



Gambling & Problem Gambling in Oregon



OREGON COUNCIL on PROBLEM GAMBLING

DRAFT REV. 3/12/18



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 and 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 these 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

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

Continuation of gambling activities despite negative personal, social or financial consequences that do not reach a clinical diagnostic level of disordered gambling.

Disordered Gambling

This is a clinical term relating to a score assessed by a professional using a recognized set of criteria. The currently accepted standard is based on nine criteria of gambling as recognized by the American Psychiatric Association (APA) and can be summarized as: gambling with increasing amounts of money, restless or irritable when not gambling, unsuccessful attempts to control or stop gambling, preoccupied with gambling, gambling to relieve stress, chasing losses, attempting to hide the gambling, damaged significant relationships or opportunities, and borrowing money to overcome dire financial situations due to gambling. The APA recognizes three levels of disorder including mild (4–5 criteria met), moderate (5–6 criteria met), and severe (8–9 criteria met).

Other terms that have been used to denote disordered gambling and are now considered outdated have included pathological gambling, compulsive gambling and gambling addiction for example.

Responsible Gambling

Responsible Gambling describes the ways in which games of chance are both offered and participated in a socially responsible way that lowers the risk of gambling harms.

Gambling & Problem Gambling In Oregon

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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, and to tell the story of what Oregon is doing to reduce gambling related harm, while promoting continued focus and investment in problem gambling prevention, treatment and recovery systems.

Thomas Moore

Executive Director

Oregon Council on Problem Gambling

Oregon, like most states, has dealt with illegal and gray gambling since statehood was achieved. Since 1933 legislation has allowed horse and dog wagering, off-track betting, social card gaming and charitable gaming.

In 1984, the Oregon State Lottery was created to generate revenue to support schools, parks, watersheds, veterans, and economic development. The Lottery's statutory mandate is to "produce the maximum amount of net revenues to benefit the public purpose....commensurate with the public good." A minimum of 84% of the Lottery's annual net revenue is returned to the public in the form of prizes and benefits to the public purpose. Supporting government through revenue generated by gambling remains controversial.

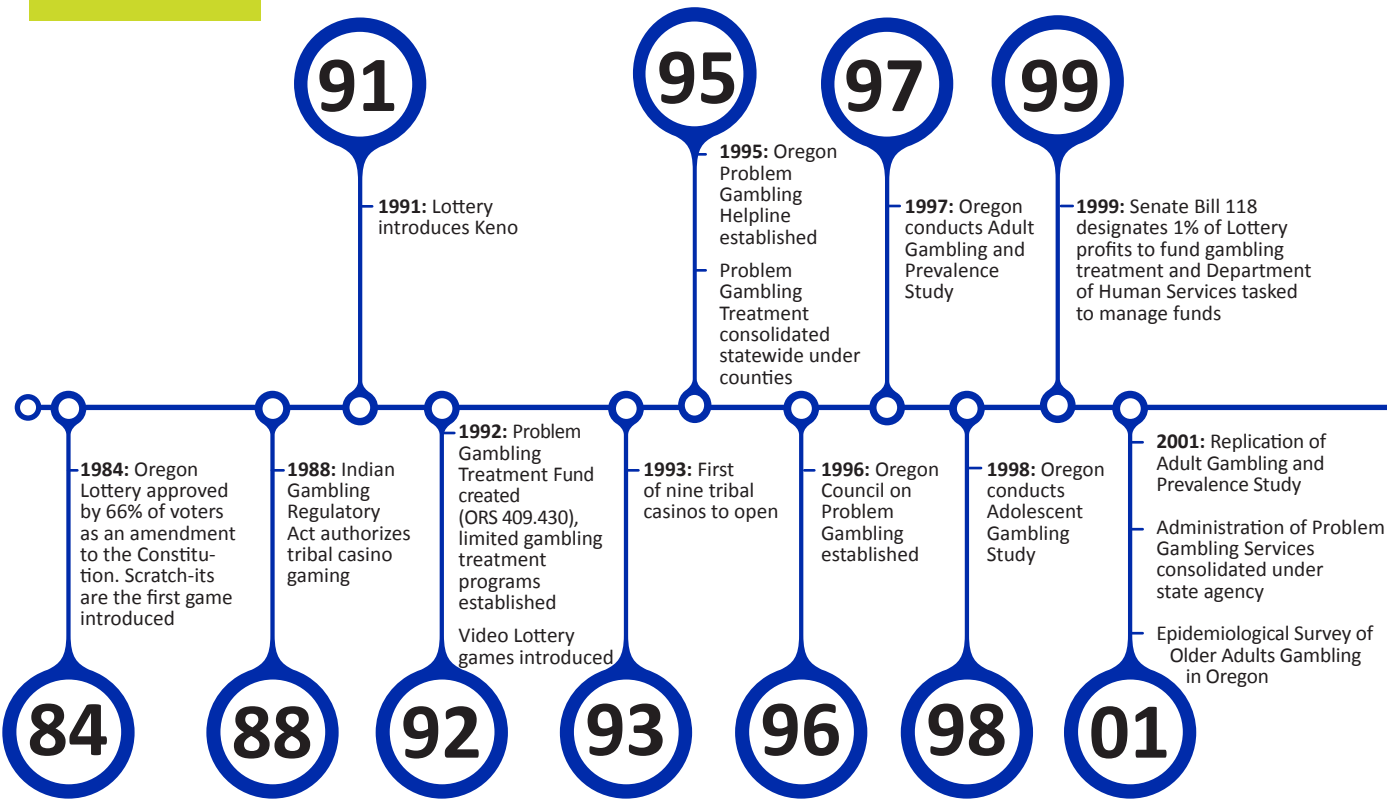
The following timeline shows the expansion of gambling opportunities and importantly the strong support for funding education, awareness, and treatment for Oregonians. To that end, Oregon has provided laudatory leadership in the development and implementation of free treatment for Oregonians and their families; extensive outreach to 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.

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 publicly funded treatment and prevention efforts, along with responsible gambling messaging, programs and policy.

Milestones



05

2005: All counties receive problem gambling prevention funds

Oregon Lottery introduces line games to the Video Lottery terminals

07

Voices of Problem Gambling Recovery established

09

2009: Helpline incorporates live web chat

14

2014: Oregon Lottery commission adopts Responsible Gambling Code of Practice

Oregon Problem Gambling Resource web site launched

15

2015: Responsible Gambling Code of Practice adopted into statute

Helpline incorporates Spanish language phone number

Oregon Health Authority develops 2016 to 2020 System Improvement Plan for Problem Gambling Services

Oregon conducts Adult Gambling Behavior Study

16

2016: Oregon conducts Adolescent Gambling Behavior Study

03

2003: Number of Video Lottery terminals allowed per retailer increases from five to six

06

2006: Oregon conducts Adult Gambling Prevalence Replication Study

08

2008: Oregon conducts Adolescent and Parent Gambling Prevalence and Attitude Study

13

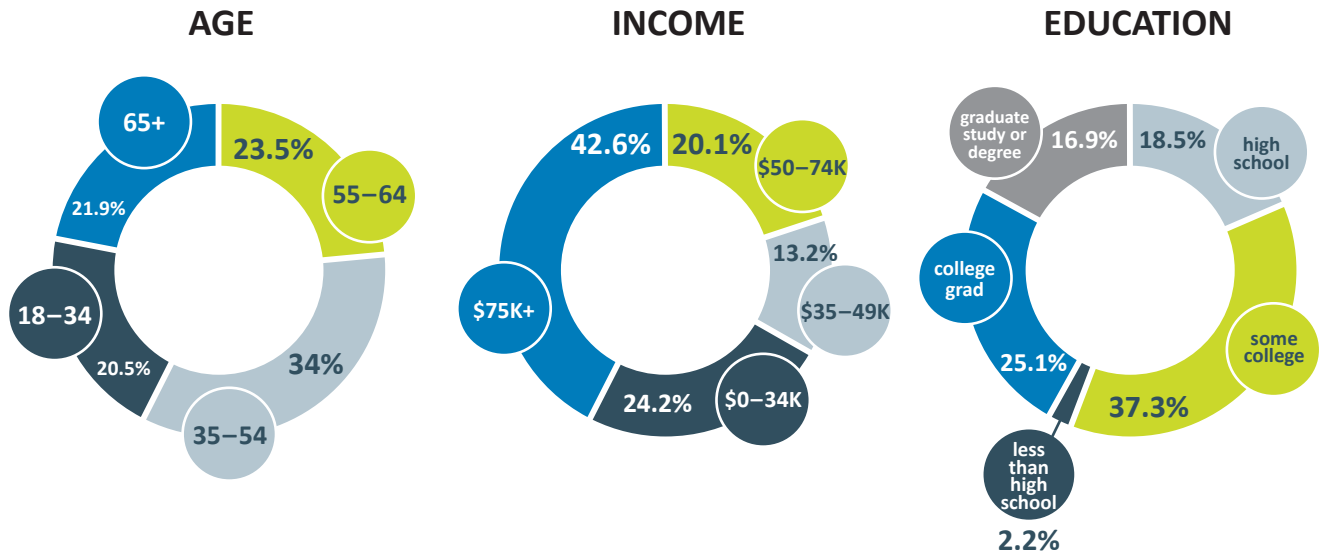
2013: House Bill 2355 creates funding floor, ensuring problem gambling treatment funds remain at or above 2011 levels

A SNAPSHOT IN TIME

Gambling In 2016

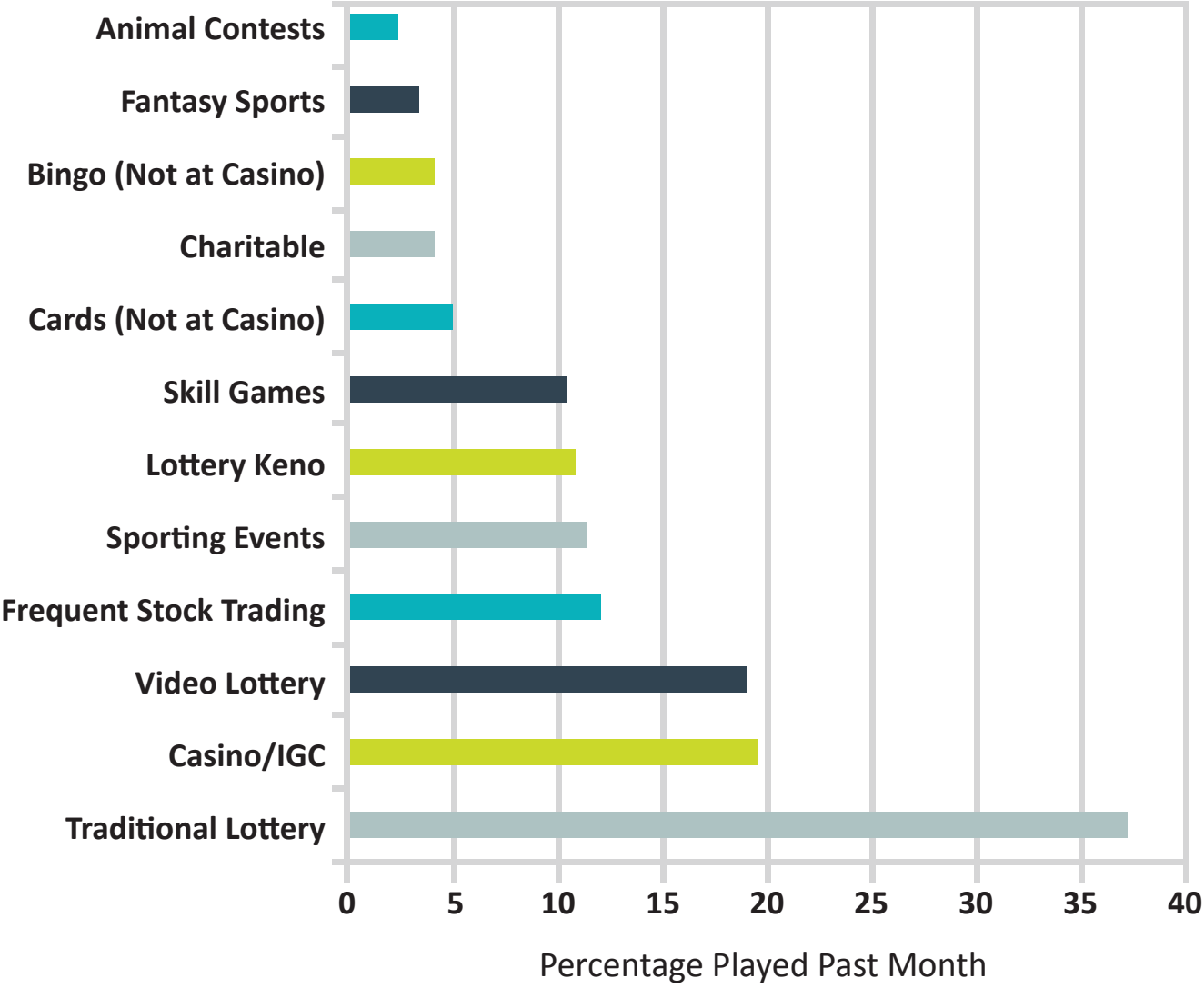
Who's Gambling?

Gamblers in Oregon mirror the demographics of the state, 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.



Source #1

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-its, 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 and poker are offered on video lottery terminals that are placed in approximately 2,400 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.

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.

Source #1

What Is Problem Gambling? How Big is the Problem?

Problem gambling: Continuation of gambling activities despite negative personal, social or financial consequences that do not reach a clinical diagnostic level of disordered gambling.

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.

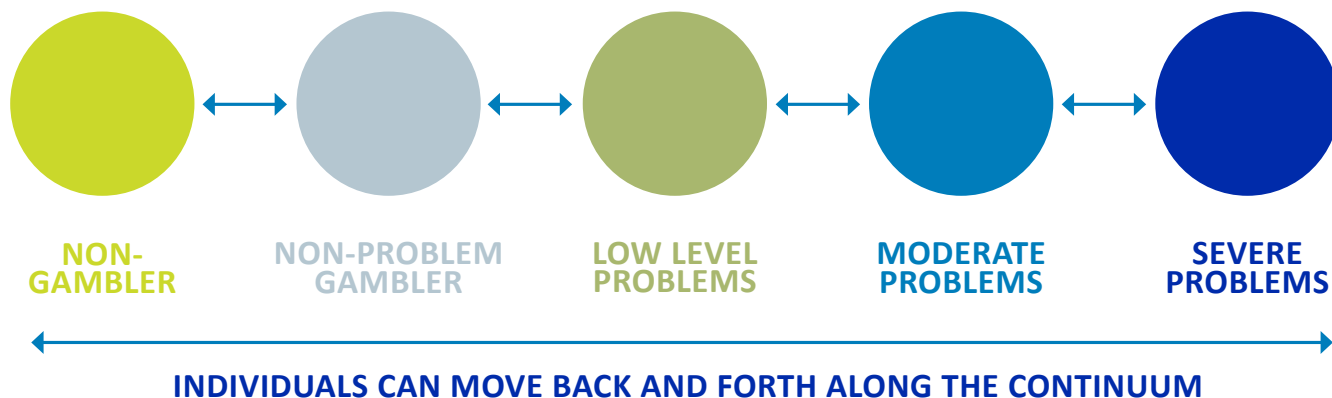
Source #1

PROBLEM GAMBLING PREVALENCE OVER TIME

GAMBLING & PROBLEM GAMBLING PREVALENCE

Based on the 2016 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.

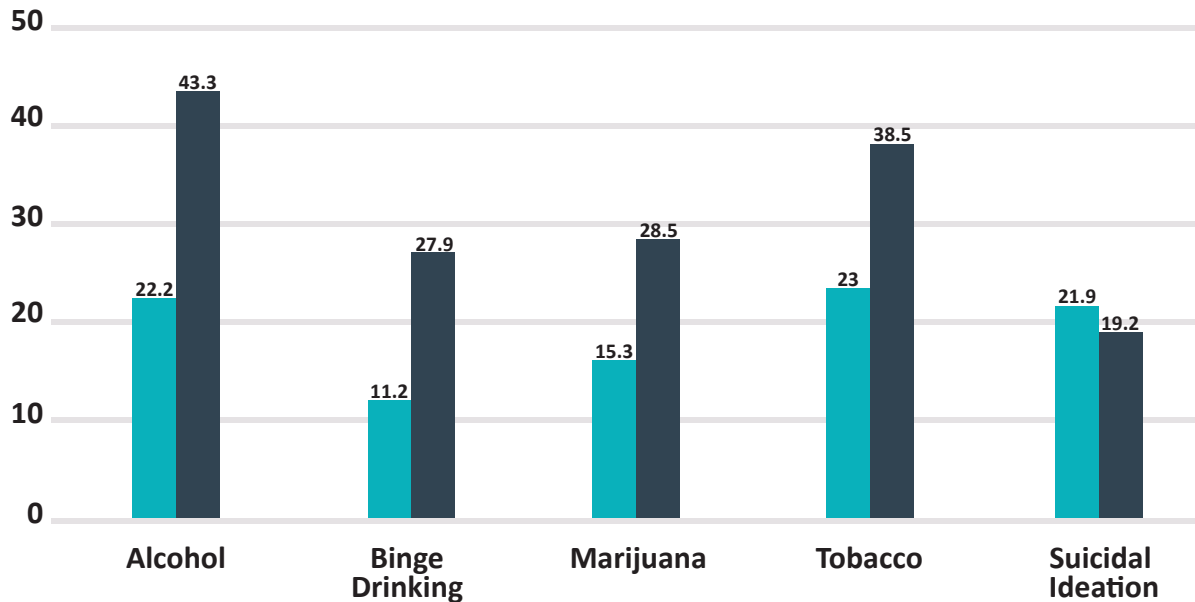
Youth who engage in other risky behaviors are more apt to also gamble.



Source #2

OREGON YOUTH GAMBLING

Youth who report gambling also report engaging in these risk behaviors



2015 Oregon Healthy Teen Survey

8th Grade 11th Grade

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 outward 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.



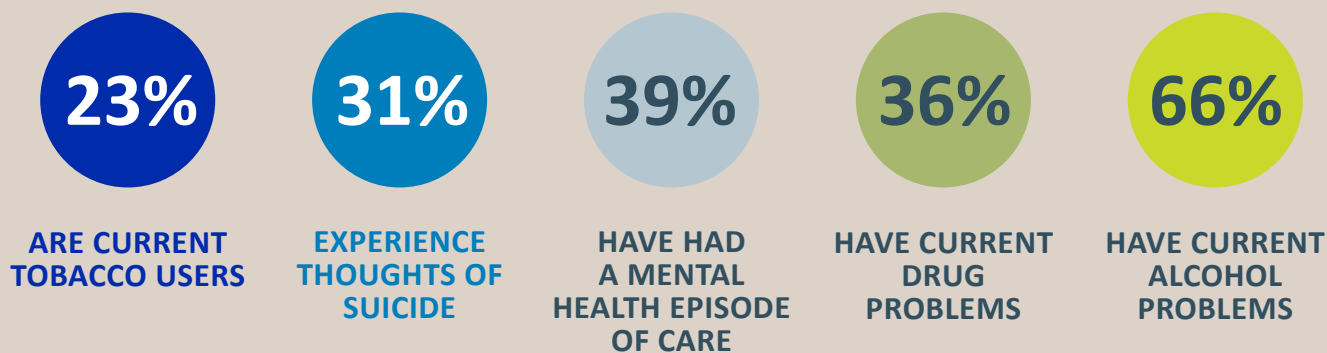
Source #4

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

Alongside problem gambling, other mental health and addiction issues are common.



Source: 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 provide 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 create awareness of the free confidential treatment resources that are available for all Oregonians.

Department of

Oregon Health Authority, Problem Gam
—Administer Treatment and Prevent

Problem Gambling
Helpline
(OPGR.org)

Local Community
Providers—
Treatment and
Prevention

Oregon Legislature

Administrative Services Gambling Addiction Fund
1% of Lottery revenue

Gambling Services
Addiction Funds

Oregon Lottery, Problem Gambling and
Responsible Gambling Marketing

Research
Data Collection
and Evaluation

Workforce
Development

Recovery
Support

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.

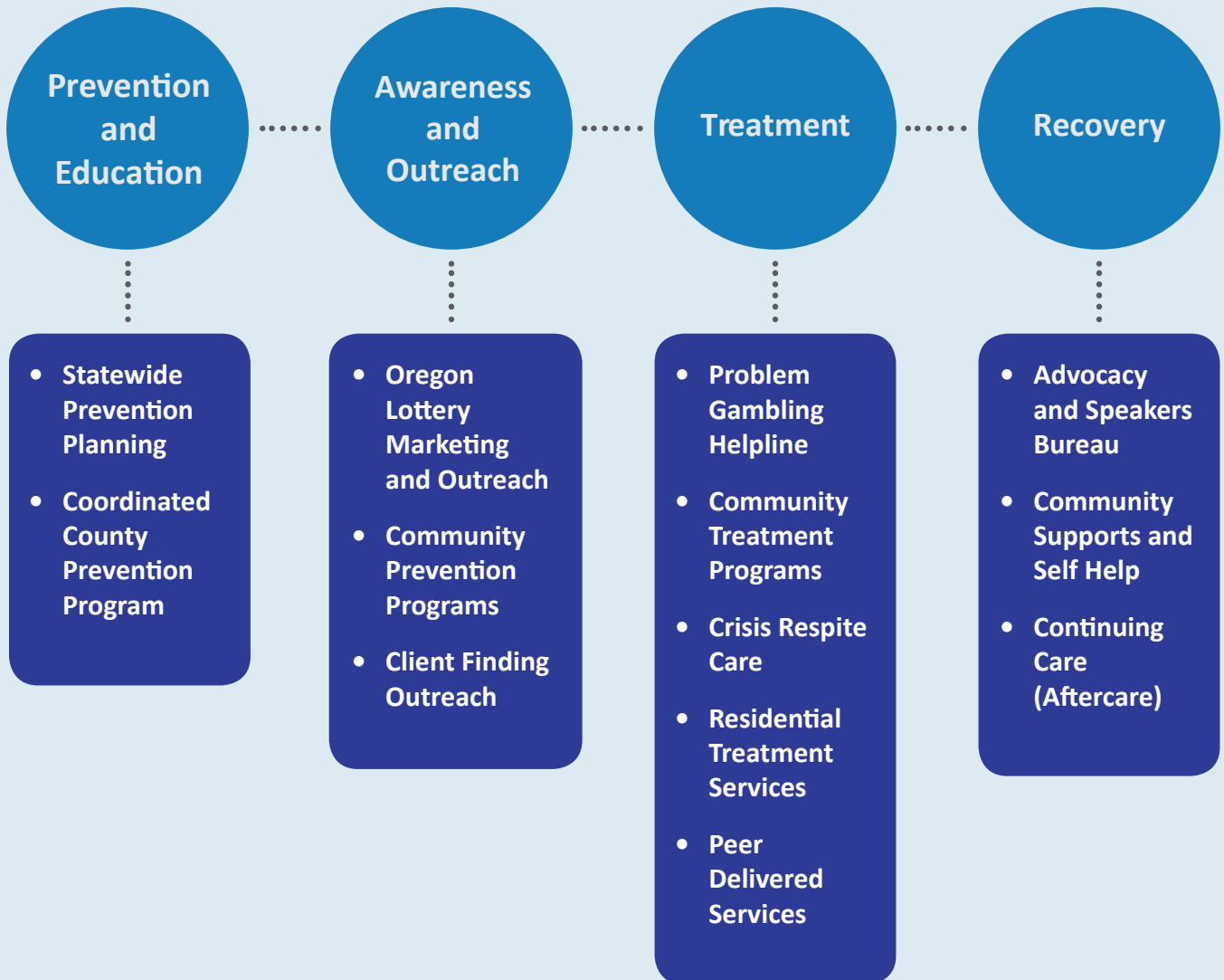


OREGON'S PROBLEM GAMBLING SERVICE SYSTEM

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 its partners, administers a problem gambling treatment and prevention system that covers a continuum of care and includes:

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

Problem Gambling Service System Continuum of Care



PREVENTION AND EDUCATION

Oregon is a national leader 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 for problem gambling prevention and outreach services. In addition, the Oregon Lottery devoted \$3 million statewide to responsible gambling 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 six core prevention strategies.

According to the Adult Prevalence study conducted in 2016, 73% of adults surveyed believe gambling problems can be deterred through prevention and education.

Source #1

CLIENT FINDING OUTREACH

Courts do not typically mandate gamblers to treatment, and people with gambling issues tend to not just walk into agencies for services, unless they are at a critical breaking point such as considering suicide. Because of this, 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 health and behavioral health professionals to assist them in identifying customers with potential gambling problems and creating a referral pathway to a gambling treatment agency.



ACCESSING PROBLEM GAMBLING TREATMENT SERVICES

When people call the Oregon Problem Gambling Helpline, they are 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 intervention 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 publicly 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.

Additionally, there is one 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 counselor.

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

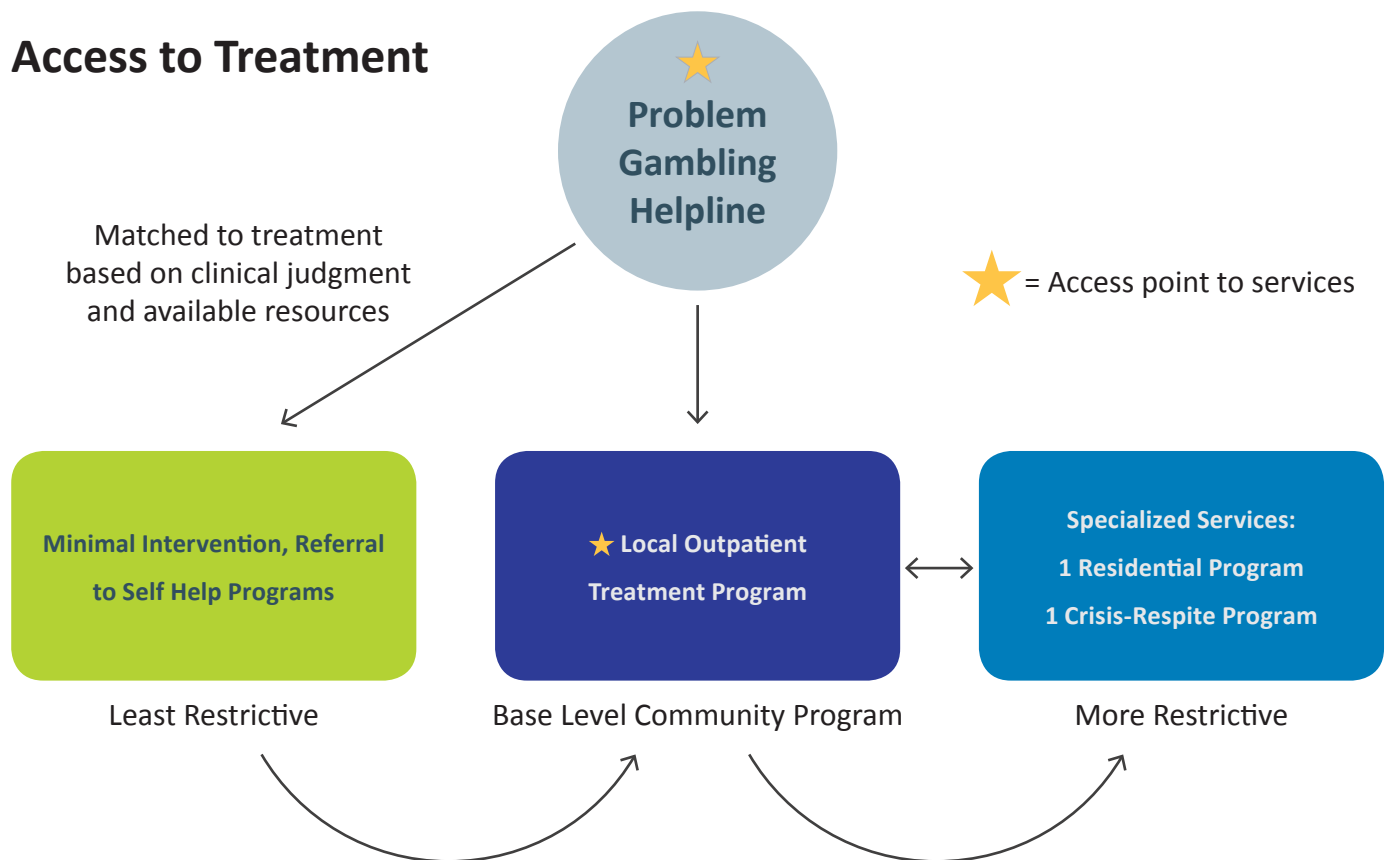
Use of peer mentors within gambling treatment programs is currently in its infancy, however treatment providers continue to explore implementation of this service statewide and anticipate this service will expand in the coming years.

Source #1

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
- Approximately 80% of clients are white
- The average age of client entering treatment is 47
- The average age of a first gambling experience is 24, with males reporting significantly younger first experiences
- The average age at 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 games, such as slot machines or Video Lottery terminals
- 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.

Source #1

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
- 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. Efforts to educate adult Oregonians about responsible gaming and problem gambling also appear to be working
- Of those who completed treatment successfully, after 12 months 60 percent remained abstinent and 32 percent were gambling much less
- 95 percent of past clients, whether successfully completed treatment or not, gave a very strong endorsement to recommending the program to others

Source #1 & #4

MARKETING CAMPAIGN EFFECTIVENESS

Problem and Responsible Gambling

The Oregon Lottery and community partners 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 clicks to the Oregon Problem Gambling Resources 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. Nearly 85% of adult Oregonians are aware of gambling treatment availability and 63% are able to recall an ad regarding problem gambling.

Recall TV/Radio Ads Regarding Problem Gambling



Aware of Treatment Available in Oregon





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 gambling as an activity that carries risk and increased 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 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

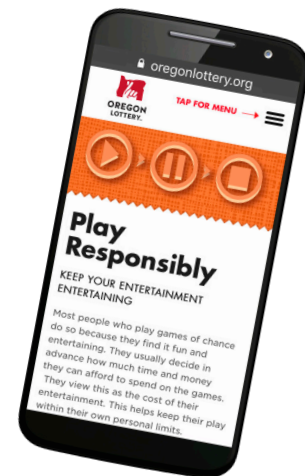


Resources



Within Oregon Problem Gambling Resources at **OPGR.org**,
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.



1. Moore, T. L., Volberg, R. A. (2016). Oregon adult gambling behavior 2016: preliminary report. Wilsonville, OR: Oregon Council on Problem Gambling.
2. Moore, T.L. (2017). [Oregon adolescent gambling attitudes, gambling activities and disordered prevalence rates]. Unpublished raw data.
3. 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.
4. Moore, T. (2016). Oregon gambling treatment programs evaluation update 2016. Salem, OR: Oregon Health Authority, Health Systems Division, Problem Gambling Services.



OREGON COUNCIL on PROBLEM GAMBLING

oregoncpg.org