

Scrutiny Inquiry Panel - Reducing Gambling-Related Harms in Southampton

Thursday, 14th November, 2024
at 5.30 pm

PLEASE NOTE TIME OF MEETING

Conference Room 3 and 4 - Civic Centre

This meeting is open to the public

Members

Councillor Cooper
Councillor Greenhalgh
Councillor Percival
Councillor Powell-Vaughan
Councillor Webb

Contacts

Democratic Support Officer
Emily Goodwin
Email: emily.goodwin@southampton.gov.uk

Scrutiny Manager

Mark Pirnie
Tel: 023 8083 3886
Email: mark.pirnie@southampton.gov.uk

PUBLIC INFORMATION

Role of Scrutiny Panel Inquiry –

Purpose:

To identify opportunities to improve outcomes for private sector renters in Southampton.

Use of Social Media:- The Council supports the video or audio recording of meetings open to the public, for either live or subsequent broadcast. However, if, in the Chair's opinion, a person filming or recording a meeting or taking photographs is interrupting proceedings or causing a disturbance, under the Council's Standing Orders the person can be ordered to stop their activity, or to leave the meeting.

By entering the meeting room you are consenting to being recorded and to the use of those images and recordings for broadcasting and or/training purposes. The meeting may be recorded by the press or members of the public.

Any person or organisation filming, recording or broadcasting any meeting of the Council is responsible for any claims or other liability resulting from them doing so.

Details of the Council's Guidance on the recording of meetings is available on the Council's website.

Southampton: Corporate Plan 2022-2030

sets out the four key goals:

- Strong Foundations for Life.- For people to access and maximise opportunities to truly thrive, Southampton will focus on ensuring residents of all ages and backgrounds have strong foundations for life.
- A proud and resilient city - Southampton's greatest assets are our people. Enriched lives lead to thriving communities, which in turn create places where people want to live, work and study.
- A prosperous city - Southampton will focus on growing our local economy and bringing investment into our city.
- A successful, sustainable organisation - The successful delivery of the outcomes in this plan will be rooted in the culture of our organisation and becoming an effective and efficient council.

Public Representations

At the discretion of the Chair, members of the public may address the meeting about any report on the agenda for the meeting in which they have a relevant interest.

Smoking policy – the Council operates a no-smoking policy in all civic buildings.

MOBILE TELEPHONES:- Please switch your mobile telephones or other IT to silent whilst in the meeting.

Fire Procedure – in the event of a fire or other emergency a continuous alarm will sound and you will be advised by Council officers what action to take.

Access – access is available for the disabled. Please contact the Democratic Support Officer who will help to make any necessary arrangements.

Dates of Meetings:

14 November 2024
19 December 2024
16 January 2025
13 February 2025
6 March 2025
8 May 2025

CONDUCT OF MEETING

Terms of Reference

The terms of reference of the Committee are contained in the Council's Constitution.

Business to be discussed

Only those items listed on the attached agenda may be considered at this meeting.

Rules of Procedure

The meeting is governed by the Council Procedure Rules as set out in Part 4 of the Constitution.

Quorum

The minimum number of appointed Members required to be in attendance to hold the meeting is 3.

Disclosure of Interests

Members are required to disclose, in accordance with the Members' Code of Conduct, **both** the existence **and** nature of any "personal" or "prejudicial" interests they may have in relation to matters for consideration on this Agenda.

Personal Interests

A Member must regard himself or herself as having a personal interest in any matter

- (i) if the matter relates to an interest in the Member's register of interests; or
- (ii) if a decision upon a matter might reasonably be regarded as affecting to a greater extent than other Council Tax payers, ratepayers and inhabitants of the District, the wellbeing or financial position of himself or herself, a relative or a friend or:-
 - (a) any employment or business carried on by such person;
 - (b) any person who employs or has appointed such a person, any firm in which such a person is a partner, or any company of which such a person is a director;
 - (c) any corporate body in which such a person has a beneficial interest in a class of securities exceeding the nominal value of £5,000; or
 - (d) any body listed in Article 14(a) to (e) in which such a person holds a position of general control or management.

A Member must disclose a personal interest.

Continued/.....

Prejudicial Interests

Having identified a personal interest, a Member must consider whether a member of the public with knowledge of the relevant facts would reasonably think that the interest was so significant and particular that it could prejudice that Member's judgement of the public interest. If that is the case, the interest must be regarded as "prejudicial" and the Member must disclose the interest and withdraw from the meeting room during discussion on the item.

It should be noted that a prejudicial interest may apply to part or the whole of an item.

Where there are a series of inter-related financial or resource matters, with a limited resource available, under consideration a prejudicial interest in one matter relating to that resource may lead to a member being excluded from considering the other matters relating to that same limited resource.

There are some limited exceptions.

Note: Members are encouraged to seek advice from the Monitoring Officer or his staff in Democratic Services if they have any problems or concerns in relation to the above.

Principles of Decision Making

All decisions of the Council will be made in accordance with the following principles:-

- proportionality (i.e. the action must be proportionate to the desired outcome);
- due consultation and the taking of professional advice from officers;
- respect for human rights;
- a presumption in favour of openness, accountability and transparency;
- setting out what options have been considered;
- setting out reasons for the decision; and
- clarity of aims and desired outcomes.

In exercising discretion, the decision maker must:

- understand the law that regulates the decision making power and gives effect to it. The decision-maker must direct itself properly in law;
- take into account all relevant matters (those matters which the law requires the authority as a matter of legal obligation to take into account);
- leave out of account irrelevant considerations;
- act for a proper purpose, exercising its powers for the public good;
- not reach a decision which no authority acting reasonably could reach, (also known as the "rationality" or "taking leave of your senses" principle);
- comply with the rule that local government finance is to be conducted on an annual basis. Save to the extent authorised by Parliament, 'live now, pay later' and forward funding are unlawful; and
- act with procedural propriety in accordance with the rules of fairness.

AGENDA

1 APOLOGIES AND CHANGES IN MEMBERSHIP (IF ANY)

To note any changes in membership of the Panel made in accordance with Council Procedure Rule 4.3.

2 ELECTION OF CHAIR AND VICE-CHAIR

To elect the Chair and Vice Chair for the remaining Municipal Year 2024-2025.

3 DISCLOSURE OF PERSONAL AND PECUNIARY INTERESTS

In accordance with the Localism Act 2011, and the Council's Code of Conduct, Members to disclose any personal or pecuniary interests in any matter included on the agenda for this meeting.

NOTE: Members are reminded that, where applicable, they must complete the appropriate form recording details of any such interests and hand it to the Democratic Support Officer.

4 DECLARATIONS OF SCRUTINY INTEREST

Members are invited to declare any prior participation in any decision taken by a Committee, Sub-Committee, or Panel of the Council on the agenda and being scrutinised at this meeting.

5 DECLARATION OF PARTY POLITICAL WHIP

Members are invited to declare the application of any party political whip on any matter on the agenda and being scrutinised at this meeting.

6 STATEMENT FROM THE CHAIR

7 INQUIRY TERMS OF REFERENCE (Pages 1 - 6)

Report of the Scrutiny Manager recommending that the Panel discuss, amend and approve a final version of the attached outline inquiry project plan, allowing for sufficient flexibility and the availability of suitable witnesses.

8 INTRODUCTION, CONTEXT AND BACKGROUND (Pages 7 - 10)

Report of the Scrutiny Manager recommending that the Panel consider the comments made by the invited guests and use the information provided as evidence in the review.

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Agenda Item 7

DECISION-MAKER:	REDUCING GAMBLING-RELATED HARMS IN SOUTHAMPTON - SCRUTINY INQUIRY PANEL
SUBJECT:	TERMS OF REFERENCE AND INQUIRY PLAN
DATE OF DECISION:	14 NOVEMBER 2024
REPORT OF:	SCRUTINY MANAGER

<u>CONTACT DETAILS</u>			
Executive Director	Title	Executive Director – Enabling Services	
	Name	Mel Creighton	Tel: 023 8083 3528
	E-mail	Mel.creighton@southampton.gov.uk	
Author:	Title	Scrutiny Manager	
	Name	Mark Pirnie	Tel: 023 8083 3886
	E-mail	Mark.pirnie@southampton.gov.uk	

STATEMENT OF CONFIDENTIALITY
None

BRIEF SUMMARY
<p>On 24 October 2024 the Overview and Scrutiny Management Committee (OSMC) agreed the terms of reference for a scrutiny inquiry focusing on reducing gambling-related harms in Southampton.</p> <p>The outline project plan for the inquiry identifies themes for each meeting. This report invites the Panel to note the terms of reference and to amend and approve a final version of the outline inquiry project plan, attached as Appendix 1.</p>

RECOMMENDATIONS:	
(i)	That the terms of reference set out in Appendix 1 be noted.
(ii)	That the Panel discuss, amend and approve a final version of the attached outline inquiry project plan, allowing for sufficient flexibility and the availability of suitable witnesses.

REASONS FOR REPORT RECOMMENDATIONS	
1.	To enable the Scrutiny Inquiry Panel to commence the evidence gathering process.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
2.	There are numerous options that could be included within the inquiry project plan. The version attached reflects the feedback from the OSMC.

DETAIL (Including consultation carried out)	
3.	The OSMC agreed the terms of reference for a scrutiny inquiry on reducing gambling-related harms in Southampton on 24 October 2024.
4.	Panel members are invited to note the terms of reference and to amend and approve a final version of the attached outline inquiry project plan. The

	approved plan will then provide the structure to the subsequent meetings of this review, allowing for flexibility and the availability of suitable witnesses.
5.	The outline inquiry project plan identifies that the review will be conducted over 6 meetings of the Scrutiny Inquiry Panel with a final report to be considered at the 8 May 2025 meeting.
RESOURCE IMPLICATIONS	
<u>Capital/Revenue/Property/Other</u>	
6.	Resources to support the scrutiny review will come from existing budgets.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
7.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.
<u>Other Legal Implications:</u>	
8.	None
RISK MANAGEMENT IMPLICATIONS	
9.	None
POLICY FRAMEWORK IMPLICATIONS	
10.	None

KEY DECISION?	No
WARDS/COMMUNITIES AFFECTED:	None
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Terms of Reference and Draft Inquiry Plan

Documents In Members' Rooms

1.	None
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Equality Impact Assessment

Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out?	No
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Data Protection Impact Assessment

Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?	No
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Other Background Documents

Other Background documents available for inspection at:

Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential
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1.	None
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Reducing gambling-related harms in Southampton - Scrutiny Inquiry Terms of Reference and Outline Inquiry Plan

1. Scrutiny Panel membership:

Councillor Cooper
Councillor Greenhalgh
Councillor Percival
Councillor Powell-Vaughan
Councillor Webb

2. Purpose:

To identify opportunities to reduce gambling-related harms in Southampton.

3. Background:

- According to the Gambling Commission's 2024 Gambling Survey for Great Britain, nearly half of adults in Great Britain had gambled at least once in the previous four weeks. The most popular activities were lottery participation, followed by scratch cards, betting and online instant games, with 'fun/enjoyment factor' and 'monetary reasons' cited as key motivators.¹
- Although it is recognised that gambling generates considerable tax revenue for government, provides employment, creates innovation within business communities, provides benefits to other leisure sectors and gives pleasure and enjoyment to some participants, there are also considerable societal costs arising from the harms associated with it.²
- The 2021 Public Health England (PHE) Gambling-related Harms Evidence Review identified a range of harms associated with gambling, broadly categorised as financial, relationship, health, employment and education, and criminal behaviour, with an estimated overall annual cost, comprised of direct costs to the UK government and intangible societal costs, of £1.05 to £1.77 billion.
- In Great Britain approximately 300,000 people are categorised as 'problem gamblers', and there are approximately 1.8 million people categorised as 'at risk'.³ It is estimated that for every person experiencing harmful gambling, on average, between six and ten additional people are directly affected by it.⁴
- The highest rates of gambling participation are among people who have higher academic qualifications, people who are employed, and among

¹ Gambling Commission. *Statistics on gambling participation – Year 2 (2024), wave 1: Official statistics*. <https://www.gamblingcommission.gov.uk/statistics-and-research/publication/statistics-on-gambling-participation-year-2-2024-wave-1-official-statistics>

² Wardle H, Reith G, Best D, McDaid D, Platt S. *Measuring gambling-related harms: a framework for action*. Birmingham, UK: Gambling Commission; 2018. https://eprints.lse.ac.uk/89248/1/McDaid_Gambling-Related_harms_Published.pdf

³ [High stakes: gambling reform for the digital age - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/high-stakes-gambling-reform-for-the-digital-age)

⁴ Hunter, A., 2022, Gambling Related Harm in the Midlands: A Rapid Health Needs Assessment, Office for Health Improvement and Disparities

relatively less deprived groups. People who are classified as gambling at elevated risk levels and experiencing problem gambling are typically male and in younger age groups. The socio-demographic profile of gamblers appears to change as gambling risk increases, with harmful gambling associated with people who are unemployed and among people living in more deprived areas.⁵

- Analysis currently being undertaken by the City Council's Public Health Team will help to identify the population of individuals engaging in harmful gambling in Southampton and the gambling-related harms caused as a consequence of harmful gambling.
- As policy makers and academics increasingly recognise its potential to harm individuals, families and communities, gambling-related harm is now widely considered to be a public health issue.
- Reflecting this, addressing gambling-related harms requires a broad response. Traditional approaches that focus on single interventions do not tend to work at a population level. As harmful gambling, and gambling-related harms, is a complex problem with a large number of different but often interlinked factors, no single measure is likely to be effective on its own in addressing it. Consequently, many organisations have a part to play in addressing the issue of gambling-related harms.⁶
- Whilst many policy decisions regarding gambling are made at a national level in the UK, there are clear opportunities to act at local and regional levels to prevent the negative impacts of gambling on individuals, families and communities. Indeed, there exist a number of examples of innovative, evidence informed practice, that have been employed across local authority footprints or city regions, designed to tackle gambling related harms.

4. Objectives:

- a) To develop understanding of the harm caused by gambling in Southampton.
- b) To identify what is currently available or planned to prevent/or reduce gambling related harms for residents of Southampton and to treat residents experiencing a gambling problem.
- c) To identify good practice being employed across local authority footprints and city-regions to reduce gambling-related harm in the UK.
- d) To identify what initiatives and approaches could work well in Southampton to reduce the harm caused by gambling.

5. Methodology:

- a) Seek the views of stakeholders and people with lived experience
- b) Share work undertaken to quantify gambling related harm in Southampton
- c) Identify and share evidence and best practice.

⁵ [Gambling-related harms evidence review: summary - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/684443/gambling-related-harms-evidence-review-summary.pdf)

⁶ [Tackling gambling related harm a whole council approach \(local.gov.uk\)](https://www.local.gov.uk/guidance/tackling-gambling-related-harm-a-whole-council-approach) – LGA & Public Health England, 2018

6. Proposed Timetable:

Six meetings between November 2024 and May 2025

Meeting 1: 14 November 2024

- Introduction, context and background
 - Define gambling-related harms
 - Understanding the impact of gambling harms on individuals, families and communities in Southampton
 - Overview of regulatory landscape

Meeting 2: 19 December 2024

- A whole place approach to reducing gambling harms
 - Examples of local authority / city region approaches that have sought to adopt a place based, whole system approach to reducing gambling related harms.

Meeting 3: 16 January 2025

- Primary prevention - Taking action to prevent the onset of at-risk gambling behaviour, either through whole population measures or those targeting vulnerable groups.
 - Reducing gambling supply and exposure
 - Reducing the uptake of gambling

Meeting 4: 13 February 2025

- Secondary prevention - Early identification of those who have recently started to engage in at-risk gambling behaviour to prevent escalation of (and ideally reduce) any early-stage gambling-related harms.
 - Identifying and supporting those experiencing gambling-related harms
 - Improved data collection

Meeting 5: 6 March 2025

- Tertiary prevention - measures to lessen the impact of gambling-related harms on those already engaging in harmful gambling behaviours and their affected others.
 - Improving access to treatment
 - Lessening the impact of gambling-related harm

Meeting 6: 8 May 2025

- Consideration of the final report

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Agenda Item 8

DECISION-MAKER:	REDUCING GAMBLING-RELATED HARMS IN SOUTHAMPTON - SCRUTINY INQUIRY PANEL
SUBJECT:	INTRODUCTION, CONTEXT AND BACKGROUND
DATE OF DECISION:	14 NOVEMBER 2024
REPORT OF:	SCRUTINY MANAGER

<u>CONTACT DETAILS</u>			
Executive Director	Title	Executive Director – Enabling Services	
	Name	Mel Creighton	Tel: 023 8083 3528
	E-mail	Mel.creighton@southampton.gov.uk	
Author:	Title	Scrutiny Manager	
	Name	Mark Pirnie	Tel: 023 8083 3886
	E-mail	Mark.pirnie@southampton.gov.uk	

STATEMENT OF CONFIDENTIALITY

None

BRIEF SUMMARY

At the opening meeting of the inquiry focussing on reducing gambling-related harms in Southampton, the Panel will be provided with an introduction to the issues, some of which will be considered in greater detail at subsequent meetings.

Specifically, in accordance with the Inquiry Plan, the meeting will focus on the following:

- A definition of gambling-related harms
- The impact of gambling-related harms on individuals, families and communities in Southampton
- The regulatory and legislative landscape.

RECOMMENDATIONS:

	(i)	The Panel is recommended to consider the comments made by the invited guests and use the information provided as evidence in the review.
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REASONS FOR REPORT RECOMMENDATIONS

1.	To enable the Panel to compile a file of evidence in order to formulate findings and recommendations at the end of the review process.
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ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

2.	None
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DETAIL (Including consultation carried out)

3.	According to the Gambling Commission’s 2024 Gambling Survey for Great Britain, nearly half of adults in Great Britain had gambled at least once in the previous four weeks. The most popular activities were lottery participation,
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	followed by scratch cards, betting and online instant games, with 'fun/enjoyment factor' and 'monetary reasons' cited as key motivators. ¹
4.	Although it is recognised that gambling generates considerable tax revenue for government, provides employment, creates innovation within business communities, provides benefits to other leisure sectors and gives pleasure and enjoyment to some participants, there are also considerable societal costs arising from the harms associated with it. ²
5.	The 2021 Public Health England (PHE) Gambling-related Harms Evidence Review identified a range of harms associated with gambling, broadly categorised as financial, relationship, health, employment and education, and criminal behaviour, with an estimated overall annual cost, comprised of direct costs to the UK government and intangible societal costs, of £1.05 to £1.77 billion. ³
	Invited guests
6.	<p>To provide context, and develop upon the information outlined above, and to ensure that the Inquiry Panel have an overview of national and local issues relating to gambling-related harms, a number of guests have been invited to present at the inaugural meeting of the inquiry:</p> <ul style="list-style-type: none"> <p>Professor Sam Chamberlain - Head of Department, Department of Psychiatry, University of Southampton & Service Director and Honorary Consultant Psychiatrist, NHS Southern Gambling Service, Southern Health NHS Foundation Trust.</p> <p>To launch the inquiry Professor Chamberlain will deliver the keynote address. Professor Chamberlain is an academic psychiatrist with a particular interest in impulsive and compulsive symptoms. He founded and directs the NHS (UK) Southern Gambling Treatment Service, a specialist service based in Southampton providing evidence-based treatment to people with gambling-related harms / gambling disorder.</p> <p>Jenny Clynes – Public Health Specialty Registrar, Southampton City Council</p> <p>A Health Needs Assessment is a systematic approach to understanding the needs of a population. Alongside public health data it considers social, economic, cultural and behavioural factors that influence health.</p> <p>For Southampton City Council, Jenny has been drafting a Gambling Harms Needs Assessment to provide a more detailed understanding of the issue and to inform decision making.</p>

¹ Gambling Commission. *Statistics on gambling participation – Year 2 (2024), wave 1: Official statistics*. <https://www.gamblingcommission.gov.uk/statistics-and-research/publication/statistics-on-gambling-participation-year-2-2024-wave-1-official-statistics>

² Wardle H, Reith G, Best D, McDaid D, Platt S. *Measuring gambling-related harms: a framework for action*. Birmingham, UK: Gambling Commission; 2018. https://eprints.lse.ac.uk/89248/1/McDaid_Gambling-Related_harms_Published.pdf

³ [Gambling-related harms evidence review: quantitative analysis of gambling involvement and gambling-related harms among the general population in England](#)

	<p>At the meeting Jenny will provide the Panel with the key findings from the Gambling Harms Needs Assessment, including Southampton specific information.</p> <ul style="list-style-type: none"> • Rob Burkitt - Policy Manager and Lead for Shared Regulation, Gambling Commission <p>The Gambling Commission was set up under the Gambling Act 2005. It is responsible for the regulation of individuals and businesses that provide gambling in Great Britain, including the National Lottery.</p> <p>The Gambling Commission works in partnership with licensing authorities to ensure gambling businesses are compliant in order to make gambling safer and fairer.</p> <p>Rob will outline for the Panel the role of the Gambling Commission, the regulatory framework, and how the Commission seeks to protect consumers and promote responsible gambling.</p> <ul style="list-style-type: none"> • Bryan Dimmick – Southampton resident with lived experience of gambling-related harms. <p>Throughout the inquiry it is proposed that the Panel hear from individuals with lived experience of gambling-related harms. Bryan will outline his experiences, the impact gambling had on him, his family and community as well as his journey to recovery.</p>
7.	<p>The invited guests will take questions from the Panel relating to the evidence provided. Copies of any presentations will be made available to the Panel and will be published on the Inquiry Panel's pages on the Council website: Browse meetings - Scrutiny Inquiry Panel - Reducing Gambling-Related Harms in Southampton Southampton City Council</p>
RESOURCE IMPLICATIONS	
<u>Capital/Revenue/Property/Other</u>	
8.	Resources to support the scrutiny review will come from existing budgets.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
9.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.
<u>Other Legal Implications:</u>	
10.	None
RISK MANAGEMENT IMPLICATIONS	
11.	None
POLICY FRAMEWORK IMPLICATIONS	
12.	None

KEY DECISION?	No
WARDS/COMMUNITIES AFFECTED:	None
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	None
Documents In Members' Rooms	
1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out?	No
Data Protection Impact Assessment	
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?	No
Other Background Documents	
Other Background documents available for inspection at:	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential
1.	None