

Ohio's Strategy to Address Problem Gambling and Prevent Problems Associated with Gambling

SFY 2013

Presented to the

Ohio Casino Control Commission

by

Ohio Department of Alcohol and Drug Addiction Services



Department of Alcohol &
Drug Addiction Services



FOREWORD

This is a time of rapid change in Ohio, with four new Las Vegas-style casinos opening, expanded opportunities at the state's race tracks with video lottery terminals, lottery games, and many options for games of chance established to help support schools, seniors, non-profits and charitable endeavors. As citizens of this great state, we enjoy countless diversions for fun and relaxation. The key words, though, are "fun and relaxation." When an activity becomes a potential danger to self and others, like problem gambling, the fun is forgotten in the face of debt, divorce, bankruptcy, depression and even suicide.

As Ohio's authority for addiction services, the Ohio Department of Alcohol and Drug Addiction Services (ODADAS) is pleased to lay out the following strategy to ensure that gambling in this state remains safe and enjoyable. The rationale for creation of an annual plan is rooted in the Constitutional Amendment approved in 2009. As seen in the yellow box, ODADAS is to develop a program of problem gambling addiction services under an agreement with the executive director of the Ohio Casino Control Commission.

This plan for SFY 2013 will guide the work to be done in collaboration with our partners from ORG - Ohio for Responsible Gambling. Those partners are the Ohio Casino Control Commission, Ohio Lottery Commission and the Ohio Racing Commission. On an annual basis, the state behavioral health authority will update the plan on behalf of the Casino Control Commission.

In addition, the state's traditional partners in the field of behavioral health are key to establishing a system of care and prevention that protects our citizens. Those partnering groups include Ohio's 53 county Alcohol, Drug Addiction and Mental Health (ADAMH) boards, hundreds of prevention and treatment provider agencies, and the countless inter-related agencies in each community that help to provide a seamless continuum of care for people and families at-risk and/or in crisis.

Rationale for Problem Gambling Services Plan

Pursuant to ORC 3793.02(B)(7) ODADAS is required to provide a program of gambling and addiction services on behalf of the Ohio Casino Control Commission, under an agreement entered into with the executive director of the Commission.

The strategy detailed in this report provides an overview of how Ohio has accomplished advance planning for the growth of gambling and how we plan to use research, science-based strategies and effective services for the prevention of gambling disorders and treatment for those with a diagnosed pathological gambling condition.

This report also outlines the state's priorities for research, prevention education and awareness, assessment and treatment of problem gambling for Ohioans. We hope the reader will find it useful, and we appreciate any feedback.

Ohio's Strategy to Address Problem Gambling and Prevent Problems Associated with Gambling is a comprehensive plan rooted in public health science and modern communication tools utilized to bring effective messaging to a statewide audience. Creating a robust safety net requires many partners at the table. We know that as a coordinated team we can support all Ohioans as they strive to grow, work and play in the Buckeye State.



Orman Hall, Director
Ohio Dept. of Alcohol and Drug Addiction Services

614-466-3445
1-800-788-7254
ada.ohio.gov or ORG.ohio.gov

Agreement between ODADAS and the Ohio Casino Control Commission

In consultation with, and with the approval of, the Commission's Executive Director, pursuant to R.C. 3772.062 and 3793.032, ODADAS shall provide a comprehensive plan detailing a program of gambling and addiction services on behalf of the Commission that shall include, at a minimum, the following:

1. Alcohol, drug and gambling addiction programming that provides treatment services;
2. Alcohol, drug and gambling programming that provides prevention services;
3. Training for professionals related to gambling addiction;
4. Research that relates to gambling addiction and substance abuse;
5. Any other programs, services, or research authorized by Ohio law.

BACKGROUND

Ohio's Problem Gambling Readiness Is Well Established

When considering problem gambling services and education, the state's commitment to Ohioans goes back more than a decade. The Ohio Department of Alcohol and Drug Addiction Services (ODADAS) has partnered with the Ohio Lottery Commission to address problem gambling since 2002. Ohio law (ORC 3793.02(B)(7) requires the Lottery Commission to enter into an agreement with ODADAS to implement a problem gambling program on behalf of the Commission. Historically, ODADAS has utilized limited funds from the Lottery Commission for programs that have focused on prevention, education, screening, and treatment of gambling addiction.

The passage of a Constitutional Amendment in 2009 that allowed casinos to be built and operated in Cincinnati, Columbus, Cleveland and Toledo also included language that *"two percent of the tax on gross casino revenue shall be distributed to a state problem gambling and addictions fund which shall be used for the treatment of problem gambling and substance abuse, and related research."* To date, the Gambling and Addictions Fund has received \$2.1 million to support addiction services. The Constitutional Amendment and resulting agreement between ODADAS and the Ohio Casino Control Commission (see box above) have led to expanded problem gambling services for the benefit of Ohioans.

ODADAS has taken the lead in the training and preparation of gambling treatment counselors and other professionals. Moving forward, the Ohio Casino Control Commission will join ODADAS and the Lottery Commission in presenting an annual conference on Problem Gambling during National Problem Gambling Week in March. Professional Continuing Education Credits for prevention and treatment licensure are provided in these trainings, and while there is no Ohio credential for gambling services at this time, these hours do count toward development of professional expertise for social workers, psychologists and psychiatrists. ODADAS is working with the Ohio Chemical Dependency Professionals Board on adding an endorsement to the current chemical dependency license for prevention and treatment of gambling addiction.


Ohio for responsible gambling

In May 2012, a formal partnership was announced under a new organizational name, Ohio for Responsible Gambling (ORG). ORG includes the Ohio Casino Control Commission, Ohio Lottery Commission, Ohio State Racing Commission, and ODADAS, which serves as the resource partner for the new initiative and the lead agency responsible for prevention and treatment of problem gambling.

To bring the ODADAS statutory requirements into alignment with the expansion of responsibility for gambling addiction services, language was added to House Bill 386 to add gambling addiction to the alcohol and other drug addiction community service plan. This became effective July 1, 2012.

OHIO'S RESEARCH AGENDA

ODADAS has a multi-pronged approach to problem gambling research, utilizing quantitative and qualitative methodologies. Baseline data (pre-casino) of prevalence of problem gambling was determined through a state-wide prevalence survey. The capacity of Ohio to respond to problem gambling will be determined through a capacity readiness survey to be fielded and analyzed by May 1, 2013. In addition to these surveys, which can be replicated over time to track changes, ODADAS is enhancing its monitoring and surveillance systems to include problem gambling. The Ohio Substance Abuse Monitoring Network and the State Epidemiological Outcomes Workgroup have both begun to collect trend data to help understand the nature of problem gambling in Ohio.

Ohio Gambling Prevalence Survey

ODADAS, in contract with Kent State University, conducted a household telephone survey of 3,600 Ohioans to determine prevalence of problem/pathological gambling in Ohio. The Survey Research Lab at Kent State, under the direction of Dr. Richard T. Serpe, assisted with data collection activities. The ODADAS Division of Planning, Outcomes and Research staff analyzed the data and released findings at a press conference in September 2012.

Survey findings estimated that the prevalence of at-risk and problem gambling in Ohio is 2.8 percent in total, or about 250,000 individuals aged 18 and older. The at-risk group of Ohioans, prime for prevention and responsible gambling education, is about 220,000 individuals. According to the survey, of the at-risk group, a majority are male and between the ages of 18-24 years old. In some areas of the state a slightly larger percentage of at-risk gamblers were African-American. The chart below illustrates the breakdown of low to moderate risk for problem gambling and the smaller .3 percent group of current problem gamblers based on the survey responses.

The survey also compared frequency and level of problem gambling based on type of gambling. For the statewide sample, casino gamblers show the highest estimates for at-risk gambling compared to lottery and other gambling. Of Ohioans who participate in casino gambling, 8.2 percent are estimated to be at low risk, moderate risk or meet criteria for problem gambling, compared to 4.8 percent for lottery and 5.1 percent for other gambling.

Estimated Percent and Number of Persons for At-Risk and Problem Gambling in Ohio

Problem Gambling	No Problem		Low Risk	Moderate Risk	Problem
	Don't Gamble	Gamble			
	43.3%	53.8%	2.2%	0.3%	0.3%
	3,812,895	4,737,499	193,727	26,417	26,417

➤ Of the 8.8 million Ohioans aged 18 and older, an estimated 3.8 million (43.3%) do not gamble. Of the Ohioans who do gamble, an estimated 4.7 million (53.8%) do not experience any risk factors.

➤ Prevention activities may be beneficial if directed at the 220,144 (2.5%) persons who are estimated to be at-risk for problem gambling, while treatment services and/or self-help programs such as Gamblers Anonymous should be directed at the 0.3% who are estimated to have a gambling problem that meets DSM-IV diagnostic criteria.

➤ Approximately 10% of those who need treatment will seek treatment (Cunningham, 2005), suggesting that approximately 2,640 individuals may seek treatment or seek out self-help such as Gamblers Anonymous.

Problem Gambling

The prevalence of at risk and problem gambling in Ohio is 2.8%, which equates to an estimated 246,561 individuals in the target population of 8,805,761.*

* (18 years and older)

Since the survey did not provide county-specific prevalence data, County ADAMH Boards will need to tailor prevention and education based on locally determined needs, as the boards are responsible for this needs assessment in the communities they serve. On a statewide level, public health campaigns will be developed to use tactics and/or messaging that targets any specific populations.

To view full Ohio Gambling Survey findings, go to:

<http://www.ada.ohio.gov/public/ContentLinks.aspx?SectionID=2563c3e3-f6e0-4531-8645-a348ac91ae26>

WORKFORCE DEVELOPMENT

Positioning the Community Behavioral Health Workforce to Meet Problem Gambling Prevention and Treatment Demand

While gambling is not new to Ohio, the expansion through new casinos and Video Lottery Terminal (VLT) additions at racetracks has made proximity to gambling venues a concern for individuals who are at-risk for developing problem gambling. To meet the prevention and treatment workforce demand, ODADAS has taken and will continue to take specific steps to develop qualified professionals.

In the past two years, ODADAS has conducted a number of professional training sessions on Prevention and Treatment of Disordered Gambling, reaching more than 500 Ohio clinicians. The education hours offered count as continuing education for counselors and social workers, as well as hours towards National Certification. ODADAS, with the assistance of a contracted training agency, will continue to schedule trainings based on needs identified in the prevalence survey. The Ohio Casino Control Commission, Lottery Commission and ODADAS have held problem gambling trainings for the Helpline staff in Toledo and Cleveland, at conference events, employee trainings at Scioto Downs Columbus, and will provide training for other venue's employees as requested.

Professional development opportunities will be enhanced in the future using funds from the Gambling and Addictions Fund and in partnership with the Ohio Casino Control Commission. Historically, with funding from the Ohio Lottery (ORC 3770.02(K)), ODADAS has presented an annual Problem Gambling Conference during National Problem Gambling Week in March. The content of Ohio's training offerings has been designed to match the educational grid for the National Certified Gambling Counselor credential and the proposed Ohio specific credential.

For Ohio's prevention workforce, ODADAS is developing a Prevention Workforce Generalist Training for messaging and delivery. The State plans to provide consistent messaging and branding throughout training on evidence-based prevention strategies for the workforce, the public health community and primary healthcare.

ODADAS will provide information and resources to the existing network of professional associations, advocacy groups, boards, providers and community coalitions that address behavioral health and community wellness to expand capacity to convene key stakeholders, assess community needs, resources, and readiness, and to facilitate the implementation of evidence-based strategies to address problem gambling.

Lastly, ODADAS and/or other partners in ORG may contract with stakeholder groups to perform targeted outreach and education to their local constituencies. To assist with these strategies, information is posted on the resource website, www.org.ohio.gov; training was provided at the annual Ohio Prevention Education Conference in December 2012; and the Center for Coalition Excellence at the Drug-Free Action Alliance will provide on-going training and technical assistance regarding community mobilization. ODADAS is also including gambling as a priority focus area in the new Prevention Reporting system.

COMMUNITY PREVENTION EDUCATION and AWARENESS

Problem Gambling Prevention and Awareness Campaign

The partners in Ohio for Responsible Gambling are committed to ensuring that Ohioans have all the information needed to live safe, healthy and productive lives - including giving Ohioans the tools to determine the difference between responsible and problem gambling. To ensure a regular and consistent message of safe and responsible gambling, pursuant to Am. Sub. H.B. 386 (129th G.A.) amended ORC section 3793.087, the Ohio Lottery Commission will fund the statewide campaign for SFY 2014-15. An inter-disciplinary group, made up of representatives from the ORG organization and the state's addiction prevention and treatment and mental health County ADAMH Boards and agencies, has come together to make recommendations for the campaign. This group will also review the proposed campaign to ensure adherence to evidence-based public health prevention practices. The State's focus on prevention and awareness of problem gambling concerns will include the following goals.

- Promote the health and safety of individuals and communities.
- Focus on preventing or delaying the onset of behavioral health problems (i.e. substance abuse, addiction, problem gambling and mental illness). Prevention is a planned sequence of culturally appropriate, science-driven strategies intended to facilitate attitude and behavioral change for individuals and/or communities. The research shows that utilization of strategies addressing risk and protective factors and self-regulatory theories is promising due to the parallels with other risk behaviors. These activities will be incorporated in the statewide campaign and within the prevention programming at the community level. Sixty percent of the Gambling and Addictions Fund allocations will flow to the community for use in prevention and education.
 - The Department and community organizations will utilize focused strategies for selected and indicated populations based on demographic indicators and may fund intervention projects.
 - These strategies will be directed toward the demographics of the 220,144 (2.5 percent) persons (based on the Ohio survey) who are estimated to be at-risk for problem gambling.
 - They will also be targeted toward populations with a family history of substance abuse, mental illness and problem gambling or individuals reporting misuse of substances or low to moderate risk gambling.
- Develop and implement a communications plan.
 - To foster a common understanding of problem gambling and consequences for the total population.
 - To raise awareness of a patron's personal responsibility and the voluntary exclusion program for high risk gamblers.
- To develop and share resource materials.
 - Provide materials for the ORG.ohio.gov website
 - Facebook page
 - Speaker's Bureau for gamblers who are recovering
 - Develop a Prevention Intervention Resource Guide (to be available at www.ORG.ohio.gov)
- Work with partners and a vendor on development of a statewide problem gambling prevention and awareness campaign. Tactics and messaging may be tailored for outreach to targeted demographics.
 - Utilize mass media, social media and grassroots efforts to promote awareness of responsible gambling practices, the potential for problem gambling, the signs and symptoms, and what actions to take.

- Develop and share campaign resource materials: a toolkit with posters, press releases, flyers, fact sheets, talking points, etc.
- Use industry standard campaign evaluation tools that include focus groups with relevant constituents and online surveys.
- Principles for the campaign (as developed by the Problem Gambling Campaign Planning Group):
 - + Data driven
 - + Positive, simple messages
 - + Connection to local systems of care
 - + Be careful to have diversity
 - + No visual images of gambling will be shown
 - + Messaging and images will be stigma-free
 - + Cultural competence
 - + Update resources – make them accessible: Helpline and ORG web site
- Provide information and resources through the existing network (professional associations, advocacy groups, boards, providers and community coalitions that address behavioral health and community wellness) to expand Ohio's capacity to convene stakeholders, assess community needs and resources, and increase readiness to implement evidence-based prevention and intervention strategies. ODADAS and/or partners in ORG may contract with stakeholder groups to perform targeted outreach and education to their local constituencies.

Educational and Marketing Materials

All partners in ORG (Ohio for Responsible Gambling) are committed to including the Helpline number in advertising, informational articles, and in prevention materials distributed throughout the state and specifically at gambling venues. As prevention and intervention campaigns are developed for at-risk and problem gambling target populations, the Helpline number will continue to figure prominently.

Ohio's Voluntary Exclusion Program

Under the auspices of the Ohio Casino Control Commission, the State of Ohio's Voluntary Exclusion Program (VEP) allows a person to voluntarily agree to refrain from entering an Ohio casino. In order to participate, one must fill out an application form in person at a Casino Control Commission office, either at a casino location or at the Columbus headquarters. The applicant can choose to exclude him/herself from a casino for a period of one year, five years, or for a lifetime. As of Dec. 31, 2012, 202 people had joined the Voluntary Exclusion Program. The contact information for the Commission is 10 W. Broad St., 6th Floor, Columbus, Ohio 43215, and the telephone number is 614-387-5848.

Suicide Prevention

ODADAS will partner with the Ohio Suicide Prevention Foundation to ensure appropriate messaging and outreach activities for the prevention of suicide due to gambling addiction consequences. This work will include coordinating with Ohio's Suicide Prevention community coalitions across the state.

Statewide Gambling Helpline

Based on ORC 3772.062 and on behalf of the Ohio Casino Control Commission, ODADAS is tasked with the responsibility of an Ohio Helpline that is operational, funded, and marketed throughout the state. The gambling addiction Helpline has a dedicated number with qualified referral specialists answering the phone 24 hours a day. For the Casino Control Commission and to benefit Ohio citizens, the Department maintains a list of service providers around the state, as well as, individuals in private practice identified in Ohio's Problem Gambling Resource Guide. This list is continuously updated and shared with the Helpline. Regular summaries of calls received provide insight into the concerns of citizens who reach out for counseling and referrals, depending on individual needs. Calls to the Helpline have varied over time with 278 reported in September 2012, 408 in October, 388 in November and 438 in December.

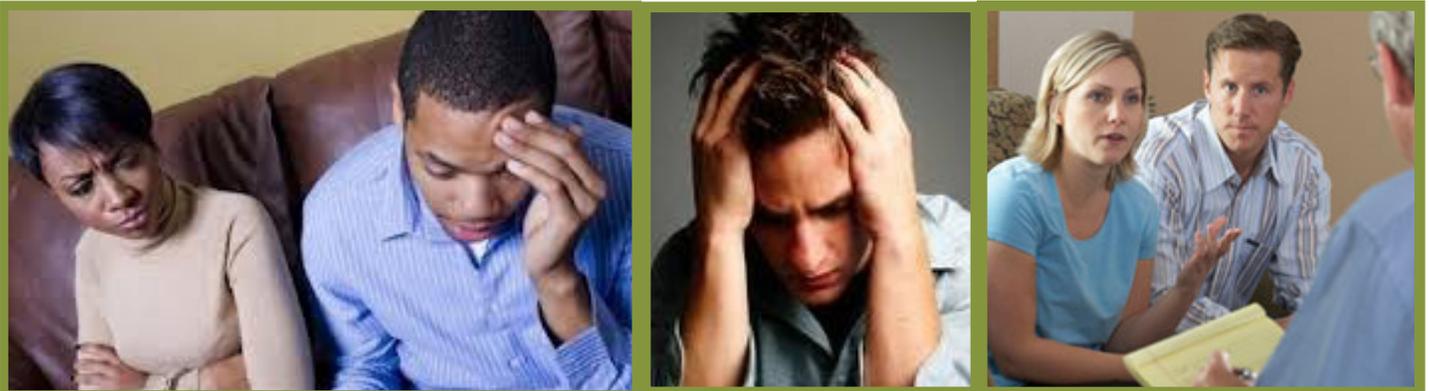
The Helpline number is **1-800-589-9966**.

PROBLEM GAMBLING IDENTIFICATION and TREATMENT SERVICES

For the past several years, with funding from The Lottery Commission, ODADAS has supported six treatment sites in Ohio for pathological gambling services. These will continue in Athens, Cincinnati, Cleveland, Columbus, Toledo, and Youngstown. The focus of these programs has been identification of problem gambling with co-occurring substance abuse diagnoses and treatment. Moving forward, and with treatment for gambling addiction added to ODADAS' statutory authority, Ohio's addiction treatment agencies will employ a problem gambling screening tool to identify problem gambling behaviors.

The annual Problem Gambling Conference will be held in March 2013 and expanded to a two-day event for prevention and treatment professionals. The Ohio Problem Gambling Helpline has also been in existence for several years and will continue to be staffed 24/7 by trained referral specialists who can direct callers to help in all areas of social service needs, including counseling, financial assistance and health services.

ODADAS will utilize the findings from the assessment and community mobilization studies as well as other national and state research to inform training, technical assistance, selection of target populations, and



intervention strategies. Data-informed planning and implementation will continue to address treatment need for Ohioans with problem gambling disorders.

Treatment of Problem Gamblers

Ohioans with a diagnosis of pathological gambling can receive treatment from professionals who have been trained in counseling for individuals with gambling addiction. In Ohio, this includes psychiatrists and psychologists, as well as social workers with the credentials: LSW, LISW, PC or PCC and have indicated “gambling treatment” within their scope of practice. The training hours provided through ODADAS and contracting agency Recovery Resources can provide a credentialed professional CEUs toward adding gambling treatment to his/her scope of practice.

ODADAS is working with the Ohio Chemical Dependency Professionals Board to create an endorsement to the Chemical Dependency license for treatment of pathological gambling. Until an Ohio endorsement exists, only the professionals listed above are considered qualified to treat pathological gambling.

The best resource for finding a qualified problem gambling counselor in a particular region of the state is the Helpline referral guide. The Helpline number is 1-800-589-9966. Ohio's six pre-existing identification and treatment providers with problem gambling programs are the following:

Gambling Addiction Treatment Pilot Sites

Health Recovery Services, Athens	740-592-6720
Recovery Resources, Cleveland	216-923-4021
TBD, Cincinnati	513-TBD (CONTRACT PENDING)
SASI, Toledo	419-243-7274
Meridian Community Care, Youngstown	330-797-0070
Maryhaven, Columbus	614-445-8131



**Problem Gambling
Ohio Helpline
1-800-589-9966**

FUNDING DISTRIBUTION

The 2009 Constitutional Amendment for casinos established a Gambling and Addictions Fund to be used for the prevention and treatment of problem gambling and substance abuse and related research. To date, this fund has received four quarterly distributions totaling \$2.1 million; however, the opening of the casinos has been a phased-in process with Toledo and Cleveland opening in May 2012, Columbus opening in October 2012, and Cincinnati slated to open in March 2013. An average annual contribution to the fund is still to be determined.

Funding Breakdown

Because individuals with problem gambling disorders tend to develop a diagnosis several years after the expansion of gambling opportunities, Ohio's initial focus will be on prevention and awareness of responsible gambling behaviors. In SFY 2013, sixty percent of revenues will be allocated for prevention and in community-based support of a statewide public health problem gambling campaign in collaboration with ORG partners and the behavioral health field.

Forty percent of revenues will be available for identification and treatment of persons with problem and pathological gambling disorders and other addictions. Other statewide activities such as research and policy development may be funded before the 60/40 breakdown. ODADAS and the new consolidated state agency, effective July 1, 2013, will make determinations on the use of operational funding to support foundational needs such as a project coordinator, further research, print materials, etc.

In order to track the number of clients screened and diagnosed as having a problem or pathological gambling disorder or being at-risk of a diagnosis, all clients will be screened for problem gambling. Individuals identified with a problem/pathological gambling diagnosis will then receive treatment targeted to that diagnosis. Screening and treatment data must be reported to the state department.

Community-based prevention funds will be allocated to County ADAMH Boards on the basis of population. Community treatment funds will be available through a per capita allocation process with gambling addiction as a priority population. Problem gambling research and support of the Helpline will continue.

For SFY 2013, funding from the Gambling and Addictions Fund will be distributed quarterly to the 50 county ADAMH boards; 53 boards as of July 1, 2013 when the mental health only boards are added. Based on standard fiscal procedures for allocations to the behavioral health field, an amount no greater than 20 percent will be retained for the purposes of operations to include, staffing, research, workforce development goals, and collateral materials in support of public education and the Helpline.

FUNDING ASSURANCES for COUNTY ADAMH BOARDS

- Boards must have a gambling prevention plan in place. Resources will be available through ODADAS.
- Treatment agencies must have a gambling screen in place for all addiction-related admissions. Screen must happen within 30 days of admission.
- Board assures that the funding is spent through an ODADAS-certified program as required by statute.
- Boards may request a variance of the 60/40 split if their needs require a different distribution of dollars. The goal is to keep the emphasis on prevention dollars on an annualized basis at least for the first year.
- Boards will need to assure that gambling screening and treatment is a priority. Funds may be used for other addictions, but if someone presents with a gambling addiction, payment for treatment will be available. It does not mean that a board has to wait until the fourth quarter to expend funds on other addictions.

PERFORMANCE INDICATORS and GOALS

BENCHMARKS

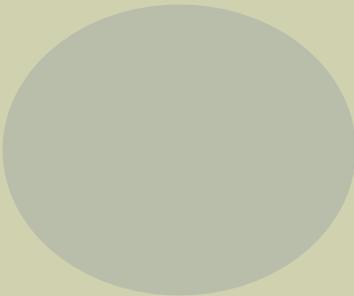
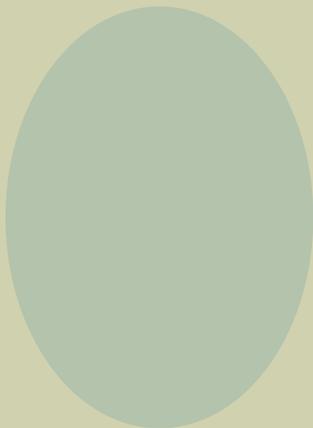
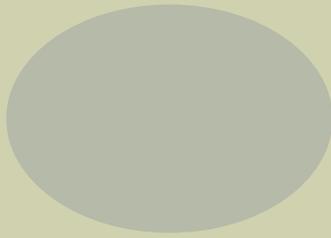
- Indicated per Ohio Gambling Survey September, 2012 and Ohio Behavioral Health data, SFY 2012.

Prevention Indicators

- Number of Ohioans exposed to problem gambling messaging to be captured through media reach numbers.
- Number of community coalitions engaged in problem gambling prevention.

Treatment Indicators

- Number of Ohioans who called the Problem Gambling Helpline: quarterly and annually.
- Number of Ohioans screened with ODADAS-approved instrument(s).
- Number of screened Ohioans assessed as having a Pathological Gambling diagnosis.
- Number of Ohioans with gambling disorder who were abstinent from gambling activities in past 30 days at discharge.



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