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Responsible Gambling Policy

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PURPOSE

The City of Stonnington has developed a Responsible Gambling Policy to ensure that a balance of positive and negative impacts of gambling in the City is achieved. Council seeks to minimise the negative impacts of gambling wherever it can and to enhance the wellbeing of the community.

Council acknowledges that for many, gambling is a positive recreational or entertainment pursuit. However, Council is also aware that, for some in the community, gambling is harmful. Evidence shows that those who gamble excessively or beyond their means, inflict harm to themselves, their families and ultimately their community.

The policy supports a harm minimisation approach. It is Council's intention to monitor gambling and have a role in reducing any adverse impacts of gambling in the City.

The policy defines Council's role and objectives in influencing policy development and regulations regarding EGMs. It also sets out Council's approach for local planning policy development and future licence and planning permit applications.

SCOPE

This policy focuses on Electronic Gaming Machines (EGMs). Whilst other forms of gambling and their potential effects were considered as part of the Gambling Policy review, EGM gambling is the primary area where Council has an influence.

POLICY STATEMENT

The City of Stonnington strongly discourages any additional gaming venues or additional gaming machines in the municipality in order to prevent an increase in the negative impacts of gambling on the community. Furthermore, the City of Stonnington aims to reduce the negative impacts of existing gambling activities for residents of the Municipality.

POLICY OBJECTIVES

Council's work in minimising the harmful effects of gambling will include:

- Addressing the social and economic impacts of any proposed increase of electronic gaming machines in the municipality and making submissions to the Victorian Commission for Gambling and Liquor Regulation (VCGLR) where it sees fit.
- Collecting and monitoring data on the social and economic effects of gambling on Stonnington residents.
- Ensuring that both Statutory Planning and Community Planning staff review any application to increase electronic gaming machines and that Council is made aware of all applications.
- Ensuring that gaming machines are not located within Council-owned properties, nor are gaming venues or gambling activities advertised at Council-owned venues.
- Ensuring that Council grants are not distributed to organisations with access to revenue from electronic gaming machines.
- Ensuring that Council grants are not used for activities conducted in EGM venues.

COUNCIL'S APPROACH

The Council's approach to responsible gambling will be to:

- Minimise harm;
- Limit the expansion of Electronic Gaming Machines;
- Provide leadership on gambling issues;
- Consult and engage with the community;
- Advocate on behalf of the community; and
- Undertake appropriate research to inform decision making.

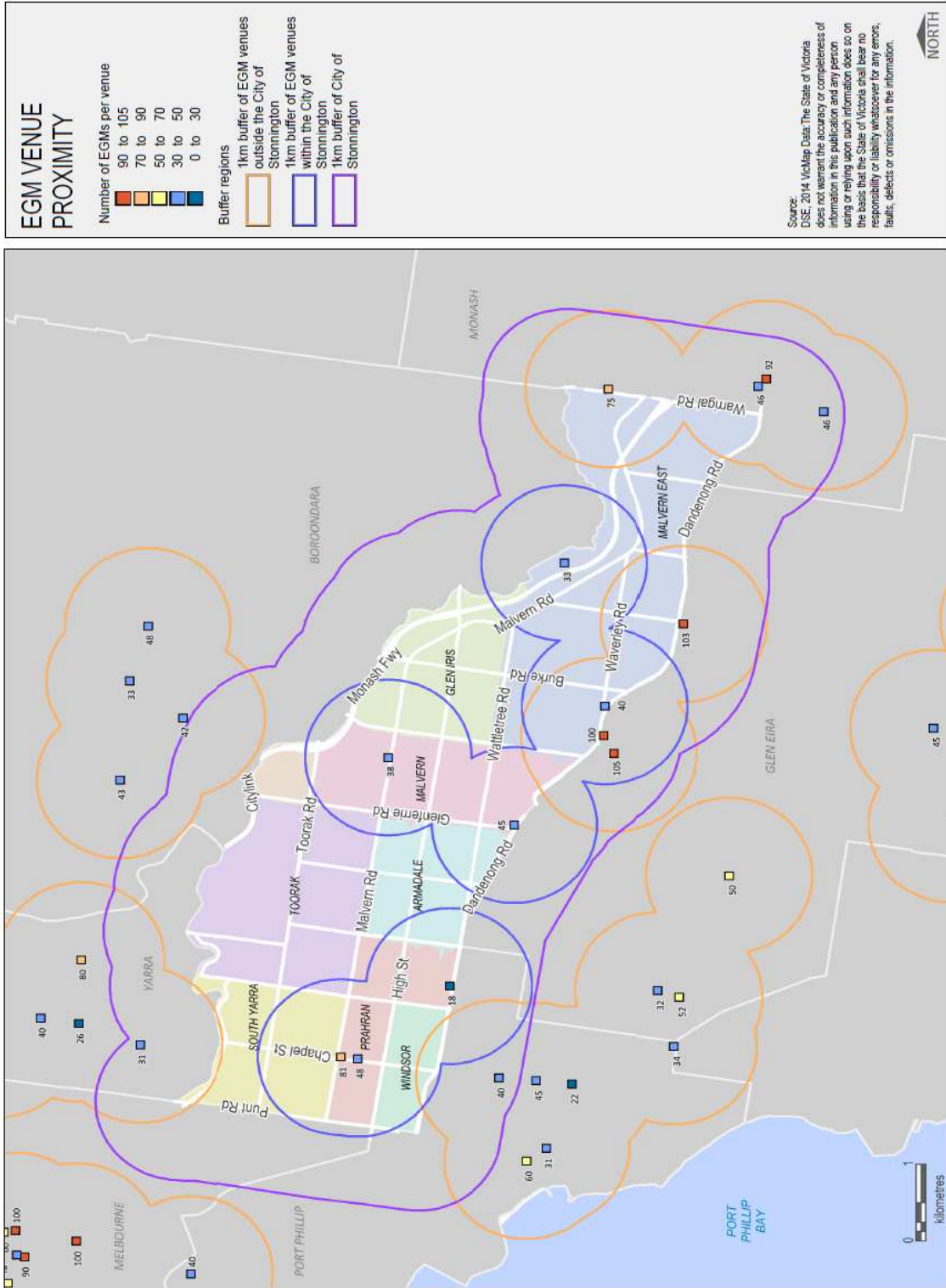
ELECTRONIC GAMING MACHINES

In February 2016, there were seven EGM venues in Stonnington holding licenses for 303 EGMs. The venues include four hotels and three clubs.

Venue	Address	Suburb	Licensed EGMs	Venue Type
Angel Tavern	641 Dandenong Road	Malvern	45	Hotel
Club Tivoli	291 Dandenong Road	Windsor	18	Club
Court Jester Hotel	270 Chapel Street	Prahran	48	Hotel
East Malvern RSL	Stanley Grose Drive	Malvern East	33	Club
Malvern Vale Club Hotel	1321 Malvern Road	Malvern	38	Hotel
Prahran Football Social Club	328-338 Chapel Street	Prahran	81	Club
Racecourse Hotel	895 Dandenong Road	Malvern East	40	Hotel
TOTAL			303	

EGM venues in Stonnington are shown on the map '*EGM Venues – Stonnington and surrounds*' along with the location of EGM venues within close proximity to Council's borders. This takes account of the likelihood that Stonnington residents would visit these venues, as many are within easy walking or commuting distance from the borders of the municipality.

EGM venues – Stonnington and surrounds



EXPENDITURE

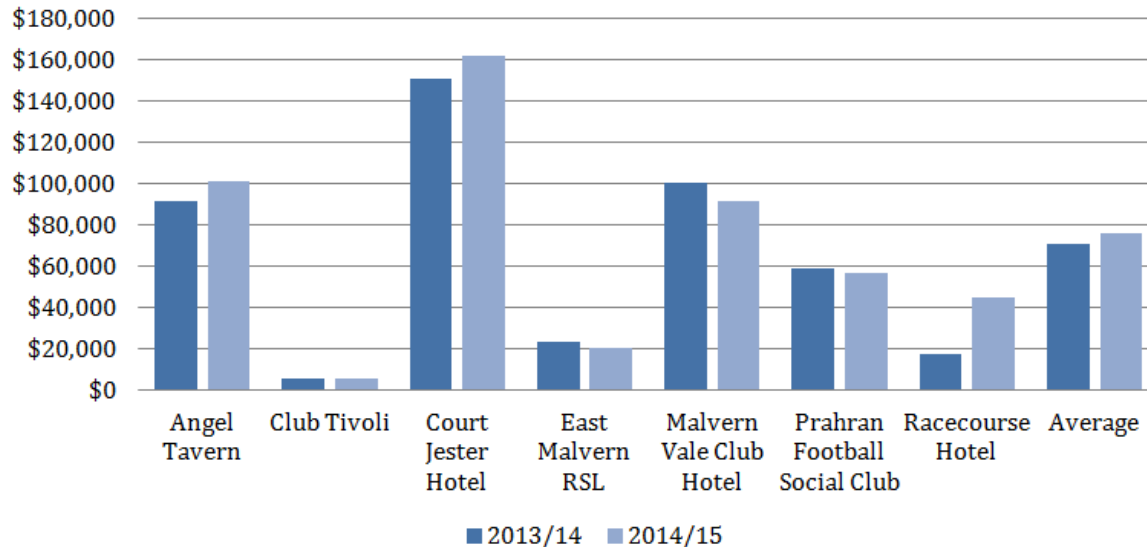
The table below shows the annual expenditure of Stonnington EGM venues over the 2013-14 and 2014-15 financial years.

Venue	Licensed EGMs	Annual Expenditure	
		July 2013-June 2014	July 2014-June 2015
Angel Tavern	45	\$4,125,998.98	\$4,540,934.53
Club Tivoli	18	\$104,154.80	\$107,662.22
Court Jester Hotel	48	\$7,244,318.71	\$7,793,596.32
East Malvern RSL	33	\$779,527.63	\$667,306.51
Malvern Vale Club Hotel	38	\$3,826,489.09	\$3,474,591.16
Prahran Football Social Club	81	\$4,800,052.89	\$4,623,551.43
Racecourse Hotel	40	\$695,204.44	\$1,812,330.42
TOTAL	303	\$21,575,746.54	\$23,019,972.59

While the Prahran Football Club has the largest number of EGMs (81), the Court Jester Hotel has the highest expenditure on EGMs (\$7,793,596.32 in 2014/15). Club Tivoli had both the smallest number of machines and the lowest turnover.

Expenditure fell at East Malvern RSL, Prahran Football Social Club and Malvern Vale Club Hotel between 2013/14 and 2014/15, but rose at all other venues. Overall, expenditure increased by \$1,444,226.05 between the two years.

Annual Gambling Losses per EGM by Venue



The amount of money which is spent on EGMs in Stonnington is reasonably consistent over the year. There is no obvious seasonality to their use, except for short drops after Christmas. Between July 2012 and October 2015 the median amount spent on EGMs per month in Stonnington was \$1,877,518. The trend is for a slow increase in monthly expenditure on EGMs.

REGIONAL CONTEXT

The region for the purpose of this Policy encompasses Stonnington and surrounding municipalities, Yarra, Boroondara, Monash, Glen Eira and Port Phillip.

The number of gaming venues in each municipality in the region varies widely, from 957 in Monash to 202 in Boroondara. The six municipalities have a total of 2,909 gaming machines (October 2015). Gaming machine numbers have remained reasonably steady in the region over the period from July 2013 to October 2015. During this period there has only been one application in Stonnington, which was to increase the number of gaming machines at the Malvern Vale Hotel by eight.

Stonnington has a relatively low number of gaming machines compared to the allowable limit determined by the Victorian Commission and Gambling Regulation (VCGLR) on 10 September 2012, as shown below.

Municipality	Actual Gaming Machines 2015	Allowable Gaming Machines AUG 12	Actual as a proportion of Allowable
Stonnington	303	825	36%
Glen Eira	772	1,061	73%
Boroondara	202	1,295	16%
Monash	957	770	124%
Port Phillip	383	830	46%
Yarra	308	666	46%

DISADVANTAGE

There are a variety of social indicators which can be used to measure the vulnerability of communities to gaming, specifically to EGMs. These include the number of adults per venue and the expenditure per adult on EGMs, compared with the municipality's SEIFA score (index of disadvantage) and unemployment rate.

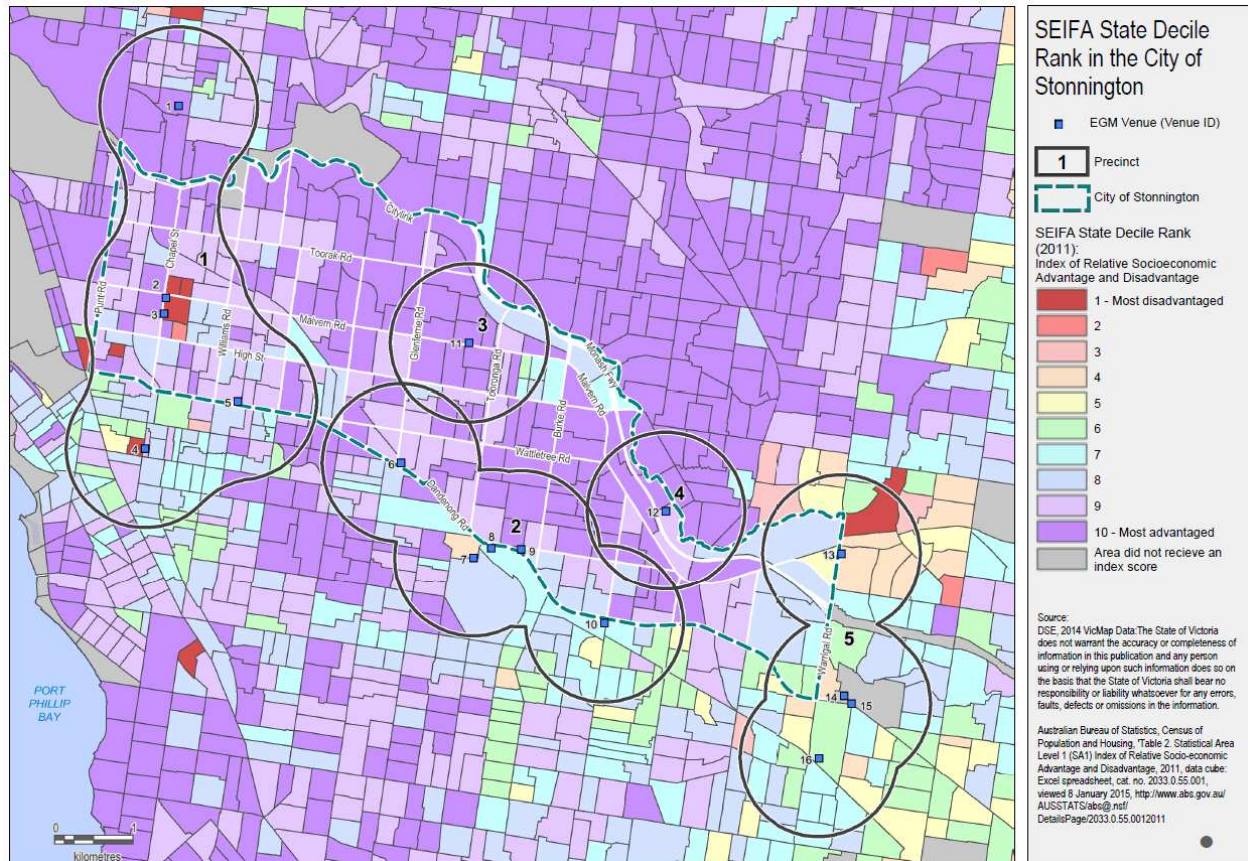
People without close social ties are also known to be more vulnerable to gambling related harm. This includes international students, young people living away from their families and social networks, and older and other isolated people.

Stonnington's SEIFA index of disadvantage score is 1,084. This is higher than the average for greater Melbourne (1,020). The score indicates that the Stonnington community is less disadvantaged however this disguises significant variability in the socio-economic profiles of residents in different parts of the municipality.

The map below – *SEIFA State Decile Rank in the City of Stonnington* – shows the deciles of advantage/disadvantage across the municipality. The most disadvantaged areas are shown in red on the map.

The most disadvantaged areas in Stonnington are located in the western end of the municipality in Precinct 1. The precinct includes the Horace Petty, King Street, Bangs Street, Union Street and Raleigh Street public housing estates. The Court Jester Hotel and Prahran Football Social Club are in close proximity to the Prahran housing estates. It is likely that these venues are patronised by people who would be categorised as vulnerable to problem gambling. These venues could also be seen as 'convenience destinations' given their location on Chapel Street and proximity to vulnerable residents.

SEIFA State Decile Rank in the City of Stonnington



Key

Map No	Venue	Municipality	Number of EGMs	Precinct	Detailed Map
1	Vaucluse Hotel	Yarra	31	1	Appendix 1
2	Court Jester Hotel	Stonnington	45	1	
3	Prahran Football Social Club	Stonnington	81	1	
4	Dick Whittington Tavern	Port Phillip	41	1	
5	Club Tivoli	Stonnington	18	1	
6	Angel Tavern	Stonnington	45	2	Appendix 2
7	Caulfield Glasshouse	Glen Eira	105	2	
8	Zagame's Caulfield Club Hotel	Glen Eira	100	2	
9	Racecourse Hotel	Stonnington	40	2	
10	Rosstown Hotel	Glen Eira	103	2	Appendix 3
11	Malvern Vale Club Hotel	Stonnington	30	3	
12	East Malvern RSL	Stonnington	33/25	4	
13	Matthew Flinders Taverner	Monash	75	5	Appendix 5
14	Foresters Arms Hotel	Monash	46	5	
15	Leighoak Club	Monash	92	5	
16	Oakleigh Junction Hotel	Monash	46	5	

Note: East Malvern RSL had 33 EGMs in 2013-14 and decreased to 25 EGMs in 2014-15

PRECINCT OVERVIEWS

EGM venues have been considered on a precinct basis and incorporate venues located outside of the municipal boundary that are in easy access of Stonnington residents.

Below is an overview of the characteristics of each precinct and vulnerabilities.

PRECINCT ONE

Precinct One (Appendix 1) is the area around Chapel Street, extending east to include Club Tivoli on Dandenong Road and north and south of Council's boundary recognising the role of Chapel Street as a major transport corridor.

The precinct has five EGM venues, with a total of 216 EGMs. Three venues are in Stonnington (S), one in Port Phillip (PP) and one in Yarra (Y):

- Court Jester Hotel (S)
- Prahran Football Social Club (S)
- Club Tivoli (S)
- Vaucluse Hotel (Y)
- Dick Whittington Tavern (PP)

Whilst a majority of the Statistical Areas – Level 1 (SA1) in the precinct are advantaged, the precinct includes the Horace Petty, King Street, Bangs Street, Union Street and Raleigh Street public housing estates, which are amongst the most disadvantaged in the State.

The venues located on Chapel Street are considered to be 'convenience destinations' as they are located within the Activity Centre and provide problem gamblers with the opportunity to gamble whilst going about daily activities.

The highest EGM expenditure in the municipality occurs in Precinct One which is also the most vulnerable precinct.

Policy statement

Council will object to applications to increase electronic gaming machines, increase floorspace and extend hours of operation in Precinct One to minimise harm to the most vulnerable members of our community.

PRECINCT TWO

Precinct Two (Appendix 2) covers the area around Dandenong Road between Kooyong Road and Murrumbeena Road.

The precinct has five EGM venues with a total of 393 EGMs. Two venues are in Stonnington (S) and three in Glen Eira (GE):

- Angel Tavern (S)
- Caulfield Glasshouse (GE)
- Racecourse Hotel (S)
- Rosstown Hotel (GE)
- Zagame's Caulfield Club Hotel (GE)

All venues are situated either on or in close proximity to Dandenong Road. It has been assumed that these venues would be visited by residents from either side of the road.

The area is relatively advantaged in terms of socio-economic status with a majority of SA1s in this precinct and the surrounding areas ranking in the top 40% of the SEIFA Index of Advantage/Disadvantage.

Monash University is located within the precinct and there are a high proportion of young adults living in the area.

In the two Stonnington SA1s immediately north of the Monash University campus, the proportion of the population aged 18-24 is 38%. The proportion of the population that is overseas born and had arrived in Australia between the 2006 and 2011 censuses was also 38%. This is a strong indication that a high proportion of international students live in the area.

Research has found that international students may be more vulnerable to gambling related harms due to fewer close social ties. The campus is also attended by students living in other areas, who may also be vulnerable to gambling related harms.

Dandenong Road is a major transport corridor, for both public transport and private vehicles, making the venues located on Dandenong Road 'convenience destinations' for local problem gamblers. In addition, the Angel Tavern is located very close to the Malvern Train Station and Malvern Central making it a potential 'convenience destination' for train commuters and shoppers. Zagame's and the Racecourse Hotel are also located in highly visible, highly accessible locations, and may also be seen as convenience destinations.

Policy statement

Council will object to applications to increase electronic gaming machines in Precinct Two to minimise harm to students and international students living and studying in the area. This will include providing a letter of support to the City of Glen Eira for objections to applications to increase EGMs at venues located along the Stonnington border.

PRECINCT THREE

Precinct Three (Appendix 3) is a one kilometre zone around the Malvern Vale Club Hotel. The hotel had 30 licensed EGMs and was granted a license for a further eight machines in June 2014.

The whole area within Precinct is within the top 50% of the SEIFA IAD, and the majority is within the top 20%. This indicates that the residents surrounding the Malvern Vale Hotel are relatively advantaged. While this may reduce the risk of gambling-related harm, some risk does still exist. The Malvern Vale Hotel is located on Malvern Road in close proximity to a strip shopping centre and serviced by a tram route. Its location suggests that the Malvern Vale Hotel may attract 'convenience gamblers' or that it may be a destination venue for residents from further afield than the one kilometre zone.

Policy statement

Applications for increases to EGMs in Precinct Three will be assessed by Statutory Planning and Advocacy, Performance and Improvement; and presented to Council who will determine whether an objection will be lodged with the VCGLR.

PRECINCT FOUR

Precinct Four (Appendix 4) is the area around the East Malvern RSL. The RSL is located in a small and relatively isolated housing area surrounded by Darling Park and adjacent to the Monash Freeway.

The RSL had 33 licensed EGMs in 2013-14 but decreased to 25 EGMs in 2014-15.

The community surrounding the RSL is relatively advantaged. All of the SA1s within one kilometre of the RSL have a SEIFA IAD score within the top 40% in Victoria. The community includes residents of both Stonnington and Boroondara.

The RSL is most likely to be a 'destination' venue for the majority of its patrons, given its relative isolation. However, it is also likely that the majority of its patrons would be older persons who may be more at risk of gambling-related harm.

Policy statement

Applications for increases to EGMs in Precinct Four will be assessed by Statutory Planning and Advocacy, Performance and Improvement; and presented to Council who will determine whether an objection will be lodged with the VCGLR.

PRECINCT FIVE

Precinct Five covers a large area, from High Street in the north to North Road in the south, and includes the Local Government areas of Stonnington, Boroondara, Monash and Glen Eira.

Precinct Five (Appendix 5) has seven EGM venues, all located within the City of Monash:

- Matthew Flinders Taverner (M)
- Foresters Arms Hotel (M)
- Leighoak Club (M)
- Oakleigh Junction Hotel (M)
- Foresters Arms Hotel (M)
- Leighoak Club (M)
- Oakleigh Junction Hotel (M)

Four of the seven venues are located on, or in close proximity to the municipal boundary, Warrigal Road. While all venues are located in the City of Monash it is likely that residents of Stonnington use the venues, given their close proximity.

The area is highly diverse, but is generally less advantaged than the other Precincts. It includes two SA1s in the north (around Ashwood) which have a high proportion of public and low income housing that are close to the Matthew Flinders Taverner. Further south the Precinct covers areas which are in the mid-range of the SEIFA IAD, ranging from the 3rd to the 8th decile.

Holmesglen Institute of TAFE is in the Precinct, as is Chadstone and Oakleigh Shopping Centres. The presence of the TAFE College is likely to attract international and other students to live in the precinct. In the SA1 which includes Holmesglen, the proportion of the population aged between 18 and 24 is almost 30%. The area also has a very high proportion of recently arrived residents (45%). These two demographic factors are indicative of a high international student population.

Policy statement

Council will provide a letter of support to the City of Monash for submission to the VCGLR with an objection for increases in EGMs in Precinct Five.

LEGISLATIVE CONTEXT

VICTORIAN GAMBLING REGULATORY ENVIRONMENT

Gambling in Victoria is mostly regulated under two key Acts of State Parliament:

- The *Gambling Regulation Act 2003* legalises gambling on poker machines, keno, lotteries and bingo; and
- The *Casino Control Act 1991* regulates gambling activities at Crown Casino.

In addition, the *Planning and Environment Act 1987* regulates land use planning, influencing where venues which host gambling activities may be located.

The Victorian Commission for Gambling and Liquor Regulation (VCGLR) regulates and oversees gambling in clubs, hotels and the Crown casino as well as sports betting and wagering.

The Commonwealth regulates on-line gambling through the *Interactive Gambling Act 2001*.

SOCIAL AND ECONOMIC IMPACTS OF GAMBLING

The *Gambling Regulation Act 2003* (s3.3.7c) requires the Victorian Commission for Gambling and Liquor Regulation (VCGLR) to consider the social and economic impacts on the local community when processing either the approval of a new electronic gaming machine venue, or an application to increase the number of machines at a venue.

CITY OF STONNINGTON CONTEXT

COUNCIL PLAN 2013-2017

The Council Plan pillar – Community is the most relevant to gambling. Below are the Community Strategies most closely related to minimising the harms associated with gambling:

Provide community services ensuring they meet the current and future needs for all stages of life.

Develop strategic alliances to provide coordinated responses to community needs and support local community organisations.

Encourage community connectedness by supporting local community organisations with facilities, training and resources.

MUNICIPAL PUBLIC HEALTH AND WELLBEING PLAN (2013-17)

The Municipal Public Health and Wellbeing Plan (MPHWP) is a key strategic planning tool that aims to maintain and improve public health and wellbeing at local community level.

The key pillars of the Plan are:

- Active and healthy lifestyle;
- Alcohol and tobacco;
- Health equity;
- Mental health; and
- Safe community.

The MPHWP Strategies that are most relevant to gambling are:

- Provide education to encourage health and wellbeing through every stage of life;
- Ensure all groups in the community have access to services and programs that support health and wellbeing; and
- Encourage community connectedness by supporting community organisations.

LOCAL PLANNING POLICY

Clause 52.28 – Gaming is Council's key planning policy clause.

The purpose of the Clause is to:

- Ensure that gaming machines are situated in appropriate locations and premises.
- Ensure the social and economic impacts of the location of gaming machines are considered.
- Prohibit gaming machines in specified shopping complexes and strip shopping centres.

The Schedules to *Clause 52.28* specify the activity centres and strip shopping precincts where new EGM venues are currently prohibited.

ACRONYMS

EGM	Electronic Gaming Machine
MPHWP	Municipal Public Health and Wellbeing Plan
LGWGOG	Local Government Working Group on Gambling
SA1	Statistical Areas Level 1 (SA1s) is the smallest area of output for the Census of Population and Housing
SEIFA	Socio-Economic Indexes for Areas (ranking of relative socio-economic advantage / disadvantage)
VCGLR	Victorian Commission for Gambling and Liquor Regulation

DEFINITIONS

Gambling	When money or something else of value is wagered on the outcome of an event
Gaming	Refers to legal forms of gambling such as EGMs, Club Keno, Casino table games and lotteries.
Gambling related harms	Harms experienced by individuals and their families and social networks due to excessive gambling. Can include financial hardship, employment difficulties, psychological harm, physical health issues, intergenerational issues and damage to familial relationships, including domestic violence. It may also lead to criminal behaviour.
Responsible gambling	The provision of gambling services in a way that seeks to minimise the harm to customers and the community associated with gambling.

Harm minimisation	Seeks to ensure that the majority are able to participate in a legal entertainment option while minimising harm for those at risk of gambling addiction or problems managing their gambling.
Convenience gambling	Gambling that occurs when people are provided the opportunity to gamble whilst going about their daily activities. Convenience gambling may occur when gaming venues are located in activity and strip shopping centres and present an opportunity that the individual did not set out to find.
Destination gambling	When EGM venues are located in more remote locations 'destinations'. A gambler must make a conscious decision and effort to access the EGMs
Social and economic impacts	The term refers to the likely impacts or consequences of a proposed new venue or increase in EGMs on the local community and the economy. One of the criteria used to assess whether a proposal should proceed.
vulnerability	Refers to people that are more likely to develop problems with gambling or suffer disproportionately from gambling losses.

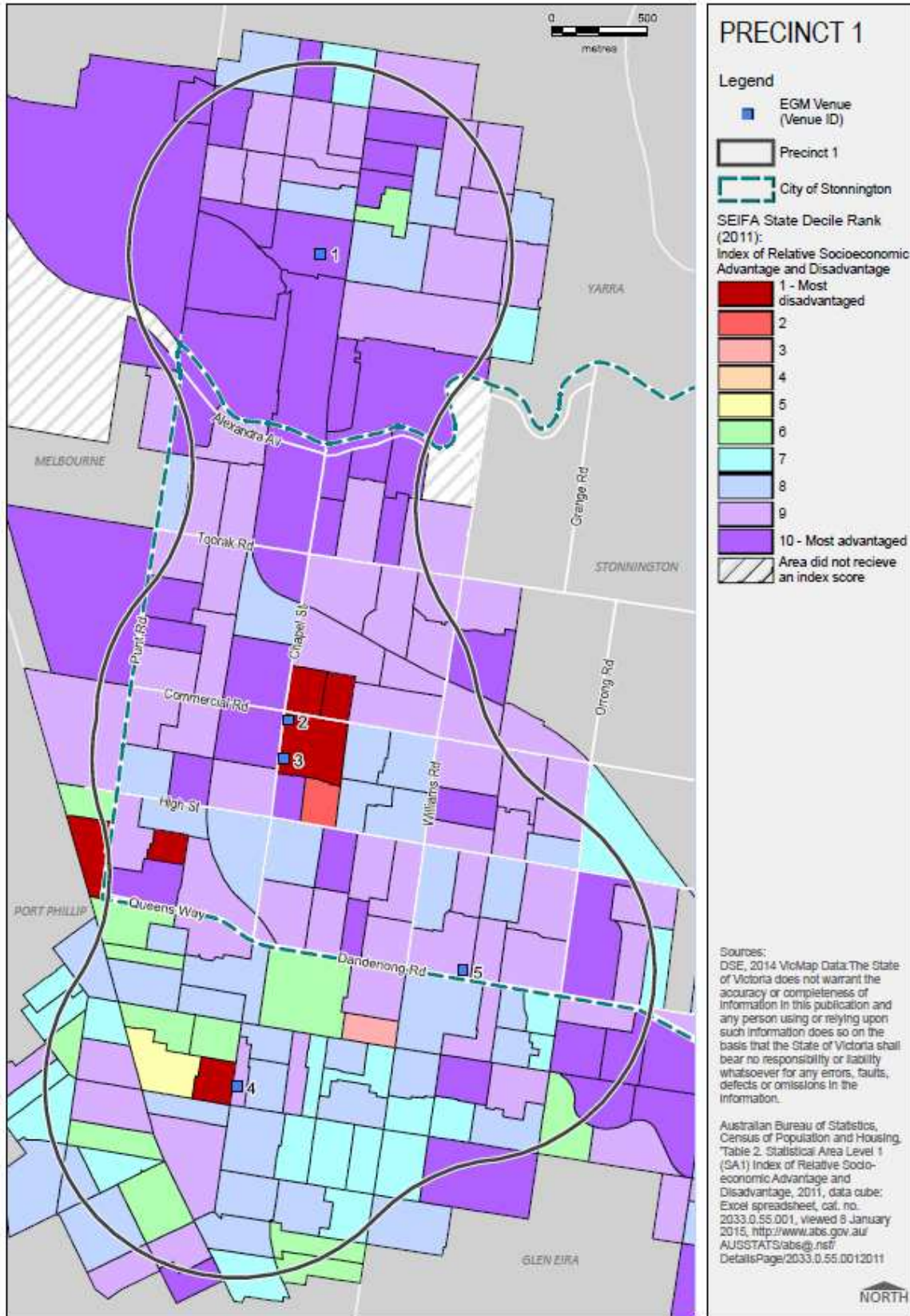
REFERENCES

City of Stonnington Responsible Gambling Background Paper 2015

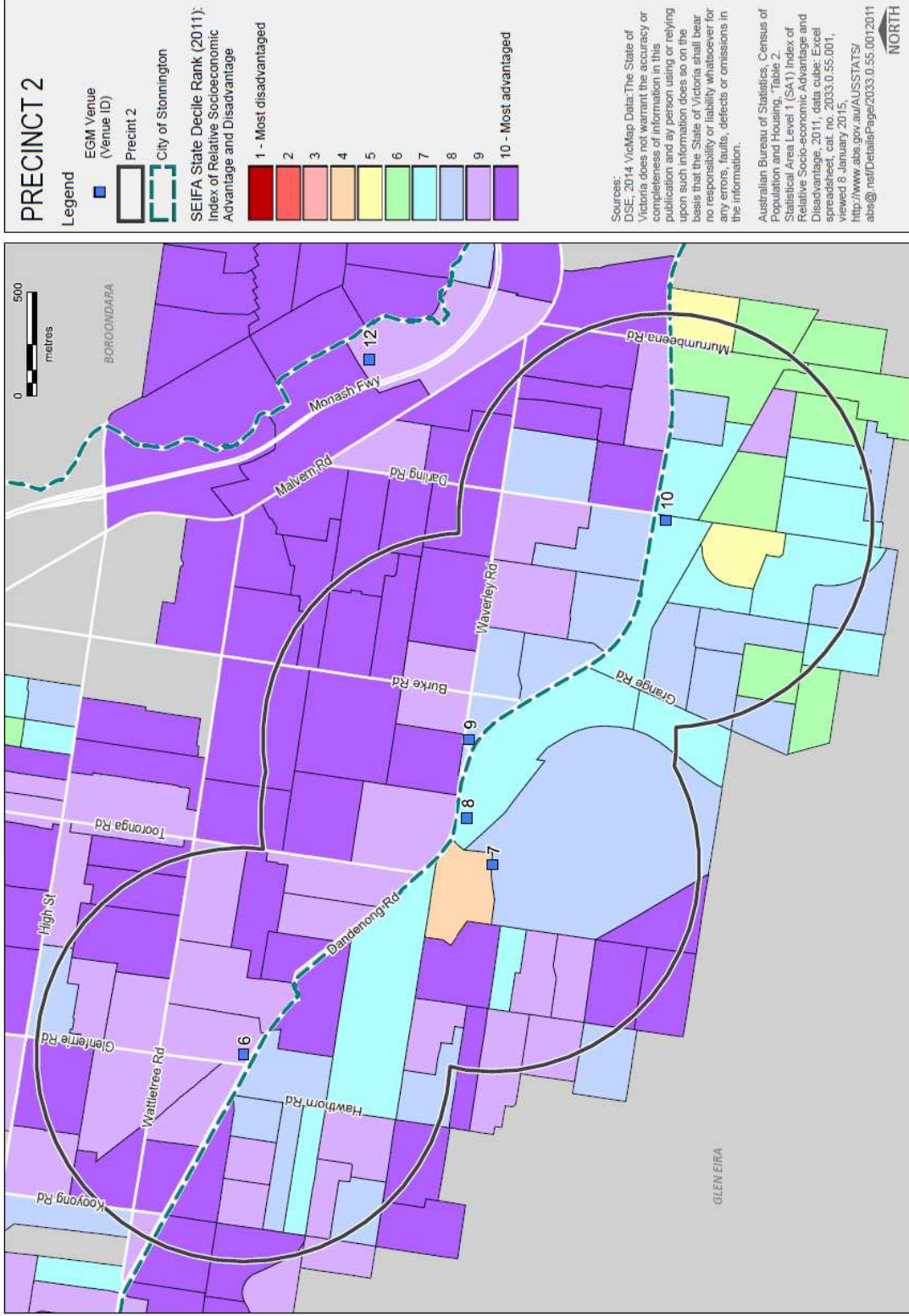
REVIEW

The review of the policy will include community consultation to assess the effectiveness and ongoing relevance of the policy. This will be timed to link into the development of Municipal Public Health and Wellbeing Plan.

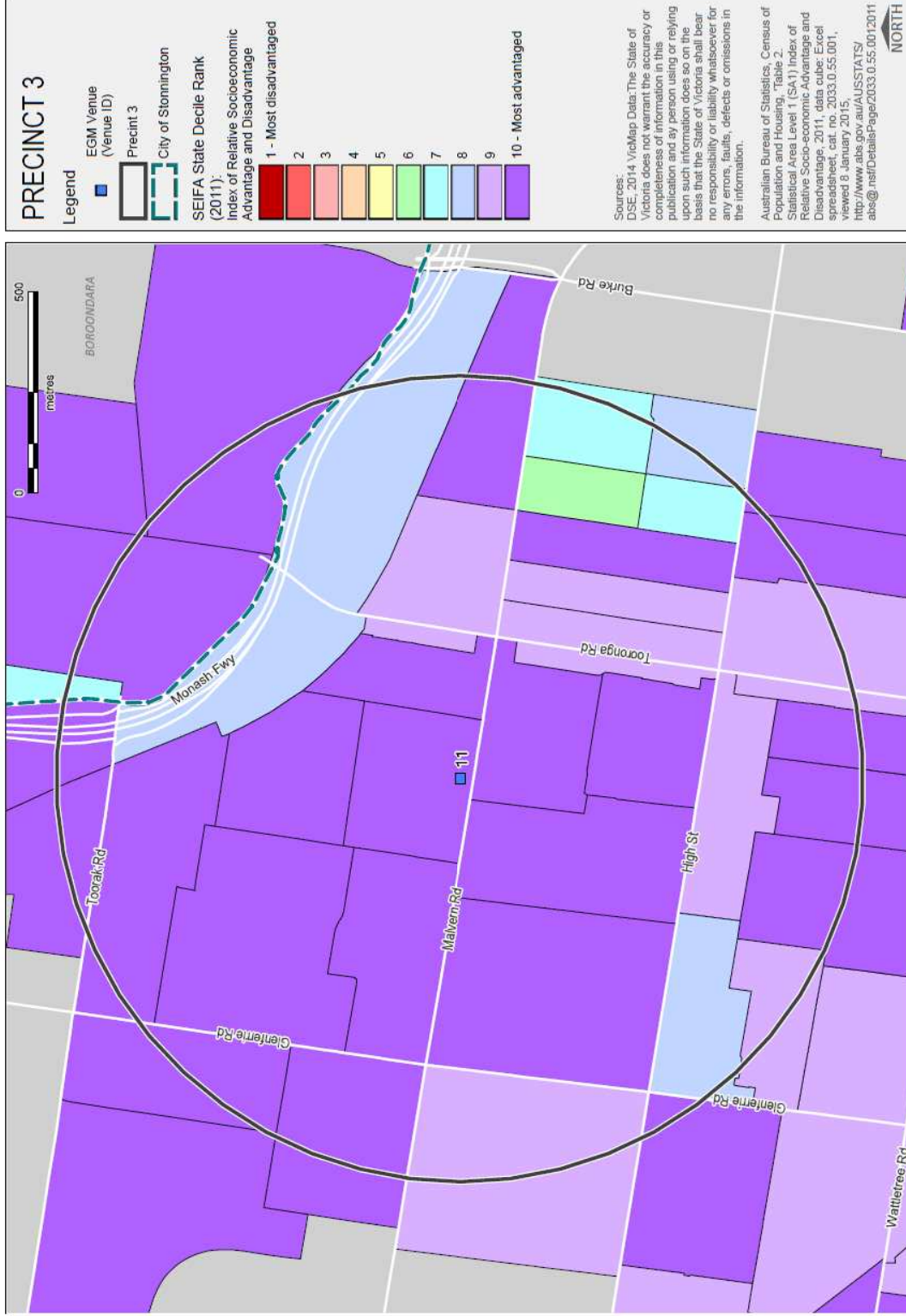
APPENDIX 1 – PRECINCT ONE



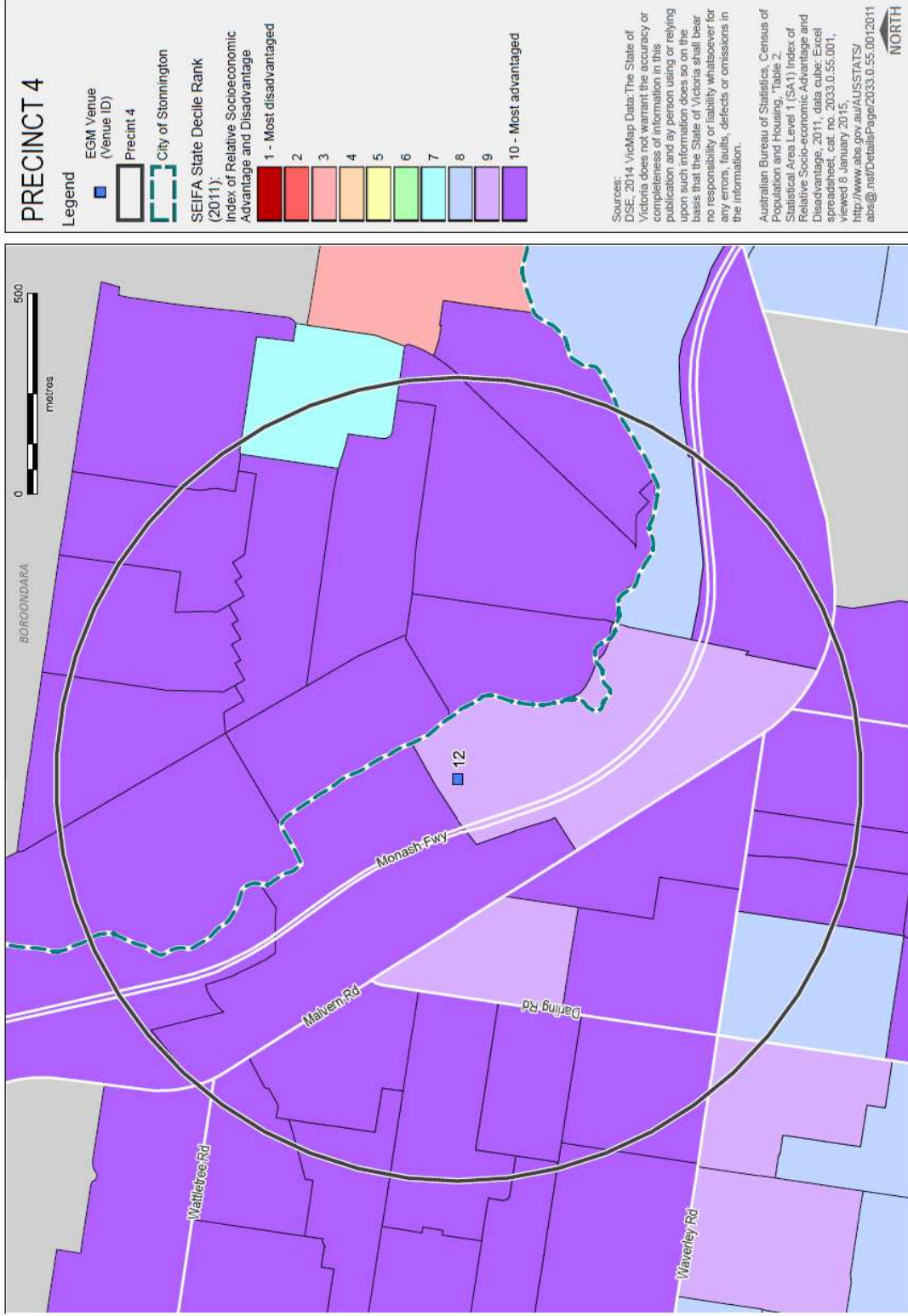
APPENDIX 2 – PRECINCT TWO



APPENDIX 3 – PRECINCT THREE



APPENDIX 4 – PRECINCT FOUR



APPENDIX 5 – PRECINCT FIVE

