



Minimizing Gambling Harm through Regulation, Research and Services in Massachusetts

Marlene D. Warner, MA
617.426.4554
marlene@masscompulsivegambling.org



- ▶ Advocacy—the act of pleading or arguing in favor of something, such as a cause, idea, or policy; active support
- ▶ Lobbying—a specific, legally defined activity that involves stating your position on specific legislation to legislators and/or asking them to support your position. Lobbying is classified as direct or grassroots.



from The Center for Lobbying in the Public Interest



Gambling prior to casinos in Mass.

- ▶ Long history of gambling—Harvard
- ▶ Four racetracks (2 dog, 2 horse)
- ▶ Mass. state lottery games and charitable gaming (beano/bingo, poker tournaments, etc.)
- ▶ Illegal gambling (sports, video poker, cybercafes, cock/dog fights, fraternal clubs)



Push Out" Advocacy efforts

- ▶ Expansion bills since mid-1990's: studies and commissions
- ▶ Research studies and surveys
- ▶ Public opinion studies and media coverage
- ▶ Budget and Public Policy legislation



"Pull in" Advocacy Efforts

- ▶ Listening Sessions—EOHHS, EOPS, AG, researchers, prevention, public policy & recovery
- ▶ Legislative Luncheons
- ▶ Mass. Partnership on Responsible Gambling
- ▶ Advocacy Materials



November
2011

Governor Deval Patrick signed H. 3807, "An Act Establishing Expanded Gaming in the Commonwealth."



Legislation details: three regions

- Allows for 3 destination resort casinos in 3 geographically-diverse locations
- No more than 1 in each region
- Allows for one slots parlor statewide (not restricted to regions)



Legislation details: evaluation criteria

- ▶ License criteria include:
- Maximize economic development
 - Promote local small businesses and the tourism industry.
 - Maximize job generation while protecting existing jobs
 - Maximize capital investment
 - Promote diversity in the workforce and among suppliers
 - Coordination with regional and economic development plans
 - **Mitigate compulsive gambling statewide and other negative consequences in host and surrounding communities**



PG Highlights in the legislation

- ▶ Public health trust fund
- ▶ Onsite "treatment" center
- ▶ Statewide Exclusion list—self and 3rd party
- ▶ Helpline number(s) posted (multilingual)
- ▶ Robust research agenda
- ▶ Gaming Policy Advisory Committee—subcommittee on Addiction (MCCG named to it)





PG Highlights in the legislation

- ▶ Guidelines on credit extension and check cashing
- ▶ Responsible Gambling guidelines on marketing
- ▶ Payback statistics posted
- ▶ Smoke-free environment
- ▶ Gaming divisions of the AG and State Police



The Massachusetts Gaming Commission (MGC)

The Gaming Act created an independent body responsible for overseeing and implementing the licensing process.

The Commission consists of:

- 5 full time commissioners
- Chair appointed by Governor
- One appointed by Attorney General
- One appointed by State Treasurer
- Remaining two appointed by all three appointing authorities (GOV, AG, TRE)



MISSION STATEMENT

The mission of the Massachusetts Gaming Commission is to create a fair, transparent, and participatory process for implementing the expanded gaming law passed by the Legislature and signed by the Governor in November, 2011. In creating that process, the Commission will strive to ensure that its decision-making and regulatory systems engender the confidence of the public and participants, and that they provide the greatest possible economic development benefits and revenues to the people of the Commonwealth, reduce to the maximum extent possible the potentially negative or unintended consequences of the new legislation, and allow an appropriate return on investment for gaming providers that assures the operation of casino-resorts of the highest quality.





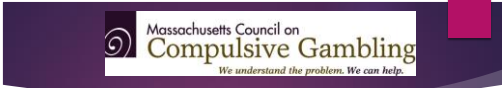
PG progress

- ▶ Mass. Gaming Commission was formed
- ▶ Educational forums on problem/responsible gambling
- ▶ Research agenda—baseline study and GRAC
- ▶ PG positions at MGC and DPH
- ▶ Responsible Gaming Framework
- ▶ Self-Exclusion Regulations



PG progress

- ▶ Regional Collaborative groups/efforts re: treatment initiatives and prevention within priority populations
- ▶ Over 80 new MAPGS treatment providers
- ▶ Statewide survey completed in Spring 2013 and two legislative sessions with media attention
- ▶ Municipality PG checklists; met with municipalities



PG progress

- ▶ Common Agenda and strategic planning process
- ▶ Mass. Partnership on Responsible Gambling (MPRG) was re-established. Mission/vision and goals were updated; consultant assisted in development of membership component

Key Relationships



Public health trust fund

- ▶ **Public Health Trust Fund:** created by the Legislature to assist social services and public health programs dedicated to addressing problems associated with compulsive gambling including, but not limited to, gambling prevention and addiction services, substance abuse services, educational campaigns to mitigate the potential addictive nature of gambling and any studies and evaluations necessary, including the annual research agenda to ensure the proper and most effective strategies.
- **5.0%** of the revenue from Category 1 Licensees is distributed to the Public Health Trust Fund
- Annual fee of not less than \$5,000,000 to provide programs to deal with compulsive gambling and other addictions

Decision-making structure

- ▶ **An Executive Committee bound by MOU and supported by statute.** Key elements include:
 - Executive Committee of the Public Health Trust Fund shall be established for purposes of setting the overall budget and protocols for expenditures.
 - 75% of the monies in the Fund shall be set aside each year for services to be provided by the Department of Public Health (DPH).
 - The Director of Problem Gambling Services at DPH and the Director of Research and Problem Gambling at MGC shall work cooperatively to ensure that there are no inconsistencies, redundancies, or conflicts in their respective duties and responsibilities.
- ▶ **Community Input: Public Listening Sessions**

Section 71: The Research Agenda

▶ The Commission oversees an annual research agenda to:

1. understand the **social and economic effects of expanding gaming** in the commonwealth and
2. obtain scientific information relative to the **neuroscience, psychology, sociology, epidemiology and etiology of gambling.**

Specifics of Section 71: The Research Agenda

1. A baseline study of the existing **occurrence of problem gambling** in the commonwealth;
2. A review and evaluation of existing **programs available** that prevent and address the harmful consequences of problem gambling
3. Comprehensive study of the **social and economic impacts of gambling** in the commonwealth

SEIGMA's Theoretical Framework:

- ▶ Measure impacts rather than costs and benefits
- ▶ Comprehensively assess all potential economic and social impacts
- ▶ Avoid applying arbitrary monetary value to impacts that are clearly non-monetary in nature
- ▶ Recognize that assessing the overall positive or negative nature of the observed impacts is a qualitative assessment that often involves some subjectivity
- ▶ Assess impacts for years before and years after the introduction of new gambling

Social & Health Indicators

- ▶ Problem Gambling & related indices
- ▶ Crime
- ▶ Leisure activities
- ▶ Housing
- ▶ Education
- ▶ Socioeconomic Inequality
- ▶ Attitudes
- ▶ Quality of life
- ▶ Health
- ▶ Transportation
- ▶ Environment

Economic & Fiscal Indicators

- ▶ Government revenue
- ▶ Public services
- ▶ Regulatory costs
- ▶ Business starts & failures
- ▶ Business revenue
- ▶ Tourism
- ▶ Personal income
- ▶ Employment
- ▶ Housing
- ▶ Infrastructure value & costs
- ▶ Origin & costs of gambling supplies & servicing

Data Collection

Primary Data Collection:

- ▶ General Population Surveys
 - ▶ n=10,000
 - ▶ Addressed-Based Sampling Approach
 - ▶ Multi-mode interviews
- ▶ Targeted Population Surveys
 - ▶ n=1,000 in each set of host & surrounding communities
 - ▶ Addressed Based Sample
 - ▶ Multi-mode approach
- ▶ Online Panel Survey
 - ▶ n=5,000

Secondary Data Collection

- ▶ Data Sources:
 - Behavioral Risk Factor Surveillance System (BRFSS)
 - American Community Survey
 - All Payer Claims Database
 - Acute Hospital Case Mix
 - Other sources as needed

What will we learn?

- ▶ Public attitudes towards gambling
- ▶ Current gambling behavior/participation rates
 - ▶ Demographics, frequency, expenditures
- ▶ Population prevalence of problem gambling
- ▶ Substance abuse and mental health comorbidities of PGs in MA
- ▶ Determine community-specific impacts of gambling expansion, including crime
- ▶ Identify types of crime attributable to new gambling venues

Two complementary approaches:

- ▶ Direct impacts and primary data collected directly from the casino operations such as # of employees, wages, construction investment, and local expenditures modeled with REMI to isolate economic impacts
- ▶ Secondary data sources primarily from public government data sets to track conditions over time (e.g., unemployment, household income, and property values) and compare trends before/after and with comparison regions

What will we learn?

- ▶ Whether jobs created are new jobs or jobs displaced from existing businesses
- ▶ Whether workers are hired within or outside of MA
- ▶ The net economic impact of gambling venues
- ▶ Municipal officials' perceptions of the impacts of the new gambling venues on economic development

Data Collection

Primary Data Collection:

- ▶ Analysis of items from General Population and Online Panel surveys
- ▶ Focus groups with treatment providers
- ▶ Key Informant interviews

Secondary Data Collection:


- ▶ MCCG Helpline data analysis
- ▶ Retrospective clinical data analysis

What will we learn?

- ▶ What prevention and treatment services currently exist in Massachusetts
- ▶ Who is using these services
- ▶ How adequately these services address and mitigate impacts of problem gambling
- ▶ How existing services match up with best practices in problem gambling prevention, intervention, and treatment

Utility of the Data Management Center

- ▶ Other researchers will be able to replicate our analyses
- ▶ Other researchers and interested parties will be able to conduct unique analyses
- ▶ The general public will be able to look at different measures within their own communities



Thank You!

▶ www.masscompulsivegambling.org

▶ Mark Vander Linden, MGC

▶ www.massgaming.com

▶ Stefano Keel, DPH

▶ www.mass.gov/dph

▶ Rachel Volberg, PhD, SEIGMA/MAGIC

▶ www.umass.edu/seigma
