Commissioner") to meet their statutory obligation to ensure that the State and the community as a whole benefit from gaming machine gambling, the *Gaming Machine Act 1991*:

- provides the Commissioner with power to take into account social or community issues in making a decision about the grant or refusal of a gaming machine licence¹
- legislates for the requirement to submit a Community Impact Statement as supporting material for applications of "significant community impact"²
- allows the Commissioner to issue guidelines about the attitude they are likely to adopt on particular issues and how applicants should deal with issues in formulating their application and supporting material³.

¹ Section 55(2) *Gaming Machine Act 1991*

² Sections 55A and 55B *Gaming Machine Act 1991* and Section 8 *Gaming Machine Regulation 2002*

³ Section 18 *Gaming Machine Act 1991*

2. What is a Community Impact Statement?

A Community Impact Statement (also known as a “CIS”) is an assessment of the likely social and economic impacts on the *local community area* (see Section 5) that may result should the application for a gaming machine licence be approved.

The primary purpose of a Community Impact Statement is to help the Commissioner assess the social and economic implications of the grant of a gaming machine licence application of the types listed in Section 3.

The Community Impact Statement also functions as a public consultation document to facilitate informed community comment on the licence application. Certain members of the public⁴ may obtain a copy of a Community Impact Statement itself or relevant extracts from the document, from the Office of Liquor and Gaming Regulation (OLGR) during the statutory 28 day advertising period. OLGR also provides a copy of the document to the local council to facilitate comment on the application.

It is therefore important that the document be prepared in a format appropriate for this purpose and that it does not conflict with relevant ethical or legal requirements (e.g. privacy legislation, protection of commercial information or copyright). This requirement notwithstanding, information identified by OLGR as being confidential under section 54 of the *Gaming Machine Act 1991*, is removed from the Community Impact Statement prior to public release.

It should be noted that the Commissioner has the power to request further information they deem necessary and reasonable to assist in the decision making process⁵.

⁴ Section 55D(4) *Gaming Machine Act 1991* defines a “member of the public” as a person over 18 years, corporation or other organisation with a proper interest in the locality concerned and likely to be affected by the grant of the application.

⁵ Section 57(2) *Gaming Machine Act 1991*

3. Who must submit a Community Impact Statement?

A Community Impact Statement is required as supporting information for gaming machine applications of “significant community impact”⁶.

These include:

- new applications
- applications for an additional premises (club)
- applications for a significant increase of machines – currently regulated at 10 or more for hotels and 20 or more for clubs⁷
- other applications identified by the Commissioner. This currently includes but is not limited to applications for increases of 100 per cent or more of existing machine numbers.

A waiver or variation of the requirement to submit a Community Impact Statement may be granted by the Commissioner where⁸:

- the application does not involve a significant change to the premises or nature or extent of gaming at the premises
- the premises is in a remote location
- the purpose of the requirement has been or can be achieved by other means
- there are other special circumstances.

A request to waive the requirement for a Community Impact Statement must be accompanied by a submission demonstrating that, a decision to waive the requirement is compatible with human rights and not in contravention of the *Human Rights Act 2019* (HRA). If a human right is limited by the decision to waive a CIS, the applicant must address whether the decision is reasonable and justifiable according to section 13 of the HRA.

Applicants requesting a waiver or variation of the requirement to submit a Community Impact Statement need to apply separately in writing to the Executive Director, Office of Liquor and Gaming Regulation, Locked Bag 180, City East, QLD, 4002, clearly stating the reason(s) why an exemption should be granted.

It should be noted that if an applicant or consultant does not believe that a particular section of the *Guidelines – Community Impact Statement* is applicable to the application, they should clearly state the reasons for the omission in the applicable part of the Community Impact Statement.

⁶ Section 55B *Gaming Machine Act 1991*

⁷ Section 8 *Gaming Machine Regulation 2002*

⁸ Section 55G *Gaming Machine Act 1991*

4. Who can prepare a Community Impact Statement?

A Community Impact Statement is a complex document and should be prepared by persons with relevant qualifications and/or experience in conducting social and economic impact assessments (preferably in the area of gaming).

However, if the proposal relates to a new application for less than 10 machines for a hotel or 20 machines for a club, the Commissioner will generally allow applicants to prepare the Community Impact Statement themselves in the first instance unless the particular circumstances of the application demand a more formal assessment.

In any case, regardless of who undertakes its preparation, the Community Impact Statement must be prepared in an objective, professional and independent manner. The person preparing the Community Impact Statement must also agree and acknowledge that their responsibility for the integrity of the statement is to the Commissioner and not to the applicant. Where a Community Impact Statement appears to be designed purely to support the applicant's proposal, the Commissioner may direct that another Community Impact Statement be submitted at the applicant's expense. This is likely to increase time frames associated with the decision making process.

Details of qualifications and/or experience of the person(s) preparing the Community Impact Statement must be provided in the document, as well as a signed statement indicating whether the person(s) has any direct or indirect interest in the applicant or the outcome of the application.

Where an acceptable Community Impact Statement has not been submitted or resubmitted within a reasonable time frame, OLGR may recommend to the Commissioner that they refuse the application.

5. What is the Local Community Area?

5.1 Definition

The Local Community Area (LCA) is defined as the area that will experience the primary impact from the grant of the gaming machine licence application.

The definition of the LCA underpins the Community Impact Statement assessment process and, accordingly, it is imperative that an appropriate area be selected and that a clear justification is provided.

Some factors that should be considered when defining the LCA include:

- size and type of site (e.g. local tavern, RSL, sporting or community club)
- patron characteristics
- size and distribution of membership base (for club sites only)
- distance (drive time and radial)
- physical barriers to site access (e.g. major roads, waterways)
- location of other gaming sites
- cultural or social factors
- population density.

It is not appropriate to base the selection of the LCA on a single factor alone, rather a combination of factors should be considered.

The LCA should be defined using the Australian Statistical Geography Standard and will usually consist of a single, or multiple Statistical Area Level 2s (SA2s), suburbs, localities or similar areas.

5.2 OLGR Consultation

Due to the inherent significance of the selection of the LCA to the decision making process, the Commissioner encourages researchers to consult with the Research and Statistics Unit before proceeding with the formulation of the LCA. Contact details can be found in Section 12 of this document.

6. Local Community Area Profile

6.1 Background

A brief description of the LCA should be provided, including the area's history, general nature, future plans, or whether the area has been identified for proposed developments. This information may be obtained from the local council or community and business representatives.

6.2 Demographics

A demographic profile of the LCA must be provided.

The demographic profile should provide data on the following characteristics:

- total population
- 18 years and over population
- population growth
- age and sex distributions
- education
- occupation
- ethnicity
- individual and household income distribution
- employment, unemployment and not in the labour force
- housing costs
- housing tenure type and landlord type
- household type
- SEIFA (Social and Economic Index for Areas) Index of Relative Socio-Economic Disadvantage (IRSD) for the LCA and the local government area (LGA)
- crime.

A primary source of demographic information is the most recent publication of the Census of Population and Housing: General Community Profile, Australia, 2021 (Australian Bureau of Statistics, Cat. No. 2001.0). These profiles contain a large amount of demographic information and are available for a range of geographical levels. General Community Profiles can be obtained from the Australian Bureau of Statistics website at www.abs.gov.au.

The researcher must also provide up-to-date estimates of the LCA's population, population growth and unemployment. Where an official estimate is unavailable, the researcher must clearly outline the methodology used to calculate the estimated figures.

Possible sources of data include:

- local councils
- State Development, Infrastructure, Local Government and Planning (<https://www.statedevelopment.qld.gov.au/>)
- Department of Employment and Workplace Relations (<https://www.dewr.gov.au/>)
- Queensland Government Statistician's Office (<http://www.qgso.qld.gov.au/>)
- National Skills Commission (<https://www.nationalskillscommission.gov.au/>)
- Queensland Police Service (<https://www.police.qld.gov.au/maps-and-statistics>)

When analysing this data the LCA should be compared to the LGA and the relevant regional benchmark (see Section 6.3).

If data is unavailable for the LCA, for example, due to the LCA being located within a greenfield area, the researcher must utilise all available resources (e.g. developer's master plans, town planning information from the local council etc.) to project the likely demographics for the LCA.

6.3 Regional Benchmarks

To ensure an accurate and fair assessment of the LCA's socio-economic profile, researchers must compare the LCA profile with the following regions:

- If the site is located within the Brisbane - East, Brisbane - North, Brisbane - South, Brisbane - West, Brisbane Inner City, Gold Coast, Ipswich, Logan - Beaudesert, Moreton Bay - North, Moreton Bay - South or Sunshine Coast SA4s, the LCA profile should be compared to the *South East Regional Benchmark*, which encompasses the Brisbane - East, Brisbane - North, Brisbane - South, Brisbane - West, Brisbane Inner City, Gold Coast, Ipswich, Logan - Beaudesert, Moreton Bay - North, Moreton Bay - South and Sunshine Coast SA4s; or
- If the site is not located in the Brisbane - East, Brisbane - North, Brisbane - South, Brisbane - West, Brisbane Inner City, Gold Coast, Ipswich, Logan - Beaudesert, Moreton Bay - North, Moreton Bay - South or Sunshine Coast SA4s, the LCA profile should be compared to the *Queensland Remainder Regional Benchmark*, which encompasses the Cairns, Darling Downs - Maranoa, Fitzroy, Mackay - Isaac - Whitsunday, Queensland - Outback, Toowoomba, Townsville and Wide Bay SA4s.

6.4 Industry and Businesses

A list of the key industries and businesses operating within the LCA should be provided, with an emphasis on those likely to be impacted upon (positively or negatively) by the grant of the application.

Tourism levels for the LCA should be provided, including day-trippers. This data may be obtained by using a number of data sources so that an indication of the importance of tourism to the LCA can be made. Data sources include:

- Census of Population and Housing: General Community Profile, Table G03 for overnight intrastate and interstate visitors on Census night (ABS)
- Tourism and Events Queensland (<http://teq.queensland.com>)
- Queensland Government Statistician's Office
- local councils.

6.5 Gaming Sensitive Sites

Gaming sensitive sites in the LCA should be listed in the Community Impact Statement and highlighted on a map of the LCA, including:

- gambling help service providers
- emergency relief providers
- pawn brokers or credit providers
- shopping centres
- schools

- child care centres
- other venues of community congregation, for example, churches and community centres.

These may be identified through the local phone directory, local council or help service providers in the local community. A list of gambling help service providers is located at www.qld.gov.au/community/getting-support-health-social-issue/gambling-problem-counselling/index.html.

7. Site Profile

A brief profile of the applicant's site must be provided.

The profile should provide data on the following characteristics:

- location of the site
- number of gaming machines applied for and/or current number of gaming machines and additional number proposed
- size and type of venue
- for Category 2 licensees, purpose/objective of the venue including strategies and progress for community benefit
- patron type – current and proposed membership and / or numbers; proportion living near the site or elsewhere; proportion working in the local area but not residing in it; demographics; and frequency of visitation for these groups. This information may be obtained from an exit survey of patrons of the site if the application refers to an existing site.
- management plan for child care facilities at the site e.g. qualifications of care providers, hours of operation and facilities offered.

8. Consultation Requirements

While a formal survey is not required, evidence must be provided to give:

- an indication of the attitude of the community towards the application (rather than gambling in general)
- an indication of the prevalence of problem gambling in the community.

To ensure the validity of the findings, the information must be gathered within the 12 months prior to submitting the application.

8.1 Methodology

It is expected that the researcher will contact representatives from a variety of community organisations, such as:

- the nearest “Gambling Help” service provider. Contact details for regional offices can be obtained from <https://www.qld.gov.au/community/getting-support-health-social-issue/gambling-problem-counselling/index.html>.
- local community help groups, welfare and emergency relief providers
- financial assistance counselling services
- health care providers
- business and industry associations
- community leaders
- cultural groups
- local community groups
- local residential groups

All respondents must be made aware of why the data is being collected and how it will be used.

The researcher should be aware that the Commissioner may request that additional consultation be undertaken if the information submitted is considered insufficient or biased in some way.

8.2 Submission Requirements

All information collected as part of the consultation must be submitted as an appendix to the Community Impact Statement.

The information must be accompanied by a signed statement from the organisation’s representative verifying that the comments made are true and correct and that the representative is authorised by the organisation to speak publicly on its behalf.

9. The Impact Assessment Process

These guidelines indicate a range of social and economic impacts that the researcher needs to investigate.

The duration and severity of these impacts should be addressed and where appropriate, comparisons should be drawn between the effects on the local community if the application was granted versus the effects if the application was refused.

If the researcher does not believe a particular issue is relevant to a local community, they must provide an explanation as to why the issue does not apply.

There may be additional impacts relevant to the particular local community. If the researcher believes an issue is relevant, it may be included in the CIS with explanations and references as appropriate.

These impacts are often best identified through visiting the local community/venue, rather than relying solely on desktop research.

In the absence of specific data and/or information, some impacts may need to be estimated or projected from other information. However, care should be taken to substantiate claims and to provide methodologies used in the collection of data and measurement of impacts, as well as indicate the level of confidence in estimating these impacts. Where possible, claims should be cross validated using several data sources (qualitative or quantitative). If data is unavailable, the researcher must provide details of any unsuccessful attempts to obtain the information.

All data reported or presented in the Community Impact Statement must be fully referenced. Further, a detailed explanation must be provided for every methodology used in the analysis of this data, including assumptions and limitations.

9.1 Social Impacts

9.1.1 Problem Gambling or Potential for Problem Gambling in the LCA

Include details on:

- the prevalence of problem gambling in the local community
- the demand for help services
- any indicators of financial or emotional stress e.g. low discretionary income⁹, high levels of welfare benefits and allowances, high unemployment, low educational attainment, high housing costs, low levels of home ownership, high levels of public housing, high demand on welfare or emergency assistance providers, high levels of single parenting, high levels of crime or high levels of disadvantage.

Sources: Queensland Household Gambling Survey, local community profile, site profile, consultation with staff, gambling help service providers, local community representatives.

⁹ Discretionary income refers to the portion of an individual's income available for spending after essentials such as food, clothing and shelter have been taken care of.

9.1.2 Gaming Sensitive Sites in the LCA

Include details on the proximity of the gaming sensitive sites identified in Section 6.5 in relation to the applicant site and any likely impact (and the magnitude of the impact) of the applicant site on persons frequenting these gaming sensitive sites.

Sources: local community profile, consultation with gambling help service providers, local community representatives.

9.1.3 Accessibility of Gaming Machines and Gaming Machine Sites in the LCA

Include details on:

- number of operational machines
- number of sites
- machine density (operational machines per 10,000 adults)
- site density (operational sites per 10,000 adults)
- physical accessibility of the site and the gaming area e.g. location on a main road, site visibility or marketing activities which may affect accessibility.

Sources: OLGR website (<https://secure.olgr.qld.gov.au/dcm/Gaming>) and site profile.

9.1.4 Expenditure on Gaming Machines in the LCA

Include details on the annual expenditure (net loss) per adult in the LCA.

Sources: OLGR website (<https://secure.olgr.qld.gov.au/dcm/Gaming>).

9.1.5 Compatibility with Amenity or Character of the LCA

Include details on:

- the history of the area
- any future plans and developments
- the surrounding industry or business profile
- the demographic profile.

Sources: local community profile, consultation with local council, local community representatives.

9.1.6 Synergy with Neighbouring Businesses/Residences/Community Facilities

Include details on neighbouring site types and the likely interaction of these sites with the gaming site.

Sources: consultation with businesses and local community representatives.

9.1.7 Lifestyle, Recreational and Other Social Impacts

Include details on:

- the use of gaming or site facilities
- social interaction
- the existing or proposed accreditation of any child care provided on-site
- for Category 2 licence applications, the value of financial and non-financial contributions to the local community.

Sources: site's financial information, consultation with local community representatives.

9.1.8 Effectiveness of the Site's Responsible Gambling Activities

Describe how the site's responsible gambling strategies specifically address the impacts identified in this assessment and whether the site has adopted, or plans to adopt, the Queensland Responsible Gambling Code of Practice.

Sources: applicant, Queensland Responsible Gambling Code of Practice Resource Manuals (publications.qld.gov.au/dataset/responsible-gambling-code-of-practice-and-resource-manuals).

9.2 Economic Impacts

9.2.1 Site Employment

Include details on:

- the number of employees at the venue (expressed as full time equivalent employees)
- the number of additional full time equivalent employees as a result of the proposal
- the tenure of employment (full time, part time or casual)
- the area of employment (gaming, hospitality or administration)
- whether employees are sourced from the local community.

Source: applicant.

9.2.2 Impact on Local Businesses

Include details on:

- possible business closures or openings
- loss or increase in sales particularly for hospitality or retail businesses
- impact on local employment.

Sources: local community profile, local council documents, consultation with local council, business and community development representatives, local businesses, local community representatives.

9.2.3 Gaming Revenue

Include details on the site's projected net gaming revenue for a 12 month period expressed as an absolute figure and as a percentage of the site's overall projected net revenue. A clear methodology should be provided on how these projections were calculated. Projections should

take into account any existing gaming machines at the applicant's site as well as the gaming machines sought in the application.

Sources: applicant, site's financial data, licensed monitoring operators, gaming machine suppliers, OLGR website (<https://secure.olgr.qld.gov.au/dcm/Gaming>).

9.2.4 Contributions and other economic impacts

Include details and supporting documentation on:

- the economic value of contributions to local community
- any sponsorships and donations to local community
- the value of contracts to supply goods and services
- the value of construction or development associated with proposal.

Sources: site's financial data, budget allocations, other records held by applicant e.g. Community Benefit Statements (required for clubs with more than 50 machines) or letters of appreciation from donation recipients.

9.3 Net Impact

An overall conclusion must be made about the net social, the net economic and the overall net impact of the proposal on the local community. For this to be meaningful and accurate, a balanced and complete view of the impacts resulting from the proposal must be taken. Any areas of concern should be highlighted.

10. References

The following websites contain information that may assist researchers in the preparation of the Community Impact Statement:

- Office of Liquor and Gaming Regulation – www.business.qld.gov.au/industries/hospitality-tourism-sport/liquor-gaming
- Australian Bureau of Statistics – www.abs.gov.au
- Queensland Government Statistician's Office – www.qgso.qld.gov.au
- State Development, Infrastructure, Local Government and Planning - <https://www.statedevelopment.qld.gov.au/>
- Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships – <https://www.dsdsatsip.qld.gov.au/>
- Department of Employment and Workplace Relations - <https://www.dewr.gov.au/>
- National Skills Commission <https://www.nationalskillscommission.gov.au/>
- Queensland Police Service <https://www.police.qld.gov.au/maps-and-statistics>
- Tourism and Events Queensland – <https://www.teq.queensland.com>
- Relationships Australia – www.relationships.org.au
- Google's satellite mapping website – <https://www.google.com/maps>

11. Copies

One 'hard' copy of the Community Impact Statement must be submitted to OLGR.

An additional digital copy must also be submitted to OLGR to facilitate release for consultation purposes and document storage.

12. Further Information

Further information on any aspect of the Community Impact Statement can be obtained by contacting the Research and Statistics Unit on telephone (07) 3738 8337 or email gamingstatistics@justice.qld.gov.au.

13. Checklist

Before submitting the Community Impact Statement to OLGR, please ensure the following information has been supplied.

Background

- ☐ Details of researcher's qualifications/experience
- ☐ Statement of independence
- ☐ LCA map
- ☐ Justification for LCA
- ☐ LCA background
- ☐ Demographics
- ☐ Industry and businesses
- ☐ Gaming sensitive sites
- ☐ Site profile
- ☐ Methodology and findings from consultation
- ☐ Signed statements from community representatives

Social Impacts

- ☐ Problem gambling prevalence
- ☐ Gaming sensitive sites
- ☐ Accessibility
- ☐ Expenditure
- ☐ Compatibility with local amenity or character
- ☐ Synergy with neighbouring businesses/residences/community facilities
- ☐ Lifestyle, recreational and other social impacts
- ☐ Effectiveness of responsible gambling activities

Economic Impacts

- ☐ Site employment
- ☐ Impact on local businesses
- ☐ Gaming revenue
- ☐ Contributions and other economic impacts

Net Impact

- ☐ Net social impact
- ☐ Net economic impact
- ☐ Net overall impact

Other

- ☐ 1 hard copy
- ☐ 1 electronic copy