

Report of The Chief Officer, Elections & Regulatory

Report to Licensing Committee

Date: 8th October 2019

Subject: The Victoria Gate Casino - Social Inclusion Funding and the new Northern Gambling Clinic

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
Has consultation been carried out?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Will the decision be open for call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number: Appendix number:		

Summary

1. Main Issues

- Each year Licensing Committee receives a report on the progress of the Large Casino. Victoria Gate Casino has now been operating for two years. This report provides information on the work being undertaken to improve awareness of and support for problem gambling in Leeds, partially funded by the Schedule 9 Agreement benefits associated with the Victoria Gate Casino.

2. Best Council Plan Implications

- The licensing regime contributes to Best City Priorities 2019/20:
 - Culture
 - Safe, Strong communities
 - Inclusive Growth

3. Resource Implications

- No resource implications for the licensing authority are identified.

Recommendations

- a) That Licensing Committee considers the contents of this report and the inclusion of an update on the Victoria Gate Casino in the Licensing Annual Report brought to Licensing Committee and full Council in March each year.

1. Purpose of this report

- 1.1 The purpose of this report is to provide an update on the Social Inclusion Fund provided by Victoria Gate Casino and information on the work being undertaken to improve awareness of and support for problem and at risk gambling in Leeds.

2. Background information

- 2.1 In 2013 Leeds City Council granted licensing permission for Global Gaming Ventures Limited to open a large casino, which is now open at the Victoria Gate retail and leisure development within the city centre. The Large Casino process included an ability for the licensing authority to make an agreement with the successful applicant to deliver a range of socio-economic benefits which are detailed in a legal agreement under Schedule 9 of the Gambling Act 2005. This is known as the Schedule 9 agreement. On being granted the licence, GGV Ltd committed to undertake a range of benefits, including commitments to employment, training, the mitigation of problem gambling, and commitment to environmental principles to the physical development of the casino.
- 2.2 In addition, the licensing agreement includes a responsibility on the operator to donate an annual sum to Leeds City Council, which the Council used to establish a Social Inclusion Fund (SIF). The majority of the SIF is used for projects to alleviate poverty and financial inclusion, however a proportion of this Fund is to be used on projects to address any negative impacts which may arise from the large casino, including mitigating problem gambling.
- 2.3 The Council's Financial Inclusion Team in the Communities and Environment Directorate manages the SIF and funds projects which meet the criteria of the fund.
- 2.4 Whilst work to address financial exclusion and poverty is well developed and coordinated in the city, less was known about problem gambling and gambling related harm. For this reason in 2016 Leeds City Council commissioned Leeds Beckett University to conduct a study into the prevalence of problem gambling in Leeds. The aim was to provide a baseline and guide funding of projects to prevent, and mitigate adverse effects of problem gambling.

3. Main issues

Schedule 9 Agreement Benefits

- 3.1 Previously, Licensing Committee have received a report on the progress on the Schedule 9 benefits. The majority of these were related to the construction and initial opening of the casino and have now been completed.
- 3.2 The remaining Schedule 9 commitments will be reported to the Executive Member for Communities who provides overview and scrutiny for the Social Inclusion Fund and is consulted on decisions related to the distribution of the Social Inclusion Fund and information can be provided through the Licensing Annual Report brought to Licensing Committee and full Council in March each year.

Social Inclusion Fund

- 3.3 As part of the Schedule 9 agreement and for the duration of the licence, the Casino annually contributes to the Social Inclusion Fund (SIF). The SIF is managed by the Financial Inclusion Team and funding is targeted at projects to improve financial inclusion, alleviate poverty and mitigate the harmful effects of gambling. The following projects are in progress or scheduled to begin.
- 3.4 **Gambling awareness** - Funding was allocated to two '**Beat the Odds**' **campaigns**, with aims to raise awareness of available support services as well as reducing the stigma associated with problem gambling. The Beat the Odds campaign for the Cricket World Cup in summer 2019, has just come to an end. The second campaign will launch in October 2019 to coincide with the industry led, Responsible Gambling Week. Each campaign raises awareness of gambling support services in Leeds and led to increased traffic to the Leeds Money Information Centre (Leeds MIC) website. Evaluation of the latest campaign has shown traffic increase to the Leeds MIC website by almost 150%.
- 3.5 **Gambling support** - Accommodation support is being delivered to host the **Northern Gambling Service** and **Leeds Community Gambling Service** at Merrion House.
- 3.6 **Healthy Holiday's programme** - Leeds Community Foundation were awarded SIF funds for a second year to continue the Healthy Holiday programme in 2019/20. To help tackle 'holiday hunger' – many public, private and third sector organisations have come together in Leeds to fund and deliver free 'Healthy Holiday' activities for children from low income families during school holidays. All projects had an activity element with food being provided. Due to the success of the 2018 scheme, funding was repeated and attracted match funding which allowed 38 third sector organisations across Leeds to deliver Healthy Holiday projects during 2019. In addition, Leeds was also successful in securing funding from the Department for Education Holiday Activities and Food Fund for holiday activities and provision of healthy food to disadvantaged children during the 2019 summer holidays, which enabled a further funding to be distributed to third sector organisations, 17 schools and 10 community hubs.
- 3.7 **Food poverty** - Support to FareShare Yorkshire's food distribution centre network in Leeds and Leeds Food Aid Network which helps to deliver a joined-up approach to emergency food provision at a local level. . Since April 2015 FareShare Yorkshire and the Leeds Food Aid Network have provided the food parcel service for the Local Welfare Support Scheme. This has resulted in a reduction in the costs to the scheme associated with supplying food but also allowed continued food supply to those people in the most immediate need.
- 3.8 **Leeds Credit Union** is a key partner in assisting the Council to tackle poverty and ensure Leeds residents can access affordable locally based financial services. The SIF is contributing a number of projects including establishing schools savings clubs, marketing campaigns, improving systems and product range.

Problem Gambling Research

- 3.9 As part of the Schedule 9 benefits Victoria Casino provided funding so that the Council could commission research into problem gambling in Leeds. Whilst work to address financial exclusion and poverty is well developed and coordinated in the city, less was known about problem gambling and gambling related harm. For this reason in 2016 Leeds City Council commissioned Leeds Beckett University to conduct a study into the prevalence of problem gambling in Leeds. The aim was to provide a baseline and guide funding of projects to prevent, and mitigate adverse effects of problem gambling.
- 3.10 Problem gambling is gambling to a degree that compromises, disrupts or damages family, personal or recreational pursuits. "At risk" generally refers to people who are experiencing some difficulties with their gambling behaviour but are not considered to be problem gamblers.
- 3.11 The research estimated that there are approximately 10,000 problem gamblers in Leeds (1.8% of the adult population) and a further 30,000 people (5/6% of adult population) who may be at risk of harm from gambling.
- 3.12 The research also highlighted that whilst problem gambling can affect anyone at any time, there are certain groups are more vulnerable to gambling related harm;
- Young people (including students)
 - Adults living in constrained economic circumstances
 - Certain minority ethnic groups
 - Homeless people
 - Those living in areas of greatest deprivation
 - Adults with mental health issues
 - People with poorer intellectual functioning and learning disabilities
 - Those who have been through the criminal justice process
 - Immigrants
- 3.13 The advice service providers interviewed as part of the study reported difficulties in accurately identifying problem gamblers among their mainstream client groupings. This was due to low levels of self-reporting, and what some regarded as avoidance or shame about the causes of gambling related harms such as debt and/or relationship breakdown.
- 3.14 Gambling opportunities in Leeds are widespread, mixing gambling, gaming and social and leisure activities in diverse and widely distributed premises. While the supply side of gambling opportunities is well developed in Leeds, the study suggests provision for support services for those at risk of gambling related harm is under-developed and fragmented.
- 3.15 Support services include generic advisory services such as Citizens Advice, targeted support groups, as well as specialist addictions and recovery services. There is only one supplier of specialist Leeds-based gambling support services which is the North East Council for Addictions (NECA) working as Gamcare support. At the time they had one full-time counsellor providing a service in Leeds, with waiting times of around 3/4 weeks.

Problem Gambling Project Group

- 3.16 The research was disseminated at a national conference held in Leeds in March 2017. Subsequently the Financial Inclusion Team set up the Problem Gambling Project Group, with representation from across the Council, Public Health, advice partners, GambleAware, Gamcare, NECA, the Industry and the NHS. The aim is to raise awareness of how to recognise, help, signpost and support those suffering from or at risk of gambling related harm.
- 3.17 Discussions within the Project Group have led to the following work areas:

Beat the Odds Campaign

- 3.18 There is a lack of open discussion on the subject of problem gambling, as well as a lack of awareness of what support is available. A significant contribution from the Social Inclusion Fund has been allocated towards the awareness raising campaigns. The local campaign aims to raise awareness as well as reducing the stigma associated with problem gambling. The first campaign was launched on 16th October 2017 to coincide with the national industry-led “Responsible Gambling Week”. It was a high profile campaign using advertising on social media, bus shelters, pubs, garage forecourts, and publicity material in various Council and Health public-facing buildings.
- 3.19 In the absence of a local helpline and limited specialist provision in Leeds at the time, people were encouraged to contact the national gambling helpline (0808 8020 133) and go to www.talkgamblingleeds.org.uk which re-directs to the Leeds Money Information Centre webpage www.leedsmic.org.uk and also importantly links into other local services providers who are primarily focused on money and debt advice and affordable financial services.
- 3.20 The campaign has developed over the last two years and has included specific campaigns for the 2018 FIFA World Cup which particularly targeted young men and primarily using football imagery. The campaign used digital and social media in order to better engage the target group, was run throughout June and July 2018.
- 3.21 The Beat the Odds campaign for the Cricket World Cup in summer 2019, has just come to an end. This campaign offered the opportunity to reach a wider and more ethnically diverse audience.

Training and awareness sessions

- 3.22 In order to start to raise the profile and understanding of problem gambling, training and awareness sessions for frontline workers are being undertaken. The sessions have been delivered by a number of different organisations including Newport Citizens Advice Bureau, Gamcare, YGAM, Leeds and York NHS Partnership Foundation Trust, Public Health and the Financial Inclusion team. The sessions have ranged from a full day’s training to much shorter briefings at team meetings and staff development days.

- 3.23 In addition members from the Council's Financial Inclusion and Public Health teams have been asked to speak at a number of events across the country about the work being undertaken in the city. Including those hosted by the Local Government Association, the Gambling Commission and Birmingham City Council.

Improving the provision of support in the city.

- 3.24 On the strength of the proactive partnership approach adopted by Leeds City Council and partners to addressing gambling related harm, in November 2018 Gambleaware announced funding for the establishment of a Leeds based **NHS Northern Gambling Service** led by Leeds and York Partnership Foundation Trust, and a **Leeds Community Gambling Service** led by Gamcare. The intention is for the services to be delivered in Leeds from the Autumn, with up to £1.2 million being invested on an annual basis.
- 3.25 The **NHS Northern Gambling Service**, based in Leeds, will serve the whole of the north of England and will have satellite bases in Manchester and Newcastle. The service will treat people with the most serious and complex needs in terms of problem Gambling. The Northern Gambling Service will reach across the North East, North West, Yorkshire and the Humber and counties in the northern Midlands. This includes major cities where problem gambling rates are thought to be high such as Nottingham, Sheffield, Bradford, Hull, Newcastle, Sunderland, Manchester and Liverpool. The idea is that wherever you live in the North of England, you will have access to the same services and interventions as those who can easily access the main base in Leeds.
- 3.26 The service will be clinically led by a Consultant Psychologist, with a team consisting of mental health nurses, a psychologist, a psychiatrist, and a carers support worker. There is also a research element within the service to evaluate the interventions and potentially develop future treatment models.
- 3.27 Leeds was selected to host this service, the first of its kind outside of London, following recognition that gambling is causing serious harm to thousands of people across the UK, including mental health problems, serious debt, breakdown of relationships, loss of employment, crime, homelessness and sometimes suicide.
- 3.28 The new service will accept referrals for assessment and treatment via several routes. It will aim to break down barriers to people struggling with gambling addiction who can find it hard to seek help due to a sense of shame or stigma surrounding their problems.
- 3.29 It will adopt the approach of "every door is the right door" and work with partners across health, care and community services to make it as easy as possible for people to be referred and ensure opportunities to support people with problem gambling are not missed.
- 3.30 This will include GPs, NHS trusts, charity and third sector partners, local authority services, Citizens Advice, debt advice groups and the gambling industry itself which is statutorily obliged to support people with problem gambling. There will also be options for people to self-refer confidentially.

- 3.31 The **Leeds Community Gambling Service** will be delivered by Gamcare and will work across the Leeds area to identify, screen and treat problem gamblers and affected others. The community service will be led by a service manager and will include prevention and training workers including the role of Criminal Justice Coordinator. The service will offer;
- Training to identify the issue and offer brief interventions
 - One to one appointments
 - Referrals to the Northern Gambling Clinic
- 3.32 The partner organisations have been developing the new service since November 2018, with its main base at the Council's [Community Hub at Merrion House](#). This makes it highly accessible for people, especially as there are many complementary services located there, including the Council's customer service team.
- 3.33 The Leeds service will also reach out into the community and provide treatment throughout the city, as well as a range of education and outreach services delivered through GamCare to raise awareness of gambling-related harms across Leeds and the surrounding areas.
- 3.34 The Leeds service will provide support through psychological therapies, addiction treatment programmes and peer support. Colleagues at GamCare will work with gamblers at low to medium levels of risk and provide early and brief intervention and prevention, whilst LYPFT will treat people who are at serious risk of harm and have complex issues related to gambling.
- 3.35 Outreach for local communities will help reduce barriers for people seeking help and support, especially to groups currently under-represented in treatment such as black and minority ethnic groups, women and those in the criminal justice system.
- 3.36 The services will be located together with both the back office and client facing services being based at Merrion House. They will also use the Council's network of community hubs to deliver their services. This will be an innovative part of the service and ensure that the message about available support is well known amongst communities and professionals alike.
- 3.37 Although the service has already started to receive referrals, the official launch for the NHS Northern Gambling Service and the Leeds Community Gambling Service is set for Tuesday 15th October 2019.

Supporting Licensing

- 3.38 The Problem Gambling Project Group has also supported the licensing team in a number of areas;
- Developing a mapping tool to inform local area risk assessments (<http://tinyurl.com/leedsmappingtool>)
 - Responding to national consultations
 - Reviewing the 3 yearly Gambling Act Statement of Licensing Policy, which was adopted in early 2019.

Public Health

- 3.39 The Public Health team in Leeds are leading and coordinating the Association of Directors of Public Health in Yorkshire and the Humber's developing work on problem gambling regionally. This has involved hosting a Masterclass on problem gambling for public health and licensing practitioners in January 2018, and convening a regional working group to progress joint work on the issue. A regional Public Health Framework for Gambling Related Harm Reduction has also been developed.
- 3.40 Locally the team are working with Forward Leeds (the drug and alcohol addictions service), the Improving Access to Psychological Therapies (IAPT) teams and other commissioned services to raise awareness of problem gambling and discuss treatment options. A survey of GPs and primary care clinicians to gather information on the awareness of the issue as well as their ability to identify, treat and refer problem gamblers in Leeds, has recently been undertaken.

Ongoing Reporting

- 3.41 As the research was undertaken two years ago, and the new gambling services are due to open in October, it is suggested that an update on the SIF and other ongoing work can be provided as part of the Licensing Annual Report, brought to Licensing Committee and full Council in March.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 The Executive Member for Communities provides overview and scrutiny for the Social Inclusion Fund and is consulted on decisions related to the distribution of the Social Inclusion Fund.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 There are no identified implications for equality, diversity, cohesion or integration in relation to the matters in this report.

4.3 Council policies and Best Council Plan

- 4.3.1 Through the licensing objectives, the Statement of Licensing Policy and partnership working the licensing regime contribute to the Best City Priorities 2019/20:

Culture

- Enhancing the image of Leeds through major events and attractions
- Ensuring that culture can be created and experienced by anyone

Safe, Strong Communities

- Tackling crime and antisocial behaviour
- Promoting community respect and resilience

Inclusive Growth

- Supporting growth and investment, helping everyone benefit from the economy to their full potential
- Supporting business and residents to improve skills, helping people into work and into better jobs

Health and Wellbeing

- Reducing health inequalities and improving the health of the poorest the fastest

Climate emergency

4.3.2 There are no identified implications for climate change and the council's declaration of a climate emergency.

4.4 Resources, procurement and value for money

4.4.1 There are no resource implications for the licensing authority and council.

4.5 Legal implications, access to information and call in

4.5.1 There are no legal implications in relation to the call for evidence and as this is not a decision making report access to information and call in is not relevant.

4.6 Risk management

4.6.1 There is low to no risk to providing this information.

5. Conclusions

5.1 The Large Casino Licence application process provided an opportunity for the council to research the socio-economic impact of gambling in the City. This report provides information relating to the council and partnership activities to mitigate the impact.

6. Recommendations

6.1 That Licensing Committee considers the contents of this report and the inclusion of an update on the Victoria Gate Casino in the Licensing Annual Report brought to Licensing Committee and full Council in March each year.

7. Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.