



Iowa Problem Gambling Services SFY 2019 Annual Report

Summary of IDPH Activities

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Executive Summary

This annual report provides an overview of the problem gambling services provided during SFY 2019, as well as information on gambling and gaming in Iowa, gambling prevalence rates, and the utilization and outcomes of the program's funded services.

In January 2019, IDPH launched the Integrated Provider Network (IPN), integrating three previously distinct and separate substance use disorder and problem gambling treatment and prevention Request for Proposals (RFP). The IPN is a statewide, community-based, resiliency- and recovery-oriented system of care for substance use and problem gambling services.

The impact on the problem gambling services was the expansion from 10 to 19 providers covering all of 99 Iowa counties. While this provides greater access to care for Iowans, it also has presented a few challenges and opportunities:

- **Service Areas:** The IPN has 19 service areas, where the former Problem Gambling RFP had 11 service areas.
- **Funding:** Treatment allocations that were spread among 10 providers are now spread among 19 providers, meaning several providers received fewer dollars for IPN problem gambling treatment services than under previous contracts. This has impacted staffing decisions.
- **Networking:** Providers have struggled in building relationships with referral sources to identify and refer Iowans who could benefit from services.
- **Service Reimbursement:** IPN funding for problem gambling treatment services is now considered payment of last resort and a sliding fee scale is now in place. This has resulted in an increase in third party reimbursement, and lower need for IPN funded services.
- **Quality Improvement:** IDPH continues to work with IPN providers to identify and implement best practices in identifying and serving Iowans who have a problem with their gambling. This includes screening of all patients seeking treatment for a substance use disorder (national studies indicate up to 30% of this population may also have a gambling disorder); and development of an integrated substance use disorder and problem gambling treatment data system to remove the burden of dual entry in two data systems during a single treatment episode.

State Fiscal Year 2019 **Key Accomplishments and Activities**

- 6,146 hours of problem gambling prevention, education and early intervention services were provided to Iowa residents.
- Almost 3,500 Iowans were screened for problem gambling.
- 475 Iowans received problem gambling crisis, intervention, treatment and recovery support services.
 - This is about 2.5% of the estimated 18,504 adult Iowans meeting criteria for a gambling disorder ([Gambling Attitudes and Behaviors: A 2018 Survey of Adult Iowans](#)).

- While this is greater than the national average of 0.25% (*2016 National Survey of Problem Gambling Services*), it suggests there is a gap between the number of Iowans who need services and the number who receive those services.
- 4,602 contacts (phone, text, chat) to Your Life Iowa (includes 1-800-BETS OFF calls) on problem gambling were responded to, providing over 475 referrals for assistance.
- Over 33,000 visits to the gambling pages at yourlifeiowa.org/gambling. Your Life Iowa is the integrated platform for phone, text and social media resources for gambling, alcohol, drug and suicide concerns, and the new home of 1-800-BETS OFF and 1800BETSOFF.org, as of October 2017.
 - Your Life Iowa is available 24/7 at 855-581-8111 or at [Your Life Iowa.org](http://YourLifeIowa.org).
- Published the [Gambling Attitudes and Behaviors: A 2018 Survey of Adult Iowans](#) report with updates on current attitudes and behaviors of adult Iowans, including base line data on sports wagering activity.
- Published a summary on [Sports Betting in Iowa](#), to assist legislators and other stakeholders in understanding the scope of sports betting in Iowa, and efforts to regulate sports wagering activity and to mitigate any potential harms for Iowans. This led to an additional \$300,000 one-time allocation for SFY 2020 by the legislature for gambling treatment and prevention efforts.

Glossary

1-800-BETS OFF: Helpline and website devoted to raising awareness of problem gambling and providing assistance to those Iowans who are being negatively impacted by their gambling and related behaviors, and their affected loved ones.

Gambling: The act or practice of risking the loss of something of value upon the outcome of chance or future contingent event not under his/her control in an attempt to gain something of greater value.

Gambling Disorder: Persistent and recurrent problematic gambling behavior leading to clinically significant impairment or distress (see Table 1).

Iowa Problem Gambling Services (IPGS): The Iowa Department of Public Health program that receives funds for provision of problem gambling services from the State General Fund as part of the Addiction Services appropriation. The IPGS is organized within IDPH in the Division of Behavioral Health Bureau of Substance Abuse. Problem gambling services are provided through the Integrated Provider Network (IPN).

Integrated Provider Network (IPN): The IPN is a statewide community-based, resiliency- and recovery-oriented system of care for substance use and problem gambling services. The IPN launched in January 2019 as a result of a competitive RFP process.

Problem Gambling: Participation in any form of gambling activity that creates one or more negative consequences to the gambler, their family or loved ones, employer or community. If unchecked, can lead to a Gambling Disorder.

Your Life Iowa: The 24/7 integrated resource for free and confidential help and information for alcohol, drugs, gambling and suicide concerns. Information and assistance are available through the telephone helpline at 855-581-8111, online at YourLifelowa.org, through text at 855-895-8398, and through mobile-friendly internet-based online chat and social media messaging.

List of Acronyms

IDPH.....	Iowa Department of Public Health
IPGS.....	Iowa Problem Gambling Services
IPN.....	Integrated Provider Network
IRGC.....	Iowa Racing and Gaming Commission
IYS.....	Iowa Youth Survey
RFP.....	Request For Proposal
SFY.....	State Fiscal Year
UNI-CSBR.....	University of Northern Iowa – Center for Social and Behavioral Research
YLI.....	Your Life Iowa

Iowa Problem Gambling Services Annual Report – SFY 2019

Gambling and Gaming in Iowa

During SFY 2019, Iowans seeking to gamble could choose from 19 casinos licensed by the Iowa Racing and Gaming Commission (IRGC): four tribal casinos; 2,400 lottery outlets; 2,277 licensed social and charitable gambling options, amusement concession and bingo games; and 5,452 registered amusement devices. In addition, Iowans have access to a broad range of social media and smartphone gambling-like games and applications, as well as an expanding number of internet-based and other (often illegal) gaming.

Problem Gambling Defined

For most people, gambling is recreational; however, for some people, gambling leads to serious problems. Problem gambling means participation in any form of gambling activity that creates one or more negative consequences to the gambler, their family or loved ones, employer or community. The following table lists signs and symptoms that can help determine if an individual should seek help for gambling behaviors. Meeting four or more criteria indicates a gambling disorder; meeting one to three criteria could mean a gambling problem is developing.

Gambling Disorder – Diagnostic Criteria ¹	
1.	Needs to gamble with increasing amounts of money in order to achieve the desired excitement.
2.	Is restless or irritable when attempting to cut down or stop gambling.
3.	Has made repeated unsuccessful efforts to control, cut back or stop gambling.
4.	Is often preoccupied with gambling (e.g., having persistent thoughts of reliving past gambling experiences, handicapping or planning the next venture, thinking of ways to get money with which to gamble).
5.	Often gambles when feeling distressed (e.g., helpless, guilty, anxious, depressed).
6.	After losing money gambling, often returns another day to get even (“chasing one’s losses”).
7.	Lies to conceal the extent of involvement with gambling.
8.	Has jeopardized or lost a significant relationship, job, or educational or career opportunity because of gambling.
9.	Relies on others to provide money to relieve financial situations caused by gambling.

Table 1: Gambling Disorder - Diagnostic Criteria (DSM-5)

Overview of Services

Gambling disorder is a serious public health issue demanding a comprehensive solution involving not only federal programs, but also efforts on the part of states, counties, cities, communities, families, civic

¹ American Psychiatric Association: Diagnostic and Statistical Manual of Mental Disorders, Fifth Edition. Arlington, VA, American Psychiatric Association, 2013.

groups, the gambling industry, the nonprofit sector, professions such as medicine, law and finance, and other organizations.

Since 1986, the Iowa Department of Public Health has responded to this need, funding problem gambling prevention, intervention, treatment and recovery support services through the Integrated Provider Network (IPN) that are guided by a public health approach that considers the biological, behavioral, economic and cultural determinants that influence gambling and health. This approach incorporates a balance of outreach, education, prevention, treatment and recovery support efforts that work together to minimize the potential negative impacts of gambling on individuals, families and communities, and recognizes gambling's availability, cultural and social acceptance, as well as monetary appeal.

IDPH contracts with local agencies to provide problem gambling prevention, treatment and recovery support services statewide. Problem gambling treatment programs must be licensed by IDPH and are selected for contracting through a competitive request for proposals process.

Problem gambling services include:

- **Helpline referral and education** through the Your Life Iowa and 1-800-BETS OFF website (yourlifeiowa.org/gambling), with telephone (855-581-8111) and text (855-895-8398) options.
- **Prevention Services** providing information and education on the risks and responsibilities of gambling and assistance for individuals at increased risk of problem gambling.
- **Counseling** for problem gamblers and those affected by the gambling of a family member. This includes telehealth options for eligible persons with barriers to accessing certain face-to-face treatment services.
- **Recovery Support Services** providing important supportive services like transportation assistance and recovery peer coaching for persons receiving problem gambling counseling.
- **Training and professional development** for counselors providing treatment for problem gambling and common co-occurring conditions like substance use and mental health disorders.

Iowa Problem Gambling Services - Utilization

State Fiscal Year	# of Prevention Hours	# of Patients Treated	# of Gambling Contacts to 1-800-BETS OFF	Traffic to 1800BETSOFF.org
2009	5,816	905	3,435	-
2010	9,077	948	3,942	-
2011	7,435	789	3,695	6,156
2012	6,602	728	4,029	13,599
2013	7,682	678	4,122	14,353
2014	7,710	602	5,417	11,208
2015	8,781	888	6,311	9,524
2016	9,282	697	5,792	9,689
2017	7,458	590	5,771	18,140
2018	8,108	759	² 4,993	³ 17,805
2019	4,766	488⁴	⁵4,602	⁶33,802

Table 2: Problem Gambling Services - Utilization

Gambling Prevalence in Iowa

In SFY 2019, IDPH funded the [Gambling Attitudes and Behaviors: A 2018 Survey of Adult Iowans](#) by the University of Northern Iowa Center for Social and Behavioral Research (UNI-CSBR). The purpose of the survey, a follow-up to similar 2011, 2013 and 2015 reports, was to collect data from adult Iowans about:

- Types and frequency of gambling activities;
- Prevalence of problem gambling; and
- Awareness and opinions of publicly-funded gambling treatment services.

The survey was completed by a random sample of 1,825 adult Iowans, weighted to reflect the Iowa adult population. The survey provided the following information:

- Gambling rates among adult Iowans: The 2018 prevalence rates of gambling among adult Iowans were: 90.2% lifetime (ever), 73.8% during the past 12 months and 45.8% during the past 30 days. The rate of gambling behavior in the past 12 months in 2018 was higher than 2015, but comparable to 2013 (73.8% vs. 77.8%). It is estimated that almost 1.7 million adult Iowans gambled during the past 12 months.
- At-risk problem gambling prevalence among adult Iowans: 13.6% of adult Iowans (315,141) reported experiencing at least one symptom associated with problem gambling during the

² Problem gambling calls to Your Life Iowa, the 24/7 integrated hub for free and confidential help and information for alcohol, drugs, gambling and suicide, launched in July 2018.

³ Number of sessions to the Gambling landing page for 1-800-BETS OFF (YourLifeIowa.org/gambling), which launched October 2017

⁴ 475 patients received a treatment service reported in I-SMART. 13 patients received integrated SUD and Problem gambling services reported to the Central Data Repository (CDR).

⁵ Problem gambling calls to Your Life Iowa, the 24/7 integrated hub for free and confidential help and information for alcohol, drugs, gambling and suicide, launched in July 2018.

⁶ Number of sessions to the Gambling landing page for 1-800-BETS OFF (YourLifeIowa.org/gambling), which launched October 2017

past 12 months. This was slightly higher than 2015 (12.6%). Of these at-risk Iowans, about 5% reported they were currently having gambling problems.

- Gambling activities in the past 12 months: The most common gambling activities in the state were lottery (47%) and raffle tickets (42%), followed by scratch tickets and pull tabs (34%), slot machines (21%), and card games with friends or others (not at casinos, 14%).
- Impact of problem gambling on others: The negative physical, emotional and financial consequences of problem gambling can affect family, friends, coworkers and others.
 - About 1 in 4 adult Iowans (26.7%) said they know a person whose gambling may be causing problems (financial, physical and emotional). This is 618,250 Iowans.
 - About 1 in 5 adult Iowans (22%) reported being negatively affected by others' gambling behaviors. This is 504,744 Iowans.

In SFY 2019, IDPH again included gambling questions in the 2018 Iowa Youth Survey. The UNI-CSBR has been contracted to review the 2016 and 2018 Iowa Youth Survey gambling question results and the gambling behaviors of Iowa's youth (grades sixth, eighth and 11th).

- Who gambles among sixth, eighth and 11th graders in Iowa?
- What are the significant types of gambling among youth?
- Where is the highest rate of gambling among youth?
- Is youth gambling related to other factors?
- How have youth gambling outcomes and other gambling related factors changed?

UNI-CSBR will complete the *Factors Associated with Youth Substance Use, Suicide, and Gambling: Findings from the Iowa Youth Survey, 2016 and 2018* in May 2020 that answers these questions, identifies trends, and provides recommendations for targeted prevention and intervention services, and any updates or changes to the gambling questions in the 2020 Iowa Youth Survey.

Treatment Effectiveness

IDPH contracts with UNI-CSBR to monitor and analyze problem gambling treatment outcomes. The [Iowa Gambling Treatment Outcomes 2018](#) report found significant improvements for persons who received state-funded treatment. Highlights:

- Patients who received four or more services within 30 days from admission were associated with greater length of service and completion of treatment plans.
- Patients who participated in recovery support services and electronic therapy were associated with greater length of service and completed treatment plans.
- Nine in 10 patients who were discharged received four or more treatment services.
- The average time between intake (first contact) and admission continues to be around seven days, with about 1 in 4 patients being admitted the same day of their first contact.
- Patients who received four or more services were 75% less likely than those who received three or fewer services to meet criteria for Disordered Gambling six months after discharge.
- Among those who entered treatment having gambled during the past 30 days, the mean number of days gambled decreased from 7.7 days at admission, to 2.1 days one month into treatment, to less than one day at discharge.
- At discharge, patients reported significant improvement in several indicators compared to admission.

- 24% reported “dissatisfied with life” compared to 66% at admission.
- 25% reported being “late paying bills” compared to 50% at admission.

Prevention and Education First

Problem gambling education and prevention services inform Iowans about the risks and responsibilities of gambling. This work encompasses the six prevention strategies identified by the Substance Abuse and Mental Health Services Administration, Center for Substance Abuse Prevention: community-based process, environmental, information dissemination, education, alternatives, and problem identification and referral. Examples include:

- Health promotion campaigns to encourage Iowans to evaluate their gambling behavior and seek help if they have a problem. Includes collaborative health promotion activities with the Iowa Lottery and Iowa Gaming Association.
 - Problem Gambling Awareness Month – each March
 - Responsible Gaming Education Week – each August
- Educating employers about the cost of problem gambling to their businesses ([Gambling in the Work Place Tool Kit](#)).
- Partnering with state-regulated casinos to train employees, and educate and inform patrons ([Self Exclusion Tool Kit](#)).
- Partnering with the Iowa Lottery to inform players that help is available for problem gambling.
- School-based prevention efforts for youth ([IGPS prevention page](#)).
- Educating the problem gambling treatment and prevention workforce on regional, statewide, and national trends and best practices to improve service delivery and outcomes.

The effectiveness of IDPH education and prevention efforts can be seen in the following data from the [Gambling Attitudes and Behaviors: A 2018 Survey of Adult Iowans](#).

- Almost 9 in 10 Iowans (88%) are aware of the 1-800-BETS OFF helpline. 54% (compared to 41% in 2015) were aware of the 1800BETSOFF.org (now part of the Your Life Iowa website at [yourlifeiowa.org/gambling](#)).
- 95% of Iowans said it was important to have public funding to educate adults about the risks of gambling.

Funding

IDPH receives an appropriation from the State General Fund for addiction services that includes funding for problem gambling services.

Iowa Problem Gambling Services - Expenditures

Activity	2020 Budget	2019 (Actual)	2018 (Actual)	2017 (Actual)
Treatment Services	718,849	384,947	517,471	537,971
Prevention Services	782,999	697,026	763,615	886,300
Recovery Support Services	25,000	24,556	35,994	60,419
Your Life Iowa Helpline/Website	228,750	245,438	228,344	211,853
Surveillance (BRFSS)/Outcome Monitoring	167,500	163,078	158,400	158,471
Health Promotion	517,273	822,004	372,085	316,159
Training/Professional Development	75,000	32,936	38,978	67,590
Data Reporting System	103,000	85,442	126,058	158,913
IDPH Administration Costs	373,743	305,161	222,338	247,382
TOTAL	2,992,114	2,760,588	2,463,283	2,645,058

Table 3: IGPS Expenditures 2017-2019

SFY 2019 IPGS Expenses

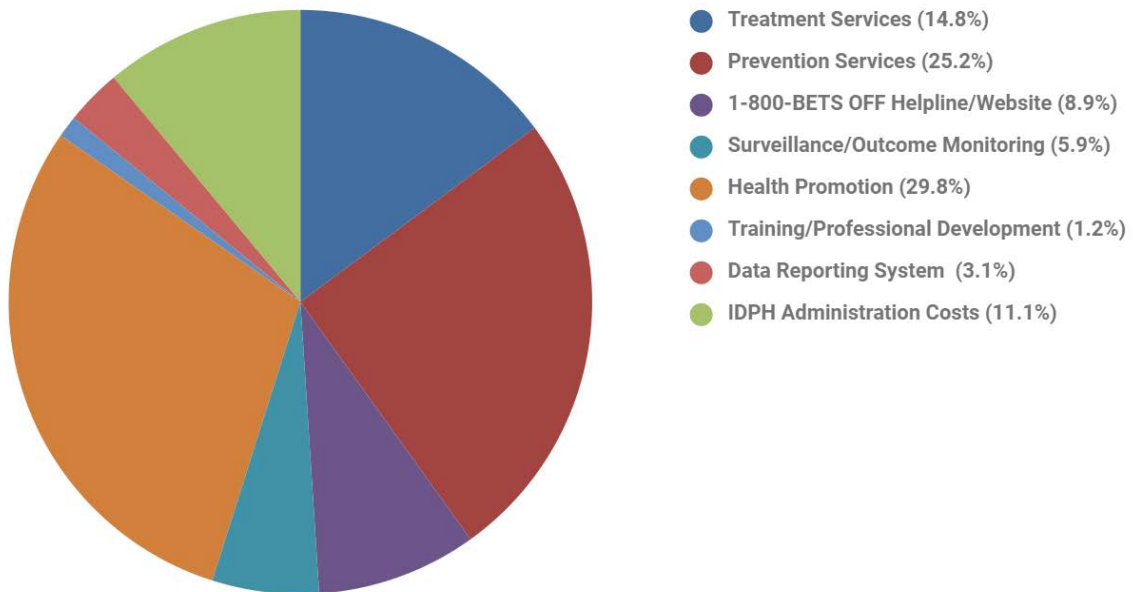


Table 4: SFY 2019 IPGS Expenses

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