



Interim Report

Gambling-related activities in ALICE RAP

Authors:

Gerhard Bühringer, Maria Neumann, Kathryn Angus, Jan Blomqvist, Angelina Brotherhood, Esther Croes, Claudio Delrio, Emma Disley, Karen Duke, Michael Egerer, Svanaug Fjer, Vibeke Asmussen Frank, Claire Harkins, Matilda Hellman, Esben Houborg, Thomas Karlsson, Mikaela Lindemann, David Miller, Peppino Ortaleva, Esa Österberg, Charlotte Probst, Pieter Remmers, Pekka Sulkunen, Harry Sumnall, Betsy Thom, Franz Trautmann

Outline

Introduction: Overview of ALICE RAP and gambling-related research activities in the project	3
Brief description of ALICE RAP	3
Gambling related activities in ALICE RAP	4
ALICE RAP Policy Brief 2: Gambling	4
1 WA1: Ownership of addiction	5
1.1 WP2: Stakeholder analysis (Betsy Thom, Vibeke Asmussen Frank, Karen Duke, Esben Houborg)	5
1.2 WP3: Professional images of addiction in society (Pekka Sulkunen, Matilda Hellman & Michael Egerer)	6
1.3 WP3: Public images of addiction in society (<i>Jan Blomqvist</i>)	7
2 WA2: Counting addiction	8
2.1 WP4: Classifying addiction (<i>Jürgen Rehm</i>)	8
2.2 WP5: Counting addiction (<i>Gerhard Gmel</i>)	9
2.3 WP6: Estimation of social costs attributable to addiction to alcohol, illegal drugs and tobacco as well as gambling and gaming for Poland, Portugal and Catalonia (<i>Zofia Mielecka-Kubien & Pieter Remmers</i>)	10
2.4 WP6: Estimation of social costs of addiction to other people for Poland, Portugal and Catalonia (<i>Zofia Mielecka-Kubien & Pieter Remmers</i>)	11
3 WA3: Determinants of addiction.....	12
3.1 WP 7, 8 & 9: Determinants of potentially risky use, harmful use, chronic relapse and cessation (<i>Petra Meier, Gerhard Bühringer & Anne Lingford-Hughes</i>)	12
4 WA4: Business of addiction	13
4.1 WP10: Retail expenditures on addictive goods (<i>Emma Disley & Beau Kilmer</i>)	13
4.2 WP11: Marketing of addictive substances and behaviours: how does marketing foster and sustain addiction? (<i>Martine Stead, Wim van Dalen & Paolo Deluca</i>)	15
4.3 WP11: Corporate social responsibility of industries producing or selling addictive substances and services (<i>Ben Baumberg & Valentina Cuzzocrea</i>).....	16
4.4 WP12: Networks of influence (<i>David Miller & Claire Harkins</i>)	17
5 WA5: Governance of Addiction	18
5.1 WP13.1: Theoretical overview of governance views (<i>Peter Anderson, Gerhard Bühringer & Joan Colom</i>).....	18
5.2 WP14.1: Scales measuring comprehensiveness and strictness of policies (<i>Thomas Karlsson, Mikaela Lindeman & Esa Österberg</i>)	19
5.3 WP 14.2 & 14.3: Understanding changes in governance practice: analysing forces and factors influencing and shaping trends in governance of addiction (<i>Franz Trautmann & Esther Croes</i>)	20
5.4 WP15: Innovations, translation processes and convergence in European addictions regulation policies (<i>Svanaug Fjær</i>).....	21
6 WA6: Addicting the young	22
6.1 WP16: Adolescents as customers of addiction (<i>Harry Sumnall, Amanda Atkinson & Angelina Brotherhood</i>).....	22

Introduction: Overview of ALICE RAP and gambling-related research activities in the project

Brief description of ALICE RAP

ALICE RAP (Addiction and Lifestyles in Contemporary Europe - Reframing Addictions Project) is a five year European research project:

- co-financed by the European Commission
- Bringing together around 200 scientists from
- more than 25 countries and
- 29 different disciplines.

It aims to strengthen scientific evidence to inform the public and political dialogue and to stimulate a broad and productive debate on current and alternative approaches to addictions.

ALICE RAP aims to promote well-being through a synthesis of knowledge to redesign European policy and practice in order to better address the challenges posed by substance use and addictive behaviours. Synergy among sciences that address substances use and addictive behaviours and trans-disciplinary research are core principles of work. The project started in April 2011 (<http://www.alicerap.eu/>).

ALICE RAP is divided into seven Work Areas (WA) and 21 Work Packages (WP). Management, coordination and integration of the project work are allocated to Work Area 7 (Figure 1) (project leaders: Prof. Peter Anderson and Dr. Toni Gual).

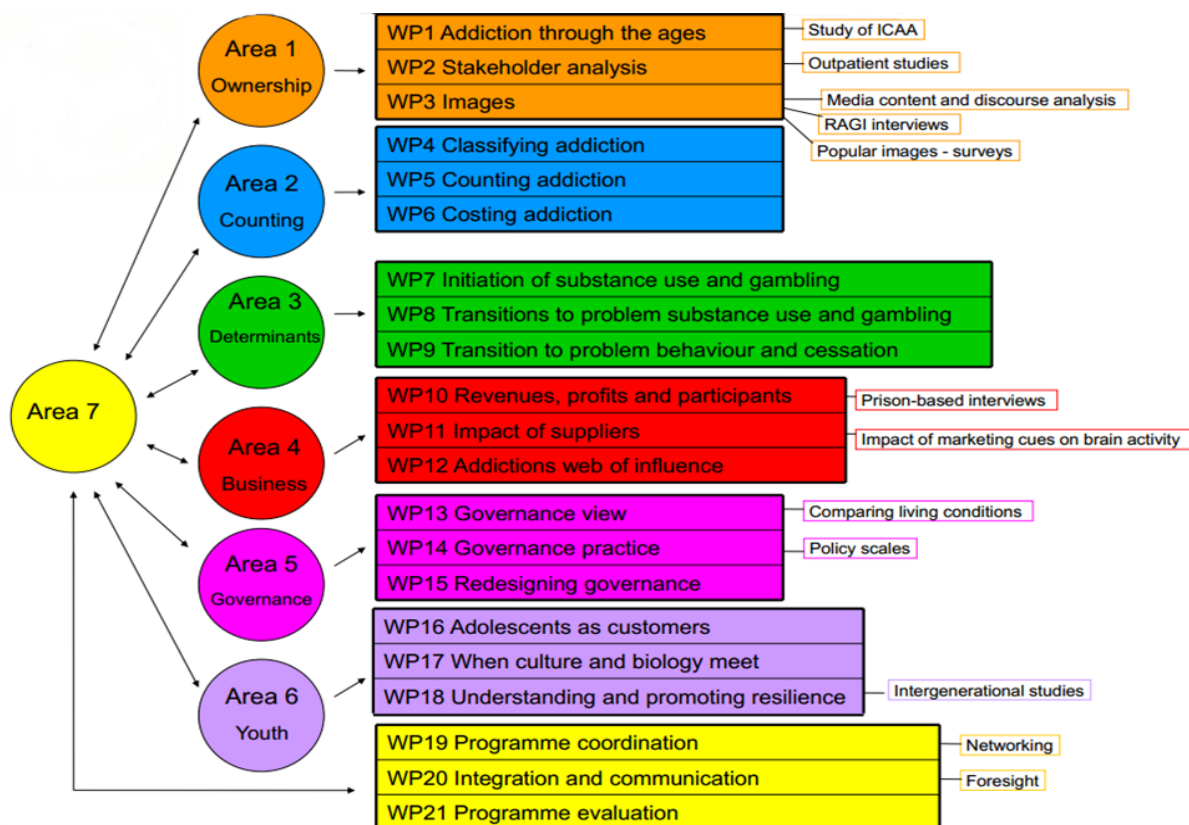


Figure 1: ALICE RAP Work Areas and Work Packages

Gambling-related research activities in ALICE RAP

The 18 scientific Work Packages do not all cover every psychotropic substance and gambling. The focus is sometimes on a selection of substances, and gambling is not always included in the description of work, or may have a different level of relevance. Some WPs use a generic understanding of addictive behaviours without analysing single substances or behaviours individually. As a result, gambling is not always covered in the same extent and intensity in all WP.

All Areas of ALICE RAP contain WPs that are involved in some research with relevance for European regulation purposes in the gambling field:

- WA1: Ownership of addiction
- WA2: Counting and classifying addiction
- WA3: Determinants of addiction
- WA4: Business of addiction: expenditures, marketing
- WA5: Governance of addiction: concepts, trends and influential factors
- WA6: Addicting the young

Some of the Work Packages have already delivered preliminary documents on their gambling-related research, but the majority are currently still in process, at the stage of data collection and data analysis, with results expected to be available from Winter 2013/14 onwards.

ALICE RAP Policy Brief 2: Gambling

The second in the [AR Policy Paper Series](#) is dedicated to the theme of gambling and based on existing evidence in the field and expertise from within the ALICE RAP network, as well as the first results from ALICE RAP work packages.

The following topics are covered by the policy brief:

- (1) Gambling in Europe: Member States' differences and knowledge gaps
 - Gambling market
 - Prevalence of gambling disorders
 - Regulations in MS
- (2) Onset and course of gambling disorders
 - Vulnerability factors: sociocultural, gambling-related and individual
 - The different relevance of these factors in the aetiopathological process
- (3) The public health challenge
 - Aims for a common policy in MS
 - Consumer protection concept for gambling providers
 - Prevention of underage gambling
 - Independent regulatory agencies
 - Responsible business behaviour of gambling providers
 - Access to treatment services
- (4) Correcting the knowledge gap: research needs

1 WA1: Ownership of addiction

1.1 WP2: Stakeholder analysis (Betsy Thom, Vibeke Asmussen Frank, Karen Duke, Esben Houborg¹)

Aims of the WP

To develop a theoretical framework for cross national understanding and analyses of stakeholder involvement in issues of substance use, problem use and addiction; drawing on case studies in alcohol and illicit drugs in five partner countries, to analyse the factors associated with the positioning of different stakeholder groups within the policy arena in different national contexts and at the supranational and international level.

State of work on gambling

A case study is in the process of being developed. The focus is likely to be around the development of treatment for gambling but the precise aims and methods are still under discussion.

Contact partner for gambling

Vibeke Asmussen Frank: va@crf.au.dk

¹ Names in brackets: work package leader

1.2 WP3: Professional images of addiction in society (Pekka Sulkunen, Matilda Hellman & Michael Egerer)

Aims of the WP

To compare the ways in which GPs and social workers from different European cultures and welfare systems view addiction problems. The professionals studied are not specialised in the area of addiction, yet they often function as first gatekeepers and possible intervention contributors in tricky situations related to problematic addictive behaviour. By identifying different viewpoints on the problems we will be able to couple them with different systems for handling and preventing them. These are expected to be culturally bound, but also dependent on the professionals' role in relation to the problems and in society at large. We are striving for at least 6-7 focus groups discussions in each country. We are using film clips of addictive behaviour in order to stimulate the group discussions. This comparative method is called *Reception Analytical Group Interviewing* (RAGI) and its adherent theories and terminology ('images', semiotic modelling) are at least partly applied.

State of work on gambling

WP 3 studies images of substance and non-substance based addictions via two sub-studies:

Sub-study (a) is a qualitative study of the main newspapers in four European countries (Finland, Italy, Netherlands, and Poland) in order to examine the use of addiction terminology and its understanding in mainstream media in the 1990s and 2000s. Data collection and analysis has been completed. To our surprise, gambling and pathological gambling has been an extremely minor topic in the newspapers studied. Conclusions on this, but mainly related to other addictions, will be published shortly as scientific articles.

Sub-study (b) studies the understanding of problem drinking, gambling and eating using the Reception Analytical Group Interview (RAGI) method. General practitioners (GPs) and social workers (SWs) from five European countries (Finland, France, Germany, Italy, and Poland) are interviewed in focus-group sessions. Data collection is still in progress in Poland, but first results have been published for Finland and France. As soon as the data collection of sub-study (b) is complete, analysis and comparison between the datasets from the different countries will follow, to explore how GPs and SWs conceptualise problem gambling, whether they see for themselves a role in its treatment and where they draw the line between recreational and problem gambling.

Contact partner for gambling

[Michael Egerer](#)

1.3 WP3: Public images of addiction in society (*Jan Blomqvist*)

Aims

As one of three parts of WP 3 this piece of work will conduct surveys on representatives of populations to capture the general public's social representations of different addictions. Partner countries include Sweden, Norway, Poland and Germany. The survey has already been conducted in Sweden, Finland and Canada, and Russia. Addictions included are alcohol, cannabis, cocaine, amphetamines, heroin, gambling, tobacco, and medical drugs. Aspects covered are the perceived severity of each addiction as a social problem, perceived risk of "getting hooked", attributions of responsibility for acquiring and solving each problem, and perceived options for lasting change with and without formal help. Answers will be related to socio-economic variables (age, gender, education, family situation, profession), and personal experiences of addictions and solutions and/or such experiences by someone close.

State of work

The general public's perceptions of addiction problems in 5 European countries (Finland, Poland, Norway, Germany, and Sweden) are being studied on the basis of survey data. Gambling is one of the 9 or 10 (depending on country) addictions being studied. Aspects focused on in the surveys are the perceived addictiveness of various substances/activities, the perceived severity to society of the corresponding addictions, attributions of responsibility for initiation and cessation of various addictions, and the rated options for recovery from each of them - with and without professional treatment. Data have already been collected, analyses are pending, and the deadline for delivery of results is in spring next year. A very preliminary look at the data points to interesting differences between countries.

Contact partner for gambling

[Jan Blomqvist](#)

2 WA2: Counting addiction

2.1 WP4: Classifying addiction (*Jürgen Rehm*)

Aims

To examine the various classifications of addictions and extract common elements of addiction classifications, identifying potential differences between addictions by type of substance used or type of addiction (e.g., are addictions in late adolescence/early adulthood different from addictions later in life?), and by culture. The work package also aims to determine the harm consequences of addiction and empirically analyse the question of categorical vs. continuous concepts of addiction, quantifying potential thresholds. Furthermore, the risk of overall mortality of different addictions will be empirically compared using a modified margin of exposure approach. Finally, implications for research and policy will be derived.

State of work

Gambling related classification models, theoretical concepts and thresholds will be analysed in a later phase of the project.

Contact partner for gambling

WP leader – [Jürgen Rehm](#)

2.2 WP5: Counting addiction (*Gerhard Gmel*)

Aims

To provide an epidemiological overview of addictions for 24 countries separately for different sex and age groups. This overview includes the estimation of dependence, but also harmful use/or abuse and its corresponding estimated mortality, years of life lost and burden of disease. It attempts to give recommendation for future surveys and the best instruments to be used in future surveys.

State of work

Gambling related work will cover a methodological analysis of population surveys and recommendations for future surveys and instruments.

Contact partner for gambling

WP leader – [Gerhard Gmel](#)

2.3 WP6: Estimation of social costs attributable to addiction to alcohol, illegal drugs and tobacco as well as gambling and gaming for Poland, Portugal and Catalonia (*Zofia Mielecka-Kubien & Pieter Remmers*)

Aims

The aim of the study is to determine the social costs attributable to addiction to alcohol, illicit drugs and tobacco, as well as gambling and gaming for three EU jurisdictions: Poland, Portugal and Catalonia. Apart from costs in the health care sector, we want to include costs in: the legal sector, social assistance, research, prevention and education, as well as: premature mortality, life potential losses, productivity losses, and others.

State of work

See 2.4

Contact partner for gambling

Pieter Remmers: pieter@assissa.nl

2.4 WP6: Estimation of social costs of addiction to other people for Poland, Portugal and Catalonia (*Zofia Mielecka-Kubien & Pieter Remmers*)

Aims

The aim of the study is to determine the social costs of addiction to those other than the user for three EU jurisdictions: Poland, Portugal and Catalonia. We want to include costs in: health care sector, legal sector, social assistance, research, prevention and education, as well as: premature mortality, life potential losses, productivity losses, and others.

State of work

The basic objectives of the study are to:

1. Determine the social costs attributable to the abuse of gambling/gaming for three EU jurisdictions (Catalonia, Poland and Portugal)
2. Analyze the relationships between the policy and costs in these jurisdictions, especially for costs occurring in the criminal sector
3. Estimate avoidable costs associated with key policy actions
4. Specify costs of gambling addiction to societies.

Within the WP6 – Costing addiction – it was decided to use the International Guidelines for Estimating Costs of Substance Abuse (Single et al.). The first months have been dedicated to fact finding and going through all the information available from ALICE RAP members and contacts with supporting colleagues. Pieter Remmers will be assisted in this project by a colleague from McGill, Montreal, Canada and a student from the Erasmus University, Rotterdam, the Netherlands. Both will work and contribute within the present framework and agreement. Some information has been received from the partners in Catalonia, Poland and Poland.

There are several possible approaches to estimate the economic costs of pathological gambling. In the coming months, it is planned to explore whether other ways exist to count and calculate social costs, also because the method employed by Single et al. has received some criticism. We will have a closer look what is available in regards to reports on social costs in other parts of the world.

Contact partner for gambling

Pieter Remmers: pieter@assissa.nl

3 WA3: Determinants of addiction

3.1 WP 7, 8 & 9: Determinants of potentially risky use, harmful use, chronic relapse and cessation (*Petra Meier, Gerhard Bühringer & Anne Lingford-Hughes*)

Aims

To map the determinants of transitions for different stages of potentially addictive behaviours using evidence from a range of scientific disciplines and to synthesise this evidence in a series of reports. Agreeing language, definitions and models which can be used within and across each of the disciplines and starting to understand the interactions between different determinants and their relative importance will be key challenges.

State of work

Between November 2011 and September 2012, two expert papers on gambling have been produced.

- a systematic review on the determinants of the initiation of problem gambling for WP7
- a review on the determinants of harmful problem gambling for WP8

Both have been used to stimulate discussion within the work group and produce interdisciplinary synthesis reports for each WP.

- For WP7, a meeting with the whole group has been held in Dresden on the 1st to 2nd of October, 2012 and a synthesis report has been handed to the EC by April 2012.
- For WP8, an expert meeting has been held from the 21st to 23rd of April 2013 in Barcelona and the synthesis report has been handed to the EC in May 2013.

A first model of the integration of both transition stages has been presented at the AR plenary meeting in Barcelona on the 22nd of April 2013. The model visualises the complex interplay of sociocultural and intrapersonal determinants and how the weight of their influence changes from one transition stage to another.

Other objectives of our WA that we are currently working on are

- The visualisation of the determinants of each transition stage via logic models
- The calculation of transition probabilities

Calculating transition probabilities requires working with several longitudinal datasets containing comparable basic information about risky and harmful substance use as well as the most important risk factors. Therefore the statistical work differs from the theoretical work: Instead of looking at each transition sequentially we have to look at one substance after the other. At the moment we are focusing on alcohol. We additionally started working on nicotine. For the other substances and gambling, we are currently checking if suitable datasets are available at all.

Contact partner for gambling

[Gerhard Bühringer: buehringer@psychologie.tu-dresden.de](mailto:buehringer@psychologie.tu-dresden.de)

[Dike van de Mheen: vandemheen@ivo.nl](mailto:vandemheen@ivo.nl)

4 WA4: Business of addiction

4.1 WP10: Retail expenditures on addictive goods (*Emma Disley & Beau Kilmer*)

Aims

To provide evidence on the potential market size, valued in Euros, of various substances used by people in EU Member States, and to describe the extent to which these retail sales are attributed to 'frequent' users. A challenge will be to collect data on the number of 'frequent' users not in general population surveys (e.g. individuals who are incarcerated, homeless, in residential treatment).

State of work

To provide quantitative estimates of expenditure relative to income for one Member State, and to illustrate how the model could be used for all Member States with relevant data.

Reviewing available data on gambling prevalence

Three Gambling Prevalence Surveys (GPS) surveys have been conducted in the UK in 1999, 2007 and 2010. These have been downloaded, merged into a single data set and cleaned ready for use in analysis. These surveys ask respondents to report how much they have gambled, but *do not* contain detailed information about the *amount* individuals spend (expenditure) on gambling. Therefore alternative sources of expenditure data were sought.

Reviewing available data on gambling expenditure

A possible source of expenditure data is the Family Expenditure Surveys (FES) which contain information about spending on gambling. However, there are two several limitations to the data in the FES:

- The FES data is household level, whereas the prevalence surveys are of individuals.
- There is a good deal of measurement error in the FES. One source of this measurement error is that respondents do not give accurate accounts of their expenditure on gambling. Another is that gambling expenditure is very uneven throughout the year – a few sporting events each year account for a large amount of the expenditure.

Dealing with measurement error in the gambling expenditure data

The solution to the problem of measurement error in the FES is to find another measure and use it to "explain" the measurement error. The following has been agreed as a method to model gambling expenditure:

1. Regress measures of Prevalence (**P**) in the GPS data against a vector of explanatory variables (**Z**) from that data.
2. Save the estimated coefficients and use them to predict prevalence in the FES using the observed **Z**'s in the FES.
3. Use the estimated prevalence as an "instrumental variable" for gambling expenditure in the FES to correct for the measurement error.

As a result of these steps we can predict the distribution of gambling expenditure in the FES, having corrected for any measurement error.

Progress so far

So far Professor Ian Walker has completed an initial run of the model using data for one year, to ensure that the methodology, set out above, works.

Next steps

Following completing of this exploratory work the next step is to finalise the method and implement it on all three datasets of the GPS and all 12 data sets of the FES. Then he will regress gambling expenditure against income in FES. This allows the model to simulate what happens when, for example, a tax is imposed.

Contact partner for gambling

[Emma Disley](#)

4.2 WP11: Marketing of addictive substances and behaviours: how does marketing foster and sustain addiction? (*Martine Stead, Wim van Dalen & Paolo Deluca*)

Aims

To review evidence from across Europe of the nature, extent and effects of commercial marketing on the consumption of addictive substances and engagement in addictive behaviours, and – more unusually – to develop a model explaining how marketing helps to foster initiation, escalation and maintenance of addiction. Methods include a theory-based literature review and case studies. A key challenge will be to agree an appropriate theoretical model of addiction into which marketing concepts will be integrated, and to find evidence of how marketing contributes to addiction (for which there is little direct evidence) as opposed to evidence of how marketing contributes to consumption (for which there is much more direct evidence).

State of work

The main objective of the WP11 Marketing Review is to develop an explanatory model or framework for how marketing contributes to the addiction process, and to illustrate this model with a combination of review and case study work. Previous studies and reviews have demonstrated that marketing has an effect on consumption, but they have been less concerned with how it exerts this effect, and have tended to focus on initiation rather than the whole process of addiction. Our scoping of the existing literature found that there has been much less attention paid to the marketing of gambling than to alcohol and tobacco marketing. Our team has written two brief evidence reviews, drawing on existing reviews and primary studies on the effects of marketing, on marketing as a determinant of initiation into risky gambling (and use of alcohol and tobacco), and marketing as a determinant of harmful gambling (and use of alcohol and tobacco). These have been incorporated into papers produced for WP7 and WP8. We will continue to update these reviews throughout the project. We are also developing two background papers focusing on key concepts and levers in marketing, and key concepts and models in addiction. Both will be used to inform the final output. We have developed initial visual models of how the marketing of gambling (alcohol and tobacco) might contribute to the processes of addiction: initiation, escalation and habituation, and relapse/failure to quit. An on-going exercise using the literature and data gathered so far is to map the kinds of evidence that help illustrate or confirm the linkages between the marketing intentions/actions and the phase or process of gambling addiction in our visual models. We are currently developing a methodology for a content analysis of online gambling marketing. This is an additional research exercise (outwith the Description of Work) to test the visual models by applying them to an addiction; to generate material for a gambling case study; and to increase our own knowledge of gambling marketing. We have developed a data collection tool to capture information about the marketing content of gambling websites as well as information about games and special features, accessibility and preventative instruments using screen captures and checklists. The tool has been designed for use on bingo websites initially, but is adaptable for use on other types (e.g. poker or sports betting websites), and is intended to be shared with the WP group for a collaborative exercise. We are currently refining the data analysis protocol.

Contact partner for gambling

[Martine Stead](#)

4.3 WP11: Corporate social responsibility of industries producing or selling addictive substances and services (*Ben Baumberg & Valentina Cuzzocrea*)

Aims

What is ‘Corporate Social Responsibility’ (CSR)? Why would companies act responsibly? And can CSR really contribute to the public good? These are the questions that the CSR work in WP11 will answer – and to answer them, we do not just need ‘data’, but to link empirical work together into a coherent theoretical framework. The underlying data primarily come from case studies of CSR across different addictions and countries, including 7 country case studies and 4 EU-level case studies looking at gambling, alcohol, tobacco and food. For each case study, we will look at public documents and statements about CSR, to see what CSR is happening, what is being claimed for it, and whether it seems likely to deliver any results. We then conduct depth interviews with a few key informants (primarily from within the addictive industries), to see why they are doing this CSR (and why they are not doing other activities), in the context of data from WP10 on the link between addictive behaviour and sales receipt. RAND also contribute to this work by seeing if there is anything similar to CSR that we can find among drug dealers. Finally, we bring all this together to see what we can realistically expect CSR to deliver in different settings, and what we can do to maximise the benefits and minimise any problems.

State of work

A series of interviews with managers from gambling companies and industry associations on Cooperate Social Responsibility have been carried out in Italy. Currently these interviews are extended to stakeholders from public institutions and associations which deal with the social consequences of gambling. The results will be compared with similar interviews in the UK. Different conceptualisations of gambling in different disciplines, in literature and also in the public debate are studied, e.g., in seminars at the University of Turin. A series of 50-60 full-length interviews in two Italian regions was prepared in order to clarify characteristics in gambling related activities ranging from gambling for pleasure, to problem gambling and gambling disorders, based on gamblers life history. Finally, the importance of *dissuasion* (deterrence) as complementary to classic prevention is being studied by reviewing existing dissuasive actions, conceptualising dissuasion in general and, in particular, in human-machine interaction, and developing some possible tools. A special focus in all activities will be on online gambling.

Contact partner for gambling

Peppino Ortoleva: ortoleva@mediasfera.it

Claudio Delrio: claudio.delrio@re-lab.it

4.4 WP12: Networks of influence (*David Miller & Claire Harkins*)

Aims

To create a theoretical framework to understand the practice of industrial actors in scientific, policy and public debates by providing analysis of the organisational shape of addictive industries and influence. This will determine the shape and nature of the web of influence across industries, selected European countries and at the EU level. Our contribution involves providing an understanding of addictive industries and the networks that they operate within, an important and often overlooked area.

State of work

Gambling is one of the industries selected for inclusion in the five WP12 deliverables. Our primary interest is in looking at economic operators in two nation states, the UK and Italy, and at the European level. Work on gambling in our area is in the early stages. So far, we have developed a semantic wiki that will become the framework from which we map corporate stakeholders. A research guide for partners has been developed in order for our partners in the Netherlands, Italy and Estonia and the UK to gather the data required for mapping the shape of the industry. At the ALICE RAP plenary meeting in April 2013, our partners were given a detailed introduction to the semantic wiki and briefed on how to use the database. This work will shortly commence in our partner countries facilitating a comparative analysis of the gambling industries across member states and at the EU level. We have identified the primary corporate stakeholders at European and EU levels; these include corporations, trade associations and their members and regulators. This process is currently on-going. An overview of gambling regulation in the UK has been undertaken as part of our contribution to Area 5 – parts of this research will be used to describe current UK regulatory arrangements for gambling.

Contact partner for gambling

[Claire Harkins](#)

5 WA5: Governance of Addiction

5.1 WP13.1: Theoretical overview of governance views (*Peter Anderson, Gerhard Bühringer & Joan Colom*)

Aims

To understand how societies regulate the conduct of humans related to psychotropic substance use and gambling covering (1) terms and theoretical models, (2) relevant areas (e.g., law, trade and health), (3) stakeholders (e.g., authorities, companies, NGO's, media), (4) case studies for illustration and (5) historic developments as well as needs to the future.

State of work

The book concept has been finalised, authors are currently selected, and the book should be available in Winter 2014/2015.

Contact partner for gambling

WP leader – [Joan Colom](#)

5.2 WP14.1: Scales measuring comprehensiveness and strictness of policies (Thomas Karlsson, Mikaela Lindeman & Esa Österberg)

Aims

To perform a comparative analysis on national level policies on addictive substances in Europe by developing and implementing scales that measure the comprehensiveness and integration of public health policies aiming to reduce the harm done by addictive substances and behaviours in Europe.

State of work

Thus far, no instrument measuring the comprehensiveness of gambling policies in Europe exists. This means the work done on gambling within Work package 14.1 is more or less ground-breaking.

When studying gambling policies in Europe, it becomes obvious that there are some similarities between the governance of gambling, tobacco and alcohol. Common pieces of the policy puzzles are for instance state monopolies and state granted licenses, age limits, availability restrictions (such as operating hours and days), advertising restrictions and self-regulation matters, plus pricing and taxation.

What sets gambling apart from tobacco and alcohol, and what needs to be taken into consideration when looking at the output of this work package, is the fact that gambling is not a physical substance that is ingested, but rather a possibly addictive activity. This has a bearing on the way gambling policies are governed compared to other addictions.

At this stage we have a prototype of the gambling scale, consisting of six subcategories similar to those that can be found in the policy scales for tobacco (Joossens & Raw 2011) and alcohol (Karlsson, Lindeman & Österberg 2012). This first draft of the scale includes the following categories:

1. “Starting points”, where we inquire about the legal framework for gambling
2. “Available gambling opportunities”, where we map out different forms of gambling in the country in question, and how the market is operated.
3. “Age limits and personal control”, where we ask about legal minimum age limits for different kinds of activities linked to gambling.
4. “Control of advertising, marketing and sponsorship of gambling”, where we ask about online regulations and land-based restrictions for advertising and marketing
5. “Public Policy”, dealing with for example awareness raising activities, strategies and programs.
6. “Taxation”, where we inquire about excise duties for gambling activities. The points and weights will be allocated and decided upon during 2013 – 14.

References:

- Joossens L, Raw M. The Tobacco Control Scale 2010 in Europe. Brussels: Association of European Cancer Leagues, 2011.
- Karlsson T, Lindeman M & Österberg E (2012) Does alcohol policy make any difference? Scales and consumption. In: Anderson P. et al eds. (2012) *Alcohol Policy in Europe: Evidence from AMPHORA*. The AMPHORA project, available online: http://amphoraproject.net/view.php?id_cont=45

Contact partner for gambling

[Mikaela Lindemann](mailto:mikaela.lindeman@thl.fi): mikaela.lindeman@thl.fi

5.3 WP 14.2 & 14.3: Understanding changes in governance practice: analysing forces and factors influencing and shaping trends in governance of addiction (*Franz Trautmann & Esther Croes*)

Aims

To have a better understanding of the factors and mechanisms influencing addiction governance trends. We will analyse a number of trends in addiction governance in the fields of licit (tobacco) and illicit substances (heroin and cannabis) and non-substance-related addictions (gambling). Our focus is on a cluster of three trends which illustrate the general convergence of addictions governance observed in the EU in the past two decades, i.e. decriminalisation of drug use, wider acceptance of harm reduction and a growing focus on regulation policies. We analyse the driving forces behind this harmonisation of addiction governance and formal drug policy, building on the analysis we have done in the 'Report on Global Illicit Drug Markets 1998-2007' (Reuter and Trautmann 2009), among others. We use in-depth qualitative case studies in five sample EU Member States (see below), to describe and analyse the structures, principles and process of addiction governance, the interactions in the force-field between the different stakeholders, interests and other relevant, interfering factors.

State of work

Regarding gambling, this WP will address definitions/terminology and focuses its research on the implementation of regulation policies. This work is due to start in the future.

Contact partner for gambling

[Franz Trautmann: ftrautmann@trimbos.nl](mailto:ftrautmann@trimbos.nl)

5.4 WP15: Innovations, translation processes and convergence in European addictions regulation policies (*Svanaug Fjær*)

Aims

WP15 aims to reflect on the big discussions and mega-trends in the politics of addiction, as they are found and elaborated in the different studies of ALICE RAP and in the scientific literature. In-depth case studies of innovations will be carried out, with a special focus on the political justification, sources of knowledge and the transnational dimension of spreading ideas and methods. The WP will provide guidance to the future formulation of good governance, service practices and regulation policy.

State of work

It is easy to see that the market for gaming and gambling is developing at a much faster rate than the governance systems are able to respond. In WP15 we place a special focus on the transnational dimensions of dependency problems and the governance responses to gaming and gambling. The governance strategies in this area have to deal with the technological, as well as the cultural, dimensions that separate these addiction problems from more traditional addiction problems. Research, prevention and regulation have to deal with the fact that gaming and gambling take place, to a large extent, in privacy and that the social regulation of this activity is in many cases very weak. This fact makes it even more important to include a bottom-up perspective in our studies of possible strategies for future governance. In order to regulate gaming, civil society needs to be at the centre of our attention together with the steadily growing gaming industry. WP15 includes gaming as a theme in the study of transnational trends and new governance strategies.

Contact partner for gambling

[Svanaug Fjær](#)

6 WA6: Addicting the young

6.1 WP16: Adolescents as customers of addiction (*Harry Sumnall, Amanda Atkinson & Angelina Brotherhood*)

Aims

We pursue several aims in this work package. Firstly, we wish to determine how young people are addressed in national government policy documents on addictive behaviours. This will help us to provide a European overview as well as a cross-country comparison of policy approaches to young people's addictive behaviours. Secondly, we are investigating how these policies are developed and if any of them have been shown to be successful in addressing young people's addictive behaviours. The findings from this work will be summarised in a framework for identifying the impact of young people's policy and made available through an electronic database.

State of work

In 2012, we conducted an online survey with over 60 policy experts from 20 countries to collect data on gambling and substance use policies, with a particular emphasis on young people. Gambling-related information was submitted by 8 countries. These responses indicated that in the gambling field dedicated written policies and action plans appear to play a comparatively minor role, with legislation being the main driver for action. Consequently, young people targeted approaches focus on age restrictions. The survey suggested that there are limited monitoring and evaluation efforts. In comparison with the substance use field, gambling seems less formalised in terms of governance structures (e.g., government departments, policy making procedures) and research (e.g., relative lack of major prevalence studies, difficulties in identifying/recruiting gambling experts for the survey). Moreover, gambling is currently situated in a market/business context (both at EU level and nationally, where gambling is more likely to be regulated by the Ministry of Economics/Finance), whereas alcohol, tobacco and illegal drugs are mostly situated within Public Health and Justice structures. Nevertheless, a public health approach is evident in gambling documents, particularly in recent EU publications.

Over the last months, we have been conducting a systematic 'reviews of reviews' to assess the effectiveness of policies and interventions targeting addictive behaviours. At this stage, key findings concern the extent to which review-level evidence is available. Despite extensive searches, we identified few (<10) literature reviews on gambling which matched our inclusion criteria (as opposed to over >60 reviews on illegal drugs). Although the searches identified a number of literature reviews on gambling, it was uncommon for these to report the methodology for searching and selecting literature and they therefore had to be excluded. Primary studies in identified reviews were also more likely to measure non-behavioural outcomes (e.g., intentions to gamble, knowledge about the dangers of gambling) than actual gambling behaviours. The findings therefore indicate a clear need for high quality systematic reviews in the field of gambling as well as for primary studies measuring behavioural outcomes. The few reviews that were eligible for inclusion focused on treatment in adult populations. Their findings on treatment will be reviewed in our final report, but the state of the existing review-level evidence on gambling will not allow us to make any

recommendations with regard to the adequacy of preventive instruments or ‘what works’ with young people in the gambling area.

Contact partner for gambling

[Harry Sumnall](mailto:h.sumnall@ljmu.ac.uk): h.sumnall@ljmu.ac.uk

[Angelina Brotherhood](mailto:a.brotherhood@ljmu.ac.uk): a.brotherhood@ljmu.ac.uk