



## **Torbay Child Poverty Commission Meeting Agenda**

Wednesday, 16 October 2013 at 1500-1700  
to be held in Mezzanine Room 4 Tor Hill House

### **Membership**

Councillor Neil Bent  
Councillor Robert Excell  
Councillor Jenny Faulkner  
Michelle Kennedy (Chair)  
Anna Kettley

Councillor Julien Parrott  
Councillor Ken Pritchard  
Richard Williams  
Julie Sharland  
Sheena Leaf

#### **1. Child Poverty Commission meets the Community: 1500-1600**

*Youth Offending Team: Andrena Fuller  
Nursery Provision: Rachel Williams*

#### **2. Child Poverty Commission Meeting**

##### **(a) Apologies for Absence**

- (b)** Minutes of last meeting (Pages 1 - 4)  
Overview and Scrutiny Youth Unemployment Report: update to responses – Richard Williams

#### **3. Matters Arising**

- 4. Work Plan** (Pages 5 - 13)  
Fixed Odds Betting Terminals (Cllr Julien Parrock)  
*(evidence to be considered)*

For information relating to this meeting or to request a copy in another format or language please contact:

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Email: [governance.support@torbay.gov.uk](mailto:governance.support@torbay.gov.uk)

5. **Interim Child Poverty Commission Report**  
*Torbay Child Poverty Commission 'Torbay Gains' – Michelle Kennedy*
6. **AOB**
7. **Meeting Dates**  
16<sup>th</sup> October 1500-1700 Mez 4 Tor Hill House  
25<sup>th</sup> November 1330-1530 Boardroom Townhall



## Minutes of the Torbay Child Poverty Commission

3 September 2013

### -: Present :-

Michelle Kennedy (Chair), Councillor Robert Excell, Councillor Jenny Faulkner and Councillor Ken Pritchard Torbay Council; Richard Williams, Director of Children's Services, Julie Sharland, Strategic Housing Manager, Sheena Leaf, Director TDA,

(Also in attendance: Health: Jo Hooper, Joint Commissioning Manager (Children's Services)SHT, Pamela Harvey, Community Dietician (Life Skills) and Sue Matthews, Commission/Public Health Youth Services

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### 1. **Child Poverty Commission meets the Community: Health**

The Chair commenced the meeting by asking for round the table introductions and welcomed colleagues from Health; Jo Hooper, Joint Commissioning Manager (Children's Services) SDHT CCG, Pamela Harvey, Community Dietician, Life Skills Trust and Sue Matthews, on secondment to Children's Services from Public Health.

The Commission listened to a presentation by Jo Hooper entitled Income Poverty in relation to Child Health. Jo explained that her role in the CCG was very much about providing a commissioning of universal services based on the needs of local people in 5 localities led by GPs/clinicians.

The presentation highlighted:-

- The role of a Joint Commissioner in SDT CCG
- Extracts from the NCB 2013 report relating to the hidden costs of poverty and recession
- Facts and figures from Torbay's JSNA 2013 report findings which include an increase in troubled families referrals
- Main priorities for the CCG included CAMHS, Integrated working with Public Health and Local Authorities, Complex care, Transitions, Children's Community Nursing and Autism
- CAMHS: high number of referrals from GP's – it was noted by the Commission that more than half of the referrals were signposted to other agencies
- Looked After Children: it was noted that the number of LAC in Torbay was above average and that health colleagues have reported an increase in LAC health reviews.

The Commission requested more clarity around the extent of a young person's health as a direct result of not having enough money and family breakdown. In response Jo stated that in her role the CCG does not specially commission services

linked to child poverty and that there was not an easy answer to providing data to support specific poverty factors, although these were available nationally.

The Commission questioned the ability of the Child Poverty Commission to influence future commissioning of services within the CCG and it noted that future plans to promote a better economic opportunities through neighbourhood Anti-Poverty Innovation Zones is being flagged as good practice together with recognising what works (e.g Hele) and the formation of Community Hubs.

The Chair highlighted that the recent NCB 2013 report findings say that the situation today relating to children's lives in poor health, underachievement at school and lack of opportunities to fulfil their potential is no better that it was in the NCB 1973 report. It was agreed to circulate this report to Members.

The Commission noted that Torbay Council and Healthwatch are holding an event at Parkfield on 5<sup>th</sup> October 12 pm – 6pm to enable young people from across the community to come together and have their say about what they think about living in the Bay and will include what services they would like to see.

Pam Harvey, Community Dietician summarised the views of her colleagues in the Life Skills Team in relation to child poverty and food which included:-

- Low income – impact on health
- Lack of knowledge/skills to prepare food (relying on convenient foods)
- Anxiety about trying new foods (including weaning babies onto to inappropriate foods)

Pam highlighted the practical support offered to families on low income through Health Start who following sign up by a health visitor provide vouchers for fresh and frozen food.

The Commission questioned the cultural shift for young people for practical skills through the demise of schools stopping domestic science and the lack of extended family support; One to one support in life skills is available through Cook for Life, Anode and FAST (Save the Children)

The Chair thanked Jo, Pam and Sue for sharing their findings on tackling child poverty in Torbay.

#### **Action**

- i) **NCB report 2013 Great Expectations report to be circulated (SM)**

#### **2. Child Poverty Commission Meeting**

#### **3. Apologies for Absence**

Apologies were received from Anna Kettley, Save the Children, Cllr Neil Bent and Cllr Julien Parrott

#### **4. Minutes of last meeting**

The minutes of the last meeting on 20<sup>th</sup> June 2013 were checked for accuracy and actions noted.

## 5. Matters arising

### Actions:

- i) Child Poverty Commission 'Wash Up' October meeting date to be changed (SM)
- ii) Fixed Odds Betting Terminals (Cllr Julien Parrock) paper to be submitted as evidence at the Wash up meeting (MK/JP)
- iii) Item 7 (i) pending: Chair to circulate further statistical information to Group (MK)
- iv) Item 6: Overview and Scrutiny Youth Unemployment Report: response being prepared for recommendations by RW. The Report with response will be circulated to the Commission (RW)

## 6. Work Plan

## 7. Draft Interim Child Poverty Commission Report

The Chair asked the Commission for their views on a request from Cllr Cowell to attend a Child Poverty meeting to evidence the proposed Living Wage paper. After consideration it was felt it was not appropriate at this time for the Commission to consider.

The Chair asked the Commission for their view and comments on the interim Torbay Child Poverty Commission 'Torbay Gains' report which outlines the background of the Commission's evidence findings.

The Chair talked through the main headings of the report which includes:-

- Foreword
- Introduction – who we are
- Context – case studies/examples of research evidence to be added
- Commission framework
- Process –
- Evidence – further evidence to be included/heard from young people, Youth Offending Team, Children's Centres/Nurseries, Neighbourhood Plans and health

The Commission recognised the importance of the emerging themes from the evidence that has been heard and that a What Next heading will include specific recommendations in the final report. The Commission is happy with the title of the report being 'Torbay Gains'.

### Actions

- i) **Draft interim Torbay Child Poverty Commission 'Torbay Gains' to be circulated to members for individual feedback/comments by 3<sup>rd</sup> October to Susan Moses (SM)**

- ii) **Amendments/additions to report to include case studies, corporate responsibility and more detailed breakdown of statistical information (MK)**
- iii) **Wash up meeting to pick up on further evidence from YOT, Child costs/nursery provision; feedback on Neighbourhood Plan (JS);**

## Fixed Odds Betting Terminals (FOBT)

### Briefing Report

August 2013

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#### 1.0 Introduction

1.1 Following a council resolution raised by Cllr Parrott on 15 April 2013 to the Chairman of the Overview and Scrutiny Board, in accordance with Standing Order D13, this report considers information and responses to the questions raised regarding the proliferation of Fixed Odds Betting Terminals (FOBTs) in Torbay. The report has been compiled from desk based research to see if there is further need for exploration of the issue and commence a full review.

#### 2.0 Background

2.1 FOBTs (also called B2 Gaming Machines) are new touch screen roulette and gaming machines normally found in betting shops in the United Kingdom that allow players to bet on the outcome of various games and events with fixed odds. They were introduced to UK shops in 2001. The machines do not take cash, instead the customer provides cash or their credit/debit cards at the counter and the cashier credits the machine of choice remotely.

2.2 The most commonly played game is roulette. The minimum amount wagered per spin is £1. The maximum bet cannot exceed a payout of £500 (ie. putting £14.00 on a single number on roulette). The largest single payout cannot exceed £500. Token coins can be of value as low as five pence in some UK licensed betting offices (LBOs). Other games include bingo, simulated horse racing and greyhound racing and a range of slot machine games.

2.3 Like all casino games, the "house" (ie. the casino) has a built-in advantage, with current margin on roulette games being theoretically between 2.7% and 5%. Under current UK legislation, these machines are allowed to offer content classed as Category B2, Category B3 as well as Category C content.

2.4 Shops are allowed up to four terminals, although this number also includes traditional slot machines. Most shops favour the new FOBTs over the traditional slot machines. The Gambling Commission reports that there were 33,319 FOBTs in Britain's Betting Offices between October 2011 and September 2012.

2.5 FOBTs have been criticised due to the potential for addiction when playing the machines. A betting review in the Republic of Ireland has ruled that the machines should not be introduced in Irish betting shops but will be allowed in casinos.

### 3.0 Scope of the Review

3.1 The scope of the review is to look at information and evidence surrounding the proliferation of FOBTs in Tobago and determine the effects they have on children and those already living on the edge of poverty.

3.2 Specifically the review will look to answering the following questions, as raised by Cllr Parrott:-

1. What does the detailed breakdown of the research from the Campaign for Fairer Gambling tell us about the proliferation of Fixed Odds Betting Terminals in Tobago?
2. To understand the impact of this type of gambling on children (especially those already in poverty and those on the edge of poverty)
3. To consider the Council's Licensing Policy and see whether amendments can be made (within the constraints of the law) to limit the proliferation of these machines and the promotions aimed at encouraging people to use them
4. To consider any possible links between increased level of violence/antisocial behaviour and increased spend on gambling

3.3 The expected outcome of the review is to make recommendations to the relevant bodies to limit the proliferation of FOBTs in Tobago.

### 4.0 The Current Situation

4.1 In response to the questions raised above desk based research has taken place, the findings of which are detailed below:

4.2 What does the detailed breakdown of the research from the Campaign for Fairer Gambling tell us about the proliferation of Fixed Odds Betting Terminals in Tobago?

4.2.1 The research conducted by the Campaign for Fairer Gambling was based on analysis of financial data for the period April 2011 to March



2012. It is based on the mapping of betting shops across the UK by Parliamentary constituency. Research was carried out by Geofutures based on data sourced from the Gambling Commission. The analysis is not sourced using direct data from Bookmakers as they do not openly publish this data which is why analysis has been produced based on averaged estimates. It does not reflect the exact level of FOBTs financial activity at Constituency level but is intended to provide an estimated indication based on the number of betting shops within each constituency.

- 4.2.2 From the research we can see that in the Torbay constituency there are 18 betting shops (estimated as of May 2012) with an estimated count of FOBTs of 66. This relates to a gross amount gambled of £104m with the amount bet by gamblers estimated at £3.3m.
- 4.2.3 When looking at comparator constituency areas, ie. similar constituency population and seaside resorts in the UK, there are similar breakdowns of the count of FOBTs to betting shop licences. With regards to the gross amount gambled and amount bet the picture is quite mixed.
- 4.2.4 However, when looking at comparisons with Devon constituency areas Torbay ranks highest with regards to the count of betting shop licences and FOBTs as well as the gross amount gambled and the amount bet by gamblers on FOBTs. For example, Plymouth with double the constituency population has a betting shop licence count of 16, an estimated 59 FOBTs with the gross amount gambled at £92.9m with the amount bet by gamblers estimated at £2.2m.
- 4.2.5 For more detailed information please refer to Appendix One for further information.
- 4.3 To understand the impact of this type of gambling on children (especially those already in poverty and those on the edge of poverty)
- 4.3.1 With regards to Torbay there has been no known research undertaken in this area. Steve Cox, Environmental Health Manager (Commercial) responded; "There is no access to Betting Shops to under 18's and we are going to test this shortly, however the impact of any matters due to gambling addiction is a matter for research to test and whether this has an impact."

4.3.2 We know nationally that gambling machines in Britain tend to be clustered in poorer areas according to research published by Geo-futures Ltd and Nat Cen. The research found that areas with a higher density of gambling machines were more likely to be poorer, with lower than average economic activity and more people in lower status jobs. It also revealed that although a high density of gambling machines tends to be found in lower income areas, the pattern is more complex, because such zones are not always in Britain's poorer areas - some are in relatively wealthier parts of the country; high density machine zones are typically not present in very central, urban areas, but tend to be around satellite areas and towns.

4.4 To consider the Council's Licensing Policy and see whether amendments can be made (within the constraints of the law) to limit the proliferation of these machines and the promotions aimed at encouraging people to use them

4.4.1 Local authority powers

4.4.2 Under the Gambling Act 2005 there are a range of powers and sanctions open to a local authority. The Act requires regulators - the Gambling Commission and the approx 380 local licensing authorities - to "aim to permit" gambling subject to certain considerations, the most important of which is consistency with the licensing objectives of keeping crime out of gambling, making sure it's fair and open and protecting children and vulnerable people.

4.4.3 When issuing premises licences or ensuring the licensing objectives are being met local authorities must have regard to guidance issued by the Gambling Commission and to the codes of practice. They can use a combination of "harder" powers, like licence conditions and reviews, and "softer" ones, such as building local collaborations through, for example, community safety partnerships. To take just one example, Medway Borough Council is working closely with local gambling businesses to develop a voluntary code of practice with a particular focus on protections for the vulnerable.

4.4.4 Torbay Council's position:

4.4.5 Steve Cox Environmental Health Manager (Commercial) for Torbay Council was contacted his response was the following:

4.4.6 "I do not believe there is anything significant that Torbay Council can do regarding this issue. The Government's position is clear that it is undertaking more research into FOBT's and will neither decrease them,

nor increase them as the Select Committee recommended, until that research has been undertaken.

4.4.7 Although the Gambling Commission feels the local authority has powers over the opening of new betting shops, a recent court case in Newham would argue the opposite, as the courts rejected a refusal by the Local Authority to issue a new Premises Licence. I personally would be guided by the courts not the Gambling Commission".

4.4.8 "There is not capacity in this current year to take on new work although we already have some inspections and Test Purchasing work in the programme for gambling premises for later in the year, and this is with FOBT's in mind. These inspections are aiming to highlight if any issues are linked to these machines, and access to them, especially with regards to Betting Shop training of staff and awareness of people at risk of being unreasonable amounts of money into these machines. This might build a case for further action."

4.4.9 Testcase Newham Council

4.4.10 A recent test case has taken place where Newham Council, (East London) has lost its battle to stop the opening of a new betting shop in its borough.

4.4.11 The multinational bookmaker Paddy Power won its appeal at Thames Magistrates Court against a refusal by Newham Council to allow it to open a betting shop in the area, one of the country's most deprived. Newham has more than 80 betting shops already - the third highest of any London borough. More specifically the court case showed :-

4.4.12 Councils rejected a premises licence in February, arguing that the shop would attract crime and antisocial behaviour, and that profits would come from high-speed, high-stakes gambling machines rather than from over the counter bets.

4.4.13 However, district judge Paul Goldspring said that it was not "proved that the granting of the licence would not be reasonably consistent with the objective of preventing crime and disorder. Therefore I disagree with the decision of the [councils] subcommittee; and, in light of the evidence before me, it was wrong."

4.4.14 The judgement made it clear that this case does not set any legal precedent.

4.4.15 Newham Council is currently preparing to apply for permission to judicially review the decision reached in the above appeal and looking for support from other authorities especially in the two areas:

4.4.16 Has your authority had any experience of the referral to or reliance on this case, and

4.4.17 Is your authority looking to the outcome of any High Court hearing in respect of the PA issue so that you will then be able to rely on this in dealing with applications for betting shops in your borough?

5.0 To consider any possible links between increased level of violence/anti social behaviour (ASB) and increased spend on gambling

5.1 Following contact with safer Communities Torbay, there has been no known evidence of any major issues in terms of gambling and ASB in recent years within Torbay however, specific research has not been undertaken in this area. Nationally, the response from Department for Culture Media and Sport (DCMS) was that no action will be taken on FOBT's until there is further research undertaken on their impact on people and society.

5.2 The Responsible Gambling Trust is the leading charity in the UK committed to minimising gambling-related harm. As an independent national charity funded by donations from the gambling industry, the Responsible Gambling Trust funds education, prevention and treatment services and commissions research to broaden public understanding of gambling-related harm. The aim is to stop people getting into problems with their gambling, and ensure that those that do develop problems receive fast and effective treatment and support. The Responsible Gambling Trust is currently researching in to areas such as the impacts of problem gambling and potential harm.

## 6.0 Recommendations

6.1 As a result of the research into the issue regarding the proliferation of FOBTs in Torbay, the following recommendations are made:

- i. Re-visit issue of proliferation of FOBTs as part of 2014/15 scrutiny review process in light of awaiting national research into the impact of FOBTs and any potential changes in legislation.
- ii. Await findings of inspections and Test Purchasing work in the Licensing work programme for gambling premises for late 2013 with the view to possible further action pending results.

- iii. Refer issue to the Child Poverty Commission and Strategic Welfare Reform Group for further research into the links between gambling, gambling machines and poverty.

## Appendices

Appendix One - Prevalence of FOBTs - Comparator Constituency Areas  
Prevalence of FOBTs - Devon Constituency Areas

## References/Background Information

- Torbay Council Gambling Policy 2013
- Torbay Council Statement of Principles 2013
- Campaign for Fairer Gambling Research into Gambling Machines April 2011 to March 2012 (2013)
- House of Commons Hansard Department of Culture, Media and Sport- Thursday 10 January 2013 debate on Gambling (2013)
- Office National Statistics (ONS) 2001 - Report for Parliamentary Constituencies (2003)
- Gambling Commission: Impact of high stake, high prize gambling machines on problem gambling (December 2008)
- [www.responsiblegamblingtrust.org.uk](http://www.responsiblegamblingtrust.org.uk)
- [www.fairergambling.org](http://www.fairergambling.org)
- [www.gamblingwatchuk.org](http://www.gamblingwatchuk.org)
- [www.stopthefobts.org](http://www.stopthefobts.org)
- Various newspaper articles

## Prevalence of FOBTs – Comparator Constituency Areas

Estimates for Period April 2011 to March 2012

Constituency	Constituency population (2001 ONS Census)	Count of betting shop licences (Est. May 2012)	Count of FOBTs (Est. based on ave density)	Ave. count FOBTs per betting shop (Est. based on count of FOBTs/count betting shop licences)	Gross amount gambled (Amount FOBTs gamblers wagered) (Est.)	Gross gambling yield (amount gamblers lost on FOBTs) (Est.)
Torbay	96,899	18	66	3.67	£104,206,664	£3,313,772
Beckenham (Kent)	100,199	14	51	3.66	£83,837,554	£2,666,034
Blackpool North and Cleveleys	94,985	13	47	3.64	£50,925,298	£1,619,424
Blackpool South	95,697	30	110	3.65	£117,778,062	£3,745,342
Bournemouth East	82,088	15	55	3.66	£86,862,613	£2,762,231
Bournemouth West	81,356	22	81	3.66	£127,398,499	£4,051,272
Great Yarmouth	90,810	18	66	3.66	£104,263,607	£3,315,583
Hartlepool	88,611	20	73	3.65	£78,411,148	£2,493,475
Hastings and Rye	97,825	13	48	3.67	£75,363,183	£2,396,549
Woking	97,041	12	44	3.66	£69,471,109	£2,209,181

**Source** - <http://www.stopthefobts.org> and <http://www.ons.gov.uk/ons/guide-method/census/2011>

*Mapping of betting shops across the UK by Parliamentary constituency was carried out by Geofutures based on data sourced from the Gambling Commission. Analysis is based on the financial period April 2011 to March 2012. The analysis is not sourced using direct data from Bookmakers. Bookmakers do not openly publish this data which is why analysis has been produced based on averaged estimates. It does not reflect the exact level of FOBTs financial activity at Constituency level. It is intended to provide an estimated indication based on the number of betting shops within each constituency.*

## Prevalence of FOBTs – Devon Constituency Areas

Estimates for Period April 2011 to March 2012

Constituency Area	Constituency Population (Census 2001)	Count of betting shop licences (Est. May 2012)	Count of FOBTs (Est. based on ave density)	Ave. count FOBTs per betting shop (Est. based on count of FOBTs/count betting shop licences)	Gross amount gambled (Amount FOBTs gamblers wagered) (Est.)	Gross gambling yield (amount gamblers lost on FOBTs) (Est.)
Torbay	96,899	18	66	3.67	£104,206,664	£3,313,772
Plymouth Combined (Sutton & Devonport, Moor View)	187,492	16	59	3.69	£92,874,901	£2,215,217
Exeter	111,076	13	48	3.66	£75,342,620	£2,395,895
Newton Abbot	23,580 (ONS Parish headcount 2001)	11	40	3.67	£63,890,643	£2,031,722

**Source** - <http://www.stopthefobts.org> and <http://www.ons.gov.uk/ons/guide-method/census/2011>

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