Submission for the Digital, Culture, Media and Sport Select Committee

Inquiry into the impact of COVID-19 on DCMS sectors

19 June 2020

Submission to the Committee

This submission is provided jointly by a number of organisations which work to reduce gambling harms. During lockdown there have been sector-wide coordination meetings, initially on a weekly basis, now fortnightly. Background information on each organisation is contained in Annex A.

To assist the Committee with its inquiry into the impact of COVID-19 on DCMS sectors, this submission contains a summary of the intelligence on gambling activity and harms during this period that we have gained, and also of how the activities that we commission and provide have been affected.

Across the sector, we have acknowledged the importance of sharing information promptly during this period to inform the work that is taking place to reduce gambling harms. The Gambling Commission has participated in the exchange of information at the weekly meetings, and weekly updates have been provided for the Department for Digital, Culture, Media and Sport and other Government bodies.

The information that has been shared to date, and on which this submission draws, has necessarily been provisional data gathered for management information purposes. Validated data will be published in due course as the definitive record for this period.

The situation has been a dynamic one, and as the response to the pandemic is likely to continue for some considerable period, the situation as described in this submission will probably change further.

We share the widely-held concern that some people may be more vulnerable to gambling harms as a result of COVID-19. To help make everyone aware of the potential impact of gambling on their own health and wellbeing, and on that of family, friends, or those they may meet in a professional capacity at this time, GambleAware published a short document with information and resources. GamCare publicised the National Gambling Helpline in a joint initiative with other helplines including Cruse Bereavement Care, Refuge and Samaritans, encouraging people to seek help.

Contributing organisations: Citizens Advice, EPIC Risk Management, Fast Forward, GambleAware, Gamban, GamCare, GAMSTOP, Gordon Moody Association, YGAM.
A. Gambling activity and harms

The Gambling Commission has published information on what is known about the impact of COVID-19 on gambling. That material is not duplicated here.

With lockdown came the cancellation of sporting fixtures and closure of betting shops, and with this a marked decline in sports betting. In addition to the data reported by the Gambling Commission showing the impact of COVID-19 on gambling behaviour, GambleAware kept a close monitor on google trends and search data, which reported:

- A marked increase (+193%) in searches of online betting and virtual events (Source: Captify – monitoring online search behaviour) in the two weeks post lockdown

- Continued sustained increase in searches for online casino (Source: Google trends):

![Google Trends: Online Casino](image1)

- Online poker spiked post lockdown but has been in gradual decline since:

![Google Trends: Poker](image2)

- Sports betting searches have declined but still remain of high interest and has been building back up in anticipation of the return of sport, even behind closed doors:

![Google Trends: Sports Betting](image3)
In the last two weeks, there has been a marked increase in searches relating to online gambling since the announcement of the return of the Premier League as the graph below illustrates. This is taken from searches across Captify’s pool of sites that they collect search terms from.

As part of Wave 5 of the ongoing Safer Gambling Campaign (Bet Regret) Tracking study, conducted by Ipsos Mori 2-11 April, targeted at male sports bettors aged 16-44 yrs old, a number of questions were included on the impact of COVID-19. Key findings included:

1. Betting still prevalent during lockdown - a fifth of the Campaign Audience have recently betted on eSports or Virtual Sports.
2. Majority are betting less, but those who are betting more are more likely to be high-risk gamblers.
3. Risky betting (as self-reported) has not increased, but there has been a rise in betting when bored and on unknown sports.

But, behaviour change audience and high risk gamblers more likely to change gambling behaviour as a result of Covid-19
As part of a communications strategy focused on prevention, GambleAware continued its investment behind safer gambling messages including signposting to the National Gambling Helpline, and setting time limits. A new campaign designed to raise awareness of treatment services through the National Gambling Treatment Service ran from February into lock down (mid April) and early results from Ipsos Mori Tracking study concluded that ‘the majority of the campaign audience showed NGTS is easy to access whilst around half (49%) said they would contact NGTS as a first step if they had concerns about gambling and the majority (71%) felt contacting NGTS would help someone with concerns about gambling.’ A second burst of activity behind this campaign titled ‘Start to regain control’ is planned for July/August as lockdown eases.

As part of the research that GambleAware commissioned for the Treatment Needs Gap Analysis, a Treatment Needs survey was carried out by YouGov in October 2019. An adapted version of this survey went into the field in the week commencing 25 May 2020. This will provide a ‘before and after lockdown’ analysis of gambling behaviour, harm and demand for treatment and support. We would be happy to keep the Committee updated with these results.

B. GambleAware-commissioned activities - overview

In many fields of healthcare there were reductions in the numbers of people seeking treatment for conditions other than COVID-19 which caused concern to the Chief Medical Officer and frontline clinicians. This was also seen in the National Gambling Treatment Service, where calls to the National Gambling Helpline started to reduce from the time that the Government began to advise social distancing and before formal lockdown commenced.

By contrast, during this initial period of restrictions Citizens Advice (England & Wales) saw a spike in activity, as people were concerned about employment and finances.

A proportion of residents at Gordon Moody Association (GMA) wished to pause their treatment to be with their families during lockdown. At the same time, ex-residents expressed heightened levels of anxiety, and the need for more intensive aftercare. GamCare experienced increased activity on their online forums, which provide an opportunity for people to connect with others, in a way which is separate from treatment.

As lockdown continued the numbers seeking treatment and support for gambling problems has been rising back towards previous, pre-COVID levels. In the case of Citizens Advice (England and Wales), visits to the consumer debt pages of their website are down by over half, likely due to the fact that creditors are temporarily not taking recovery action, while visits to the gambling and debt page remain stable.

All face-to-face treatment across the National Gambling Treatment Service was rapidly switched to online or telephone contact. The only exception was at GMA’s Dudley house which remained open for people who were already resident there. The online groups which were established or expanded during lockdown by a number of providers have proved popular, and are likely to be retained post-lockdown.
C. GambleAware-commissioned activities – details by provider

NHS

The two NHS providers of specialist treatment for gambling disorder are Central & North West London NHS Foundation Trust and Leeds & York Partnership NHS Foundation Trust. In common with other NHS organisations, the senior management of the trusts took strategic decisions about the deployment of available staff given that some staff became ill, or had to self-isolate for other reasons. Those decisions were based on operational priorities, for example maintaining staffing in mental health in-patient units was a particularly high priority. As a result, the staffing complement for the gambling clinics was temporarily reduced. The most complex cases remained in treatment, but the treatment of other service users was paused or adapted during this period. Support given to people who could not be seen included regular telephone calls, and online groups. As during normal operation, the clinics worked proactively with Community Mental Health Teams on individual cases.

At the time of writing, some redeployed staff have returned to the gambling clinics, while some remain redeployed. The clinics are working closely with partner agencies to minimise the impact on service users. Also, to make best use of available staff resources, the three clinics of the Northern Gambling Service, Leeds, Salford and Sunderland are being managed as one at the present time.

GamCare

GamCare has supplied a weekly analysis of the activity levels of the National Gambling Helpline. This is shown in the chart below. Total target contacts is the sum of all incoming voice calls, chats and call backs, the red line showing the official start of lockdown arrangements. Excluded from the analysis are spam or prank calls, or calls for other services, such as self-exclusion, or to make a complaint about a gambling operator.
At the outset of lockdown, there was a rise in the number of callers seeking to lift the self-exclusion which they had previously put in place with GAMSTOP. These callers were referred to GAMSTOP. There was also an elevated level of calls from outside the UK, which were referred to Gambling Therapy.

All service users who had recently completed treatment pre-lockdown were contacted to offer additional support during this period. GamCare also ran additional chatrooms to give space to service users feeling isolated by the lockdown.

GamCare has noted that, throughout the period, domestic abuse has been cited more regularly as a safeguarding concern.

At a time when people are having to access help remotely, GambleAware has funded GamCare to recruit additional staff in order to increase the capacity of the National Gambling Helpline and GameChange, the computerised Cognitive Behavioural Therapy service whose activity levels did not dip during lockdown.

For treatment other than GameChange, there was a drop in demand. This is shown in the graph below for assessments and treatment starts. As might be expected, the trend for treatment starts lags slightly behind the trend for assessments which in turn lags slightly behind the trend for Helpline calls.

![Graph of Weekly Assessments and Treatment Starts](image)

In recent weeks (throughout June), the volume of referrals from the helpline to treatment providers has been increasing, so GamCare is starting to see renewed interest in treatment from service users.

Since lockdown has begun to be relaxed, GamCare has launched its #readytotalk campaign with Samaritans, Refuge and Cruse Bereavement Care to offer support to people for issues they have not been dealing with whilst in lockdown.
Gordon Moody Association

As a result of the requests by a number of residents to move back to their families during lockdown, GMA closed its Beckenham house temporarily. The Beckenham site is reopening to new entrants in the week commencing 15 June, following refurbishment while it was empty. Protocols have been developed to protect residents and staff from the risk of COVID-19 infection by new arrivals.

GMA’s Dudley site continued in operation during lockdown, and its recovery housing was also able to accommodate some ex-residents who wanted to return because of heightened anxiety caused by COVID-19.

Initially there was a drop in numbers of prospective new entrants to treatment, but levels of self-referrals have now increased to previous levels.

GMA had been due to run a cohort of the Retreat & Counselling service. This was switched to take place online.

GMA staff have been providing very significantly elevated levels of online and telephone support for ex-residents during lockdown. During the lockdown, and through using the extra capacity of staffing from the Beckenham site GMA has seen a substantial increase of ‘Outreach’ work. This work has primarily been focused on relapse prevention and developing the necessary coping strategies to deal with the uncertainty of lockdown.

Care Quality Commission

The disruption to inspection activities caused by lockdown has delayed the CQC’s scoping study into the development of an inspection programme for gambling treatment services.
**Citizens Advice England & Wales and Citizens Advice Scotland**

With face-to-face events and training sessions being cancelled, the Gambling Support Service (GSS) project teams (12 in England and Wales, and 4 in Scotland) have pivoted to online delivery, making more use of social media and webinars to deliver training and awareness raising to professional audiences.

Project workers are also using this time to write articles and blog posts, and to participate in local radio interviews to raise awareness of the service. Local Citizens Advice offices offer a range of vital local services, such as co-ordination of the Foodbank voucher system in some areas. GSS workers are exploring ways of harnessing these connections with people who may be particularly vulnerable to harms from gambling to raise awareness of the services offered.

**Fast Forward**

Fast Forward has maintained operation of the Gambling Education Hub during lockdown, delivering CPD events and training to those working with young people and families across Scotland via webinars.

**D. Organisations and activities funded from sources other than GambleAware**

**EPIC Risk Management** has adapted to online ways of working to ensure it maintains impact, and continues to raise awareness and deliver education of gambling related harms across sectors that it serves:

- **Elite sport** – EPIC has created new resources and information packs which have been sent to all clubs and players across professional football, rugby and cricket in the UK in its role as the advising partner of elite sport. EPIC has shared video content offering support and advice alongside both the live and pre-recorded sessions that it has delivered.

- **Education** – EPIC’s schools programme continues to support schools in the UK by delivering digitally and to countries such as Kenya and Uruguay through both live and pre-recorded sessions. They have reached and delivered direct to over 4,700 students, 1,000 parents and 200 teachers since the start of lockdown. EPIC is developing an education app which will be soon rolled out across its schools programme offering continuous support to students, teachers and parents all year round.

- **Gambling industry** – EPIC has accelerated its digital training and have been proactive with its clients over the last three months. It has supported the gambling industry by training over 1,000 staff from four different clients in the industry, operating in nine countries, on subjects such as identifying the subtle signs of vulnerability, risk assessing accounts through to how to effectively interact with customers. It has also continued to provide board level advice and support on all safer gambling initiatives and key cases.
Gambling Therapy

The international Gambling Therapy site which is run by Gordon Moody Association provides support through online tools.

During the period of lockdown the data have shown a considerable reduction in website and call volume. However, to some degree, this has been negated by the intensity of the communications with many people demonstrating high levels of trauma, anxiety and suicide ideation. There have been a number of common threads which can be attributed to gambling and the situation in which people found themselves due to COVID-19, with sometimes the causality being indistinguishable. These included:

- Uncertainty about the future leading to increase in gambling
- Removal of support structures that enabled people to cope (and gamble)
- Difficulty in accessing support services that controlled peoples gambling habits due to close proximity of partners
- Gambling through boredom under lockdown leading to an increase in recreational gamblers
- No access to normal stream of finances therefore turning to alternative sources leading to possible debt
- Gambling on obscure sports/activities due to cessation of major sports
- Turning to online gambling due to ease of access.

Gambling Therapy Data is available each quarter:


The following two graphs show Gambling Therapy activity during lockdown compared with 2019:
The following graphs detail changes in GAMSTOP registrations and contacts from consumers which may in some part be as a result of COVID-19.

146,022 consumers have registered with GAMSTOP since it first went live in April 2018.

Consumers select a minimum duration, of either 6 months, 1 year or 5 years, for their exclusion when they register; this can be extended at any time.

67% of registrations are for a minimum duration of 5 years.

Once the minimum duration has elapsed, the exclusion continues to be enforced for up to a further 7 years, unless the consumer requests for it to be removed.

Requests for exclusions to be removed will only be actioned if the minimum duration selected by the consumer has elapsed.

8,060 exclusions have subsequently been removed, at the request of the consumer, after the minimum exclusion period has elapsed. 137,962 consumers currently have an active exclusion registered with GAMSTOP.
During the nine months prior to lockdown an average of 5,400 people registered each month with GAMSTOP. This figure has dropped slightly to 5,170 during the first two months of lockdown.

Every month a steady volume of requests are made by consumers to remove their exclusion after the minimum duration has elapsed; lockdown has seen an increase in these type of requests, however the volume of eligible exclusions for removal has also increased. Similarly, requests to cancel an exclusion prior to the minimum duration having elapsed, are regularly received from consumers, however the volume of these requests has increased during lockdown.

The volume of consumers registering with GAMSTOP decreased over the four weeks prior to lockdown. Since lockdown on average 1,180 new consumers are registering with GAMSTOP each week and 180 existing consumers, already registered with GAMSTOP, are adding new minimum exclusion durations.

The most significant change since lockdown is in the volume of requests to cancel an exclusion prior to the minimum duration having elapsed. Prior to lockdown an average of 250 requests were received each week, this has increased to an average of 350 requests per week since lockdown began (this equates to a 40% increase). Requests for exclusions to be removed will only be actioned if the minimum duration selected by the consumer has elapsed.
The volume of requests to remove exclusions that have exceeded their minimum duration increased during the first 6 weeks of lockdown but subsequently reduced. However, the volume of exclusions that have become eligible for removal also increases each day. Over 29,000 consumers are currently eligible to remove their active exclusion, with the vast majority electing to remain excluded from being able to gamble.

![Graph showing volume of consumers eligible to remove exclusions versus requests to remove expired exclusion]

**National Gambling Education and Support Programme**

GamCare and YGAM (The Young Gamers and Gamblers Education Trust) work together to deliver the new national gambling education and support programme for young people aged 11-19 across the UK. The initiative is designed to equip a generation of young people to better understand the risks associated with gambling and engage with gambling products and environments in an informed way should they choose to do so.

During lockdown, both GamCare and YGAM have accelerated the digital transformation of their education resources and used virtual classrooms to raise awareness of gambling related harms:

- YGAM Practitioner Workshops have been presented as a blended digital offering which is proving popular with both teachers and other professionals who are at home instead of their normal place of work. YGAM is building up to deliver a minimum of five blended digital Practitioner Workshops a week.

- GamCare workshops for young people and accredited training sessions for professionals have also been moved online, with the result that attendance has doubled from April to May with new eLearning modules in development.

- By the end of June, the two charities will have succeeded in delivering over 45 digital learning webinars reaching out to 800 teaching professionals since April.
YGAM has also launched its new Parent Hub website providing resources and activities to support families and help build digital resilience.

**GamCare’s Women’s Programme (DCMS funded via Tampon Tax)**

Since lockdown started, GamCare’s Women’s Programme has continued to deliver its training sessions to professionals, which it has been able to do as a result of a rapid shift to online delivery.

Online learning tools include a webinar and online classroom-based training package, as well as an eLearning module which is in development.

Between April and May, GamCare trained 320 professionals working across 76 organisations in frontline roles with women.

**GamCare’s work in the Criminal Justice System**

COVID-19 has had a significant impact on the CJS and on GamCare’s work within it. GamCare has worked around the limitations to ensure gains and momentum where possible. This has included:

- agreeing a revised plan for the remainder of the Hertfordshire, PCC funded, system-based pilot and pivoting to online training delivery and engagement
- offering remote training to CJS staff on gambling and crime, e.g. delivery to 35 staff as part of the HMPPS Insights20 Programme in June
- developing and distributing a prisoner in-cell ‘activity pack’ to all adult prisons in the UK in May, with exercises to help them cope with the additional COVID-19 restrictions within their already restricted lives. This has generated further requests for staff training and support for prisoners identified as harmed by gambling.

**GamCare’s ‘Gambling Related Financial Harm’ (GRFH) Programme**

The Gambling Related Financial Harm project has been moderately affected by COVID-19. One of the main goals in the project is engaging stakeholders who have influence in different sectors touching those affected by GRFH. This includes financial services, money guidance, gambling support services and the gambling industry sectors.

GamCare has continued to bring stakeholders together whilst in lockdown and has adapted its approach by focusing on the impact of COVID-19 on GRFH, which has been significant across all sectors (especially financial and debt advice).

GamCare has developed consistent messaging for all sectors to use during COVID-19 to support customers who may be affected by GFRH. A best practice toolkit (including messaging, referral pathways for support, and training) for sectors will be released in August 2020.
Gamban blocking software

Gamban has experienced an increase of approximately 30% in activations (new registrations) by people wishing to install software to block access to gambling sites on their computers and mobile devices since lockdown (comparing April 2020 with March 2019). There has also been a marked increase in early uninstallation requests.

Gamban seeks to build strategic partnerships with operators and banks, and reports a varied picture currently:

- **Operators** – Gamban has relationships with a number of gambling operators but reports that recently it has found it more difficult to engage new operators. This may reflect organisational priorities and capacity during the challenges that lockdown has caused for operators.

- **Banks** – Gamban’s experience is that a number of UK banks have demonstrated a strong awareness of customer vulnerability and commitment to customer protection and safeguarding. It has a particularly close working relationship with the Lloyds Banking Group and values the bank’s keenness to engage and commit to support those at-risk.
Annex A

Citizens Advice

Citizens Advice England and Wales delivers the Gambling Support Service, which works to promote a public health approach to the identification and treatment of gambling harms by delivering training and awareness raising events on gambling harms to public facing services. The GSS aims to increase the identification of those experiencing harms by those professionals they may come into contact with, and by providing early intervention and referring those who need it to specialist support and treatment. Citizens Advice Scotland began delivery of the service during the pandemic having been commissioned to deliver the GSS from April 2020.

EPIC Risk Management

EPIC Risk Management (EPIC) was conceived by its CEO, following his experience of a decade long pathological gambling disorder and its devastating effects. EPIC’s mission is to ‘take the problem out of gambling’, by working with organisations and business leaders in the highest risk sectors.

Fast Forward

Fast Forward is a Scottish voluntary organisation that exists to enable young people to make informed choices about their health and well-being through working directly with young people and those who support them. Fast Forward are commissioned to deliver the Gambling Education Hub, a gambling education and prevention programme which offers free training, consultancy and resources to organisations working with children, young people and families across a variety of health and education settings.

Gamban offers:

- Gambling blocking-software to help problem gamblers in self-exclusion
- Guidance, support and training on gambling-blocking technology for treatment providers, operators and banks
- Signposting to additional treatment and self-exclusion tools.

GambleAware

- GambleAware is an independent charity that commissions prevention and treatment services across England, Scotland and Wales to help keep people safe from gambling harms.
- Chaired by Kate Lampard CBE, who is Lead Non-Executive Director on the Department of Health and Social Care Board, GambleAware’s work is grounded in a public health approach, relying on a three-tier model of prevention that advocates for:
  - Universal promotion of a safer environment.
  - Selective intervention for those at risk.
  - Provision of services for those directly affected by gambling disorder.
• GambleAware commissions the National Gambling Treatment Service, which provides treatment across Great Britain, free at the point of delivery. Annex B contains further detail on the structure of the NGTS.

• The charity also produces public health campaigns, such as Bet Regret, which launched last year.

GamCare
GamCare is the leading provider of information, advice, and support for anyone affected by problem gambling. GamCare:

• operates the National Gambling Helpline
• provides treatment for those harmed by gambling (including for their families)
• raises awareness about gambling harms and available treatment
• encourages an effective approach to safer gambling within the gambling industry.

GAMSTOP
GAMSTOP is a free online self-exclusion scheme available to anyone resident within the United Kingdom. It is operated by the National Online Self Exclusion Scheme Limited, which is an independent not-for-profit company chaired by Jenny Watson CBE.

Self-exclusion is an important practical tool for those who wish to exercise greater control over their gambling, by enabling them to restrict access to Gambling Commission licensed gambling activities.

Users register with GAMSTOP via the website, www.gamstop.co.uk and choose to exclude themselves from all licensed online gambling sites for a specified period, of either 6 months, 1 year or 5 years. Once that minimum period has elapsed they remain self-excluded unless they return to GAMSTOP to ask to be removed and successfully complete the process to end their self-exclusion.

GAMSTOP went live in April 2018 as a multi-operator scheme and over the following 2 years the majority of online gambling operators voluntarily integrated with the scheme.

On 31 March 2020 it became a condition of licence for all online gambling operators to fully integrate with GAMSTOP, requiring them to check their customers are not self-excluded on each of the following occasions:

• Every time a new customer attempts to register with an online gambling company
• Every time a customer logs into an existing online gambling account
• At least once every 24 hours, operators are required to check their entire UK customer database against the GAMSTOP register.

Any customers matched against the GAMSTOP register must be prevented from accessing gambling activities and removed from marketing.
**Gordon Moody Association**

Gordon Moody Association is a registered charity with nearly 50 years’ experience in providing residential support and treatment for people who are severely addicted to gambling. GMA has two residential treatment centres, one in the West Midlands and the other on the Kent/London borders, as well as part-residential women and men specific programmes delivered in separate locations.

GMA has developed treatment interventions that are purely gambling focused, whilst also addressing the extremes of the associated behaviours typically experienced by problem gamblers. It provides the only residential facilities in the UK that are focused just on gambling (rather than dealing with a range of addictions).

GMA also provides specialist online support through its Gambling Therapy service and App. Gambling Therapy is international and provides brief intervention online support, advice and signposting, through 1-2-1 and group sessions, and a unique GT support app in a range of languages. GT provides a complexity of services to support problem gamblers.
Annex B

The National Gambling Treatment Service is a network of organisations working together to provide confidential treatment and support for anyone experiencing gambling-related harms, free to access across England, Scotland and Wales.

Wherever someone makes contact throughout this network these providers work alongside each other through referral pathways to deliver the most appropriate package of care for individuals experiencing difficulties with gambling, and for those who are impacted by someone else’s gambling.

The National Gambling Helpline is operated by GamCare and offers:

- Telephone and live chat support – it is the easiest and quickest way for most people to connect with the service(s) or support that can best help them. The Helpline is available 24 hours a day, every day of the year. It can provide brief interventions and make referrals into other treatment options across the network.
- GamCare also offers a moderated online Forum and daily online group chatrooms to enable those affected by gambling problems to connect with others in similar situations, share their experience and support one another.

GamCare and its partner network offers:

- **Online** treatment supported by regular contact with a therapist, which can be accessed at a time and place convenient for the client over the course of eight weeks.
- One-to-one face-to-face, online and telephone therapeutic support and treatment for people with gambling problems as well as family and friends who are impacted by gambling.
- Group based Gambling Recovery Courses delivered face-to-face or online for between six to eight weeks.

Gordon Moody Association offers:

- Residential Treatment Centres – two unique specialist centres, providing an intensive residential treatment programme for people with a gambling addiction.
- Relapse Prevention Housing – specialist housing for those who have completed GMA treatment programmes requiring additional ‘halfway’ support.
- Retreat & Counselling Programme – offering both female and male specific separate retreat programmes which combine a short-stay residential with at-home counselling support.
- Outreach Support – providing additional support to those that need it, post treatment, so that they can maintain their recovery

NHS Northern Gambling Service, provided by Leeds and York Partnership NHS Foundation Trust offers:

- Treatment for gambling problems especially for people with more severe addictions and also for those with co-morbid mental and physical health conditions, those with impaired social functioning, and those who may present with more risk, such as risk of suicide.
Central and North West London NHS Foundation Trust (London Problem Gambling Clinic) offers:

- Treatment for gambling problems especially for people with more severe addictions and also for those with co-morbid mental and physical health conditions, those with impaired social functioning, and those who may present with more risk, such as risk of suicide.