

in wages and salaries. In 1996, 83 percent of Atlantic City's unionized casino workers received employer-paid family health insurance, almost twice the percentage of New Jersey and U.S. service workers with family coverage. In 1993, 95 percent of Atlantic City's unionized casino workers were earning pension benefits, compared with 45 percent of the private sector force nationally. The pari-mutuel horse-racing industry reported revenues of \$3.25 billion and employed approximately 119,000 people.

But there were other factors brought to the attention of the NGISC. In Atlantic City and elsewhere, small business owners testified to the loss of their businesses when casinos came to town. Other citizens testified to the lack of job security they had encountered in tribal casinos as well as the absence of federal and state antidiscrimination laws and the lack of workers' compensation benefits. In one of the surveys contracted by the NGISC, NORC conducted case studies in 10 communities in which they interviewed 7 or 8 community leaders regarding their perceptions. Respondents in five of the nine communities cited new employment opportunities as a "very positive advantage." However, respondents in the other four communities indicated that unemployment remained a problem despite former hopes to the contrary.

Much of the analysis of the economic effects of gambling is, in fact, poorly developed and incomplete. Almost all of the studies have been conducted by interested parties. These typically have gone no further than to estimate local jobs and income from the gambling industry. But since the economic effect of an activity is its value added above what the same resources would be adding to value if employed elsewhere, these studies are deficient and may mislead readers to conclude that the introduction of gambling activities in an area will result in significant benefits without attendant costs, costs which may, in fact, overwhelm the benefits. Without an estimate of the opportunity cost of the resources used in gambling, the NGISC can generate no meaningful estimate of its net effect. Furthermore, the social costs of gambling are so important to regulatory decisions that even an accurate estimate of the net income generated by the gambling industry would constitute only the start of a full cost-benefit analysis. No one—not tribal leaders, governors, mayors, or citizens—should make, or should be forced to make, a decision

regarding gambling in their community without a thorough and accurate assessment of both economic and social costs.

The sad fact is that many policymakers have been forced to make decisions about expanding gambling with virtually no credible studies to rely on and, at best, only an assessment of the perceived social impacts. Indeed, the social impacts of gambling are even less well documented than the economic impacts. However, even if there were not a lack of research in this area, Commissioners found themselves at a loss when it came to quantifying the emotional damage suffered by millions of pathological gamblers and their families. How does one quantify the tragic actions of the 16-year-old boy in Atlantic City who slit his wrists after losing \$6,000 on lottery tickets? How does one categorize the deaths of the middle-aged couple from Joliet, Illinois, who committed suicide after the wife accumulated \$200,000 in casino debt? How can one calculate the “cost” of the two children that died while locked in cars as their parents or caregivers gambled in nearby casinos? It was these hidden costs—the emotional costs of problem and pathological gambling behavior—that concerned the NGISC far more than the annual dollar expense of problem and pathological gamblers.

The NGISC recognizes that some policymakers and citizens have struggled and will continue to struggle with gambling’s often conflicting impacts. The net effect of gambling on people and places is clearly an immensely complicated issue. It demands not only considerably more research but also the highest powers of judgment by both citizens and leaders.

Future Research Needs

To date, the NGISC’s congressionally mandated research program, conducted by NORC, the Cook-Clotfelter team, and NRC, has achieved two valuable goals. First, useful data have been developed that will be immediately helpful to federal, tribal, and state officials. Second, after careful reflection on the existing research, the Commission has set forth an aggressive agenda for future research based on what we need to know about gambling’s impact on our lives.

The need for quality research on gambling is urgent, especially because of profound changes now occurring within the gambling industry. Chief among these is the blurring of the traditional lines that once clearly defined each segment of the industry. States are

granting horse-racing track owners the right to install slot machines at tracks. State-run lotteries are becoming more interstate in character. The number of gambling venues continues to multiply. Today, eight states allow betting on horse racing from home. And if gambling continues to proliferate unchecked, every American in the immediate future will be able to play a high stakes game from anywhere over the Internet. Secondly, the public, Congress, and tribal and state leaders are debating gambling issues, both within the political arena and the private sector, without grounding their perspectives in an objective body of available knowledge. Policymakers, and indeed all Americans, deserve to have access to impartial data from which to develop sound judgments.

To that end, the NGISC recommends that Congress and the states set forth two comprehensive gambling research agendas. The following are summaries of the recommended agendas. (Complete detailed agendas are presented within the "Future Research" chapter of the *Final Report*.)

The NGISC recommends that Congress adopt a general research strategy to build a knowledge base of gambling behavior and its consequences on individuals and communities. Such a strategy would add "gambling components" to existing data sets being collected by federal agencies and national institutes on related areas. The Commission recommends, for example, that Congress direct the Department of Justice and the Department of Health and Human Services to add gambling components to their existing surveys, including the National Household Survey on Drug Abuse and the Arrestee Drug Abuse Monitoring System. Such a strategy would also include the addition of longitudinal and cross-sectional research on the general population and major subgroup populations similar to that being conducted in the area of substance abuse. Recommended research studies would focus on the prevalence of gambling behaviors, including pathological gambling and gambling by adolescents, as well as the prevention and treatment of problem and pathological gambling. In addition, the Commission recommends that Congress request the National Science Foundation to establish a multidisciplinary research program on the social and economic impacts of legal gambling in the United States, including the benefits associated with legalized gambling as well as its costs.

Although many aspects of the private sector gambling industry have become international, national, or regional, state-specific

research on gambling is indispensable. The regulation of most legal gambling forms has been, and will continue to be, under the purview of state governments. States must be fully informed by quality research to make decisions as to whether gambling should be initiated, expanded, limited, or terminated. To that end, the Commission recommends that governors and state legislatures: (1) authorize and fund every 4 years an objective study of the prevalence of problem and pathological gamblers among their states' residents; (2) fund research, public awareness education, and prevention and treatment programs for those who are or are likely to become problem or pathological gamblers among their resident populations; and (3) as a condition of the granting of a license to operate a gambling facility or to sell goods or services to a gambling facility, the licensee provides full cooperation in any research undertaken by their states to fulfill the legislative intent of federal and state statutory policy.

Recommendations

CHAPTER 3. REGULATING GAMBLING

- 3-1 The Commission recommends to state governments and the federal government that states are best equipped to regulate gambling within their own borders with two exceptions—tribal and Internet gambling. (See separate recommendations on tribal and Internet gambling in their respective sections.)
- 3-2 The Commission recommends that all legal gambling should be restricted to those who are at least 21 years of age and that those who are under 21 years of age should not be allowed to loiter in areas where gambling activity occurs.
- 3-3 The Commission recommends that gambling “cruises to nowhere” should be prohibited unless the state from which the cruise originates adopts legislation specifically legalizing such cruises consistent with existing law.
- 3-4 The Commission recommends that warnings regarding the dangers and risks of gambling, as well as the odds where feasible, should be posted in prominent locations in all gambling facilities.
- 3-5 The Commission recognizes the difficulty of campaign finance reform in general and an industry-specific contribution restriction in particular. Nonetheless, the Commission believes that there are

sound reasons to recommend that states adopt tight restrictions on contributions to state and local campaigns by entities—corporate, private, or tribal—that have applied for or have been granted the privilege of operating gambling facilities.

- 3-6 The Commission received testimony that convenience gambling, such as electronic devices in neighborhood outlets, provides fewer economic benefits and creates potentially greater social costs by making gambling more available and accessible. Therefore, the Commission recommends that states should not authorize any further convenience gambling operations and should cease and roll back existing operations.
- 3-7 The Commission recommends that betting on collegiate and amateur athletic events that is currently legal be banned altogether.
- 3-8 The Commission recommends that in states where there is little regulatory oversight for organizations contracted to help manage or supply the lottery, states should put all individuals, entities, and organizations involved with managing or supplying the lottery through a rigorous background check and licensing process.
- 3-9 The Commission recommends to states with lotteries that the states should publicly develop and review model regulations for their lottery in the form of “best practices,” designed to be adopted legislatively.
- 3-10 The Commission urges states with lotteries to not allow instant games that are simulations of live card and other casino-type games. Generally, the outcome of an instant game is determined at the point of sale by the lottery terminal that issues the ticket.
- 3-11 The Commission recommends that all relevant governmental gambling regulatory agencies should ban aggressive advertising strategies, especially those that target people in impoverished neighborhoods or youth anywhere.
- 3-12 The Commission recommends that states should refuse to allow the introduction of casino-style gambling into pari-mutuel facilities for the primary purpose of saving a pari-mutuel facility that the market has determined no longer serves the community or for the purpose of competing with other forms of gambling.

- 3-13 The Commission recommends to state and tribal governments, the NCAA, and other youth, school, and collegiate athletic organizations that because sports gambling is popular among adolescents and may act as a gateway to other forms of gambling, such organizations and governments should fund educational and prevention programs to help the public recognize that almost all sports gambling is illegal and can have serious consequences. The Commission recommends that this effort should include public service announcements, especially during tournament and bowl game coverage. The Commission recommends that the NCAA and other amateur sports governing bodies adopt mandatory codes of conduct regarding sports gambling education and prevention. The Commission also calls upon the NCAA to organize America's research universities to apply their resources to develop scientific research on adolescent gambling, sports gambling, and related research.
- 3-14 The Commission recommends that each gambling operation, state lottery, tribal government, and associations of gambling organizations voluntarily adopt and then follow enforceable advertising guidelines. These guidelines should avoid explicit or implicit appeals to vulnerable populations, including youth and low-income neighborhoods. Enforcement should include a mechanism for recognizing and addressing any citizen complaints that might arise regarding advertisements. Additionally, the Commission recommends that Congress amend the federal truth-in-advertising laws to include Native American gambling and state-sponsored lotteries.
- 3-15 The Commission recommends that Congress should delegate to the appropriate federal agency the task of annually gathering data concerning lottery operations in the United States, including volume of purchase; demographics of lottery players and patterns of play by demographics; nature, content, accuracy, and type of advertising spending regarding problem and pathological gamblers; spending on regulation; and other relevant matters.
- 3-16 The Commission recommends that states and tribal governments should conduct periodic reassessments of the various forms of gambling permitted within their borders for the purpose of determining whether the public interest would be better served by limiting, eliminating, or expanding one or more of those forms.

- 3-17 The Commission recommends that federal, state, and tribal gambling regulators should be subject to a cooling-off period that prevents them from working for any gambling operation subject to their jurisdiction for a period of 1 year. Federal, state, or tribal lottery employees should be subject to a cooling-off period that prevents them from working for any supplier of lottery services for a period of 1 year.
- 3-18 The Commission recommends that jurisdictions considering the introduction of new forms of gambling or the significant expansion of existing gambling operations should sponsor comprehensive Gambling Impacts statements. Such analyses should be conducted by qualified independent research organizations and should encompass, in so far as possible, the economic, social, and regional effects of the proposed action.
- 3-19 The Commission recommends that states with lotteries reduce their sales dependence on low-income neighborhoods and heavy players in a variety of ways, including limiting advertising and number of sales outlets in low-income areas.
- 3-20 The Commission recommends that states with lotteries create a private citizen oversight board. The board would make data-based policy decisions on types of games to offer, marketing strategies to follow, etc.
- 3-21 The Commission recognizes that lotteries and convenience gambling may play a significant role in the development of youth gamblers. Further, with respect to all forms of legal and illegal gambling, the Commission recommends that all relevant governmental gambling regulatory agencies enact and enforce harsh penalties for abuse in this area involving underage gamblers. Penalties and enforcement efforts regarding underage gambling should be greatly increased.
- 3-22 Heavy governmental promotion of lotteries, largely located in neighborhoods, may contribute disproportionately to the culture of casual gambling in the United States. The Commission, therefore, recommends that states curtail the growth of new lottery games, reduce lottery advertising, and limit locations for lottery machines.

CHAPTER 4. PROBLEM AND PATHOLOGICAL GAMBLING

The Commission respectfully recommends that all governments take every step necessary to implement all relevant components of the recommendations listed here before lotteries or any other

form of legalized gambling is allowed to operate or to continue to operate. Such requirements should be specifically itemized in a state statute as applicable to a state-run lottery. Similarly, such requirements should also be specified and made applicable for inclusion in tribal government law and tribal-state compacts.

4-1 The Commission respectfully recommends that all relevant governmental gambling regulatory agencies require, as a condition of any gambling facility's license to operate, that each applicant adhere to the following:

- Adopt a clear mission statement as to applicant's policy on problem and pathological gambling.
- Appoint an executive of high rank to execute and provide ongoing oversight of the corporate mission statement on problem and pathological gambling.
- Contract with a state-recognized gambling treatment professional to train management and staff to develop strategies for recognizing and addressing customers whose gambling behavior may strongly suggest they may be experiencing serious to severe difficulties.
- Under a state "hold harmless" statute, refuse service to any customer whose gambling behavior convincingly exhibits indications of a gambling disorder.
- Under a state "hold harmless" statute, respectfully and confidentially provide the customer (as described above) with written information that includes a state-approved list of professional gambling treatment programs and state-recognized self-help groups.
- Provide insurance that makes available medical treatment for problem and for pathological gambling facility employees.

4-2 The Commission recommends that each state and tribal government enact, if it has not already done so, a gambling privilege tax, assessment, or other contribution on all gambling operations within its boundaries, based upon the gambling revenues of each operation. A sufficient portion of such monies shall be used to create a dedicated fund for the development and ongoing support of problem gambling-specific research, prevention, education, and treatment

programs. The funding dedicated for these purposes shall be sufficient to implement the following goals:

- Undertake biennial research by a nonpartisan firm experienced in problem-gambling research to estimate the prevalence of problem and pathological gambling among the general adult population. Specific focus on major subpopulations including youth, women, elderly, and minority group gamblers should also be included. An estimate of prevalence among patrons at gambling facilities or outlets in each form of gambling should also be included.
 - Initiate public awareness, education, and prevention programs aimed at vulnerable populations. One such purpose of such programs will be to intercept the progression of many problem gamblers to pathological states.
 - Identify and maintain a list of gambling treatment services available from licensed or state-recognized professional providers, as well as the presence of state-recognized self-help groups.
 - Establish a demographic profile for treatment recipients and services provided, as state and federal laws permit. Develop a treatment outcome mechanism that will compile data on the efficacy of varying treatment methods and services offered, and determine whether sufficient professional treatment is available to meet the demands of persons in need.
 - When private funding is not available, subsidize the costs of approved treatment by licensed or state-recognized gambling treatment professionals for problem and pathological gamblers as well as adversely affected persons. Additionally, such funds shall ensure that persons in need of treatment can receive necessary support based upon financial need. Treatment cost reimbursement levels and protocols will be established by each state.
- 4-3 Despite the fact that pathological gambling is a recognized medical disorder, most insurance companies and managed care providers do not reimburse for treatment. The Commission recommends to states that they mandate that private and public insurers and managed care providers identify successful treatment programs, educate participants about pathological gambling and treatment options, and cover the appropriate programs under their plans.

- 4-4 The Commission recommends that each gambling facility must implement procedures to allow for voluntary self-exclusion, enabling gamblers to ban themselves from a gambling establishment for a specified period of time.
- 4-5 The Commission recommends encouraging private volunteerism of groups and associations working across America to solve problem gambling, especially those involving practitioners who are trying to help people who are problem gamblers. This should include strategically pooling resources and networking, drawing on the lists of recommendations these organizations have presented to the Commission, and working to develop uniform methods of diagnosis.
- 4-6 The Commission recommends each state-run or approved gambling operation be required to conspicuously post and disseminate the telephone numbers of at least two state-approved providers of problem-gambling information, treatment, and referral support services.

CHAPTER 5. INTERNET GAMBLING

- 5-1 The Commission recommends to the President, Congress, and the Department of Justice (DOJ) that the federal government should prohibit, without allowing new exemptions or the expansion of existing federal exemptions to other jurisdictions, Internet gambling not already authorized within the United States or among parties in the United States and any foreign jurisdiction. Further, the Commission recommends that the President and Congress direct the DOJ to develop enforcement strategies that include, but are not limited to, Internet service providers, credit card providers, money transfer agencies, makers of wireless communications systems, and others who intentionally or unintentionally facilitate Internet gambling transactions. Because it crosses state lines, it is difficult for states to adequately monitor and regulate such gambling.
- 5-2 The Commission recommends to the President, Congress, and state governments the passage of legislation prohibiting wire transfers to known Internet gambling sites or the banks who represent them. Furthermore, the Commission recommends the passage of legislation stating that any credit card debts incurred while gambling on the Internet are unrecoverable.
- 5-3 The Commission recognizes that current technology is available that makes it possible for gambling to take place in the home or

the office without the participant physically going to a place to gamble. Because of the lack of sound research on the effects of these forms of gambling on the population and the difficulty of policing and regulating to prevent such things as participation by minors, the Commission recommends that states not permit the expansion of gambling into homes through technology and the expansion of account wagering.

- 5-4 The Commission recommends to the President and Congress that because Internet gambling is expanding most rapidly through offshore operators, the federal government should take steps to encourage or enable foreign governments not to harbor Internet gambling organizations that prey on U.S. citizens.

CHAPTER 6. NATIVE AMERICAN TRIBAL GAMBLING

- 6-1 The Commission acknowledges the central role of the NIGC as the lead federal regulator of tribal governmental gambling. The Commission encourages Congress to assure adequate NIGC funding for proper regulatory oversight to ensure integrity and fiscal accountability. The Commission supports the NIGC's new Minimum Internal Control Standards, developed with the help of the National Tribal Gaming Commissioners and Regulators, as an important step to assure such fiscal accountability. The Commission recommends that all tribal gaming commissions work to ensure that the tribal gambling operations they regulate meet or exceed these minimum standards and the NIGC focus special attention on tribal gambling operations struggling to comply with these and other regulatory requirements.
- 6-2 The Commission recommends that IGRA's classes of gambling must be clearly defined so that there is no confusion as to what forms of gambling constitute Class II and Class III gambling activities. Further, the Commission recommends that Class III gambling activities should not include any activities that are not available to other citizens, entities, or organizations in a state, regardless of technological similarities. Indian gambling should not be inconsistent with the state's overall gambling policy.
- 6-3 The Commission recommends that labor organizations, tribal governments, and states should voluntarily work together to ensure the enforceable right of free association—including the right to organize and bargain collectively—for employees of tribal casinos.

Further, the Commission recommends that Congress should enact legislation establishing such worker rights only if there is not substantial voluntary progress toward this goal over a reasonable period of time.

- 6-4 The Commission recommends that tribal governments, states and, where appropriate, labor organizations should work voluntarily together to extend to employees of tribal casinos the same or equivalent (or superior) protections that are applicable to comparable state or private-sector employees through federal and state employment laws. If state employee protections are adopted as the standard for a particular tribal casino, then they should be those of the state in which that tribal casino is located. Further, the Commission recommends that Congress should enact legislation providing such protections only if there is not substantial voluntary progress toward this goal over a reasonable period of time.
- 6-5 The Commission recognizes that under IGRA, Indian tribes must annually report certain proprietary and nonproprietary tribal governmental gambling financial information to the NIGC through certified, independently audited financial statements. The Commission recommends that certain aggregated financial Indian gambling data from reporting tribal governments, comparable by class, to the aggregated financial data mandatorily collected from commercial casinos and published by such states as Nevada and New Jersey should be published by the NIGC annually. Further, the Commission recommends that the independent auditors should also review and comment on each tribal gambling operation's compliance with the Minimum Internal Control Standards promulgated by the NIGC.
- 6-6 The Commission recommends that upon written request, a reporting Indian tribe should make immediately available to any enrolled tribal member the annual certified independently audited financial statements and compliance review of the MICS submitted to the National Indian Gaming Commission. A tribal member should be able to inspect such financial statements and compliance reviews at the tribal headquarters or request that they be mailed.
- 6-7 The Commission recommends that tribal and state sovereignty should be recognized, protected, and preserved.
- 6-8 The Commission recommends that all relevant governmental gambling regulatory agencies should take the rapid growth of com-

mercial gambling, state lotteries, charitable gambling, and Indian gambling into account as they formulate policies, laws, and regulations pertaining to legalized gambling in their jurisdictions. Further, the Commission recommends that all relevant governmental gambling regulatory agencies should recognize the long overdue economic development Indian gambling can generate.

- 6-9 The Commission has heard substantial testimony from tribal and state officials that uncompacted tribal gambling has resulted in substantial litigation. Federal enforcement has, until lately, been mixed. The Commission recommends that the federal government fully and consistently enforce all provisions of the Indian Gaming Regulatory Act.
- 6-10 The Commission recommends that tribes, states, and local governments should continue to work together to resolve issues of mutual concern rather than relying on federal law to solve problems for them.
- 6-11 The Commission recommends that gambling tribes, states, and local governments should recognize the mutual benefits that may flow to communities from Indian gambling. Further, the Commission recommends that tribes should enter into reciprocal agreements with state and local governments to mitigate the negative effects of the activities that may occur in other communities and to balance the rights of tribal, state, and local governments; tribal members; and other citizens.
- 6-12 IGRA allows tribes and states to negotiate any issues related to gambling. Nothing precludes voluntary agreements to deal with issues unrelated to gambling either within or without compacts. Many tribes and states have agreements for any number of issues (e.g., taxes, zoning, environmental issues, natural resources management, hunting and fishing). The Commission recommends that the federal government should leave these issues to the states and tribes for resolution.
- 6-13 The Commission recommends that Congress should specify a constitutionally sound means of resolving disputes between states and tribes regarding Class III gambling. Further, the Commission recommends that all parties to Class III negotiations should be subject to an independent, impartial decisionmaker who is empowered to approve compacts in the event a state

refuses to enter into a Class III compact, but only if the decision-maker does not permit any Class III games that are not available to other citizens of the state and only if an effective regulatory structure is created.

6-14 The Commission recommends that Congress should adopt no law altering the right of tribes to use existing telephone technology to link bingo games between Indian reservations when such forms of technology are used in conjunction with the playing of Class II bingo games as defined under the Indian Gaming Regulatory Act.

6-15 The Commission recommends that tribal governments should be encouraged to use some of the net revenues derived from Indian gambling as “seed money” to further diversify tribal economies and to reduce their dependence on gambling.

CHAPTER 7 GAMBLING’S IMPACTS ON PEOPLE AND PLACES

7-1 Because the easy availability of automated teller machines and credit machines encourages some gamblers to wager more than they intended, the Commission recommends that states, tribal governments, and pari-mutuel facilities ban credit card cash advance machines and other devices activated by debit or credit cards from the immediate area where gambling takes place.

7-2 While the Commission recognizes that the responsibility for children and minors lies first and foremost with parents, it recommends that gambling establishments implement policies to help ensure the safety of children on their premises and to prevent underage gambling. Policies that could be implemented include the following:

- Post local curfews and laws in public areas and inform guests traveling with minors of these laws.
- Train employees working in appropriate areas to handle situations involving unattended children, underage gambling, and alcohol and tobacco consumption or purchase.

7-3 The Commission recommends to state, local, and tribal governments that (when considering the legalization of gambling or the repeal of gambling that is already legal) they should recognize that especially in economically depressed communities, casino gambling has demonstrated the ability to generate economic development through the creation of quality jobs.

- 7-4 The Commission recommends to state, local, and tribal governments that (when considering the legalization of gambling or the repeal of gambling that is already legal) they should recognize that lotteries, Internet gambling, and non-casino EGD's do not create a concentration of good quality jobs and do not generate significant economic development.
- 7-5 The Commission recommends to state, local, and tribal governments that (when they are considering the legalization of casino gambling) casino development should be targeted for locations where the attendant jobs and economic development will benefit communities with high levels of unemployment and underemployment and a scarcity of jobs for which the residents of such communities are qualified.
- 7-6 The Commission recommends to state, local, and tribal governments that studies of gambling's economic impact and studies contemplating the legalization of gambling or the repeal of gambling that is already legal should include an analysis of gambling industry job quality—specifically income, medical benefits, and retirement benefits—relative to the quality of other jobs available in comparable industries within the labor market.
- 7-7 The Commission recommends to state, local, and tribal governments that when planning for gambling-related economic development, communities with legal gambling or that are considering the legalization of gambling should recognize that destination resorts create more and better quality jobs than casinos catering to a local clientele.
- 7-8 The Commission recommends to state, local, and tribal governments that communities with legal gambling or that are considering the legalization of gambling should look to cooperation between labor unions and management as a means for protecting job quality.
- 7-9 The Commission recommends that students should be warned of the dangers of gambling, beginning at the elementary level and continuing through college.

CHAPTER 8. FUTURE RESEARCH

- 8-1 The Commission recommends that Congress encourage the appropriate institutes within the National Institutes of Health (NIH) to convene a multidisciplinary advisory panel that will

help to establish a broad framework for research on problem and pathological gambling issues within its range of expertise.

- 8-2 The Commission recommends that Congress direct the Substance Abuse and Mental Health Services Administration (SAMHSA) or other appropriate agency to add gambling components to the National Household Survey on Drug Abuse. To understand the expanding dimensions of problem and pathological gambling nationwide, gambling prevalence studies need to be of sufficient volume and with annual updates to record changes brought about by expanding legalization, greater accessibility, technological advances, and increasingly sophisticated games. This survey would examine not only the general population but also sizable subgroups like youth, women, elderly, and minority gamblers if no other more appropriate longitudinal studies focusing on each of these groups are available.

In any event, no data gathering pursuant to these recommendations should violate any person's right to medical privacy in seeking treatment for problem or pathological gambling.

- 8-3 The Commission recommends that Congress direct all federal agencies conducting or supporting longitudinal research panels to consider the feasibility of adding a gambling component to such surveys and, where appropriate, entertain applications to add such components that are determined to be of high scientific merit through scientific peer review. In addition to addressing gambling behavior, these components should include questions about treatment-seeking behavior in order to begin to address the issue of the unmet need for treatment, which is currently unknown.
- 8-4 The Commission recommends that Congress encourage NIH to issue a revision of the special research program announcement for research applications on pathological gambling to foster research designed to identify the age of initiation of gambling, influence of family and correlates with other youth high-risk behavior such as tobacco, alcohol, and other drug use, early sexual activity, and criminal activity evaluated separately for illegal and legal forms of gambling.
- 8-5 The Commission recommends that Congress direct the appropriate institutes of NIH to invite, where appropriate, applications for supplemental funds to add legal and illegal gambling compo-

nents of high scientific merit to appropriate and relevant existing surveys and to issue a revision of the special program announcement for research applications on pathological gambling to include the following areas:

- Effects on family members, such as divorce, spousal and/or child abuse, severe financial instability, and suicide.
- Analysis of public awareness education and prevention programs offered at federal, tribal, state, or corporate levels.
- Analysis of the development of gambling difficulties associated with electronic gambling machines and the risk factors that accompany this evolution for customers most likely drawn to this form of gambling.
- Effects on the workplace, such as economic losses arising from unemployment, loss of productivity, and workplace accidents.
- A study that would establish reliable instruments to measure nonmonetary costs associated with legal gambling, including, without limitation, divorce, domestic violence, child abuse and chronic neglect, suicide, and the secondary effects of bankruptcy and gambling-related crimes, and other outcomes of a similar character.

8-6 The Commission recommends that Congress direct the appropriate institutes of NIH to invite, where appropriate, applications for supplemental funds to issue a revision of the special program announcement for research applications to commence a study of American adult problem gamblers below the pathological gambler threshold (APA DSM-IV). The gambling behavior of those in this large group of 11 million adults and juveniles reveal warning signs that require thorough analysis. The gamblers in this group could go either way—that is, toward diminishing risks or toward pathological status.

8-7 The Commission recommends that Congress direct SAMHSA or other appropriate agency to add specific gambling questions to its annual surveys of mental health providers, which are conducted by the Center for Mental Health Services. The survey should map the availability of both privately and publicly funded treatment services for gamblers. This should include a count of

treatment slots for gambling; how many, in a given period, are in treatment for gambling problems alone or for multiple disorders that include problem gambling; a demographic profile of those receiving treatment; an assessment of the level of the gambling disorder; and a description of the services they are receiving. It would identify barriers to treatment, such as a lack of insurance coverage, exclusion of treatment for pathological gambling from HMO and other private insurance policies, stigmatization, or the lack of availability of treatment (including a lack of qualified treatment providers).

- 8-8 SAMHSA or another appropriate agency should initiate treatment outcome studies conducted by scientists in the treatment research field. Such studies should include formal treatment, self-help groups (Gamblers Anonymous), and natural recovery processes. These studies should encompass the general treatment population and should specifically include youth, women, elderly, and minority gamblers.
- 8-9 The Commission recommends Congress request the National Science Foundation to establish a multidisciplinary research program that will estimate the benefits and costs of illegal and separately each form of legal gambling allowed under federal, tribal and/or state law, particularly lottery, casino, pari-mutuel, and convenience gambling. Further, the research program should include estimates of the costs and benefits of legal and illegal Internet gambling, assuming Congress prohibits this form of gambling with certain exemptions. Such a program, at a minimum, should address the following factors:
- Benefits associated with different kinds of legal and illegal gambling, including increased income, creation of net new jobs and businesses, improvement in average wages and benefits, increased tax revenues, enhanced tourism and rising property values, and reductions in unemployment, if any.
 - Costs associated with different kinds of legal and illegal gambling, including problem and pathological gambling; increased crime, suicide, debts, and bankruptcies; displacement of native inhabitants; traffic congestion; demand for more public infrastructure; and demand for more public services from the courts (criminal, bankruptcy, divorce) and from schools, police, and fire departments.