

Appendix G – Social and Health Considerations

Opportunities to Mitigate Potential Adverse Societal and Health Impacts

Among researchers and problem gambling service providers, a consensus exists that effective harm mitigation strategies are required to address the negative social, economic and health impacts of problem gambling that may be accentuated by increased access to gambling. As expanded gaming would afford a greater number of Toronto residents the opportunity to engage in casino gambling, increased investments are needed in order to:

- a) strengthen community-based problem gambling prevention and awareness services;
- b) strengthen the capacity of responsible gambling support services in Ontario casinos to proactively identify and respond to problem gambling behaviour of casino patrons; and
- c) implement systems to monitor the effectiveness of harm mitigation strategies.

In anticipation of expanded gaming, the City has the opportunity to work with the service provider, and other stakeholders such as the OLG, Public Health, and the Ministry of Health and Long-Term Care to review opportunities to strengthen harm mitigation measures to address the negative impacts of problem gambling. As noted in the body of the report, and subject to the limits set out therein, such measures may be included as part of a Community Benefits Agreement, which could help encourage the service provider and other stakeholders to work with the City to achieve the objectives set out therein. This report recommends the condition that the service provider take advantage of this opportunity and maintain all existing and planned Responsible Gambling measures and work with City staff and the Toronto Medical Officer of Health to implement harm mitigation measures to address the negative impacts of problem gambling.

In 2013, a literature review was undertaken to identify social considerations and 'best practices' in respect of proposed casino development. Certain measures were identified, which, if implemented, may help to mitigate the adverse societal and health consequences discussed herein. The conclusions of the literature review draws heavily upon the work of Robert J Williams, Jürgen Rehm and Rhys M G Stevens report: *The Social and Economic Impacts of Gambling: Final Report* (2011). The report is a comprehensive review of 492 academic and non-academic studies on the social and economic impacts of gambling.

Key findings of this report include:

- Problem Gambling - Extensive research has been undertaken to understand different forms of addictive behaviour. Problem gambling behaviour and related mitigation measures have received comparatively less focus than other addictive behaviours. Accurately assessing the impacts of problem gambling is challenging, given that only a minority of problem gamblers seek or receive treatment. Further, only a minority of identified problem gambling incidences include the involvement of police, child welfare and/or employment support services.

Problem gambling researchers are constrained in their ability to attribute direct causal linkage between the introduction and/or expansion of gambling activities and socio-economic trends at a community level due to the range of possible social, cultural, economic and environmental changes/variables that may occur at individual and community levels.

Despite these constraints, researchers have identified several findings related to the social impacts of problem gambling, including: Problem gambling results in monetary and social costs for society, although only a small percentage of the population engages in or is at risk of problem gambling activity (between 1.2% and 3.4%). Increases in the availability of gambling is associated with increases in problem gambling rates, however there remains some dispute as to the degree to which incidence of problem gambling increases in direct relation to the introduction of a casino into a community. Some studies have found “increases in problem gambling subsequent to casino introduction only occurred in regions without prior access to a casino, with no impact in regions where casinos were already available” (Williams 2011). It remains unclear what constitutes "prior access to a casino" and to what degree distance from a casino mitigates increases in problem gambling rates. Bankruptcy rates have been found to increase following the introduction of casinos and/or multiple forms of gambling.

- Crime - A review of studies carried out by staff in 2013 examined the relationship between increased access to gambling and crime rates. This review found that there is only a mixed evidentiary basis for the belief that these factors are directly related. A number of comprehensive studies reviewing the impact of the introduction of casinos in communities in the United States, Ontario and British Columbia generally failed to find increased crime rates associated with casino introduction or operations. While often a statistical increase in crime statistics was reported by studies, these increases were often small in magnitude and short-term in nature, mitigating their impact on community crime rates and crime rate trend analyses. Researchers identified a number of factors that may have contributed to mediating the relationship between gambling and crime, including "extensive prior exposure to gambling, a relatively small increase in the availability of gambling relative to population size, a temporal lag whereby crime increases take several years to occur or the existence of jurisdictional policies that protect against the negative impacts of gambling (e.g. effective programs to prevent problem gambling, limits on provision of readily available cheap alcohol in venues, enhanced security/policing in casinos, etc.)" (Williams 2011)
- Employment - The great majority of studies have found an increase in community employment resulting from the introduction of gambling facilities, including casinos. Of the variety of gambling facilities studied, research indicates that “the clearest employment gains are reported for Indian (sic) casinos, casinos in other impoverished areas, the hospitality industry and in jurisdictions that attract gamblers for overnight stays” (Williams 2011). A majority of gambling industry employment is largely low-skilled and lower wage employment. These findings

correspond with Statistics Canada's analysis of the Canadian gambling industry in 2010. Among the conclusions of the Perspectives on Labour and Income "Gambling 2011" report was that "compared with workers in non-gambling industries, those in gambling were more likely to be between age 15 and 34 (42% versus 36%), be paid by the hour (80% versus 65%), be paid less (\$21.95 hourly versus \$24.05) and receive tips at their jobs (27% versus 7%)."

- **Socio-Economic Inequality** – Based on research carried out by City staff in 2013, of the 22 studies reviewed that examined whether poorer individuals contributed disproportionately more to gambling revenues than people with higher incomes, all but two studies found that gambling was a form of regressive taxation. Researchers also concluded that while lower income households contribute proportionally more of their income to gambling than middle- and high-income households, total gambling revenue is still primarily contributed by the middle and higher income groups. (Williams 2011) These findings were supported by Statistics Canada's analysis of the Canadian gambling industry, which demonstrated that in 2009, 46% of households with incomes of less than \$20,000 gambled and spent an average of \$390 per household, while 75% of households with incomes of \$80,000 or more gambled and spent an average of \$620 per household. Statistics Canada researchers found a similar pattern in regards to casino gambling, where 8% of households with incomes of less than \$20,000 gambled at a casino and spent an average of \$845 per household, while 21% of households with incomes of \$80,000 or more gambled at a casino and spent an average of \$1,025 in 2009.
- **Quality of Life** - Studies examining non-Aboriginal communities found "very little impact on overall quality of life [and] failed to observe differences in the specific areas of schooling outcomes or health care delivery." (Williams 2011) A number of studies have included attempts to assess the impact on the quality of life of communities following the introduction and/or expansion of gambling activities. This presents a challenge for researchers due the lack of consensus as to what constitutes 'quality of life' and what objective indicators exist to measure and assess it. Where this research has been undertaken, it has principally focused on the impact the introduction of casinos on communities in Aboriginal communities and non- Aboriginal communities. Due to the difficulty of attributing quality of life impacts of gambling introduction at a community systems scale, some quality of life analysis has endeavoured to provide specific analysis of the impact on individuals engaged in problem gambling behaviour. When analysis is restricted to problem gamblers, studies emphasize the close association of poorer mental health and lower satisfaction with life with heavy involvement in gambling. Researchers note that due to the increased likelihood of problem gamblers being married and having children (based on population surveys of problem gamblers), "it is reasonable to assume that the percentage of people whose quality of life may be negatively impacted by problem gambling is actually three or four times the rate of problem gambling in the general population." (Williams 2011)

Problem Gambling & Responsible Gaming

Problem gambling is defined as gambling behaviour which includes continuous or periodic loss of control over gambling; preoccupation with gambling and money with which to gamble; irrational thinking; and continuation of activity despite adverse consequences.¹ Toronto Public Health (TPH) uses the term problem gambling to describe a continuum of gambling behaviour that creates negative consequences for the gambler, others in his or her social network, or for the community. Table 1 lists the range of health impacts linked to problem gambling behaviour. Current estimates are that between 1% and 2.2% of people in Ontario are problem gamblers.² Researchers report that this represents a significant decline from previous years. Nevertheless, recent estimates indicate that Ontario problem gamblers currently account for 24% of the revenue from government-sponsored gambling, with this proportion being even higher for casino table games and electronic gambling machines.³ This is problematic because it suggests a large portion of gambling revenue in Ontario is coming from a small group of vulnerable people.

Table 1 – Health Impacts Associated with Problem Gambling

Health Impacts

General Health

- Lower self-reported general health and well-being
- Colds and influenza
- Headaches, including severe and chronic headaches and migraines
- Fatigue and sleep problems
- Health conditions including chronic bronchitis and fibromyalgia
- Other miscellaneous health symptoms, possibly stress-related

Mental Health

- Stress
- Depression
- Mood, anxiety and personality disorders

Co-addictions

- Alcohol, tobacco and drug use
- Problematic substance use/addiction

Suicide

- Ideation
- Completed suicide

Family and Community Impacts

- Financial problems
- Alcohol or fatigue-related traffic fatalities
- Family breakdown and divorce
- Family/intimate partner violence
- Compromised child development, neglect and poverty

Source: Toronto Public Health & CAMH. 2012. The Health Impacts of Gambling Expansion in Toronto

¹ Canadian Public Health Association. (2000). *Position paper on gambling expansion in Canada: An emerging public health issue*. http://www.cpha.ca/uploads/resolutions/2000-1pp_e.pdf

² Williams, R.J. & Volberg, R.A. (2013). *Gambling and Problem Gambling in Ontario*. Report prepared for the Ontario Problem Gambling Research Centre and the Ontario Ministry of Health and Long Term Care. June 17, 2013. <http://hdl.handle.net/10133/3378>

³ *Ibid.*

This work was completed as part of the 2012 report *The Health Impacts of Gambling Expansion in Toronto*, which was written by TPH in collaboration with the Centre for Addiction and Mental Health's (CAMH) Problem Gambling Institute of Ontario (PGIO). It concluded that the most important public health impact of gambling expansion is its association with increases in problem gambling and related negative impacts on individuals, families and communities.⁴ This and other reports were prepared in advance of City Council's 2013 deliberation on a *New Casino and Convention Development in Toronto*, which included an assessment of expanded gaming at Woodbine. At that time, the BOH recommended to Council that based on health evidence, gambling should not be expanded in the City of Toronto.⁵ The BOH also endorsed the TPH Position Statement on Gambling and Health, which outlined ten measures to mitigate harm should gambling expansion be approved.⁶

Responsible Gaming at Woodbine

An increase in problem gambling continues to be TPH's primary concern with gambling expansion in Toronto, including at Woodbine. TPH notes that the existing slots facility at Woodbine is a large, highly attended facility which includes among the largest number of slot machines of any Ontario gaming site. Some researchers speak of "adaptation effects", whereby the effects of gambling expansion are experienced during the initial stages and are less likely to occur after extended exposure.⁷ There is a commonly held view however, that the prevalence of problem gambling increases with access to gambling, regardless of time since introduction, with greater effects on closer communities compared to those farther away.^{8,9,10,11,12}

The OLG has demonstrated a commitment to responsible gambling (RG) initiatives that focus on prevention and mitigation through player education, training for employees and referrals to treatment providers and other community agencies. A number of RG features are currently in place at Woodbine including an RG Resource Centre and kiosk, mandatory RG training for all employees (developed and delivered by CAMH), a self-

⁴ Toronto Public Health (2012). *The Health Impacts of Gambling Expansion in Toronto- Technical Report* <http://www.toronto.ca/legdocs/mmis/2012/hl/bgrd/backgroundfile-51873.pdf>

⁵ Toronto Public Health (2012). *The Health Impacts of Gambling Expansion in Toronto*. Report to the Board of Health. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.HL18.1>

⁶ Toronto Public Health (2012). *Gambling and Health*. Position Statement. <http://www.toronto.ca/legdocs/mmis/2012/hl/bgrd/backgroundfile-51872.pdf>

⁷ Williams, R.J., Rehm, J. & Stevens, R.M.G. (2011). *The social and economic impacts of gambling*. Final report prepared for the Canadian Consortium for Gambling Research. March 11, 2011.

⁸ Toronto Public Health (2012). *The Health Impacts of Gambling Expansion in Toronto- Technical Report*

⁹ Williams, R.J., Rehm, J. & Stevens, R.M.G. (2011). *op. cit.*

¹⁰ Williams, R.J., West, B.L., & Simpson, R.I. (2012). *Prevention of Problem Gambling: A Comprehensive Review of the Evidence, and Identified Best Practices*. Report prepared for the Ontario Problem Gambling Research Centre and the Ontario Ministry of Health and Long Term Care. October 1, 2012. <http://hdl.handle.net/10133/3121>

¹¹ Room, R., Turner, N.E. & Ialomiteanu, A. (1999). Community effects of the opening of the Niagara Casino. *Addiction*, 94 (10), 1449-1466.

¹² Hann, R. G., & Nuffield, J. (2005). *Local community impacts of the charity casinos*. Prepared for Addiction Programs, Ontario Ministry of Health and Long-Term Care.

exclusion program for patrons who want to make a voluntary commitment to stop visiting Ontario gambling facilities and RG messages on slot machines encouraging players to take a break from gambling. It is important that any future private operator engaged by the OLG maintain all existing and planned RG measures.

As part of the work completed in 2012, TPH reported to the BOH on mitigation approaches to reduce harm from gambling expansion. These approaches were identified based on a comprehensive review of interventions to prevent problem gambling and in consultation with experts in this field.^{13,14} As noted earlier, they are summarized in the TPH Position Statement on Gambling and Health, which was endorsed by the BOH at that time.¹⁵ The OLG reviewed the proposed strategies in 2013 and indicated that the majority of these measures were not ones that they would be willing to adopt. However, the OLG did list a number of considerations for future RG measures.

The OLG recently updated TPH on a number of new RG measures including the piloting in summer 2015 at the OLG Slots at Georgian Downs, of a personal tracking tool for slot machines that allows players to set time and money limits (known as the MyPlaySmart program). TPH has reviewed the mitigation measures previously recommended in the context of the proposed expansion at Woodbine and information recently provided by the OLG. While all of the strategies are important, the BOH has recommended to City Council that if it does consent to expanded gaming at Woodbine, that this be conditional on maintaining existing or planned RG measures and requiring that hours of operation be limited to no more than 18 hours a day.

Reducing hours of operation is anticipated to be the most effective way of reducing gambling related harms for this site. Woodbine is currently open 24 hours a day/7 days a week. This makes casino gambling accessible all the time, including to those who are problem gamblers or at-risk for problem gambling. Without having the prompt of a casino closing, a gambler may not stop until they have exceeded their personal spending limit. A disproportionate number of problem gamblers play electronic gaming machines after midnight, and Ontario problem gambling treatment providers report that extended hours have negative impacts on clients, especially for those who have sleeping issues and for shift workers.¹⁶

Restricting hours of operation to less than 24 hours a day is considered a best practice based on the Responsible Gambling Standards criteria of the RG Check accreditation program run by the Responsible Gambling Council.¹⁷ This approach parallels accepted and widespread policies for reducing alcohol related harms by limiting hours during

¹³ Toronto Public Health (2012). *The Health Impacts of Gambling Expansion in Toronto- Technical Report*

¹⁴ Toronto Public Health (2012). *The Health Impacts of Gambling Expansion in Toronto*. Report to the Board of Health.

¹⁵ Toronto Public Health (2012). *Gambling and Health*. Position Statement.

¹⁶ Centre for Addiction and Mental Health. *Gambling Policy Framework*. Updated July 2014.

http://www.camh.ca/en/hospital/about_camh/influencing_public_policy/Documents/CAMH_gambling_policy_framework.pdf

¹⁷ Responsible Gambling Council. *RG Standards and Criteria*. Accessed May 8, 2015.

<http://www.rgcheck.com/gaming-venues/standards-and-criteria>

which alcohol is served.^{18,19} Evaluations of restrictions on the hours of operation of gambling venues in Nova Scotia, Newfoundland and Australia indicate that this modification could have a small but potentially important impact on reducing gambling-related harms.²⁰ Closing Woodbine casino for at least six hours each day is considered an effective policy to reduce harms from extended hours of operation.

The City Manager recommends that City Council consider the report and recommendations from the MOH, *Health Impacts of Expanded Gambling at Woodbine Racetrack* which was adopted by the BOH on June 1, 2015.

Social Procurement Opportunities and Strategies

Social procurement strategies allow public and private sector organizations to use their purchasing power to add social and economic benefits to communities. As part of the potential expansion of gaming operations, the City has the opportunity to work with the service provider to encourage the implementation of social procurement strategies that should help meet workforce requirements while providing employment and skills training opportunities for unemployed and underemployed Toronto residents.

Based on experience and best practices identified from developments in other jurisdictions, the City believes the implementation of social procurement practices as part of expanded gaming could provide both local and City-wide benefits to residents.

An example of how the City can work with local developments to secure added-value is the Regent Park Revitalization Initiative. This was a collaborative effort by the City of Toronto, Toronto Community Housing and private sector developers to provide significant local employment and training opportunities, with the potential to advance the economic health of the local community through the revitalization of Regent Park (Figure 1). While the Regent Park Revitalization Initiative did impose the requirements, the City did not have the same limitations as it does when dealing with expanded gaming at Woodbine.

This report requests that the service provider commit to a joint Employment and Labour Market Plan with the City of Toronto to support development and operations. Once completed, the Employment and Labour Market Plan may provide a basis upon which to justify any sort of preferential hiring provisions, while recognizing that any such program would have to withstand scrutiny under the Canadian Charter of Rights and Freedoms.

¹⁸ Williams, R.J., West, B.L., & Simpson, R.I. (2012). *op. cit.*

¹⁹ Gainsbury, S.M., Blankers, M., Wilkinson, C., Schelleman-Offermans, K., Cousijn, J. (2014). Recommendations for International Gambling Harm-Minimisation Guidelines: Comparison with Effective Public Health Policy. *Journal Gambling Studies*. 30:771–788

²⁰ *Ibid.*

Figure 1 – Regent Park Revitalization Initiative

The Regent Park redevelopment process continues to provide local employment and training opportunities with the potential to advance the economic health of the local community. To capitalize on the opportunity, Toronto Community Housing (TCH) created a goal for local residents to receive job readiness training and supports and to fill at least 10% of the total years of construction-related employment generated through the revitalization. TCH, Toronto Employment and Social Services and community-based partners collaborated on this initiative. Proponents wishing to bid on Regent Park RFPs for aspects of the revitalization were required to outline in their proposal the specific ways they would contribute to this 10% goal. To date, over 1,600 residents have received service through the Regent Park Employment Engagement Initiative. Thirty-eight (38) employers have been engaged to date, and a total of 570 residents have been hired into a range of construction and ongoing service positions. In addition, numerous networking and recruitment events, information sessions, and skill-building workshops have been held

Working with the service provider, the City has the opportunity to develop an effective strategy to encourage meaningful employment opportunities through expanded gaming and help encourage the accessibility of these opportunities to Toronto's unemployed and underemployed – particularly in regards to youth, newcomers and marginalized residents. By working with the service provider to encourage their commitment to a Supply Chain Diversity Policy, the City may be able to encourage ongoing procurement requirements aimed at helping to mitigate the potential cannibalization of local business opportunities. For more information on the impact of expanded gaming on existing jobs and businesses, see Appendix F.

Figure 2 – Pan/Parapan Am Games Toronto 2015 Supply Chain Diversity Policy

Building on best practices identified by the City of Toronto and other stakeholders, TO2015 has committed to a procurement strategy for the 2015 Pan/Parapan Am Games that emphasizes a diverse roster of suppliers and encourages opportunities for local businesses. TO2015 recognized that "diverse suppliers" are sometimes overlooked or excluded from procurement opportunities due to reasons of internal capacity, limited marketing expertise, etc.

To support the achievement of this goal, TO2015 committed to: (a) making 100% of TO2015's procurement tenders available to diverse suppliers; (b) using diversity as one of the measurable evaluation criteria in TO2015's tenders; (c) sizing procurements in a way that best fits diverse supplier capacity; and (d) where capacity exists, obtaining a quotation from at least 1 diverse supplier for all purchases under \$10,000.

TO2015 created a Supplier Diversity Advisory Council that consists of local business leaders with a network of diverse suppliers to act as an intermediary between TO2015 and the supply base and provide advice on procurement matters. TO2015 has also developed program evaluation tools and metrics to track the effectiveness of their supplier diversity efforts.

If the service provider were to agree to the imposition of a Supply Chain Diversity Policy, and to provide for enforcement of the policy, such a commitment would provide additional supports to local entrepreneurs and small businesses from diverse communities to gain valuable competitive experience and market exposure without compromising cost or quality for the service provider. An example illustrating how the City can work with local developers to secure agreements that support operational requirements and provide added-value is the Pan/Parapan Am Games Toronto 2015 – Supply Chain Diversity Policy (Figure 2).

Implementation of a Supply Chain Diversity Policy at the expanded gaming facility should encourage opportunities for local businesses; and ensures the casino utilizes a skilled supply base that resembles the diversity and multicultural heritage of Toronto without significantly compromising cost or quality of casino operations.

City and Community Use of Space

Access to community space remains a persistent challenge for many Toronto community-based service organizations and resident groups. While policies and programs exist to support community access to City facilities at reasonable costs, a number of festival and cultural events cannot be easily accommodated in many community-based City facilities (e.g. the annual STOMP Urban Dance Competition & Showcase, the Manifesto Festival of Music and Art).

Festivals and cultural events often are important components of community based programming, serving as catalysts for engagement, outreach, social innovation and creative civil society activity while providing important revenue generation opportunities that support the continued provision of community-based services and supports accessed by many Toronto residents.

If the service provider were to agree to and enforce a Community Benefits Agreement, the City may have the opportunity to assist larger community-focused festivals and cultural events by working with the service provider to encourage access to suitable live event and/or large venue facilities for appropriate uses, at little or no cost for a limited number of facility operational hours.

Independent Monitoring and Assessment of Community Benefits

If agreed to by all parties, a Community Benefits Agreement may contain a variety of recommended measures to address harm mitigation, social procurement, employment and training opportunities and enhanced community benefits. In keeping with the City's 'best practices', a transparent active performance measurement mechanism is recommended, in the form of a community benefits oversight committee. This group will be responsible for reporting on progress, and comprise of representatives from the service provider, the City of Toronto, including Public Health, and invite representatives from the Ministry of Health and Long-Term Care, the Centre for Addiction and Mental Health and relevant research and community-based stakeholders.