

**Glasgow City Council****Wellbeing, Empowerment, Community and Citizen Engagement
City Policy Committee****Report by Director of Community Empowerment and Equalities****Contact: Gerald Tonner Ext: 70187****GLASGOW'S WHOLE SYSTEM APPROACH TO TACKLING GAMBLING
HARMS PROJECT UPDATE**

Purpose of Report: To provide the Committee with an update from ScotPHN on progress in its Glasgow-focussed, whole-system approach project to tackle Gambling Harms.

Recommendations:

The Wellbeing, Empowerment, Community and Citizen Engagement City Policy Committee is asked to:

- i. note this report
- ii. note the recommendation to agree to establish a multi-agency working group with the requisite permissions and resource to co-produce and own a local action plan that will be led by the Community Empowerment & Equalities team.
- iii. note that a forthcoming paper by the Director of Community Empowerment & Equalities will update this committee on the wider action the GCC will progress as part of the legacy of the Gambling Harm Summit (13th & 14th September 2021)

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes No ✓consulted: Yes No ✓**PLEASE NOTE THE FOLLOWING:**

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1. Background

- 1.1. Harm from gambling is caused by a complex interplay between an individual, a product and the environment. Anyone can experience harm from gambling at any time, but some people and communities are more vulnerable to harm than others. A wide range of social, economic, and environmental factors shape our individual experiences of gambling and the risks and harms associated with it. Gambling products are sold for profit by private companies within a global market. Strategies and policies are used by these companies to advertise and market their products and influence the policy landscape. Some gambling products and industry practices contribute to individual experiences of harm. Regulation of gambling is largely a matter reserved to Westminster. The primary legislation, the 2005 Gambling Act, is currently under review with a White Paper anticipated in late 2021.

2. Glasgow Gambling Harms Group

- 2.1. A In January 2020, the Scottish Public Health Network established the Glasgow Gambling Harms Group, with representation from across the City Council family, NHS, third sector and academia, to provide strategic leadership, advice and support in the development, implementation, evaluation, and sustainability of a whole system approach to preventing and reducing gambling harms in the City of Glasgow ([‘the Glasgow Project’](#)). The 3-year pathfinder project was funded by a regulatory settlement authorised by the UK Gambling Commission , to support delivery of the National Strategy to Reduce Gambling Harms in Scotland and our National Public Health Priorities, by contributing to the evidence base around systems thinking and working. A progress report was submitted to the WECCE in February 2021; this short report provides a further update.

3. Progress

- 3.1. The COVID-19 pandemic had a profound impact on the priorities and capacity of partners in the local system who were unable to contribute resource to a core working group to develop a project plan, including strategic engagement plan, that reflected the evolving local context. Gambling harms did not have a visible profile in the City pre-pandemic.

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- 3.2. In the absence of a policy mandate, building interest in and capacity to tackle gambling harms, during an ongoing response to a global pandemic, has proven challenging.
- 3.3. Meaningful engagement to build a shared understanding of gambling harms and potential solutions underpins the whole system approach. Participatory systems mapping was identified as a key activity to support the co-production, implementation and evaluation of a local action plan to tackle gambling harms in the City but this has not been possible.
- 3.4. Mapping exercises were undertaken with available partners to explore stakeholders and networks, existing actions and relevant intersectional policy areas, and scope available data. Stakeholders working with priority populations, in key service delivery settings and policy areas were the target of engagement. Informal meetings, presentations with discussion at strategic or network groups, surveys, interviews, focus groups, roundtable discussions, and seminars were hosted to engage as wide a range of stakeholders as possible in conversation to understand their experiences of gambling participation, risks and harms, and their priorities for action. The Health and Social Care Alliance ([the ALLIANCE](#)) were commissioned to engage directly with people with lived experience of gambling harms.
- 3.5. Engagement culminated in a [2-day virtual Summit](#) on gambling harms hosted by Glasgow City Council, with support from Public Health Scotland (PHS) and the UK Gambling Commission in September 2021. With a keynote address from the Minister for Public Health, Women's Health and Sport, Maree Todd, 14 workshops (many led or cofacilitated by experts by experience) and fringe events including a UK All-Party Parliamentary Group (APPG) evidence session, the Summit provided a vital space for the 200 registered delegates to share knowledge, insights, and ideas on tackling gambling harms in the time of COVID-19.
- 3.6. The system-wide discussions that have taken place over the last 18-months have generated interest in an issue that did not have a pre-existing profile in the City. Whilst progress has been made in some areas (suicide prevention¹, justice settings², and children and young people's services³), it has been limited in other areas (financial inclusion, support, and treatment⁴). The reasons for this are complex and not solely due to the COVID-19 pandemic.
- 3.7. GCVS, COPE Scotland and local community activists have been successful in mobilising community and third sector interest, widening

¹ With support of Glasgow City's Strategic Suicide Prevention Partnership

² With support of Community Justice Glasgow, Glasgow City's HSCP Health Improvement Team, colleagues in Community Justice Social Work and CPO/UPW services.

³ With support of Glasgow City's HSCP Health Improvement Team

⁴ Pathways and services to support and treatment for people experiencing harm through their or someone else's gambling remain underdeveloped, locally, and nationally. The current funding arrangement, for prevention, education, research, and treatment are administered by GambleAware, a third sector intermediary, from a voluntary industry levy.

stakeholder engagement, and creating opportunities to share and spread learning; in collaboration, GCVS and Glasgow City's HSCP co-hosted the first legacy event of the Summit on 28 October 2021, to better understanding of the needs of the third sector in creating a safer gambling city.

- 3.8. The Summit was successful in diversifying the involvement of people with lived experience with the welcome inclusion of voices from the Scottish Recovery Consortium. The Implementation Group for the Scottish National Strategy to Reduce Gambling Harms are exploring mechanisms to secure the meaningful participation of people with lived experience in future work; a mechanism for this has yet to be developed locally.

4. Next Steps

- 4.1. The learning from engagement to date has been translated into an [interactive systems map](#),⁵ to our knowledge the first of its kind, which is currently being iterated with stakeholders. The systems map is a way to visualise a complex problem. This will be used as a tool to support discussion with local and national stakeholders around the causes and consequences of gambling participation, risks and harms, and priority actions to tackle gambling harms. A refresh of the local action and policy maps, and network analysis will support this work.
- 4.2. ScotPHN and Glasgow City's HSCP have co-commissioned [Street Cones](#) to work directly with people with lived experience in a privileged environment to co-create fictionalised narratives that can be use, alongside the system map and other tools, to help stakeholders understand gambling harms as they are experienced by local people in local communities and explore the potential solutions.
- 4.3. ScotPHN have been successful in securing further funding, authorised by The UK Gambling Commission through a regulatory settlement, to support developmental activities:
 - fixed term funding to support Glasgow City's HSCP and GCVS with operational capacity to develop a partnership approach linked to a £30,000 community's fund;
 - an international collaboration with knowledge transfer experts GREO and PHS to support evaluation. ScotPHN have been working with GREO to develop a [theory of change](#) for the project;

⁵ This is not currently in the public domain. ScotPHN would welcome an opportunity to explore the draft system map, developed on web-based platform Kumu, and receive feedback from local stakeholders.

- fixed term funding to support PHS undertake developmental activities in relation to understanding, measuring and monitoring gambling harms as a step toward routine public health surveillance of gambling harms;
- 4.4. ScotPHN’s role was to facilitate and enable the local system to respond to a complex problem in a changing and challenging environment. By early 2022 ScotPHN will have co-created tools to support local systems leaders and key stakeholders co-produce a local action plan to tackle gambling harms, secured funding to support the development of partnership approaches that will enable implementation and resource to support evaluation. ScotPHN’s role in the project will now begin to focus on translating learning on the whole system approach and building capacity nationally. Local system leaders must now commit to the approach for actions to be sustainably embedded.
- 4.5. For the project to fully achieve its potential, it is critical that a multi-agency working group with the requisite permissions and resource to co-produce and own a local action plan is established, with visible leadership from Glasgow City Council. A local mechanism to secure ongoing involvement of people with lived experience and more direct engagement with communities needs to be identified to support this work.

5. Policy and Resource Implications

Resource Implications:

Financial: None

Legal: None

Personnel: None

Procurement: None

Council Strategic Plan: Specify which theme(s) and outcome(s) the proposal supports

Resilient and Empowered Neighbourhoods and A well Governed City that Listens and Responds.

Strategic Priority 92.

Equality Impacts:

Does the proposal support the Council's Equality Outcomes 2017-22

Yes, gambling harms disproportionately impact on the most vulnerable people and communities. Actions to tackle gambling harms will contribute to reducing inequalities.

What are the potential equality impacts as a result of this report?

A local action plan led by the Community Empowerment & Equalities team will focus further the work the Council has begun in addressing gambling harms and provide a strategic focus and infirm the work of GCPP, HSCP and wider organisations with whom the Council is developing partnership approaches, including GCVS.

Sustainability Impacts:

Environmental: N/A

Social: N/A

Economic: N/A

Privacy and Data Protection impacts: N/A

Recommendations

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