



COLORADO

Office of Behavioral Health

Department of Human Services

Gambling Addiction Program Report (C.R.S. 12-47.1-1601 (1) (a.5) (II))

**Fiscal Year 2016-17
July 1, 2016–June 30, 2017
Submitted January 1, 2018**

**PREPARED FOR
Colorado House Health and Human Services Committee
Colorado Senate Health and Human Services Committee**

**PREPARED BY
Colorado Department of Human Services, Office of Behavioral Health**

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Table of Contents

| | |
|---|----|
| Table of Contents | 3 |
| Executive Summary | 5 |
| Introduction | 6 |
| Background and Overview of the Gambling Addiction Grant Program | 6 |
| Gambling Addiction Grant Program | 6 |
| Training Grants | 7 |
| Treatment Grants | 7 |
| Audit of 2015 | 8 |
| Evaluation of Colorado’s Gambling Addiction Treatment Services | 9 |
| Colorado Certified Gambling Addictions Treatment Provider Locations | 11 |
| Results | 12 |
| Additional Gambling Activities | 14 |
| Rocky Mountain Crisis Partners: Gambling Addiction Marketing Services and Hotline | 14 |
| Office of Behavioral Health Gambling Research Forum | 14 |
| Future Actions for the Gambling Addiction Program | 15 |
| Screen for Gambling Addiction | 15 |
| Increase Coordination with the Problem Gambling Coalition of Colorado | 16 |
| Increase Marketing Strategies | 16 |
| Conclusions | 16 |
| Appendices | 18 |
| Appendix I: Statement on the role of the Colorado Department of Human Services, Office of Behavioral Health related to Affordable Care Act and Expanded Medicaid Coverage | 18 |
| Appendix II: Audit Recommendation Status Report from CDHS, OBH to the Office of the State Controller on July 20, 2016 | 20 |
| Appendix III. Scholarship Grant Program, Provider Funds Available to Serve the Indigent and Hotline Fliers | 27 |
| Appendix IV. Office of Behavioral Health Gambling Research Forum Survey Results | 30 |

Executive Summary

The Colorado Department of Human Services (CDHS), Office of Behavioral Health (OBH) is required to submit an annual report to the Colorado House of Representatives Health and Human Services Committee and the Colorado Senate Health and Human Services Committee on the grant money awarded through the Gambling Addiction Program.

The total appropriated budget for the FY 2016-17 Gambling Addiction Program was \$269,000.00. This funding enriched the lives of individual applicants seeking national certification for gambling addiction counseling and organizations serving indigent clients through the program money awarded. Medicaid clients served are not represented in this report. The Gambling Addiction Program does not pay for those individuals' services.

OBH commissioned a gambling addiction needs study in May 2016 that evaluated the need for counseling services and the demand for provider accreditation grants. The study found for those states that invested into problem gambling services, Colorado fell on the lowest end of the spectrum as far as amount invested per capita.

Highlights from this report include:

- The awarded Gambling Addiction Program treatment organizations reported 83 individual sessions for this fiscal year.
- 100 percent of the individuals served through the Gambling Addiction Program counseling services reported their lives are improving after receiving treatment.
- As of March 2017, the Gambling Addiction Hotline phone number was reestablished in Colorado. The number is 1-800-522-4700 and is available 24 hours a day, 365 days per year, staffed with trained behavioral health professionals to answer calls.
- As of July 2016, all recommendations brought forth by the Audit of 2015 for the Gambling Addictions Program have been fully implemented.
- A total of \$207,742.00 in FY 2016-17 was used to fund
 - Training grants for individuals seeking certification;
 - Treatment grants for organizations providing gambling addiction counseling services;
 - Promotion and marketing; and
 - Program evaluation.
- There are currently a total of eleven (11) certified gambling addictions treatment providers in Colorado.

Introduction

The Colorado Department of Human Services, Office of Behavioral Health respectfully submits the FY 2016-17 report titled "Gambling Addiction Program Report" to the Colorado House Health and Human Services Committee and Senate Health and Human Services Committee in compliance with the following statute:

1) 12-47.1-1601 (1) (a.5) (II) C.R.S. 2017 Gambling Addiction Program

By January 1, 2009, and by each January 1 thereafter, the department of human services shall submit a report to the health and human services committees of the senate and House of Representatives, or their successor committees, regarding the grant program. The report shall detail the following information for the fiscal year in which the report is submitted:

- (A) The amount of moneys allocated to the gambling addiction account pursuant to paragraph (a) of subsection (1) of this section;*
- (B) The number of grant applications received and the total amount of grant moneys requested by grant applicants;*
- (C) The total amount of moneys in the gambling addiction account that was awarded as grants to applicants;*
- (D) The entities or programs that received grants and the amount of grant moneys each grant recipient received.*

Background and Overview of the Gambling Addiction Grant Program

Gambling Addiction Grant Program

House Bill 08-1314 was enacted by the Colorado General Assembly creating the Gambling Addiction Program within the Colorado Department of Human Services, Office of Behavioral Health. This established the use of moneys from the Local Government Limited Gaming Impact Fund to offer;

- Training Grants to behavioral healthcare professionals pursuing national accreditation as gambling addiction counselors; and
- Treatment Grants to state or local public and private entities or individuals who provide gambling addiction counseling services.

The Office of Behavioral Health implemented this program via the state procurement process to contract with agencies to administer the program pursuant to the statute and the funds appropriated. A documented quote was released in July 2014. An award was made to the Center for Governmental Training, establishing it as the fiscal agent for both the treatment grant and training grant award processes. Thus, the Center for Governmental Training awarded grants to behavioral health professionals who were pursuing national certification as gambling counselors and who had completed at least half of the counseling hours required for national accreditation (training grants). The Center for Governmental Training provided grants to state or local public and private entities or individuals that provide gambling addiction counseling services (treatment grants). OBH established the Gambling Addiction Program to be the payer of last resort (OBH) to avoid duplicate payment for services. The Office of Behavioral Health required verification that another payer source was not available when counselors sought grants under this program. See Appendix I for the statement on the role of OBH related to the Affordable Care Act and expanded Medicaid coverage.

Training Grants

The funds available for education grants in this program for FY 2016-17 were \$10,000. The Office of Behavioral Health selected a number of behavioral health professionals seeking national accreditation to provide problem gambling treatment services in Colorado. The funds were awarded as grants to behavioral health professionals that are eligible to pursue national accreditation. OBH required semi-annual status reports from successful applicants, documenting their progression towards national accreditation. If a successful applicant does not complete their national accreditation within two years from the initial award, OBH may recover award funds from the applicant. OBH has not had to recover any awards since the program's inception.

Treatment Grants

The funds available statewide to be used for screening, assessment and counseling services in this program for FY 2016-17 were \$85,000.¹ Pursuant to C.R.S. § 12-47.1-1601, the Office shall select a number of organizations, programs, or individuals to provide problem gambling counseling services in Colorado. The funds shall be awarded as grants to organizations, programs, or individuals for counseling services conducted by nationally accredited counselors or counselors eligible to pursue national accreditation. To ensure that qualified and competent professionals will provide counseling services to those individuals who are assessed to have a gambling problem as well as others who have been affected by the gambling problem, agencies and applicants shall provide proof of national accreditation or that he or she has completed at least half of the counseling hours required for national accreditation. Quarterly reports are to be submitted to OBH within 30 days of the end of each quarter.

Audit of 2015

- The Colorado Office of the State Auditor conducted an audit to determine whether the Gambling Addiction Program was operating effectively, in line with statutes and legislative intent, to address problem gambling in Colorado. Audit work included reviewing:
 - Program documentation and grants data from Fiscal Years 2014 and 2015, through June 2015;
 - Program annual reports that CDHS submitted to the General Assembly for Fiscal Years 2011 through 2014;
 - Requests for proposals (RFPs) that CDHS used to identify contractors for the Program,
 - Contracts that CDHS executed with the Center for Governmental Training (CGT) and the University of Denver, DU (contractor prior to 2013); and
 - Progress reports that the CGT and DU submitted to CDHS in Fiscal Years 2011 to 2015, through March 2015, to understand Program operations and processes for soliciting grant applications, awarding grants, and monitoring grantees.

The audit also interviewed CDHS staff to understand their processes for overseeing Program administration and paying the CGT, and interviewed the contractor's staff to determine how they administer the Program. In addition, the audit conducted research on statistics for problem gambling in Colorado.

After thorough investigation the following recommendations were made to the Department of Human Services:

1. Ensure the Gambling Addiction Program operates effectively and in accordance with statute to help address problem gambling by;

¹ Gambling disorder screens may be accessed and downloaded on the National Council on Problem Gambling website: <http://www.ncpgambling.org/help-treatment/screening-tools/>

- a. Ensuring that grants are offered primarily for providing counseling to Colorado residents as well as for pursuing national counselor accreditation, in accordance with statute;
 - b. Revising Program rules to clarify the requirements for counselor grant applicants;
 - c. Ensuring written agreements are executed with grantees, Program contracts align with statute, and contracts and agreements include reasonable expectations for the use of grant funds;
 - d. Ensuring any future Program contractors provide written reports that contain specific information to allow for adequate monitoring of contracts; and
 - e. Training staff on the statutory requirements for the Program, the requirements of the Program contract, and how to hold future contractors accountable for contract terms.
2. Maximize the use of funds in the Gambling Addiction Account to fulfill the purpose of the Gambling Addiction Program by;
- a. Evaluating the demand for counseling and accreditation grants, offering grants for both purposes as statute requires, and seeking the authority to spend Account resources to conduct the evaluation, if authority is needed;
 - b. Ensuring that criteria for awarding grants align with the results of the evaluation in Part A;
 - c. Seeking authority to use more of the unspent funds in the Account, either through statutory change to obtain continuous spending authority or through the annual budget request process; and
 - d. Establishing a clear rationale for determining the amount of administrative and marketing funds to allow the Program contractor(s) to spend to fulfill contractual duties and administer an effective Program.

As of July 2016, the Colorado Department of Human Services, Office of Behavioral Health had agreed to the recommendations and submitted a status report to the Office of the State Auditor. By the end of FY 2016-17, all recommendations have been fully implemented. See Appendix II for the complete July 2016 Audit Recommendation Status Report.

Evaluation of Colorado's Gambling Addiction Treatment Services

Following the Audit of 2015, the Colorado Department of Human Services requested through a legislative decision item the one-time use of unspent gambling addiction account funds to be used to evaluate the supply and demand for gambling counseling and problem gambling treatment accreditation in Colorado due to the impact with the implementation of the Affordable Care Act and the State and Federal Parity laws.

Through a competitive bid process, Educational Policy Institute was awarded in May 2016 to conduct a statewide survey and evaluation. Policy recommendations based on the evaluation included the following:

1. Increase funding for awareness and treatment
2. Increase communication and outreach
3. Expand screening and testing focusing on disorders with the highest rates of co-occurrence with gambling addiction
4. Utilize the existing judicial system and successful treatment facilities
5. Provide a family systems approach to care
6. Impose stricter penalties in the self-exclusion policy and consider a similar policy for the lottery inclusive of scratch off tickets
7. Set annual goals and revisit strategies

The recommendation to increase communication and outreach may be found in the “Additional Gambling Activities” section (pg.12) of this report. The Gambling Addiction program has expanded the screening and testing for individuals with gambling addiction and current partnerships with existing judicial systems have formed. There has been a constant focus on using a family systems approach and the providers who were awarded grant moneys are implementing this approach. Work has already taken place to set annual goals and revisit strategies for FY 2017-18. Please refer to the “Future Actions” (pg.13) in the report to read more about the plans for the program in the upcoming year. Recommendations 1 and 6 are outside the scope of the Gambling Addiction Program.

The evaluation also outlined research that shows inadequate access and participation in addiction services can lead to higher rates of pre-treatment attrition, enhanced negative secondary effects (e.g. increased risk of substance abuse, increased risk of crime rates, and lower rates of employment), and social stigmatization². According to the 2013 National Survey of Problem Gambling Services, for those states that invested into problem gambling services, Colorado fell on the lowest end of the spectrum as far as amount invested. Colorado invested \$0.01 per capita while Delaware, at the high end of the spectrum, invested \$1.42 per capita. The average per capita expenditure for those states that invested in problem gambling services was \$0.32.³ The findings of this evaluation were used to inform Colorado policymakers and stakeholders funding and prevalence of gambling addiction services.

Colorado Certified Gambling Addictions Treatment Provider Locations⁴

There are currently a total of 11 certified gambling addictions treatment providers in Colorado, listed in the table below.

² Pascoe, R.V., Rush, B., and Khobzi Rotondi, N. (2013). Wait times for publicly funded addiction and problem gambling treatment agencies in Ontario, Canada. *BMC Health Services Research* 2013, 13:483. www.biomedcentral.com/1472-6963/13/483

³ Problem Gambling Solutions, Inc., (2014). *National Survey of Problem Gambling Services*. www.ncpgambling.org/files/public/2013NationalSurveyofProblemGamblingServices%20FINAL.pdf

⁴ An Evaluation of the State of Colorado’s Gambling Addictions Treatment Services. December 19, 2016. <http://www.problemgamblingcolorado.org/content/treatment-options>. Accessed December 2017.

COLORADO GAMBLING ADDICTION PROGRAM

Table 1. Certified gambling addiction treatment providers in Colorado, 2017.

| Provider | Contact Information |
|--|---|
| 1. Aurora Mental Health Center/Adult Services Tammy Pope, NCGC-I | 1646 Elmira Street Aurora, CO 80010 Phone: 303-617-2300 tammy_pope@comcast.net |
| 2. Barbara Florey, NCGC-I | 6915 East Girard Avenue Denver, CO 80224 Phone: 303-525-3385 bwflorey@msn.com |
| 3. Centennial Peaks Hospital Jeanne White, NCGC-I | 2255 South 88th Street Louisville, CO 80027 Phone: 303-666-2000 jwhite_tabitha@yahoo.com |
| 4. Charlie Johns, LPC, NCGCII, CACIII | 1090 South Sable Aurora, CO 80011 Phone: 303-903-7627 cjohns322@gmail.com |
| 5. Gary McCune, NCGC-II | 6565 South Dayton Street Suite 1500 Greenwood Village, CO 80111 Phone: 303-747-6562 gmccune24@aol.com |
| 6. Ideas Directed at Eliminating Abuse-Denver Marcela Paiz (in training for NCGC-I) | 2560 West 29th Avenue Denver, CO 80211 Phone: 303-477-8280 mpaiz@ideacares.com |
| 7. Sandstone Care Julia Smith, NCGC-I | 11166 Huron Street Suite 26B Northglenn, CO 80234 Phone: 720-984-1197 JuliaSmithLPC@gmail.com |
| 8. Nancy Lantz, NCGC-II, BACC | 6565 South Dayton Street Suite 1500 Greenwood Village, CO 80111 ***** 445 Union Suite 221 Lakewood, CO 80228 Phone: 303-475-4735 cccomgam@yahoo.com |
| 9. Randall Smith, NCGC-II | 6565 South Dayton Street Suite 1500 Greenwood Village, CO 80111 Phone: 303-947-2480 RESolutions1@aol.com |

COLORADO GAMBLING ADDICTION PROGRAM

| | |
|--|--|
| 10. Solvista Health Jennifer H. Hayden | 3225 Independence Road Canon City, CO 81212 Phone: 719-539-6502 jenniferh@solvistahealth.org http://solvistahealth.org |
| 11. University of Denver Counseling Psychology Department J. Michael Faragher, NCGCII, BACC | 1999 East Evans Denver, CO 80208 Phone: 303 434-6981 mike.faragher8@gmail.com |

Results

Due to the fact gambling addiction services are covered under Medicaid, and not many organizations receive the gambling grant, there are few clients served through the OBH Gambling Addiction Program. Assessments for gambling addiction services do not vary from regular addiction assessments, and therefore treatment services tend to mirror those of other addiction disorders. Medicaid clients served are not represented in this report.

Table 2 below shows the overall budget for the Gambling Addiction Program as it relates to statute requirements:

- (A) The amount of moneys allocated to the gambling addiction account;
- (B) The number of grant applications received and the total amount of grant moneys requested by grant applicants;
- (C) The total amount of moneys in the gambling addiction account that was awarded as grants to applicants;
- (D) The entities or programs that received grants and the amount of grant moneys each grant recipient received.

Table 2. Monies Allocated and Awarded from the Gambling Addiction Program for FY 2016-17

| | | |
|---|-----------------------------|-----------------|
| (A) Gambling Addiction fund amount allocated | | \$269,000 |
| (B) All training applicants who requested grant moneys were awarded and listed below in (C) | | 5 |
| (C) The total amount of moneys in the gambling addictions fund that was awarded as grants to training applicants who have two years to complete certification | | \$11,705 |
| (D) The entities or programs that received grants and the amount of moneys each grant recipient was awarded: | Nancy Lantz | \$22,550 |
| | Aurora Mental Health Center | \$49,087 |
| | Total | \$71,637 |

The Department requested and received spending authority through Supplemental Bill H.B.16-1242 (S.B. 15-234 Long Bill) to spend the unspent account balance of \$169,000 from the Local Gaming Impact Fund to be used for the Gambling Addiction Program from FY 2015-16. The bill

COLORADO GAMBLING ADDICTION PROGRAM

also adds a footnote stating that, after the increase, funds will remain available through June 30, 2017.

Additionally, the Legislature has authorized the Department to spend \$50,000 out of the total \$269,000 (unspent balance of \$169,000 plus current year's appropriation \$100,000) appropriated to market the Gambling Addiction Program to potential treatment providers/contractors, clinicians seeking accreditation or individuals seeking gambling addiction treatment.

The awarded Gambling Addiction Program treatment organizations reported 83 individual sessions for this fiscal year. The majority of the clients were female, reported race as white and had an average age of 50 years old. One hundred percent of the clients reported to have financial and family problems and approximately one-third are filing for bankruptcy. Through treatment, the organizations were able to identify 50 percent of the clients had dual diagnoses and 25 percent were disabled, but 75 percent were employed and continued to attend gambler anonymous meetings along with treatment. While engaged in treatment, all clients have stopped gambling and reported their lives are improving.

The Gambling Addiction Program also contracted with two organizations to perform a study and assist with marketing strategies through the Supplemental Bill H.B. 16-1242. Educational Policy Institute was awarded to conduct an evaluation of the state of Colorado's gambling addiction treatment services. Rocky Mountain Crisis Partners was awarded to provide marketing services and promote the Colorado Gambling Addiction Hotline. Table 3 shows the contractors that received moneys for gambling grant program activities and amount received:

Table 3. Contractors who Received Moneys for Gambling Addiction Program Activities for FY 2016-17

| Contractors | Amounts Received |
|---|-------------------------|
| Educational Policy Institute, statewide survey and evaluation | \$74,400 |
| Rocky Mountain Crisis Partners, gambling hotline | \$50,000 |
| Total | \$124,400 |

Additional Gambling Activities

Rocky Mountain Crisis Partners: Gambling Addiction Marketing Services and Hotline

The partnership with Rocky Mountain Crisis Partners (RMCP) to provide marketing services and promotion of hotline began in March 2017. Marketing materials were developed to increase the knowledge of scholarship funds available to individuals seeking national certification, provider funds available to help serve more of the indigent population struggling with gambling addiction and to spread awareness of the newly activated gambling hotline. The Gambling Addiction Hotline phone number is 1-800-522-4700 and is available 24 hours per day, 365 days per year staffed with trained behavioral health professionals to answer calls. All calls are confidential and information and referral assistance is provided. Resources for families, friends, co-workers and employees are offered with the available option of crisis intervention. Rocky Mountain Crisis Partners has agreed to continue funding the hotline services after FY 2016-17, and submit data for hotline utilization which will be captured in the next fiscal year report. (See Appendix III for RMCP marketing materials).

Office of Behavioral Health Gambling Research Forum

The Office of Behavioral Health coordinates Research Forums five times a year in recognition of four behavioral health awareness months and with one designated month for behavioral health workforce current trending topics. March's forum is tied to National Problem Gambling Awareness Month.

The Gambling Research Forum took place on March 23, 2017, at the Colorado Mental Health Institute at Fort Logan's main auditorium. Presenters included;

- Kathleen M. Scanlan, Executive Director of the Association of Problem Gambling Services Administrators;
- John Bundrick from the Problem Gambling Coalition of Colorado; and
- Jennifer Bundrick, fellow at the University of Colorado Denver.

Presentations included information on addressing gambling problems nationally and state wide, gambling disorder as a hidden addiction, how to screen for problem gambling, current options for psychopharmacological treatment of gambling disorder, and gambling disorder being the only behavioral addiction described in the DSM 5. See forum evaluation results in Appendix IV.

Future Actions for the Gambling Addiction Program

Screen for Gambling Addiction

The Gambling Addiction Program has established a relationship with the current OBH Jail Based Behavioral Health Services (JBBS) Program. JBBS conducted a presentation to the program grantees in March 2017. The program is exploring the need for clinicians to screen each individual being detained for gambling problems. If implemented, this information will then be reported to the Gambling Addiction Program for review, and recommendations for providing services to incarcerated individuals who self-report as problem gamblers will be offered.

Additionally, the Gambling Addiction Program will engage treatment providers in Colorado to provide counseling services to those individuals who are screened and assessed to have a gambling problem as well as others who have been affected by the gambling in the past. Screening for problem gambling can be done with three (3) brief question surveys. Suggested screens for problem gambling include the following:

- Brief Biosocial Gambling Screen (BBGS)⁵
- Norc Diagnostic Screen for Gambling Problems (NODS)⁶

The Gambling Addiction Program will provide information to treatment providers to incorporate these screens at intake and during assessment with individuals entering their programs.

Increase Coordination with the Problem Gambling Coalition of Colorado

The Problem Gambling Coalition of Colorado's (PGCC) mission is to increase awareness, advocate treatment and promote research and education on problem gambling. A goal of the coalition is to provide up-to-date Colorado specific information and links to other resources. OBH has collaborated with the Problem Gambling Coalition to market awareness around Colorado to educate the public on problem gambling through partnerships at the Colorado Winter Symposium in January 2017, Colorado Mental Health Professionals Annual Conference in April 2017, and the Colorado Association for Addiction Professionals Annual Conference in June 2017.

Increase Marketing Strategies

The Gambling Addiction Program is focused on increasing the number of behavioral health clinicians in Colorado who seek certification to become National Problem Gambling Counselors. By becoming a Nationally Certified Gambling Counselor, the clinician then has the training and

⁵ http://www.divisiononaddiction.org/bbgs_new/

⁶ <https://psychology-tools.com/nods-clip/>

COLORADO GAMBLING ADDICTION PROGRAM

experience to treat problem and pathological gamblers and their families. The Gambling Addiction Program will market flyers and brochures, in addition to utilizing social media at conferences and workshops across Colorado for promoting the Gambling Addiction Program. Rocky Mountain Crisis Partners intends to order Spanish-language materials, as well as look at developing targeted campaigns toward legalized gambling establishments throughout the state.

Conclusions

Problem gambling is gambling behavior that causes disruptions in any major area of life: psychological, physical, social or vocational. The term "Problem Gambling" is a progressive addiction characterized by increasing preoccupation with gambling, a need to bet more money more frequently, restlessness or irritability when attempting to stop, "chasing" losses, and loss of control manifested by continuation of the gambling behavior in spite of mounting serious and negative consequences. Individuals with problem gambling disorders often don't disclose the severity of their behavior, causing them to not receive the services they need.

The Gambling Addiction Program at OBH is striving to increase the awareness of problem gambling across the state and to offer education and treatment services to those seeking help. OBH is committed to collaborations with partners and stakeholders in heightening the services that are available to indigent individuals for problem gambling, as well as recruiting behavioral health clinicians to seek national certification as a certified national gambling counselor.

The Gambling Addiction Program has encouraged and marketed the Colorado Gambling Addiction Hotline to individuals and others who may have a problem with gambling with consistent messaging that confidential help is available. The hotline is staffed by trained behavioral health professionals who are able to provide information on available treatment in a person's geographical location and able to assist in the referral process.

Appendices

Appendix I: Statement on the role of the Colorado Department of Human Services, Office of Behavioral Health related to Affordable Care Act and Expanded Medicaid Coverage

The Colorado Department of Human Services, Office of Behavioral Health funds behavioral health treatment services for individuals who are “medically indigent” and for whom services are not funded through another payment source. Colorado Department of Human Services, Office of Behavioral Health defines “medically indigent” as those individuals that have mental health and/or substance use disorders and incomes below 300% of the Federal Poverty Level.

The Affordable Care Act improved behavioral health system accessibility and affordability for Coloradans through expanded Medicaid eligibility, minimum benefit package requirements, and financial assistance through the Colorado health insurance marketplace. As a result of these health policy changes, many people who were formerly served through the Colorado Department of Human Services, Office of Behavioral Health service system can now be served by Medicaid or other health insurance. Consequently, Colorado Department of Human Services, Office of Behavioral Health is projecting lower demand for behavioral health services from individuals who are uninsured and lower costs associated with clients who may be only briefly uninsured.

Due to the significant changes in behavioral health funding since the passage of the Affordable Care Act, Colorado Department of Human Services, Office of Behavioral Health continues to refine its approach to ensuring that essential services are available to individuals who have emergent service needs, lack insurance coverage, or where services are not covered by public or private health insurance. To date, Colorado Department of Human Services, Office of Behavioral Health has determined that while most individuals may be eligible for health insurance, important service gaps remain in the areas of 1) prevention/early intervention; 2) specific types of treatment services such as residential substance abuse treatment; 3) recovery support services such as housing and employment assistance; and 4) essential complementary services such as cross system care coordination and transition supports. Further, Colorado Department of Human Services, Office of Behavioral Health has identified emergent services such as crisis response and detoxification as areas where capacity must be available regardless of payer source in order to facilitate public and individual safety.

To ensure that Colorado Department of Human Services, Office of Behavioral Health invests its resources wisely and does not duplicate services that are funded by other sources, it has reoriented contracting to strategically address the gaps in insurance coverage. The Colorado Department of Human Services, Office of Behavioral Health has focused attention on defining and supporting essential capacity while encouraging contractors to recover costs from insurance

COLORADO GAMBLING ADDICTION PROGRAM

plans for covered services. These changes are intended to ensure a safety net of behavioral health services for all Coloradans while minimizing the duplication of payment for services.

In support of behavioral health treatment services for Coloradans the Colorado Department of Human Services; Office of Behavioral Health considers gambling addiction treatment as an important treatment service. The following is a report on the gambling addiction program.

Appendix II: Audit Recommendation Status Report from CDHS, OBH to the Office of the State Controller on July 20, 2016

AUDIT RECOMMENDATION STATUS REPORT

AUDIT NAME: Gaming Impact Grants Performance Audit, August 2015

AUDIT NUMBER: 1419P

DEPARTMENT & PROGRAM: Department of Human Services, Gambling Addiction Program

DATE OF STATUS REPORT: July 20, 2016

SUMMARY INFORMATION

| Rec. Number | Department's Response | Original Implementation Date | Implementation Status | Revised Implementation Date (if applicable) |
|-------------|-----------------------|------------------------------|-------------------------|---|
| 4A | Agree | November 2015 | Implemented | |
| 4B | Agree | December 2015 | Implemented | |
| 4C | Agree | November 2015 | Implemented | |
| 4D | Agree | November 2015 | Implemented | |
| 4E | Agree | November 2015 | Implemented and Ongoing | |
| 5A | Agree | July 2016 | Partially Implemented | October 31, 2016 |
| 5B | Agree | July 2016 | Not Implemented | March 31, 2017 |
| 5C | Agree | May 2016 | Implemented | |
| 5D | Agree | November 2015 | Implemented | |

DETAIL OF IMPLEMENTATION STATUS

Note: Recommendations 1 through 3 in the audit report were addressed to the Department of Local Affairs.

Recommendation 4:

The Department of Human Services (DHS) should ensure that the Gambling Addiction Program (Program) operates effectively and in accordance with statute to help address problem gambling in Colorado by:

- A. Ensuring that grants are offered primarily for providing counseling to Colorado residents as well as for pursuing national counselor accreditation, in accordance with statute. This should include ensuring that grants for gambling addiction counseling services are awarded to entities and/or programs that have or are seeking nationally accredited counselors.

Current Implementation Status for 4A: Implemented.

Department’s Update: The Department is now issuing grants directly, rather than contracting with an organization to issue the grants. The Department posted two requests for applications (RFA) on October 26, 2015. The first RFA was a request open to individuals or entities to apply for grants to provide gambling addiction counseling treatment services. In response to this RFA, the Department awarded grants to two nationally accredited providers/contractors now under contract to provide these services. One provider/contractor is an individual counselor and the other provider/contractor is an agency that employs counselors. The first provider/contractor was awarded a purchase order (PO) on December 16, 2015 and the second provider/contractor was awarded a PO on March 3, 2016. Both POs include a statement of work which provides detailed work plan objectives that state the provider(s)/contractor(s) “shall provide counseling services for gambling addiction treatment” to ensure the Department is providing counseling to Colorado residents. One of the providers/contractors began delivering counseling services on January 19, 2016 and currently has two clients. As of July 20, 2016, the other provider/contractor has not yet secured clients even though they have marketed the gambling addiction counseling services.

The second RFA was for grant funds to be used for individuals pursuing national counselor accreditation. The Department has received one

application for these funds. The application was approved by the Department on May 31, 2016 and finalized on July 1, 2016. The Department requires each individual pursuing national counseling accreditation, to sign an agreement that states that he or she will submit to the Department “semi-annual status reports that document progression towards national accreditation. This report must include the courses, counseling hours and supervision hours.” The language was added to the agreement to ensure the Department is tracking each grantee’s progress for pursuing national counselor accreditation in accordance with statute.

- B. Revising Program rules to clarify the requirements for counseling grant applicants.

Current Implementation Status for 4B: Implemented.

Department’s Update:

Pursuant to Section 12-47.1-1601(4)(a.5)(I), C.R.S., “The executive director of the department of human services shall adopt rules establishing the procedure for applying for a grant from the gambling addiction account, the criteria for awarding grants and prioritizing applications, and any other provisions necessary for the administration of the grant applications and awards.” On July 10,

2015, 2 CCR 502-5 (Sections 20.000 through 20.600) “Executive Director Rules - the Procedure for Awarding Gambling Addiction Grants” was adopted during the Executive Director rule-making session (Rule-making# 15-4-10-1), with an effective date of September 1, 2015. The rules effective September 1, 2015 underwent revisions to establish a more congruent procedure for awarding Gambling Addiction Grants, specifically the revision which clarifies the procedures for grant applications, the criteria for awarding grants, and how grant applications will be prioritized.

The rules include processes for verifying applicant certification and assurance for compliance with statutory, contract and grant terms. Revisions to 2 CCR 502-5 (Sections 20.000 through 20.500) were adopted during the Executive Director rule-making session (Rule-making# 15-9-1-2) on December 4, 2015, with an effective date of February 1, 2016.

- C. Ensuring written agreements are executed with the grantees, Program contracts align with statute, and contracts and agreements include reasonable expectations for the use of grant funds, such as deadlines for completing accreditation.

Current Implementation Status for 4C: Implemented.

Department's Update: The Department executed written contracts/agreements for both counseling and accreditation grants, ensuring the contracts/agreements meet and align with statute and rules and include reasonable expectations for use of the grant funds. The statements of work for the two counseling grant providers/contractors include detailed work plan objectives that state the providers/contractors shall provide counseling services for gambling addiction treatment to Colorado residents. In addition, the agreement for the national counselor accreditation grant includes requiring each individual grantee pursuing accreditation to submit to the Department semi-annual status reports documenting his or her progression toward the national accreditation and includes the deadline that accreditation be completed within two years. The grantee sends the

Department status reports that include the courses taken, the amount of counseling hours provided, and supervision hours to ensure the grantee is making progress to complete accreditation. The two

POs issued for gambling addiction treatment counseling services include reporting requirements to the Department from the providers/contractors. Quarterly reports from the providers/contractors must be submitted to the Department within 30 days of the end of each quarter. The reports detail the number of unique clients receiving gambling addiction treatment services, as well as the type, number, and dollar amount of services provided to the client.

- D. Ensuring any future Program contractors provide written reports that contain specific information, as determined by DHS, to allow for adequate monitoring of the contracts.

Current Implementation Status for 4D: Implemented.

Department's Update: Both POs for gambling addiction counseling treatment services require the providers/contractors to submit quarterly reports to the Department detailing information for monitoring purposes. The one provider/contractor serving clients has submitted the required reports and supporting documentation. The report provides the number of clients served (two) and the dollar amounts of services provided. The contract states that the funds in the PO can only be used when no other payer source, such as Medicaid or private insurance, is available. The Department requires each individual who receives a grant to pursue national counselor accreditation to sign an agreement that states that he or she will submit to the Department semiannual status reports that document progression towards national accreditation. This report includes the courses, counseling hours, and supervision hours."

- E. Training DHS staff on the statutory requirements for the Program, the requirements of the Program contract, and on how to hold future contractors accountable for the contract terms through effective oversight and monitoring.

Current Implementation Status for 4E: Implemented and Ongoing.

Department's Update: The Department conducted staff training on November 30, 2015 and December 15, 2015 to provide contract and vendor oversight and monitoring training. The Department is committed to provide training to internal and external staff and stakeholders on an ongoing basis.

Recommendation 5:

The Department of Human Services (DHS) should maximize the use of funds in the Gambling

Addiction Account (Account) to fulfill the purpose of the Gambling Addiction Program (Program) by:

- A. Evaluating the demand for both counseling and accreditation grants, and offering grants for both purposes as required by statute. DHS should seek

specific authority to spend Account resources to conduct this evaluation, if the authority is needed.

Current Implementation Status for 5A: Partially Implemented.

Department's Update: The Department requested and received spending authority through Supplemental Bill H.B. 16-1242 (S.B. 15-234 Long Bill) in order to seek specific authority to spend resources to conduct an evaluation. The Department has awarded a PO to conduct an evaluation to assess the demand for both counseling and accreditation. The Department has awarded two grants for counseling and one agreement for accreditation as required by statute. The Department is revising the implementation date to October 31, 2016 when the evaluation will be completed.

- B. Ensuring that criteria for awarding grants align with the results of the March 31, 2017 evaluation in Part A.

Current Implementation Status for 5B: Implemented.

Department's Update: The Department awarded a gambling evaluation PO on May 27, 2016 and which was completed on October 31, 2016. The Department now ensures the awarded grants align with the results of the evaluation. The Department incorporated the evaluation findings into contracts where appropriate.

- C. Seeking authority to use more of the unspent funds in the Account, either through statutory change to obtain continuous spending authority or through the annual budget request process.

Current Implementation Status for 5C: Implemented.

Department's Update: The Department requested and received spending authority through Supplemental Bill H.B. 16-1242 (S.B. 15-234 Long Bill). The Department was given authority to spend the unspent account balance of \$169,000 from the Local Gaming Impact Fund to be used for the Gambling Addiction Program. The bill also adds a footnote stating that, after the increase, funds will remain available through June 30, 2017.

- D. Establishing a clear rationale for determining the amount of administrative and marketing funds DHS will allow the Program's contractor(s) to spend to fulfill contractual duties and administer an effective Program.

Current Implementation Status for 5D: Implemented.

Department's Update: The reimbursement of administrative and marketing expenses only applies to the gambling addiction counseling treatment providers/contractors that were awarded POs. The Department established a clear rationale for determining the amount of funds that the gambling addiction counseling treatment providers/contractors may spend and have outlined a Gambling Compliance Evaluation Matrix. The Matrix documents the amounts to be spent on treatment, marketing, and administrative and indirect costs. The Matrix limits the amount of administrative expenses to 10% of the direct costs. Marketing/education materials should not exceed 5% of direct costs, and the amount for treatment should be no less than 85% of the total grant. Additionally, the amounts of each PO were determined through the RFA negotiation and response process. One PO is for \$49,087 and the other is for \$22,550. The national accreditation grant is a reimbursement agreement not to exceed \$1,600 (annually for each participant seeking national accreditation). Additionally, the Legislature has authorized the Department to spend \$50,000 out of the total \$269,000 (unspent balance of \$169,000 plus current year's appropriation \$100,000) appropriated to market the Gambling Addiction Program to potential treatment providers/contractors, clinicians seeking accreditation or individuals seeking gambling addiction treatment. The marketing was approved to address a lack of responses to the RFAs and lack of client enrollment for the contracted providers/contractors. The \$50,000 is in addition to the 5% marketing/education materials that the providers/contractors are allowed. Furthermore, the department has awarded \$74,400 to conduct an evaluation to evaluate demand for both counseling and accreditation grants as advised in recommendation 5A. As the Department receives additional applications, the remaining funds (approximately \$66,000) will be spent on gambling addiction treatment/counseling services and to reimburse participants pursuing national counselor accreditation.

Appendix III. Scholarship Grant Program, Provider Funds Available to Serve the Indigent and Hotline Fliers

Attention Behavioral Addictions Counselors! Scholarship Funds Available Now to become a Certified Gambling Addiction Counselor!

- **Are you a CAC II or higher provider? Consider becoming certified to provide gambling addiction treatment services.** A majority of gambling addicts also have coexisting substance use disorders involving drug and alcohol abuse
- **Are you an individual interested in providing addiction treatment services?** Comorbidity is a relevant concern with gambling addiction as addiction is largely associated with other problems like mood disorders, anti-social personality disorder, and depression



Did you know?

Approximately 2.5 million adults suffer from compulsive gambling, about 3 million are considered problem gamblers, and around 15 million adults are under the risk of becoming problem gamblers.

Colorado Clients Need YOUR Expertise!

Scholarships are available to Addiction Counselors interested in obtaining ICGC Certification.

For more information or to obtain an application, contact:
Mary McMahon, Gambling Grant Program Administrator, Office of Behavioral Health, at mary.mcmahon@state.co.us



Problem gambling behavior has a far reach: the impact of this problem spans from the individual client's troubles to their families and friends, and even into the larger community.

YOU CAN HELP!

SCHOLARSHIPS AVAILABLE FOR YOUR PROFESSIONAL CERTIFICATION! APPLY TODAY!

Colorado Gambling Addiction Hotline is provided by



Are you a Nationally Certified Gambling Addiction Counselor? Do you want to help indigent clients who are unable to afford treatment? Financial Assistance is Available!

For providers and clinics certified to provide treatment services for clients with Gambling Addiction, grant funds are now available through the Office of Behavioral Health in order to provide treatment for indigent clients.



The epidemic of pathological or problem gambling is cyclical – for many who suffer from a gambling addiction the means to pay for treatment, once they begin to seek it, is one of the most significant barriers.

For more information or to obtain an application, contact:

Mary McMahon, Gambling Grant Program Administrator, Office of Behavioral Health, at mary.mcmahon@state.co.us



Gambling Addiction can be just as devastating as chemical addictions when it comes to the consequences. You have the expertise and knowledge to help this important and sometimes hidden population in need of services.

If you are a **Nationally Certified Gambling Counselor** working with persons in need of financial assistance for treatment – financial assistance is available.

- **ORGANIZATIONS, PROGRAMS, INDIVIDUALS** are encouraged to apply.
 - Upwards of \$20,000/per applicant may be awarded
 - Priority may be given to providers who:
 1. Provide services in areas where there are currently no IGCG providers.
 2. Agree to implement universal screenings for gambling addiction.
- There is currently no deadline for applications – funding will be dispersed as eligible applicants are approved.

Colorado Gambling Addiction Hotline is provided by



Colorado Gambling Addiction Hotline

1- 800-522-4700

Free. Confidential. 24/7/365.

Signs of Problem Gambling in Teens

- Large amounts of money in teen's possession
- Gambling language and gambling an important conversational topic
- Bragging about winning
- Playing on a team, but not performing to normal abilities (shaving points)
- Overly interested in how other teams at school are performing
- Overly invested in performance of certain athletes (fantasy football/basketball/etc.)
- Asking/taking/stealing money from family friends and strangers
- Selling personal belongings (theirs and families)



How can you help your teen?

- Look for a time to raise the topic naturally
- Ask questions first
- Be patient and talk directly
- Call the Colorado Gambling Addiction Hotline at 1-800-522-4700 for help



Did you know?

Teen rates for problem gambling are higher than for adults. Approximately 4%-8% of kids between 12 and 17 years of age meet the criteria for a gambling problem, and another 10%-15% are at risk of developing a problem.

What does my teen need to know about gambling?

- Gambling is not a way to make money. The activities provided by casinos, racetracks, bingo halls, internet sites, or lotteries are all designed so that most people lose in the long run.
- The difference between high-risk and low-risk gambling. Those who gamble in a high-risk way lose the sense that it is only a game. They start to see gambling as a way to make money. Or they think they have special luck or abilities. Often when losing, the high-risk gambler will bet more and more to try and win back what has been lost. Those who gamble in a low-risk way naturally follow the principles of safer gambling. They see gambling as a form of entertainment. For the low-risk gambler, the small gambling loss is the cost of one night's entertainment – just like the cost of a movie ticket or eating out.
- Problem gambling can lead to serious consequences. These include the loss of money, mounting debts, and the loss of friends and family.

Colorado Gambling Addiction Hotline is provided by






1-800-522-4700

Appendix IV. Office of Behavioral Health Gambling Research Forum Survey Results



1 HOW THE ATTENDEES VIEWED THE TRAINERS

| | | |
|---|--|--|
| <p>95% agree that the trainers were knowledgeable about the topic</p>  | <p>100% agreed that the presenters responded appropriately to the questions and needs of the group</p>  | <p>95% agreed that the trainer(s) were effective in presenting the material in a clear and concise manner</p>  |
|---|--|--|

2 HOW THE ATTENDEES VIEWED THE FORUM INFORMATION

100% agreed the Forum provided new information in the topic area.



95% agreed the Forum provided information I can incorporate into my current work.



Agreed the Forum was well organized & the length was appropriate!

"Wonderful forum! Thanks! Great presenters!"

3 WERE THE ATTENDEES SATISFIED WITH THE OVERALL QUALITY OF THE FORUM?

HOW DID YOU HEAR ABOUT THE FORUM?

\$\$\$ 95% SATISFIED!

| | | | |
|---|------------|---|------------|
|  | 65% |  | 5% |
|  | 15% |  | 15% |

"I have a few family members struggling with gambling addiction. This forum helped me understand the disease and how to seek help for them. Thank you!"

| | | | | |
|--|---|---|--|--|
| <p>GAMBLING ADDICTION GRANTS AVAILABLE!!!</p> |  | <p>Need financial assistance for gambling services?</p> |  | <p>Interested in earning your National Gambling Counselor Certification?</p> |
|--|---|---|--|--|

For more information on future OBH Research Forums or to apply for the Gambling Addiction Grants visit our website or contact Mary McMahon at mary.mcmahon@state.co.us or call 303-866-7400

