Public Document Pack

Scrutiny Inquiry Panel - Reducing Gambling-Related Harms in Southampton

Thursday, 19th December, 2024 at 5.30 pm

PLEASE NOTE TIME OF MEETING

Council Chamber - Civic Centre

This meeting is open to the public

Members

Councillor Cooper (Chair) Councillor Greenhalgh Councillor Percival Councillor Powell-Vaughan Councillor Webb (Vice-Chair)

Contacts

Mark Pirnie Emily Goodwin

ADDITIONAL INFORMATION AND PRESENTATIONS

7 <u>A WHOLE-PLACE APPROACH TO REDUCING GAMBLING RELATED HARMS</u> (Pages 1 - 46)

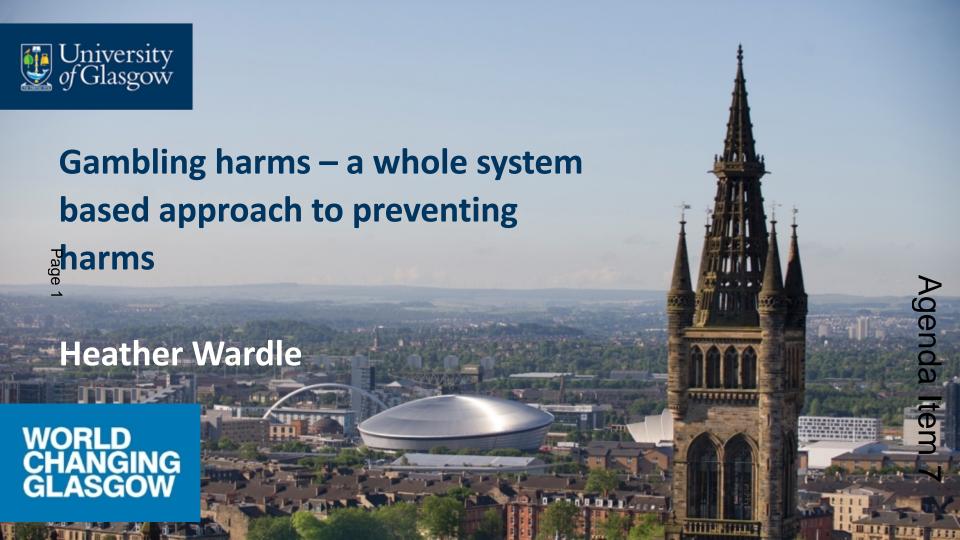
Report of the Scrutiny Manager informing the Panel that, in accordance with the inquiry plan, the focus of the second meeting of the inquiry will be on adopting a whole-place approach to reducing gambling related harms in Southampton.

Presentations given at the meeting from:

- Professor Heather Wardle Professor of Gambling Research and Policy at Glasgow University
- Alice Beadle Public Health Specialist: Gambling Harms in the North East
- Matt Smith Director of External Affairs at Betknowmore UK

Date Not Specified

Service Director, Legal & Governance





Disclosures

- **Disclosures:** HW served as independent advisors to UK government on gambling policy (2015-20). HW is co-chair of the Lancet Public Health Commission on gambling. Funded via National Institute of Health Research, UKRI, local and central government, including The Gambling Commission (incl regulatory settlement funding)
- Does not collaborate with industry or those who collaborate with industry.



The Lancet Public Health Commission on gambling

To make recommendations about actions to ensure that gambling is **provided** and **regulated** in the public interest – protecting the public from harm

Gambling is not an ordinary commodity: it is health harming for some

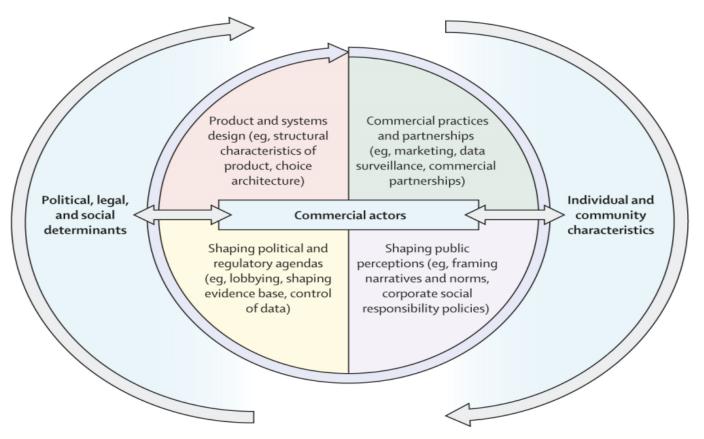
Harms more wide ranging than previously acknowledged (global rates of PG c. 1.4%; but up to 1 in 6 for certain products).

Gambling has potential to exacerbate inequalities

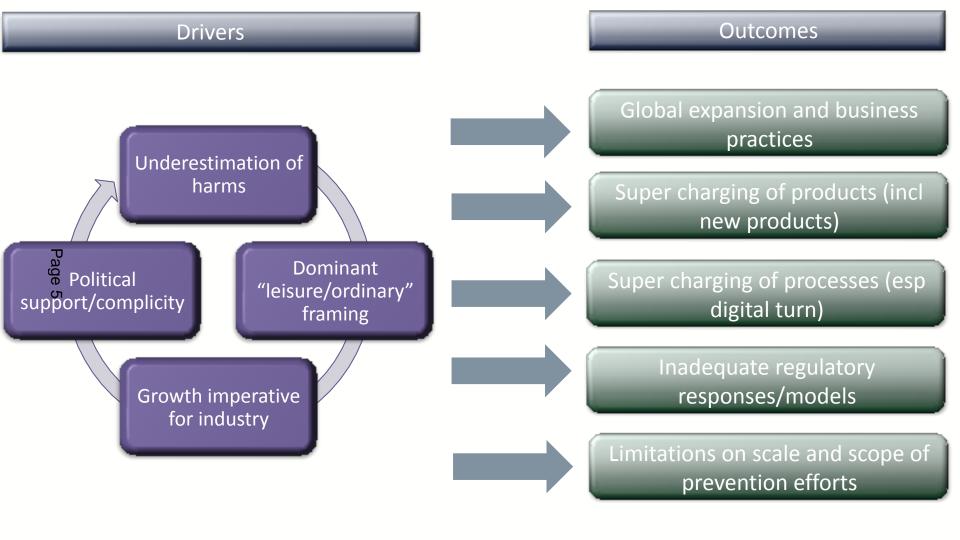
Determinants of behaviour shaped by powerful corporate and political powers



Determinants of gambling and gambling harms



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Implications for prevention

"How you define something governs what you do about it"

(Korn &Shaffer, 1999)

Needs a whole-systems approach to reduce harm

Need different regulatory approaches

Need global co-operation



Why a whole-systems approach?

- 16.1 Significantly reduce violence and related deaths
- 16.2 Reduce illicit financial and arms flows, reduce organised crime
- 16.3 Reduce corruption and bribery in all forms

Ø

- 16.4 Develop accountable and transparent institutions
- 16.D Strengthen national institutions to prevent violence, terrorism, and crime

Gambling can be associated with organised crime and those harmed might perpetrate crime; in low-income and middle-income countries, opaque governance and regulation undermines trust in institutions; potential impact on integrity of sports

PEACE, JUSTICE AND STRONG INSTITUTIONS



- 1.2 Reduce at least by half the proportion of men, women, and children of all ages living in poverty in all its dimensions
- Gambling is associated with severe financial destitution and bankruptcy among those harmed

 Action and sustain income growth of bottom 40% of the population

- Empower and promote social, economic, and political inclusion for all
- Adopt fiscal, wage, and social protection policies to achieve greater equality

Gambling is regressive, with revenues disproportionately generated from those most socially and economically disadvantaged



Gambling harms and UN Sustainable Development Goals

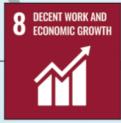


- 3.4 Reduce premature mortality, promote health and wellbeing
- 3.5 Strengthen prevention for substance abuse
- 3.D Strengthen capacity for global health risks

Gambling disorder or problematic gambling is associated with suicidality and poor mental health and wellbeing, and is related, as both cause and consequence, to other substance use and misuse

8.6 Substantially reduce the proportion of youth not in education, employment, or training

Gambling is associated with poor educational outcomes in children and young adults, and is associated with unemployment, leading to legacy effects for this population





5.2 Eliminate all forms of violence against all women and girls in public and private spheres

Gambling disorder or problematic gambling is associated with intimate partner violence



Types of harms

Relationships







Common gambling harms



Mental & Physical Health







Crime



Work & Employment

Page 8



Higher risk groups

Demographics Youth Page Older people 9 Women Ethnic groups Socio-economic

Unemployed

Low income

Deprived areas

Financial difficulties/debt

Homeless

Migrants

Prisoners/ probation Poor judgement/ impairment

Low educational attainment

Low IQ

Under influence alcohol/drugs

Learning disabilities

Personality traits

Other

Poor mental health

Substance abuse/misuse

Source: Wardle, H (2015) Exploring area based vulnerability to harms: who is vulnerable?



The challenge

Effective prevention requires:

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Strong range of upstream interventions focusing on commercial practices

Restrictions on products and how products are promoted

Clear focus on primary objective of protecting health

The White paper contains:

Limited upstream interventions; greater focus on industry-led prevention

Limited restrictions on products and their promotion

Dual focus on protecting the vulnerable and aiming to permit and grow the industry

An unresolved tension:

A prevention strategy to mitigate harms will lack efficacy if the underlying political basis and legislative framing does not support the implementation of measures most likely to be effective. This tension limits what the Levy can reasonably expect to achieve with respect to prevention.



The pragmatic response

There was widespread recognition that the current policy environment is not optimal for a fully realised public health prevention strategy. However, it was also recognised that there is an opportunity to start building towards this ambition, using the Levy to implement stronger, robust and independent systems and to start work in some priority actions areas whilst a more comprehensive and commonly-held Prevention Strategy was developed. The features of the systems proposed and the priority actions can be implemented now. In turn, they may generate impetus for political and policy change over the medium to longer term.

Systems

Needs:

Independence

Multi-sector approach;

Use existing governmental infrastructure

Strategy

Needs:

Common vision;

Integration across all policy

Focus on structures

Actions

Public awareness raising to influence policy;

Training for frontline staff;

Embedded researcher models

Improved data surveillance infrastructure



Primary recommendations: Systems

Ensure Independence

- Prevention strategy and its implementation needs to be designed and delivered by those with experience and competence in this area.
- Industry and those affiliated with industry should have no role in the development of the prevention strategy
- Prevention, policy and research needs to be insulated from industry influence.

Integrate multi-sectoral approach

- Health and social care professionals, third sector, researchers and all tiers of government need to be active in an effective prevention system
- At local levels, Local Authorities have experience and competence for multi-sector working both within local government and working with local community partners
- There are examples of effective regional multi-sectoral partnerships; though recognitions that all LA do not operate at the same pace.

Use existing governmental infrastructure

- There are existing governmental infrastructure and processes for the delivery of prevention activity in public health. Gambling should be integrated within these systems. This includes; local and regional activity organized through the Public Health grant (funds could give a ring-fenced supplement to the PH grant in priority geographical areas (see Smoking Cessation funds); or have opportunities for regional consortium bids drawing on models such as the Health Action Zones) and/or national activity led by organisations with competence for prevention delivery (i.e., DHSC/OHID, Public Health Wales, Public Health Scotland; recognizing that systems differ across Scotland and Wales to England) and partnership working with NIHR and other research councils to integrate research, prevention development and evaluation.
- Concerns that significant proportion of levy could be swallowed by costs of setting up new bureaucracy.



Primary recommendations – Immediate Actions

Training for frontline staff

- Mobilise large network of existing frontline health and social care and range of other professionals (i.e. criminal justice etc) who intersect with the public by training them to identify and intervene to prevent gambling harm.
- Engage independent third sector, local government and researchers to develop and/or scale existing gambling harm prevention training packages.
- Have national co-operation and oversight to ensure consistency of key messages

Awareness raising

- Increase knowledge and understanding of gambling harms and how they are generated among the public through wide-ranging and co-ordinated awareness raising initiatives.
- This is a longterm route to more substantial change build public support for legislative level prevention measures, increasing political will.

Embed research

- A reflexive and dynamic relationship between prevention activity and research is needed, with fast feedback loop where evidence generated as prevention is implemented.
- Embed researchers 'at the coal face' to work with health and care professionals, treatment providers and service managers to rapidly develop evidence and practice that supports gambling harm prevention. Draw on existing models for doing this, such as the NIHR School of Public Health model

Improve data infratructure

- Better data and data infrastructure is needed to drive evidence-based prevention. This includes developing systems for monitoring and surveillance of gambling across a range of functions. Should look to examples for alcohol and drug reporting to emulate. Levy funding could start to develop this system.
- Access to industry data, without compromising independence, needs to be prioritised.
- Coroners should uniformly implement a mechanism for recording gambling involvement in suicides.



Primary recommendations – Strategy

Vision

- Prevention strategies work best when there is unity of vision and purpose.
- Vision needs to be clearly articulated and co-developed by a multi-sector, independent, community which is invested in gambling harm prevention.
- There needs to be common goal so that everyone involved in the system knows they are working towards.
- This strategy needs to be underpinned with clear understanding on how different activities contribute to strategy delivery with clear articulation of the short term, medium term and longer-term outcomes that mark progress towards success.
- Fora for developing this community are important e.g. through cross-sector knowledge exchange conferences

Govn owned

Government ownership of strategy by departments with competence for health, with co-ordinated working with devolved governments to achieve common ambitions

Integrated provision

- Gambling prevention should be integrated across all relevant policies at local and national levels. Gambling should not be siloed but built into working practices of a wide range of professional specialists.
- A gambling harm prevention strategy needs to integrate horizontally across sectors and vertically from national to local – with bi-directional flows of information and resource.
- Potential model: regional tobacco control managers who monitor locally but also have systems of national level data reporting.

Wider determinants

A gambling harms prevention strategy needs to be aligned with efforts to address wider determinants of health e.g. poverty, precarious employment, other forms of harmful consumption.





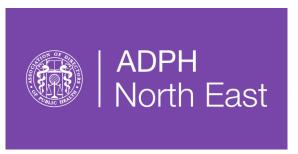
Immaturity of existing system: what actions are needed now to build better systems and strategies going forward?

Immediate actions Longer term ambitions leading to · Training of professionals on gambling Increase awareness among professionals which builds support and requirements for harms joined up data monitoring systems Awareness campaigns for gambling harms Page and how industry works Increase public awareness generates impetus for policy action, where Local area action (equivalent to Health prevention is in parliament Action Zones or Scottish/Welsh S equivalents) to start to build practice and Evidence from local area action supports knowledge widespread roll out and embedding gambling prevention with resource · Embedded researchers models to improve dedicated to producing this the quality and quantum of evidence and part of strategy to: · Civil society organisations act as conduit insight for knowledge translation and focus for · Invest in building community of civil accountability (see models such as Action society engagement on Smoking and Health, Alcohol Health Prioritise getting better data e.g. Alliance). mandatory coroner reporting; greater Improved surveillance data builds case access to and scrutiny of industry datasets and evidence for greater action



Concluding remarks

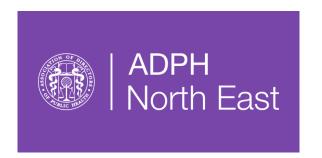
- Instituting effective prevention may require wholesale reframing of the way gambling is considered
- Needs systems-based approach, and recognition of taking action across the whole system; a multi-sectoral approach
- Regional and local-level co-ordinated action is possible and possible to make in-roads in the immediate term



North East Gambling Harms Programme

19th December 2024

Gambling Harms in the North East

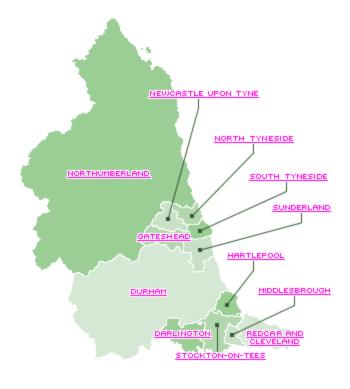


In England it is estimated that 3.8% of the population are classified as gambling at elevated risks.

In the North East, it is estimated that **4.9%** of the population (aged 16+) are **at-risk gamblers**, where they experience some level of negative consequences due to gambling.

This is the **highest regional estimated prevalence of atrisk gambling** in England.

(OHID, 2023)



Gambling Related Harms

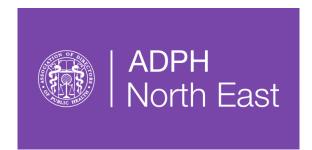


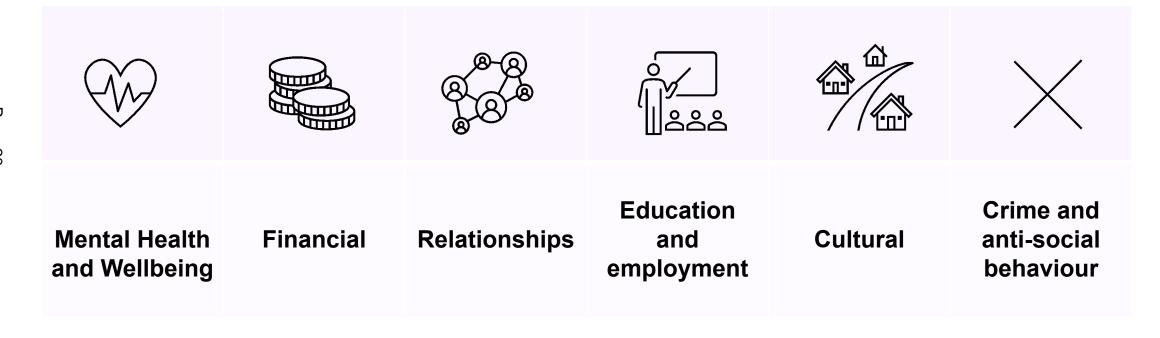
Gambling harms are any negative consequence or side effect experienced as a result of gambling.

(Greater Manchester Combined Authority, 2022)

Gambling related harms are not only felt by the person who gambles but also affected others such as family and friends.

The scope of harms





For many, gambling related harms leave a legacy and may be experienced for many years after the event (Langham, et al., 2016).

Context



In 2022, ADPH NE were awarded £750,000 of funding from the Gambling Commission's Regulatory Settlements Fund.

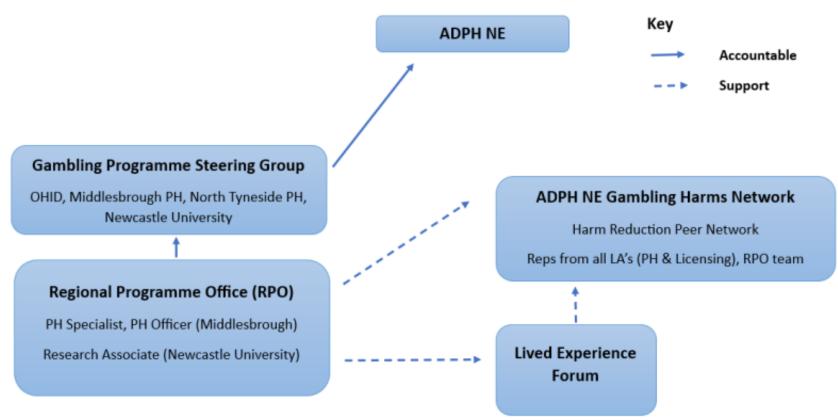
The funding is hosted by Middlesbrough Council and has been used to develop and implement a 3-year regional gambling-related harms programme.

Over the last year, the 'Regional Office for Gambling Harms' has worked to provide strategic direction, leadership, support to local authorities and produce resources to support ADPH NE's approach to gambling related harms.

19/12/24

Whole Systems Approach



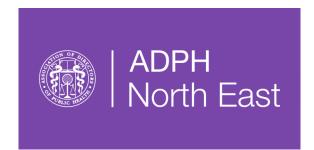


Stakeholders include:

- Public Health Colleagues
- Academia
- University wellbeing services
- Planning and Licensing Colleagues
- Financial inclusion Colleagues
- VCSE Organisations
- Treatment and support providers in the NE
- MECC NE

19/12/24

Embedding a Whole Systems Approach



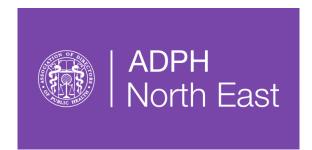
Establishing the regional ADPH NE gambling harms network

- One Local Authority Gambling Harms Lead from each of the 12 L.A's
- Meet on a quarterly basis virtually
- Network has become a peer support space for collaboration and sharing ideas

Establishing a Lived Experience Forum

- People from across the NE who have direct experience of gambling harms or are an affected other and would like to help shape the public health approach that we are working to embed across the North East
- Meet quarterly on a virtual basis and members of this forum are involved in other project groups too
- Forum has become a place for new ideas and feedback on resources and pilots to be shared

Embedding a Whole Systems Approach



Local steering groups being established

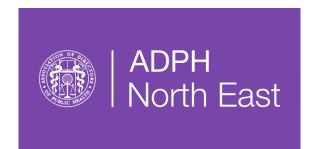
- Made up of multiple L.A departments and wider stakeholders, who meet quarterly
- Work together to create an action plan that can be achieved collaboratively

Project groups established for developing resources, piloting prevention and intervention work

- Working with those with lived experience of gambling harms, treatment and support providers locally, to ensure our outputs are as impactful as possible

Working together in a whole systems approach has really helped drive forward progress and will hopefully secure long-lasting impact beyond the Programme.

The North East Approach



Support and Partnerships

Advocacy

Media, communications and education

Treatment

Data, research and evaluation

Licensing

Protecting Young People

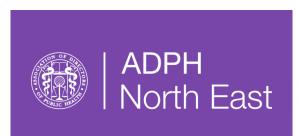
Lived Experience

Support and Partnerships

- Work to respond to support requests from LA partners and build relationships with wider stakeholders, such as charitable organisations, the NHS Gambling Clinics and Community Treatment providers in NE.
- Publication of <u>How to Guide</u> resources for support and training on GH in LA.
- Providing public health expertise to local steering groups.
- · Supporting local CDH activities such as peads assessments and

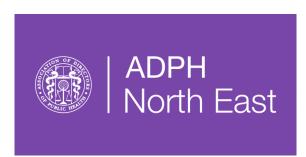
Advocacy

- Facilitated the NE's response to 4 DCMS & Gambling Commission consultations, with many LA responses.
- Co-facilitated <u>'Words Can Hurt'</u> webinar promoting the use or personcentred language in gambling harms
- Participated in focus groups for University projects (<u>PRoGRAM-A</u>, <u>Words</u> <u>Matter</u>) and DCMS focus groups.







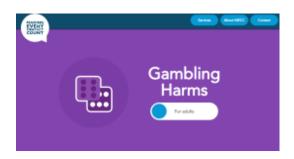


Media, Communications and Education

- Provided expertise in reviewing the <u>MECC Gambling Harms</u> page
- Publication of bi-monthly Programme <u>newsletter</u>, showcasing local pieces of work, signposting to local treatment support and promoting CPD Opportunities.

Treatment

- Facilitated NE engagement with the OHID national treatment needs assessment.
- Promotion of all regional treatment providers through newsletter and MECC website.
- Development of MECC Gambling Harms module to share understanding of how to have a conversation about gambling harms.







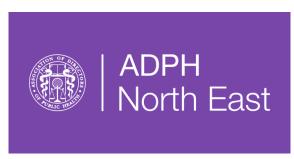
Data, Research and Evaluation

- Successful development of a research arm to regional programme.
- Regional Gambling HNA published
- Research projects beginning 'Drug and Alcohol worker's experiences with patients experiencing gambling harms'

Licensing

- Advocated for the inclusion of public health licensing objective in the national consultation response.
- Support LA requests with updating their statement of licensing policy.





Protecting Young People

- Advocated for the greatest protections to be granted to young people (25 and under) in gambling settings via consultations.
- Engaged with colleagues internationally regarding youth education / prevention programmes.
- Developing Quality Assessing Training resource.

Lived Experience

- Lived Experience Forum has been established with representation from across the NE.
- L.E.F designed to be accessible by local leads to support place-based work.
- The L.E.F have contributed towards the Regional Health Needs Assessment and continue to contribute to regional pieces of work, such as MECC module.





First steps you could take in your local authority



Conduct a health needs assessment Collaborate with colleagues across your local authority and ask some baselining questions Update your website to signpost clearly to gambling harms support services Create a steering group for gambling harms in your local authority **Build your Action Plan** Engage with those with lived experience of gambling harms Potentially look to form a regional network with other local authorities



Reducing Gambling Harms in your Local Authority

Here are some recommendations of how to begin or continue working to reduce gambling harms in your local authority.

Begin your Health Needs Assessment on Gambling Harms

Understanding the extent of gambling harms in your local authority will help to inform the interventions and prevention work that needs to take place. The first step to take is to conduct a health needs assessment for gambling harm. Data can help to illustrate the levels of harm and the need for intervention within your local authority. There are various data collection opportunities that you can think about. Consider engaging with the local community treatment provider and NHS provider for treatment data by postcode.

Access the Local Authority How to Guide here

- Covers some tips on how to begin working on this agenda in a Local Authority setting.
- Tips on gathering data and intelligence on gambling harms
- Departments within L.A's that you could collaborate with
- Guidance on updating your website and support pathway information
- Building an action plan and forming a steering group locally

Globally, there are some great examples of best practice in relation to tackling gambling harms from a local authority perspective. You can find some examples in our <u>Academic Evidence: Gambling Related Harms slide deck</u>.

Potential Quick Wins



Seek to update websites and documents to non-stigmatising language, removing 'problem gambling'

Engage with local treatment providers and the NHS to look at direct referral pathways that you could embed internally

Host a 'lunch and learn' within your local authority to provide some basic knowledge of gambling harms

Engage with resources that have been developed in other areas to kick-start progress

Update your MECC website or equivalent with support and treatment services available in your L.A

Ensure gambling harms are mentioned in your Statement of Licensing Policy when this is next updated

Upcoming work in the North East



MECC Gambling
Harms Training
module

Development of two short films on how to have a conversation about G.H

Testing and embedding a screening question into services

Finalising a regional gambling harms survey

Esports, Gambling and Gaming Toolkit for parents and teachers

Potential North East communications campaign



Thank you for listening, any questions?

If you would like to contact me with further questions: alice_beadle@middlesbrough.gov.uk



Introducing Betknowmore UK



What we want to achieve

Betknowmore UK has an ambitious strategy for sustainable growth, achieved through evolving strategic planning and learning, diversity of income streams and strong partnerships with organisations with shared values.

Our Vision

We want people to be empowered, to live the life they want to lead.

Our Mission

We aim to achieve our Vision by making it our Mission to:

'Provide support and training services that prevent and address personal and societal harms caused by gambling.'





We believe in creating connections through **lived experience**



We believe in recognising & understanding diverse & under-represented communities



We believe in carrying out our activities with **honesty and integrity**

Introducing Betknowmore UK



Our Services



Our Peer Aid service ensures individuals harmed by gambling receive support from trained Peer Supporters, who themselves have fully recovered from gambling harms and addiction.



New Beginnings is a peer support service for women directly harmed by gambling and affected others, offering support in one-to-one and group environments.



Our Gambling Outreach and Living Support (GOALS) service, works within local communities to enhance resilience to gambling harms.





Gambling harms impact on a wide range of local priorities:



Licensing

Licensing issues and enforcement costs linked to gambling harms and social responsibility failures



Community Safety

Domestic violence, criminal activity and crime committed at gambling premises



Public Health

Alcohol and substance misuse, poor mental and physical health



Housing

Debt from gambling harms, rent arrears, homelessness



Children's Services

Family breakdown, impact on education, safeguarding concerns, domestic violence



Adult Social Services

Unemployment, isolation, suicidal ideation, domestic violence



The Issue

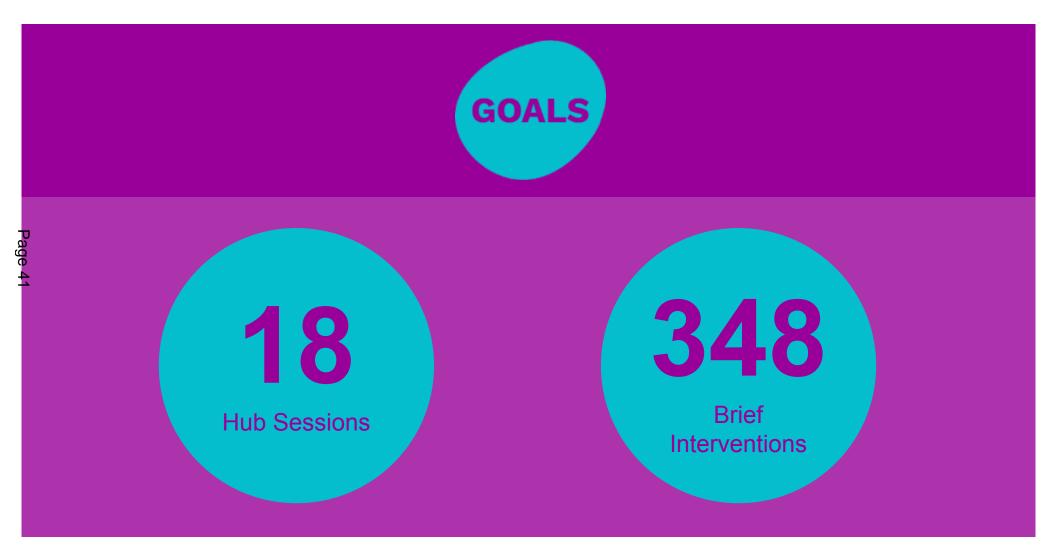
Training and consultancy	Screening and assessment	Support and treatment	Organisational support
Lack of awareness and understanding of gambling harms and their impact	Lack of data and localised screening creating a 'gap' in stakeholder knowledge	Residents experiencing gambling harms impacting their mental, physical and emotional wellbeing	Employers unable to facilitate workplace that manages risk from gambling
Gambling impacting multiple areas including in-person, online and emerging digital communities	Gambling remains a 'hidden' fiscal harm impacting multiple complex issues that may seem unrelated	Residents and stakeholders are not accessing support and treatment for their specific gambling harms	Limited internal policies and processes leading to lack of workplace welfare and safeguarding support



The Solutions

Training and consultancy	Screening and assessment	Support and treatment	Organisational support
Bespoke training and consultancy quality assured by City & Guilds	Screening tool questions co-produced by academics and local authority	Bespoke support services such as drop-ins, community outreach and single sex interventions	Strategic planning days to inform integration into public health and social care
Informed by 'lived experience' and sector leading experts	Residents onboarded to support and treatment pathway as quickly as possible	Brief intervention resources and awareness packs for all residents and stakeholders	Quality assured training and workplace resources for all employers and employees



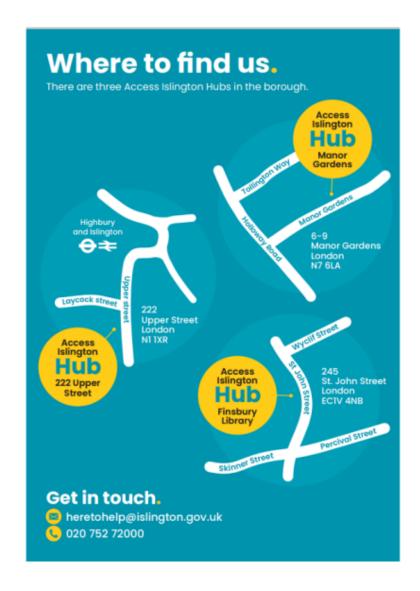


Betknowmore UK delivered a WorkSafe session to Islington staff members from across departments to better equip them in having conversations around gambling harms and awareness around the topic.

Access Islington Hubs



- Based on learning from We Are Islington –
 our early intervention and prevention service
 developed to provide wrap around support and
 services to some of our most vulnerable residents
 during the pandemic.
- In July 2023, we launched our Central Hub at 222 Upper Street, followed by our South Hub in Finsbury Library.
 - Working with colleagues across the Council and our health and voluntary and community partners to provide comprehensive support for challenges including employment, financial issues, food security, housing, family matters, wellbeing, and community safety.
- We have fostered strong connections with multiple services, enabling effective referrals and community relationship-building.
- Our Northern Hub launched on 18 September 2024.





Access Islington Hubs



A valued community resource where local people can access early intervention and prevention services that support their needs.

- We cannot do this alone and work closely with VCS partners to enable residents to access support.
- © Estimated 10k residents struggling with © gambling harm in total population of 230k.
- It's a 'hidden' addiction.
- We were missing support we have support for drug and alcohol addiction.
- Betknowmore UK team work alongside our own team in Central and will be in North from November.

Early Intervention and Partnership Working Prevention Support with VCS, and Health Implement and enhance early Foster strong partnerships intervention and prevention with Voluntary and Community Sector (VCS) networks support programs to address and Health Partners. community needs proactively. **Evidence-Based Main Front Door for Outcome-Led Council / Community Support** Support approaches Enhance the capability Position the service as the to deliver practical and primary entry point for outcome-led support through accessing council and evidence-based approaches. community support services.



Access Islington Hubs



Our Demand



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- Connection sessions are in-depth conversations – talking to residents about their struggles and challenges.
- Key issues are unsurprisingly money and wellbeing – two of the four main issues associated with gambling harm.
- Both teams cross refer making introductions both formally and informally.
- Betknowmore UK have a regular presence residents can have an informal chat.





The Impact

Training and consultancy	Screening and assessment	Support and treatment	Organisational support
Awareness of issues and have clear understanding of their impact	Collation of	Improved health	Clear pathways
	evidence and	and wellbeing	to support for residents
	harm indicators	of residents	and staff
Acquire tools and knowledge to address gambling harms	True fiscal cost	Reduction in associated	Robust risk management
	of hidden harms emerge	co-morbid issues	and accountability

Working with You



- Support the drafting of local needs assessments
- Work with your local NGSN provider
- A system that can provide rapid support and treatment
- ಕಿ Experience of providing wrap around support

Matt Smith

Director of External Affairs Matt.s@betknowmoreuk.org

