



# Gambling & Problem Gambling in Oregon

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OREGON COUNCIL on PROBLEM GAMBLING

# WELCOME

The Oregon Council on Problem Gambling is pleased to provide this overview of Oregon-specific gambling and problem gambling information, including resources for those who want more in-depth information about preventing and treating gambling problems. The Council was established in 1996 as a federally approved not-for-profit corporation. The purpose was to provide factual information to citizens, legislators and service providers regarding the potential impact of gambling opportunities along with prevention and treatment availability for Oregonians who may be vulnerable to engaging in problem gambling behaviors.

The Council is an Affiliate of the National Council on Problem Gambling with the same objective of creating and maintaining an open dialogue among all stakeholders in Oregon. To this end, the Council Board consists of senior representatives from the Oregon Health Authority for treatment and prevention; Oregon Lottery; Retailers Association; Tribal Indian Gaming; county government; research, and very importantly, the recovery community.

**Oregon Council on Problem Gambling** is the state affiliate to the National Council on Problem Gambling. The OCPG's purpose is to promote the health of Oregonians by supporting efforts to minimize gambling related harm. Board members include stakeholders from the gaming industry, the treatment and prevention field, the recovery community, and state and county administrators.



The Council realizes there is a divergence of opinion regarding gambling. For example, most recent research suggests that approximately 62% of adult Oregonians think the current availability of gambling opportunities is fine, 27% think there is too much gambling opportunity, and 4% reported there are not enough gambling opportunities. We also realize there is an abundance of information available to the public: some factual, some misleading, and some simply myth.

The purpose of this booklet is to advance the dialogue with each other, based on facts, to mitigate potential harm to individuals, families and our communities from problem gambling, while critically important efforts funded by Lottery, Tribal, and charitable gaming continue to provide much needed financial support.

Without the strong partnerships it would not have been possible to prepare and publish this booklet.

Thomas L. Moore, PhD  
Executive Director  
Oregon Council on Problem Gambling

# Gambling & Problem Gambling In Oregon

## TABLE OF CONTENTS

### What Is The Gambling Landscape In Oregon?

- Gambling In Oregon: A Brief History .....3
- A Snapshot In Time: Gambling in 2016 .....4
- Legalized Gambling .....6

### What Is Problem Gambling? How Big Is The Problem?

- Problem Gambling Prevalence Over Time .....8
- Problem Gambling Prevalence Over Time: Gambling & Problem Gambling Prevalence .....9
- Oregon Youth Gambling .....10–11
- Signs Of A Gambling Problem.....12
- Problem Gambling And Behavioral Health .....13

### What Is Oregon Doing To Reduce Gambling Related Harm?

- Oregon’s Investment .....16
- A Shared Responsibility .....18
- Oregon’s Problem Gambling Service System .....19
- Problem Gambling Service System Continuum of Care .....20
- Prevention And Education .....21
- Client Finding Outreach .....22
- Accessing Problem Gambling Treatment Services .....23
- Treatment Services .....24–26

### Are Our Efforts Working?

- The System Works.....28
- Marketing Campaign Effectiveness: Problem & Responsible Gambling.....29

### What Does the Future Look Like?

- Looking Forward .....31

- Resources .....32

- Citation Page .....33

## Key Terms

### Gambling

Gambling is the wagering of money or something of material value on an event with an uncertain outcome with the hope of winning something of even greater value.

### Problem Gambling

Problem gambling is an impulse to gamble despite harmful negative consequences or a desire to stop.

### Disordered Gambling

Disordered gambling is persistent and recurrent problematic gambling behavior leading to impairment or distress. It can be classified as mild, moderate, or severe and can be episodic. It is also called gambling addiction or compulsive gambling.

The American Psychiatric Association in its Diagnostic and Statistical Manual of Mental Disorders defines disordered gambling as an addictive disorder.

### Responsible Gambling

Responsible gambling is the provision of gambling services in a way that seeks to minimize the harm to customers and the community associated with gambling.

# What Is The Gambling Landscape In Oregon?

*As gambling becomes more accessible and available, it is important to provide an accurate picture of gambling and problem gambling in Oregon, to tell the story of what Oregon is doing to reduce gambling related harm, and to promote a continued focus and investment in problem gambling prevention, treatment and recovery systems, and responsible gambling programs and policy.*

**Thomas Moore**  
Executive Director  
Oregon Council on Problem Gambling

Oregon, like most states, has dealt with illegal and gray gambling since statehood was achieved. In 1933 the State passed legislation that allowed for pari-mutuel wagering on horses and dogs and in 1987 off-track betting was legalized. Social card gaming was legalized by the Oregon Legislative Assembly in 1973 allowing counties and cities to authorize social gaming in private and public settings. In 1976 charitable gaming was legalized allowing for charitable, fraternal, and religious organizations to conduct bingo, lotto, and raffle games as a means of raising funds for charitable causes. In 1993, the first, of nine, tribal casinos opened.

In 1984, the Oregon State Lottery was created by a vote of the people through the initiative process and passed by a margin of two to one although using funds generated by gambling to support schools, parks, veterans, and economic development remains controversial. The Lottery's statutory mandate is to "produce the maximum amount of net revenues to benefit the public purpose ...commensurate with the public good" with a minimum of 84% of the Lottery's annual net revenue returned to the public in the form of prizes and benefits to the public purpose.

The following timeline depicts the expansion of gambling opportunities and importantly the strong support for funding education, awareness, and treatment support for Oregonians. To that end, Oregon has provided laudatory leadership in the development and implementation of free treatment for Oregonians and their families; extensive outreach to the schools, and the community; and the Lottery's national leadership in implementing its Responsible Gambling Code of Practice in 2014. Oregon ranks 27th by population and 28th by dollars spent gambling with approximately \$1.7 billion gambled. It ranks 2nd in the nation for the per capita expenditure (\$1.44) for problem gambling services investing \$5.8 million in 2016.

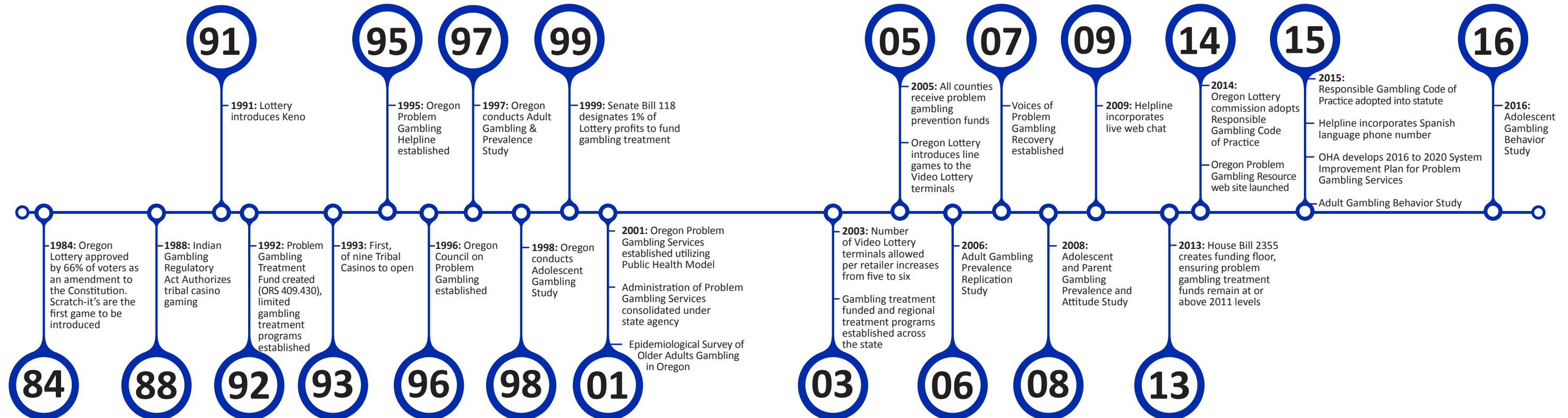


## Milestones

## GAMBLING IN OREGON

### A Brief History

While legalized gambling has expanded over the past 20 years in Oregon, so too have the efforts to mitigate gambling related harm with publically funded treatment and prevention efforts, along with responsible gambling messaging, programs and policy.

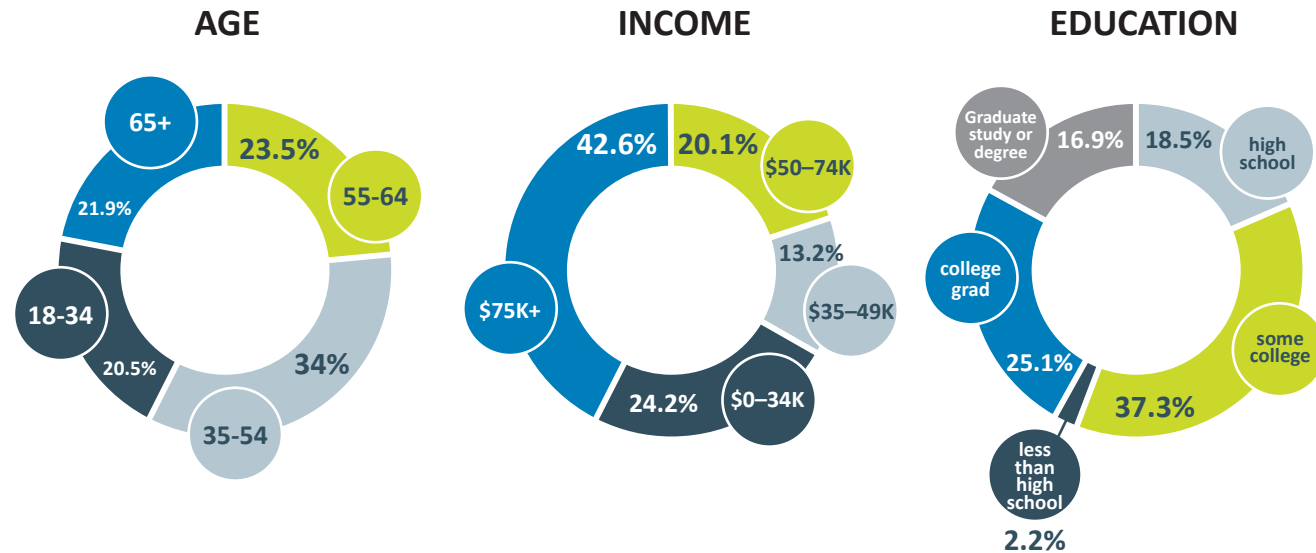


## A SNAPSHOT IN TIME

### Gambling In 2016

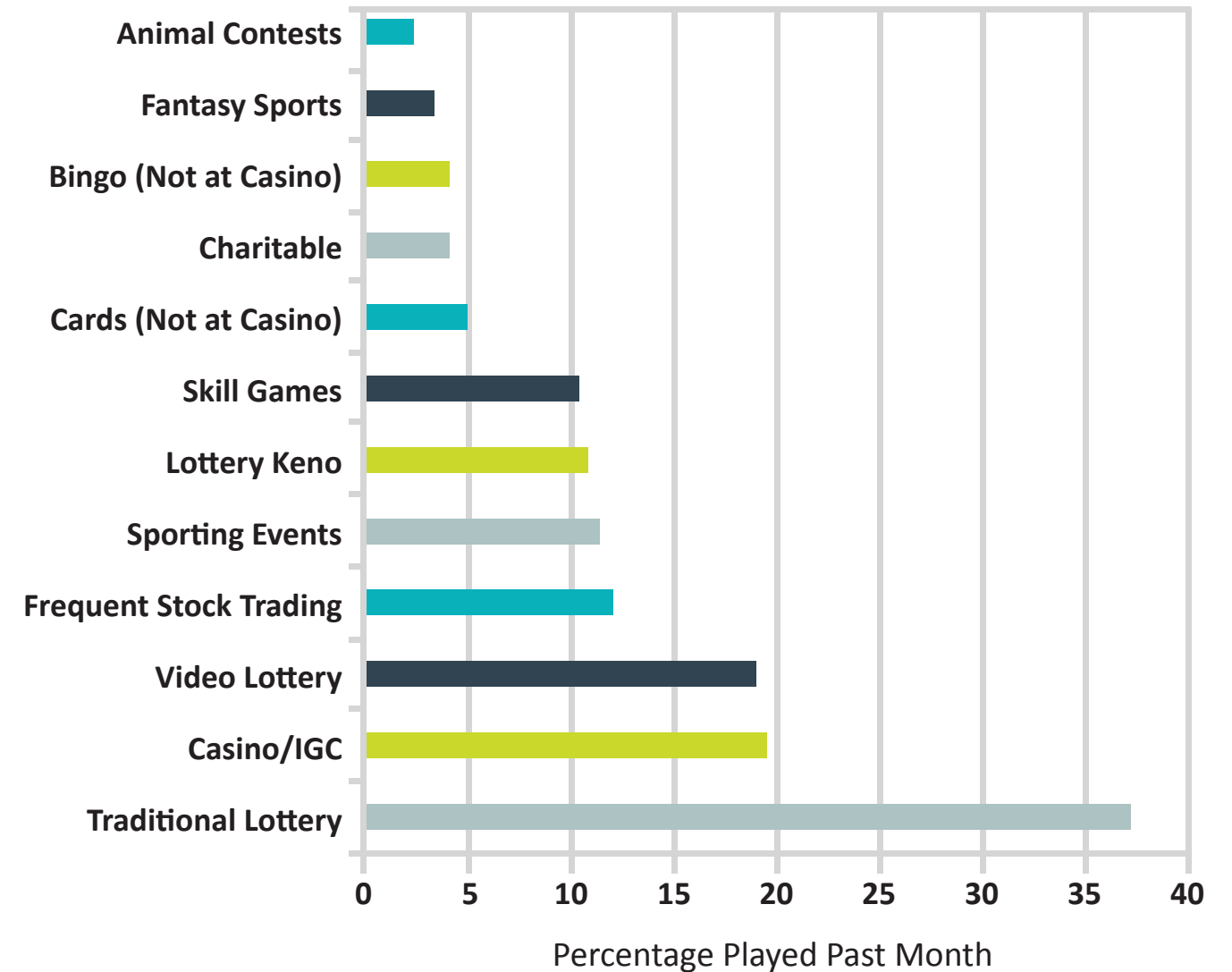
#### Who's Gambling?

Gamblers in Oregon mirror the demographics of the state as a whole, with adults of all ages, races, educational backgrounds, and income levels participating in some form of legal gambling. Specific demographics vary depending on the gambling activity. Gambling operators in Oregon and nationwide are challenged with becoming relevant to Millennials and this is reflected in the demographics.



The information on this page came from the Oregon Adult Gambling Behavior 2016 report.

### ADULT OREGONIANS GAMBLING PARTICIPATION BY TYPE



## LEGALIZED GAMBLING

The Oregon Lottery and tribal casinos offer the majority of legal gambling in Oregon.

**The Oregon Lottery** offers traditional lottery games such as Scratch-it's, Multi-state draw games like Powerball and Mega Millions, Oregon draw games like Megabucks, and Keno.

The Oregon Lottery also offers a video lottery program where line games, poker and keno are offered on video lottery terminals that are placed in approximately 2400 bars, taverns and restaurants across the state.

There are currently nine Indian Gaming Casinos in the state. These facilities offer gaming machines (slots), blackjack, craps, roulette, poker, keno, and bingo. The Burns Paiute Tribe is the only tribe in Oregon currently not operating a casino.

Additionally, horse and dog track racing are permitted in Oregon. Portland Meadows is the only year round horse race track in the state, along with limited seasonal horse racing through county fairs and such. Off track betting for these types of gambling are also allowed with 11 off track sites across the state.

*The information on this page came from the Oregon Adult Gambling Behavior 2016 report.*

### WHERE GAMBLING DOLLARS ARE SPENT

Oregonians spend most of their gambling dollars within the state, and over 50% of their spending is with the Oregon Lottery. In fact over half of adult Oregonians have gambled within the past twelve months.

## What Is Problem Gambling? How Big Is The Problem?

*Problem Gambling is an impulse to gamble despite harmful negative consequences or a desire to stop.*

# PROBLEM GAMBLING PREVALENCE OVER TIME



The Oregon Council on Problem Gambling conducted adult prevalence studies in 1997, 2001, 2006 and 2015. Prevalence rates have remained largely consistent over time, despite the significant expansion of gambling opportunities nationally and in Oregon. This suggests that harm minimization and prevention efforts are having an impact.

For each person with a serious problem, many others are affected (e.g., spouse, children). Taken as a group, Oregon's disordered gamblers produce millions in social costs, impacting the criminal justice system, the corrections system, human service system and Oregon's overall economic health.

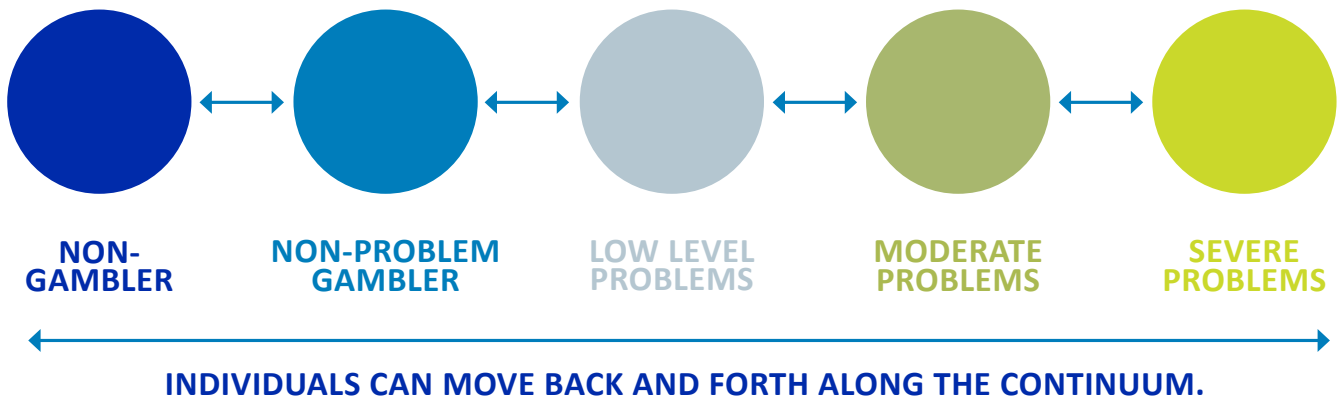
The information on this page came from the Oregon Adult Gambling Behavior 2016 report.

# PROBLEM GAMBLING PREVALENCE OVER TIME

## GAMBLING & PROBLEM GAMBLING PREVALENCE

Based on the 2015 Oregon Adult Gambling Behaviors Survey, 43.4% of adult Oregonians don't gamble, 48.6% gamble but do not experience gambling related problems, and 8% experience problems along the continuum ranging from low to severe. Those who do gamble can move in and out of problematic gambling periods throughout their gambling life.

*In Oregon, it is estimated that 2.6% of the adult population experiences moderate or serious problems with gambling.*





# OREGON YOUTH GAMBLING

According to results from the 2016 Oregon Adolescent Prevalence study, 55 percent of Oregon Adolescents have gambled; their preferred games include charitable, sports teams, skill games and cards. Over half (54 percent) of youth surveyed believe that gambling can become a problem for young people, and 94 percent believe that gambling problems can be prevented through education and awareness.

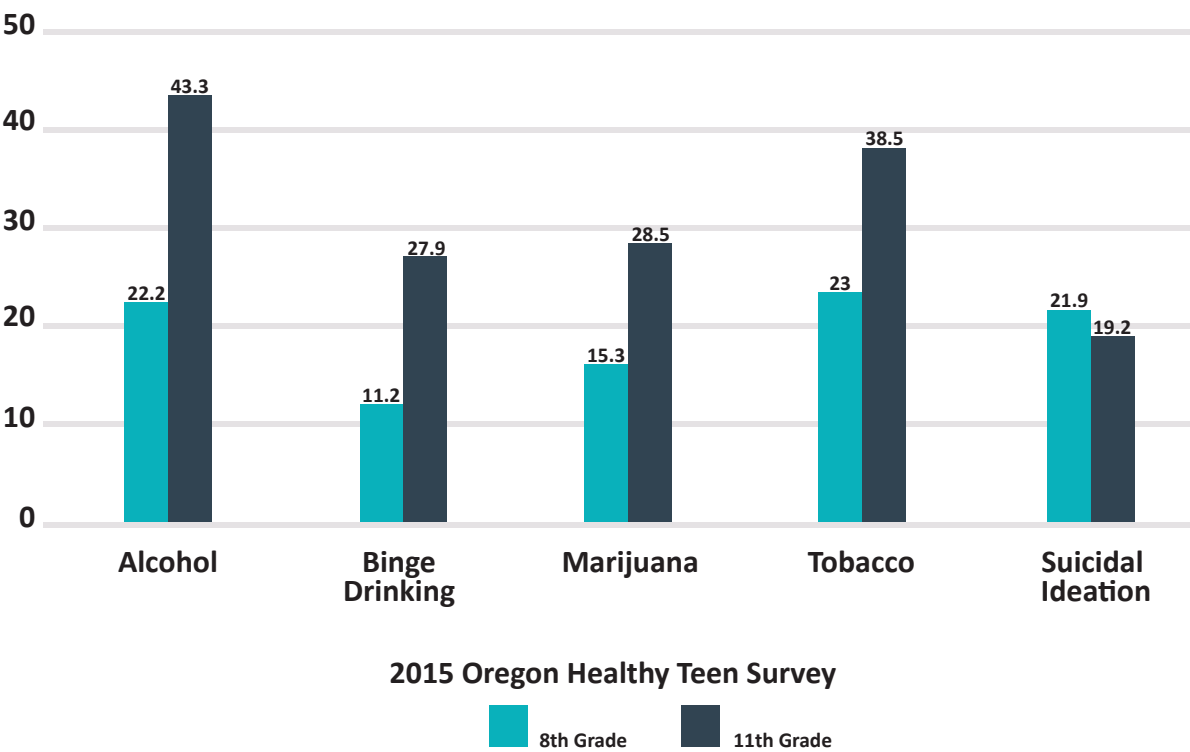
Youth engaging in other risky behaviors are more apt to also gamble.



The information on this page came from:  
1. Oregon Adolescent Gambling Attitudes, Gambling Activities and Disordered Prevalence Rates Report.  
2. Oregon Healthy Teen Survey.

# OREGON YOUTH GAMBLING

Youth who report gambling also report engaging in these risk behaviors



# SIGNS OF A GAMBLING PROBLEM

Problem gambling is a behavior that causes disruptions in any major area of life: psychological, physical, social or vocational. Problem gambling shares many similarities with other addictive disorders. It is often referred to as the “hidden addiction” because, unlike substance or chemical addiction disorders, there are rarely outwards signs or physical symptoms. However, there are a few warning signs to help identify that a problem is developing. Being proactive can make all the difference.

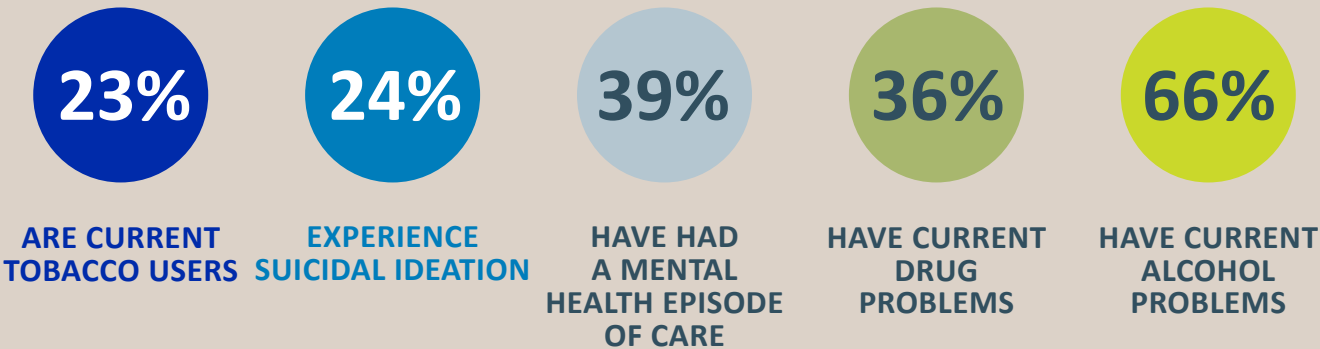


# PROBLEM GAMBLING AND BEHAVIORAL HEALTH

When people gamble as a way of dealing with difficulties in their lives, their risk for developing a gambling problem increases. There are strong links between problem gambling and depression, anxiety, suicidal thoughts, heavy alcohol and drug use, poor physical and emotional health, and violence. Oftentimes one or more of these issues accompanies a gambling disorder.

## PROBLEM GAMBLERS IN OREGON TREATMENT 2016

Problem gambling and other mental health & addictions issues are highly correlated.



Source: Oregon Gambling Treatment Programs Evaluation Update, 2016

The information on this page came from the Oregon Gambling Treatment Programs Evaluation Update 2016

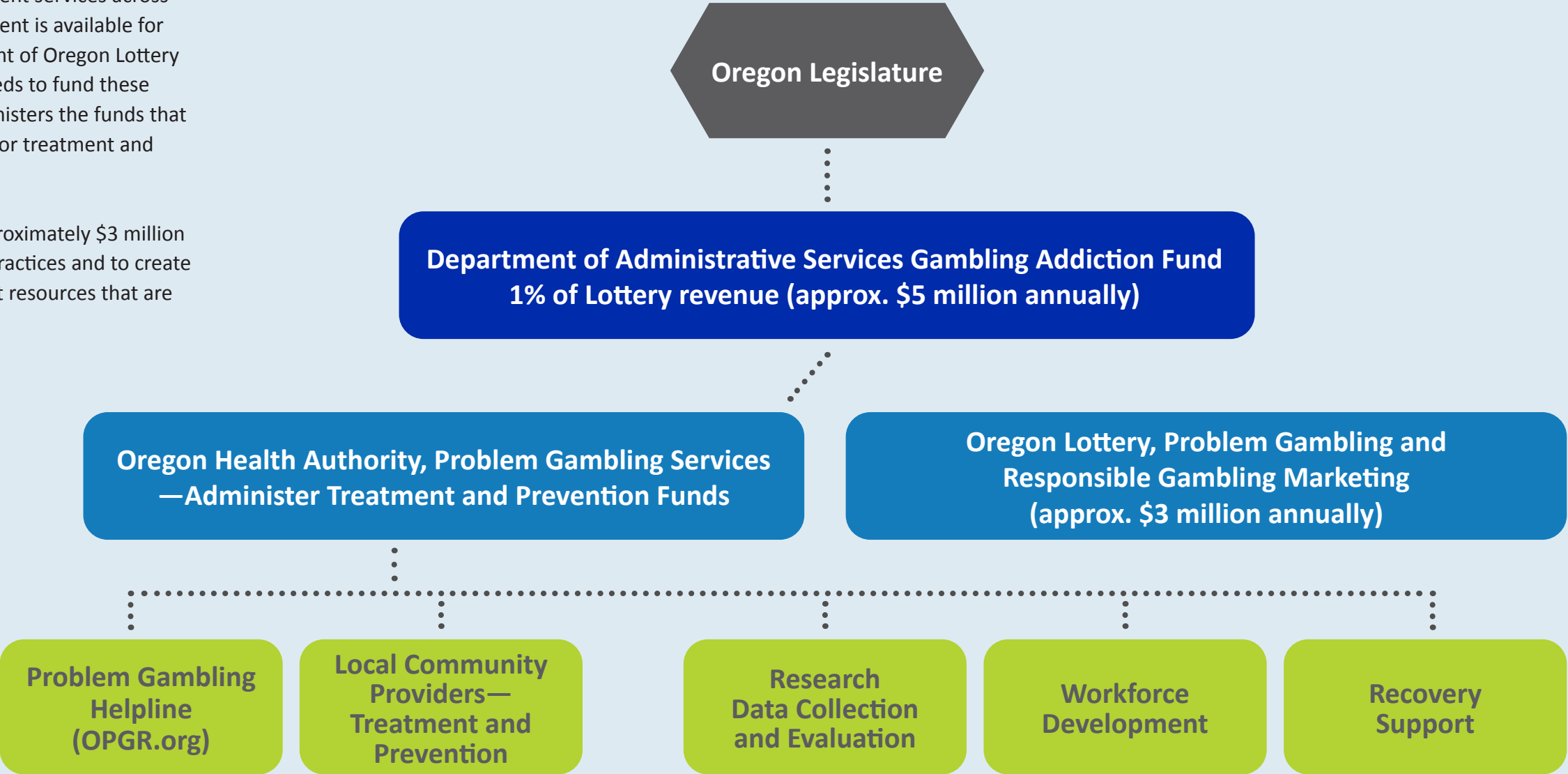
## What Is Oregon Doing To Reduce Gambling Related Harm?

*Oregon has a long history of addressing the risks associated with gambling through research, prevention and education, responsible gambling guidelines, treatment, strong partnerships, and collaborations. Oregon uses the public health approach that combines prevention, harm reduction and multiple levels of treatment focusing on quality of life issues for gamblers, their families and communities.*

# OREGON'S INVESTMENT

Oregon provides free prevention and treatment services across the continuum of problem gambling. Treatment is available for both gamblers and their families. One percent of Oregon Lottery revenues are transferred from lottery proceeds to fund these services. The Oregon Health Authority administers the funds that provides approximately \$5 million annually for treatment and prevention programs and services.

Additionally, the Oregon Lottery spends approximately \$3 million annually to promote responsible gambling practices and to create awareness of the free confidential treatment resources that are available for all Oregonians.



## A SHARED RESPONSIBILITY

Addressing problem gambling is the shared responsibility of individuals, community groups, businesses and government agencies. To most effectively harness this type of collaboration, organizations in Oregon have formed formal partnerships to promote a shared agenda. This shared agenda is to create an informed public, promote responsible gambling, ensure funding of a comprehensive prevention and treatment system, and create awareness of resources available for people with gambling issues. This is accomplished through Oregon Problem Gambling Resource (OPGR).



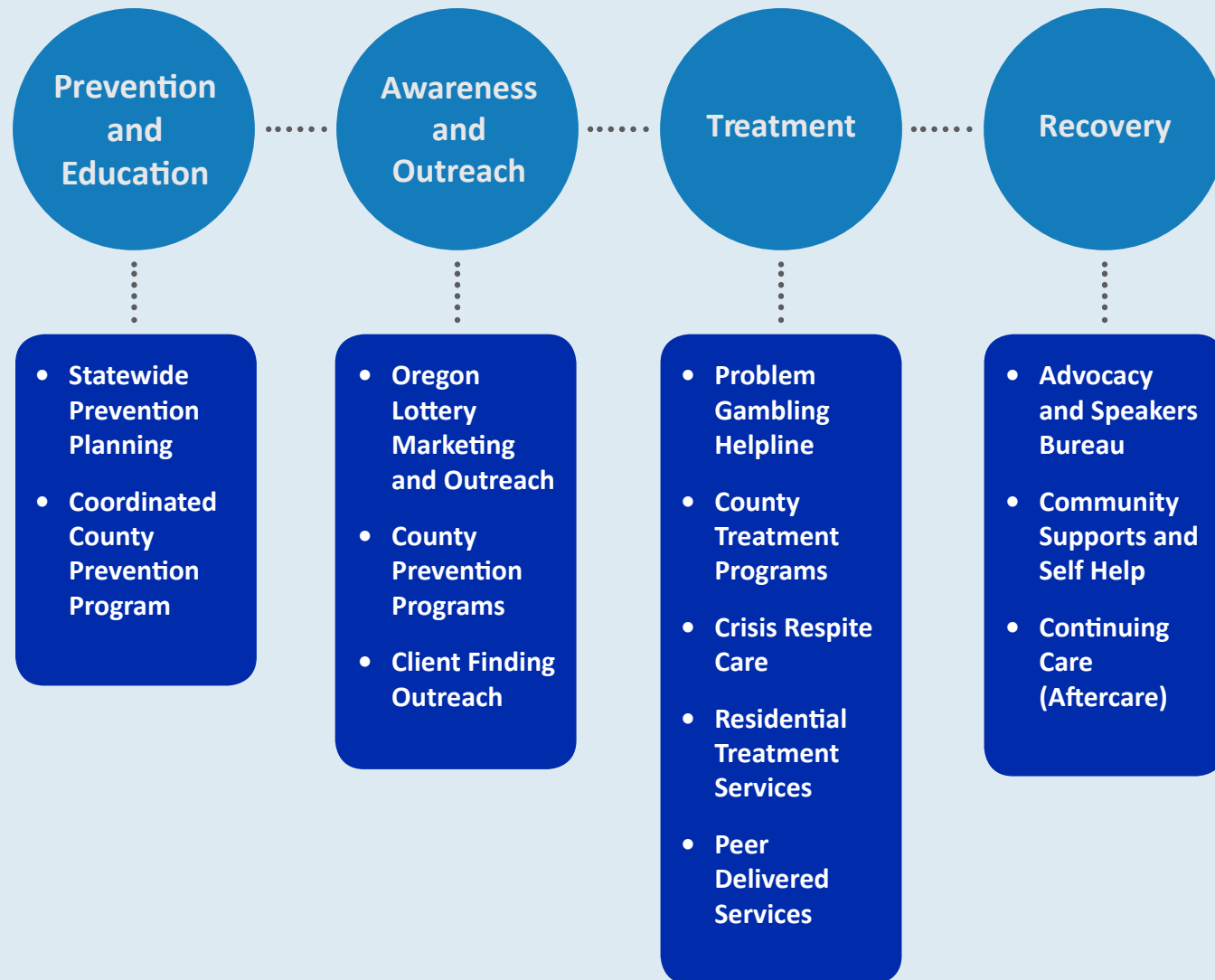
## OREGON'S PROBLEM GAMBLING SERVICE SYSTEM

Oregon is recognized nationally as a leader in the field of problem gambling services, providing prevention, outreach, treatment and recovery services. Oregon Health Authority, in collaboration with their partners, administers a problem gambling treatment and prevention system that covers the continuum of care and includes:

- Prevention and outreach efforts, stand alone and embedded in alcohol, tobacco and other drug (ATOD) prevention systems, to increase awareness that problem gambling is a serious public health concern
- A minimal intervention program involving phone counseling with a workbook
- Crisis respite care
- Outpatient – individual, group and family therapy, including tele-counseling and culturally specific programs
- Gambling treatment and reentry interventions for incarcerated problem gamblers including treatment and classes for those close to being released
- Residential treatment services
- Problem gambling recovery peer mentor programs



## Problem Gambling Service System Continuum of Care



## PREVENTION AND EDUCATION

Oregon is a national leader in efforts in preventing gambling-related problems, promoting informed and balanced attitudes, and protecting vulnerable groups. These goals are accomplished by promoting healthy public policy, developing collaborative relationships among various stakeholder groups and providing local governments with funds to develop strategies similar to those used in evidence-based alcohol, tobacco, drug, and other prevention efforts.

In 2015, the Oregon Health Authority invested over 1.3 million dollars for problem gambling prevention and outreach services. In addition, the Oregon Lottery devoted 3 million dollars statewide to responsible gaming and problem gambling awareness campaigns.

Problem gambling prevention is offered in every county in Oregon. Problem gambling prevention and outreach programs are directed at avoiding or reducing the emotional, physical, social, legal, and financial consequences of problem gambling for the gambler, the gambler's family, and the community. Oregon's prevention efforts are guided by the Center for Substance Abuse Prevention's (CSAP) six core prevention strategies.

*According to the Adult Prevalence study conducted in 2015, 73% of adults surveyed believe gambling problems can be prevented through prevention and education.*

*The information on this page came from the Oregon Adult Gambling Behavior 2016 report.*

## CLIENT FINDING OUTREACH

Gambling clients are not typically mandated and tend not to just walk into our agencies for services, unless they are at a critical breaking point such as suicidal. Because of this, our programs need to seek out potential gamblers in need of treatment. This is done through client-finding outreach. Client-finding outreach entails making connections with other allied health and behavioral health professionals to assist them in identifying potential gambling problems within their customers and creating a referral pathway to a gambling treatment agency.

## ACCESSING PROBLEM GAMBLING TREATMENT SERVICES

When a person calls the Oregon Problem Gambling Helpline, the caller is informed that problem gambling treatment services in Oregon are at no cost to them or their families, and services are confidential. Counselors conduct brief assessments and then make referrals based on screening information, clinical judgment, and available resources. Referrals may be to a local gambling treatment agency, a home based invention program or a self-help program.

With permission of the caller, helpline professionals also provide follow-up calls to check that the caller was able to access the referred resource and troubleshoot any problems that may have come up.

The 24-hour helpline is staffed by professional certified problem gambling specialists, and includes phone, email and live chatting. The helpline provides referral pathways to publically funded programs.

Although the helpline is the top source for accessing treatment, potential clients can connect directly with a local treatment agency for services.



**Oregon Problem Gambling Helpline:**  
**1-877-MY-LIMIT or OPGR.ORG**

*The Oregon Problem Gambling Helpline receives approximately  
1,000 calls for help each year.*

# TREATMENT SERVICES

Oregon has one of the largest gambling treatment systems in the nation, offering gambling outpatient treatment services in every county in the state. These services are offered at NO COST to the gambler and their family member or significant persons impacted by the gambling.

*In 2016, 134 family/significant others sought support services through our programs.*

Additionally, there is one gambling residential treatment facility located in Marion County, a respite crisis center in Josephine County and a state-wide home based minimal intervention program consisting of a change workbook that is designed to be completed at home with telephone support from a professional change coach.

Oregon’s gambling treatment system works diligently to ensure culturally relevant treatment services for Latinos, African Americans, Native Americans, and Asian Americans are provided.

Use of peer mentors within gambling treatment programs is currently in its infancy, however we continue to explore implementation of this service statewide and anticipate this service will expand in the coming years.

*The information on this page came from the Oregon Gambling Treatment Programs Evaluation Update 2016*

# TREATMENT SERVICES

Oregon’s treatment system design follows a level of care approach so that the most effective yet least restrictive treatment is delivered to consumers first; only “stepping up” to intensive/specialist services as clinically necessary.

## Access to Treatment



## TREATMENT SERVICES

### What does a typical gambling client look like?

- The number of men and women is almost equal, with slightly more men over the past years
- Approximately 80% of clients served were white
- The average age of client entering treatment was 47
- The average age of first gambling experience is 24 years old, with males reporting significantly younger first experiences
- The average of onset of gambling problems is 37 years old
- The average gambling debt is \$23,375
- The primary gambling activity for those in treatment is machine based (VLT/slots) games
- Approximately 70% of clients cite Oregon video lottery retailers as their primary location to gamble
- The average days enrolled in traditional outpatient services is 154 days
- The average cost of care for clients in traditional outpatient services is \$1,412; \$2,813 for those successfully completing their course of treatment

*Each year, approximately 1,100 gamblers enroll in publicly funded problem gambling treatment programs.*

*The information on this page came from:*

1. Oregon Gambling Treatment Programs Evaluation Update 2016
2. Oregon Adult Gambling Behavior 2016 Report

## Are Our Efforts Working?



***Treatment works.*** The majority of people with problem gambling who participated in treatment quit or greatly reduced their gambling.



# THE SYSTEM WORKS

- Oregon studies show that the prevalence of youth problem gambling has decreased over the past 10 years
- Research suggests that awareness and prevention efforts are contributing factors to this decline
- The drop in adolescent prevalence of at risk and problem gamblers may be attributed to community prevention and awareness efforts
- Despite the increased access and availability of gambling, the prevalence of adult problem gambling has remained the same. The efforts to educate adult Oregonians about responsible gaming and problem gambling also appear to be working
- The successful completion rate for outpatient treatment clients is 35 percent
- Of those that completed treatment successfully, after 12 months 60 percent remained abstinent and 32 percent were gambling much less
- 95 percent of past clients, whether successful completers or not, gave a very strong endorsement to recommending the program to others

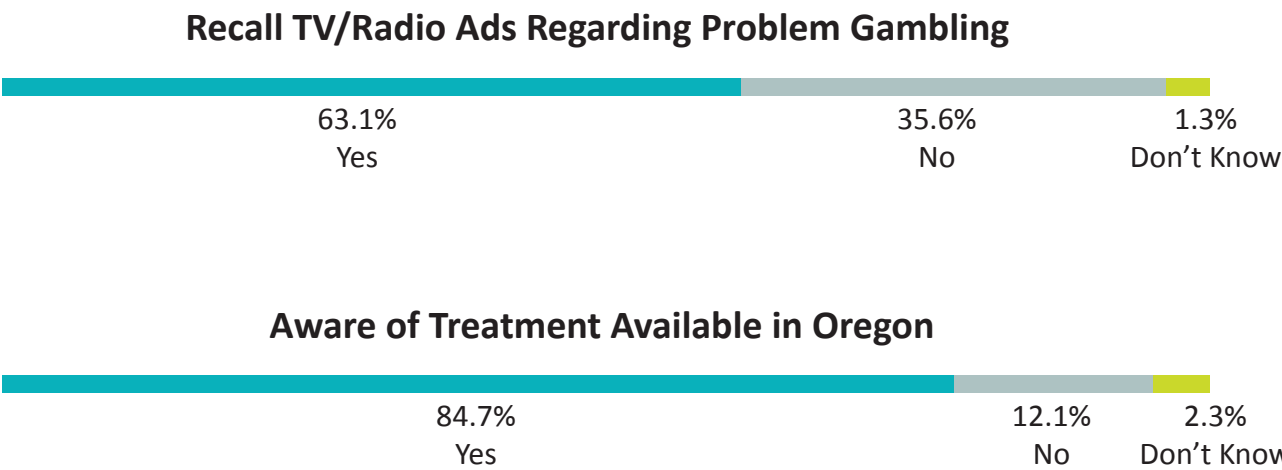
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# MARKETING CAMPAIGN EFFECTIVENESS

## Problem & Responsible Gambling

The Oregon Lottery and community partner invest in raising the public’s awareness of free, confidential, and effective treatment. These efforts include advertising on television, radio, billboards, and print ads. The Oregon Lottery implements an innovative web-based trigger marketing campaign designed to reach viewers when they are most likely to be receptive to messages about help for problem gambling.

The effectiveness of these efforts is measured, in part, by the number of OPGR.org clicks to the web site as well as the number of calls the helpline receives. Results from the 2015 Adult Gambling Behavior Study also suggest these efforts are working as evidenced by nearly 85% of the population being aware of gambling treatment availability and 63% recalling an ad regarding problem gambling.





# What Does the Future Look Like?

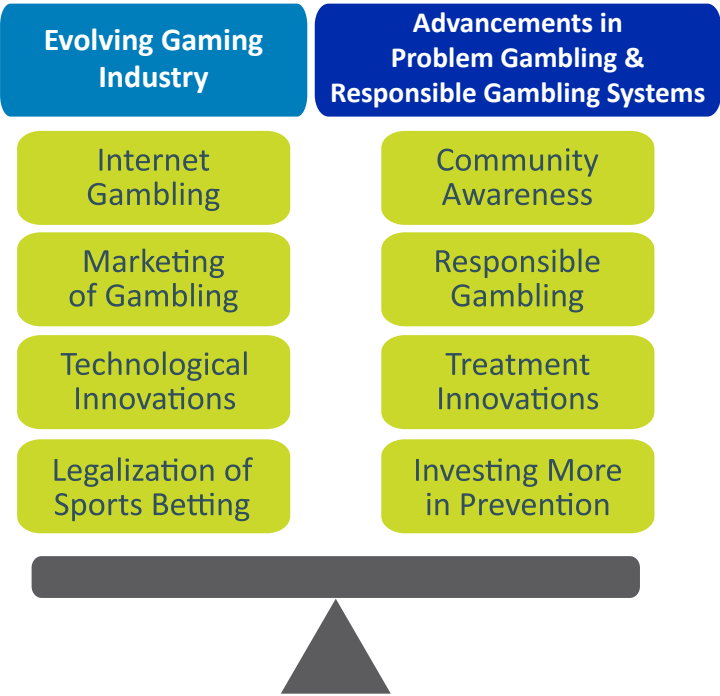
*Investing in Oregon's future must include investing in programs and policies to reduce gambling related harm. Now more than ever it is critical that Oregon builds from its achievements and continues to be a leader in addressing problem gambling.*

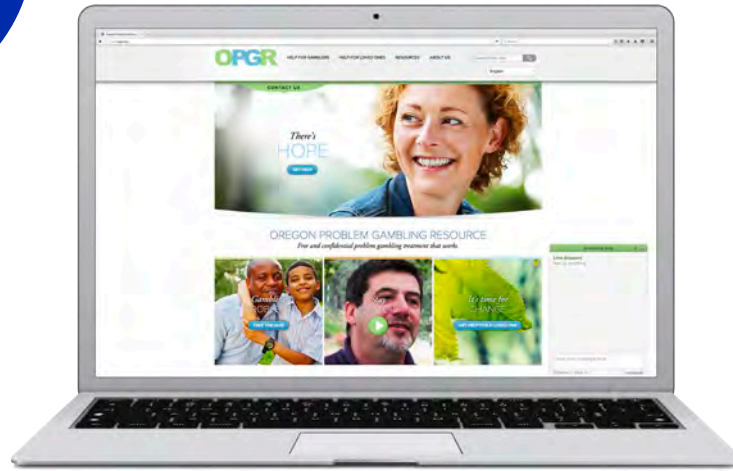
## LOOKING FORWARD

Oregon's gambling landscape has changed over the years and will continue to do so. Nationwide, there has been a surge of interest in fantasy sports, and legalized sports gambling. A related trend is the growth of online gambling. It is unclear what impact the evolving gambling industry will have on Oregon, especially among Oregon's youth.

Fortunately, we have also seen a number of positive trends in reducing gambling related harm. This includes public awareness of problem gambling as an activity that carries risk and increase awareness of treatment services. The gambling industry and gambling regulators have increased public protections, as exemplified by the Oregon Lottery's efforts. These efforts include informing players of risk related to gambling, educating their players of problem gambling resources and adopting stronger responsible gambling practices. Additionally, statewide and local problem gambling prevention and treatment programs are reaching into new populations and serving more Oregonians, while implementing innovative programming.

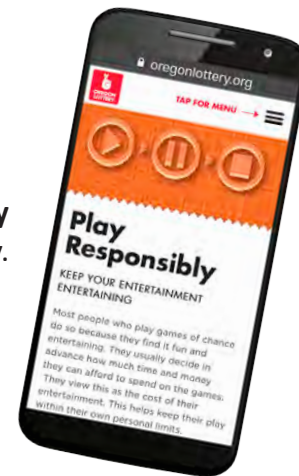
## Keeping the Balance





Within the **OPGR.org** website you can find additional resources—  
For example, a list of gambling treatment providers.

Also, visit **oregonlottery.org/play-responsibly**  
for information on how to play responsibly.



Moore, T. L., Volberg, R. A. (2016). Oregon adult gambling behavior 2016: preliminary report. Wilsonville, OR: Oregon Council on Problem Gambling.

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Oregon Health Authority-Public Health Division. Oregon Healthy Teens Survey [Internet]. 2015. Available from [http://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/SURVEYS/OREGONHEALTHYTEENS/Documents/2015/2015\\_OHT\\_State\\_Report.pdf](http://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/SURVEYS/OREGONHEALTHYTEENS/Documents/2015/2015_OHT_State_Report.pdf).

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[oregoncpq.org](http://oregoncpq.org)