



Parallel Session 4 / 03.07.2008 – Focus on Europe / Middle Central and a bit from the North

Problem Gambling in Germany – Evidence and Preventive Measures



Paper presented at the
7th European Conference on Gambling Studies and Policy Issues
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Problem Gambling in Germany – A Matter of Concern?





Gambling Regulation

- In general, gambling in Germany is only allowed with a government permit according to §§284 – 286 of the German Criminal Code
- The establishment of a state monopoly was intended to serve the purpose of optimally averting the dangers associated with gambling
- Due to these risks, legislation prohibits the admission of people under 18 years of age for all commercial gambling (nationwide since 2004)
- The authority to control gambling is vested in the 16 Federal States, which grant concessions for casinos, lotteries, and sports betting
- The federal government regulates gambling machines that are set up in amusement arcades, restaurants, and bars ('amusement with prizes-machines'), since according to the law, these AWP-machines are not seen as gambling products due to lower stakes and limited possibilities of winning or losing money



Gambling Market – Major Developments in the Past

- A steady expansion of the existent supply of gambling products ('the quantity aspect') and a rise in gambling incentives ('the quality aspect') could be observed

- A progressive weakening of the state monopoly contributed to the gambling proliferation
 - e.g., some private agencies obtained betting licenses from the former GDR and thus were allowed to offer fixed odds sports betting
 - e.g., the continuous upgrading of the AWP-machines intensifies the competition between gambling providers

- New forms of gaming / gambling emerged and became increasingly popular
 - e.g., internet gambling (poker, sports betting, casino games etc.)
 - e.g., interactive television quizzes
 - e.g., speculations on the stock market



Turnover in 2006 (Million Euros)

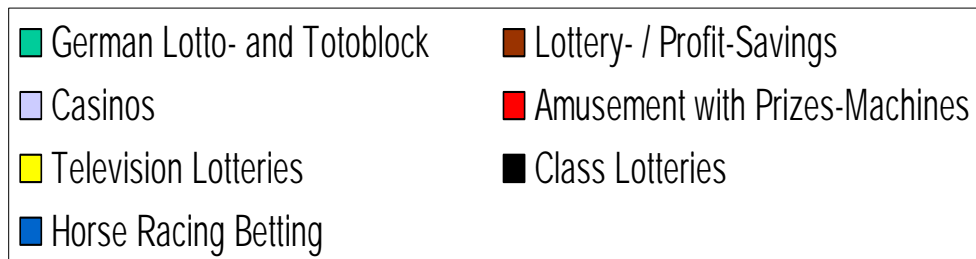
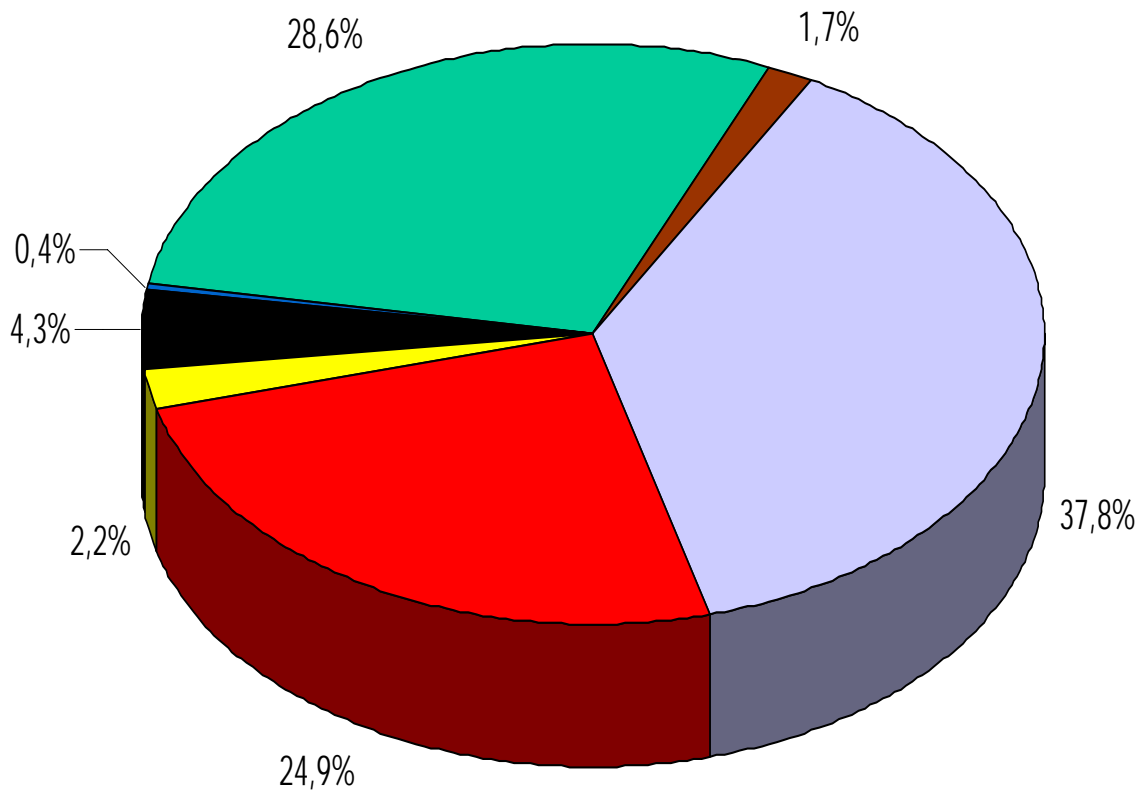
- Meyer (2008) -

Government Licensed Gambling	2006	Change 2006/2005 (%)
Casino Gambling - Slot Machines, Roulette, Black Jack, Poker etc.	10,450	-1.2
Amusement with Prizes-Machines - Amusement Arcades / Bars / Restaurants	6,880	+17.0
German Lotto- and Totoblock - Lotteries and sports betting	7,900	-2.0
Class Lotteries - Nordwestdeutsche - Süddeutsche	471 722	-4.6 -13.1
Television Lotteries - ARD Fernsehlotterie - ZDF Aktion Mensch	182 435	+8.3 +5.9
(Saving) Banks - PS Sparen - Gewinnsparen	294 185	-4.9 +5.5
Horse Racing Betting - Totalisator and Bookies	99	-22.0
TOTAL TURNOVER	27,618	+2.1



Shares in Total Turnover of Gambling Suppliers (2006)

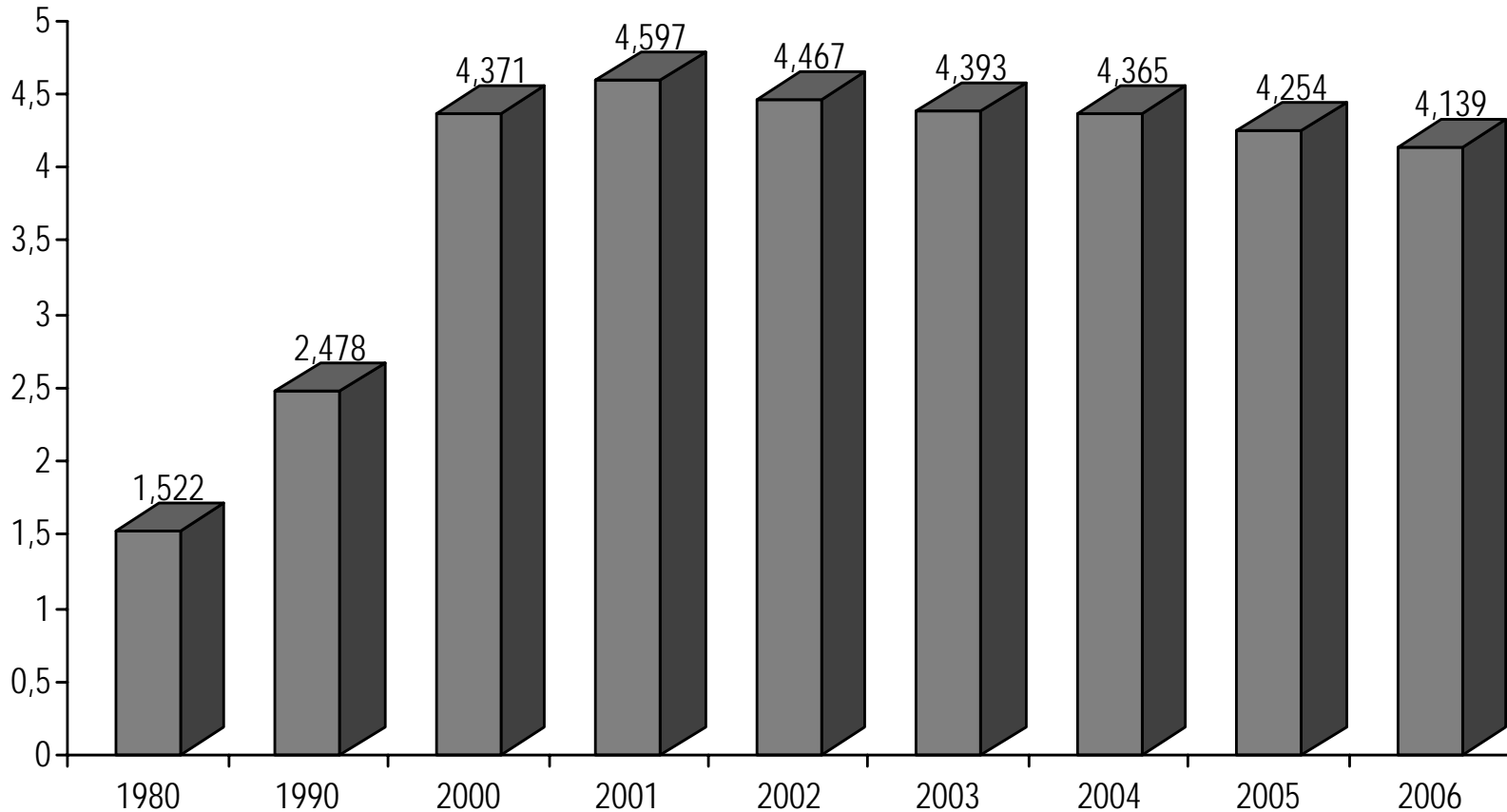
- Meyer (2008) -





State Revenue from Gambling (Million Euros)

- Meyer (2008) -



The decrease of revenue since 2001 can be put down primarily to the increasing presence of private operators who do not have to pay corresponding taxes

In 1998, for the first time, the state return on gambling was higher than the return on taxes related to alcohol; in 2006, the additional revenue came to 748 million Euros



Gambling Participation and Gambling Problems

- Buth & Stöver (2008) -

Study Design	<ul style="list-style-type: none">- Computer-based telephone survey (RR = 55.8%) / Online survey (RR = 68%)
Sample	<ul style="list-style-type: none">- N=7,980 randomly selected adults (18-65 years of age)
Prevalence – Gambling Participation	<ul style="list-style-type: none">- 39.2% had participated in gambling within the past 12 months- 12.6% had spent money on gambling at least weekly
Assessment – Gambling Problems	<ul style="list-style-type: none">- DSM-IV-Criteria
Prevalence – Gambling Problems	<ul style="list-style-type: none">- Pathological gamblers (≥ 5 criteria): 0.6%- At-risk gamblers (3-4 criteria): 0.6%- Rates of pathological gamblers on gambling machines (8.7%), horse race bettors (6.7%), casino gamblers (5.2%), and sports bettors (4.2%) turned out to be particularly high
Risk Factors – Gambling Problems	<ul style="list-style-type: none">- Being male; young age (18-29 years of age)- Number of gambling forms participating in; average monthly money spent on gambling- Relative with gambling-related problems



Gambling Participation and Gambling Problems

- Bühringer et al. (2007) -

Study Design	- Epidemiological Survey on Substance Abuse: Self-administered questionnaires and telephone interviews (RR = 48%)
Sample	- N=7,817 randomly selected adults (18-64 years of age)
Prevalence – Gambling Participation	- 71.5% had ever gambled (lifetime) - 49.4% were current gamblers (past 12-months)
Assessment – Gambling Problems	- DSM-IV-TR-Criteria
Prevalence – Gambling Problems	- Pathological gamblers (≥ 5 criteria): 0.2% or 103,000 individuals (CI: 56,000-168,000) - At-risk gamblers (3-4 criteria): 0.3% or 149,000 individuals (CI: 88,000-220,000) - Card games on the internet (7%), casino slot machines (6.7%), and AWP-machines (5.1%) featured the highest gambling risk, the lowest risk is represented by lotteries products ($\leq 0.1\%$)



Gambling Participation and Gambling Problems

- Lang et al. (2008) -

Study Design	- First wave of data collection (gambling monitoring system): Computer-assisted telephone interviewing (RR = 63.3%)
Sample	- N=10,001 randomly selected individuals (16-65 years of age)
Prevalence – Gambling Participation	- 55% had gambled within the past 12 months
Assessment – Gambling Problems	- South Oaks Gambling Screen
Prevalence – Gambling Problems	- Pathological gamblers (≥ 5 criteria): 0.2% - At-risk gamblers (3-4 criteria): 0.4% - Gamblers with mild problems (1-2 criteria): 5.8%
Risk Factors – Gambling Problems	- Being male - Young age (18-20 years of age)



Prevalence Studies (Adults) – Direct Comparison

	Bühringer et al. (2007)	Buth & Stöver (2008)	Lang et al. (2008)
Year of Data Collection	2006	2006	2007
Sample	7,817 (18-64 years of age)	7,980 (18-65 years of age)	10,001 (16-65 years of age)
Method	Self-administered questionnaires and telephone interviews	Telephone interviews and online survey	Telephone interviews
Assessment Instrument	DSM-IV-TR	DSM-IV	South Oaks Gambling Screen
Pathological Gambling (%)	0.2	0.6	0.2
At-Risk Gambling (%)	0.3	0.6	0.4



Gambling Problems in Adolescence

- Hurrelmann et al. (2003) -

Study Design	- 'Health Behavior in School-aged Children'-Survey containing a gambling module (data collection: 2002)
Sample	- N > 5,000 randomly selected boys and girls (13-19 years of age)
Prevalence – Gambling Participation	- 62% admitted to having participated in commercial or self-organized gambling for money (lifetime) - Both scratchcards and self-organized card games for money turned out to be especially popular
Assessment – Gambling Problems	- DSM-IV-MR-J
Prevalence – Gambling Problems	- 3% were classified as problem gamblers
Risk Factors – Gambling Problems	- Being male; attending ordinary secondary school; stemming from immigrant families - Not being well accepted within peer group; many stressful life events; consumption of psychoactive substances - Low expectation of self-efficacy; dissatisfaction with life situation; poor estimate of mental well being



Demand for Outpatient / Inpatient Treatment

- Meyer (2008) -

Corresponding to the Statistical Report for 2006 on Outpatient Treatment Facilities for Addiction Disorders, 2,918 clients in 595 counselling and treatment centres were diagnosed with 'pathological gambling':

- The proportion of females was 11.3%
- A comparison of the average rates of gamblers treated per facility indicated an increase from 3.1% (1994) to 4.9% (2006)
- The total numbers of gamblers who sought ambulant counselling / therapy can be extrapolated to approx. 5,200 individuals

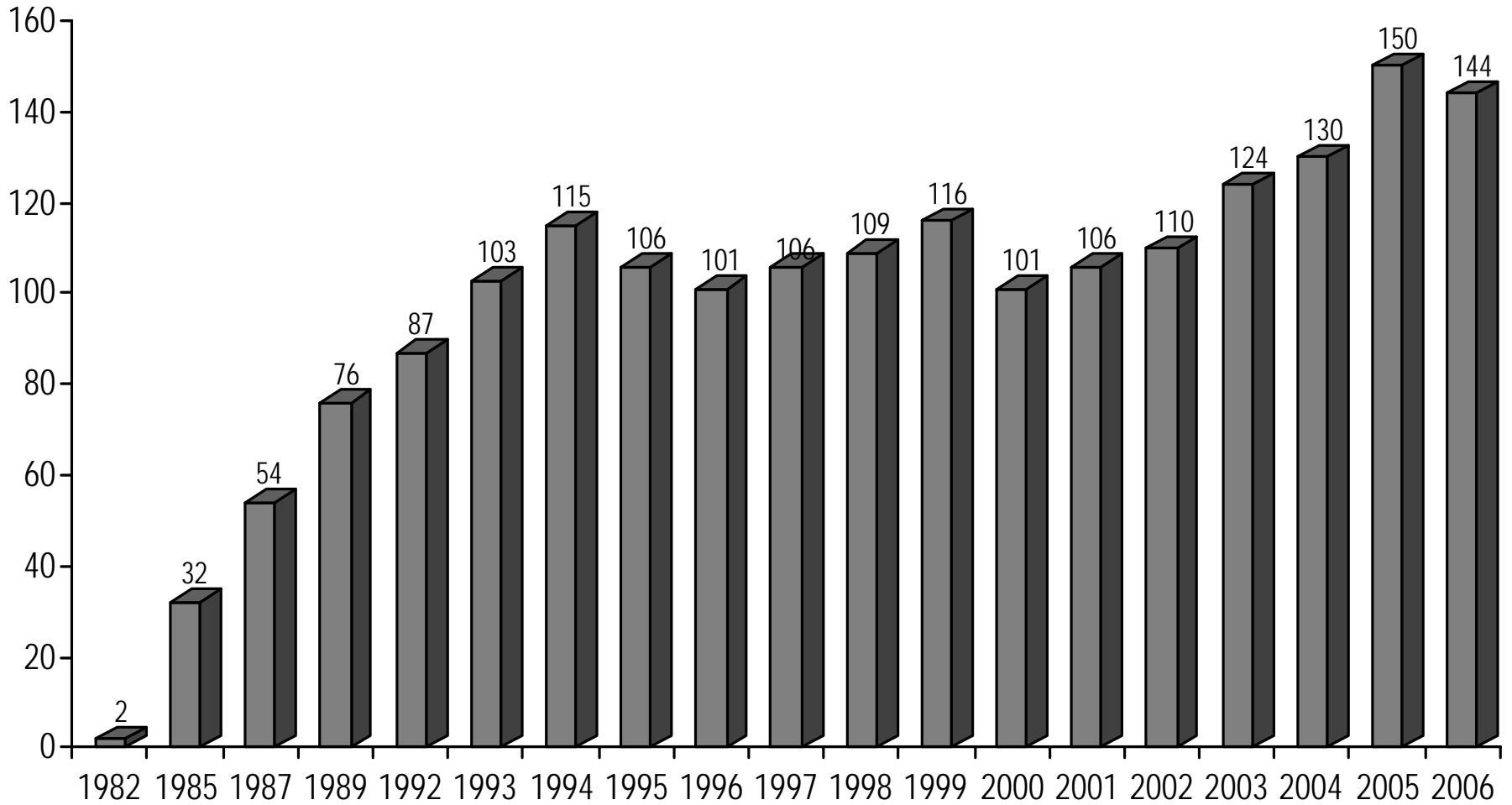
The Statistical Report for 2006 on Inpatient Treatment Facilities for Addiction Disorders accounted for 37 single diagnoses of pathological gambling and 358 main diagnoses of pathological gambling:

- The total numbers of gamblers who sought inpatient therapy can be extrapolated to approx. 1,500 individuals



Number of Self-Help Groups (GA)

- Meyer (2008) -



University of Bremen

Dipl.-Psych. Tobias Hayer & Prof. Dr. Gerhard Meyer



Problematic Gambling Forms

- Meyer & Hayer (2005) (N=489; Help-Seeking Gamblers) -

Gambling Form	Experienced as problematic (multiple answers possible)
Amusement with Prizes-Machines (Amusement Arcades / Bars / Restaurants)	79.3%
Slot Machines (Casinos)	32.4%
Roulette / Black Jack	16.8%
Playing Cards / Dices for Money	15.9%
'ODDSET' (State-Sponsored Sports Betting)	10.0%
Lotto '6aus49'	6.0%
Illegal Gambling	5.6%
Sports Betting (Private Betting Shops)	5.1%



Decision of the Federal Constitutional Court and its Consequences

- The Federal Constitutional Court had to judge the legitimacy of the state monopoly on sports betting (March 2006):

The court decided that the state monopoly on sports betting in its current form does not fit with the German Constitution because it is designed in a way that does not guarantee an effective combating of gambling addiction that would justify the exclusion of private operators. If the state-run provider does not meet the condition of fighting addiction and limiting marketing by the end of 2007, it will lose its monopoly position. In general, it is up to the legislation whether it wishes to liberalise the market or retain its monopoly.

- The prime ministers of the Federal States argued for conserving the state monopoly. Thus, a new gambling state treaty that is supposed to fulfill the legal requirements came into force in 2008 (until the end of 2011). Main goals of the treaty are:

1. To prevent gambling addiction
2. To limit gambling supply and to canalize the passion for gambling
3. To guarantee the protection of youths and gamblers
4. To ensure that gambling is practiced according to regulations



Some Regulations

Hosting and arranging gambling on the internet is illegal

Gambling advertisement is not supposed to be of stimulative nature and should only inform about legal gambling options

Providers are obliged to urge gamblers to responsible gambling (e.g., develop social concepts, train staff)

Indications of addictive potential / help options must be displayed on tickets

The implementation of an overall banning system is needed

Research on prevention and fighting gambling addiction should be ensured

The impacts of the state treaty are to be evaluated



Internet-Based Help – An Example

<https://www.check-dein-spiel.de> (Federal Centre for Health Education)

CHECK DEIN SPIEL

INFORMATIONEN

SELBSTTEST

ONLINE-BERATUNG

HILFEANGEBOTE VOR ORT

Willkommen bei Check dein Spiel!

BZgA

Check dein Spiel bietet Betroffenen, Angehörigen und Interessierten Informationen und Beratung rund um das Themenfeld Glücksspiel und Glücksspielsucht.

Wenn Sie an Glücksspielen teilnehmen und sich fragen, ob Ihr Umgang damit angemessen ist, können Sie an einem **interaktiven Selbsttest** teilnehmen.

Die Rubrik **Online-Beratung** stellt einen Schwerpunkt von *Check dein Spiel* dar. Wenn Sie mit dem Spielen aufhören wollen, laden wir Sie zur Teilnahme an unserem Beratungsprogramm ein. Zudem haben Sie in dieser Rubrik die Möglichkeit, mit dem Beratungsteam von *Check dein Spiel* direkt in Kontakt zu treten.

Unter **Hilfeangebote vor Ort** können Sie zudem nach Beratungsstellen, Selbsthilfegruppen und Kliniken in Ihrer Nähe suchen.

Check dein Spiel ist ein Projekt der **Bundeszentrale für gesundheitliche Aufklärung (BZgA)** mit Unterstützung durch die **Gesellschaften des Deutschen Lotto- und Totoblocks (DLTB)**.



Local Helpline – An Example

A large, close-up image of a human eye. The iris is replaced by a roulette wheel, symbolizing gambling. The background is dark grey, and the right side is torn away to reveal a bright green background.

Setz auf
dich selbst

Mach
das Spiel
nicht mit

Infoline GLÜCKSSPIELSUCHT
01801 - 77 66 11



Concluding Remarks

- The continuous expansion of the gambling supply in Germany from 1974 to 2006 clearly showed the fiscal interests of the government
- The new gambling treaty is supposed to improve gamblers' protection noticeably; research has to prove which safeguards are (in)effective and meaningful
- The European Commission emphasizes that gambling restrictions must be effected in such a way as to contribute to limiting gambling activity coherently and systematically for reasons of the public interest; with regard to Germany, the Commission mainly criticizes the gambling ban on the internet and the exclusion of gambling with high addictive potential (AWP-machines) from the state treaty
- The dispute about the regulatory framework for the German gambling market will be intensified in the near future



Thank you for your attention!

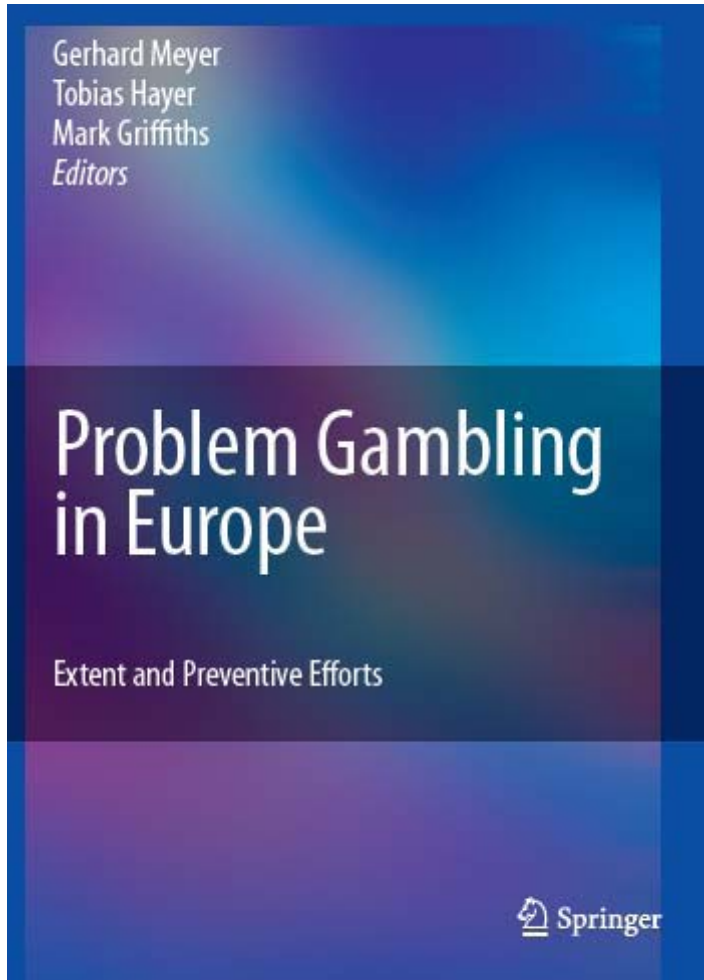
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**“Wow, now that’s what I call self-help!
Has it helped your wife’s depression, too?”**



Reference & Contact Address



Meyer, G. & Hayer, T. (2008, in press). Germany.
In: G. Meyer, T. Hayer & M. Griffiths (Eds.),
Problem Gambling in Europe. New York: Springer.

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