



City of Richmond

Report to Council

To:	Richmond City Council	Date:	December 9 th , 2004
From:	Mayor Malcolm D. Brodie Chair, General Purposes Committee	File:	08-4040-04-01/2004- Vol 01
Re:	DRAFT RICHMOND PROBLEM GAMBLING PREVENTION & TREATMENT STRATEGY		

The General Purposes Committee, at its meeting held on December 6th, 2004, considered the attached report, and recommends as follows:

Committee Recommendation

That:

- (1) The draft Richmond Problem Gambling Prevention and Treatment Strategy (Attachment 1 to the report dated November 30th, 2004 from the Manager, Policy Planning) be endorsed;*
- (2) The draft Richmond Problem Gambling Prevention and Treatment Strategy be forwarded to the Gaming Policy and Enforcement Branch (GPEB) of the Ministry of Public Safety & Solicitor General (MPS&SG), and the British Columbia Lottery Corporation (BCLC) and that they be requested to:*
 - (a) take a leadership role by finalizing the Strategy in collaboration with other stakeholders,*
 - (b) recognize the final Strategy as a five-year Provincial pilot strategy, and*
 - (c) fund the final Strategy;*
- (3) The draft Richmond Problem Gambling Prevention and Treatment Strategy be forwarded to the:*
 - (a) BC Ministry of Education;*
 - (b) Great Canadian Casino Corporation;*
 - (c) Richmond Royal Canadian Mounted Police;*
 - (d) Richmond School District Board #38, and*
 - (e) Richmond Addiction Services (RAS),**for their comments and support;*
- (4) Richmond Addiction Services (RAS) be thanked for their valuable service and that their continued collaboration be requested in finalizing the Strategy.*
- (5) City staff host a meeting of all stakeholders in early 2005, to encourage them to finalize the Strategy and implement it.*
- (6) City staff report progress to Council through the General Purposes Committee, before April 30, 2005.*

- (7) *the Provincial Government be requested to address the issue of annual funding to RAS to better enable them to deliver gambling prevention and treatment services in Richmond.*
- (8) *staff report to Committee on (i) interim Richmond initiatives which could be taken with regard to addiction issues, and (ii) the suggestions made by RAS.*

Mayor Malcolm D. Brodie, Chair
General Purposes Committee

Attach.

VARIANCE

Please note that Committee added Parts (7) and (8) above.

Staff Report

Origin

On June 10, 2002, Council passed the following resolution:

"That the following Resolution No. R02/11-9, as amended by Resolution Nos. R02/11-10, R02/11-11, R02/11-12 and R02/11-13, be referred to staff, and that staff formulate a policy response for report to the General Purposes Committee:

That the following recommendations be referred to the Gaming Policy Enforcement Branch of the Provincial Government for information and report back to the City:

That City staff, in consultation with the BC Lottery Corporation, the Ministry of Health, the Ministry of Education, and other appropriate bodies such as the Alcohol & Drug Education Service and the Kaiser Foundation, investigate strategies to reduce addictive gambling, and enhance support for problem gamblers, including but not limited to:

- a) an increase in funding from BC Lottery Corporation and the City's casino revenues for the treatment, education and support of people with gambling addictions;*
- b) curriculum development and awareness for school students on problems related to gambling, in consultation with the Richmond School Board;*
- c) increased and better education for the general public on gambling issues;*
- d) creation of a base line profile of gambling currently in the City and monitoring its development in the future, rather than basing Richmond's gambling profile simply on the people who request help;*
- e) recommending positive changes in casinos themselves, such as the addition of clocks and the location of ATM machines outside the building, etc.; and*
- f) strategies to increase the percentage of addictive gamblers who seek help.*
- g) That additional funding for problem gambling programs be provided from the City Grants Program."*

Findings Of Fact

1. The Draft Strategy

The draft Richmond Problem Gambling Prevention and Treatment Strategy is presented in **Attachment 1**.

2. Follow-up Correspondence

On August 2, 2002, as per Council's directive, City staff requested the stakeholders which were identified in the above Resolution, to indicate which items they have the mandate to address, and what resources and expertise they might contribute.

Replies (**Attachment 2**) to the City's letter were received from:

- the British Columbia Lottery Corporation (BCLC),
- the Gaming Policy and Enforcement Branch (GPEB) of the Ministry of Public Safety & Solicitor General (MPS&SG), and
- the Alcohol-Drug Education Service (A-DES).

While these responses were encouraging, they did not address Council's directives.

3. The Richmond Addiction Services' (RAS) Role

Subsequently, City staff contacted Richmond Addiction Services (RAS - formerly Richmond Alcohol and Drug Action Team, or RADAT) and invited them to assist in drafting an effective and comprehensive Problem Gambling Prevention and Treatment Strategy for Richmond. RAS willingly took time from their busy schedule to assist City staff in preparing the draft Strategy.

RAS was invited to assist the City because it is the only Provincial licensed agency in Richmond that is recognized and formally authorized by the Province to provide professional gambling addiction prevention and treatment services in Richmond, has capable professional staff with direct experience and is knowledgeable regarding gambling addiction prevention and treatment research and issues.

4. BCLC & GPEB Responsible Gambling Forum and Requests for Partnerships

The BCLC & the Gaming Policy and Enforcement Branch (GPEB) of the Ministry of Public Safety & Solicitor General (MPS&SG) have jointly formed the "BC Partnership for Responsible Gaming" and on May 18, 2004 hosted a Responsible Gambling Forum for municipal elected and staff representatives and gaming service providers.

A key point that emerged from the Forum was the need to expand the "BC Partnership" beyond GPEB and BCLC, to include local governments and gaming service providers.

A follow-up letter to the May 2004 Forum was sent by GPEB and BCLC to participants (**Attachment 3**):

- (1) asking them to consider establishing partnerships to promote responsible gambling;
- (2) suggesting initiatives that municipalities might undertake; and
- (3) indicating that a comprehensive plan for the BC Partnership for Responsible Gaming was under development. for presentation to stakeholders by March 31, 2005.

At a recent 2004 consultation sponsored by the City of Coquitlam, "Identifying and Minimizing Negative Social Impacts of Gambling and Slot Machines", BCLC and GPEB staff identified two partnership initiatives that they hope to implement by the end of the fiscal year 2004:

- 1 a pilot project regarding placing a Gaming Information Centre inside certain casinos (locations to be determined), following the Manitoba model (**Attachment 4**); and
- 2 a "Social Charter", for which municipal participation will be sought, the contents of which are not yet available.

Analysis

1. Responsibility

The Province is responsible for addressing problem gambling.

Currently, the Provincial government is seeking to involve other stakeholders in partnerships to more comprehensively address problem gambling.

2. Existing Richmond Gaming Policies

Previously, Richmond established the following gaming related policies:

- June 2000 - The Casino Funding Guidelines (Policy 3706) (**Attachment 5**) which guides how City casino revenues may be spent, and
- June 2003 – Full Service Gaming Policy (Policy 5040) (**Attachment 6**) which includes Council's request that the Province address and pay for gaming impact monitoring, problem gaming prevention and treatment programs, and gaming crime prevention and enforcement programs.

3. Status of the Draft Strategy

The draft Strategy is to be regarded as Richmond's request to the Province to:

- improve problem gambling prevention and treatment services in Richmond,
- finalise the draft Strategy,
- recognize the final Strategy as the basis for a five-year Provincial pilot strategy, and
- fund the final Strategy, for the benefit of problem gambling clients, the Province and Richmond.

4. Status of Richmond Addiction Services' (RAS) Role

RAS assisted the City in preparing the draft Strategy. They should be thanked for their valuable assistance and requested to continue collaborating with the Province and stakeholders to finalize an effective Strategy.

5. Provincial Role In Implementing the Strategy

The Provincial government is the main beneficiary of gambling. As it receives significant revenues and as it is legally responsible for problem gambling prevention and treatment, it is recommended that the Province:

- take a leadership role in finalizing the draft Strategy,
- recognizing it as a Provincial five-year pilot strategy, and
- funding it.

It is expected that the Province will collaborate with stakeholders in finalizing and implementing the Strategy

6. A Provincial Pilot Strategy

Implementing and funding the final Strategy for one year will not be sufficient or effective.

It is recommended that the Province recognize, finalize and fund the Strategy as a five-year pilot Strategy because it is intended and envisioned that the Strategy will:

- meet client needs,
- be comprehensive,
- be based on the Richmond casino, which has a large client base,
- provide an opportunity to implement and test innovative problem gambling prevention and treatment concepts and approaches,
- be adaptable to Provincial and stakeholder needs,
- enable a wide range of gambling research data to be gathered and analysed efficiently,

- be able to demonstrate how Provincial leadership, and stakeholder partnerships and collaboration can occur to address problem gambling,
- increase stakeholder and client knowledge and effectiveness regarding problem gambling; and
- be cost effective for the Province and stakeholders, through cost-sharing and services-in-kind, as the case may be, and
- respond to the upcoming Provincial partnership.

After the five-year Provincial pilot Strategy has been implemented (e.g., 2010), it is proposed that the Province and stakeholders review its effectiveness and continue the Strategy on an ongoing basis, with improvements, as necessary.

7. A BC Centre Of Excellence

It is noted that the Richmond Strategy may enable the Province to develop a “Centre of Excellence” for problem gambling research and programming in BC.

8. Implications of The Province Not Funding the Strategy

If the Province does not finalize the draft Strategy, or fund it once finalized, it should not be implemented by Richmond because:

- problem gambling prevention and treatment are a Provincial responsibility,
- problem gambling is not a core service of the City,
- a multi-stakeholder effort is required, and
- the City of Richmond’s role has been and is to provide leadership by:
 - preparing the draft Strategy,
 - encouraging the Province to recognize, finalize and fund the Strategy as a five-year Provincial Strategy, and
 - facilitating and encouraging stakeholders to assist in the finalizing Strategy and implementing it.

This approach is consistent with Richmond’s existing policies and previous decisions namely:

- City Policy 3706 –established June 12, 2000 - which suggests that applications for City casino funds should be targeted to youth, seniors, policing, child care, and prevention and educational programs which could relate to drug abuse, alcoholism, gambling and smoking.
- Policy 5040 – established June 3, 2003 - in which the City requested the Province to continue to provide, pay for, maintain and improve:
 - gaming impact monitoring,
 - programs to prevent and treat problem gaming, and
 - gaming crime prevention and enforcement programs.

It is to be noted that community applications (e.g., RAS) for City casino funding for problem gambling treatment and prevention programs have never been funded by the City, as they are a Provincial responsibility and the City can best assist as identified above.

9. A Proposed “*Richmond Problem Gambling Community Task Force*”

The draft Strategy proposes a “*Richmond Problem Gambling Community Task Force*”.

The Task Force would not be a City advisory committee, as it is envisioned to be a Provincially led stakeholder roundtable.

The proposed “*Task Force*” stakeholders are, it is suggested:

- GPEB - the Gaming Policy and Enforcement Branch (GPEB) of the Ministry of Public Safety and Solicitor General (MPS&SG), and
- BCLC - British Columbia Lottery Corporation;
- BCME – BC Ministry of Education;
- GCC - Great Canadian Casinos;
- RCMP – Richmond Royal Canadian Mounted Police;
- Richmond School District Board #38;
- COR - The City of Richmond;
- RAS – Richmond Addiction Services, and
- Others, as necessary.

The proposed Task Force’s mandate would be to:

- finalize, oversee and implement the Strategy,
- to monitor the Strategy and report progress, and
- make recommendations for its improved continuance after five years.

10. Benefits of the Draft Richmond Problem Gambling Prevention and Treatment Strategy

Once finalized it is intended that the five-year pilot Strategy will be beneficial as it will:

- demonstrate socially responsibility and leadership,
- be tailored to Richmond and provincial needs,
- be based on successful concepts (e.g., risk prevention),
- be effective in addressing the concerns expressed by Richmond residents at the Special Council meeting of May 28 and May 29, 2002 in relation to the Full Service Gaming Policy, and the June 10, 2002 Council meeting regarding gaming-related issues;
- strengthen partnerships as sought by the Province through the B.C. Partnership for Responsible Gaming, and
- contribute to Richmond being the most appealing, livable, well-managed community in Canada.

11. Historical Provincial Funding of Problem Gambling Prevention and Treatment Services in Richmond

(1) Historical Provincial Funding For RAS Services

RAS has operated the Problem Gambling Program, which is administered and funded through the Gaming Policy and Enforcement Branch of the Ministry of Public Safety & Solicitor General, since its inception in 1997. Under this program, RAS employs one full-time counsellor, working out of RAS and SUCCESS offices, to provide public education, prevention and counselling services to the community.

In August 2003-4, RAS was eligible to receive approximately \$100,000 from the Ministry of Public Safety & Solicitor General to deliver gambling prevention and treatment services in Richmond. Due to limited RAS staff, this allocation is not being fully utilized.

From August 2004-5, it is expected that RAS will receive approximately the same provincial funding as in 2003-4.

RAS has provided additional information (**Attachment 7**) regarding:

- its Provincial and City funding, and
- problem gambling statistics.

12. City Funding of Richmond Addiction Services (RAS)

(1) City Grants Program Funding

RAS has received funding from the City Grants program for a number of years for various initiatives related to substance abuse prevention (last 5 years are summarized below).

To date, RAS has not received any City funding for problem gambling prevention and treatment programs.

Richmond Addiction Services City Grant Applications and Grants				
Year	Program	Requested	Granted	Used For
2001	For youth outreach counsellor	\$10,000.00	\$7,500.00	- Augmenting the Youth Outreach program and offsetting organizational costs
2002	For staff training and educational resources for education series	\$10,000.00	\$7,500.00	- Purchasing videos, print material for Youth Outreach program and manual development
2003	To employ an Addictions Prevention specialist to work with RADAT staff and the staff of Richmond community agencies providing services to seniors	\$64,255.00	\$7,000.00	- Conducting a needs and issues assessment of alcohol and drug problems among the seniors population of Richmond and - Developing a strategy for working with seniors to address misuse issues
2004	School based outreach and prevention initiative	\$90,000.00	\$8,500.00	School based outreach and prevention initiative: - program materials (books, videos) - transportation costs - program expenses (supplies, refreshments, prizes, handouts) - promotion - postage
2005	Grant application submitted which does not address problem gambling.	Report pending	To be determined	N/A

(2) City Casino Fund Grants

The City's Casino Funding Guidelines (Policy 3706) (**Attachment 5**) indicate that casino funds should be targeted to certain program areas, including:

- *Preventative, alternative and/or educational programs relating to addictive behaviour which could include:*
- *Drug abuse, Alcoholism, Gambling, Smoking. (Note: Gambling should continue to be excluded, as discussed above).*

In November 2000, a call for applications from Richmond-based community groups was placed in the City Notice Board. RAS (RADAT at that time) submitted applications for four separate programs, two of which proposed to address problem gambling.

RAS did not receive casino funds for either of the proposed problem gambling programs on the basis that funding for such programs was, at that time, the responsibility of the BC Ministry of Children and Families.

13. Next Steps

The next steps are:

- (1) to forward the draft Richmond Problem Gambling Prevention and Treatment Strategy to the Gaming Policy and Enforcement Branch (GPEB) of the Ministry of Public Safety & Solicitor General (MPS&SG), and the British Columbia Lottery Corporation (BCLC) and that they be requested to:
 - take a leadership role by finalizing the Strategy in consultation with other stakeholders,
 - recognize the final Strategy as a five-year Provincial pilot strategy, and
 - fund the final Strategy.
- (2) to forward the draft Richmond Problem Gambling Prevention and Treatment Strategy to the:
 - BC Ministry of Education;
 - Great Canadian Casino Corporation;
 - Richmond Royal Canadian Mounted Police;
 - Richmond School District Board #38, and
 - Richmond Addiction Services (RAS),
 for their comments and support.
- (3) for City staff to invite the Province and stakeholders to meet early in 2005, to encourage them to finalize the Strategy and implement it.
- (4) for City staff will report progress by April 2005 (the 2005 Provincial fiscal year).

Financial Impact

- ☐ Estimated Five Year Cost of the Draft Strategy.
 - The draft Strategy is estimated to cost the Province approximately \$2,500,000 over five years, or \$500,000 per year.

□ Impact On City

- Uncertain and premature at this time.
- After consultation with the Province and stakeholders, staff will bring forward a report outlining the financial impact to the City and financial options.

Conclusion

- Problem gambling prevention and treatment are a Provincial responsibility.
- It is desirable to establish a comprehensive problem gambling addiction prevention and treatment strategy in Richmond.
- The City has shown leadership by drafting the Richmond Problem Gambling Prevention and Treatment Strategy.
- There is a “golden opportunity” for provincial funding for a Richmond Problem Gambling Treatment And Prevention Strategy.
- It is proposed that the City request the Province to:
 - finalize the Strategy in consultation with other stakeholders,
 - recognize the Strategy as a five-year pilot strategy, and
 - fund the Strategy.
- Stakeholder collaboration is encouraged in finalizing a Strategy.



Lesley Sherlock, Social Planner, (4220)
LS:cas

November 29, 2004

A Draft Richmond Problem Gambling Prevention & Treatment Strategy

*Prepared by: The City of Richmond,
with assistance from Richmond Addiction Services (RAS)*

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1. PURPOSE

The purpose of this report is to:

- (1) examine the status of gambling in Richmond and its impact on the community,
- (2) explore the challenges presented by the expanded casino in Richmond,
- (3) present:
 - an innovative draft Richmond Problem Gambling Prevention And Treatment Strategy,
 - the draft Strategy as a five year Provincial multi-stakeholder pilot strategy,
 - a draft Strategy Implementation Plan,
 - a draft Strategy five-year Budget, and
 - opportunities for multi-stakeholder support for the draft Strategy.

2. INTRODUCTION

From casinos to Internet gambling, it's easier to gamble than ever before. The widespread expansion of gambling in Canada over the past 10 years has seen its growth as a contentious public and community issue. Most people who gamble do so responsibly and view gambling as harmless entertainment that benefits the community by lowering taxes and funding social programs.

However, a small but significant portion of the population (about 4.6%) develops gambling problems which have negative impacts on the individuals, families and communities.

These problems include bankruptcy, marital problems, the loss of employment, ruined businesses, family violence, stresses on the health and social services sectors of the community, and, in extreme cases, suicide.

Governments (federal, provincial, and municipal) benefit in varying degrees from the revenues generated by the gaming industry. For some members of the public and for some who operate community based agencies that deal with the impact and consequences of gambling on individuals and their families, the dual role of governments as the regulator and beneficiary of gambling may be viewed at a minimum as a conflict of interest and as morally questionable.

The difficulty of this relationship is perhaps best illustrated by the recent judgment of Ontario Court Justice Paul Belanger in sentencing a man convicted of defrauding the Canadian Forces of nearly \$100,000 to support a gambling addiction. He refused to jail the man, stating that governments are making millions of dollars from casinos and must accept some responsibility for the "monsters" they've created. "It seems to me, the Canadian public benefits from gambling on a large scale now" Justice Belanger said at the sentencing of Ottawa resident Boyd Dulmage. "Hundreds of millions of dollars are being made at government casinos and through lotteries". "One of the consequences of this is there will be people like (Mr. Dulmage) who become hopelessly addicted to gambling. It is a recognized disease. The federal, provincial and, to some extent, municipal governments must share some of the responsibility for creating people who fall prey to this addiction".

Despite the wide divergence of opinions based on different political beliefs or personal anecdotal experience, gambling is an inevitable activity which is widely accepted in the society. A responsible government in whose jurisdiction gambling is permissible and available, and that benefits from gambling revenues, must develop policies and practices to limit harm to gamblers and to those affected by them, and maximize positive outcomes for the community.

3. THE PEOPLE WHO GAMBLE

Most British Columbians who choose to participate in gambling do so for social and recreational purposes and do not experience problems requiring assistance. According to the research results of a survey conducted by Ipsos-Reid and Gemini Research at the end of 2002 in British Columbia, the vast majority of British Columbians have gambled at some point in their lifetime. In fact, 91% of them have taken part in at least one gambling activity during their lifetime. However, a small percentage (about 4.6%) may experience varying degrees of problems that require intervention and treatment.

Problem gambling, in the Canadian context, is defined as "gambling behavior that creates negative consequences for the gambler, others in his or her social network, or the community" (Ferries & Wynne, 2001).

Compared to 5 other provinces in Canada, which recently participated in a study on gambling using the same gambling screen (Canadian Problem Gambling Index), BC with 4.6% ranked 3rd after Saskatchewan (5.9%) and Alberta (5.2%) in the problem gambling prevalence rate. When projected across the entire BC population, this equates to an estimate of 150,250 problem gamblers.

If this is projected, the total number of problem gamblers in Richmond is estimated to be 7,500.

Despite the fact that only a small percentage (4.6%) of the population experienced problems with gambling, research suggests that for every problem gambler, there are 10-17 people around him/her that are negatively affected as a result (Politzer, Yesalis, Hudak, 1992). If we take all these people into account, the extent of the problems is tenfold or more.

Canada is a country of immigrants with multicultural backgrounds and Richmond has the largest proportion of visible minorities in the country. Gambling may have different meanings to different cultures.

For example:

- For some cultures, playing games for small amounts of money among friends and family is not considered "real" gambling, or an activity that could cause harm (Tran, 2003).
- According to an Australian study about the impact of gambling on specific cultural groups, the rates of participation in gambling from the 4 cultural groups surveyed (i.e., Chinese, Vietnamese, Greek and Arabic) were found to be lower than those in the general community. However, they outlay larger amounts of money per week than the general community and they scored higher for problems with gambling (Victorian Casino and Gaming Authority, 2000) than the general community.
- However, Blaszczynski et al. raised in another context that pathological gambling may be under-reported in some cultures due to:
 - a cultural reluctance to recognize the problem for the social stigma associated with mental illness,
 - a fear of losing respect in public,
 - a marked reliance on family support,
 - the disposition to use personal control, and
 - a reluctance to approach mainstream health services due to language and cultural barriers (Blaszczynski, Huynh, Dumlao & Farrell, 1999).

These findings coincide with the findings from some of the counseling cases that Richmond Addiction Services (RAS) and other community agencies have encountered in the Lower Mainland over the past few years. Agencies report that it is difficult for some members of certain communities to recognize and accept that gambling can be a problem as devastating as drug addiction and that it is imperative for them to seek help from professionals as early as possible if they develop a problem associated with gambling.

4. STAKEHOLDERS IN RICHMOND

In Richmond, there are several stakeholders who have an interest in or direct involvement with gambling. Each is involved differently with gambling and each has interests and expectations that, in some cases, are similar and in others are at odds with one another. The extent to which they influence or are influenced by the existence of gambling is directly related to their role in regulating, taxing, operating gaming services and products, or dealing with the consequences of gambling activity. Regardless of their stake in gambling in the City of Richmond, all play a role in shaping the outcomes for the city and its population as a result of the existence of a casino.

(1) Gaming Policy And Enforcement Branch, Ministry Of Public Safety And Solicitor General

The primary objective of the policy branch is to provide a regulatory framework for the gaming industry and to protect the financial interest of the government.

The Gaming Policy and Enforcement Branch is responsible for the control, regulation, marketing and provision of all legalized gaming in BC including the:

- ☐ development, management of gaming policy, legislation and standards;
- ☐ regulation of all aspects of the gaming industry;
- ☐ issue of licenses for charitable gaming events and horse racing;
- ☐ registration of gaming service providers, workers and equipment;
- ☐ investigation of wrongdoing;
- ☐ management for the distribution of government's gaming proceeds; and
- ☐ administration for the province's Problem Gambling Program.

(2) BC Ministry of Education

The BC Ministry of Education is responsible for general public education.

(3) British Columbia Lottery Corporation (BCLC)

Pursuant to amendments to the Criminal Code of Canada in 1969 and enabling legislation, BCLC was incorporated on October 25, 1984. BCLC is the agent of the provincial government, which is designated to conduct, manage and operate lottery, casino and commercial bingo gaming. In September 2001, the Corporation's responsibilities were expanded to include the management of horse racing. BCLC's head office is located in Kamloops with a sales and marketing office in Richmond for the principal Lower Mainland market (BCLC Annual Report 2001/02).

(4) Great Canadian Casino (GCC) In Richmond

The Great Canadian Gaming Corporation currently operates one casino with slot machines in Richmond, the only casino.

(5) City of Richmond

The City of Richmond controls whether or not to allow casinos and slot machines, and where they may locate in the City by the municipal bylaw.

On the one hand, the City of Richmond is one of the beneficiary of the gaming industry as it receives property taxes and a share of the gaming revenues, while on the other hand, it also bears certain costs (e.g., policing), in addressing any public nuisances, incidences of criminal activities and problems related to problem gambling. In May 2002, the Richmond Council allowed one full service community casino which includes slot machines and followed the provincial government in lifting the 300-slot limit per casino in June 2003.

Taxes:

- In 2004, the City of Richmond received about \$464,765.30 in taxes from the casino which is allocated as follows:
 - \$224,763 to the City, and
 - \$240,000 to other agencies (e.g., School Board, BC Assessment, GVRD, Municipal Finance Authority).
- In 2005, it is estimated that the City of Richmond will receive approximately \$1,033,000 in taxes from the casino, which will be allocated as follows:
 - a little under \$500,000, to the City, and
 - the remainder (e.g., \$500,000) to other agencies (e.g., School Board, BC Assessment, GVRD, Municipal Finance Authority).

Gaming Revenues

In 2004, the City anticipates receiving approximately \$11.6 million in casino revenues annually

(6) Richmond Addiction Services (RAS)

RAS (formerly Richmond Alcohol and Drug Addiction Team - RADAT) is the only outpatient clinic for people with addiction problems including alcohol, drugs and gambling in Richmond. It was one of the pioneers in the Province in operating the Problem Gambling Program right from when the program started in the fall of 1997. In recognition of the large Chinese population in Richmond, RAS collaborated with the Chinese immigrant services agency, United Chinese Community Enrichment Services Society (S.U.C.C.E.S.S.), to start the Problem Gambling Program in the community.

The Problem Gambling Program in Richmond, staffed by one full-time counselor, provides public education, prevention and counseling services to the community and people suffering from or affected by their own or others' gambling problems.

(7) Gamblers Anonymous (GA)

"GA (www.gamblersanonymous.org) is a fellowship of men and women who share their experience, strength and hope with each other that they may solve their common problem and help others to recover from a gambling problem." GA is a self-supporting organization that is not allied with any sect, denomination, political party, organization or institution. Membership is free and the only requirement is a desire to stop gambling. GA has regular meetings scheduled in the Lower Mainland and the meeting time for Richmond is every Sunday evening from 7:00 pm to 8:30 pm at RAS offices.

(8) Richmond School District

Information and education is imperative for the prevention of addictions including gambling. According to the prevention experience of the Alberta Alcohol and Drug Abuse Commission (AADAC), intervention is most relevant at key developmental transition points (grades 4, 7, 9, 11) when children are most vulnerable to experimentation and a potentially harmful involvement with alcohol, drugs, tobacco and gambling.

The Richmond School District has been supportive in allowing RAS to have Prevention Coordinators in elementary and high schools to disseminate information regarding alcohol, tobacco and drug use. However, gambling prevention information is still a missing piece in the program.

Hence, it is important to include the Richmond School District as one of the stakeholders in the community to assist in developing a school-based gambling prevention curriculum and in delivering effective prevention messages for addictions to kids and youth.

(9) RCMP

The Richmond RCMP is another key stakeholder in this picture. The primary interest of the RCMP is to contain or minimize the impact of gambling on law enforcement and the judicial and penal systems. The possible law enforcement problems related to the casino such as loan sharking and money laundering require additional attention from the police.

(10) Richmond Residents

Richmond residents benefit from the Bridgepoint casino and entertainment complex. The casino project employs approximately 1,000 people.

The general public will want to have the benefits of the casino with minimal negative impact on them and their community.

Those residents who are affected by someone with gambling problems will want to see minimal opportunities being provided for gambling in Richmond.

Recreational and problem gamblers in Richmond will be interested in having many kinds of gaming products available in Richmond so that they don't have to travel to other cities to gamble.

However, the City's residents will also experience whatever problems arise as a result of the problem gamblers.

5. GAMBLING RELATED ISSUES AND PROBLEMS

There are several potential issues and problems related to gambling in Richmond.

(1) Casino Relocation And Expansion:

The relocated Bridgepoint casino, which is operated by Great Canadian Gaming Corporation, has expanded its service, from only operating a community casino with table games on the previous site, to operating a full service casino with slot machines on the Bridgeport site. The casino project includes a flagship casino, slots, a hotel, spa, market, dinner theatre, restaurant, show lounge and other public amenities.

The relocated casino brings with it concerns regarding increased traffic, possible negative effects on local businesses, a possible increase in problem gambling and a possible increase in criminal activities.

Many empirical studies have examined the difference in the relationship between gaming opportunities and rates of problem gambling. The national study conducted by the National Opinion Research Center (NORC) in U.S. in 1999 concluded that "availability of a casino within 50 miles is associated with about double the prevalence of problem and pathological gamblers". In Canada, Frisch and Govoni measured differences four years after the opening of the commercial casino in Windsor, Ontario, finding a large increase in the proportion of the Windsor population who gamble (from 66% to 82%), and an increase in the level of problem gamblers (from 1.5% to 1.6%) and pathological

gamblers (from 0.8% to 1.4%) within the gambling population.

(2) The Introduction Of Slot Machines

The introduction of slot machines as part of the product mix of the new casino will most likely result in an increase in the number of people in Richmond who will become problem gamblers.

Psychologist, Mark Dickerson of the University of Western Sydney said, at the University of Alberta in June 2003, that there is no such thing as responsible gambling when it comes to playing slot machines as "part of the enjoyment that players say they get from the machines is from losing control" (Edmonton Journal, June 10, 2003). A study he conducted of regular slots players found that 43% admitted they sometimes continued to play after they knew they had reached their limits. Other studies suggest as many as 56% of regular players experience that loss of control. Research indicates that slot machines can be highly addictive, just like crack cocaine, because of they allow small-increment but high volume betting, immediate results and the illusion of control over the machines. Slots have proved to be more appealing to many people, including seniors and women.

With the introduction of slots in Richmond, it is anticipated that more players who used to travel to other cities will stay and more people who are unable to travel long distances to play slots, can now play in Richmond. This is especially true for the seniors and women.

(3) Internet Gambling

Internet gambling is a fast growing industry in the 1990s. As recently as 1997, the Internet gambling industry consisted of approximately 30 web sites (Go Bet Limited, 2001). The number of online gambling web sites grew 40-fold to 1,200 to 1,400 in 2001 (Falcone, 2001). It further rose to 1,800 in 2002, and the projected global revenues were estimated to be \$5 billion dollars (United States General Accounting Office, 2002).

In a survey conducted by the Canada West Foundation in 1999, it was found that less than 0.5% of Canadians who gamble have gambled through the Internet (Kelley, Todosichuk & Azmier, 2001). In the recent survey conducted by Ipsos-Reid and Gemini Research in B.C., in 2002, 2% of the population gambled on the Internet in the past year. In the same survey, heavier spending was found among people who gamble on the Internet, horse racing, sports lotteries, electronic gaming machines, bingo and casino games. There is also evidence that problem gambling rates are higher among Internet gamblers (9.9%) (Ministry of Public Safety and Solicitor General, 2003).

Concomitant with the growth of the Internet gambling sites, there is also growing concern for the issues that it brings, including how to:

- regulate the access of individuals to gambling web sites;
- prevent people suffering from Internet gambling addiction from playing, given the anonymous, convenient and addictive nature of Internet speed play and re-play;
- prevent youth, who show the highest problem gambling rates of all age groups, from gambling online; and
- control criminal abuse through Internet gambling such as money laundering.

(4) Children And Youth Gambling

Retrospective studies have indicated that adult problem gamblers report that the onset of their pathological behaviors began between the ages of 10-19. All over the world, prevalence surveys of adolescent gambling have shown that their rates are two to four times higher than those of adults. According to the recent survey in B.C., the level of problem gamblers is statistically higher than average with the 18-24 age group (9.8%). However, adolescents who seek treatment for the gambling problems are lower than the adults. A well-known psychologist in the gambling treatment field, Mark

Griffiths speculated that the possible reasons for the under-representation include:

- spontaneous remission or maturing out of adolescent gambling problems;
- adolescents being constantly bailed out by parents;
- a lack of adolescent treatment programs; and
- the inappropriateness of treatment programs (Griffiths, 2001).

Children and adolescents are informed via their school system about the dangers inherent in smoking, alcohol and drug use. However, few are informed as to the addictive potential of gambling activities.

Youth are generally dependent on their parents for their financial resources. When these resources have been lost to gambling and youth are unable to justify them to their parents, as well as their need for additional resources, they tend to engage in criminal activity (e.g., theft, dealing in drugs, extortion) to get the money they need. If they do not engage in criminal activity and their friends will no longer loan them money, they can become indebted to money lenders and loan sharks. This sequence may lead to criminal activity that endangers them and their families.

(5) Seniors Gambling

Today in Canada the fastest growing sector of the population are individuals aged 65+, or seniors. British Columbia is considered to be the provincial retirement capital of Canada. An estimated 533,085 seniors over 65, who represent 13.6% of the population, live in BC while 19,325 seniors live in Richmond (2001 Census). The percentage change for the population of seniors in Richmond between the two censuses in 1996 and 2001 is also higher (+19%) than the growth of total population in Richmond (+10.4%). According to the recent provincial survey on problem gambling, about 3.2% of the population, who are classified as severe and moderate problem gamblers, are seniors over age 65.

The profile of BC's senior problem gambler is as follows:

- 70% suffer from chronic pain;
- may gamble to create distance from a spouse or relative;
- gamble to engage in a leisure activity with their spouse;
- gamble as a means of asserting independence and freedom from a past or current controlling relationship;
- has an average of 7.7 free hours/day;
- has often immigrated to BC;
- often engages in sweepstakes by mail as a form of gambling;
- may relocate to BC during the winter months only.

(Neufeld & Burke, 1999).

It is a fact that the senior population is growing in BC and Richmond. A large number of seniors appear to have both the time and the disposable income to gamble. The reasons for seniors gambling include:

- to escape from despair, stress and depression caused by financial and social problems;
- to receive pleasure and excitement; and
- for social interaction, independence, empowerment and financial gain.

With more opportunities to gamble in Richmond and with the introduction of slot machines, a favourite game of many seniors, it can be expected that more seniors will gamble and more may become hooked by gambling. Consequently, it can be expected that an increase in the number of seniors who become problem gamblers will occur.

6. KNOWLEDGE OF AND PERCEPTIONS ABOUT GAMBLING

(1) General

The population at large tends to be knowledgeable and well informed about the dangers associated with alcohol, drugs and smoking. However, when it comes to gambling, most youth and adults tend to have little knowledge about its addictive qualities and generally view it as a harmless form of entertainment.

This perception and lack of knowledge are factors that contribute to the growth in the number of people in the community who become problem gamblers.

In BC, the population's only source of information about the harm associated with gambling is through agencies like RAS, which have been funded by the provincial government to provide prevention and counselling services.

Even though the BC government started the Problem Gambling Program in 1997, most British Columbians are unaware of the help services available for problem gamblers in BC (BC Problem Gambling Prevalence Study, 2003). Apart from the publicity for the 24-hour Problem Gambling Help Line through brochures, stickers, posters and on all BCLC lottery products, there is no ongoing mass media publicity campaign by the provincial government on gambling harm minimization or the provision of help services. Rarely can one find responsible gambling messages being displayed in the gambling venues. Even though the BCLC has a self-exclusion program, not many casino patrons or the general public know that they can choose to be voluntarily restricted from casinos.

(2) The Hidden Addiction

Unlike alcohol and drugs, problem gambling can be a hidden addiction. Although it can have the same devastating effects as the other addictions, it is not as visually obvious. Buying lottery tickets, going to bingo, the horse races, or to a casino is generally seen as entertainment. As it does not have the same stigma attached to it as excessive drinking or taking drugs, it is generally not seen as an addiction problem.

Cultural differences contribute to gambling being regarded a potential hidden addiction. For example, for some cultures, playing games for small amounts of money among friends and family is not considered "real gambling" or an activity that could cause harm. Also, within some cultures, there is a reluctance to recognize the problem and seek help because of the social stigma associated with mental illness, a fear of losing respect in public, and a marked reliance on family support.

7. STAKEHOLDER RESPONSIBILITY

Often, there is minimal acknowledgement among the major stakeholders who directly benefit from gambling (governments, gambling facility operators, gaming related agencies of government) of their responsibility to play an active role in preventing and treating the negative consequences associated with gambling.

As noted in the introduction, a federal judge found the federal government partially responsible in an individual becoming addicted to gambling.

(1) Province

The BC Government is responsible for problem gambling. The BC Government's Problem Gambling Program started in 1997 with a budget of \$2 million, with 20 Problem Gambling Counselors delivering problem gambling treatment, awareness and prevention services throughout the province. The program's budget expanded to \$4 million and 45 Problem Gambling Counselors in 2002/03.

In fiscal year 2001/02, BCLC achieved recorded revenue and profit of \$1.61 billion (\$1,607,400,000) and the projected revenues in 2004/05 will be \$1.99 billion (BCLC Service Plan Fiscal 2002/03 – 2004/05).

The Problem Gambling Program not only comprised a very insignificant portion of the revenues generated by BCLC (0.25%), it also received little attention in the public and political arena. Recently, the Ministry restructured the Problem Gambling Prevention and Counseling contracts limiting, for the whole province, the total number of:

- Prevention contracts to 21, and
- Counseling contracts to 15.

In Richmond, the Province awarded two contracts to RAS: one for prevention and one for treatment (counselling). The one RAS staff person cannot keep up with the client demand.

Apart from advertising the 24 hour Problem Gambling Hotline on brochures, stickers, posters and its other products, and preparing to train staff at Lottery Ticket Centres, casinos and bingo halls to help problem gamblers, the provincial government still has a long way to go in taking responsibility for and playing a major role in developing, implementing and evaluating responsible gambling strategies to reduce the harmful consequences associated with gambling.

(2) Richmond Casino Operator

The BCLC authorizes casino operators to operate casinos. Casino operators are another of the major stakeholders who can take more responsibility for addressing the negative side of gambling.

Their staff have minimal training in recognizing and dealing with problem gamblers and they allow a few posters and brochures that warn of the dangers of gambling to be available in their casino.

As casino operators are major financial beneficiaries of gaming and as they service and can observe gamblers first hand, it is not unreasonable to expect them to increase their support and involvement in gambling prevention awareness, prevention and treatment.

(3) City of Richmond

The City of Richmond plays a role in gaming as it regulates gaming facilities through its municipal bylaws. It also receives financial benefits (e.g., taxes and revenues) due to the casino. As the problem gambling is a Provincial responsibility, Richmond's role in address problem gambling is limited.

Richmond is showing leadership, as in response to resident's concerns and without being asked by the Province, it has initiated the preparation of this draft Strategy to assist in addressing problem gambling issues.

(4) Summary

As is common with so many social, economic and health issues affecting communities, the key stakeholders can and should work more collaboratively and in partnership to develop and deliver more effective problem gambling solutions. This appears to be the case as it relates to problem gambling in the City of Richmond.

8. GAMBLING: BENEFITS AND COSTS

British Columbia permits a maximum of 22 casinos, 41 bingo halls, 7 horse racing tracks and 26 tele-theatres in the province. As well, lottery tickets can be purchased at retail outlets across BC. There are currently 16 community casinos and 4 destination casinos, 35 commercial bingo halls and 40 independent halls operated by charities, 3 race tracks and 17 tele-theatres in BC. Besides, there are approximately 3,800 retail locations for lottery across the province.

In 2002/03, gambling in BC generated approximately \$2 billion and about 70% of gross revenue went to prize pay-outs, operator commissions and operating and employment costs. In 2003/04, the province is estimated to receive \$725 million in net gaming revenue. This includes \$294 million from lotteries, \$414 million from casinos and \$17 million from bingo. These revenues, apart from flowing into the provincial government coffers, also help fund more than 5,000 community organizations (about \$136.5 million), municipalities (about \$51 million) and the Problem Gambling Program (\$4 million) (Ministry of Public Safety and Solicitor General, 2003).

For the fiscal year which end on March 31, 2002, the Great Canadian Casino in Richmond generated annual revenues of \$42,286,443.00 only from table games, which in turn generated an estimated \$1.9 million in annual revenue for Richmond City (BCLC Annual Report 2001/02). Preliminary findings regarding the new relocated "River Rock" slot casino in Richmond indicates that business is thriving, at the rate of approximately \$4 million per week, or \$208 million per year. (Source: Richmond Review: September 30 2004). The City may receive approximately \$11.6 million per year due to the expanded casino (Source City of Richmond).

Apart from the revenues generated for the provincial and municipal governments, the gambling industry also helps create job opportunities, foster tourism and bring entertainment to people.

Gambling also creates a negative cost to society. The experience of agencies such as RAS, who are involved in the treatment of gaming addictions, is that the community pays a price, in the form of marital breakdown, family upheaval, financial ruin, poor health status and failed businesses. When these problems arise they place stress on social and health support systems that are already overloaded. Not infrequently, by the time assistance is sought to deal with the gambling problem, the damage has been done.

Also, increased criminal activity associated with gambling may also become a burden for the community including increased police investigations and subsequent court trials due to loan sharking and gangs. This will undoubtedly place stress on police services whose resources have already reached the limit of their capability.

These and other public service costs which governments pay to address the negative affects of gambling all have a direct impact that may offset the benefits realized through gambling (Wynne & Shaffer, 2003).

9. WHAT IS CURRENTLY BEING DONE IN RICHMOND

The efforts and resources currently directed at assisting those affected by problem gambling in Richmond are rather limited.

(1) The Richmond Addiction Services (RAS)

The Richmond Addiction Services (RAS) is the only publicly funded agency in Richmond authorized by the BC Ministry of Public Safety and Solicitor General to provide prevention and counseling services for those in the community affected by problem gambling. Various other community agencies have contact with individuals and families dealing with gambling issues but they will generally refer these cases to RAS. There are also some private practice counselors who offer treatment services for problem gamblers but

they are not authorized to provide these services on behalf of the government of BC.

The BC Ministry of Public Safety and Solicitor General has recently awarded two contracts to RAS for August 2004 – August 2005, to provide prevention and counseling services in Richmond:

- one contract will specifically focus on the delivery of prevention services targeted to all sectors of the community, and
- other contract will provide counseling services to individuals and families who are affected by problem gambling.

With the limited service provided by one provincially supported full time RAS employee (FTE) problem gambling counselor, it is estimated that only about 0.36% (2003) of problem gamblers in Richmond are treated each year.

(2) The 24-Hour Problem Gambling Hotline

The BCLC funds the 24-Hour Problem Gambling Hotline which it advertises on brochures, stickers, posters and its other products. In 2004, BCLC has also just started to train staff at lottery ticket centres, casinos and bingo halls to help problem gamblers.

(3) Casino Operators

Currently, the casino operators have limited involvement and participation in any initiative aimed at helping to reduce problem gambling or helping those affected by problem gambling.

10. THE CHALLENGES

Gambling, in its many forms, presents a variety of challenges for any community concerned about the health, safety and well being of its citizens.

As the data presented earlier in this report points out, it is estimated that for every problem gambler, an additional 10 – 17 people are affected.

The more opportunities that exist for people to gamble, the greater will be the prevalence of problem gambling and its associated consequences.

In Richmond, the following key challenges exist regarding problem gambling:

(1) Stakeholder Collaboration

Having stakeholders:

- a) take greater responsibility for problem gambling,
- b) better co-ordinate their activities, and
- c) play a more active role in addressing the problems associated with gambling;

(2) A Multi-Stakeholder Problem Gambling Group

Having the Province establish a multi-stakeholder group to better co-ordinate, plan and implement effective problem gambling strategies, services and monitoring programs.

(3) Sufficient Resources

Ensuring that sufficient funding, capacity and resources exist to adequately address problem gambling.

(4) A Qualified Service Provider

Ensuring a qualified problem gambling service provider.

(5) Having An Effective Strategy

Establishing an effective problem gambling strategy which involves:

- a) Applying effective concepts,
- b) Creating a vision, goals, objectives and policies which include:
 - Being pro-active in addressing problem gambling related issues,
 - Minimizing the negative impact that gambling will have on the community,
- c) Researching the social and economic impacts and consequences of problem gambling on the community,
- d) Providing Prevention Services
 - Providing effective gambling prevention services for the vulnerable sectors of the community, to prevent problem gamblers,
 - Creating a better awareness among all sectors of the community regarding the dangers and consequences of gambling
- e) Providing Treatment Services
 - Ensuring that adequate treatment services are available and accessible for those individuals and families negatively affected by gambling:
 - Providing effective treatment services for problem gamblers in the community.

(6) Effectively Implementing The Strategy.

Implementing the Strategy in a multi-stakeholder, co-ordinated and cost effective manner.

(7) Monitoring Program.

Ensuring an effective monitoring program to improve information, understanding and client service quality.

11. A DRAFT RICHMOND PROBLEM GAMBLING PREVENTION AND TREATMENT STRATEGY

(1) Strategy Components

The following Strategy components are proposed to address problem gambling in Richmond:

- a) Effective Concepts:
 - ☐ Principles Of Client Service,
 - ☐ The Risk Avoidance and Reduction Approach,
- b) Stakeholder Collaboration (i.e., "A Richmond Problem Gambling Community Task Force")
- c) Sufficient Resources (e.g., legislation, policies, funding, capacity, support),
- d) A Qualified Service Provider (e.g., RAS)
- e) An Effective Strategy Vision, Goals, Objectives and Policies,
- f) Research Programs,
- g) Training Programs,
- h) Risk Avoidance, Risk Reduction and Treatment Services:
 - ☐ prevention services (primary and secondary), and
 - ☐ treatment services.
- i) An Implementation Program
The Strategy envisions an effective, co-ordinated and cost effective Implementation Program.
- j) a Monitoring Program
The Strategy envisions an effective Strategy Monitoring Program.

These Strategy components are discussed below.

(2) Concepts:

- Principles of Client Service
The Principles of Client Service upon which to base effective gambling prevention and treatment research, services and programs are outlined in **Attachment 1**.
- The Risk Avoidance and Reduction Approach
RAS knows from the extensive research done on the subject of addictions and from the work being carried out in hundreds of agencies throughout Canada, that a Risk Avoidance and Reduction Approach is likely to have the most positive results in minimizing the negative consequences of gambling for gamblers, their families and the community in which they live.

The Risk Avoidance And Reduction Approach focuses on people, who are the bulk of the population, namely those who:

- do not gamble;
- are social gamblers;
- are regular gamblers who are at risk of developing problem gambling.

The Risk Avoidance And Reduction Approach emphasizes:

- public awareness services,
- prevention services,
- treatment services for persons experiencing serious problems related to their gambling.

Regarding treatment, the Risk Avoidance and Risk Reduction Approach recognizes that:

- many people with gambling problems will not stop their gambling habit but are willing to alter their behaviour to reduce risk factors and consequently reduce their harmful impacts, and
- although the continuum of risk and harm reduction includes abstinence, that outcome is not the primary objective of treatment.

- (3) Improved Stakeholder Co-ordination - "A Richmond Problem Gambling Community Task Force"
As gambling is a multidimensional problem, any effective Strategy to address the problem must have the active participation of all key stakeholders, who act, not in isolation from one another, but in a planned, collaborative and coordinated manner.

The necessary elements include:

- a) Stakeholder Collaboration (e.g., co-ordination, collaboration and action)
Those who license, regulate and benefit financially from gambling through some form of taxation, must, it is suggested, play a more active role in the formulation, support and implementation of a Strategy which involves Risk Prevention and Risk Reduction programs and services for addressing gambling and its associated problems within the community.

The core component of the proposed Strategy requires stakeholders to:

- take more ownership in addressing problem gambling,
- better co-ordinate their efforts, and
- become more active providing effective services.

- b) Task Force

As problem gambling is a provincial responsibility, the Strategy involves the Province establishing a "Richmond Problem Gambling Community Task Force" which includes representatives from the:

- ☐ BC Ministry of Public Safety and Solicitor General,
- ☐ BC Ministry of Education,
- ☐ British Columbia Lottery Corporation (BCLC),
- ☐ Great Canadian Casino Corporation,
- ☐ City of Richmond,
- ☐ Richmond School Board,
- ☐ Richmond RCMP,
- ☐ Richmond Addiction Services (RAS).
- ☐ Others, as necessary.

- c) Purpose

The purpose of the Task Force is to:

1. establish an effective and comprehensive Strategy (e.g., vision, goals, objectives, policies, programs and services) to better address problem gambling,
2. provide in various combinations, legislation, policies, funding, resources and support for the Strategy and its implementation,
3. oversee the implementation of the Strategy,
4. deliver effective prevention and treatment services
5. conduct research,
6. monitor and evaluate the effectiveness of the Strategy, services and programs,
7. report progress,
8. make adjustment to address feedback, new issues and challenges as necessary.

- (4) Effective Policies

An effective Strategy, like the one being proposed here, is necessary for efforts to have a significant impact on the gambling behaviour of the population.

The Strategy involves several types of policies, including:

a) Primary Public Policies

Primary public policies which may address:

- limiting the types and locations of gambling venues,
- ensuring responsible advertising,
- establishing gambling age restrictions, and
- placing prohibitions or restrictions on inducements (e.g., complementary passes) to playing gambling venues.

b) Secondary Public Policy

Secondary public policies which may address:

- awareness and training of personnel employed in gaming venues,
- placing limits on losses in a specified time period, and
- banning or restricting the alcohol inside gaming venues
- other, as appropriate.

Provincial and municipal governments, and the agencies which they create, will need to:

- better regulate and oversee the gambling industry,
- work more closely with the gaming industry and services agencies,
- develop, implement and enforce effective policies, regulations and strategies which better mitigate, rather than contribute to or ignore, problems associated with gambling.

(5) A Qualified Service Provider

Effective problem gambling prevention and treatment services require a qualified recognized service provider. In Richmond, RAS is the recognized service provider. It is proposed that RAS continue to assist in evolving an effective Strategy and if acceptable, play a role in its implementation.

(6) Ensure Sufficient Resources (e.g., funding, capacity, support, legislation, policies)

Key stakeholders will ensure that sufficient resources are provided to effectively implement the Strategy.

(7) Research Programs

Background

Research services are an essential component of any effective problem gambling strategy. The Strategy envisions establishing an effective research program(s) to acquire and evaluate base-line problem gambling data.

Objective

The objectives of the research programs are to:

- have more reliable data (e.g., baseline, trends, sector) for the effective analysis of the impact of gambling in Richmond, and
- be able to better assess the effectiveness of gambling prevention and treatment strategies, co-ordination, policies, and risk avoidance and prevention programs and services.

The Strategy involves research programs which establish and analyze:

- baseline data regarding the prevalence of gambling and problem gambling,
- attitudes toward gambling,
- the economic, social and health impact (benefits and costs) on individuals, families and the community of gambling and problem gambling,
- the prevalence of gambling related crime,
- other, as necessary.

Need

Effective and reliable research programs need to be established in Richmond.

(8) Training Programs

Background

The training of professionals (e.g., doctors, counselors, and stakeholder staff) in the community and for all the employees of the gambling industry is very important, if they are to be skilled in:

- identifying potential problem gamblers early,
- referring gamblers to appropriate prevention and treatment services, and
- assisting problem gamblers.

At present, there is only sporadic training provided by the one RAS Problem Gambling Counselor to different community professionals in Richmond. The Province is just beginning to offer training to casino staff.

As there are several sources (e.g., individual, family members, employers, community agency professionals, gambling industry personnel), for identifying an individual who is a prime candidate for developing problems with gambling, comprehensive training is needed.

While it is unrealistic to train everyone, training is essential for community stakeholder professionals and gaming industry personnel.

Objective

The objectives of training services are to better enable people in the professional and gaming sectors to:

- focus on early problem identification,
- have knowledge of appropriate referral services, and
- have the skills to address problem gamblers.

A problem gambling training program exists in BC, so one does not need to be reinvented. However, it will most likely require modification as it is designed for professionals with a counseling background.

Need

Resources are required to:

- develop and provide training information, and
- train, on an on-going basis, community professionals and local casino staff.

(9) Risk Avoidance, Risk Reduction and Treatment Services

Background

The primary goal of a problem gambling prevention strategy is to reduce the harmful consequences associated with or arising from gambling.

Focus

The proposed prevention services are directed at two distinct target (client) populations, namely:

- ❑ Client Group 1 – which is made up of social gamblers and those who do not gamble.
- ❑ Client Group 2 – which consists of those who are regular gamblers who are at risk of developing gambling related problems,
- ❑ Client Group 3 – Note: Group 3, which consists of problem gamblers, is addressed in the Treatment Programs section below.

Primary Prevention Strategy - Group 1 - Risk Avoidance

The objective of Risk Avoidance - Group 1 - is to influence them to reduce the likelihood of their engaging in gambling activity, so that they do not become problem gamblers.

Secondary Prevention - Group 2 - Risk Reduction

The objective of Risk Prevention - Group 2 - is to influence them to reduce the adoption of risk practices and consequent harmful outcomes for themselves, their families, employers and the community.

Need

Effective Risk Prevention and Risk Reduction services need to be established in Richmond.

(1) Primary Prevention Strategies – Risk Avoidance

a) Public Awareness/Education Programs

Background

Jon E. Kelly, a specialist in gambling research from Ontario, noted that the general public does not exist for the purpose of public awareness. There are hundreds of 'publics' or target groups. Successful communication of social messages is highly dependent on targeted strategies that understand and reach subgroups in the population (Jon E. Kelly, 2003).

Objective

A major desired objective of the Public Awareness/Education Service component is a population that:

- is knowledgeable about the implications of gambling, and
- uses this knowledge to make healthy choices regarding their involvement with gambling.

Applied to gambling, the Public Awareness/Education Service component must recognize and target the distinct population sectors within the community including:

- children, youth, seniors,
- women and men, and
- ethnic and cultural groups.

This diversity of target groups within the population of Richmond requires a multidimensional approach to creating public awareness.

This service component involves:

- print materials such as brochures, booklets, posters and decals;
- videos;
- appearances on cable TV;

- website;
- newspaper advertisements;
- ads on buses;
- public education seminars and workshops,
- training for staff of community based agencies, and
- participation in health and community fairs.

The messages and the medium used to deliver them must be suited to the target populations they are intended to reach.

Need

Effective Public Awareness/Education Programs need to be established in Richmond.

b) School Focused Prevention Programs

Education and awareness programs will have to be developed for delivery within elementary and secondary schools and community colleges.

This will involve:

- classroom presentations,
- providing informational materials, posters and videos for school sponsored events,
- working with teachers, counselors and school administrators to provide them with the tools to recognize and address incidents of problem gambling among students and co-workers.

Need

Although some programs and materials currently exist, it will be necessary to develop new ones to meet the specific needs and cultural characteristics of Richmond's population.

(2) Secondary Prevention Strategies – Risk Reduction

Gaming Industry Focused Prevention

An effective prevention strategy must include the involvement and participation of those providing the gambling experience, namely those who own and operate the gaming opportunities. Although casino owners want the casino environment to be inviting and enticing, they must also recognize and take action to caution and alert the public to the risks and consequences of the gambling experience and encourage responsible gambling behaviour.

Casino owners should be strongly encouraged to adopt and implement "Secondary Prevention" practices such as:

- limiting or restricting access to cash,
- modifying machine design to indicate time, duration and expenditure,
- slowing the reel spinning time, and
- paying out wins by cheque rather than cash.

Those who operate the gaming facilities should, it is suggested, also be required to include warnings in their advertisements of the dangers and possible consequences of gambling.

Need

Effective Gaming Industry Focused Prevention services need to be established in Richmond.

(3) Treatment Services (counselling)

Client Group 3, which consists of problem gamblers, is addressed below.

Background

Prevention can help the public to recognize the harmful consequences and reduce the negative impacts of problem gambling, however, a small but significant percentage of the population (about 4%) require counseling treatment to deal with the devastating effects of gambling.

Robert Murray, from the Centre for Addiction and Mental Health in Ontario, revealed in the Prevention of Problem Gambling conference at Lethbridge, Alberta in March, 2003 that there are an estimated 340,000 problem gamblers in Ontario but only about 1,000 people are treated every year (0.29%)

In Richmond, BC, in 2003, the only government authorized RAS Problem Gambling Counselor provided counseling treatment to an estimated 0.36% of Richmond's problem gambling population.
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Although the number represents a small portion of the problem gambling population it highlights the fact that a significant portion of those with a gambling problem or addiction are not accessing counseling treatment services to receive help with their problem.

Any strategy for addressing the real or potential impact of gambling on the community must include treatment.

It is a monumental challenge to reach and engage in treatment the relatively small per cent (estimated 4.6%) of the population requiring treatment.

Objective

People with any form of addiction resist acknowledging their problem, so considerable effort must be expended in:

- creating awareness that help is available,
- motivating them to use the service, and
- keeping them engaged so that counseling can have a positive impact on their gambling problem.

The inability to effectively achieve this outcome increases the costs to families, employers, health and community agencies and to the community generally.

In the City of Richmond having problem gamblers access treatment services is further complicated due to cultural differences within the community. Among Richmond's large ethnic population, people experiencing problems with gambling may be less likely to seek assistance due in part to a reluctance to approach mainstream services due to language and cultural barriers.

Treatment services must become more readily available and must play a greater role in any problem gambling strategy developed for the City of Richmond.

The key elements of a treatment strategy for Richmond must recognize that:

- the need for treatment services exists within all sectors of the community, and
- delivery will be different for certain ethnic/cultural groups.

Treatment will have to be made available within community based facilities and within

gambling facilities.

Need

Sufficient treatment services will need to be established to minimize the negative impact of problem gambling on individuals, families, employers, and the community at large.

- (10) An Implementation Program
The Strategy envisions an effective, co-ordinated and cost effective Implementation Program.
- (11) Strategy Monitoring Program
The Strategy envisions an effective Monitoring Program.

12. IMPLEMENTATION PLAN - HIGHLIGHTS

(1) Implementation Components

The main Strategy components are:

- (a) *"Richmond Problem Gambling Community Task Force"*
- (b) Sufficient Resources
- (c) An Enhanced Service Provider
- (d) A Research Program,
- (e) An Effective Problem Gambling Prevention And Treatment Strategy,
- (f) A Responsible Gaming Information /Education Centre.

(2) An Effective Problem Gambling Prevention And Treatment Strategy.

(a) *Prevention Services*

☐ *General*

The prevention component of the Implementation Plan is targeted to all sectors of the population in Richmond and focuses on creating awareness among them regarding gambling, its potential impact, dangers and consequences.

This component of the Plan is designed to strengthen, expand and support the gambling prevention initiative currently underway in Richmond. It is based on RAS's current services.

In addition to education and awareness activities and materials directed at the various population groups, this initiative also includes training for those who work with the most vulnerable populations.

☐ *Additional Counselors*

The Strategy involves two new positions (to RAS's current staff), namely:

1. One full time community Problem Gambling Prevention Counselor to provide:
 - 50% of their time to develop and promote a problem gambling curriculum at schools, and
 - 50% of their time to work specifically with Richmond's *seniors population*.
2. One full time casino Problem Gambling Prevention Counselor to work in the casino, in the proposed Responsible Gaming Education /Information Centre (see below), to help:
 - patrons who sign up for the self-exclusion program, and
 - those who require on-site support and counseling.

(b) *Treatment Services*

The treatment component of the overall strategy is addressed in two ways, namely:

- (i.) First through the continuation of the gambling counseling services currently available in Richmond (i.e., by RAS). This involves the delivery of counseling services to people in the community who present themselves for help to address their gambling problem. Currently, RAS employs one full time counselor to provide this service.

- (ii.) The second approach is by providing counseling assistance through the Responsible Gaming Education/Information Centre proposed within the casino.

This Centre will provide casino patrons with on-site availability to a new counselor who is able to:

- work with them in the Self-Exclusion Program, and
- deliver counseling to help them with their gambling addiction problems.

(3) Responsible Gaming Education/Information Centre:

The approach taken to provide assistance and resources to casino patrons regarding gambling addiction problems must not be presented simply as a resource for helping with gambling problems.

It is proposed to create a "Responsible Gaming Information/Education Centre" located within the casino that would have the following objectives:

- serve as an on-site education centre for patrons to learn about the various gaming opportunities within the casino and to learn how gambling works,
- assist those patrons wanting to learn about the self-exclusion program,
- assist families wanting to contact family members,
- provide direct access to counseling assistance for patrons wanting help with their gambling addiction.

The Responsible Gaming Information/Education Centre staff would be staff with license qualified professionals (e.g. RAS).

The Centre staff would work in concert with the casino management to ensure appropriate and satisfactory achievement of mutually determined objectives and delivery of service.

(4) Strategy Implementation Context – See Below

STRATEGY IMPLEMENTATION CONTEXT				
Challenges	Strategies	Existing Services	Proposed Action Steps (Based on RAS's Model)	Time Frame for Implementation
GENERAL SERVICES 1. Improved Stakeholder Responsibility (e.g., co-ordination, collaboration and action), 2. Ensuring Sufficient Resources (e.g., funding, capacity, support, legislation, policies), to adequately address problem gambling issues. 3. A Qualified Service Provider	Creation of a "Key Stakeholder" partnership to develop and fund a strategy and action program designed to minimize the negative impact of gambling on the community and address the problems associated with gambling Stakeholder partnership creates and agrees to innovative funding mechanism to fund necessary services to deal with prevention, public awareness and treatment	Does not currently exist Does not currently exist.	1-3 <input type="checkbox"/> Province To Establish a Richmond Problem Gambling Community Task Force which includes representatives from the: - Gaming Policy and Enforcement Branch of Ministry of Public Safety and Solicitor General, - BC Ministry of Education, - British Columbia Lottery Corporation, - Great Canadian Casino, City of Richmond, - RCMP, - Richmond School District, - Richmond Addiction Services, - Others. Key stakeholder partnership to: <input type="checkbox"/> Fund <input type="checkbox"/> Co-ordinate <input type="checkbox"/> Plan <input type="checkbox"/> Enhance RAS <input type="checkbox"/> Develop a Strategic Plan <input type="checkbox"/> Implement it <input type="checkbox"/> Oversee it <input type="checkbox"/> Monitor and research <input type="checkbox"/> Report regularly <input type="checkbox"/> Make adjustments and changes to address new issues and challenges	2005 2005
	Ensure that an qualifies agency (like RAS): - has sufficient capacity to deliver prevention and treatment programs, - the ability to deliver programs at times and in locations (e.g., the casino) needed by problem gamblers and their families.	Limited services currently exist		2005

STRATEGY IMPLEMENTATION CONTEXT				
Challenges	Strategies	Existing Services	Proposed Action Steps (Based on RAS's Model)	Time Frame for Implementation
RESEARCH PROGRAM				
4. Determine the impact and consequences of problem gambling on the community	<ul style="list-style-type: none"> - Conduct a Research Program to monitor and analyze the impact of the casino on the gambling behavior of the people of Richmond, attitudes toward gambling, social costs, incidence of gambling related crime, health costs, etc. - Monitor and analyze, the economic, social and health impact on individuals, families and the community of the expanded casino. - Establish base line data - Analyze data - Make recommendations. - Ensure that the Strategy remains relevant. 	<ul style="list-style-type: none"> - Some research - Comprehensive data for Richmond does not exist 	<ul style="list-style-type: none"> - Implement the Research program to assess the economic, social and health impact of the expanded casino on individuals, families and community - Establish programs 	2005 - 2009
PREVENTION SERVICES				
1. Creating awareness among all sectors of the community about the dangers and consequences of gambling	<ul style="list-style-type: none"> - Development and implementation of comprehensive prevention and public awareness programs targeted at and delivered to all population sectors (i.e. children, seniors, women, youth etc.) 	One Problem Gambling Prevention Services Contract with Ministry of Public Safety and Solicitor General	<p>In addition to current counselling services (i.e., RAS's) add one FTE Problem Gambling Prevention Specialist or Counselor with:</p> <ul style="list-style-type: none"> - 50% of the job duties to develop and promote a problem gambling curriculum at schools, and - 50% of which will be to work specifically with Richmond's seniors population 	2005 - 2009
2. Preventing the vulnerable sectors of the community from being addicted to gambling	<ul style="list-style-type: none"> - Training for those who work with the most vulnerable populations - Employ a prevention worker/counselor specifically designated to work with the seniors population 			
TREATMENT SERVICES				
1. Ensure that adequate treatment services are available and accessible for those individuals and families negatively affected by gambling	<p>Ensure that an approved agency (e.g., RAS) has sufficient capacity to ensure availability, ready access to and delivery of treatment services at times and in locations (i.e. the casino) needed by problem gamblers and their families. These services must be responsive to language and cultural differences.</p>	One Problem Gambling Clinical Counsellor employed a local qualified agency (e.g., RAS) through a contract with Ministry of Public Safety and Solicitor General.	<p>In addition to the above existing counselling services and the first additional counsellor position, a second counsellor is proposed to be located inside the casino in the proposed Responsible Gaming Education /Information Centre to work with:</p> <ul style="list-style-type: none"> - patrons who sign up for the self-exclusion program, and - those who require on-site support and counselling. 	2005 - 2009
2. Reach problem gamblers in ethnic communities		The counsellor works closely with S.U.C.C.E.S.S. to serve the Chinese population of Richmond.		

STRATEGY IMPLEMENTATION CONTEXT				
Challenges	Strategies	Existing Services	Proposed Action Steps (Based on RAS's Model)	Time Frame for Implementation
MONITORING PROGRAM				
Ensure effectiveness	<ul style="list-style-type: none"> Establish monitoring programs Analyze findings Make recommendations Update Strategy Review Strategy as a pilot strategy after five years Make recommendations 	<ul style="list-style-type: none"> Some monitoring 	<ul style="list-style-type: none"> Establish programs 	2005 - 2009

13. FIVE-YEAR STRATEGY BUDGET

(1) Five Year Budget

Item	2005	2006	2007	2008	2009
General					
Research Project	\$30,000	\$20,000			\$20,000
Prevention Worker	\$64,000	\$64,000	\$66,560	\$66,560	\$66,560
Marketing & Promotion Staff	\$60,000	\$62,000	\$62,000	\$64,000	\$64,000
Prevention program resources (Marketing, promotion, brochures, meeting costs)	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000
Seniors Gambling Worker	½ time \$32,000	Full time \$64,000	Full time \$66,560	Full time \$66,560	Full time \$66,560
Seniors Program Resources	\$6,500	\$6,500	\$7,000	\$7,000	\$7,000
Computers & Software	\$6,000				
Phones	\$2,000	\$600	\$600	\$600	\$600
Office Supplies	\$500	\$500	\$500	\$500	\$500
Office Equipment (desks, chairs, lamps, filing cabinets)	\$3,500				
Mileage, Meals	\$1,000	\$1,200	\$1,200	\$1,400	\$1,400
Training	\$800	\$800	\$800	\$800	\$800
Office Space Lease	\$24,000	\$24,000	\$24,000	\$24,000	\$24,000
Responsible Gaming Information/Education Centre:					
Ethno-Specific Counselor	(¾ time) \$48,000	(full-time) \$64,000	\$66,560	\$66,560	\$66,560
Caucasian Counselor	(1 @ ¾ time) \$48,000	(2 @ FT) \$128,000	(2 @ FT) \$133,000	2 @ FT \$133,000	2 @ FT \$133,000
Training of Casino Staff	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000
Phones	\$2,000	\$600	\$600	\$600	\$600
Computers & Software	\$6,000	-----	-----	-----	-----
Office supplies/equipment	\$500	\$500	\$500	\$500	\$500
Administration					
Management/Administrative/Clinical Support (@10%)	\$36,380	\$46,570	\$45,888	\$45,982	\$45,108
Sub -Total:	\$400,180	\$512,270	\$504,768	\$507,062	\$529,188
					Total: - \$2,453,468
					Say \$2,500,000

(2) Five year Stakeholder Support Matrix (To Be Determined)

	Gaming Policy and Enforcement Branch of Ministry of Public Safety and Solicitor General	British Columbia Lottery Corporation (BCLC)	BC Ministry Of Education,	Great Canadian Casino (GCC)	Richmond School Board # 38	RCMP	City Of Richmond
	COST SHARING			SUPPORT			
	The Province is responsible for gambling treatment & prevention.						
	TBD%	TBD%	TBD%	TBD	TBA	TBD	TBD
Year	5 Year Estimate						
2005	\$400,180						
2006	\$512,270						
2007	\$504,768						
2008	\$507,062						
2009	\$529,188						
Total	\$2,453,468						
	Say						
	\$2,500,000						

(3) Comparisons

The total draft Strategy cost is:

- \$333.00 per estimated Richmond problem gambler, or
- \$14.16 per Richmond resident, (or \$2.83 per person, per year).

Prepared by the City of Richmond, with RAS assistance

PRINCIPLES OF CLIENT SERVICE**1. Planning**

- (1) Know who your clients are (e.g., those who may gamble or have gambling problems),
- (2) Know what trends are affecting your clients (e.g., gambling, problem gambling),
- (3) Know what your clients are thinking (e.g., If I gamble, how can I do it responsibly? How can I receive gambling treatment services?),
- (4) Know what your clients are doing (e.g., thinking about gambling, gambling),
- (5) Know what your clients want (e.g., a balanced and quality lifestyle),
- (6) Know what your clients need (e.g., gambling information, and prevention and treatment services),
- (7) Know how to best support your clients, including:
 - (i) Identifying Appropriate Models (e.g., The Risk Avoidance and Reduction Approach) which best ensure that clients become as responsible, supported, independent, empowered and productive, as quickly as possible,
 - (ii) Identifying A Continuum of Services
Based on the chosen model, identify an effective continuum of all required actions and services (e.g., prevention – treatment) to ensure that clients become as responsible independent, productive and supported, as quickly as possible,
- (8) Partnering
Identify which stakeholders and organizations will assist and provide complementary services in the required continuum of services.
- (9) Services
Choose which services you are going to provide in the required continuum of services to meet some or all of your client's needs,
- (10) Know what you must specifically do to provide your chosen client services,
- (11) Know what resources and support (e.g., legislation, policies, human, physical, financial) are required to provide the client services which you have chosen.

2. Resourcing

Provide, obtain, access and share needed limited resources (inputs)

3. Service Delivery

Deliver, maintain and enhance your services efficiently (outputs),

4. Monitoring

- (1) Monitor your activities, services, programs, benefits and costs,
- (2) Report progress,
- (3) Adjust your strategy, resources and services, as necessary,

Prepared by the City of Richmond

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**British Columbia
Lottery Corporation**

CITY OF RICHMOND

September 3, 2002

SEP 09 2002

Mr. Terry Crowe
Manager, Policy Planning
City of Richmond
6911 No. 3 Road,
Richmond, B.C.
V6Y 2C1

RECEIVED

Dear Mr. Crowe:

Thank you for your letter of August 2 regarding the City of Richmond's investigation into strategies to reduce addictive gambling and enhance support for problem gamblers.

BCLC's is pleased to assist you with this any way we can. Social responsibility is a strongly held corporate value and our commitment is embodied in our mission statement:

"To provide high quality gaming entertainment in a socially responsible manner for the benefit of all British Columbians."

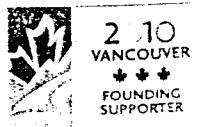
Your letter referred to several categories under the heading of "Type of Assistance Sought". I will respond to each category by the heading as it appears in your letter.

Students (youth)

It is not within BCLC's mandate to determine school curriculum. That would fall under the jurisdiction of the Ministry of Education and/or the Richmond School Board. However, we do work closely with our colleagues in the Problem Gambling Program (PGP) within the Gaming Policy and Enforcement Branch (GPEB) of the Ministry of Public Safety and Solicitor General, to assess what programs areas should be pursued.

Currently, there are youth specialists contracted by the PGP to deliver special services that include prevention programs. Donna Klingspohn, Manager of the PGP can provide you with more information about programs being undertaken in the Lower Mainland for youth.

School programs designed to educate youth on issues relating to gambling have been introduced into curriculum in some other Canadian jurisdictions. It is my understanding that youth gambling specialists, Drs. Jeff Derevensky and Rina Gupta at McGill University, are currently evaluating the education program being delivered in Quebec, for effectiveness. We believe any education program that may be introduced should be for the entire province and should be consistent, coordinated and based on solid evidence of effectiveness. Working with the PGP we are investigating other programs currently in place and will be looking at the possibilities of delivering similar programs in BC.



To promote the awareness that gambling is not for youths, the Corporation has recently initiated a comprehensive awareness program around the new provincial Gaming Control Act, which became law on August 19, 2002. This new Act adds the strength of law to a previously existing corporation policy that prohibited the sale of any gaming products to those under 19 years of age in British Columbia.

General Public

The Corporation believes the general public needs full and complete information when they make a decision to participate in gambling, so adults who choose to gamble, may do so in an informed way. We continually enhance the ways British Columbians can access information about all of our products, lottery, bingo and casinos as well as about the Corporation itself.

For example, the Corporation is revamping its web site (www.bclc.com) to improve accessibility and the breadth of information available to the public. Other sources of relevant information include:

- BCLC's Annual Report and Service Plan provide a complete overview of the Corporation's strategic initiatives and financial information and is available on our web site.
- A Lottery Games Guide is widely available to the public. It describes all lottery products, prizes available and the odds of winning a prize.
- Luck Magazine is distributed through BCLC's network of 2,700 retailers. This monthly magazine assures the public that real people really do win. This is important because returning winnings to players is the cornerstone of game integrity. Luck Magazine also carries odds of winning and expiry dates for Scratch & Win tickets.
- Sports Action information sheets provide game odds for those playing BCLC's sports wagering games.
- BCLC regularly conducts workshops to provide an overview of how gaming delivery is structured in BC for a wide variety of audiences including municipalities, First Nations, social service agencies, problem gambling treatment providers and the general public. We have found these workshops to be an important tool that serves to help understand the facts, dispel myths and answer a plethora of questions that inevitably arise.

Gambling addicts

BCLC works in tandem with government's Problem Gambling Program. Annually, \$4 million of BCLC revenue is dedicated to the PGP to address issues that arise as a result of excessive gambling. These funds ensure that free counselling and prevention services are available throughout British Columbia, including in the City of Richmond. The PGP has provided gambling specific in-depth training to over 400 addiction counsellors (some of these are now under contract to the PGP) and allied professionals since the program began 1997. Currently, 45 treatment counsellors are contracted by the PGP to deliver treatment and prevention programs in regions around the province.

Through this funding a toll-free Help Line (1-888 795-6111) refers problem gamblers and/or those who care about them to the appropriate counselling services for help. In June 2001, BCLC introduced this number on to all of its lottery products and selection

slips, and it has proven an effective tool in raising awareness that help is available. After the introduction of the Help Line number to our products, the volume of calls from people seeking help tripled within the first six months.

The Corporation also works with casino service provider companies, such as Great Canadian Casinos, to increase awareness of all the services available through the Problem Gaming Program. BCLC has recently arranged several tours of gaming facilities for problem gambling treatment counsellors so that they may meet face-to-face with casino staff to create better working relationships. And, the Corporation ensures problem gambling brochures and posters are readily available at all casino locations.

A BCLC casino self-exclusion program is available provincewide. This is just one tool available to a person seeking to change their gambling behavior. While it is a challenge to ensure in every case that a person is not able to reenter a casino after enlisting in this program, research indicates that about 30% succeed in fulfilling the commitment they have made. This same research, conducted in Quebec suggests this is a good rate of success compared with other tools that may be used to assist gamblers in their efforts to gain control.

Monitoring

Professionally researched and statistically sound data on gambling behavior, including problem gambling prevalence, is of paramount importance to government and BCLC.

For this reason, BCLC is working with government to initiate a broad-based, research study that will examine all aspects of gambling and problem gambling in BC. To ensure a statistically accurate representation of the gambling behavior of British Columbians, a minimum of 2,500 people will be contacted. The study should be concluded at the end of 2002. It should be noted that in the last study conducted in 1996 to determine the prevalence of problem gambling amongst the adult population in BC, 1.1% were found to be in the "current pathological" category and an additional 2.8% were in the "current problem" grouping.

Recognizing its social responsibility as a gaming provider, BCLC recently introduced new awareness materials into gaming facilities to ensure that those who may need help, know that it is available. Posters and business card sized (for take away) information pieces advise players that "Winners Know When To Stop" and provide the Help Line number. This information is available at all casinos, and will soon be provided to all commercial bingo halls in British Columbia.

BCLC strongly believes that its customers must be aware that help is available for problem gamblers and their families, and the Corporation is dedicated to enhancing the public's awareness of these services.

Casinos

On an on-going basis, BCLC monitors gambling related research and continually searches for proven methods of managing the risks associated with gambling. While there are a number of intuitive steps taken in some jurisdictions in an effort to promote responsible gambling behavior, it is vital that programs be properly evaluated. This serves to ensure that the available funding is being spent in the best and most effective

way possible to mitigate the risks and reduce the harm associate with problematic gambling behavior.

I hope we have covered your key questions. I understand Donna Klingspohn is providing you with further information on the questions that you have posed from the perspective of the PGP. If there is anything else I can help you with, please let me know. I would be delighted to attend any public or special meetings during which the City of Richmond Council reviews these issues.

Yours truly,



Gail White

Director, Corporate Social Responsibility
British Columbia Lottery Corporation



August 30, 2002

Terry Crowe
Manager, Policy Planning
City of Richmond
6911 No. 3 Road
Richmond BC V6Y 2C1

Dear Terry Crowe:

We are responding to your August 2, 2002 letters, regarding the City of Richmond's interest in strategies to reduce addictive gambling and enhance support for problem gamblers.

The Gaming Policy and Enforcement Branch (Ministry of Public Safety and Solicitor General), and the BC Lottery Corporation are the only provincial organizations whose mandate include responsibility for issues related to gambling, responsible gambling and problem gambling.

Alcohol and Drug Education Services and the Kaiser Foundation are agencies contracted by the Ministry of Health to provide education and prevention services related to substance misuse. They do not deliver gaming related initiatives, and have never been funded to do so.

The Problem Gambling Program, now with the Gaming Policy and Enforcement Branch, provides leadership regarding program policy, awareness and prevention, curriculum development and training, research and information management. The Branch contracts with Information Services Vancouver to provide a provincial, 24 hour, toll free Problem Gambling Help Line and with community based agencies to provide access to local problem gambling prevention and treatment services. In Richmond, the contracted agency is RADAT.

.../2

All counsellors working in problem gambling funded positions are skilled clinicians that have been trained in both basic and advanced counselling skills, specific to excessive gambling. They complete assessments, provide a course of treatment for the gambler and/or affected family members, and may provide a referral to other appropriate services.

Funding for the provincial program is \$4 million annually, which was doubled in 2001. Some funds go directly to communities through local agency service contracts and provincial prevention grants. Other funding is managed centrally and supports the community services level with training, research, data collection and program development.

The Branch is responsible for all decisions about the disbursement of program funding. Any changes to funding in a particular community or region is based on clear evidence that supports the change. In reviewing the statistics for Richmond from the provincial Help Line and from the service agency, there is no evidence Richmond is in need of additional local resources. If this situation changes, we will review the current service allocation.

The provincial program has been working with other gaming stakeholders to develop a responsible gaming framework for the province which will address a wide range of issues. Ideas that have been suggested but not yet developed include, but are not limited to, a provincial school curriculum to educate children and youth regarding risks related to gaming and promoting healthy choices, and an ongoing, broad public awareness and education campaign, delivered in partnership with the gaming industry.

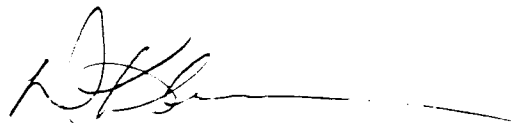
The Province is conducting a prevalence study this year on gambling and problem gambling. The last study was completed in 1996. One outcome of this year's study will be provincial profiles of gambling and problem gamblers that will serve as standard profiles for the province. The profiles of problem gamblers who seek help in Richmond can then be compared against the provincial profile.

We encourage the City of Richmond to work with the local agency providing problem gambling services, to collect information that will identify any specific local issues or needs and find workable solutions. Please contact Donna Klingspohn at 250 953-3078 if you require further information about problem gambling.

Sincerely,



Derek Sturko
General Manager



Donna Klingspohn
Manager, Problem Gambling



Alcohol-Drug Education Service

#212 - 2730 Commercial Drive, Vancouver BC V5N 5P4

Ph. 604.874.3466 Fax. 604.874.0903

Web site: www.adess.bc.ca

Celebrating 50 years of prevention

Terry Crowe, Manager
Policy Planning Department
Richmond City Hall
6911 No. 3 Road
Richmond BC V6Y 2C1

September 18, 2002

Dear Mr. Crowe,

We received your letter of August 2. It is encouraging that the City of Richmond is investigating strategies in which would reduce addictive gambling. We read your letter and the attachments with interest

Thank you for thinking of the Alcohol-Drug Education Service.

This agency is well-positioned to address item (b) in Attachment 1 – curriculum development and awareness for the school students on problems related to gambling, in consultation with the Richmond School Board.

Alcohol-Drug Education Service is a leader in prevention education for children. Educational programs to prevent addiction have been the primary focus of our organization since its inception in 1952.

Over the years, we have won the respect of the BC Ministry of Education, BC School Districts, the Ministry of Health, the Vancouver Mayor's Coalition, BC Medical Association, BC Teachers Federation and numerous parent organizations.

We have proven expertise in researching and developing programs and this could be applied to gambling prevention curriculum. ***Making Decisions*** for Grades 4,6 and 7 (soon to be joined by Grade 8 and 9) are the flagship programs of this organization. The BC Ministry of Education recommends the ***Making Decisions*** series as an approved resource.

Alcohol-Drug Education Service has also researched and developed a peer-training manual entitled "Women and Alcohol on Campus"; a seminar and workbook for parents called Parents as Preventors TM; three ethnic resources in collaboration with the Indo-Canadian, Chinese and Spanish speaking communities and "Power Tools" for children in grades K-3.

With your support Alcohol-Drug Education Service would develop curriculum for children on gambling education and addiction. We would welcome the opportunity to discuss this further.

Sincerely,

Art Steinmann
Executive Director

Cc: Lesley Sherlock, Social Planner

CITY OF RICHMOND

SEP 23 2002

RECEIVED

Board of Directors • President - Don McPhee • Victor Kloepfer • Bill Calder • Brian Kerr • Shirley McIntyre • Don Watt •
Craig Beliveau • Kim Day • Reg Gates • Allan Graham •
Jack MacDonald • Bill McMichael • Kathy Tait • Sheelagh Walton
Executive Director - Art Steinmann



July 13, 2004

Terry Crowe
 Manager of Policy Planning, City of Richmond
 6911 No. 3 Road
 Richmond, BC V6Y 2C1

Dear Mr. Crowe,

On May 18, 2004, BC Lottery Corporation and Gaming Policy and Enforcement Branch hosted a Responsible Gambling Forum for key stakeholders. The audience included elected and staff representatives from municipal governments and gaming service providers in the casino, bingo and horse racing industries. For those able to attend, we thank you for your participation and contribution – it was much appreciated.

Dr. Robert Ladouceur, a noted Canadian expert on problem gambling, addressed the need for stakeholders to work collaboratively to reduce the incidence and prevalence of gambling-related harm in our communities. Senior staff from the Lottery Corporation and Gaming Policy Branch outlined current strategies and initiatives designed to address problem gambling. The province commits \$4 million annually to deliver problem gambling services and promote responsible gambling.

The province formally adopted a responsible gambling strategy in May 2003. Its goals include reducing the incidence of problem gambling, reducing the harmful impacts of excessive gambling, and ensuring the delivery of gambling in a manner that encourages responsible gambling and healthy choices.

The BC Partnership for Responsible Gambling was launched with these goals in mind, and program development has been ongoing between the Lottery Corporation and Gaming Policy Branch. However, what was clear from the forum was that if we, as a society, are to be successful in addressing issues related to excessive gambling, we need to work in partnership with all stakeholders, including local governments and gaming service providers.

The benefits of such a partnership are clear – participating in a responsible gambling strategy demonstrates commitment to socially responsible gaming, not only at the provincial level but also at the community level. A collaborative approach enables successful provincial programs to be extended into local communities, which is the most effective way to reach the public with responsible gambling information.

**Ministry of
 Public Safety and
 Solicitor General**

Gaming Policy and
 Enforcement Branch
 Assistant Deputy Minister's
 Office

Mailing Address:
 PO BOX 9311 STN PROV GOVT
 VICTORIA BC V8W 9N1
 Telephone: (250) 387-1301
 Facsimile: (250) 387-1318

Location:
 Third Floor, 910 Government Street
 Victoria, BC V8V 1X3
 Web: www.pssg.gov.bc.ca/gaming

Successful partnerships benefit all of us, including those who have a financial stake in maintaining a sustainable gaming industry in BC.

A number of ideas were discussed at the forum. Simple, cost-effective ways of promoting responsible gambling included:

- Establishing a link from municipal and gaming service providers websites to the province's BC Partnership for Responsible Gambling website (www.bcresponsiblegambling.ca);
- Adding the BC Partnership for Responsible Gambling logo to collateral materials;
- Placing problem and responsible gambling brochures in appropriate locations within municipally owned and/or managed facilities. These are currently widely available throughout gaming facilities; and
- Adding responsible gambling awareness activities to municipal open house agendas.

We hope you will consider these and other ideas as a way to promote responsible gambling in your community.

We are in the process of developing a comprehensive plan that will identify strategic priorities and next steps for the Partnership. We will share this plan with stakeholders in early fall.

We believe such a strategy is an important part of building healthy communities and supporting a sustainable gambling industry. We look forward to working collaboratively with you.

Sincerely,



Derek Sturko
Assistant Deputy Minister
Gaming Policy & Enforcement Branch



Kevin Gass
VP, Corporate Communications
BC Lottery Corporation

Responsible Gaming Information Centre delivers help "where the gamblers are"

By Don Ward

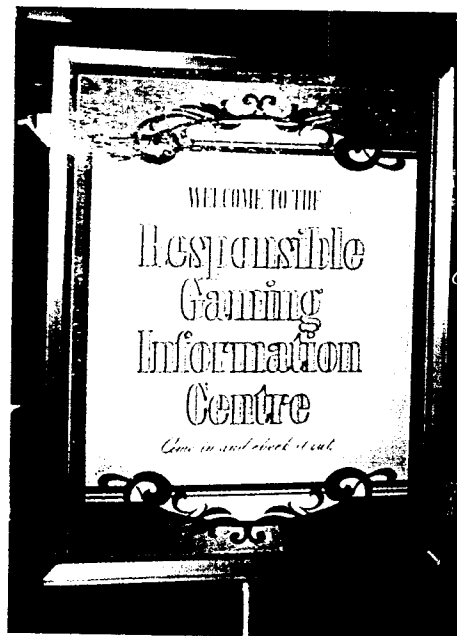
It's 7 p.m., Wednesday night in the McPhillips Street Station Casino in Winnipeg, Manitoba. A staff person of the Addictions Foundation of Manitoba (AFM) is working a shift in the casino at the Responsible Gaming Information Center. This pilot project is jointly sponsored by the AFM and the Manitoba Lotteries Corporation (MLC) which operates the casino.

The staff person receives a call from a slot supervisor about a slot machine player who has lost over \$300. The player believes he should have won something significant by now and wonders if the casino is "tinkering" with the machines to prevent players from winning. The AFM staff person approaches the player with the slot supervisor. After some discussion at the machine, the AFM staff person offers to show the player exactly how the slots "work." The player is surprised that a casino would actually show players the inside of a slot machine, but accompanies the staff person to the on-site Responsible Gaming Information Center. An hour-long discussion with the player begins with a non-threatening slot tutorial demonstration and proceeds into the player's expectations about gambling and safe gambling practices.

Sound unusual? In fact it is. The Responsible Gaming Information Centre at the McPhillips Street Station Casino is believed to be the first such project of its kind in North America and only the second of its kind operating in the world (the other is in Melbourne, Australia).

The project began as a nine-month pilot in January 2003 and continues to the present. Because of its success, it will be expanded to MLC's other Winnipeg casino, Club Regent Casino, in late 2004.

As the project has evolved, the AFM on-site staff have learned some valuable lessons. The most common request for service comes from players seeking information about how gambling works, not necessarily from players in distress. Slot machine players are the most frequent visitors as they often misunderstand slot machines and need accurate information about expected expenditures and how random number generators work.



AFM on-site staff have also learned the importance of gaining credibility and acceptance with the casino staff, who interact with players on an ongoing basis and form natural "customer service" relationships with them. These player contacts and relationships would be difficult to develop by an outside agency like the AFM. When casino staff are comfortable with on-site AFM staff, those players in need of information are referred in a casual and relaxed fashion to the Information Centre.

The two educational tools most frequently used on-site are the "Safe@ Play" slot tutorial (developed by Game

Planit International) and a "cost per hour" chart. The tutorial has proven to be effective in removing the veil of misinformation and mythology from electronic gaming. The chart shows players what this form of entertainment is likely to cost on an hourly basis, allowing them make informed choices about how to spend their entertainment dollar.

Why would a gaming operator want a responsible gaming educational and support service onsite at its casino? Larry Wandowich, Acting Executive General Manager of McPhillips Street Station Casino puts it this way, "Our guests are important to us and we need to ensure that our players are educated about the signs of problem gambling. Since none of us is a counsellor, when players get in trouble we need to have the professionals (AFM) available." He adds, "This program has really improved staff morale as the staff now have a resource on-site to refer players to and they can see the positive results of the program."

What are the benefits of this service to the helping agency? For a problem gambling service, it is beneficial to be "where the gamblers are." Being at the site of the actual gambling experience affords a helping agency the unique opportunity to provide on-site education and assistance to players who would normally never show up at a counselling or addictions agency – and potentially, to help them prior to the onset of destructive gambling patterns.

Clearly, it's a "win-win" for the casino and the helping service. ●

Direct links to more information:
responsiblegambling.org/newslink

Don Ward is Prevention Education Consultant with the Addictions Foundation of Manitoba. He can be reached at dward@afm.mb.ca.



City of Richmond

Policy Manual

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Adopted by Council: June 12, 2000

POLICY 3706

File Ref: 1085-00

CASINO FUNDING GUIDELINES

POLICY 3706:

It is Council policy that:

Applications for casino funds can be made by Council or as a result of applications from the community. All community applications must be for **new** community programs, projects or events.

Casino funding may be designated for expenditure in or add to a statutory reserve fund. Funds need not be fully allocated in a period received.

Casino Funding Focus Areas:

Casino funds should be targeted to the following focus areas:

- Youth
- Seniors
- Policing in the Community
- Childcare Reserve Fund
- Preventative, alternative and/or educational programs relating to addictive behaviour which could include:
 - I. Drug abuse
 - II. Alcoholism
 - III. Gambling
 - IV. Smoking

Not all organizations meeting the City of Richmond's Casino Funding Program guidelines will automatically receive funding.



City of Richmond

Policy Manual

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Adopted by Council: May 29/02

POLICY 5040

Amended by Council: June 9/2003

File Ref: 4040-04

FULL SERVICE GAMING POLICY**POLICY 5040:**

It is Council policy that:

1. Richmond supports:

One Full Service community gaming casino in Richmond which includes slot machines, table games, and poker tables as permitted by Provincial Gaming Legislation and Government Policy.

2. Gaming Review Procedures

That the following gaming review procedures be adopted:

(1) In Richmond

- a) Prior to a change in gaming policy type or procedure, Council will seek public input regarding any changes.
- b) Council will specify the type of consultation at the time.
- c) The following factors will be considered
 - social
 - economic/financial
 - land use
 - transportation
 - servicing
 - environmental
 - other, as necessary.

(2) Referrals From Adjacent Municipalities

When Richmond receives a request for comments regarding casino proposals in adjacent municipalities, Council:

- a) may seek public input and specify the type of consultation at the time.
- b) will consider the following factors when commenting.
 - social
 - economic/financial
 - land use
 - transportation
 - servicing
 - environmental
 - other, as necessary

3. Zoning

Casino proposals will be considered on a site specific basis and may be managed by CD zoning.



4. Monitoring

The Province be requested to continue to provide and pay for an ongoing gaming impact monitoring program in Richmond to ensure that the Province and City have adequate information to manage gaming over time.

5. Problem Gaming Prevention and Treatment:

The Province be requested to continue to maintain, improve and pay for programs to prevent and treat problem gaming.

6. Crime Prevention and Enforcement:

The Province be requested to continue to maintain, improve and pay for gaming crime prevention and enforcement programs.

November 23, 2004

**STATISTICAL DATA AND FUNDING SOURCES
RICHMOND ADDICTION SERVICES**

1. Non Problem Gambling Programs (Substance Abuse Prevention, Outreach and Treatment)

(1) Statistical Data

April 1, 2003 – March 31, 2004

Counselling

- Adult Counselling: 484 clients
- Youth Counselling: 91 clients

Prevention and outreach

- Classroom Presentations: 413
of students attending: 2500
- Community Presentations: 14
persons attending: 413

Since April 2004

Daytox: 60 clients

(2) Funding Sources

Richmond Health Services – Vancouver Coastal Health: \$1,050,760
Gaming Commission – Direct Access Grant: \$48,000
City of Richmond: \$8,500
Private donations, Foundations: \$10,000

2. Problem Gambling Programs

(1) Statistical Data

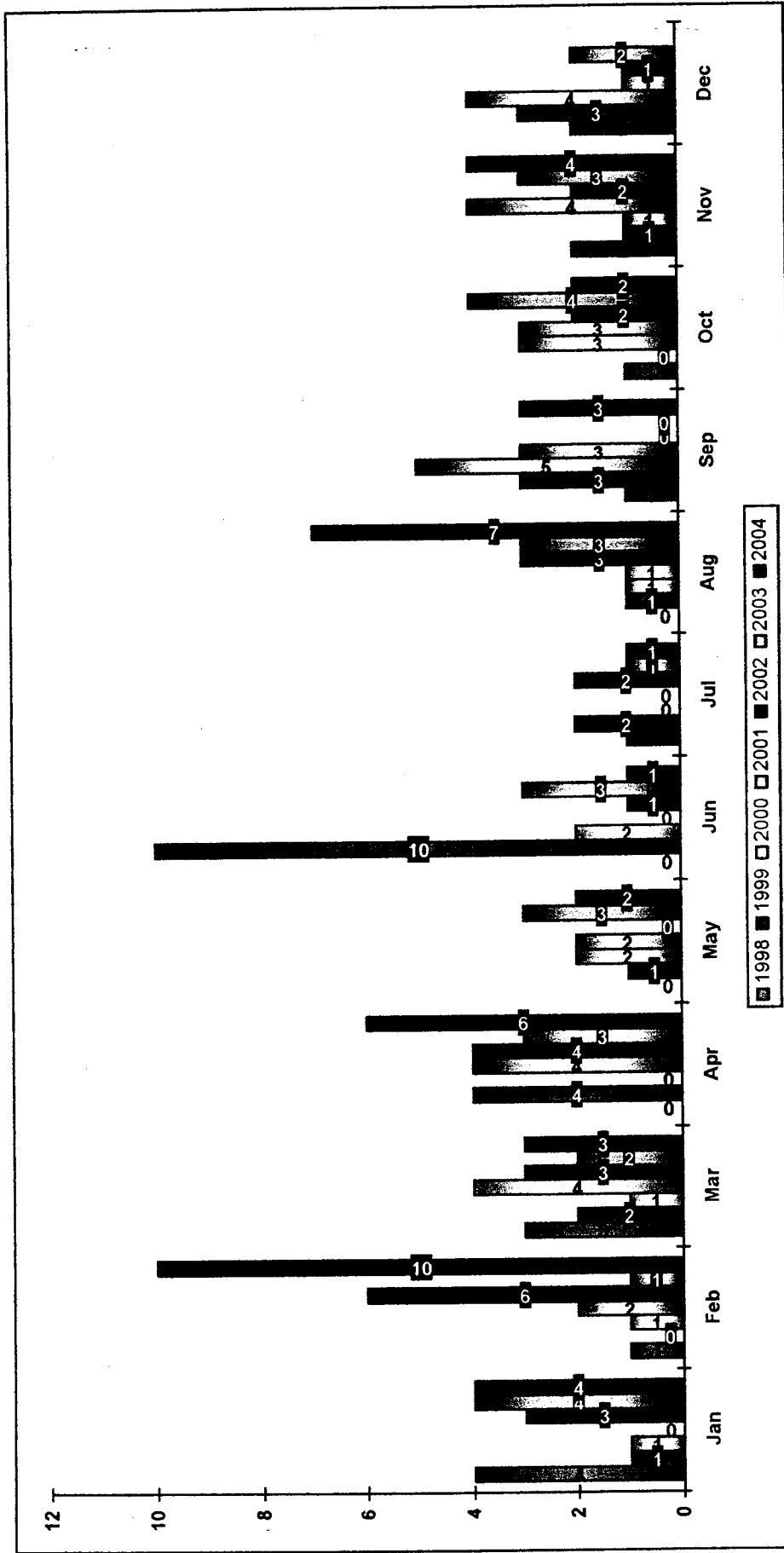
See Attached

(2) Funding Sources

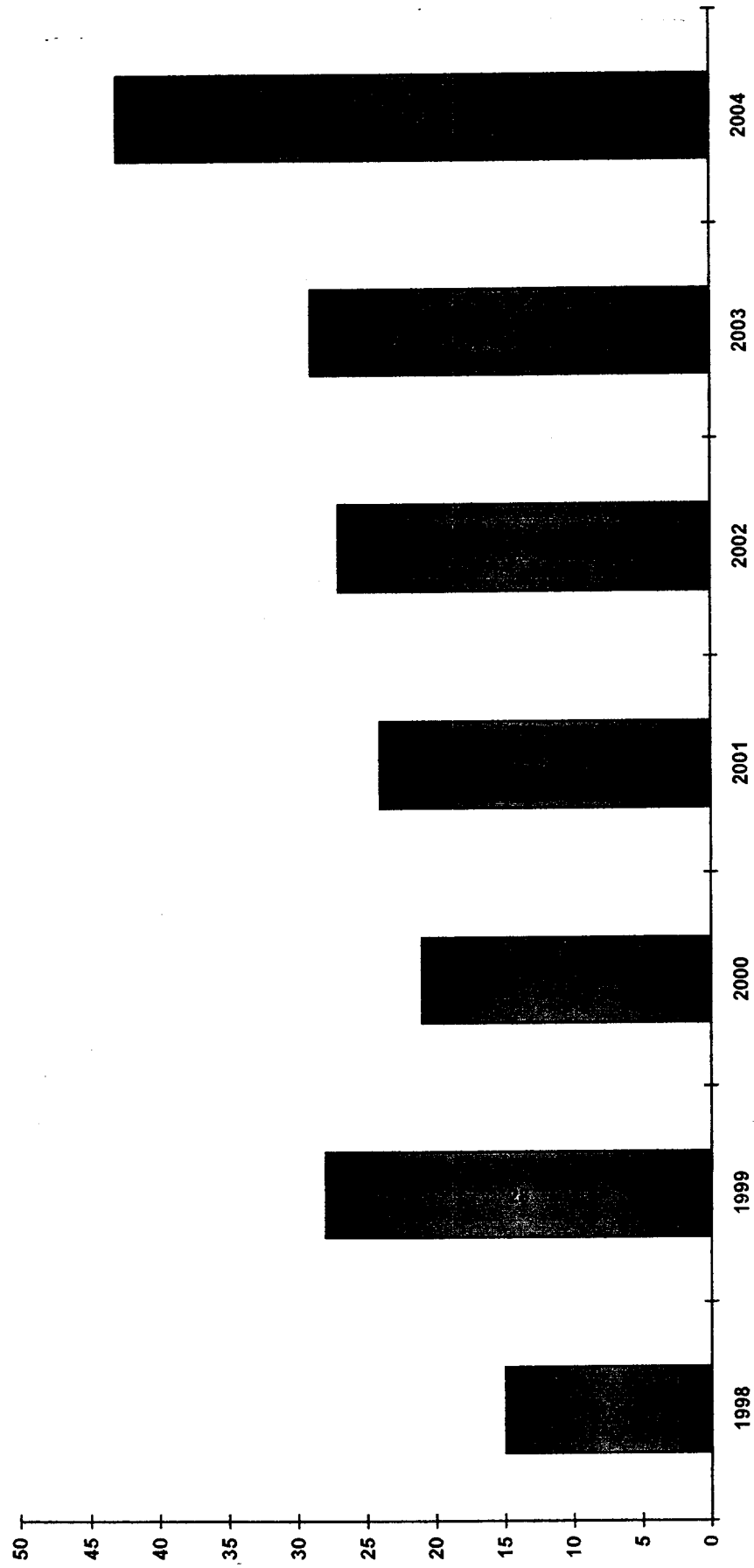
Ministry of Public Safety & Solicitor General: \$100,000
Monies are for prevention and counseling

Prepared by RAS

Intake Rate for Problem Gambling Program – Richmond (1998 to 2004)



Intake Rate for Problem Gambling Program – Richmond (1998 to 2004)



Analysis of Richmond Problem Gambling Client Profile (1998 – 2004)

Table 1: Comparison by Nature of Clients

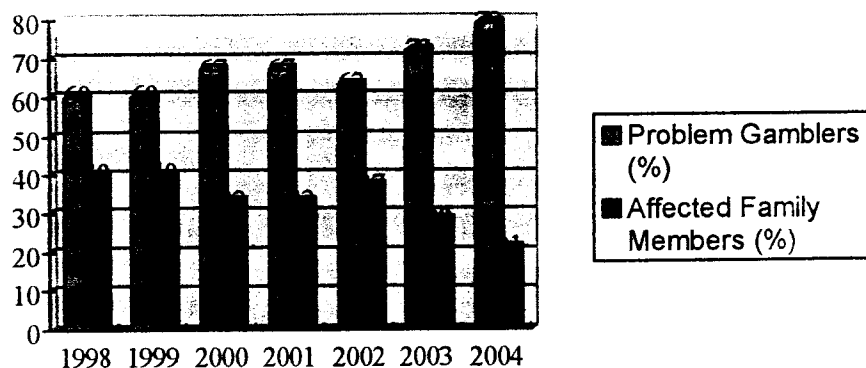


Table 2: Comparison by Number of Clients

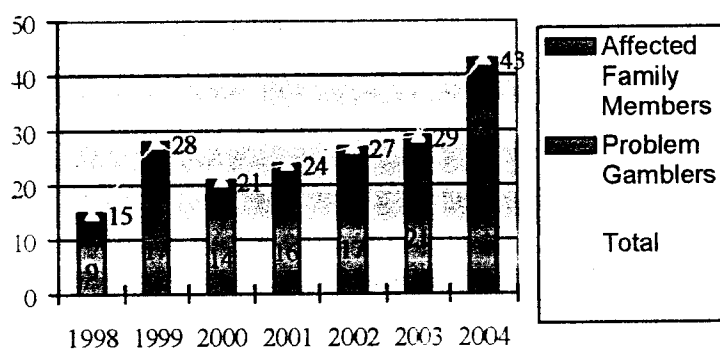


Table 3: Comparison by Ethnicity

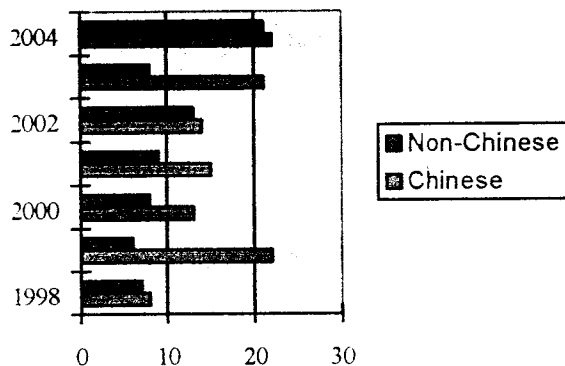


Table 4: Comparison by Gender and Nature

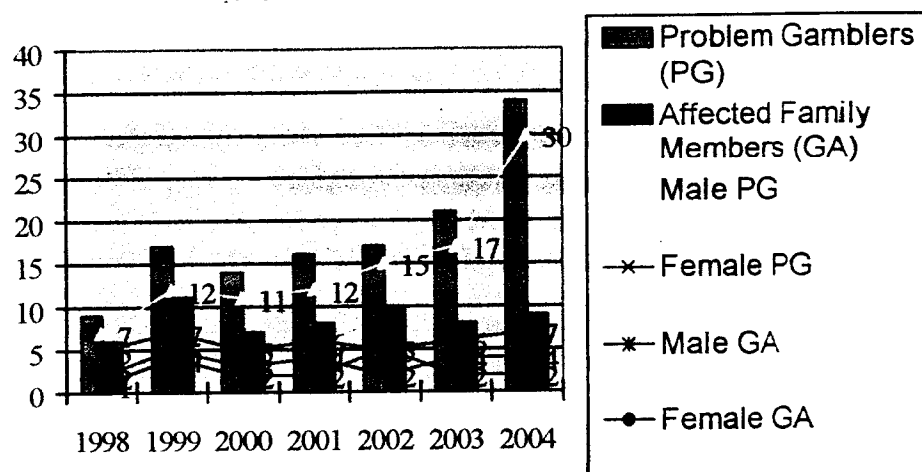


Table 5: Comparison by Age

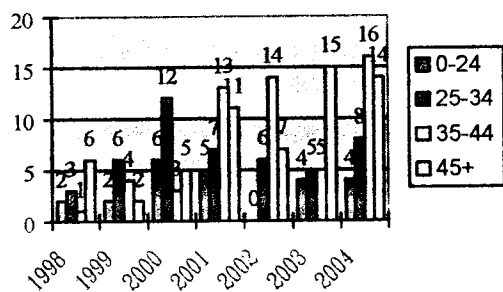


Table 6: Referral Source in 1998

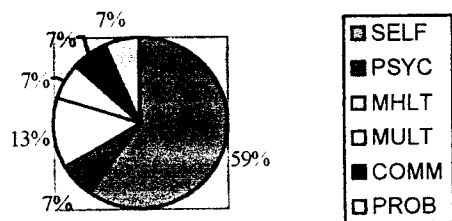


Table 7: Referral Source in 1999

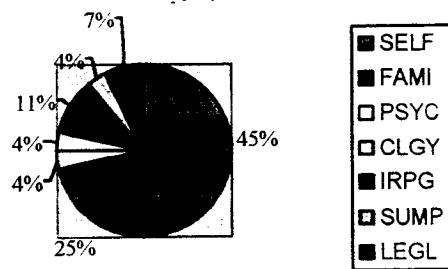


Table 8: Referral Source in 2000

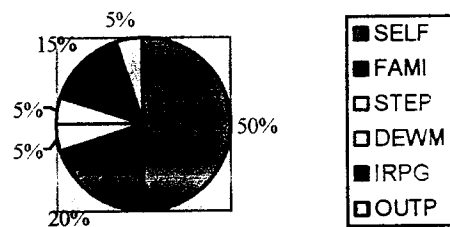


Table 9: Referral Source in 2001

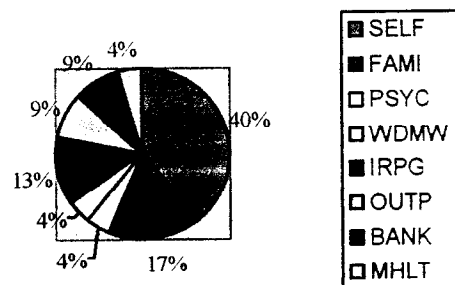


Table 10: Referral Source in 2002

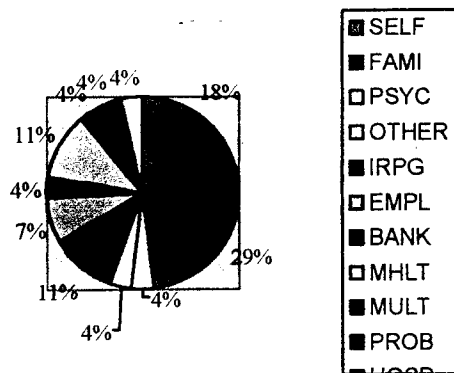


Table 11: Referral Source in 2003

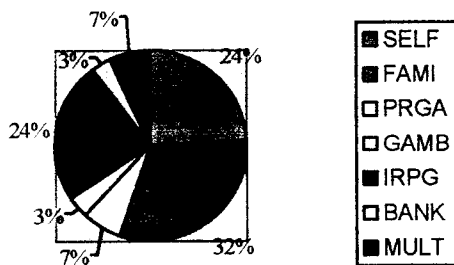


Table 12: Referral Source in 2004

