

# THE SOCIETY FOR THE STUDY OF GAMBLING NEWSLETTER

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## THE SOCIETY FOR THE STUDY OF GAMBLING

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The Society for the Study of Gambling was formed in 1977 to provide a forum for those concerned with research into gambling, to promote its scientific study especially as far as the psychological, social and economic aspects are concerned, and to inform and educate the public about these matters.

The membership of the Society is drawn from a wide circle of people who have an interest in various aspects of gambling. They range from social workers and psychiatrists who deal with 'compulsive gamblers', to members of the gambling industry. It is a condition of the society that there should be freedom of opinion and practice among its members so that the Society does not take any particular stance in relation to gambling.

The Society holds regular scientific meetings which have, so far, always taken place in London. Further information concerning the Society can be obtained from the Honorary Secretary.

Papers are reproduced in the Newsletter as a record of the Society's proceedings and are not subject to scrutiny by referees. Their appearance here is not intended as an alternative to publication in a learned journal. Any of the standard reference systems is acceptable.

## THE WORK OF RACECOURSE TECHNICAL SERVICES LTD

NJ Pitt

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Racecourse Technical Services is a company which has an extremely low profile and it is likely that many of the members of the public have little or no idea of what the Company does, how it is financed, or even the purpose behind its existence.

Racecourse Technical Services as it is presently constituted is a wholly owned subsidiary of the Horserace Betting Levy Board and provides a range of technical services designed to protect and improve the integrity of horseracing in the UK. The Horserace Betting Levy Board meets in full the cost of all those technical services which are regarded as essential to the integrity of horseracing.

The foundations of the present company were laid after the Second World War. Two officers who were in the RAF Photo Reconnaissance Unit conceived the idea that one of the types of camera in use for photographic reconnaissance could be used to record the finish of races in such a way as to absolutely determine the order in which competitors crossed the finishing line. The two officers took their idea to the Jockey Club, who were sufficiently interested to set up the Race Finish Recording company, and commission the Company's founders to provide a photo-finish service. The Derby was an early candidate for the new photo-finish service and the 1946 Derby was the first to be covered. The Company was also involved in providing photo-finish services for athletics and covered the 1948 London Olympics, a service which was also provided at Helsinki in 1952 and Melbourne in 1956.

During the 1950s the Jockey club requested the Race Finish Recording Company to investigate the possibility of providing a film record of races, for the benefit of the Stewards of the meeting and as a result the film patrol service was added to the Company's tasks. The requirement was for the film to be available for projection to the Stewards very shortly after the conclusion of the race, and it is difficult in these days of 'instant replay' to appreciate how miraculous it appeared then to be able to view a film of the race within 10 minutes of its conclusion.

During this period the Company had been owned and funded by the Jockey Club but with the advent of the Horserace Betting Levy Board in the early 1960s, it was decided that Race Finish Recording Company should be transferred to that organisation.

At this time there were two other companies operating within racing, Racecourse Technical Services Ltd, a private company providing race commentaries, public address systems, closed circuit television, race timing systems and barrier gate services, and Broadcast Amplifiers Ltd which provided public address systems. In 1966 the Horserace Betting Levy Board set up a Racecourse Services Working Party which concluded that all racecourse services should be brought together under a single management to improve efficiency and provide the racing industry with a unified technical service. Racecourse Technical Services and Broadcast Amplifiers Ltd agreed to participate with Race Finish Recording Co and on 1 October 1967 Racecourse Technical Services was merged into Race Finish Recording Co and the name of the Company changed to Racecourse Technical services Ltd.

The combined company moved to Raynes Park where offices and workshops had been built for Race Finish Recording Ltd. The Board of the Company was restructured so that the Jockey Club, National Hunt Committee and the Racecourse Association were represented with the other two non-executive directors being nominated by the Horserace Betting Levy Board, one of these being the Chairman.

In November 1967 the new Company purchased Broadcast Amplifiers and its public address systems on racecourses and thus created the basis of the Company as it exists today. The Board was restructured once again in November 1984 and now consists of the Chairman, Deputy Chairman, Chief Executive and Financial Controller of the Horserace Betting Levy Board together with the Managing Director of the Company.

In 1968 the Horserace Betting Levy Board issued a directive on the provision of technical services to racing which may be regarded as the charter under which Racecourse Technical Services operates. The Company is tasked to provide under terms agreed with the Horserace Betting Levy Board the following services on racecourses licensed by the Jockey Club: photo-finish; camera patrol; public address and commentary; starting stalls; race timing; closed circuit television. It is also required to exploit its knowledge and skills on a commercial basis, always having regard to the priority of its commitment to British Racing.

There are presently 60 racecourses in the UK of three types: 17 flat racecourses, 25 NH racecourses and 18 racecourses on which both flat and NH racing take place. In 1986 the racing programme provides for 992 days racing: 470 flat days, 518 NH days, and 4 mixed days. For all these days racing on all these racecourses the full range of integrity services are provided by Racecourse Technical Services.

The operational provision of these services is the responsibility of the Services Manager and his staff, and he is supported by the Chief Engineer and the Company Secretary for technical and administrative requirements respectively. As Managing Director I have the overall responsibility and in view of the fact that the Company's services are provided for the Jockey Club, paid for by the Horserace Betting Levy Board and take place on racecourses, have a liaison job of considerable dimensions.

Turning to the individual services, I will take them in the logical order of starting the race, recording its progress and then recording its finish.

#### Starting Stalls

The design of stalls used in the UK is based on an Australian Sterelyne design, modified to allow it to be transported between racecourses on a trailer. Starting stalls were originally commissioned by the Jockey Club and handed over for operations by Racecourse Technical Services in 1968. Starting stalls are provided for all flat races, with exceptions for certain long distance races on racecourses where the position of the start does not permit the stalls to be safely drawn off the racecourse. An example is the 2m 5f Start at Goodwood where the horses start opposite the stand and adopt an out-and-back route. The configuration of the course is such that the stalls can only move on the racecourse and could be a danger to the returning horses.

The Starting Stalls staff are probably the most familiar members of the Company's staff to the general public as they appear regularly on television at the start of flat races, wearing their green jackets and crash caps. The Company's stalls handlers are widely regarded, particularly by jockeys with international experience, as the best in the world and we are justifiably proud of that reputation.

During the winter when there is no flat racing the stalls units are returned to the Company's stalls base at Newmarket where they and their trailers are stripped down, refurbished and prepared for the new flat season. For this purpose a certain number of the senior staff are retained on a permanent contract the remainder being employed for the flat season only.

## Camera Patrol

The Jockey Club have been placing increasing reliance on the provision of camera patrols to enable the Stewards of the meeting to carry out their duties of controlling the way in which races are run and for initiating and pursuing enquiries into accidental or deliberate infringements of the Rules of Racing.

From the early days of film patrol, the advent of high quality colour television with instant replay has changed the face of camera patrol, so that now the last of the film panel units is about to be decommissioned following which the service will be totally provided by video. With modern television cameras and high powered lenses it is possible to obtain clear pictures for the Stewards except in conditions of fog or heavy rain. In low light conditions the video camera can, in fact, see rather better than the human eye.

The purpose of camera patrol is to record the running of the race from at least two positions, with particular emphasis on the last three furlongs. Camera positions are arranged so that the Stewards have a head-on view and a side-on view enabling the extent of any apparent interference to be assessed. The other area of importance, particularly for those involved in gambling is the detection of non-triers, and for this a 'scout' camera is deployed in the country, usually about three to four furlongs from the finish. Increasing emphasis is being put on having clear pictures of the race when it is some distance from the stands, so that it is likely that the number of scout cameras deployed will be increased.

Pictures from the head-on and side-on cameras are recorded on high-band analysing recorders in a mobile control vehicle, at the same time being shown live on monitors in the Stewards room and the main Stewards Viewing Box. Recordings can be played back to the Stewards immediately the race is over thus enabling them to announce an enquiry even before the horses have returned to the unsaddling enclosure. It is the rapidity and flexibility of video which has been the major reason for the changeover from film.

The Company will shortly have five video patrol units in commission, each consisting of a mobile control room, mobile head-on tower, scout tower, and crewbus. The mobile control rooms have been designed specifically for the Camera patrol role by the Company's own staff, and they therefore differ in emphasis from the outside broadcast control vehicles used by the broadcasters. They are, however, capable of being used for the production of television from racecourses and the Company expects to be involved in the provision of pictures for any satellite racing service for betting offices.

## Photo-finish

Having started the race and recorded its progress the Company provides the photo-finish service which gives the judge visual evidence of the order of finishing and as was mentioned earlier, was the service on which the company was founded. A photo-finish camera is technically a 'stream' camera, whereby the film is transported smoothly past a slit accurately aligned with the winning line. The film therefore records events happening at a fixed location over a period of time, whereas a still photograph records a single moment of time, and the frames of a cine film record a series of moments of time. A photo-finish photograph can therefore be regarded as a visual record in the fourth dimension.

The photo-finish camera used by the Company was developed jointly with Omega of Switzerland and is regarded as the world standard in this field, being widely used for athletics, including the Olympic Games, as well as for horseracing. The link with Omega came about because the photo-finish camera is an obvious means of timing races as it also records time. Major racecourses have cabling from the start to the photo-finish room so that the operation of the starters switch automatically starts a clock in each camera. The light from a small LED display in the camera is recorded on the photo-finish film and gives an accurate record, when combined with the photograph of the horse passing the winning line, of the time of each horse in the race. The same principle obviously applies in athletics and it is now mandatory that photo-finish evidence is available before an athletics world record can be ratified.

A problem can arise if two horses arrive at the finishing line together so that the one nearer the camera masks the further horse, making it difficult for the judge to decide the result. This problem is overcome by placing a mirror on the winning post and arranging the coverage of one of the two cameras in the photo-finish room to incorporate the full height of the mirror and the 50% of the track nearest it. In this way if a horse is masked in the direct view from the camera it will be reflected in the mirror in reverse, making clear which horse has won.

If the speed of the film through the camera is correctly related to the speed of the horses passing the winning line the result will be a reasonably normal looking photograph of the animal. This is not always the case and there are a number of reasons for this. Because the camera is recording the winning line over a period of time it follows that any object which is stationary in the camera's view will appear on all parts of the film, whereas a moving object will only appear on that part of the film which is opposite the slit when it was passing through the winning line. The ground at the winning line will therefore appear as a continuously smeared background and horses passing through the winning line will be sharp. If, however, a horse places its foot on the ground on the winning line it will be momentarily still and will appear on a significant section of the film. This can give the impression that the horse has broken its leg, but once the principle of the camera is understood the reason for the distortion becomes clear.

In order to obtain a clear identification of the racecourse, the date and the race number, this information is placed on a drum which spins at the foot of the winning post. As a moving object it is rendered repetitively but clearly on the photo-finish film.

#### Public Address

Racecourse Technical Services provides the public address service on all racecourses either through its own employees or through sub-contractors who have long associations with certain racecourses. The Company also provides the racecourse commentator, and the separate public address announcer whose role is to give out official notices, in particular those which have significance for the betting industry such as 'under Starter's orders and off', and 'weighed-in'. The 60 racecourses each have a permanent public address installation, in some cases of considerable complexity, and the Company has a considerable maintenance load to ensure that these systems are operational when required.

The Company's public address teams also transport and maintain the radio equipment required by the officials for the conduct of racing. It is likely that an additional radio network for medical suit veterinary officers will also shortly become the responsibility of the Company's staff.

#### Closed Circuit Television

As a byproduct of the video patrol service the Company provides a closed circuit television service on major racecourses, intended to inform and entertain race goers. The production of this programme is carried out within the mobile control room by specially employed staff and is the only one of the Company's services provided on a racecourse on a raceday for which the racecourse is charged. The Company's technical staff are often involved in the design of the wiring systems for closed circuit television on racecourses and, where necessary, with their maintenance.

#### Technical Support

The Company has a small group of highly motivated technical support staff at its headquarters in Rubrics Park, for the maintenance of its equipment, whether mobile or fixed on racecourses. Where racecourse facilities are being improved, as with the recent grandstands at Goodwood, Haydock Park and Cheltenham, the Company is deeply involved in the design of its facilities and in providing technical advice to ensure that when the work is carried out the requirements of the officials of the Jockey Club are met.

#### Conclusion

It will be seen that the Company has a wide ranging involvement in all aspects of the technical support of racing,

requiring close liaison with the Jockey Club for whom its services are provided, the racecourses (represented by the Racecourse Association) on whose property these are carried out and the Horserace Betting Levy Board who pay for these services. Despite its low profile the Company has a significant role within the racing industry and is justifiably proud of the way in which it carries it out.

## UPDATE

Crafts, N.F.R. (1985)

‘Some evidence of insider knowledge in horse race betting in Britain’

*Economica*. 52. 297-304

In a 1976 paper, Dowie investigated the equity of the market for betting on horse races in Britain. He concluded that the market was not ‘strongly inefficient’ in the sense that there was no evidence of a subset of investors possessing superior information to that generally available to the public; in Dowie's own words, his position is that "the 'outsider' has access to as good information as the 'insider'" and that his results are "a genuine challenge" to the conventional wisdom that betting markets are 'strongly inefficient'.

This paper shows that the market appears to be "weakly efficient" in the sense that we have not identified any strategy based on publicly available information that we have would allow an after-tax profit at the odds available at the end of trading (SP). On the other hand, the market is *not* weakly efficient in the sense that a bettor placing a bet just before the off in a particular odds range can significantly reduce expected losses by avoiding an identifiable category of horses, namely those going out markedly in the betting, and can reduce expected losses still further at a wide range of odds by betting on horses going in markedly in the betting.

## GREYHOUND RACING, BETTING AND THE LAW

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The sport of greyhound racing is presently the second largest spectator sport in terms of attendance. It also has a total on an off-course betting turnover approaching £1 billion per annum.

The sport commenced in Britain in 1926, so it is therefore celebrating its diamond jubilee. The law, as it has been applied to greyhound racing, is intertwined with the whole history of the sport. That history shows, probably more clearly than with any other sport, how the law, both socially and financially, was applied in order to constrain it.

The popularity of greyhound racing in the late 1920s and early 1930s was due in part to the easy access it provided for the first time, to legal *cash* betting by the urban dweller. This was previously confined to horse racecourses. Following the establishment of the Horse Race Totalisator in 1928 many managements installed their own totalisators at greyhound racecourses. There were a number of conflicting legal judgments which led to the establishment of the first of three Royal Commissions into betting and gaming. The first commission in 1933/34 recommended that the totalisator on greyhound racing should not be approved, but this was overturned by the passing of the Betting and Lotteries Act 1934.

That Act introduced a whole new range of controls on greyhound racing, principally by making all managements subject to a seven year track betting licence, restricting racing to 104 days a year and only eight races per meeting (on 4 special days there could be 16 races). The fees for on-course bookmakers' charges were fixed at 5 times the admission charge and the totalisator was legalised but with full accountability. Following this new Act a number of racecourses closed, but by 1938 the sport had re-established itself as the most popular spectator sport after soccer.

During the 1939-45 War the sport could only be held on Saturdays and after 1942 also on Bank Holidays.

With the cessation of hostilities the sport immediately returned to the provisions of the 1934 Act and 1946 saw attendances climb to nearly 40 million with a totalisator turnover of nearly £200 million. These were unusual circumstances and it is not likely that they will ever be repeated again.

1947, the following year, saw the fuel crisis and another attempt by the Government to single out greyhound racing for special attention. The effects of special legislation, which did not apply to any other sport, effectively closed down greyhound racing for 6 weeks and until July 1949 the sport had to race only on specified days with various local authority areas joined together to ensure racing was not held on different days in adjoining regions.

A discriminatory Pool Betting Duty of 10% was introduced on 1 January 1948, with only the greyhound racing totalisator taxed. From this date can be measured the starting point of the decline in attendances in the post-War period. The Government eventually brought in a countervailing licence duty for on-course *bookmakers*, but greyhound racing remained the only betting sport taxed from 1948 until 1966 when the General Betting duty was introduced.

Yet another Royal Commission into Betting and Lotteries was appointed in 1949. In 1951 it recommended even



further restrictions on greyhound racing at the same time as it recommended the introduction of betting shops.

The Betting and Gaming Act of 1960 legalised the recommendation of the Royal Commission relating to betting shops but that Act contained no alleviation of the statutory restrictions on greyhound racing. Nor, indeed, was the Betting Levy Act of 1961, which initiated the off-course levy for horse racing, extended to greyhound racing.

Greyhound racing sought to fight the effect of the special discriminatory tax by various Governments. In 1963 for the first time it secured a chink in the statutory armour by arranging for up to four betting days to be recovered each year if they had been lost because of weather or other circumstances.

The 10% Pool Betting Duty was halved in 1964. But greyhound racing had felt the effect of the special Regulator which applied to all excisable duties during the period 1961-62 thereby increasing the then 10% Duty to 11%. With the introduction of the General Betting Duty in 1966, the Pool Betting Duty was repealed and the new Duty applied for the first time to all betting sports. In conjunction with horse racing, greyhound racing achieved a differential in 1972 between on and off-course betting (current rates are 4% on-course and 8% off-course).

Two Amendment Acts in 1969 and 1971 can be said to have saved greyhound racing. The increase in the permitted percentage for operating expenses from the greyhound totalisator which had been fixed at 6% from 1934 until 1969 was increased to 12-1/2 per cent and is currently 17-1/2 per cent. The 1971 Act increased the number of betting days to 130, coupled with the freedom of tracks to select their own betting days. Without these two amending Measures greyhound racing would have effectively, as a national sport, been finished.

A parallel with the fuel crisis of 1947 occurred with the power crisis of 1973/74, when the Department of Energy reneged on written arrangements whereby greyhound racecourses would have been able to use their own generators and fuelled oil. For a period of 18 days only greyhound racing was stopped, but was able to resume early in January 1974.

The period 1976/78 saw the third Royal Commission into Betting and Gaming. That Commission recommended that there should be no off-course levy for greyhound racing and offered only a small number of amendments to ease the statutory strait-jacket. That report has largely been set aside and few of its recommendations implemented.

The third stage in the gaining of relief from the provisions of the 1934 Act was the passing in 1980 of another Amendment Act which increased the permissible number of races per programme from 8 to 10. The fourth stage in the programme for relief was the 1985 Amendment Act, which effectively de-regulated greyhound racing (and also horse racing) from the statutory limitation on the number of meetings and races. It also gave greyhound racing the right to have 'carry-forward' (jackpot) pools on the greyhound totalisator.

An investigation currently being carried out by the Monopolies and Mergers Commission into the operation of NGRC racing is yet another example of how the Government seeks to interfere with the operation of the sport. Its final report is currently awaited.

The legalisation of cash betting in 1961 created a quasi-monopoly for off-course bookmakers. This monopoly is only shared with the Horse Race Totalisator Board. There is no accountability by bookmakers as there is for the greyhound totalisator. It is strange that the Government has not thought fit to impose a system similar to the successful operation in Australasia of the Totalisator Agency Boards which effectively control all off-course betting. The TAB system means that profit from their operation is distributed in due proportions to the sports on which they operate.

In summary, the application of the law in all its aspects was *almost* successful in killing the popularity of the sport but the British public has shown by its large attendances that it wishes the sport to continue.

The inequitable arrangements with the off-course levy should be amended to ensure that the off-course bookmakers pay to greyhound racing as in horse racing, a levy which could be applied to benefit all interests within the sport.

The way ahead for greyhound racing is firstly, to reinvest in facilities for the public, secondly, to achieve a reduction in the level of the on-course duty and thirdly, and perhaps more importantly, to secure an off-course levy.

## GAMBLING AND CRIME: A PRISON PERSPECTIVE

Paul Bellringer

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A recent simple survey was carried out at HMP Ford by kind permission of the Governor and with the co-operation of the prison GA Group, a security officer, and a probation officer.

A series of questions were put to GA members at a group meeting and similar questions addressed to the prison officer and probation officer. The information contained in the statistical tables was based on the replies to a written questionnaire completed by GA group members.

HMP Ford is a category D open prison situated in West Sussex. It has a population between 500 to 550 men whose ages range between 21 and 79: with peaks in the mid-twenties and the upper forties. The length of sentence being served ranges between a few weeks to life imprisonment but the type of offence is predominantly petty dishonesty of all types, interspersed with some more sophisticated crime involving large sums of money. It was estimated that 75% of the men at HMP Ford were serving second or subsequent sentences of imprisonment.

### The extent of the problem

It was suggested by the GA group members and the probation officer that more than 60% of men at the prison have a gambling problem, and this figure was in line with earlier estimates I had been given. Moreover, the prison security officer and the probation officer considered that 20-30% were serving a sentence as a direct result of gambling - or that it had been a significant factor in their offending.

### Opportunities to gamble in prison

Gambling is an activity that goes on in all prisons but in the more relaxed conditions of an open prison the opportunities are greater. Radio and television is available all day long and large numbers of the men work, or take trips, outside the prison.

Bookmakers (prisoners) operate illegally within the prison and the authorities recognise it would be impractical, if not impossible, to eliminate their activities entirely. However, control is exercised if a bookmaker gets too big or if pressure is being put on debtors. Men will be approached individually and searched, or a raid will take place on a TV room or other venue.

Horses provide the principal opportunity to place bets, but all events that are covered outside will attract the interest of the gambling prisoner, as will internal events such as card schools or snooker matches. The currency was, in the past, always tobacco, but nowadays this is supplemented by cash, Mars bars, and even cannabis. Interestingly, a stake is frequently made with money available to the punter *outside* the prison, and the bookmaker apparently has the means to check the credit worthiness of such customers!

### Pressure to gamble in prison

Gambling is an activity that is generally accepted in prison and therefore elicits no disapproval. As there are limited opportunities for pleasure and excitement within prison gambling can be seen as attractive, particularly when winning extra tobacco or other 'comforts' will make life more tolerable. Much of the accommodation of

HMP Ford is in huts, each of which holds 16 men. In this situation there is a great deal of pressure, particularly on the weaker residents, to conform to the prevailing sub-culture and if that is orientated towards gambling it is difficult to resist. It is worth noting that this internal pressure was perceived by the GA group to be quite different from that experienced outside the prison. When gambling in the larger community the main driving force is that of a personal intention to gamble or an attempt to meet increasing debts. In prison, of course, the accumulation of debts is known by the bookmakers and it is in their own interest to discourage a large scale escalation of them.

#### How is the problem picked up

Men usually arrive at Ford via an allocation prison and information is occasionally passed on from there that a man has a gambling problem; although this is only likely to happen if, of course, the problem has already come to the notice of the prison authorities. If time allows, the record of an arrival will be checked, but even if this scrutiny is carried out there will rarely be any reference to gambling as it is such a hidden addiction.

Awareness of the existence of a GA group and encouragement to face up to the problem comes from a weekly induction meeting with new arrivals when a Probation Officer and the secretary of Ford GA give a 10 minute talk. If the number of new arrivals is small a discussion can ensue, but frequently there are 20 to 30 arrivals in a week and little immediate response comes from a gathering of that size, although some may make an approach afterwards. In addition, each new arrival at the prison is asked to complete an induction form, which includes questions on gambling. GA literature is also made available during the induction process, a general warning issued about getting into debt whilst at Ford, and the suggestion made that gamblers should turn to GA and not to the Bookmakers.

The other important method of picking up the problem is through the grapevine, enabling GA group members to make contact with those prisoners who clearly have a problem or, as was the case with at least one man to whom I spoke, being persuaded to join the group after innocently offering a bet to an existing member!

#### Facilities to deal with file problem

Apart from the existence of a GA group - and less than 25% of penal establishments currently have such a group - there is no help available in Ford except from individual probation officers who will obviously assist any man who comes to them with the problem but who cannot cope with the GA approach. Where gambling is known to be the direct or indirect cause of crime the prisoner is strongly encouraged to join the group. A minority do, and about 80% of those who come do continue to turn upon a regular basis. But the average meeting of around 12 is unfortunately small compared to the 100 or more who are in prison as a direct result of their gambling. (It is interesting to note that two-thirds of the GA group attended GA for the first time whilst in prison.) There is a weekly closed GA meeting and twice a year an open meeting when ex-Ford members, other GA group members, wives and families, magistrates, probation officers from inside and outside the prison, and people from other organisations attend a rousing evening. Unlike outside GA groups there is no complementary GAM-ANON meeting but wives and families of the prisoners are encouraged to join their *local* GAM-ANON group.

This link to the outside community is critical, because after leaving prison the gambler can only move on to a GA group in his local area or go to Gordon House Hostel if he wishes to continue this approach to his problem. Regrettably, few do either and the GA members estimated that only about 2% of their members carry on a regular commitment to GA after leaving prison.

#### Attitude towards the gambler

In response to specific questions GA group members and the Probation Officer were of the view that very few judges, magistrates, lawyers, probation officers or prison officers understand the problem. In contrast, the security officer felt his colleagues *did* understand the problem, some perhaps empathically. He went on to say

that prison officers do not condemn either the gambler or the activity unless, of course, it gets 'out of hand' within the prison setting. Other prisoners were fairly indifferent towards the gambler and even though GA members experienced some 'joshing' it was generally considered to be an 'acceptable reason for being inside!.. Is prison an effective way of dealing with gamblers?

This question is, of course, impossible to answer adequately, as it depends on so many factors. However, some of the findings from this survey suggest that apart from taking someone out of circulation for awhile and perhaps being shown as an example to others, the value of a prison sentence is very limited for most gambling-related offenders and positively detrimental for a few. The opportunities to gamble in prison; the peer group pressure to conform to a gambling norm; the lack of facilities to help the compulsive gambler whilst in prison; the fact that GA groups operate in only a quarter of penal establishments; the lack of attraction of GA to many gamblers; and the number who return for a second or subsequent sentence suggest that sending the gambler to prison may be both ineffective and uneconomical. But so long as there is insufficient awareness of the problem, so long as detection techniques for spotting the gambling offender remain poorly developed, and so long as facilities within the community for tackling the problem remain at an inadequate level, prison will continue to be used as the principal option in sentencing gamblers who steal and cheat in order to feed their habit.

Statistical tables

Twelve people took part in the written questionnaire survey, their ages ranging between 23 and 65, with an average of 43. All came from London or the South East of England. Two members were attending their first meeting, many of them were at their umpteenth!

Table 1: Gambling related to prison

	Yes	No
1 Has this sentence been direct result of your gambling?	11	1
2 Is this first sentence as direct result of gambling?	4	8
3 Have you been to prison for offences not connected to gambling?	1	11
4 Have you received non-custodial sentences for gambling-related offences?	8	4
5 Whilst here does thought of prison help you not to gamble?	2	10
6 Before coming to prison did threat of prison stop you from gambling?	1	11
7 Will threat of prison stop you from gambling in future?	3	9
8 Does GA really help you to stop gambling?	11	1

Table 2: Main gambling activities

Cards	7	(58%)	
Casinos	5	(42%)	
Amusement-with-prizes	2	(17%)	-both in their 20's
Dogs	10	(83%)	
Horses	12	(100%)	
Other sports	3	(25%)	-not specified which sports
Other (Fixed odds football)	1	(8%)	-man in 40's

Table 3: Multiple gambling

6 Activities	1	The 23-year-old
5 Activities	1	The 65-year-old (not AWP's or fixed odds pools)
4 Activities	4	Cards, Horses, and Dogs common to all 4
3 Activities	2	
2 Activities	3	
Single activity	1	Horses of course!

## UPDATE

Peck, C.P. (1986)

'A public mental health issue: Risk-taking behavior and compulsive gambling' *American Psychologist*, 41, 461-65

Peck worked as Chief Psychologist and then Deputy Director for Mental Health Services of the Department of Medicine and Surgery of the Veterans Administration (VA) for 26 years.

A small program (which has remained small) was initiated in the Breckesville, Ohio, VA Hospital for compulsive gamblers in 1972. This small effort to treat pathological gamblers was constantly under review and criticism by most management and professional staff members. Peck goes on to discuss the nature of gambling and risk-taking, the characteristics of pathological gambling, gamblers and typical patterns of development and progress.

Recent clinical studies have come primarily from the Veterans Administration, but this is not a representative population of gamblers by sex and age. However, the findings on psychological testing data from the Treatment Center of the National Foundation for Study and Treatment of Pathological Gambling in Baltimore, Maryland, basically agrees with the published studies using the Minnesota Multiphasic Personality Inventory (MMPI), with the exception that in male compulsive gamblers under age 35, the variance in scores is much more extreme and the profile almost always has more than three elevated clinical scales. Surprisingly, the rest results are almost never unreliable or invalid. On the Milton Clinical Multi-axial Inventory (Miller, 1983), which is compatible for use with the MMPI, early findings again indicate many extreme variations and highly elevated clinical findings for both male and female compulsive gamblers. For male compulsive gamblers, the basic personality pattern is primarily compulsive and antisocial, with the antisocial containing a mix of schizoid and asocial elements. The pathological personality disorder scales primarily portray paranoid and cycloid (borderline) patterns with the clinical symptom syndromes being dysthymic, hypomanic, and/or anxiety. For female compulsive gamblers, the basic personality pattern is elevated on the dependent-submissive and passive-aggressive scales; on the items for basic personality structure, the pattern is primarily paranoid, and on the clinical symptom syndromes, elevations are shown on the anxiety, hypomanic, dysthymic, and somatoform scales. However, it must be stressed and understood that the above findings are tentative. Considerably more studies must be done.

## RECENT DEVELOPMENTS

David Miers, Faculty of Law, University College, Cardiff

### 1 BETTING, GAMING AND LOTTERIES (AMENDMENT) ACT 1985

In recent years greyhound racing has, as the Royal Commission on Gambling (1978; Cmnd.7200) noted, fallen on hard times (para.10.5). This Act seeks to revive spectator and on-course betting interest in two ways. Firstly, it repeals altogether the statutory restrictions on the number of days on which greyhound race meetings may be held. These restrictions, contained in the Betting, Gaming and Lotteries Act 1963 (c.2) were relaxed a little in the Betting, Gaming and Lotteries (Amendment) Acts 1971 (c.26) and 1980 (c.18) but in the opinion of this Act's sponsors, the amendments failed to give race promoters sufficient flexibility to organise meetings. The Act also removes a similar restriction on the number of days on which horse race meetings may be held in a year on any one course. Secondly, the Act permits non-winning totalisator bets to be carried forward to subsequent races. Carry-forward pools ('jackpots') are a valued feature of horse race totalisator betting which the Royal Commission recommended should be available at greyhound race meetings.

This act, which was sponsored by Lord Newall, was supported by the British Greyhound Racing Board, the Jockey Club and the government.

The Act came into force on 9 July 1985. See generally parliamentary Debates, House of Lords, vol.458, cols.925-937 (15 January 1985) and vol.461, cols.57-64 (11 March 1985).

### 2 GAMING (BINGO) ACT 1985

This Act seeks to stem the recent decline in the popularity of bingo. It does so by authorising bingo club licence holders to promote games of bingo in conjunction with one another, and thereby (since there are more participants) to offer much larger cash prizes (but not exceeding £50,000) than would otherwise be the case. 'Multiple bingo' is an extension of 'linked bingo' facilitated by s.20 of the Gaming Act 1968, but because it takes advantage of the instantaneous monitoring of the progress of the game that is afforded by computer technology, can contemplate the involvement of many more than the 2-4 clubs normally participating in linked bingo.

This Act which was sponsored by Mr P Fry, was supported by the National Association of Licensed Bingo and Social Clubs, the British Bingo Association and the government.



The Act has not yet come into force. See generally Parliamentary Debates, House of Lords, vol.465, cols.907-909 (28 June 1985)

### 3 BETTING, GAMING AND LOTTERIES (AMENDMENT) ACT 1984

Regulations were published in December 1985 under this Act which permits bookmakers to provide certain facilities in betting shops that were hitherto unlawful (see *Newsletter, No.6, September 1984, p13*). These regulations came into force on 10 March 1986 (S.I. 1986 No.102) and permit a betting shop:

- (i) to show live or recorded horse and dog racing, and other sporting events on a screen not more than 30 inches wide;
- (ii) to sell snacks and non-alcoholic drinks, either through vending machines or over a counter; and
- (iii) to increase the range of advertisements in its windows (TV or other moving pictures are not allowed).

### 4 THE REPORT OF THE GAMING BOARD FOR GREAT BRITAIN 1984

(1 July 1985; House of Commons Paper No.443) shows that:

- (i) in 1984 (figures are now provided on a calendar year basis) 118 casinos enjoyed a total drop of £1,482 million. The increase in London (20 casinos) over 1983 was 16.7%, totalling £1,130 million. This was 76.2% of the total drop for Great Britain.
- (ii) the amount staked on bingo was (for 1983-84) £496.81 million.

- (iii) the number of gaming machine licences was (for 1983-84):

(a) jackpot machines (clubs only):39,900(1982-3: 40,200)

(b) A.W.P. machines (archades, pubs cafes and fairs:

133,100 (1982-3: 119,400)

### 5 NEWSPAPER GAMES

During the early 1980s, Express Newspapers ran a promotional scheme called 'Millionaire of the Month'. 'Rub-off' cards depicting a 5x5 square of letters were distributed with Express Newspapers' daily and Sunday papers, and through newsagents. If these cards matched the various winning lines or combinations of lines and squares, the card holders were entitled to prizes up to £1 million. No purchase of a newspaper, either to obtain a card or to obtain a copy of the winning combinations was required.

In a copyright action against another newspaper which was reproducing this game for its own promotional purposes, the Chancery Division of the High Course (Whitford J) held:

- (i) that the scheme was not an unlawful lottery under section 2 of the Lotteries and Amusements Act 1976, since applying the test laid down in *Imperial Tobacco v Attorney-General* [1981] A.C. 718 that there must be a 'distribution of prizes by lot or chance' and that the chance must be 'secured by payment or contribution by those who take part', it was clear on the facts that there was no such payment or contribution; and
  
- (ii) That since the scheme did not involve the exercise of 'any degree of skill' on the part of the players, neither was it a prize competition within section 14 of that Act

See *Express Newspapers plc v Liverpool Daily Post and Echo plc* [1985] 3 All England Law Reports 680.

# CHRISTIANS AND GAMBLING

*A Working Party Report*

Published for the Church of England  
National Council for Social Aid

1983



MOWBRAY  
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# *Gambling in* **Australia**

EDITED BY GEOFFREY CALDWELL  
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LOUISE SYLVAN

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W H E N  
L U C K

R U N S O U T

*Help for Compulsive  
Gamblers and Their  
Families*

Robert Custer, M.D. and Harry Milt

Over 80 million Americans engage in recreational gambling. Yet, for an estimated 3 million of us, gambling is not a diversion but a merciless compulsion capable of destroying families and lives.

In this groundbreaking book, internationally recognized authority Dr. Robert Custer and writer Harry Milt offer important help for the compulsive gambler, and his or her family.

With its reassuring tone and informative presentation, **When Luck Runs Out** offers a complete examination of the illness and its treatment. This comprehensive book:

- defines the disorder
- describes its causes
- gives symptoms indicating a possible problem with compulsive gambling (see back cover)
- traces the stages of the disease
- records its effects on the family and explains how to minimize the damage
- explains how to help prevent the disease in those susceptible to the disorder

- examines, in a special chapter, the plight of the female compulsive gambler

- points out the road to recovery for the gambler and his or her family

- relates dozens of case histories of actual compulsive gamblers
- provides a list of support organizations to which compulsive gamblers and their families can turn for help

**When Luck Runs Out** is an important contribution to national awareness of this surprisingly widespread illness, as well as being a godsend for compulsive gamblers, their relatives and friends

**Robert Custer, M.D.**, a psychiatrist, is Chief of Treatment Services of the Mental Health and Behavioral Science Service of the U.S. Veterans Administration. Dr Custer is also medical adviser to the National Council on Compulsive Gambling, Inc., and is executive director of the National Foundation on the Study and Treatment of pathological Gambling. In 1972, he founded the first treatment center for compulsive gamblers, in Brecksville, Ohio

**Harry Milt** is a professional writer specializing in books about mental health, and for 15 years was Director of Public information for the National Association for Mental Health.

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