

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

- 6-14 The Commission recommends that Congress should adopt no law altering the right of tribes to use existing telephone technology to link bingo games between Indian reservations when such forms of technology are used in conjunction with the playing of Class II bingo games as defined under the Indian Gaming Regulatory Act.
- 6-15 The Commission recommends that tribal governments should be encouraged to use some of the net revenues derived from Indian gambling as “seed money” to further diversify tribal economies and to reduce their dependence on gambling.

CHAPTER 7 GAMBLING’S IMPACTS ON PEOPLE AND PLACES

- 7-1 Because the easy availability of automated teller machines and credit machines encourages some gamblers to wager more than they intended, the Commission recommends that states, tribal governments, and pari-mutuel facilities ban credit card cash advance machines and other devices activated by debit or credit cards from the immediate area where gambling takes place.
- 7-2 While the Commission recognizes that the responsibility for children and minors lies first and foremost with parents, it recommends that gambling establishments implement policies to help ensure the safety of children on their premises and to prevent underage gambling. Policies that could be implemented include the following:
- Post local curfews and laws in public areas and inform guests traveling with minors of these laws.
 - Train employees working in appropriate areas to handle situations involving unattended children, underage gambling, and alcohol and tobacco consumption or purchase.
- 7-3 The Commission recommends to state, local, and tribal governments that (when considering the legalization of gambling or the repeal of gambling that is already legal) they should recognize that especially in economically depressed communities, casino gambling has demonstrated the ability to generate economic development through the creation of quality jobs.

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

CHAPTER 8. FUTURE RESEARCH

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

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

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

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

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

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

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

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

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

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

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