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Dear Geraldine

I have enclosed the Wyndham City Council Submission to the Gambling Inquiry. You will find the submission takes the form of two parts, Gambling Information Paper, which is a background document to the Gambling Policy. I hope you find the documents useful. If you would like further information please contact me as I am the principal contact for this issue, on 03 9742 0763 or fax 03 9741 6237.

Yours sincerely,

Paula McCann
Social Development Co-ordinator
File No: 15/560/026

FILE NO: 15/560/026

ITEM NO: 0112\8.1.6
(SOCIAL DEVELOPMENT CO-ORDINATOR, SCOTT TREMBATH)**GAMBLING : INFORMATION PAPER****REPORT****1. Introduction**

Since the introduction of Electronic Gaming Machines (EGMs) in 1992 Council has received a variety of input from the community and agencies (eg Quality Community Plan consultations) on perceptions of their merits or demerits in the community. Executive agreed on 26 June that an Information Paper in regard to gambling should be prepared for Council consideration. This report therefore **examines the current literature and research findings available**. It then proposes a preliminary course of action for Council to undertake.

Research to date has shown :

- Tangible benefits to have emerged in the creation of a new form of recreational activity and associated improvements to venue facilities.
- A public enthusiasm for gambling and particularly EGMs.
- Creation of a problem gambling phenomenon for between 1% and 3% of the Victorian population.
- A variety of positions adopted by other Melbourne Councils on gambling and encouragement of community discussion in regard to gambling.
- Wyndham to be the fifth highest metropolitan municipality in terms of the ratio between adult people and the number of EGMS ;
- Wyndham to be the seventh highest metropolitan municipality in terms of the ratio between adult people and the number of available venues
- Wyndham to be in excess of the metropolitan average in terms of the above ratios.

2. Discussion**2.1 Key Issues**

The key issues are :

- The assessed effects of gambling to date in Victoria, the Western Region and Wyndham
- The social and economic merits and demerits of gambling
- What practical initiatives Council and the community can undertake

3. Background**3.1 General**

Gambling is defined as *betting on the outcome of a game, event or chance happening, or the (lawful) placement of a wager or bet on the outcome of a future uncertain event*. It takes various forms such as betting on horses, cards, dice, table games (eg roulette) and EGMs. It is popular in Australian culture to refer to anything vaguely competitive as having the potential for a bet (eg the proverbial two flies on the window) and the reverence given to the Melbourne Cup shows how deeply instilled gambling is within the Australian identity. Gambling is acknowledged to be a significant growth industry in Western capitalist economies and America is experiencing new surges in growth.

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GAMBLING POLICY : INFORMATION PAPER (cont'd)

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GAMBLING POLICY : INFORMATION PAPER (cont'd)**3.2 Victorian Initiatives**

The two most significant changes within Victoria in the past five years have been the introduction of firstly, the temporary (and now permanent) casino complex, and the licensing of EGMs to hotels and clubs through the following State legislation :

- The Gaming Machine Control Act 1991
- The Casino Control Act 1991
- The Casino (Management Agreement) Act 1993
- The Club Keno Act 1993
- The Gaming and Betting Act 1994
- The Gaming Acts (Amendment) Act 1995

From the above Acts comes the legalisation of Casino gambling and EGMs. These Acts also create :

The Community Support Fund

8.5% of total daily net balance from EGMs in hotels paid into a fund, allocated at the discretion of the Premier for tourism, arts and assistance programs for people needing help with gambling problems.

The Victorian Casino And Gaming Authority

The body which monitors and controls wagering, gaming and other forms of gambling in Victoria. This body also undertakes research into problem gambling.

3.3 Electronic Gaming Machines (EGMs)

The introduction of EGMs has occurred as follows :

- In either licensed hotels or licensed clubs
- Venues are to have designated **restricted areas** (gaming only, no minors, maximum number of machines equals 100 with unrestricted betting amounts) and **unrestricted areas** (maximum of 5 machines and a betting limit of \$2)
- Two gaming operators were authorised : Tattersall's and TABCORP. Each can own up to 50% of the machines available in Victoria. Each can choose not to proceed to the full 50% quantum of EGM licences available.
- Venue operators contract with gaming operators for placement of EGMs. No ownership of EGMs is transferred.
- A minimum of 87% of winnings must be redistributed to players. The maximum remaining 13% distributes as follows :
 - Gaming Operators : 33.3%
 - Club Venues : 33.3%. Hotel Venues : 25%
 - State Government : 33.3%
 - Community Support Fund (Hotels Only) : 8.3%
- A minimum of 20% of EGMs must be outside of the Melbourne Statistical Division.

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GAMBLING POLICY: INFORMATION PAPER (cont'd)

- No venue within 100 kilometres of the Casino can have more than 105 EGMs until 2005.

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GAMBLING POLICY : INFORMATION PAPER (cont'd)

- A Ministerial Direction in 1996 declared a moratorium on the number of EGMs in venues other than the Casino to be a maximum of 27,500. The original agreements (under embargo currently) allow for 45,000 EGMs in Victoria.

EGMs now represent the third largest spending on gambling in Victoria at \$11.6 million per week. Lotto is first at \$28.3 million per week and horse-racing second at \$18.3 million per week. The first venues commenced operation in mid 1992. The following table shows Victorian and Wyndham growth compared :

Year	EGMs : Victoria	EGMs : Wyndham	Venues : Victoria	Venues : Wyndham
1992	3,349	105	45	1
1993	11,273	132	196	3
1994	17,154	252	347	5
1995	20,834	396	454	8
1996	23,073	447	511	9
1997	25,892	505	560	9

The nine venues in Wyndham are as follows :

Name	Address	Operator	Type	No. of EGMs
Commercial Hotel (Werribee)	111 Watton Street, Werribee	Tatts	Hotel	75
Hoppers Crossing Club	Lot 1, Pannam Drive, Hoppers Crossing	Tatts	Club	50
Hoppers Crossing Sports Club Inc.	Hogans Road Reserve, Hogans Road, Hoppers Crossing	TAB	Club	35
Italian Social Club of Werribee	25 Parklands Grove, Werribee	Tatts	Club	50
Racecourse Hotel	73 Cottrell Street, Werribee	TAB	Hotel	67
Werribee Bowling Club	Chinnside Reserve, Werribee	TAB	Club	24
Werribee Plaza Tavern	Corner Derrimut and Heath Roads, Werribee	TAB		
Werribee RSL Sub Branch	Kelly Park, Synott Street, Werribee	Tatts	Club	60
Westside Hotel	Corner Leakes and Fitzgerald Roads, Laverton North	Tatts	Hotel	60

Attachment One shows the number of EGMs and venues in Wyndham compared to that of other municipalities in the Western Region.

3.4 Gambling : Legitimacy

We need first to understand that gambling is a major recreation and leisure activity for Australians which for the large majority is enjoyed without significant detriment to themselves. Gambling turnover creates jobs and economic gain within the community. In 1995/96 Australian gambling turnover was estimated to be \$73 billion. Government revenues were \$3.2 billion of this.

There is little point in adopting theoretical "moral" positions over gambling *per se* at a Council level as it is not a fly-by-night phenomenon, ie it is now part of the social and economic fabric and must be appropriately engaged with. What we do need to do is consider some of the facts that are emerging, and consider what net benefit is flowing to our community, and what, if anything, Council can do to improve this benefit, if it is seen as currently inadequate.

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GAMBLING POLICY: INFORMATION PAPER (cont'd)**3.5 Local Government Powers**

Using the **Planning and Environment Act 1987** the capacity of Local Government to influence or constrain gambling is arguably minimal, ie

- No permit is needed if there is no *change of use* of a facility
- No change of use is deemed to have occurred if the use occupies less than 25% of the floor area.
- Where the use exceeds 25% of the floor area, the Council can only take into account town planning considerations such as car parking, hours, noise and impact on amenity.
- "Morality" (and suchlike) are not allowable grounds for refusal or conditions.
- Use of the social and economic effects criteria of the **Planning and Environment Act 1987** is unknown however a very strong causal relationship between introduction of EGMs and local negative effect would have to be proven to establish that detriment would occur.

Modern thinking suggests that use of statutory controls and input alone may not be the most informed or relevant way to approach a complex social and economic issue such as gambling.

3.6 Support For Problem Gamblers

The Victorian Government has developed a **Problem Gambling Services Strategy** committing approximately \$33 million through the Community Support Fund. The Strategy comprises :

- G-Line, a 24 hour telephone counselling and referral service
- Regionally-based problem gambling, counselling and referral services
- Break Even centres (18 across the State)
- Training and skills development for counsellors and liaison officers
- A community education campaign
- A problem gambling research program
- A Problem Gambling Reference Group

3.7 Reports On Gambling

A number of VCGA Reports have been made on gambling to date in Victoria. The findings from the most significant of these are summarised on Attachment Two. This also includes confidential data on the breakdown of problem gamblers by LGA as registered with **Break Even Western** (one of the VCGA funded counselling agencies referred to in 3.6 above). What follows below is a short description of the Reports and what they have told us.

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GAMBLING POLICY : INFORMATION PAPER (cont'd)

- A higher than average proportion of *Acknowledged Heavy Gamblers* and *Committed Heavy Gamblers* are located in Melbourne's West and North West.
- Problem gambling tends to increase where there is increased accessibility to venues, where these are city-based (including suburban locations) and where EGMs are located.
- The availability of EGMs in Victoria (ie ratio to population) is the highest in the Western Region of Melbourne.
- Victorian gambling expenditure rose from 1.4% of household income in 1990 to 3.3% in 1996. Analysis suggests the sourcing of this was a reduction in household savings. Victorian savings fell from 10.5% in 1990 to 3.5% in 1996.
- New gambling has increased Victorian employment by 34,700 persons (1996) and that the large increase in employment was in the construction sector. There has been some increase in direct service employment in the industry, though some of this is in transfer from other gambling services (eg horse racing).

3.8 City of Wyndham : Gambling Indicators

There would appear to be at this time a number of indicators in terms of gambling activity in a municipality, including :

- The ratio between the number of adult people (over 18) in a municipality and the number of EGMs.
- The ratio between the number of adult people (over 18) in a municipality and the number of gambling venues.
- The median personal weekly income within a municipality.
- The percentage of that income occupied by Average Weekly Outlay (AWO) (being the average amount spent by gamblers on EGMs outside of Melbourne Statistical Division).

Attachment Three shows Wyndham's position, ie :

- It has the fifth highest ratio of adult people to EGMs in Melbourne. At 99 adults for every machine in Wyndham it is 50 below the metropolitan average, or 33.6%. This shows that Wyndham has a considerable number of EGMs compared to the rest of Melbourne.
- It has the seventh highest ratio of adult people to venues in Melbourne. At 5,578 adults for every venue in Wyndham it is 2,104 below the metropolitan average, or 27.4%.
- Wyndham's median personal weekly income is however \$46 per week above the metropolitan average
- Accepting a constant average of \$15 per week expenditure (AWO) on non CBD EGMs, 4.07% of Wyndham's median personal weekly income is spent on EGMS, whilst the metropolitan average is 4.80%.

In total, the above scenario shows Wyndham to be currently in a sensitive position where it has arguably a sufficiency of both EGMs and gambling venues. In contrast the higher level of

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average income in Wyndham would appear to ameliorate this fact somewhat, though not conclusively.

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GAMBLING POLICY: INFORMATION PAPER (cont'd)**3.9 The Victorian Council of Social Services (VCOSS)**

VCOSS has expressed considerable concern at a perceived failure by the State Government to address issues of "addictive gambling" in a way similar to the extensive resourcing given by the State Government to combating drug abuse.

VCOSS states :

It is generally agreed that the way to minimise harm for those who may become addicted to gambling is to combine education, information and counselling in a community development approach to the problem gambler.

VCOSS registers concern about the lack of a State forum where industry and community can jointly work on issues and argues that agreements are needed in regard to the two areas of *acceptable marketing practices* and *harm minimisation strategies*.

3.10 Adoption Of An Industry Code Of Practice For Victoria

The VCGA has recently announced the introduction of a voluntary code of practice in gaming to which the Australian Hoteliers Association of Victoria, The Licensed Clubs Association of Victoria, TABCORP, Tattersalls and Crown have all subscribed.

The Code of Practice is entitled "Responsible Gaming" and includes (amongst other matters):

- training for operators to recognise where excess gambling is occurring
- adoption of self-exclusion programs
- creation of a uniform complaints mechanism
- minimum standards for advertising
- an embargo on placement of EGMs in shopping complexes
- agreement for operator displays of relevant problem gambling literature
- prohibition of player credit in venues
- preclusion of intoxicated persons and minors from entering restricted gaming areas

The Code of Practice states that :

The signatories recognise the public has a democratic right to participate in their chosen form of entertainment in surroundings that do not impair their right to enjoy the product.

The signatories recognise that if gaming machine play develops into a problem for individual players, assistance should be readily available from the gaming machine operators and venues to assist customers and venue operators.

In many ways this crystallises the gambling issue, ie people are free to choose how they entertain themselves and how they spend their income but for a minority of people gambling can become a serious personal problem where strategic intervention is required.

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GAMBLING POLICY : INFORMATION PAPER (cont'd)**3.11 Wyndham City Council : Club Management Interviews**

Recently sets of interviews were held with management of three of the five licensed clubs in Wyndham :

- Hoppers Crossing Club
- Werribee Bowling Club
- Werribee RSL Sub Branch.

Interviews were held separately and used the question sheet that features as Attachment Four.

Two clubs noted :

- The introduction of EGMs had enabled development of social and physical infrastructure for members and the general community.
- It was not possible for management to know who was, or wasn't, a problem gambler.
- Service referral literature was made available.
- Self-exclusion was available.
- An increased number of venues for EGMs will endanger the economic viability of all providers.
- The current total of nine operators is not sustainable in the long term.
- A view of "fewer, bigger, better" in terms of venues was starting to prevail.
- Clients can be all ages but are predominantly late twenties onwards.

One club noted that it thought EGMs had alienated regular club users.

In conducting the interviews it was obvious that EGM profits were providing the opportunity for club improvement of facilities for members, ie increased and improved recreation areas, improvement of club amenities, improvement and diversification of meals and refreshments and overall elevation of club atmosphere.

3.12 Other Councils' Actions

A range of responses appeared to have occurred. Some examples follow :

- The City of Hobsons Bay held a major gaming forum in January 1997 with particular concern focused on the proximity of gaming venues to strip shopping areas. A variety of social outcomes was noted.
- The City of Banyule has adopted a **Gaming Machine Policy** specifying its interpretation of the requirements under the **Planning and Environment Act 1987**. Its interpretations go to some detail and focus on appropriate location of venues and Council's desire to consider social and economic benefits and detriments.
- The City of Yarra held a major forum on the impact of gambling in that municipality in February 1997.

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GAMBLING POLICY : INFORMATION PAPER (cont'd)

- The City of Darebin held a summit on gambling as a community issue in September 1996.
- The City of Moonee Valley has expressed its concern to the State Government over the lack of Local Government power in regard to development of gaming venues.
- The City of Moreland has adopted social concerns within its Municipal Health Plan and is working on a Gaming Policy. Together with the Cities of Maribyrnong, Darebin and Moonie Valley, they are the subject of a longitudinal analysis conducted by the VCGA into the longer term effects of gambling in communities.
- There are indications of other Council actions across Victoria (and particularly Melbourne).

Of all of the above, that adopted by Banyule appears to show the most comprehensiveness where the capacity of Council to consider "social and economic effects" of developments has been investigated for its potency, specific criteria for proximity to sensitive developments have been developed (eg shopping strips), Council has requested the State Government to refer gambling licence permits to itself for review, and an advocacy position for residents has been adopted. Another meritorious idea from other Councils is to lobby for increased access to the Community Support Fund, particularly where a large number of EGMs and gambling venues justifies additional problem gambling resource allocation.

4. Corporate Plan

Council's Corporate Plan 1997-2000 states that Council will be "a leader in the community."

Relevant goals would appear to be Goal A ("ensuring the provision...of infrastructure to the level and quality required to support the...City") and Goal B ("...to build self-reliance and to tap the diversity and resources within the community to create a quality future")

5. Council Policy

Other than statutory planning requirements, there is no Council policy in regard to gambling at this time.

6. Finance

There are no direct financial implications from this Report.

7. Community Consultation

Council has committed itself through its adopted **Community Consultation Policy** to "consultation processes that have positive and specific community development outcomes in mind" and to facilitating mechanisms such as public forums on issues of community concern.

8. Communication Strategy

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GAMBLING POLICY : INFORMATION PAPER (cont'd)

Communication used would be in accord with Council's adopted **Community Consultation Policy**.

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GAMBLING POLICY : INFORMATION PAPER (cont'd)**9. Conclusion**

The above information suggests that :

- The gaming industry has expanded rapidly and in that speed of development, both community benefit and detriment have eventuated.
- Community benefit would appear to include the development of a viable recreational industry offering quality leisure products, employment opportunities and economic gain. The addition of sporting facilities and enhanced clubrooms adds to social infrastructure.
- Community detriment would appear to include creation of a new type of addiction in communities with serious economic and social effects on a significant minority of persons.
- Wyndham has a higher than normal ratio of EGMs and gambling venues to potential clientele. This is a potential issue when there are associations between such ratios and the rate of problem gambling occurrences in local areas.
- Council to date has said little on the gambling issue. Essentially this is because like all other municipal authorities, Council has at this time little legal capacity to halt or impede development of gaming venues. The State Government, through its relevant Acts and the Victorian Casino and Gaming Authority, has both responsibility and control of the gambling agenda.
- Under municipal reform however, Council does have a major role in assisting its community to articulate opinion and control the development of the local social environment. It is appropriate therefore for Council to utilise its current policy resources (in this instance, the **Community Consultation Policy**) to facilitate community discussion on the gambling issue and to assess whether it is prominent in Wyndham.
- Under municipal reform, Council also has a role in advocacy for services and resources for its community. As a significant proportion of earnings from Wyndham's 505 EGMs goes into the Community Support Fund, it is appropriate to examine whether an adequate return in the way of problem gambling services is being delivered to Wyndham.

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(SOCIAL DEVELOPMENT CO-ORDINATOR, SCOTT TREMBATH)**GAMBLING POLICY : INFORMATION PAPER (cont'd)****RECOMMENDATION**

That a Project Sub-Committee of Council be formed, consisting of :

- Cr. Henry Barlow
- Cr. Karen Roberts

supported by the :

- Manager, Civic Services
- Manager, Planning
- Social Development Co-ordinator
- Recreation Planning Co-ordinator

-with the tasks of :

- Reviewing what gambling support services exist for Wyndham, and whether these are adequate.
- Reviewing the resources Wyndham has received for problem gambling assistance from the Community Support Fund, and whether these are adequate
- Reviewing what other municipalities are undertaking in terms of gambling strategies, and assessing potential application in Wyndham
- Reviewing current and intended EGM numbers and deployment with current industry providers in Wyndham.
- Communicating with other Councils as to what regional initiatives can potentially be undertaken.
- Preparing a Community Consultation on "Gambling in Wyndham", inclusive of a Community Forum on the gambling issue, and release of the foregoing Report
- Contacting relevant government authorities (eg VCGA) for inclusion in planning
- Contacting relevant agencies (eg BreakEven) for inclusion in planning

- and with a view to providing Council with a **Report on the Community Consultation into Gambling in Wyndham** by the end of March 1998, with work-in-progress reports as required.

MOTION:

CRS. BARLOW/ROBERTS

That the recommendation be adopted.

(CRD)

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Attachment One

Manual Insert : Electronic Gaming Machines and Population Compared : Western Region
1997

**ELECTRONIC GAMING MACHINES
GAMING VENUES
AND POPULATION COMPARED :
WESTERN REGION 1997**

	Population as at August 1996	Gaming Venues	EGMs	Persons per venue	Persons per machine
Melton	39,169	3	195	13,056	201
Brimbank	149,131	14	722	10,652	207
Hobsons Bay	74,164	9	455	8,240	163
Wyndham	73,897	9	505	8,211	146
Moonee Valley	104,849	17	850	6,168	123
Maribynong	59,029	14	757	4,216	78
Average	83,373	11	581	8,424	153
Total	500,239	66	3,484		

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Attachment Two

3.7.1 The Fourth Survey Of Community Gambling Patterns : January 1997

This VCGA report shows :

- "a clear pattern of a steadily increasing volume of gambling activities undertaken by gamblers"
- "a clear trend of increasing proportions of income spent on gambling"
- non gamblers are 12% of the community.
- a high usage/participation rate for all EGMs located **outside** of the Casino
- the highest participation rates being within 30 to 49 year olds, middle income earners and upper blue collar workers.
- an average outlay per visit to a non-Casino EGM of \$15
- a *preparedness to pay* on average of \$28 per visit to an EGM.
- the primary motivator for using such machines being *social reasons* followed by *the thrill or dream of winning, boredom* and *the atmosphere/buzz*
- the main reason for attending EGM venues being *the social experience*.
- a higher than average proportion of *Acknowledged Heavy Gamblers* and *Committed Heavy Gamblers* being located in Melbourne's West and North West.

The attached extract from the Report shows the profile of gamblers.

3.7.2 The Definition And Incidence Of Problem Gambling, Including The Socio-Economic Distribution Of Gamblers : August 1997

This VCGA report shows :

- Between 1% and 3% of the community is likely to be at risk of, or to be participating in, problem gambling (ie spending more than you can afford to the detriment of oneself and/or others).
- A gambling participation rate in Australia of 50% amongst 15 to 17 year olds, with the acknowledged potential for *very significantly distressing effects* upon minors and the community.
- 80% of clientele presenting to counselling services for problem gambling as users of EGMs only.
- Problem gambling tending to increase where there is increasing accessibility to venues, where these are city-based (including suburban) and where EGMs are located.
- Problem gamblers tending to be single men aged under 30 or regular female users of EGMs.

3.7.3 Analysis Of Clients Presenting To Problem Gambling Counselling Services From 1 July 1996 To 30 June 1997 : October 1997

This VCGA-funded report analyses 1,817 cases registered with problem gambling services on the 1996/97 year. It shows

- The availability of EGMs in Victoria (ie ratio to population) as the highest in the Western Region of Melbourne.

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GAMBLING POLICY : INFORMATION PAPER (cont'd)

- The registration of problem gamblers with services as the highest in the Western Region (with a considerable distance to remaining regions)
- A resultant very strong correlation between access to EGMs (ie number of them and or venues) and the incidence of problem gambling.
- Of the 1,817 cases registered, 126 (7%) belonged to "Brimbank Community Health Centre, being the auspice for Break Even Western, which handles problem gamblers in Wyndham.
- An average age of 38 years for problem gamblers.
- A considerable age range in problem gamblers.
- Problem gamblers as likely to be women (46%) as men (54%).
- 22.8% of problem gamblers being born overseas from a wide range of countries.
- 30% having never been married, though females were only 20% of this category whilst males were 42%.
- 27% of males as living alone whilst only 16% of females did.
- Half of the problem gamblers having incomes under \$20,000 per year.
- 38% of problem gamblers being on fixed incomes such as pensions or benefits.
- 30% of problem gamblers having incomes between \$20,000 and \$40,000.
- Nearly half having a status other than employed.
- Problem gamblers spending an average of 2 days per week gambling at 3 hours per day average duration.
- 81% as users of EGMs.
- An association of problem gambling with other difficulties in their lives.
- 30% committing illegal acts to sustain their behaviour.
- 60% resorting to maladaptive (eg borrowing from family, lying to family) behaviours to sustain their usage.

3.7.4 Impact Of The Expansion In Gaming On The Victorian Retail Sector : March 1997

This VCGA report shows that :

- Victorian gambling expenditure rose from 1.4% of household income in 1990 to 3.3% in 1996.
- Retail expenditure grew from 35.9% of household income in 1990 to 38.2% in 1996.
- Analysis suggests the sourcing of this was a reduction in household savings.
- "To the extent that increased gambling expenditure has been financed by lower savings, part of the cushion to consumption expenditure in the next recession has been removed."
- Per capita expenditure on gambling in Victoria rose from \$198 in 1990 to \$581 in 1996.
- National savings as a share of total household income declined from 6.7% of income in 1990 to 2.5% in 1996.
- Australian gambling expenditure rose by 1% to reach 3% of household income by 1996.
- Victorian savings fell from 10.5% in 1990 to 3.5% in 1996.

3.7.5 The Effect of Gambling on Employment in Victoria : August 1997

This VCGA Report finds that :

- new gambling has increased Victorian employment by 34,700 persons (1996).

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GAMBLING POLICY : INFORMATION PAPER (cont'd)

- the large increase in employment was in the construction sector.
- direct gambling employment rose by 8,291 persons or 250% between 1992 and 1996.
- the overall impact of new gaming activities was to reduce the Victorian unemployment rate by 1% in 1995/96.
- some 16,500 additional jobs in indirect service industries have been created.
- new gambling has to some extent displaced employment in more traditional gambling areas (eg racing.)

3.7.6 Break Even Western Statistics

Removed : Supplied in confidence

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Attachment Three

Manual Insert : LGAs IN ORDER OF EGM TO PEOPLE 18 PLUS RATIO

Manual Insert : LGAs IN ORDER OF VENUE TO PEOPLE 18 PLUS RATIO

Manual Insert : KEY GAMBLING INDICATORS : CHART PRESENTATION

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(SOCIAL DEVELOPMENT CO-ORDINATOR, SCOTT TREMBATH)

Manual Insert : Table : Summary of Gambling Segments (1996)

TABLE 1.1

SUMMARY OF GAMBLING SEGMENTS (1996)

	Disinterested Gambler	Occasional Gambler	Social Gambler	Acknowledged Heavy Gambler	Committed Heavy Gambler	Non Gambler
SIZE OF CLUSTER	25%	36%	7%	9%	9%	12%
GENDER	Female bias	Combination of males and females	Female bias	Combination of males and females	Male bias	Combination of males and females
AGE	Mostly over 50 years	Mostly 30-45 years	Younger age profile	Slightly younger age profile	Younger age profile plus a core aged over 60 years	All age groups
MAIN EARNER'S OCCUPATION	Over 50% not in workforce	Higher than average proportion of upper white collar employees	Higher than average proportion of upper white collar employees	All occupation categories	All occupation categories	All occupation categories
LOCATION/SUBURB	Evenly distributed throughout Melbourne's suburbs	Evenly distributed throughout Melbourne's suburbs	Evenly distributed throughout Melbourne's suburbs	Higher than average concentration in West/North West suburbs of Melbourne	Higher than average concentration in West/North West suburbs of Melbourne, lower than average in Eastern suburbs	Higher than average concentration in Eastern and South Eastern suburbs of Melbourne
HOUSEHOLD STATUS	Mostly older singles or couples	Mostly couples with or without dependent children	Mostly couples and young families	Mostly families	Mostly families but higher than average singles	Mostly older singles, older couples or young singles
HOUSEHOLD INCOME	Lower than average	Higher than average household income	Higher than average household income	Average household income	Higher than average household income	Lower than average household income
% INCOME SPENT GAMBLING	Low proportion spent on gambling (5%)	Low proportion spent on gambling (7%)	Moderate proportion spent on gambling (10%)	High proportion of income spent on gambling (18%)	High proportion of income spent on gambling (33%)	No income spent on gambling (0%)

LGAs IN ORDER OF EGM TO PEOPLE 18 PLUS RATIO

ATTACHMENT THREE

LGA	Population as at August 1996		Population over 18		Gaming Venues		EGM		Total Persons per Venue		Total Persons per EGM		Persons 18 plus per EGM		Persons 18 plus per venue		Median Personal Weekly Income		Average weekly outlay as a % of Income	
	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	
1	Maribyrnong	59,029	46,540	14	757	4,215	78	61	3,324	\$201	7.46%									
2	Greater Dandenong	128,841	94,112	15	1,129	8,589	114	83	6,274	\$245	6.12%									
3	Darebin	121,794	97,482	19	1,037	6,410	117	94	5,131	\$250	6.00%									
4	Moonee Valley	104,849	82,475	17	850	6,168	123	97	4,851	\$301	4.98%									
5	Wyndham	73,897	50,203	9	505	2,211	146	99	5,578	\$368	4.07%									
6	Kingston	122,438	94,276	16	916	7,552	134	103	5,892	\$307	4.89%									
7	Mornington Peninsula	110,409	80,803	19	784	5,811	141	103	4,253	\$277	5.41%									
8	Knox	130,794	92,011	12	537	10,000	156	110	7,668	\$375	4.01%									
9	Yarra	65,148	54,912	13	454	5,011	143	121	4,224	\$327	4.59%									
10	Hume	116,030	79,051	12	653	9,669	178	121	6,588	\$324	4.62%									
11	Hobsons Bay	74,164	55,934	9	455	8,240	163	123	6,215	\$294	5.11%									
12	Whittlesea	101,894	72,285	9	575	11,322	177	126	8,032	\$317	4.73%									
13	Moreland	130,093	103,588	17	808	7,653	161	128	6,093	\$245	6.12%									
14	Monash	152,552	120,597	14	924	10,897	165	131	8,614	\$307	4.88%									
15	Melton	39,169	25,929	3	195	13,056	201	133	8,643	\$353	4.26%									
16	Glen Eira	113,392	90,036	12	659	9,449	172	137	7,503	\$332	4.52%									
17	Frankston	99,752	75,285	9	541	11,084	184	139	8,365	\$299	5.02%									
18	Banyule	112,594	85,356	11	594	10,236	190	144	7,760	\$329	4.56%									
19	Casey	143,531	97,186	10	675	14,353	213	144	9,719	\$347	4.33%									
20	Manningham	103,760	79,403	7	538	14,823	193	148	11,343	\$369	4.07%									
21	Brimbank	149,131	106,738	14	722	10,652	207	148	7,624	\$251	5.98%									
22	Cardinia	40,599	27,808	5	166	8,120	245	168	5,562	\$304	4.93%									
23	Bayside	80,933	62,238	11	366	7,353	221	170	5,658	\$386	3.89%									
24	Maroondah	91,323	66,909	7	391	13,040	234	171	9,558	\$336	4.47%									
25	Whitehorse	135,472	106,224	8	619	16,534	219	172	13,278	\$324	4.63%									
26	Stonnington	84,218	70,149	6	391	10,527	215	179	8,769	\$444	3.38%									
27	Nillumbik	54,417	36,843	4	147	13,604	370	251	9,211	\$388	3.87%									
28	Yarra Ranges	130,043	90,923	7	302	13,576	431	301	12,989	\$327	4.59%									
29	Booroondara	144,590	112,575	8	276	13,074	524	408	14,072	\$401	3.74%									
Average		103,961	77,858	11	595	10,337	201	149	7,682	\$322	4.80%									

LGAS IN ORDER OF VENUE TO PEOPLE 18 PLUS RATIO

ATTACHMENT THREE

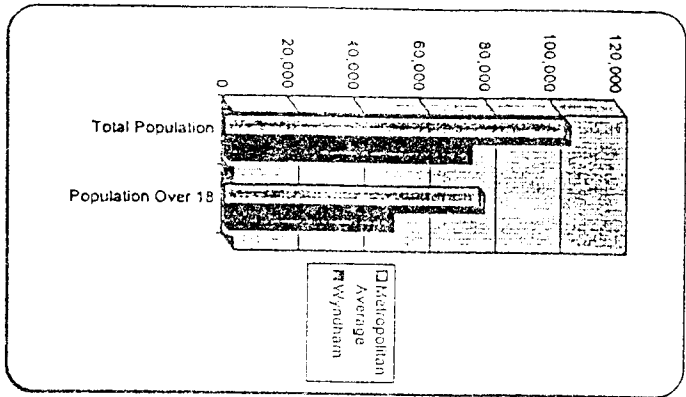
	LGA	Population as at August 1996	Population over 16	Gaming Venues	EGMs	Total Persons per Venue	Total Persons per EGM	Persons 18 plus per EGM	Persons 18 plus per venue	Median Personal Weekly Income	Average weekly outlay as a % of Income
1	Maribyrnong	59,029	46,540	14	757	4,216	78	61	3,324	\$201	7.46%
2	Yarra	65,148	54,912	13	454	5,011	143	121	4,224	\$327	4.59%
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6	Cardinia	40,599	27,808	5	186	3,120	245	168	5,562	\$304	4.93%
7	Wyndham	73,897	50,203	2	505	6,211	146	99	5,578	\$368	4.07%
8	Bayside	80,933	62,238	11	386	7,353	221	170	5,658	\$386	3.89%
9	Kingston	122,438	94,276	18	916	7,952	134	103	5,892	\$307	4.89%
10	Moreland	130,093	103,589	17	803	7,358	181	128	6,093	\$245	6.12%
11	Hobsons Bay	74,164	55,934	9	455	3,240	163	123	6,215	\$294	5.11%
12	Greater Dandenong	128,841	94,112	16	1,129	3,566	114	83	6,274	\$245	6.12%
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19	Frankston	99,752	75,265	9	541	11,024	164	139	8,365	\$299	5.02%
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21	Melton	39,169	25,929	3	195	13,063	101	133	8,643	\$353	4.26%
22	Stonnington	84,218	70,149	8	391	10,827	215	179	8,769	\$444	3.38%
23	Millumbik	54,417	36,843	4	147	13,604	370	251	9,211	\$388	3.87%
24	Maroondah	91,323	66,509	7	321	13,046	234	171	9,568	\$336	4.47%
25	Casey	143,531	97,186	10	675	14,353	113	144	9,719	\$347	4.33%
26	Manningham	103,760	79,403	7	538	14,823	183	148	11,343	\$369	4.07%
27	Yarra Ranges	130,043	90,923	7	332	13,576	431	301	12,989	\$327	4.59%
28	Whitehorse	135,472	106,224	8	319	16,964	219	172	13,278	\$324	4.63%
29	Booroondara	144,590	112,575	8	278	17,374	1524	408	14,072	\$401	3.74%
Average		103,961	77,356	11	593	11,349	201	149	7,682	\$322	4.80%

KEY GAMBLING INDICATORS: COMBINED PRESENTATION

ATTACHMENT THREE

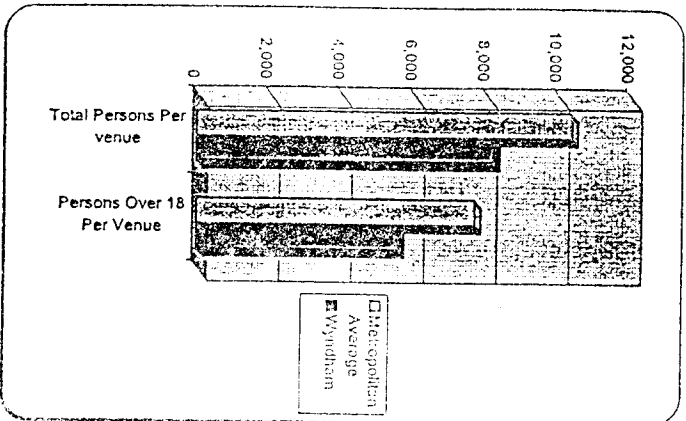
Population Comparison

Total Population	Population Over 18
Metropolitan Average	103,961
Wyndham	77,859
Variance (Numbers)	-26,102
Variance (Percentage)	-25.22%



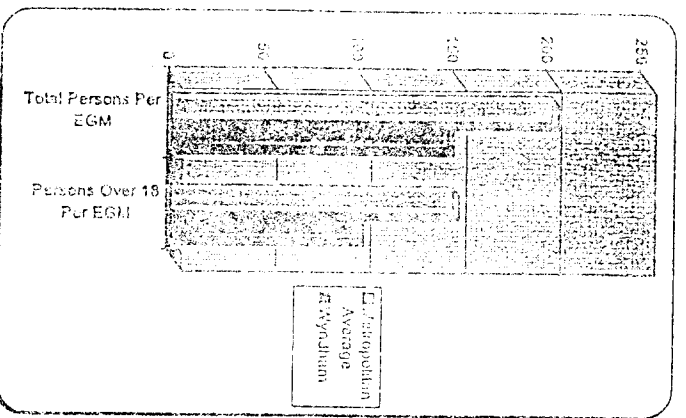
Venue Comparison

Total Persons Per Over 18 Per Venue	Persons Per Over 18 Per Venue
Metropolitan Average	10,367
Wyndham	8,211
Variance (Numbers)	-2,156
Variance (Percentage)	-20.80%



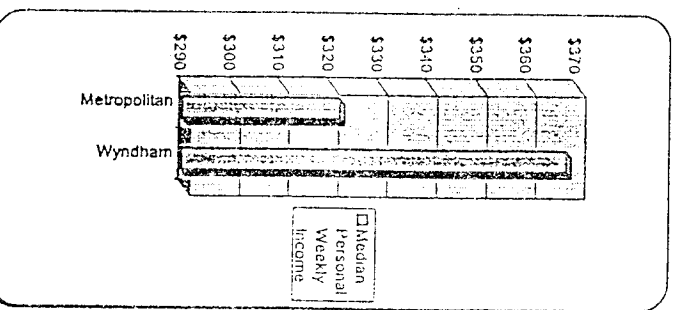
EGM Comparison

Total Persons Per Over 18 Per EGM	Persons Per Over 18 Per EGM
Metropolitan Average	101
Wyndham	99
Variance (Numbers)	-2
Variance (Percentage)	-2.00%



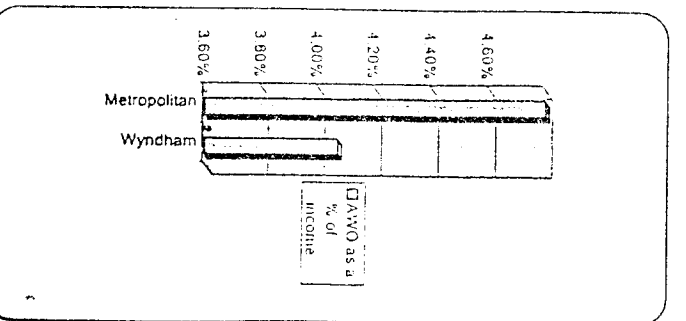
Income Comparison

Median Personal Weekly Income	Income
Metropolitan Average	\$322
Wyndham	\$368
Variance (Numbers)	\$46
Variance (Percentage)	14.29%



Expenditure Comparison

AWO as a % of Income	% of Income
Metropolitan Average	4.80%
Wyndham	4.07%
Variance (Numbers)	-0.73%
Variance (Percentage)	-15.21%



FILE NO: 15/560/026

ITEM NO: 0112/8.1.6
(SOCIAL DEVELOPMENT CO-ORDINATOR
; SCOTT TREMBATH)

Attachment Four

1. Aside from legal requirements, does your club have a local policy on use of, and access to, EGMs ? If so, what caused the development of this policy, and is it working ? Examples ?
2. Do you believe that EGMs have improved your club and services to members ? How ?
3. What, if any, drawbacks, have you noted with the introduction of EGMs in your club ?
4. Do you believe that EGMs in your club have improved the quality of life for residents :
 - 4.1 who live in the immediate area (eg 1 square kilometre around the club)
? If yes, how ?

FILE NO: 15/560/026

ITEM NO: 0112/8.1.6
(SOCIAL DEVELOPMENT CO-ORDINATOR
; SCOTT TREMBATH)

GAMBLING : INFORMATION PAPER (cont'd)

4.2 who live in Wyndham ? If yes, how ?

5. Have you been able to improve or add to your club's facilities through the introduction of EGMs ? If so what ? Facilities ? Services/Programs ?

6. Do you currently sponsor or support any local recreational, sporting or other kind of non-profit group ?

7. Do you believe you have problem gamblers amongst your clientele ? If so, do you have a strategy for them ?

FILE NO: 15/560/026

ITEM NO: 0112/8.1.6
(SOCIAL DEVELOPMENT CO-ORDINATOR
; SCOTT TREMBATH)**GAMBLING : INFORMATION PAPER (cont'd)**

8. Are you aware of services for problem gamblers ? If so, which ? Do you refer ?

9. What relationship does the casino have to your clientele (eg lost clients to it, people use both etc.)

10. What do you think is the future of EGMs in Wyndham ?

11. What, if any comments, would you like to add ?

FILE NO: 15/560/026

ITEM NO: 1307/ 5.07
(SCOTT TREMBATH : SOCIAL
DEVELOPMENT CO-ORDINATOR)**GAMBLING POLICY : ELECTRONIC GAMING MACHINES****1. Introduction**

At Council's 1 December Ordinary Meeting, it received an *Information Paper* on *Gambling*. The paper noted a number of matters, ie :

- Gambling has provided a new form of recreational activity for the people of Wyndham which has been embraced by the public with enthusiasm.
- A problem gambling addiction phenomenon has been created however, estimated to affect between 1% and 3% of the population (between 500 and 1,500 people in Wyndham).
- A variety of positions have been adopted by Melbourne Councils in regard to gambling, with most concerned about its social effects but arguing that little can be done by Local Government;
- Wyndham is the fifth highest metropolitan municipality in terms of the ratio between the number of adult people and the numbers of Electronic Gambling Machines (EGMs).
- Wyndham is the seventh highest metropolitan municipality in terms of the ratio between the number of adult people and the number of available gambling venues.
- Wyndham is considerably in excess of the metropolitan average in terms of the above ratios.

Recommendations made by Council were that a project SubCommittee form consisting of Crs. Barlow and Roberts with the support of Manager, Civic Services, Manager, Planning, Social Development Co-ordinator and the Recreation Planning Co-ordinator, with a series of tasks and advisory matters.

The SubCommittee's tasks were as follows :

- Reviewing what gambling support services exist for Wyndham, and whether these are adequate.
- Reviewing the resources Wyndham has received for problem gambling assistance from the Community Support Fund, and whether these are adequate
- Reviewing what other municipalities are undertaking in terms of gambling strategies, and assessing potential application in Wyndham
- Reviewing current and intended EGM numbers and deployment with current industry providers in Wyndham.
- Communicating with other Councils as to what regional initiatives can potentially be undertaken.
- Preparing a Community Consultation on "Gambling in Wyndham", inclusive of a Community Forum on the gambling issue, and release of the foregoing Report
- Contacting relevant government authorities (eg VCGA) for inclusion in planning
- Contacting relevant agencies (eg BreakEven) for inclusion in planning

2. Key Issues

The key issues are :

- The assessed effects of gambling to date in Wyndham.

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ITEM NO: 1307/ 5.07
(SCOTT TREMBATH : SOCIAL
DEVELOPMENT CO-ORDINATOR)**GAMBLING POLICY : ELECTRONIC GAMING MACHINES (cont'd)**

- The social and economic merits and demerits of gambling.
- What practical initiatives Council and the community can undertake.

3. Background

Whilst there has been a delay in establishment of the SubCommittee, there has been considerable activity in the gambling environment since the end of 1997, ie :

- The announcement of the ceiling on Victorian EGM numbers to 27,000 until at least 2000;
- Research showing that \$50 billion was put through non-Casino EGMs in Australia in 1996/97 and \$5 billion was "lost" (operator profit), ie \$2,780 invested for every Australian and \$277 "lost" for every Australian;
- Research showing that in the same year Victorians gambled \$1.45 billion on EGMs, or \$321 for every person in Victoria;
- \$485 million accruing in taxation from EGMs in Victoria in the same year, or \$107.40 for every person in Victoria, or \$330 for every household in Victoria;
- The projection that overall gambling taxes would provide the Victorian Government's third biggest source of revenue in 1998/99, at \$1.34 billion;
- Gambling nationally now totalling \$80 billion per annum, or 15% of GDP;
- Section 69 amendment to the State Planning Scheme allowing Councils to embargo shopping strips where nominated from establishment of new gambling venues;
- Polling station evidence from the March Mitcham by-election showing that 72% of all voters disapproved of the extent to which gambling had been encouraged in Victoria;
- An announcement by the Federal Treasurer, Peter Costello, of a Productivity Commission inquiry into the social and economic effects of gambling in Australia on behalf of concerned citizens and businesses that are puzzled about the growth of gambling, and
- The Prime Minister's statement on 1 May 1998 that overall, gambling *per se* was pretty wasteful and pretty destructive (to the community).

Accepting the Victorian Casino and Gaming Authority's enumeration of an average per capita expenditure on Victorian EGMs of \$428.34, Appendix A shows the financial breakdown of EGM expenditure in Wyndham, ie

- The industry has expenditure of \$21.5 million pa¹
- \$18.7 million is redistributed as winnings pa
- The State Government accrues \$1.063 million pa
- Tattersalls and the TAB accrue \$931,000 approximately pa
- Clubs accrue \$400,000 approximately pa
- Hotels accrue \$395,000 approximately pa

The first half of 1998 has evidenced that gambling is now a national concern with a particular focus on Victoria as the State where gambling expenditure (both in total and per capita) has accelerated most in the past five years. It is now an issue where a national inquiry will set the main agenda. It is however an issue of direct local consequence in its effects, and as such requires Local Government to take a stand.

¹ Please note that this is a conservative estimate. The City of Moreland's Responsible Gambling Strategy estimates EGM expenditure in Wyndham to be \$28.570 million pa.

FILE NO: 15/560/026

ITEM NO: 1307/ 5.07
(SCOTT TREMBATH : SOCIAL
DEVELOPMENT CO-ORDINATOR)**GAMBLING POLICY : ELECTRONIC GAMING MACHINES (cont'd)****4. Terms of Enquiry**

In reference to the specific terms of enquiry put before the Sub Committee :

4.1 Reviewing What Gambling Support Services Exist For Wyndham, And Whether These Are Adequate.

The City of Wyndham has approximately 26 hours a week problem gambling servicing, being 2 days per week from BreakEven Counselling Services and 10 hours per week additional Financial Counselling Service at Werribee Family Services.

It is not possible to state precisely how many hours counselling a problem gambler will typically need to be "cured". Accepting a standard Department of Human Services six week resolution period at a minimum of 2 hours counselling per week, then 13 clients can be handled by the current service resourcing. Accepting the VCGA's estimation of between 1% and 3% of the adult population having a problem gambling addiction then between 500 and 1,500 clients potentially exist. There is clear imbalance between resourcing and need therefore. Current services have extended waiting periods. Waiting periods themselves only indicate people who have self-identified as having a problem, and who in turn are willing to wait up to four weeks for service.

4.2 Reviewing The Resources Wyndham Has Received For Problem Gambling Assistance From The Community Support Fund, And Whether These Are Adequate

The above 26 hours are fully funded by grants derived from the Community Support Fund and total approximately \$35,000. The adequacy argument has been addressed in the previous question.

4.3 Reviewing What Other Municipalities Are Undertaking In Terms Of Gambling Strategies, And Assessing Potential Application In Wyndham

A number of municipalities have examined the gambling issue. Most have sought to address it via a statutory planning approach alone (ie administering the *Planning and Environment Act*) rather than utilising additional responsibilities under the *Local Government Act* (ie good governance). The most developed strategy to date is that of the City of Moreland which has used both Acts and has adopted as policy its *Responsible Gambling Strategy*. The Strategy recognises that no one approach is totally effective, and that a combination of social, strategic and statutory mechanisms need to be used. In essence the *Strategy* is based on working with industry via an agreed *Charter of Responsible Gambling*, utilising a local Town Planning amendment that adds additional requirements for venue establishment and operation, increasing quality information dissemination about the dangers of excess gambling, and working with other governments in researching problem areas.

The Strategy has some parallels with the Wyndham scenario and elements have been considered in the attached recommended actions.

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ITEM NO: 1307/ 5.07
(SCOTT TREMBATH : SOCIAL
DEVELOPMENT CO-ORDINATOR)**GAMBLING POLICY : ELECTRONIC GAMING MACHINES (cont'd)****4.4 Reviewing Current And Intended EGM Numbers And Deployment With Current Industry Providers In Wyndham.**

As was shown in the 1 December *Gambling Information Paper*, Wyndham has a large number of EGMs, both in raw numbers (505²) and in terms of comparative formulae, ie the number of adult persons per EGM and venue.

The distribution of EGMs need to be considered in the context of the VCGA's finding in August 1997 that suburban problem gambling has a direct nexus to increased numbers of venues and EGMs.

Accepting that there are 150 adults for every EGM in Greater Melbourne, Wyndham's number of adults per EGM (99) is 51% greater intensity than the metropolitan average. Current numbers of EGMs may therefore be described legitimately as considerably in excess.

Additional EGMs obviously further exacerbate the current situation.

The numbers of EGMs has not been reviewed with industry as the above finding would suggest operators should relinquish a percentile of EGMs. This was felt to be sensitive and warranting Council consideration first.

4.5 Communicating With Other Councils As To What Regional Initiatives Can Potentially Be Undertaken.

Wyndham has communicated with a number of Councils in regard to this matter. Suggested actions reflect to some degree the actions of other Councils, and a uniform approach.

4.6 Preparing A Community Consultation On "Gambling In Wyndham", Inclusive Of A Community Forum On The Gambling Issue, And Release Of The Foregoing Report

No Community Consultation has been prepared at this time. The 1 December Report was made available and given to those persons who have inquired.

4.7 Contacting Relevant Government Authorities (Eg VCGA) For Inclusion In Planning

The VCGA has supplied data for planning purposes and has been quite co-operative.

4.8 Contacting Relevant Agencies (Eg BreakEven) For Inclusion In Planning

BreakEven was supplied with a copy of the 1 December Report. No formal response has been made. It needs to be noted that BreakEven is a State-funded counselling agency and thus may have some sensitivity re commenting on the placement of EGMs.

.../5

² As at March 1998, the VCGA records 511 EGMs in Wyndham. It is understood applications for 50 more EGMs are likely to be pending (10 and 40 for 2 venues respectively).

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ITEM NO: 1307/ 5.07
(SCOTT TREMBATH : SOCIAL
DEVELOPMENT CO-ORDINATOR)**GAMBLING POLICY : ELECTRONIC GAMING MACHINES (cont'd)****5. Recommended Actions**

The SubCommittee reviewed the materials available in light of the sensitive social situation prevailing in regard to EGM gambling at this time.

The SubCommittee believed that the matter required an *in principle* policy adoption by Council. This is attached as Appendix B.

The SubCommittee acknowledged the limitations upon Local Government in regard to effective intervention and control but agreed that some actions were available to Council, and should be recommended to Council for implementation. These are attached as Appendix C.

6. Corporate Plan

Council's Corporate Plan 1997-2000 states that Council will be "a leader in the community."

Relevant goals would appear to be Goal A ("ensuring the provision...of infrastructure to the level and quality required to support the...City") and Goal B ("...to build self-reliance and to tap the diversity and resources within the community to create a quality future")

7. Council Policy

Other than statutory planning requirements, there is no Council policy in regard to gambling at this time.

8. Finance

There are no direct financial implications from this Report.

9. Community Consultation

Council has committed itself through its adopted **Community Consultation Policy** to "consultation processes that have positive and specific community development outcomes in mind" and to facilitating mechanisms such as public forums on issues of community concern.

10. Communication Strategy

Communication used would be in accord with Council's adopted **Community Consultation Policy**.

11. CONCLUSION

The matter of problem gambling and addictive use of EGMs is not one that Council can solve on its own, nor is it a problem that it should have to. Both the Federal and State Government need to review the social and economic effects of gambling, and to take action on whatever national or state strategies emerge.

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ITEM NO: 1307/ 5.07
(SCOTT TREMBATH : SOCIAL
DEVELOPMENT CO-ORDINATOR)**GAMBLING POLICY : ELECTRONIC GAMING MACHINES (cont'd)**

The difficulty of problem gambling however is that it has a very localised impact that affects the social fabric of a community such as Wyndham. This requires that some direct intervention action be taken by Local Government and also that advocacy to both Federal and State Governments occur.

RECOMMENDATION

That the *EGM Gambling Policy* be adopted by Council, with a review date of 20 July 1999, and

That the *EGM Policy Actions* be adopted, and implemented by 30 June 1999, with work-in-progress reports as appropriate to Council.

	Per Annum	Weekly
Average per capita expenditure on EGMs : 18 years plus	\$428.34	\$8.24
No. of 18 years plus people in Wyndham @ Census	50,203	
Total EGM Expenditure	\$21,503,953.02	\$413,537.56
Total EGM Expenditure per household	\$877.93	\$16.88
Winnings distributed to gamblers	\$18,708,439.13	\$359,777.68
Remaining	\$2,795,513.89	\$53,759.88
Gaming Operator take pa (33.3%)	\$931,744.78	\$17,918.17
State Government (33.3%)	\$931,744.78	\$17,918.17
Community Support Fund	\$131,327.65	\$2,525.53
Club Venue take (33.3%)	\$404,377.23	\$7,776.49
Hotel Venue take (25%)	\$395,565.22	\$7,607.02

AVERAGE PER CAPITA EXPENDITURE DATA FROM VCGA, DECEMBER, 1997

EGM GAMBLING POLICY

Policy Ref: -
Date of Adoption: 20 July 1998
Date of Review: 20 July 1999
Responsible Officer: Scott Trembath, Social Development Co-ordinator

BACKGROUND

The background to this matter is contained in the Council papers of 1 December 1997 and 20 July 1998.

In those papers it can be seen that

- Gambling has provided a new form of recreational activity for the people of Wyndham which has been embraced by the public with enthusiasm.
- A problem gambling addiction phenomenon has been created however, estimated to affect between 1% and 3% of the population (between 500 and 1,500 people in Wyndham).
- A variety of positions have been adopted by Melbourne Councils in regard to gambling, with most concerned about its social effects but arguing that little can be done by Local Government;
- Wyndham is the fifth highest metropolitan municipality in terms of the ratio between the number of adult people and the numbers of Electronic Gambling Machines (EGMs).
- Wyndham is the seventh highest metropolitan municipality in terms of the ratio between the number of adult people and the number of available gambling venues.
- Wyndham is considerably in excess of the metropolitan average in terms of the above ratios.

The relative Government authority and power to influence needs to be noted in any consideration of the gambling phenomenon, ie

- The Federal Government has the mandate to tax people directly and then disburse funds to the community via the States and direct benefits. Any argument by the States that gambling ventures are required in order to resource Federal funding deficits is a matter between those two levels of Government;
- The State Government has the power to directly control gambling, its expansion and its conditions of operation via relevant legislation and the Victorian Casino and Gaming Authority. Ultimately therefore the State Government has the major authority to direct gambling as an industry;
- Local Government has some power in terms of issuing planning permits where the intended floor area for gambling exceeds 25% of a facility's floor area. It does not control the number of EGMs in a municipality nor can it refuse permits on moral grounds. Ultimately therefore Local Government can influence the operation of gambling but not control its expansion.

POLICY STATEMENTS

1. That Council recognises the validity of gambling as an enjoyable recreation undertaken by a significant number of people;
2. That research to date shows that the introduction of EGMs in Victoria has been undertaken without strategic assessment of the social and economic consequences of placement numbers and concentration in particular areas;
3. That under the current formulae for distribution of gambling profits and taxation, there is no assurance to Local Government of proportional return of monies invested (including disbursements from the Community Support Fund);
4. That Council believes the current resources dedicated to curing problem gamblers in Wyndham are inadequate;
5. That Council believes the current resources dedicated to preventative education in regard to excess gambling, are inadequate;
6. That Council believes the general information that should be available to enable gambling consumers to be fully informed and aware in decision-making, is inadequate;
7. That Council believes more detailed research by the Federal and State Governments is required on the social and economic effects of gambling, particularly with a view to impact-assessment on local economies;
8. That Council wants to work with the local gambling industry in order to reduce the dangers of excess gambling;
9. That Council believes it currently has an excessive number of EGMs, the benchmark being determined at present by the metropolitan average of adult persons per EGM;
10. That Council is willing to assist at a local level to facilitate community awareness of the dangers of excess gambling, and to aid in harm reduction from its effects.

POLICY INITIATIVES/ACTIONS

As per the attached table

RELATED DOCUMENTS

Legislative Requirements:	Planning and Environment Act, s.4 and s.12 (2)(c) and s. 60(1)(b).
Strategies/Plans of Action	As per the attached table
Procedures	As per the attached table.
Other	-

WYNDHAM CITY COUNCIL: EGM POLICY ACTIONS

Number of Electronic Gaming Machines		Issue	Local Government Role		Action	Timelines
1	<ul style="list-style-type: none">No. of adults per EGM in Wyndham exceeds metropolitan average by 51 machines per person.There is a known generic association between the no. of EGMs in a geographical area and incidence of problem gambling (Based on VCGA Report of August 1997)	<ul style="list-style-type: none">Capacity under Planning and Environment Act 1987 to review social effects and economic effects in preparing a planning scheme or amendment, or in allowing a permit. Capacity therefore to reject applications under this criterion.	<ul style="list-style-type: none">Council to liaise with other sympathetic Councils to request through the Administrative Appeals Tribunal Ministerial clarification of social effects and economic effects within Planning and Environment Act 1987, (s.60 (1)(b)(i)), such clarification to include the right to refuse gambling/places of assembly permits when metropolitan average of 150 machines per capita has been exceeded in an LGA.		By 30/6/99	
Need For Additional Problem Gambling Resources						
2	<ul style="list-style-type: none">Need of additional problem gambling counselling resourcesWyndham currently has 1 counsellor for 2 days per week from BreakEven and 10 hours per week funding at Werribee Family Services for financial counselling.Estimated no. of problem gamblers in Wyndham is between 500 and 1,500.	<ul style="list-style-type: none">Advocacy for increased resourcing towards problem gambling counselling.Financial contribution towards such resourcing can be considered.	<ul style="list-style-type: none">Council to prepare a request to the Premier's Department and the Minister for Gaming for increased resourcing of problem gambling counselling in Wyndham, sufficient at a minimum for 2 EFT counsellors.Council to liaise with other sympathetic Councils to develop an agreed formula for Community Support Fund resourcing of problem gambling, such formula suggested to be based on the number of EGMs in an LGA in excess of the metropolitan per capita average, divided into an agreed sum to be set aside from the fund for problem gambling.		By 30/6/99	
Lack Of Nexus Between Gambling Expenditure And Community Support Fund Disbursement						
3	<p>At a conservative estimate, Wyndham contributes \$1.063 million pa to the State Government as taxation impost on gambling. It is argued a more tangible nexus should be shown between this taxation and direct benefit to the Wyndham community.</p>	<ul style="list-style-type: none">Advocacy for direct nexus between taxation and benefit to Wyndham community.	<ul style="list-style-type: none">Council to prepare a request to the Premier's Department and the Minister for Gaming for creation of nexus between taxation and return of benefit to the Wyndham community.		By 30/6/99	

WYNDHAM CITY COUNCIL : EGM POLICY ACTIONS

Issue	Local Government Role	Action	Timelines
Lack Of Research On The Full Community Impacts Of Gambling			
<p>4</p> <ul style="list-style-type: none"> It is commonly believed that more detailed social and economic research needs to be undertaken on the effects of gambling, particularly with a view to impact-assessment on local economies and the welfare system. 	<ul style="list-style-type: none"> Council can advocate for such research to be undertaken by the VCGA and can offer to assist in local studies. 	<ul style="list-style-type: none"> Council communicates as appropriate with the Minister for Gaming. 	By 30/6/99
Perception Of State And Local Government As Being Supportive Of Gambling			
<p>5</p> <ul style="list-style-type: none"> State Government and Local Government are commonly perceived to be supportive of indiscriminate gambling expansion. 	<ul style="list-style-type: none"> Council can make a policy statement declaring that it is not in favour of indiscriminate gambling expansion. Council can make a policy decision not to assist by way of partnership, input, or advice any hotel or club capital or recurrent initiative in Wyndham, unless that initiative is totally unlinked to gambling. Rates are to be fully charged for all properties in which EGMs are located. No Council building is to be used for EGM placement. 	<ul style="list-style-type: none"> Council makes the appropriate policy statements. Council charges rates as appropriate. Council buildings are embargoed from EGM placement. 	By 30/6/99
Health And Safety Implications Of Gambling			
<p>6</p> <ul style="list-style-type: none"> Gambling is now commonly regarded as a social issue with major health implications, and as a possible detriment to community safety. 	<ul style="list-style-type: none"> Council can incorporate problem gambling as an issue to be considered within its Municipal Public Health Plan and its Community Safety Plan. 	<ul style="list-style-type: none"> The Municipal Public Health Plan and the Community Safety Plan to be adjusted accordingly. 	By 30/6/99

WYNDHAM CITY COUNCIL : EGM POLICY ACTIONS

Issue	Local Government Role	Action	Timelines
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Perception Of Victorian Casino And Gaming Authority

7	<ul style="list-style-type: none"> The legally-empowered body in regard to gambling (VCGA) is commonly perceived to be lacking pro-active responses in regard to localised community effects of gambling. 	<ul style="list-style-type: none"> Council can request the State Government to review the legislation establishing the VCGA and to incorporate Local Government representation upon it. 	<ul style="list-style-type: none"> Council writes to the Minister for Gaming to request appropriate amendment to the objectives of the VCGA to allow for pro-active intervention in situations where local harm from gambling is seen to have occurred. Council writes to the Minister for Gaming to request a Local Government presence within the VCGA's controlling Board. 	By 30/6/99
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Preventative And Educational Programs

8	<ul style="list-style-type: none"> Like alcohol and drugs, gambling is habit-forming, potentially addictive and, in excess, destructive of the social fabric. 	<ul style="list-style-type: none"> Council advocate for resources to assist education and preventative programs in the community. Council supports education and preventative programs in the community. Council advocate that the Department of Human Services instigate such programs. Council advocate that the Department of Education introduce "gambling-awareness" as part of school curricula. 	<ul style="list-style-type: none"> Council communicates with the Ministers responsible for the Departments of Human Services and Education to seek such changes. 	By 30/6/99
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Lack Of Harm Minimisation Literature

9	<ul style="list-style-type: none"> Relatively little anti-gambling or "harm minimisation" literature appears to be commonly available, nor is much marketing of such messages undertaken in significance. 	<ul style="list-style-type: none"> Council can seek support from the Department of Human Services and the Community Support Fund to develop localised literature and marketing strategies. 	<ul style="list-style-type: none"> Council communicates with the Department of Human Services and the Premier's Department concerning these initiatives. 	By 30/6/99
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WYNDHAM CITY COUNCIL : EGM POLICY ACTIONS

Issue		Local Government Role		Action	Timelines
Revenue Raising Aspects					
10	<ul style="list-style-type: none">• Gambling is economically interpreted as a means by which cash-strapped provincial or state governments raise consolidated revenue.	<ul style="list-style-type: none">• Council can state its objection to the State Government using taxation upon gambling as a significant contributor to state revenues.• Council can (through the ALGA, if desired) state its objection to Federal reductions in both tied and untied grants to the states that have forced the seeking of alternative and socially undesirable means of revenue raising.	<ul style="list-style-type: none">• Council communicates as appropriate with both other levels of Government.		By 30/6/99
Productivity Commission					
11	<ul style="list-style-type: none">• The announced Productivity Commission review of gambling should include a study of gambling's effect on local economies and social communities.	<ul style="list-style-type: none">• Council can request that the Productivity Commission include this matter in its Terms Of Reference.	<ul style="list-style-type: none">• Council communicates as appropriate with the Federal Government.		By 30/6/99
Lack Of Appropriate Training For Gambling Venue Staff					
12	<ul style="list-style-type: none">• Effective training of gambling staff in recognition of problem gamblers and "gentle dissuasion" can make an effective difference in breaking the gambling "binge."	<ul style="list-style-type: none">• Council can communicate with local gambling operators and ask what training has been undertaken by their staff.• Council can request that training be validated by the recognised problem gambling agency, Break Even.• Council can sponsor, or make a co-payment, towards such training programs.	<ul style="list-style-type: none">• Council requests a meeting with representatives of all operators to request such a change		By 30/6/99

WYNDHAM CITY COUNCIL : EGM POLICY ACTIONS

WYNDHAM CITY COUNCIL : EGM POLICY ACTIONS				
	Issue	Local Government Role	Action	Timelines
Appropriate Venue Changes				
13	<ul style="list-style-type: none">• Gambling venues commonly lack windows for daylight, clocks to remind people of the time, signage to warn of binge-onset warning signals, and signage publishing the odds of winning on each EGM.	<ul style="list-style-type: none">• Council can communicate with local gambling operators and request that on social grounds such initiatives should be undertaken.• Council can request operators to submit to an audit of premises (funded by Council) and a rating system for compliance with binge dissuasive initiatives.	<ul style="list-style-type: none">• Council requests a meeting with representatives of all operators to request such changes.	By 30/6/99
Use Of Credit				
14	<ul style="list-style-type: none">• Some gambling operators are stated to be extending credit to gamblers and to be cashing cheques for them.	<ul style="list-style-type: none">• Council can communicate with local gambling operators and request that on social grounds such initiatives should be halted.	<ul style="list-style-type: none">• Council requests a meeting with representatives of all operators to request such changes.	By 30/6/99
Hours Of Operation				
15	<ul style="list-style-type: none">• The hours of operation for gambling operators require review as extended hours availability to EGMs is believed to add to problem gambling	<ul style="list-style-type: none">• Council can communicate with local gambling operators and request that on social grounds <i>reasonable</i> hours of operation should be observed, the period between 11pm and 7 am being one where community sensitivity should be observed.	<ul style="list-style-type: none">• Council requests a meeting with representatives of all operators to request such changes	By 30/6/99