

**A MONITORING FRAMEWORK TO ASSESS
THE SOCIAL IMPACTS OF CASINO GAMING
IN THE CITY OF NANAIMO**

PREPARED FOR

**THE CITY OF NANAIMO
STRATEGIC PLANNING DEPARTMENT**

PREPARED BY

**GEORGE E. PENFOLD, M.Sc., P.ENG., MCIP
AND
MYRA PAGE**

**WESTLAND RESOURCE GROUP
COMOX, BC**

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EXECUTIVE SUMMARY

To better understand the social impacts of the recently expanded community casino, the City of Nanaimo Social Planning Advisory Committee (SPAC) and City Council authorised the development of a Monitoring Framework to address the impacts of the facility. This charitable casino, expanded and relocated in 1998, significantly expanded Nanaimo's gaming infrastructure. This facility attracts visitors from Nanaimo, Nanaimo Regional District and adjacent regions and other parts of the province. The objectives of this study were:

1. To identify the impacts associated with casino gambling,
2. To identify how these impacts can be monitored or measured,
3. To identify which indicators have a ready source of information, and are available at reasonable cost, sufficient quality and accuracy for the City's purposes.

The study included a review of the history of gaming in British Columbia, and interviews with representatives from other jurisdictions with casino gaming facilities to gather information on their experience of social impacts of casinos. Telephone interviews and two focus groups were conducted with local and regional service providers, including representatives from Great Canadian Casino Ltd. and the BC Lottery Commission, to gather information on their experience of local impacts. All of this background contributes to a proposed monitoring framework. Finally, the report suggests an alternative approach to understanding the relationship between gaming and impacts on the Community.

Gambling is big business in BC. Gross gaming revenues totalled \$1.26 billion in 1998/1999 with net revenue of approximately \$450 million. On the other hand, addiction to gaming is a serious problem that results in symptoms such as depression, personal/financial stress, anxiety, insomnia, poor nutrition, suicidal thoughts and tendencies, increased nicotine, caffeine and alcohol consumption, confusion, panic and ulcers. There are also potential secondary impacts of problem gambling such as illegal gambling, drug traffic and addiction, prostitution, theft, domestic abuse and suicide. These impacts are also part of society's "net revenue" from gaming.

Currently, gambling in BC falls under the responsibility of the Ministry Labour. It is responsible for the Gaming Policy Secretariat, the Gaming Audit and Investigation Office, the BC Gaming Commission (provincial), the BC Lottery Commission (Crown Corporation), and the Racing Commission, all of which regulate gambling. A proposed *Gaming Control Act* will address gaming legislation and policy within a legal framework and is designed to clearly define roles, jurisdiction and responsibility of agencies involved with gaming. Gaming revenues are broken down as follows:

- 10% of net revenue is paid directly to a municipalities with "community charity" casinos (roughly \$2.4 million for Nanaimo this year)
- \$2 million is set aside for provincial gambling addiction treatment
- \$125 million (guaranteed as a minimum) is allocated to charities
- the remainder is divided with ½ going to health and the other ½ going to general revenues.

All casinos in British Columbia are designed community charity casinos with the exception of the Riverboat Casino in New Westminster, which is a destination casino. The provincial government commits a minimum of \$125 million annually from "community" charity casinos to charities. With destination casinos, 1/6 of net revenue goes to the municipality and the remaining revenue goes to provincial government general revenues. No funds are allocated to charities.

BENEFITS OF CASINO GAMBLING

The suggested benefits of charitable casino gaming contained in background reports are job creation, funding for community projects and generation of revenue for the government.

In Nanaimo, in addition to the benefit of 200 full time jobs, charities and community groups receive over \$5,000,000 from gaming revenues. This revenue is allocated from the \$125 million dispersed by the BC Gaming Commission and is available regardless of whether or not a casino is in the community. The municipality receives 10% of the net revenue from the casino or \$2,400,000 (1998/99 revenues). This is in addition to municipal taxes (\$97,128) paid by the casino.

SOCIAL COSTS OF GAMBLING

The background reports generally conclude that there are three categories of gamblers: non-gamblers/occasional gamblers (also referred to as Level 1), problem or at-risk gamblers (Level 2), and compulsive or pathological gamblers (Level 3.) A compulsive gambler is a person who has a chronic, progressive failure to resist impulses to gamble and gambling behaviour that compromises, disrupts, or damages personal, family or vocational pursuits.

These studies indicate that approximately 1 to 1.5% of the adult population are "chronic" gamblers, and approximately 2.5% are "problem" gamblers. The rates for youth (15 to 18) are approximately double the rates for adults (19+). At risk populations are at least as great as chronic and problem numbers combined.

The personal problems created by gaming addiction include financial problems, stress and related symptoms, substance abuse, decreased productivity, health problems and suicide. Related family issues are marital breakdown, abuse, and child neglect.

Community issues related to gaming addiction can include nuisance such as noise, increased demand on protection services, increased poverty, and workplace inefficiency as well as criminal activities such as theft, fraud, prostitution, and loan sharking.

The reports also contained many recommendations including increased gambling addiction prevention and treatment programs, research on impacts, training for casino management and staff to develop strategies for dealing with problem/pathological gamblers, advertising of local treatment facilities/options and increase public awareness, education and prevention programs.

LOCAL GAMING IMPACTS

The Great Canadian Casino represents only a small part of the gambling opportunities in the City and area. Stock market speculation, Internet gambling, lottery tickets, pull-tabs, Keno and bingo's are some of the legal gaming alternatives available. There is no comprehensive inventory of individuals in the City and surrounding area who have been negatively affected by gaming in general or casino

gaming in specific. If the general assumptions from the background studies about proportions of the adult population affected by gambling are applied to Nanaimo and area, the estimates of problem and chronic gamblers shown in Table 1 result.

Table 1: Estimated Adult Population with Gambling Problems

Location	Pathological (1% to 1.5%)	Problem (2.5%)	At Risk (3.5%)
Nanaimo	585 - 875	1,455	2,040
Nanaimo Regional District	1,020 - 1,530	2,550	3,570
Central Vancouver Island	1,860 - 2,790	4,650	6,515
Nanaimo (youth 15-18)	74 - 125	185	260

LOCAL AND PROVINCIAL EDUCATION AND TREATMENT PROGRAMS

In the Nanaimo area, the Gamblers Anonymous program at the Nanaimo and District Regional Hospital addresses gambling addiction. The Hiiye'yu Lelum House of Friendship in Duncan also has a counsellor for treating gambling problems. The Canadian Foundation on Problem Gambling in the Lower Mainland offers counselling via the telephone. Other programs that indirectly can provide treatment include the Genesis Program at the Salvation Army (for adults over 18) and the Ministry of Children and Families, Addictions Services (provincial) which also covers the gambling counselling 24-hour hotline, brochures, and posters. The John Howard Society works with both youth and adult legal offenders some of whom have gambling problems. There is no gambling addiction treatment centre in BC and those seeking help must go to Alberta. This treatment is not covered by BC Medical Insurance.

INFORMATION FROM OTHER MUNICIPALITIES

Table 2: Summary of Responses from Municipalities

Municipality	Social Impacts	Revenue Allocation
Kelowna (Walter Gray, Mayor)	<ul style="list-style-type: none"> No studies. No significant concerns about social or police impacts 	<ul style="list-style-type: none"> \$1.7 million - allocated to capital projects
Prince George (Allan Charbot, Clerk)	<ul style="list-style-type: none"> Community review prior to expansion Recommended a Gamblers Anonymous, Public Education, Posting help-line numbers, More research 	<ul style="list-style-type: none"> Host agreement not signed
New Westminster (Lisa Spitale, Strategic services)	<ul style="list-style-type: none"> No studies Community and destination casinos Some concerns about addictions, but see it as a provincial issue 	<ul style="list-style-type: none"> \$6.4 million used for four funds: Endowment fund, Infrastructure and facilities program, OCP initiatives, Economic Development
Richmond (Terry Crow)	<ul style="list-style-type: none"> No studies No significant crime or social concerns 	<ul style="list-style-type: none"> City is currently reviewing revenue allocation
Niagara Falls (Serge Felicetti)	<ul style="list-style-type: none"> Destination casino No studies by City Concerns about traffic problems, increased crime and prostitution did not occur 	<ul style="list-style-type: none"> No direct funds from interim casino - will receive direct funds from permanent casino Property is leased; City receives grant in lieu of property taxes
Windsor (Michael Brody)	<ul style="list-style-type: none"> Destination casino No studies by City No significant crime or social concerns 	<ul style="list-style-type: none"> \$11.8 million property tax to general revenue \$2.6 million income set aside for special projects, aid to children, community services.

We contacted municipal representatives in several other BC municipalities, as well as the Cities of Windsor and Niagara Falls in Ontario, to gather information on their experience of gaming impacts and their approach to allocating lottery revenues. Table 2 summarises the results of those contacts.

Although most municipalities share a general concern about the impacts of gaming, municipal representatives do not report significant and obvious issues. There have been no municipally supported research studies in these communities to support this view. Studies of impacts of new destination casinos in Niagara Falls and Windsor showed minor and insignificant changes in the chronic and problem gambling issues in the respective communities. Crime has generally not increased overall.

COMMENTS FROM LOCAL ORGANIZATIONS

We conducted a short telephone survey with local service delivery organizations and conducted two focus groups with service providers and police from Nanaimo, and representatives from Great Canadian Casinos Inc. and the BC Lottery Corporation. Key comments were:

- There is a progression from lottery tickets to gambling - some will gamble and lose all their money, or may have paid the rent but have no money for food or transportation.
- Service needs have been consistent - level of activities and programs hasn't increased.
- There are more acute problems i.e. combination of problems (alcohol, gambling, drug use, family break-up/strife, etc.)
- Impact of the casino difficult to identify. Some issues may be more related to the poor economy.
- Services are not adequate and service providers are still learning to deal with the issues. Co-ordination of services needs to be improved.
- Prevention/education is important.
- Economic impact unclear - businesses can't tell the effect on disposable income.
- Transference of addictions is a problem: alcoholics are "corking the bottle" and taking up gambling. In many cases, clients are suicidal when they first seek help.
- Crime per capita in Nanaimo has not increased with the Casino. The downtown, Harbour Park area has experienced several changes in addition to the Casino e.g., relocation of through traffic to the new highway, the arts centre, the Coast Hotel. Illegal gambling appears to be growing – higher stakes, better hours. Increased criminal activities in the immediate area surrounding the casino may or may not be attributed to the casino.
- Review of gaming issues should include other gaming activities such as bingo, keno, etc.
- There is a lack of experience of all levels of government to deal with the social impacts of gambling.
- Do not know how many problem/pathological gamblers are we dealing with.
- For every problem gambler, eight other people associated with that gambler are affected.
- Gambling addiction is more of a stigma than other substance addictions. Gamblers may not seek help until they are desperate. Suicide rates are high.
- It is unclear if cultural orientation may also be a factor in vulnerability to gambling. Half of the 28 individuals in the gambling counselling program are of First Nation's origin. This may also be a reflection of availability of the service at the Friendship Centre.

The Focus Group recommended the following:

- The RCMP recommended that efforts be directed in three areas: education and awareness, support, and crime control (direct action).

- Local service providers felt that adequately trained gambling counsellors, a province wide program, and public education were the priorities to address first. Services for suicidal clients, sharing of information and reliable statistics were also identified as necessary.

A PROPOSED MONITORING FRAMEWORK

The main social issues that are perceived to be associated with gambling, including casino gambling, are related to gambling addiction and criminal activities. They should be the focus of any monitoring program related to the social impacts of gambling.

The proposed framework starts with collection of data relative to the general socio-economic and demographic context of Nanaimo. It may be possible over time to understand the linkages, if any, between the general state of the local economy and gambling patterns.

The use and users of the casino can also be monitored by Great Canadian Casinos Inc. This information would permit a comparison between the Nanaimo casino and other venues, and would also allow a comparison of users to the general socio-economic profile.

Crime statistics can be generated based on callouts to the casino and other callouts that link to the casino. The RCMP records this information.

The BC Problem Gambling Hotline does record both frequency and locations of calls. Summaries are provided on a monthly basis. Because of the low numbers (approximately 6 per month for the Nanaimo area) it is not a reliable indicator of actual numbers.

The most reliable source of information is the frequency of use of local services. There are some problems related to data reliability such as clients' use of more than one service, and varied use of the full and short SOGS assessment. In addition, waiting lists and wait periods can indicate changes in the numbers of users. Again, changes in numbers being served or waiting to be served may not reflect an actual increase in the numbers of problem and chronic gamblers. Increased awareness of service availability, increased provision of services, changes in Employment Assistance Programs, or their insurance programs could all affect client numbers.

Ongoing awareness of the information being generated on the social impacts of gambling facilities is a critical part of monitoring. Regular interviews with local key informants and specialists in gambling addictions can also help to maintain a general perspective on any changes in the social impacts on gambling in Nanaimo.

KEY STUDY FINDINGS

The social issues related to gaming are much broader than issues associated specifically with the Great Canadian casino. Gambling addiction appears to be a much more significant issue than crime related to legal gaming, with approximately 3% of the adult population affected.

The impacts of gambling are primarily related to crime and personal and family dysfunction. Policing is primarily a local responsibility whereas service provision for individuals and families is primarily a provincial responsibility and the \$2 million allocated for gambling addiction services is not enough and is not always well spent.

Other municipalities have not allocated funds from gaming revenues directly to increased service provision. Municipalities that have considered the community impacts of casinos have established policies or priorities for portions of the revenue to support initiatives related to "community health" such as recreation, community economic development, "special" project initiatives related to community health and children's programs. Increased education and awareness related to gambling problems were identified by both local service providers and the police as an important local priority.

Local service providers are concerned that local social service provision is not adequate to address gambling addiction problems and related impacts on families. Because suicide is a common problem with gambling addicts, suicide prevention and support is especially critical.

Gaming at the scale it is currently available in the community is a relatively recent phenomenon, and impacts are not well understood. There are no studies of the social impacts of gaming in the province. There is a need to understand the level of addiction to gaming in the City and how gaming is related to other issues such as poverty, housing needs and physical and emotional abuse. It is not clear how different cultural groups (e.g., individuals of First Nations or Asian origin) are vulnerable to or affected by gambling.

Caseloads reflect only a portion of the overall problem. Monitoring caseloads will provide an understanding of social service demand but will not adequately address the scope of gambling issues in the municipality. A full understanding would require a more detailed and comprehensive (i.e., population based) research effort, and ongoing monitoring based on follow up research. Partnership is needed to study and address gambling issues including the City, service organisations, the BC Lottery Corporation, schools, First Nations and Great Canadian Casinos Inc. The need for such research is recognised in the recently released report on gambling in BC (The Meekison Report: Relocation of, and Changes to Existing Gaming Facilities In British Columbia: Review and Recommendations), by Prof. Peter Meekison. One of the reports recommendations (pg.59) is " That gaming legislation include, as part of the Gaming Control Commissions duties, the authority to conduct independent research, or joint research, or to sponsor research." The government is proposing new gambling legislation for the spring.

The focus group recommended that the City provide the leadership on this issue and initiate a comprehensive study of the social impacts of gaming in the City. This would be a pilot project in the province, and depending on the terms of reference, could have the support (including funding) of Great Canadian Casinos Inc., and the BC Lottery Corporation, The Ministry of Community Development, Co-operatives and Volunteers, and the Ministry of Children and Families.

Table 3: A Monitoring Framework to Assess the Social Impacts of Casino Gaming in the City of Nanaimo

Indicator (s)	Source	Frequency	Reliability	Purpose/Linkages
<i>Context</i>				
Demographic Profile (age, gender, population projections)	BC Stats	5 Years Annual Est.	High	Sets context for assessment
Socio-economic Profile (individual and household income, participation rates, employment rates and social support rates)	BC Stats	5 Years Annual Est.	High	Sets context for assessment
<i>Casino Use</i>				
User Information (numbers of patrons, user profiles, self-banning rates)	Great Canadian Casino	Annual	Medium	Identifies levels of casino use, type of user
<i>Impacts</i>				
<i>Crime:</i>				
On site incidents (call-outs to the casino, related charges e.g., assault, theft, prostitution etc.)	RCMP	Annual	High	Identifies potential crime change
Related incidents (tied to casino (call-outs, related charges e.g., counterfeit money, illegal tables)	RCMP	Annual	High	Identifies potential crime change
<i>Addiction:</i>				
BC Problem Gambling Hotline (monthly call frequency)	Hotline	Annual	Low	Identifies change in "problem/chronic" levels
Social Service Assessments (numbers/characteristics of assessed pathological and problem gamblers in treatment)	Agencies	Annual	Medium	Identifies change in "problem /chronic" gamblers
Social Service Waiting Lists, Wait Periods (time and numbers may indicate change in demand for service)	Agencies	Annual	Medium	Identifies changes in service demand, potential case loads
<i>Secondary Impacts:</i>				
Literature review: General social and Economic Impacts (monitor results of new studies for assessment of economic impacts)	City	Bi-annual	Medium	Identifies related economic impacts
Key informant survey with service providers, police etc. on social impacts (cross addiction, family, other issues)	Key experts, service providers	Bi-annual	Medium	Identifies related social impacts

A Comprehensive Approach to Understanding the Social Impacts of Gaming

A comprehensive study could have some or all of the following components:

- A full review of related literature on social impacts of gambling.
- A survey of a sample of the City's population to assess the incidence of gambling problems in the population.
- User surveys in key gaming facilities including the Casino, bingo halls, lottery sales outlets, and facilities with Keno equipment.
- A review (with RCMP) of callouts, charges and trial material.
- A review (with service providers) of the current levels of gambling addiction and related symptoms and issues.
- Interviews (with consent) with individuals who have or had problems with gambling.
- Community/neighbourhood focus groups on impacts of gambling.

If a study is undertaken, it should be implemented using the available resources in the community and area so that follow up and monitoring can be easily implemented in the future. Resources include: Great Canadian Casino Corp., BC Lottery Corp. local service providers, Malaspina University College researchers, and consultants. A research plan and implementation approach would have to be jointly developed. A package of funding from various sources such as Great Canadian Casinos Inc., and the BC Lottery Corporation, The Ministry of Community Development, Co-operatives and Volunteers, and the Ministry of Children and Families would have to be assembled. Because the focus of the study would be related most directly to questions of addiction prevention and treatment, the City should have limited financial commitment to the study, but could provide the leadership to get the study underway, and could provide support in the form of "in kind" services such as use of facilities, advisory services of staff, and project management and "accounting" services.

A study of this magnitude would likely take 4 to 6 months to complete. The amount of funding required is dependent on the scope of work and the allocation of tasks between the various study partners. Until a study outline is prepared, it is not possible to provide an estimate of cost.

A MONITORING FRAMEWORK TO ASSESS THE SOCIAL IMPACTS OF CASINO GAMING IN THE CITY OF NANAIMO

1.0 INTRODUCTION

"....died suddenly.....age 29"

What these words from a recent BC obituary do not say is that the sudden death was self-inflicted and ended a long struggle with an addiction gambling.

Gambling, or gaming as it is more politely called, is big business in BC. Gross gaming revenues totalled \$1.26 billion in 1998/1999 with a net revenue of approximately \$450 million or \$243 per adult¹. This figure does not include amounts spent by BC residents out of the province or the revenues of private, for profit and illegal gambling. Gaming is deeply embedded in our social and economic fabric.

But gaming, like other "normal" parts of our social fabric such as alcohol, is also a source of individual and social dysfunction. Addiction to gaming is a serious problem that results in symptoms such as "depression, personal/financial stress, anxiety, insomnia, poor nutrition, suicidal thoughts and tendencies, increased nicotine, caffeine and alcohol consumption, confusion, panic and ulcers."² There are also potential secondary impacts of problem gambling such as illegal gambling, drug traffic and addiction, prostitution, theft, domestic abuse and suicide. These are all also part of society's "net revenue" from gaming.

Expansion of gaming activities in a community also means a potential increase of the impacts of gaming. Managing these impacts is crucial if the optimal balance is to be struck between the financial benefits of gaming to society and the social consequences in a community.

To better understand the impacts of gaming on the City of Nanaimo, the City of Nanaimo Social Planning Advisory Committee (SPAC) and City Council authorised the development of a Monitoring Framework to address the impacts of development of the new "Great Canadian Casino" in Nanaimo. This charitable casino, established in 1998, significantly expanded Nanaimo's gaming infrastructure. This facility attracts visitors from Nanaimo, Nanaimo Regional District and adjacent regions and other parts of the province.

¹ BC White Paper, 1999."

² Aimes, 1999

2.0 OBJECTIVES OF THIS STUDY

The objectives of this study are:

4. To identify the impacts associated with casino gambling,
5. To identify how these impacts can be monitored or measured,
6. To identify which indicators have a ready source of information, and are available at reasonable cost, sufficient quality and accuracy for the City's purposes.

To address these objectives, this report presents an overview of the history of gaming in British Columbia, and presents a summary of key findings from a review of literature on the social impacts of gaming. As part of this study, other jurisdictions with casino gaming facilities were contacted to gather information on their experience of social impacts of casinos. Two focus groups were held with local and regional service providers, including representatives from Great Canadian Casino Ltd. and the BC Lottery Commission to gather information on their experience of local impacts. All of this background contributes to a proposed monitoring framework. Finally, the report suggests alternative approaches to understanding the relationship between gaming and impacts on the Community.

3.0 BACKGROUND TO THE PROJECT

3.1 GAMBLING HISTORY IN BRITISH COLUMBIA

Prior to 1987, casino gambling in BC for community charities involved temporary two or three day casinos that operated throughout the province. In 1986 the provincial government restructured the regulatory framework for casino gambling and enlisted the assistance of Great Canadian Casino Ltd. The result was the establishment of permanent casinos and expanded gaming opportunities in the province.

The first permanent casinos were established in Vancouver, Kamloops, Prince George, and Nanaimo in 1986. New casinos were opened each year from 1986 to 1989. In 1997 longer hours, new table games, and slot machines were approved in BC.

Currently, gambling in BC falls under the responsibility of the Ministry of Employment and Investment. It is responsible for the BC Gaming Commission (provincial), the BC Lottery Commission (Crown Corporation), and the Horse Track Associations, all of which regulate gambling. A proposed *Gaming Control Act* will address gaming legislation and policy within a legal framework and is designed to clearly define roles, jurisdiction and responsibility of agencies involved with gaming. Revenues from gaming is broken down as follows:

- 10% of net revenue is paid directly to a municipalities with "community charity" casinos (roughly \$2.4 million for Nanaimo this year)
- \$2 million is set aside for provincial gambling addiction treatment
- \$125 million (guaranteed as a minimum) is allocated to charities
- the remainder is divided with ½ going to health and the other ½ going to general revenues.

On March 13, 1997, the provincial government stated that they would be responsible for "the funding of dedicated police and prosecutorial resources to address illegal gambling and gaming enforcement; and, the funding of problem gambling response programs."³

In July, 1999, Minister Mike Farnworth, Ministry of Employment and Investment, announced that a memoranda of agreement had been reached with the "*Union of BC Municipalities and the BC Association for Charitable Gaming, setting out principles to govern relationships on gaming issues until gaming legislation is introduced.*"⁴ This allows municipalities to determine the level and type of gaming within their boundaries.

All casinos in British Columbia are designed community charity casinos with the exception of the Riverboat Casino in New Westminster, which is a destination casino. The provincial government commits a minimum of \$125 million annually from "community" charity casinos to charities. With destination casinos, 1/6 of net revenue goes to the municipality and the remaining revenue goes to the provincial government general revenues. No funds are allocated to charities from destination Casinos. Two new destination casinos are under construction in the province in Cranbrook and Penticton. Six other destination casinos have approval-in-principle, however, they are not scheduled to open this year.

3.2 COMMUNITY BENEFITS OF CASINO GAMBLING

A complete assessment of benefits of the casino was not part of this study. In general, the stated benefits of charitable casino gaming in background reports are:

- Creates jobs
- Funds community projects
- Helps pay for government initiatives

In Nanaimo, in addition to the benefits of 200 full time jobs, charities receive over \$5,000,000 of gaming revenues. This revenue is from the \$125 million dispersed by the BC Gaming Commission and is available regardless of whether or not a casino is in the community. The municipality receives 10% of the net revenue from the casino or \$2,400,000 (1998/99 revenues). This is in addition to municipal taxes (\$97,128) paid by the casino.

3.3 SOCIAL COSTS OF GAMBLING

The majority of the general public gamble for fun and entertainment. However, there are those in the population who become dependant on gambling and consequently face economic hardship and emotional dysfunction. To understand the impacts on this portion of the gambling population, many case studies were reviewed (see references). In order to understand the effects of unhealthy gambling behaviours it is necessary to determine if a person is detrimentally affected as a result of gambling. All information gathered by the studies was collected using one of four survey tools. See Appendix A for copies of each of the above surveys. These were:

³ Report on Gaming Legislation and Regulation in British Columbia, 1999

⁴ The Democrat, 1999

- South Oaks Gambling Screen Questionnaire (SOGS) - a list of twenty questions designed to determine lifetime and current rates for problem and pathological gambling.
- Modified South Oaks Gambling Screen (Short SOGS) - a list of five questions from the original SOGS designed to determine gambling related problems during the last 12 months.
- Diagnostic and Statistical Manual (DSM-IV) - used to determine pathological gambling
- NORC DSM Screen for Gambling Problems (NODS) - a list of seventeen questions designed to determine current and/or lifetime pathological or problem gambling

Most of the studies relied on the SOGS or Short SOGS screen. It should be noted that some of the surveys and reports reviewed focused on the higher risk portions of the population, therefore, leading to misleading perceptions of the overall portion of the population that is "at risk".

There was consensus among all the reports that there are three categories of gamblers. Non-gamblers/occasional gamblers (also referred to as Level 1), problem or at-risk gamblers (Level 2), and compulsive or pathological gamblers (Level 3)

Definition of compulsive or pathological gambling: a chronic, progressive failure to resist impulses to gamble and gambling behaviour that compromises, disrupts, or damages personal, family or vocational pursuits.

Table 1 - Pathological and Problem Gambling Population Estimates shows a breakdown for problem and compulsive gamblers based on the type of study and/or demographic profile (youth, adults, and seniors). Table 2 - Problems Created by Gambling Addiction lists the types of problems that can be created through problem/pathological gambling and how community services may be affected. Table 3 - Economic Consequences is drawn from the Report of the US National Gambling Impact Study Commission. It identifies some of the economic consequences of gambling addictions. Figures are in US dollars and should therefore not be considered as representative of equivalent costs in Canada. The information is indicative of economic consequences of gambling addiction.

The estimates in these studies indicate that approximately 1 to 1.5% of the adult population are "chronic" gamblers, and approximately 2.5% are "problem" gamblers. The rates for youth (15 to 18) are approximately double the rates for adults (19+). At risk populations are at least as great as chronic and problem numbers combined.

These studies also reached similar general conclusions about gambling. These are:

- Presence of a gambling facility within 50 miles roughly doubles the prevalence of problem and pathological gamblers
- Men are more likely to be pathological gamblers than women
- Pathological gambling is found proportionately more often among the young, less educated, poor
- Individuals that begin gambling at an early age run a much higher lifetime risk of developing a gambling problem

Table 1: Pathological and Problem Gambling Population Estimates

Report Cited	Adult Pathological	Adult Problem ⁵	Youth Pathological ⁶	Youth Problem	Diagnosis Tool
The State of Gambling in Canada	1.1%	2.8%	5.7%	14.8%	Meta-analysis of 120 reports
Gemini Research	1.8%	2.4%	N/A	N/A	See State of Gambling in Canada report
Harvard Medical School researchers	1.6%	3.9%	5.77%		unknown
Community Effects of the Opening of the Niagara Casino: A First Report	4.4%	12%	N/A	N/A	Short SOGS
Gambling Impact and Behaviour Study - NORC	0.8%	1.3%	N/A	N/A	NORC DSM-IV screen (NODS) - Random digit dial (RDD) survey
Gambling Impact and Behaviour Study - NORC	7.9%	5.3%	N/A	N/A	NORC DSM-IV screen (NODS) - Casino patron survey
Gambling Impact and Behaviour Study - NORC	1.2%	1.5%	N/A	N/A	NORC DSM-IV screen (NODS) - combined RDD and patron survey
Gambling Impact and Behaviour Study - NORC	N/A	N/A	2.0% combined pathological and problem	See pathological	NORC DSM-IV screen (NODS) - Random digit dial (RDD) and "enriched" ⁷ survey

⁵ The meta-analysis report also states that "*while level 2 (problem gamblers) are less distressed than level 3 (pathological gamblers), they far outnumber them and, taken together, constitute a significant drain on societal resources.*"

⁶ Some estimate that youth problem gambling can be twice as high as the adults

⁷ Enriched means a RDD survey from a list of telephone numbers that are known to have youths

Table 1(con't): Pathological and Problem Gambling Population Estimates

Report Cited	Adult Pathological	Adult Problem ⁸	Youth Pathological ⁹	Youth Problem	Diagnosis Tool
Gambling in Canada - A Report by the National Council of Welfare	1.2 - 2.7% Lifetime 0.8 - 1.9% Current	2.6 - 5.9% Lifetime 1.9 - 4.0% Current	3.0% 4.0%	8.7% ¹⁰ 33.0% ¹¹	Unknown - various
"Gambling in Ontario" Canadian Foundation on Compulsive Gambling (Ontario)	1.0%	2-7%	N/A	N/A	Unknown
"A Review of Government Revenue and Expenditure Programs Relating to Alcohol, Tobacco, and Gaming"	4% are "problem" gamblers (no distinction between pathological and problem)	See pathological	N/A	N/A	Unknown
Gambling in Louisiana - A Benefit/Cost Analysis	1.8 - 3.2% Lifetime 1.0 - 2.2% Current	2.5 - 4.1% Lifetime 1.6 - 3.0% Current	N/A	N/A	SOGS
AGA on National Gambling Impact Study Commission Final Report: "I hate to say I told you so"	0.6 - 1.5%				Unknown

⁸ The meta-analysis report also states that "*while level 2 (problem gamblers) are less distressed than level 3 (pathological gamblers), they far outnumber them and, taken together, constitute a significant drain on societal resources.*"

⁹ Some estimate that youth problem gambling can be twice as high as the adults

¹⁰ Nova Scotia figures, 1993

¹¹ Ontario figures, 1994

Table 2: Problems Created by Gambling Addiction

Personal Issues

Financial problems	Insomnia
Financial ruin	Anxiety
Loss of job	Suicide
Run up large debts	Substance abuse
Bankruptcy	Increased caffeine/nicotine consumption
Stress	Decreased work productivity
Lethargy	Health problems
Panic	Poor nutrition
Sweats	Ulcers
Depression	Homelessness
Confusion	

Family Issues

Marital breakdown	Unpaid utility bills
Financial ruin	Family break-up
Divorce	Child abuse

- Children affected: left alone for long periods of time, poor nutrition
- Damage relationships with friends and families

Community Issues - Non-criminal

- Increased noise levels, lights, round-the-clock activity
- Increased demand on police, fire and emergency medical services
- Rental vacancies decreased (from workers moving into area)
- Magnify poverty related issues: lack of job training, inexperience with household financial management, youth motivation programs and lack of economic development policies
- Workplace suffers decrease in efficiency/income loss

Community Issues - Criminal

Theft	Fraud
Property crime	Violence
Armed robbery	Embezzlement
Organised crime	Forgery
Credit card theft	Robbery and murder
Tax evasion	

- Crime rate increases - especially traffic violations, disturbance calls, bad cheques
- Lawful forms of gambling will not necessarily lead to a reduction in illegal gambling
- Additional opportunities for loan sharking, money laundering, extortion, and intimidation

Table 3: Economic Consequences¹²

Measurement	Pathological	Problem
Poor physical and mental health, Job losses/unemployment	\$1,200 ¹³	\$700
"Lifetime" costs (divorce, bankruptcy, arrest, incarceration, etc.)	\$10,500	\$5,100
Missed work	69-76% 1.7 days	2.7 days ¹⁴
Lost jobs ¹⁵ annually ¹⁷	13.8% \$320 annually	10.8% ¹⁶ \$200
Debt vs income	\$1.20:\$1.00 ¹⁸	
Bankruptcy	19.2% ¹⁹	10.3%
Arrested	32.3% \$1,250	36.3% \$960
Incarcerated	21.4% \$1,700	10.4% \$670
Divorced	53.5% \$4,300	39.5% \$1,950 ²⁰
Health care	\$700	n/a ²¹
Mental health	\$330	\$360 ²²
Pathological gambling treatment ²³	\$10,000 in-patient \$900 - \$1,000 out-patient	

¹² NORC, 1999

¹³ U.S. dollars

¹⁴ Versus low-risk and non-gamblers 0.9 days

¹⁵ Employers incur search and training costs assumed equal to 10% of the annual salary for each employee replaced (NORC, pg 44)

¹⁶ Versus low-risk and non-gamblers 5.8% and 5.5% respectively

¹⁷ This figure represents the adjusted figure over and above the average \$4,000/employee i.e. the pathological gambler job loss rate of 13.8% versus the expected average of 5.8%

¹⁸ Ratio represents debt versus annual income

¹⁹ Versus 5.5% and 4.2% for low-risk and non-gamblers

²⁰ This is in excess over the national average of \$20,000 in lifetime legal fees for divorce

²¹ This is in excess over the annual expenditure of \$3,800 per capita

²² This is in excess over the annual costs of \$5,000 per year

The reports also contained many recommendations. Following is a summary of the key recommendations relevant to this study:

- That the amount and public visibility of gambling addiction prevention and treatment programs be increased
- All community service organisations include a standardised gambling questionnaire for simplified statistical analysis
- The provincial government fund treatment and research projects using a minimum of 2% of slot machine revenues
- Create a local problem gambling treatment facility run by the Canadian Foundation on Compulsive Gambling
- Have a trained gambling treatment professional²⁴ train casino management and staff to develop strategies for dealing with problem/pathological gamblers
- Allocate funds to biennial research to measure changes in needs/problems using telephone and/or patron survey method
- Allocate funds for advertising of local treatment facilities/options
- Increase public awareness, education and prevention

The reports also identify Agencies/Individuals to contact for information/data on problem gamblers. Recommended contacts were:

Lawyers - bankruptcy, embezzlement
Police, Local chief of police
Crisis Intervention counsellors
Gamblers Anonymous
Mental health programs
Psychotherapists
Local director of community development
Director of a consumer credit counselling service
Local chamber of commerce
Local planners
Addiction specialists
Social service personnel

²³ Estimated that only 3% of pathological gamblers seek treatment

²⁴ The Canadian Foundation on Compulsive Gambling (Ontario) is reviewing various certification processes to create a standard for gambling counsellors

3.4 CASINO GAMBLING IN NANAIMO

In 1998 the Nanaimo casino moved to its current location at Harbour Park Mall. This 24,000 sq. ft facility offers table games such as Blackjack, roulette, Sic Bo, Let It Ride, Mini Baccarat, and Pai Gow and has 300 slot machines (as of July 1998). Other amenities include a 72-seat restaurant, valet parking, easy access complimentary parking, and a customer service reception area. The main differences between the old and new casino was the addition of the 300 slot machines, larger facilities (from 5,000 square feet), more staff/training areas, and the purchase of the building (old location was rented). These changes, along with additional tables has resulted in an approximate doubling of net revenues.

Great Canadian Casinos (GCC) is proud of their employment standards. They employ their dealers and staff full-time and include a health, dental, life insurance, pension plan, benefit package and revenue sharing plan. GCC also provides *"the second largest and most successful training program in British Columbia."*²⁵ The Great Canadian Casino considers their employees professionals and is interested in retaining them.

The Nanaimo casino currently has 230 employees, the majority (200) of which are full-time. This includes casino staff and contracted out work. Casino employees are trained by the Canadian Gaming Institute (CGI) which has a policy of training casino employees when they are needed rather than on a continual intake basis. The Nanaimo casino is set up to be a training facility and will train employees from throughout BC. Dealers start off at the base rate of \$8.50/hr and after a 3-month probation period can take additional training in other games. For every additional game "certification" the employee receives an extra \$1/hr. Slot, cage and host staff are paid a higher hourly rate since they do not receive tips. Most employees average \$25,000 to \$30,000 per year. Approximately one half (48% to 52%) of the employees are women who find working in the casino is beneficial. Women with limited job skills can train as a casino dealer and also can have some flexibility in their hours of work, which is especially convenient for women with children. Employees also have the option of transferring to other casinos within the province. Some of those trained by the CGI have gone on to work in the cruise ship industry and are considered better trained than dealers from Las Vegas.

The Great Canadian Casino represents only a small part of the gaming opportunities in the City and area, Lottery tickets, pull tabs, Keno in restaurants and bars, and bingo's are some of the gaming alternatives available. Provincially, casino gambling netted \$308 million, or approximately 56% of net gaming revenues.

3.5 WHO PLAYS IN THE CASINO?

The Great Canadian Casinos Inc. conducted patron Studies of casino players in 1996.²⁶ At that time, 75% of the players were male and most (62%) were 25-54 years of age.

Household incomes were higher than average with 53% having household incomes of \$35,000 or more and 16% in excess of \$65,000.

²⁵ Great Canadian Gaming Corporation - The Best Deal In Town, 2000

²⁶ Jones and McQuarrie, 1996

Other relevant data is:

- 47% were single, 43% married or common law and 10% divorced/widowed or separated
- 73% had no children under 19 at home
- 46% had white collar occupations
- 59% had a college degree
- 80% spent less that \$300 per visit
- 48% visit the casino weekly
- 68% spend less that 3 hours per visit.

This information was gathered from Newton, Richmond, Holiday Inn and Victoria casino patrons. There is no comparable information for the Nanaimo casino. Generally, slot machine patrons are older than the average patron and a higher proportion are female.

3.6 ESTIMATES OF LOCAL GAMING IMPACTS

There is no comprehensive inventory of individuals in the City and surrounding area who have been negatively affected by gaming in general or casino gaming in specific. If the general assumptions from the background studies about proportions of the adult population affected by gambling are applied to Nanaimo and area, the estimates shown in Table 4 result.

Table 4: Estimated Adult Population with Gaming Impacts

Location	Pathological (1% to 1.5%)	Problem (2.5%)	At Risk (3.5%)
Nanaimo	585 - 875	1,455	2,040
Nanaimo Regional District	1,020 - 1,530	2,550	3,570
Central Vancouver Island	1,860 - 2,790	4,650	6,515
Nanaimo (youth 15-18)	74 - 125	185	260

3.7 LOCAL AND PROVINCIAL EDUCATION AND TREATMENT PROGRAMS

In the Nanaimo area, the Gamblers Anonymous program at the Nanaimo and District Regional Hospital addresses gambling addiction. The Hiiye'yu Lelum House of Friendship in Duncan also has a counsellor for treating gambling problems. The Canadian Foundation on Problem Gambling offers counselling via the telephone, however, their office is located on the Lower Mainland. Other programs that indirectly can provide treatment for the general public include the Genesis Program at the Salvation Army (for adults over 18) and the Ministry of Children and Families, Addictions Services (provincial) which also covers the gambling counselling 24-hour hotline, brochures, and posters.

NOTE: *"The province does not provide specific treatment services on problem gambling in the public sector. However, individuals with multiple addictions have access to local alcohol and drug services. Gamblers with problems are also utilising the self-help network and going to private counsellors."*²⁷

²⁷ Gambling in Canada, 1996

The John Howard Society works with both youth and adult legal offenders some of whom have gambling problems. There is no treatment centre in BC specifically designed to deal with gambling addiction and those seeking help must go out of province (which is not covered by BC Medical Insurance). An inventory of local services addressing the primary and secondary impacts of gaming is attached as Appendix B.

4.0 CASE STUDIES

As part of this study we spoke with other jurisdictions with casinos and with local service providers to gain insight into local views of gambling in general and casino gambling in specific. Contact names are included as Appendix C.

4.1 COMMENTS FROM LOCAL ORGANIZATIONS

We contacted several local service delivery organizations and conducted a short telephone survey to gather information on local services and on views of the impacts resulting from the new casino. Following are the results of that survey organized by the question asked.

What changes related to gambling has your community has undergone in the last decade or so. What kinds of changes has your agency seen in the need for its services during this time?

- People began gambling as a social thing and with some it led to pathological gambling (some have lost their jobs.)
- There is a progression from lottery tickets to gambling - some will gamble and lose all their money; may have paid the rent but have no money for food or transportation.
- Impacts - increase in demand for \$2 lunch/dinner at Salvation Army, some are eating at the kitchen, taking home the free bread and not buying food.
- Increase in the number of Money Marts and pawnbrokers in the downtown area.
- Service needs have been consistent - level of activities and programs hasn't increased.
- More acute problems i.e. combination of problems (alcohol, gambling, drug use, family break-up/strife, etc.)
- 6000 meals/month at Salvation Army.
- Increase in chemical dependency intakes.
- The only stats available on problem gambling are from the Problem Gambling Information hotline

How much of the change (community, caseload) you described would you attribute to the opening of gaming facilities in the area?

- Very little (hard to give an estimate)
- Social problems attributed to society, denial
- Increased foot traffic in area

Have you noticed any trends in underage gambling? Y/N. If yes: How have such cases normally been handled, to the best of your knowledge?

- No
- Yes
- ADAPT, Youth Services, Nanaimo and Area Resource Services for Families, Reconnect program

***Are there services in your area specifically set up to help people with gambling problems? Y/N
If yes: Could you tell me something about them?***

- Psychological counselling
- Family counselling
- Addiction counselling
- Credit or financial counselling
- Gamblers Anonymous

Is there financial counselling available to deal with personal financial issues, especially related to problem gambling?

- Group social living skills program

Do you feel that the service providers helping those with gambling problems have adequate training to deal with the issues specific to gambling addiction? Y/N and reason.

- No, services are too far away from Nanaimo (in Duncan)
- Too new and counsellor can't "get the word out to people" i.e. couldn't advertise
- Not enough service in relation to problem
- Still learning to deal with the issues
- Bingo is still not perceived as a gambling issue

Do you currently assess for gambling as an issue? Y/N. If No - Would you or could you if you had the proper tool(s)?

- Yes
- Budgeting, addressing life skills area
- Short SOGS

What are the main issues and gaps in service provision on issues related to gambling?

- Connection between service providers (lack of ability to connect with other service providers, fragmented)
- Confidentiality issues - statement to give permission to seek help with other service providers and share information is hard to obtain, clients don't want the RCMP or their Financial Aid workers to know
- Making the community healthier in general
- Prevention/education

What would you say is the primary social or economic problem that your community faces?

- Nanaimo has grown so big it can't deal with all the increasing problems
- Segregation of "old" Nanaimo and "new" Nanaimo
- Economically has segregated and creates ownership problems
- North end is more business/hustle bustle; south end is more laid back/more people hanging around and talking

Other Comments

- Casino was supposed to be a "draw" for Nanaimo and the downtown area. Initially it was i.e. tour buses arrived before casino opened and business improved in downtown core until the casino changed it's hours and opened earlier
- Some local businesses are working with the casino and have a coupon program in place
- Businesses can't tell what the effect on disposable income spending is - is this disposable income now being spent in the casino and not local businesses?
- There has been a general increase in business in 1999; however, the more successful businesses have more aggressive or unique marketing and products.
- Parkway may also have had an effect on downtown business (opened in 1997)
- People can gamble their money away quicker than they can drink it
- Transference of addictions: alcoholics are "corking the bottle" and taking up gambling

4.2 INFORMATION FROM OTHER MUNICIPALITIES

We contacted social planners or municipal representatives in several other BC municipalities, as well as the Cities of Windsor and Niagara in Ontario, to gather information on their experience of gaming impacts and their approach to allocating lottery revenues. Windsor and Niagara Falls are included, as they were the only two municipalities we found that have some research completed on local impacts. The municipalities did not commission these studies. Table 5 summarises the results of those contacts.

An initial study²⁸ of gaming impacts resulting from establishment of the Niagara casino concluded that the proportion of residents reporting 2 or more gambling problems increased from 2.5% to 4.4% and the proportion reporting one or more problems increased from 9.6% to 12%. In addition the proportion of families reporting one of their members having gambling problems increased from 5% to 7.5%. These changes compare problems before and after establishing the casino.

A similar study in Windsor²⁹ did not find similar results. Although the proportion of the population who had gambled increased from 66% to 82%, the proportion of problem gamblers increased only from 3.6% to 3.7%. Because of population increase in the area, the absolute number of problem and pathological gamblers did increase from an estimated 4,600 to 6,000 over the four-year period. In addition, redevelopment and additional policing decreased crime incidence in the downtown area.

²⁸ Room, Turner, & Ialomiteanu, 1998

²⁹ Frisch, Govoni, & Rupcich, 1999

Table 5: Summary of Responses from Municipalities		
Municipality	Social Impacts	Revenue Allocation
Kelowna (Walter Gray, Mayor)	<ul style="list-style-type: none"> No studies. No significant concerns about social or police impacts 	<ul style="list-style-type: none"> \$1.7 million - allocated to capital projects
Prince George (Allan Charbot, Clerk)	<ul style="list-style-type: none"> Community review prior to expansion Recommended a Gamblers Anonymous, Public Education, Posting help-line numbers, More research 	<ul style="list-style-type: none"> Host agreement not signed
New Westminster (Lisa Spitale, Strategic services)	<ul style="list-style-type: none"> No studies Community and destination casinos Some concerns about addictions, but see it as a provincial issue 	<ul style="list-style-type: none"> \$6.4 million used for four funds: Endowment fund, Infrastructure and facilities program, OCP initiatives, Economic Development
Richmond (Terry Crow)	<ul style="list-style-type: none"> No studies No significant crime or social concerns 	<ul style="list-style-type: none"> City is currently reviewing revenue allocation
Niagara Falls (Serge Felicetti)	<ul style="list-style-type: none"> Destination casino No studies by City Concerns about traffic problems, increased crime and prostitution did not occur 	<ul style="list-style-type: none"> No direct funds from interim casino - will receive direct funds from permanent casino Property is leased; City receives grant in lieu of property taxes
Windsor (Michael Brody)	<ul style="list-style-type: none"> Destination casino No studies by City No significant crime or social concerns 	<ul style="list-style-type: none"> \$11.8 million property tax to general revenue \$2.6 million income set aside for special projects, aid to children, community services not gambling related

Although most municipalities share a general concern about the impacts of gaming, municipal representatives do not report significant and obvious issues. There have been no municipally supported research studies to support this view. We did not contact service providers or police to validate the municipal observations. Even though there is no significant concern about gambling related issues, most municipalities have established policies for the allocation of gaming revenues that target a portion of gaming revenues to local services to local services, some of which are related to treatment or support of gambling addicts or their families.

4.3 NANAIMO FOCUS GROUPS

To better understand the situation in Nanaimo, we conducted two focus groups with service providers and police from Nanaimo and representatives from Great Canadian Casinos Inc. and

the BC Lottery Corporation. A listing of those attending is included as Appendix D. At the first focus group on January 7th, 2000, background material was presented and issues related to casino gambling and gambling in general were discussed. Following is a summary of the key points raised in the discussion.

Services Available

Services available within the community and the province are inadequate to address gambling addiction problems. Current services include Gamblers Anonymous and a gambling counsellor responsible for the area from the Malahat north to Tofino and Parksville/Qualicum. Other social service providers deal with gambling addiction indirectly or refer clients to other services. There is a lot of overlap because clients often seek help from a number of different agencies. In many cases, clients are suicidal when they first seek help.

Crime

Crime per capita in Nanaimo has not increased with the Casino. However, crime per capita has been declining both locally and provincially for some time. The downtown, harbour park area has experienced several changes in addition to the Casino e.g., relocation of through traffic to the new highway, the arts centre, the Coast Hotel. Illegal gambling is growing – higher stakes, better hours. Criminal activities which may have increased or decreased in the immediate area surrounding the casino may or may not be attributed to the casino.

Provincial and Federal Involvement

This issue must also involve provincial and federal support for addiction, health, and education programs. It is difficult to assess and measure the situation accurately. Current information relies on general tendencies and anecdotal information from local service providers.

Concerns and Questions

Many of the concerns related to lack of accurate information and overlap of services. Some felt that gaming issues shouldn't concentrate only on casinos but need to include other addictive gaming activities such as bingo, keno, etc. Other concerns involved the lack of experience of all levels of government to deal with the social impacts of gambling. Gambling is a relatively new business in British Columbia and service providers and governing agencies don't have the knowledge and skills to address the problem properly. One service provider commented that Nanaimo is the second to worst BC community in the poor health indicator bracket. It is not clear if or how poor economic conditions and prevalence of gambling are related.

Some recurrent questions included how many problem/pathological gamblers are we dealing with? Numbers vary according to report, survey method and service provider experience. Reliable indicators are needed to assess the problem but what they were and how to track them may be problematic. Confidentiality was also a major issue. How can reliable statistics be compiled while ensuring confidentiality and also eliminating duplicate statistics?

Some of the anecdotal information and statistics that were supplied by the local service providers illustrated the complexity of gambling addiction and the difficulties involved in separating them from other addictions or social problems. Gambling addiction involves family and friends. It is estimated that for every problem gambler eight other people associated with that gambler are affected. This could be manifested as physical and/or emotional abuse, neglect, financial stress, and lack of food and adequate shelter. One important difference between substance abuse addicts (alcohol or drug addicts) versus a gambling addict is that an alcoholic can decide to quit and start anew, whereas a gambling addict most likely will also be faced with a large debt and/or loss of job. Gambling addiction is more of a stigma than other substance addictions and therefore many gamblers may not seek help until they are desperate. Suicide rates are high among gambling addicts. One service provider compared gambling addiction symptoms as following cocaine addiction patterns.

It is unclear if cultural orientation may also be a factor in vulnerability to gambling. Half of the 28 individuals in the gambling counselling program are of First Nation's origin. This may also be a reflection of availability of the service at the Friendship Centre.

Focus Group Recommendations

Education, support, direct action on crime, trained gambling counsellors, services for suicidal clients sharing of information and reliable statistics were all identified as necessary on both a municipal and province wide basis. The RCMP recommended that efforts be directed in three areas: education and awareness, support, and crime (direct action). Local service providers felt that adequately trained gambling counsellors, a province wide program, and education were the priorities to address first.

5.0 MONITORING FRAMEWORK

5.1 A PROPOSED MONITORING FRAMEWORK

The main social issues that are perceived to be associated with gambling, including casino gambling, are related to gambling addiction and criminal activities. They should be the focus of any monitoring program related to the social impacts of gambling.

It is apparent from the background research as well as from the interviews and focus group comments, that assessing the social impacts of gambling is complex. There are many different options available for someone who wishes to gamble, and most gamblers do not exclusively use only one gambling option. Pathological gamblers may also have cross addictions with alcohol and/or drugs. Gambling, unlike alcohol or drugs, has few visible external symptoms, and can be hidden. This addiction often results in high levels of depression and suicide is more common among gambling addicts than among drug or alcohol users. Methods of assessing gambling addictions, although general in use, also have limitations (e.g., they all assume people will tell the truth). Understanding overall levels of addiction to gambling and the extent to which casino gambling is specifically the main outlet is virtually impossible without extensive population based research. Understanding the levels of gambling addiction as a symptom of those within

the social service system is possible if service providers regularly use the same gambling assessment tool, and keep related data.

The information on crime impacts is also mixed. Certainly as a "venue" a casino may "attract" certain illegal activities such as prostitution, money laundering and illegal "after hours" gambling. However there is little evidence that a casino is a generator of these activities. Incidents in and related to the casino are reported and can be monitored. A proposed monitoring framework focussing on these two areas of social impact is shown in Table 6 - Monitoring Framework to Assess the Social Impacts of Casino Gambling in the City of Nanaimo.

The proposed framework starts with collection of data relative to the general socio-economic and demographic context of Nanaimo. Although there is not sufficient evidence to link gambling addiction to specific socio-economic indicators, such evidence may be generated in the future and could be applied to the Nanaimo context. Also, it may be possible over time to understand the linkages, if any, between the general state of the local economy and gambling patterns.

The use and users of the casino can also be monitored. Great Canadian Casinos Inc. undertake their own research on use and users of the casino. Most past studies contain information on individual casinos as well as aggregated results. This information would permit a comparison between the Nanaimo casino and other venues, and would also allow a comparison of users to the general socio-economic profile.

Crime statistics can be generated based on callouts to the casino and other callouts that link to the casino. This information is recorded by the RCMP. Gathering and summarising the information will have to be co-ordinated with them in order to protect the privacy of those involved or charged.

The BC Problem Gambling Hotline does record both frequency and locations of calls. Summaries are provided on a monthly basis. Because of the low numbers (approximately 6 per month for the Nanaimo area) it is not a reliable indicator of actual numbers. Also an increase in the number of calls could result from either increased numbers of individuals with problems, or increased awareness of the hotline.

The most reliable source of information is the frequency of use of local services. Gamblers Anonymous does not keep records of client numbers so cannot be used as a source of information. Agencies such as the Hiiye'yu Lelum House of Friendship in Duncan, and Addictions Services use a version of the SOGS screen and can identify individuals with problem and chronic gambling issues. There are some problems related to data reliability such as clients' use of more than one service, and varied use of the full and short SOGS assessment. In addition, waiting lists and wait periods can indicate changes in the numbers of users. Again, changes in numbers being served or waiting to be served may not reflect an actual increase in the numbers of problem and chronic gamblers. Increased awareness of service availability, increased provision of services, changes in Employment Assistance Programs, or their insurance programs could all affect client numbers.

Ongoing awareness of the information being generated on the social impacts of gambling facilities is a critical part of monitoring. Community oriented gaming facilities are a relatively new addition to most communities that have them, and the implications are still being investigated. In addition, regular interviews with local key informants and specialists in gambling addictions can help to maintain a general perspective on any changes in the social impacts on gambling in Nanaimo.

This proposed framework is relatively simple and inexpensive. At the second focus group, we reviewed the proposed framework. The recommended indicators were generally supported. The concern expressed was that the framework has limited reliability in fully understanding the overall impacts of the gaming, in general and the casino in Nanaimo. Caseloads reflect only a portion of the overall problem. A full understanding would require a more detailed and comprehensive (i.e., population based) research effort, and ongoing monitoring based on follow up research. This approach would be relatively expensive for the City without partnerships, for example with Malsapina University College, the BC Lottery Corporation or Great Canadian Casinos Inc.

5.2 A Comprehensive Approach to Understanding the Social Impacts of Gaming

A comprehensive study could have some or all of the following components:

- A full review of related literature on social impacts of gambling.
- A survey of a sample of the City's population to assess the incidence of gambling problems in the population.
- User surveys in key gaming facilities including the Casino, bingo halls, lottery sales outlets, and facilities with Keno equipment.
- A review (with RCMP) of callouts, charges and trial material.
- A review (with service providers) of the current levels of gambling addiction and related symptoms and issues.
- Interviews (with consent) with individuals who have or had problems with gambling.
- Community/neighbourhood focus groups on impacts of gambling.

If a study is undertaken, it should be implemented using the available resources in the community and area so that follow up and monitoring can be easily implemented in the future. Resources include: Great Canadian Casino Corp., BC Lottery Corp. local service providers, Malaspina University College researchers, and consultants. A research plan and implementation approach would have to be jointly developed. A package of funding from various sources such as Great Canadian Casinos Inc., and the BC Lottery Corporation, The Ministry of Community Development, Co-operatives and Volunteers, and the Ministry of Children and Families would have to be assembled. Because the focus of the study would be related most directly to questions of addiction prevention and treatment, the City should have limited financial commitment to the study, but could provide the leadership to get the study underway, and could provide support in the form of "in kind" services such as use of facilities, advisory services of staff, and project management and "accounting" services.

A study of this magnitude would likely take 4 to 6 months to complete. The amount of funding required is dependent on the scope of work and the allocation of tasks between the various study partners. Until a study outline is prepared, it is not possible to provide an estimate of cost.

5.3 CLOSING COMMENTS

At the second focus group meeting on January 26th, participants expressed a concern that the proposed framework, although useful, did not adequately address their concern. Although the Great Canadian Casino is the current focus of attention, the social issues related to gaming are much broader. Other gaming facilities and opportunities such as bingo and lotteries and Internet gambling need to be considered. For example, only 4 of 12 clients from Nanaimo in the gambling addiction program claim the casino as their major issue. There is also a concern that existing services are far from adequate to address gambling addiction problems. Some of the concerns they expressed were:

- People need to know more about the impacts of gaming on the community
- Accurate data is needed
- There is a need to understand how gaming is related to other issues such as poverty, housing needs and physical and emotional abuse
- It is not clear how different cultural groups (e.g., individuals of First Nations or Asian origin) are vulnerable to or affected by gambling
- A clear picture of gaming issues is needed in order to ensure that adequate service levels and the necessary scope of services are provided to address the issue
- There are no studies of the social impacts of gaming in the province
- Partnership is needed to study and address gambling issues including the City, service organisations, the BC Lottery Corporation, schools, First Nations and Great Canadian Casinos Inc.

The focus group recommended that the City provide the leadership on this issue and initiate a comprehensive study of the social impacts of gaming in the City. This would be a pilot project in the province, and depending on the terms of reference, could have the support of Great Canadian Casinos Inc., and the BC Lottery Corporation. Funding for such a study should be available from various sources.

Table 6: A Monitoring Framework to Assess the Social Impacts of Casino Gaming in the City of Nanaimo						
Indicator (s)	Source	Cost to City/yr.	Frequency	Reliability	Purpose/ Linkages	Questions? Comments
<i>Context</i>						
Demographic Profile (age, gender, population projections)	BC Stats	Minimal	5 Years Annual Est.	High	Sets context for assessment	Can this link to vulnerable sectors?
Socio-economic Profile (individual and household income, participation rates, employment rates and social support rates)	BC Stats	Minimal	5 Years Annual Est.	High	Sets context for assessment	Can this link to vulnerable sectors?
<i>Casino Use</i>						
User Information (numbers of patrons, user profiles, self-banning rates)	Great Canadian Casino	Minimal	Annual	Medium	Identifies levels of casino use, type of user	Studies have identified location of, basic information on users? (e.g., location, age, gender, income, preferences, amount spent, frequency)
<i>Impacts</i>						
<i>Crime:</i>						
On site incidents (call-outs to the casino, related charges e.g., assault, theft, prostitution etc.)	RCMP	Minimal	Annual	High	Identifies potential crime change	Can this identify location of, basic information on "perps"? (e.g., location, age, gender, income) without invading privacy?
Related incidents (tied to casino (call-outs, related charges e.g., counterfeit money, illegal tables)	RCMP	Minimal	Annual	High	Identifies potential crime change	Can this identify location of, basic information on "perps"? (e.g., location, age, gender, income without invading privacy?)
<i>Addiction:</i>						
BC Problem Gambling Hotline (monthly call frequency)	Hotline	Minimal	Annual	Low	Identifies change in "problem" levels	Vulnerable to increased awareness.
Social Service Assessments (numbers/characteristics of assessed pathological and problem gamblers in treatment)	Agencies	Minimal	Annual	Medium	Identifies change in "problem and chronic" gamblers	Relies on use of similar assessment tool e.g., SOGS or short SOGS. Will require agency co-operation.

Table 6 (con't) : A Monitoring Framework to Assess the Social Impacts of Casino Gaming in the City of Nanaimo

Indicator (s)	Source	Cost to City	Frequency	Reliability	Purpose/ Linkages	Comments
Social Service Waiting Lists and Wait Periods (time and numbers may indicate change in demand for service)	Agencies	Minimal	Annual	Medium	Identifies changes in service demand, potential case loads	Indirect measure. May be influenced by increased awareness of programs, other changes in service
<i>Secondary Impacts:</i>						
Literature review: General social and Economic Impacts (monitor results of new studies for assessment of economic impacts)	City	1 week staff	Bi-annual	Medium	Identifies related economic impacts	These studies may be "indicative" of the situation in Nanaimo.
Key informant survey with service providers, police etc. on social impacts (cross addiction, family, other issues)	Key experts, service providers	2 weeks staff	Bi-annual	Medium	Identifies related social impacts	Generates related information and assesses service needs.

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APPENDIX A: ADDICTION ASSESSMENT TOOLS

APPENDIX B: NANAIMO SERVICE PROVIDERS

Alano Club (community self-help group)

- Self-help group for friends and family members of alcoholics

Alcoholics Anonymous (community self-help group)

- Fellowship of men and women who share their experience, strength and hope to solve common problems and help others recover from alcoholism

ADAPT - Alcohol and Drug Abuse Prevention and Treatment Society (MCF funding)

- Primarily early intervention program targeted to high risk youth
- Outpatient treatment program to youth experiencing problem with own alcohol/drug use
- Drug and alcohol prevention and treatment for youth (12-18 yr.)
- Counsellors, outpatient treatment
- Screening assessment, individual/family/group counselling
- Referrals to other resources
- Screen for gambling problems but not a big problem
- School based prevention program (educational)

AIDS (Vancouver Island)

- Through education and harm reduction, less people are testing positive than last year
- Concerns: Nanaimo has a very high number of people who are HIV positive; 2 new people contact the office each month

Canadian Mental Health (Provincial)

Central Vancouver Island Women's Day Treatment Program

Central Vancouver Island Crisis Society (non-profit)

- Provides 24 hour, 7 days a week, confidential, anonymous service to individuals experiencing emotional distress
- Concerns: financing for more public education

Clearview Detox Center (local non-profit, funded by province)

- 8 beds residential, non-medical detoxification and stabilization services for men or women 19 or older, crisis intervention, education and information, referrals and discharge planning services
- drug and alcohol addiction
- no screening for gambling

Edgewood Chemical Dependency (private)

Forensic Psychiatric Adult Services (provincial)

Gamblers Anonymous (community self-help group)

- twice weekly meetings for those with gambling addictions

Hiiye'yu Lelum House of Friendship (MCF funding)

- problem gambling counselling
- 50:50 aboriginal:others
- offices in Duncan, Nanaimo, and Port Alberni

John Howard Society - Nanaimo Region - Drug and Alcohol Program (non-profit - provincial funding)

- Assessment, treatment planning and referral services, structured education and relapse prevention groups for inmates at the Nanaimo Correctional Centre
- Concerns: lack of support for community resources providing long term care

Ministry of Social Development Economic Security (provincial)

- Provides services and programs to help individuals and families get ahead in life and build better futures for their children
- Programs supporting skills training, housing, child care, BC Benefits (Income Assistance), and services for people with disabilities reduce the pressure on families and individuals and help others move from welfare to work

Ministry of Children and Families (provincial)

- Provides both supportive and protective services to children, youth and families
- Outpatient assessment, counselling, treatment planning, referrals for those with substance concerns
- Integrates the child, youth and family-serving programs previously delivered by the ministries of Social Services, Health, Attorney General, Education and Women's Equality
- Includes the help line for children and provides information on adoption services, foster care, addiction services, and supported child care
- Concerns: hospital, mental health services, needle exchange, longer term community care treatment

Nanaimo and Regional General Hospital Chemical Dependency Program (provincial)

- Provides assessment, intervention, counselling, education, referral to hospitalized clients with substance abuse concerns
- Provides information and support to clients, families and community
- Facilitates continuity of care into community
- Concerns: need more supportive recovery and medical detox beds on the island, lack of services for dual diagnosed, detox for youth, more prevention programs

Nanaimo Community Housing Services (non-profit, MSDES funding)

- Public awareness association, work with BC Housing
- Education
- Not involved in the physical provision of housing
- Rent subsidies?

Nanaimo Correctional Centre (provincial)

Nanaimo Family Life Association (provincial funding - MCF)

- Counselling for individuals and families (personal counselling and relationship counselling - self esteem, anger management)
- No current screening/programs for gambling addiction problems
- 5000 clients per year
- operate 18 programs
 - Child and Youth Care Services
 - Community Liaison Program
 - Community School Program
 - Intensive Family Support Services
 - Family Advancement Program
 - Family Place
 - Nobody's Perfect
 - Teen Learning Centre
 - Intensive Child Care Resource
 - Special Services to Children Program
 - Family Support Program
 - Social Skills Group
 - Clinical Services
 - Eating Disorder Program
 - Employee and Family Assistance Program
 - Residential Historical Abuse Program
 - Sexual Abuse Services Program
 - Volunteer Counselling (train 50 - 100 volunteers each year)
 - Senior Peer Counselling
 - Volunteer Counselling Program

Nanaimo Parole Office (provincial)

Nanaimo Youth Services Association

- Work with "at-risk" youths and young adults
- Currently working with coalition of community organizations to develop subsidized youth housing project

Native Court Worker & Counselling Association of BC

- Provides assistance to aboriginal people in conflict with the law
- Services area from Qualicum to Chemainus

Probation & Family Court Services

R.C.M.P.

- Four officers working with drug concerns (municipal), although anyone in uniform has ability to lay charges
- Eight to nine federal officers work on a different mandate: focus is on importing, multi-kilo dealers
- School liaison officers are present in schools for support and direction

Nanaimo and Area Resource Services - Reconnect/Street Outreach (MCF)

- Reconnect Program - youth under 19 (on the street, runaways)
- Family Therapy program
- Family Remediation program
- Nanaimo Street Outreach
- Stepstones Program
- Outreach clinic - drug addiction program
- Lack of harm reduction services
- Some screening for gambling addiction
- Concerns: funding, housing, communication between resources

Salvation Army (community service)

- Clothing store, furniture store
- Christmas hampers
- Community kitchen
- Family services

Salvation Army Genesis Program (community service)

- Provides one-on-one coaching and lay counselling, empowerment (hand-up and not hand-out)
- Referrals to other programs
- Work with social workers, financial counsellors and lawyers
- Assist in upgrading education in conjunction with local educational facilities
- Work with those released from Tutor house

Samaritan House Shelter (nonprofit society, contracted with Ministry of Social Development and Economic Security MSDES)

- Emergency food and shelter - short term (5-day) support for homeless clients
- Only emergency shelter in Nanaimo, other emergency shelter is for Battered Women
- Abusive, waiting for detox, waiting for longer term treatment
- Shelter for both adult men and women (beds, showers, 3 squares)
- Bridging with other community resources
- Very narrow mandate and limited resources
- No counsellors, have a support worker (minor intervention and support)
- 10 beds (up to 14); 13 - 17 individuals per day
- Intake procedure - ask questions as to why they are here, no specific questions re gambling addiction

Surfside Recovery House

- Education programs based on 12 Step philosophy and relapse prevention
- Daily classes
- Licenses facility
- 18 beds for stays up to 42 days for males 19 and over
- Concerns: funding, housing, communication between resources

Tillicum Haus Health Centre

- Substance abuse counselling for those of aboriginal ancestry, 19 years and over
- Holistic approach addresses healing of spiritual, mental, physical and emotional aspects of self
- Weekly recovery wellness circle

Tsow Tun Le Lum

- Adult services (19 and over), culturally and spiritually based holistic in-patient programs to assist in the struggle against the primary and secondary issues of substance abuse
- Co-Executive Director programs servicing all of Vancouver Island and BC
- Treatment needs specific to First Nations

Vancouver Island Haven Society (government based contracts, United Way, bingo proceeds)

- services of Vancouver Island Haven Society
- for women and children affected by violence, sexual assault
- Haven House - shelter
- 24 hour crisis line (756-0616)
- support groups
- children's counselling for children and their mom's
- women's assault program - support, referral, accompaniment to court/police systems
- counselling services - longer term therapeutic counselling
- children who witness abuse program - one-on-one and group counselling
- no current screening for gambling
- their need is greater than the provincial estimation of need, waiting lists 1 - 2 years
- undertaken community based fundraising to

APPENDIX C: STUDY CONTACTS

Organisation	Name	Title
ADAPT	Monroe Mabey	
Bankruptcy Trustees		
BC Lottery Corporation	Gail White	
City of Kamloops	Lenore	Development Services
City of Niagara	Serge Felicetti	Planning Department
City of Richmond	Terry Crow	Manager Land Use
City of Windsor	Dr. Michael Brodie	
Great Canadian Casinos	Jacee Schaefer	VP Government & Media Relations
Great Canadian Casinos	Tyrone Waite	Casino Manager
Haven House		
Hiiye'yu Lelum House of Friendship	Linda Graitson	Consellor
John Howard Society	Tony White	Executive Director
Ministry of Children an Families	Pat Konkin	Regional Manager
MSDES	Robert McConnell	Communications Officer
Nanaimo and Area Resource Services		
Nanaimo City Centre Association	Jim Turley	President
Nanaimo Family Life Association	Joyce	
Prince George	Allan Chabot	City Clerk
Problem Gambling Information & Referral Service		
RCMP Nanaimo	Ward Clapham	
Salvation Army Genesis	Sue Work	Life Skills Coach
Samaritan House Shelter	Johnnie Graham	

APPENDIX D: FOCUS GROUP PARTICIPANTS

January 7, 2000

Dwight Holland	MCF Adult Addictions Services
Gail White	BC Lottery Corporation
Jacee Schaefer	Great Canadian Casino
Jacqueline Morris	Canadian Foundation on Problem Gambling
Jim Turley	Nanaimo City Center Association
Karl Cavanagh	Canadian Foundation On Problem Gambling
Linda Graitson	Hiiye'yu Lelum House of Friendship
Louise Boire	Pacific Fundraising Ltd.
Mark Berry	Pacific Fundraising Ltd.
Martin Ketteringham	Salvation Army Social Planning Advisory Committee
Mary Shakespeare	Community Health Consultants
Sharon Fletcher	City of Nanaimo
Sue & Gary Work	Genesis: The Salvation Army
Suzanne André	Social Planning Advisory Committee (SPAC)
Tony White	John Howard Society
Ward Clapham	RCMP Nanaimo

January 26, 2000

Alison Millward	City of Nanaimo
Diana Esate	Community Housing Service
Dwight Holland	MCF Adult Addictions Services
Gail White	BC Lottery Corporation
Jacee Schaefer	Great Canadian Casino
Lauren Kirley	Great Canadian Casino
Linda Graitson	Hiiye'yu Lelum House of Friendship
Mary Shakespeare	Community Health Consultants
Sue & Gary Work	Genesis: The Salvation Army
Tony White	John Howard Society

APPENDIX E: NANAIMO FOCUS GROUP KEY POINTS

Services Available

- No treatment centre in BC; no gambling act in BC
- Genesis Program - Salvation Army "Hand-Up" type program, not hand-out, in service for the past 24 months
- Gamblers' Anonymous – one group at the hospital run by volunteers
- John Howard: users of social services; can track geography
- Casino has a self-banning program

Anecdotal Information and Statistics

- When spouses are involved, crisis lasts much longer and is more complex, i.e.:
 - People are vulnerable
 - Difficult to live in reality; gambling offers a chance at a better life
 - For women it's demoralising, often work the streets for money
 - Attacks the relationship
 - Can't pay the rent
 - Children, especially teens are deeply affected
 - If on income assistance, for 5 days it's Mardi Gras, then nothing.
- This issue is more insidious than alcohol and it's 100% about money
- Suicide rate is high; people don't sober up as with alcohol
- Nanaimo is the second to worst in BC in a poor health indicator bracket
- Casino acts as a "maintaining" venue for gambling and other problems
- Pathological and problem gamblers will take their last \$10 to bet on a chance of 'better'
- Gambling is not necessarily compulsive; some just gamble for fun. Only 2% are hard-core gamblers; rest have no problem.
- There are those resilient enough not to engage
- Gambling addiction symptoms closely follow cocaine addiction pattern
- After losing money, people are filled with anger; rage comes quickly
- Women get beaten up and tend not to report it- stigma
- The progression from bingo to slots to tables to craps – each with a progressively better 'high.' The "high" is 100 times more addictive than alcohol
- In Gamblers' Anonymous, the profile seems to be: no structured life; owns own business; time on their hands; disposable income; highly intelligent
- Many community members have a NIMBY (not in my backyard) attitude about gambling problems
- Salvation Army offers 6000 meals a month.
- 30% in prison have an addiction problem
- 20% of gamblers are suicidal
- Many are helplessly affected by gambling
- \$121/day to keep someone in a correction centre in BC
- Counsellor sees people when they are totally desperate- difficult to provide lasting help
- Gambling offers socialising opportunities to individuals wanting to improve their life

- Prostitution can be related to gambling i.e. pimp runs up debt and needs woman to provide funds to pay off/gamble more
- Difference between an alcoholic and a gambler is that an alcoholic can quit and start afresh, while when a gambler quits he's usually still in debt which may lead to suicide in some cases
- 800 - 1000 people/yr. in Nanaimo (3.4%) have a significant propensity to gambling problems
- 1:8 ratio of gambler to people affected - this translates to 6400 - 8000 people/yr affected in Nanaimo
- Slot machines were installed in casino in the last 18 months

Crime

- Crime per capita in Nanaimo has not increased with the Casino. However, crime per capita has been declining both locally and provincially for some time. The downtown, harbour park area has experienced several changes in addition to the Casino e.g., relocation of through traffic to the new highway, the arts centre, the Beach Hotel. Illegal gambling is growing – higher stakes, better hours. People who run them are loan-sharking, money laundering. In the downtown Harbour Park area:
 - Assaults have doubled
 - 3 X's property crime
 - Increased theft of vehicles
 - 4X's in complaints about disturbing the peace
 - 4X's counterfeiting (casino has staff trained to spot counterfeits)
 - A tripling in other criminal code offences
 - Other stats have remained the same or dropped
 - These changes cannot be attributed only to the casino
- Money from 'pot' growing goes to gambling – some make \$3-4 million per year
- White-collar crime is not so much in your face; maybe people then are more tolerant?
- Gambling seems to be the social leveller
- RCMP are doing a lot of proactive work and it's helping; doing a lot of work with groups; good corporate/police relationships
- Casino has a tool to check for counterfeit money and security in and outside – good for monitoring?

Provincial and Federal Involvement

- This is a federal and provincial responsibility too
- Hold provincial government responsible for putting money back into the problems of gambling
- Allocation of government money: needs to relate to demand; need a health theme; definition of health; community health- not just the gambling problem; service deficiencies; statistics: case loads, etc.
- Measuring accurately not possible; create general picture, general tendencies; anecdotal and service provider information

Questions

- Is there a correlation to economic conditions in the community?

- Can we use the money to better produce resilient people?
- Can we develop/find profiles of patrons? [Can GCC give profiles of poker, slot, etc. gamblers] Are there similar socio-economics in Nanaimo to communities surveyed?
- Who are those that are vulnerable? Elderly...
- What is the social safety net? What resources? Can we just keep throwing in more troops?
- Ask why Nanaimo wants to identify the costs associated? Do they want to put money into gambling or a healthy community? What percentage of revenues should be allocated to health? Futile to pull out costs of social issues.
- Indicators: track bankruptcies?
- Indicator: Pawnshops?
- 5-item gambling screen used by some services
- Co-ordinate local and provincial services (Q. Is there a treatment facility in the province? No, Alberta is the closest). Does medical cover the cost of treatment? (No, Ministry of Children and Families provides coverage for alcohol/drug treatment with varying degrees of coverage)
- Can we get statistics from BC Lottery Commission re bingo, casino, lottery revenue, number of attendees, etc.?
- Illegal slot machines? 10,000 throughout all BC? how many are in Nanaimo?

Recommendations and Concerns

- Individual submissions on impacts are welcome
- Gaming shouldn't concentrate only on casinos
- Efforts should be directed in three areas (RCMP recommendation):
 - Education and awareness
 - Support
- Council might be reluctant to fund services re downloading social problems
 - Crime - direction action
- Need a standardised set of questions for all agencies
- Crisis line statistics?
- Research project as a way of educating counsellors
- Government is very new in this business and Nanaimo is the 1st in BC doing a study of this kind; government is generally uninformed and unaware; government doesn't have a handle on the ramifications; must be province-wide.
- We have to know if it's working in other communities
- Paradox: one of the reasons "for" casinos is to create jobs; yet so many users of them "lose" their jobs
- Need to know how to allocate funds: includes the local casino funds and the provincial funds
- Need:
 1. Trained gambling counsellors (there are some counsellors in BC with only 3 days training)
 2. Province wide program
 3. Education