

**GAMBLING WATCH NETWORK - ONTARIO**  
**- GWN-O -**

Spokesperson, GWN-O  
- Nancy Langille -

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Niagara Falls, Ontario

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# **GWN-O Presentation 2002**

**“Building On The Foundation:  
Blueprint for Active  
Citizen Inclusion in Provincial  
and Canadian Gambling Public  
Policy Process”**

# **GWN-O CONTACTS**

**New Website** (under construction)

[www.gamblingwatch.ca](http://www.gamblingwatch.ca)

**Central E-mail**

[gamblingwatch@skynet.ca](mailto:gamblingwatch@skynet.ca)

**Spokesperson:** Nancy Langille

**Phone** (613)969-1571

**Fax** (613) 962-1944

# GWN-O

## 6 POINT PLAN

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1. A Moratorium on gambling expansion PENDING:
2. Independent studies on social, economic, and legal impacts of gambling policy
3. Standard public consultation process

# GWN-O

## 6 POINT PLAN

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4. Local veto and regulatory control
5. Public education and disclosure of odds and risks
6. Government regulations and accountability, including limits on gambling promotion

# Introduction

## **GWN-O PRESENTATION WILL**

- A. Address immediate Canadian policy concerns and consequences
  - include noted gambling policy omissions and gaps
- B. Focus on Canadian citizen / youth requirements:
  - Federal
  - Provincial
  - Municipal
- C. Summary **PREDICTIONS**

# A. Canadian Gambling Policy Concerns & Consequences

## 1. SHIFTING ALL THE RESPONSIBILITY / “BLAME” TO THE GAMBLER

- extensive use of **initial** message - “**play responsibly**”
- risk of framing problematic gambling **solely** in a “victim (user) blaming” context

# A. | Policy Concerns & Consequences

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## Consequence of Concern #1

- ★ ignores government policy obligation and “responsibility” to - for one - complete and repeat prevention and province-wide Problem Gambling Awareness Campaigns first ★

# A. | Policy Concerns & Consequences

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## **Consequence of Concern #1 Cont'd**

Risks - stigmatizing those with problem gambling behaviours

Risks - stigmatizing their families (including children)

Risks - further reinforcing public misconceptions about problem gamblers as solely “irresponsible” persons

# A. | Policy Concerns & Consequences

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**Reference for Concern #1 -**  
Ottawa Health Promotion Charter - 1986

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## **Health Promotion**

“Build Healthy Public Policy:

Puts health on the agenda of policy makers ... at all levels ... directing them to be aware of the health consequences of their decisions and to accept their responsibilities for health”

## A. | Policy Concerns & Consequences

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### **2. LACK OF CLARITY OF MESSAGE TO THE PUBLIC BOTH IN EDUCATION AND PROMOTIONAL MATERIALS**

“It’s only a game”

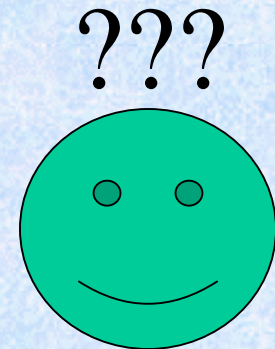
“Play” rather than gamble

“everyday millions win”

“harmless entertainment”

“Gaming” with promotional messages

“Gambling” when speaking of problems



# A. | Policy Concerns & Consequences

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## Consequence of Concern #2

- Risks reinforcing “myths” and misinformation
- Omits odds and user risks
- ★ - Lowers general public awareness of need for product safety guidelines & prevention practices ★

## A. | Policy Concerns & Consequences

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### Consequence of Concern #2 Cont'd

- Omits any reference to potential for problems to escalate to level of addiction
- ★ - Raises ongoing issues related to National Gambling Advertising Standards, per “truth in advertising” ★

## A. | Policy Concerns & Consequences

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### **3. ABSENCE OF FEDERAL AND PROVINCIAL OBLIGATION TO LEGISLATE ENDORSEMENT OF CANADA WEST'S RECOMMENDATIONS** **“Gambling in Canada: Final Report and Recommendations” - Nov 2001**

- 8 National Recommendations with rationales -

Source: [www.cwf.ca](http://www.cwf.ca)

## A. | Policy Concerns & Consequences

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### **Consequence of Concern #3**

- National implications, lack of action on  
Recommendation #2:

“Discontinue the expansion of gambling in Canada until research on the social impacts of gambling is made available

Note: Canada West’s reference to “due diligence” is in their rationale

## A. | Policy Concerns & Consequences

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### **Consequence of Concern #3 Cont'd**

- National implication, lack of action on Canada West recommendation 1.4

partial quote

“Create a youth problem gambling strategy... A national youth problem gambling strategy, supported by all provinces and territories, is needed...”

## A. | Policy Concerns & Consequences

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### Consequence of Concern #3 Cont'd

- ★ - Continued Canadian gambling expansion without required “multiple barriers” in legislation to prevent problem gambling ★
- ★ - Continued omission of required repeated education / prevention programs for Canadian parents and youth ★

# A. | Policy Concerns & Consequences

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## Consequences of Concern #3 Cont'd

- ★ - Continued question of policy failure to fulfill all requirements of “**duty of care**” for:
  - general public
  - gamblers
  - their families (including children)
  - their employers and communities ★

Note: Cannot divorce policy from the implications of promoting a potentially hazardous and/or addictive product

## A. | Policy Concerns & Consequences

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### **4. LACK OF NATIONAL / PROVINCIAL REQUIRED PUBLICATION OF NUMBER OF CANADIANS IMPACTED BY PROBLEM GAMBLING BEHAVIOURS**

- Actual numbers of adults with serious gambling problems
- Actual numbers of young adults with serious gambling problems

# A. | Policy Concerns & Consequences

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## Concern #4 Cont'd

- Actual numbers of youth with serious gambling problems
- ★ - Plus actual numbers of adults and youth known to be “at risk” for developing serious gambling problems ★

per CPGI Prevalence Results 2001-2002

# A. | Policy Concerns & Consequences



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## Consequence of Concern #4

- Continued lack of public awareness of scope of present impacts and future risks
- Public perception that number of Canadian people affected is “small”
- ★ - Lack of public awareness of added long-term implications of the cohort effect (5 to 15 others affected) ★

## A. | Policy Concerns & Consequences

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 **5. NEED FOR “ACTION” PRIORITY RE:  
NATIONAL YOUTH / PARENT GAMBLING  
EDUCATION AND PREVENTION PROGRAMS** 

# A. | Policy Concerns & Consequences

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## **Consequence of Concern #5**

- Risk of growing accountability issues at multiple levels
- Immediate need to legislate required programs nationally, through Ministries of Education and Health

# A. | Policy Concerns & Consequences

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## **Concequence of Concern #5 Cont'd**

- Immediate need for national cross linkages to Public Health Systems and Chief Medical Officers of Health

## A. | Policy Concerns & Consequences

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### Consequence of Concern #5 Cont'd

- continued risk that a research agenda may supercede **immediate** need for **Youth Researchers** to: FORMULATE and DISSEMINATE to **media**, the **general public**, **parents** and **youth**:
  - results of current youth gambling research
  - their documented recommendations to policy makers
  - prevention strategies
  - blue prints for education campaigns

## A. | Policy Concerns & Consequences

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### **6. ABSENCE OF REQUIRED INCLUSION OF ENVIRONMENTAL FACTORS IN ALL RESEARCH INSTRUMENTS AND DATA COLLECTION SYSTEMS**

Reference: Ottawa Health Charter - Health Promotion - 1986

“... action to achieve Health For All by the year 2000 and beyond

# A. | Policy Concerns & Consequences

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## Consequence of Concern #6

- “Client characteristic” data weighted heavily on the gambler
- Lack of required **context** unless:
  - gambling advertising, type, and content
  - completed gambling education, including location and frequency
  - accessibility and type of gambling in local area, experienced by gambler is also addressed.

## A. | Policy Concerns & Consequences

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### **7. ABSENCE OF REQUIRED LISTING ON ALL EDUCATIONAL AND PROMOTIONAL MATERIALS:**

- that medical and / or mental health conditions may increase risk of developing a gambling problem i.e. depression, attention deficit disorders, etc.

# A. | Policy Concerns & Consequences

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## **Consequence of Concern #7**

- What the local Problem Gambling Helpline is, and what it provides
- That if problems develop, they have potential to escalate
- That potential for addiction is possible (addiction can be chronic condition)

## A. | Policy Concerns & Consequences

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### Consequence of Concern #7

- ★ - That use of alcohol and/or pharmaceuticals, combined with gambling, could increase risk of developing problem gambling behaviours (smoking, caffeine?) ★
- ★ - Risk that governments' "duty of care" requirements are not fulfilled, per promotion and sale of a potentially hazardous and / or addictive product ★
- Raises question of lack of informed consent and full consumer protection for general public

## A. | Policy Concerns & Consequences

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**8. ABSENCE OF LEGISLATIVE REQUIREMENT FOR FEDERAL AND PROVINCIAL GOVERNMENTS TO ADDRESS GAMBLING POLICY AND EXPANSION AS EMERGED PUBLIC HEALTH ISSUES**

# A. | Policy Concerns & Consequences

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## **Consequence of Concern #8**

- General public unaware that gambling policies are public health issues
- Communities making long-term expansion decisions in absence of fully balanced information (uninformed consent risk)
- Gambling prevention and education not a nationally required part of Core Mandatory Programs of Public Health

## A. | Policy Concerns & Consequences

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### **9. ABSENCE OF GOVERNMENT REQUIREMENT TO INFORM CANADIANS ABOUT PARTICULAR CONCERNS RELATED TO: RAPID CONTINUOUS-PLAY ELECTRONIC GAMBLING MACHINES - E.G.M.'s**

- V.L.T.'s, REEL SLOTS, VIDEO SLOTS, KENO etc.

# A. | Policy Concerns & Consequences

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## Consequence of Concern #9

- Public and researchers / addiction services not given general government database findings of E.G.M. use, tracked by “frequent player” card systems

★ - PUBLIC NOT AWARE OF HOW E.G.M.’s WORK - HOW RANDOM NUMBER GENERATORS OPERATE ★

- Risk of “faulty cognitions”

## A. | Policy Concerns & Consequences

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### Consequence of Concern #9 Cont'd

- General public unaware of percentage of persons presenting for treatment related to difficulty with E.G.M.'s
- Public unaware of percentage of persons calling Problem Gambling Helplines related to difficulty with E.G.M.'s
- ★ - Government debate / legislation not required to introduce new E.G.M. technologies ★

## A. | Policy Concerns & Consequences

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**10. ABSENCE OF LEGISLATED REQUIEMENT -  
FEDERALLY AND PROVINCIALY - TO  
REPEAT PROVINCE-WIDE PROBLEM  
GAMBLING / GAMBLING PUBLIC AWARENESS  
CAMPAIGNS - PACs**

# A. | Policy Concerns & Consequences

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## **Consequence of Concern #10**

- Continued collective lack of public awareness about gambling and problem gambling issues
- Risks reduced agreement to presentations from local gambling addiction counselors
- Risk of continued:
  - escalation of preventable problem gambling: adults / youth
  - stigma surrounding problem gambling
  - low presentation rates for treatment related to prevalence rates
  - escalation of “second-hand gambling” (impact on families, communities)

# B. Canadian Citizen / Youth Requirements

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**1. GENERAL**

**2. FEDERAL**

**3. PROVINCIAL / MUNICIPAL**

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## B. | Canadian Citizen / Youth Requirements

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### 1. GENERAL

- Citizens of **all** ages are **primary stakeholders** related to all aspects of gambling policy process
- Citizens need to be actively included on:
  - community monitoring committees
  - advisory committees at multiple levels
  - think tank committees
  - fully informed democratic voting processes

## B. | Canadian Citizen / Youth Requirements

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### **2. FEDERAL GOVERNMENT SHOULD:**

a) Formerly endorse all recommendations of the national study by Canada West, 2001 - “GAMBLING IN CANADA: FINAL REPORT AND RECOMMENDATIONS”

including Rec. #8

“A national review of gambling activity in Canada should be initiated”

NOTE: rationale for funding by Justice Canada, and need for “independent” research

## B. | Canadian Citizen / Youth Requirements

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### 2. FEDERAL GOVERNMENT SHOULD Cont'd

- ★ b) Publicly acknowledge that, as a result of wide spread expansion, the number of Canadians with gambling problems is not only substantial, but has reached an all time high
  - publicly acknowledge need for immediate action at Canada Health and Justice levels
  - support Canada West recommendation for a moratorium on Canadian gambling expansion at this time ★

## B. | Canadian Citizen / Youth Requirements

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### 2. FEDERAL GOVERNMENT SHOULD Cont'd

★ c) Publicly acknowledge that today's Canadian children and youth are the first generation to have been immersed in a saturated gambling environment

- publicly acknowledge the immediate need for Health Canada to provide National Public Education Ads and mailings for parents and youth ★

per Health Canada Ads for environmental risks, second hand smoke, etc.

## B. | Canadian Citizen / Youth Requirements

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### **2. FEDERAL GOVERNMENT SHOULD Cont'd**

d) Connect with National Regulatory bodies and the CRTC

Direct them to determine if their mandate requires them to introduce -

### **NATIONAL GAMBLING ADVERTISING STANDARDS**

with required messages about: - risks / odds  
- education / warnings  
- Helplines

## B. | Canadian Citizen / Youth Requirements

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### **2. FEDERAL GOVERNMENT SHOULD Cont'd**

e) Provide federal funding (or match to required provincial dollars) for immediate - development  
- pilot testing  
- dissemination / use

of a **prevalence survey instrument to assess youth**  
gambling problems nationally

per C.P.G.I use for general adult population

## B. | Canadian Citizen / Youth Requirements

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### **3. PROVINCIAL / MUNICIPAL POLICY SHOULD**

a) Address immediate (and past) need for Ministries of Health to approve and release:

**PROVINCE-WIDE PROBLEM GAMBLING AND  
GAMBLING PUBLIC AWARENESS CAMPAIGNS  
- PACS -**

## B. | Canadian Citizen / Youth Requirements

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### 3. PROVINCIAL / MUNICIPAL POLICY SHOULD Cont'd

a) Cont'd

PACs should:

- use a multimedia approach
- target audiences
- start with general public over 18 and adolescents
- proceed to other at risk groups
- repeat CAMPAIGNS, ongoing

per Wynne Resources Report, Alberta, 1999:  
“Problem Gambling Public Awareness  
Campaigns in North America

## B. | Canadian Citizen / Youth Requirements

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### **3. PROVINCIAL / MUNICIPAL POLICY SHOULD Cont'd**

b) Provide POINT OF SALE MATERIAL TO LIST:

- risks / odds
- hazards, possible consequences
- possible contra-indications (i.e. existing medical, mental condition)
- Helpline data
- self-assessment material

 PLACE MATERIALS VISIBLY AT ALL POINTS OF SALE 

## B. | Canadian Citizen / Youth Requirements

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### 3. PROVINCIAL / MUNICIPAL POLICY SHOULD Cont'd


c) Mandate Ministry of Education to:

Require arms-length **REQUIRED SCHOOL EDUCATION**  
and **PREVENTION** programs at:

- elementary - high school - post-secondary levels

Repeat, ongoing

- **INCLUDE PARENTS; ADDRESS CONDITIONING ROLES**

**AVOID** risking focus on producing gamblers; focus on informed choice, including decision whether to gamble once 19; inform all of risks of early onset gambling; inform all of legal gambling age 

## B. | Canadian Citizen / Youth Requirements

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### 3. PROVINCIAL / MUNICIPAL POLICY SHOULD Cont'd

- ★ d) Immediately focus local funding to Addiction Agencies on proactive need for education / prevention, rather than for treatment ★ Provide resources needed, long-term

FROM Ministry of Health:

- advise key local community organizations to receive awareness education from Addiction Counselors
- ★ - require notification that Presentations completed ★

per CAMH BINDER - 2001

“PROMOTING COMMUNITY AWARENESS”  
of PROBLEM GAMBLING

## B. | Canadian Citizen / Youth Requirements

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### 3. PROVINCIAL / MUNICIPAL POLICY SHOULD Cont'd

e) Address Citizen Need For: **TREATMENT DELIVERY SYSTEM OPTIONS**

- address citizen need for - **privacy, confidentially**, as desired

Ministries of Health to Fund: - development

- testing

- implementation

- monitoring / outcomes

of telephone-based counseling options with maximum time flexibility

## B. | Canadian Citizen / Youth Requirements

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### 3. PROVINCIAL / MUNICIPAL POLICY SHOULD Cont'd

- f) Acknowledge priority need for arms-length approach for assessing:
- monitoring systems
  - accountability issues re: outcomes
  - conflict between promotion and regulation
  - timely public accessibility to impact data from all tracking systems

★ APPOINT INDEPENDENT PROVINCIAL OMBUDSMEN ★  
to oversee Provincial Governments and Lottery Corporations

## B. Canadian Citizen / Youth Requirements

### 3. PROVINCIAL / MUNICIPAL POLICY SHOULD Cont'd

g) Require Ministries of Health & Ministries mandated with gambling policies to:

**FUND LOCAL IMPACT / MONITORING STUDIES, ONGOING**

**Require Community Cross-Linkages; data sharing: Include:**

- informed citizens
- local Mayors & Councilors
- Medical Officers of Health
- Family Physician representation
- Addiction & Mental Health Services
- Financial/Credit Counseling Organizations
- Family & Social Services
- Justice System / Police
- Educators
- Business Representation
- Coroners / Medical Examiners
- Faith Groups



Address local gambling dismantling process options, if community problems arise, ongoing



## B. | Canadian Citizen / Youth Requirements

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### 3. PROVINCIAL / MUNICIPAL POLICY SHOULD Cont'd

h) Implement required INTERVENTION programs at all gambling venues:

- require training of all staff selling gambling products; certification necessary
- train in intervention techniques
- address reduction of “foreseeable harm”
- require publication of self-exclusion programs
- monitor outcomes

## C. PREDICTIONS

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1. General public accountability expectations related to gambling policies will escalate nationally.

“Gambling neutrality” will be addressed.

2. Impetus for change predictably will come from the “bottom-up”  $\longleftrightarrow$  those families, parents, youth who will increasingly be affected by problem gambling.

$\updownarrow$   $\updownarrow$   $\updownarrow$   
★ - “SECOND-HAND GAMBLING” - ★

## C. PREDICTIONS Cont'd

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3. More citizens will address the current lack of apparent political will - nationally - to stop expansion of gambling in Canada. Federal action will be needed to initiate change.
4. Today's Canadian **youth** and young adults will continue to be **at risk** of adding disproportionately to problem gambling populations. **Parental concern** will increase.
5. Legal implications of promotion, for profit, of a potentially hazardous and/or addictive product will be addressed.

## C. | PREDICTIONS Cont'd

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**6.** Legal implications will not only affect government policy makers, but also those licensed and partnered with them.

**7.** It may well require Public Inquiries and/or litigation to effect legislated change in policies.

**8.** The public's growing awareness will reduce the stigma for problem gamblers' families, and then for gamblers. People will view themselves not as "victims", but as preventable uninformed consumers. This will impel them to action.

## C. | PREDICTIONS Cont'd

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**9.** Media awareness will grow.

**10.** Advertising Standards for gambling will become mandatory, nationally.

**11.** It will probably get worse, before it gets better. This was preventable. It was never “inevitable”. But - Everyday, millions still lose.

- The End -