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- M. Davis and Company, Philadelphia, PA
- Public Health Institute of Metropolitan Chicago, Chicago, IL

Special thanks to individuals, families, and communities of Illinois who are personally affected by problem gambling who helped us with this assessment
Presentation Agenda

- Context/ Approach
- Methods
- Findings
- Recommendations
- Questions/Discussion

Goals of the IL Gambling Assessment Study

- Determine the prevalence of gambling-related behaviors and problem gambling in Illinois, including for vulnerable populations or those marginalized due to race, culture, or socioeconomic disparities.
- Assess the availability and capacity of treatment services, and barriers to accessing care.
- Identify evidence-based strategies for serving at-risk populations.
- Inform a strategic initiative for preventing and addressing problem gambling in the state.
Multiple Contexts of Addiction-Related Risk and Protective Factors

HRiA is using a holistic, social determinants of health approach to examine multiple levels of influence on individual risk for problem gambling and recovery.

Source: SAMHSA Prevention Training and Technical Assistance.

Context

Significant Growth in Commercial Gambling
- 10 casinos, 36K VGTs, etc.
- Revenues to state = >$1.4 billion in FY2019

Need to Understand How Expansion is Affecting Population
$7 billion spent annually in the U.S. related to the social costs of problem gambling
History of Gambling Legalization in Illinois

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1850</td>
<td>Gambling houses established</td>
</tr>
<tr>
<td>1870</td>
<td>Gambling syndicates formed</td>
</tr>
<tr>
<td>1890-1920</td>
<td>Policy gambling and numbers popular among Black communities in Chicago</td>
</tr>
<tr>
<td>1927</td>
<td>Legalized Bingo</td>
</tr>
<tr>
<td>1971</td>
<td>Illinois State Lottery Established</td>
</tr>
<tr>
<td>1974</td>
<td>Legalized and began regulating pari-mutual betting</td>
</tr>
<tr>
<td>1990</td>
<td>Riverboat Casinos Legalized</td>
</tr>
<tr>
<td>2009</td>
<td>Illinois Gaming Board Established</td>
</tr>
<tr>
<td>2019</td>
<td>SB690 Expanding number of casino licenses, increased VGTs, added sports gambling</td>
</tr>
</tbody>
</table>

Adapting Services as the Gambling Landscape Changes

- 1992-2021 Gaming Revenue
- 6 new casinos coming
  - Otherwise on decline
- VGT on the rise
- Sports Wagering starting

Data Source: Illinois Gaming Board
## Methods

### Research Activities

<table>
<thead>
<tr>
<th>Activity</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population Prevalence Survey (N=2,029)</td>
<td>Determine the prevalence of gambling and problem gambling in IL, and knowledge/attitudes/behaviors around gambling and treatment services. ENG/SPAN</td>
</tr>
<tr>
<td>Survey of Frequent Gamblers (N=1,848)</td>
<td>Deep dive into gambling behaviors and motivations, comorbidities, and treatment seeking ENG/SPAN/CHIN</td>
</tr>
<tr>
<td>Secondary Data Analysis</td>
<td>Descriptive data on gambling revenues, service use, and risk and protective factors for gambling in IL</td>
</tr>
</tbody>
</table>
Defining Problem Gambling

- 18-item screener questionnaire plus self-reported gambling frequency
- Pathological and Problem Gambling Measure (PPGM), based on DSM-5
- Survey respondents divided into 5 groups:
  1. Never gamblers
  2. Non-frequent gamblers
  3. Frequent gamblers (>once/month)
  4. Frequent recreational gamblers
  5. Individuals at risk of problem gambling
  6. Individuals with problem gambling

Research Activities

<table>
<thead>
<tr>
<th>Activity</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interviews with leaders and state-level stakeholders (N=33)</td>
<td>Orientation to specific IL issues; overview of current services and needs</td>
</tr>
<tr>
<td>Discussions with providers, families, workers, and special populations (N=17)</td>
<td>Needs for prevention, intervention, treatment, and recovery support programs</td>
</tr>
<tr>
<td>Environmental Scan / Document Review</td>
<td>Describe current and needed capacity for services</td>
</tr>
<tr>
<td>Literature Review</td>
<td>Provide framework and evidence-based strategies for recommendations. Find survey instruments to adapt.</td>
</tr>
</tbody>
</table>
Findings

July 2022 | IL Gambling Assessment

Gambling Prevalence

The majority of Illinois residents reported having gambled in the past year

Gambling Prevalence in the Past Month, Past Year, and Lifetime Among Illinois Residents, 2021 (n=2,029)

- 41.9% Past Month
- 68.4% Past Year
- 90.3% Ever

The most common forms of gambling in the past year were:

Top Forms of Gambling in the Past Year Among Illinois Residents, 2021 (n=2,029)

- 15.3% Organized sports and fights betting
- 33.0% Gambling with friends
- 52.4% State lottery

DATA SOURCE: IL Problem Gambling Assessment, Representative Population Sample, Weighted %s, 2021
Preventing and Treating Problem Gambling: Findings and Recommendations from a Statewide Assessment

Effects of Legalization

Sports Wagering in person and online ($ in millions), Illinois, March 2020-July 2021

<table>
<thead>
<tr>
<th>Month</th>
<th>Online</th>
<th>In Person</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mar-20</td>
<td>$0</td>
<td>$1</td>
</tr>
<tr>
<td>Apr-20</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td>May-20</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td>Jun-20</td>
<td>$8</td>
<td>$0</td>
</tr>
<tr>
<td>Jul-20</td>
<td>$49</td>
<td>$4</td>
</tr>
<tr>
<td>Aug-20</td>
<td>$124</td>
<td>$16</td>
</tr>
<tr>
<td>Sep-20</td>
<td>$283</td>
<td>$25</td>
</tr>
<tr>
<td>Oct-20</td>
<td>$410</td>
<td>$18</td>
</tr>
<tr>
<td>Nov-20</td>
<td>$434</td>
<td>$20</td>
</tr>
<tr>
<td>Dec-20</td>
<td>$492</td>
<td>$24</td>
</tr>
<tr>
<td>Jan-21</td>
<td>$575</td>
<td>$25</td>
</tr>
<tr>
<td>Feb-21</td>
<td>$490</td>
<td>$25</td>
</tr>
<tr>
<td>Mar-21</td>
<td>$609</td>
<td>$25</td>
</tr>
<tr>
<td>Apr-21</td>
<td>$513</td>
<td>$18</td>
</tr>
<tr>
<td>May-21</td>
<td>$483</td>
<td></td>
</tr>
<tr>
<td>Jun-21</td>
<td>$452</td>
<td></td>
</tr>
<tr>
<td>Jul-21</td>
<td>$351</td>
<td></td>
</tr>
</tbody>
</table>


Problem Gambling Prevalence

Statewide prevalence of problem gambling in Illinois is 3.8%, with 7.7% at risk.
- 383,000 Illinois adults may have a gambling problem
- 761,000 Illinois adults at risk for developing a gambling problem

Over 1.1 million adult Illinoisans are estimated to currently have or be at risk of developing a gambling problem.
### Demographics of Problem Gambling

#### Problem Gambling among IL Residents, by Race/Ethnicity, 2021 (n=1,932)

<table>
<thead>
<tr>
<th>IL Population</th>
<th>White</th>
<th>Other Race/Ethnicity</th>
<th>Hispanic/Latinx</th>
<th>Black/African American</th>
<th>Asian</th>
</tr>
</thead>
<tbody>
<tr>
<td>Never Gambler (n=206)</td>
<td>46.3%</td>
<td>5.5%</td>
<td>23.0%</td>
<td>21.1%</td>
<td>5.4%</td>
</tr>
<tr>
<td>Non-Frequent Gambler (n=1199)</td>
<td>68.2%</td>
<td>3.6%</td>
<td>16.4%</td>
<td>9.2%</td>
<td>2.6%</td>
</tr>
<tr>
<td>Recreational Gambler (n=317)</td>
<td>69.3%</td>
<td>4.1%</td>
<td>13.4%</td>
<td>12.1%</td>
<td>*1.1%</td>
</tr>
<tr>
<td>At-Risk Gambler (n=140)</td>
<td>60.1%</td>
<td>7.6%</td>
<td>18.1%</td>
<td>13.1%</td>
<td>*1.1%</td>
</tr>
<tr>
<td>Problem Gambler (n=70)</td>
<td>49.7%</td>
<td>*4.1%</td>
<td>33.7%</td>
<td>10.7%</td>
<td>*1.3%</td>
</tr>
</tbody>
</table>

### Problem Gambling Behaviors

- **61.7%** Participated in six or more types of gambling in the past year
- **75.1%** Reported gambling alone
- **63.7%** Attempted to cut down gambling in the past year
- **$16,750** Median spent on gambling in an average year
### Problem Gambling Symptoms

- **Top symptoms endorsed by frequent gamblers with a gambling problem:**
  1. Have often gone back to try and win back the money lost (70.8%)
  2. Gambled longer, with more money, or more frequently than intended (64.7%)
  3. When not gambling often experienced irritability, restlessness, or strong cravings for it (64.3%)

  **DATA SOURCE:** IL Problem Gambling Assessment, Frequent Gambler Sample, 2021

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### Correlates and Consequences of Problem Gambling

- **Spending:** People with problem gambling estimated that they spent a median of **$16,750 on gambling** in the past year.
- **Debt:** Over 30% reported that their gambling debt currently totaled over **$50,000**.
- **Substance Use:** 80.4% of people with problem gambling had ever used **alcohol** while gambling, 44.5% had used **marijuana**, and 30% had used **illicit or prescription drugs**
- **Family:** Over 50% of survey respondents with a gambling problem reported that in the past year, their gambling caused them to repeatedly **neglect their children or family**
Comorbidities

Lifetime Prevalence of Mental and Substance Use Disorders among Frequent Gamblers, by PPGM, 2021

<table>
<thead>
<tr>
<th></th>
<th>Recreational Gambler</th>
<th>At-Risk Gambler</th>
<th>Problem Gambler</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diagnosed Anxiety Disorder or Depression Disorder (Lifetime)</td>
<td>14.8%</td>
<td>25.4%</td>
<td>54.0%</td>
</tr>
<tr>
<td>Self-Reported Drug Problem (Lifetime)</td>
<td>4.3%</td>
<td>13.5%</td>
<td>32.3%</td>
</tr>
<tr>
<td>Self-Reported Alcohol Problem (Lifetime)</td>
<td>11.6%</td>
<td>27.5%</td>
<td>60.0%</td>
</tr>
</tbody>
</table>

DATA SOURCE: IL Problem Gambling Assessment, Frequent Gambler Sample, 2021

1/10 Illinoisans with problem gambling thought about or attempted SUICIDE in the past year because of their gambling; 1/3 had done so in their lifetime.

Prevention, Treatment and Recovery Resources

Gamblers Anonymous Meeting Locations, in IL, 2021

“There’s a lot of messaging on where to go to gamble but nothing on where to get treated.” – Focus group participant

DATA SOURCE: International Service Office, Gamblers Anonymous, 2021

Presented by: Hannah Carliner, ScD, MPH
Preventing and Treating Problem Gambling: Findings and Recommendations from a Statewide Assessment

Top reasons for not getting help among frequent gamblers with a problem:
- They thought they could fix the problem on their own (45.7%)
- Too embarrassed or worried to ask for help (44.6%)

DATA SOURCE: IL Problem Gambling Assessment, Frequent Gambler Sample, 2021

Barriers in Treatment-seeking

- Only 21.1% of treatment-seeking problem gamblers sought help from a mental health professional, and only 14.4% from a doctor or general practitioner.

Prevalence of Gambling Discussion with a Provider when Seeking Help for Another Mental Health Issue, by PPGM, 2021

DATA SOURCE: IL Problem Gambling Assessment, Frequent Gambler Sample, 2021
NOTE: *n<10
Conclusion

“[We] need to look at the health and social effects of gambling rather than just the revenue.”
- Community discussion participant

“We are 50 years behind [other behavioral health issues] in terms of the level of stigma [around problem gambling].”
- Treatment provider

Recommendations
Preventing and Treating Problem Gambling: Findings and Recommendations from a Statewide Assessment

Continuum of Addiction

Recommendations

Overarching:
1. Funding Expansion
2. Statewide Collaborative

Promotion/Prevention:
3. Impact Assessments and Zoning
4. Outreach, Engagement, Education, Awareness
5. Player Protections at Point of Sale and Online

Identification/Intervention:
6. Monitoring and Data Systems
7. Early Screening

Treatment/Recovery:
8. Treatment Access and Provider Training
9. Holistic and Integrated Treatment and Recovery Model
10. Strengthen Recovery Support Services

* Adapted from SAMHSA and the New Hampshire Department of Health and Human Services
1. **Expand and consistently fund statewide gambling services.**
   - IDHS/SUPR has increased funding for gambling services to $10 million for SFY23 in recognition of this need. Gaming tax revenues for SFY21 were $1.36 billion bringing the 1% recommendation to $13.6 million.
   - SUPR has a Notice of Funding Opportunity currently to expand the number of providers of gambling services.
   - In SFY23 SUPR will seek to expand the relationship of gambling clinical service providers with recovery organizations across the state.
   - SUPR recently increased provider reimbursement rates 47% to assist organizations with funding for service provision.
   - SUPR has begun advocating for gambling disorder to be covered under Medicaid in the state.

2. **Support the development of a statewide collaborative for collective impact on problem gambling.**

SUPR is currently working to identify and establish a statewide collaborative to address the issues that are beyond the purview of a state organization and/or require engagement of additional stakeholders.
### Promotion/Prevention

3. **Mandate impact assessments and zoning regulations prior to any gambling expansion in the state.**

4. **Promote education and awareness about responsible gambling and problem gambling via community outreach and engagement, particularly among vulnerable populations.**

5. **Expand and enforce player protections for people gambling in locations throughout the state as well as online.**

   "I have $5, why not bet it? If I win, then we can move out of this neighborhood." – Focus group participant

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### Promotion/Prevention

4. **Promote education and awareness about responsible gambling and problem gambling via community outreach and engagement, particularly among vulnerable populations.**

   - In SFY22, IDHS/SUPR asked providers to extend outreach efforts through out the year and currently SUPR has a Notice of Funding Opportunity to expand the number of providers and consequently the amount of outreach in the state.
   - SUPR also has a NOFO for a public awareness campaign provider that will expand efforts to engage at-risk populations disproportionately impacted by problem gambling (Asian immigrant communities, Hispanic communities, seniors, youth, and those living close to gambling venues).
   - SUPR will also be working with provider and other groups to identify techniques and avenues to access at-risk populations.
Identification/Intervention

6. Expand monitoring and data systems to track changes in gambling, problem gambling, and service use.

7. Promote early screening for problem gambling in varied venues and settings, among diverse groups of Illinoisans.

Only half of Illinoisans identified as having a gambling problem said they thought they had a gambling problem.

Identification/Intervention

6. Expand monitoring and data systems to track changes in gambling, problem gambling, and service use.

- With the recent passing of HB4700, gambling needs assessments are now required at least every 5 years in Illinois.
- SUPR has increased monthly monitoring of outreach activities to gage the impact of such activities on screenings and treatment services.
- SUPR is in the process of developing internally and with partners a Tableau data tracking system to assist in more closely monitoring services and potential hotspots across the state.

Presented by: Hannah Carliner, ScD, MPH
## Identification/Intervention

7. **Promote early screening for problem gambling in varied venues and settings, among diverse groups of Illinoisans**
   - SUPR has begun to rollout the Eisenberg Disordered Gambling Pre-screen and Screen, an SBIRT style instrument, that can be utilized by gambling providers, mental health providers, primary care physicians, and others.
   - All SUPR providers will be targeted first for use of the screen.
   - During SFY23, SUPR will work with DMH and other partner agencies to move the screening to those organizations.
   - During SFY23, SUPR will work with primary care and other providers to expand the use of the GBIRT tool.
   - SUPR is developing a new public awareness campaign to reach out to family, friends, and others.

## Treatment/Recovery

8. **Expand access to treatment for gambling problems, particularly by increasing training and certification of treatment providers.**

9. **Develop and promote a holistic and integrated treatment and recovery model for problem gambling in the state.**

10. **Strengthen recovery support services in the state to reach diverse populations of people with problem gambling and their families.**

   Only 21.1% of treatment-seeking problem gamblers sought help from a MH professional, and only 14.4% from a doctor/GP.
8. **Expand access to treatment for gambling problems, particularly by increasing training and certification of treatment providers.**

- SUPR has approved and is encouraging the use of telehealth by all providers to reach remote areas and to provide culturally appropriate services across the state.
- SUPR is also actively recruiting providers from diverse populations who can provide treatment in languages other than English or with appropriate cultural competence.
- SUPR funds 6 free gambling counselor certification trainings each year.
- SUPR also funds between 12 and 16 gambling counselor trainings.
- SUPR is currently working on developing an online learning management system for provider training and credentialling.
9. Develop and promote a holistic and integrated treatment and recovery model for problem gambling in the state.

- The Governor recently created the Chief Behavioral Health Officer in IDHS to support behavioral health services in the state.
- In addition, IDHS has created a Behavioral Health Administrator position that seeks to promote holistic services between SUPR and DMH.
- To strengthen client-centered approach to behavioral health services, because of the extremely high prevalence of mental health and substance use comorbidities, SUPR will continue to work with DMH, DRS, and others to design systems to treat these multiple disorders simultaneously.

10. Strengthen recovery support services in the state to reach diverse populations of people with problem gambling and their families.

- In SFY23 SUPR will seek to expand the relationship of gambling clinical service providers with Illinois ROSCs and other recovery-oriented organizations across the state.
- The Gambling team has worked with IDHS/SUPR Recovery team to include gambling in the SFY23 Certified Recovery Support Specialists (CRSS) and Certified Peer Recovery Specialist (CPRS) training.
- The Gambling team has worked with Governors State University to include gambling in the 110-contact hour training and follow-up continuing education trainings.
QUESTIONS / DISCUSSION

https://weknowthefeeling.org/