

# Iowa Racing & Gaming Commission

TIC Subcommittee Meeting •  
February 5, 2026



# Commission Overview

## Created in 1983

(1983 Iowa Acts, ch. 187, section 5)

## Membership

- 5 Commissioners
- Appointed by Governor
- Confirmed by Senate
- No specific qualifications required

## Restrictions

- No more than 3 Commissioners from same political party
- No financial interest in a licensee
- Avoid conflicts of interest
- No wagering in Iowa

# Commissioners

**Amy Burkhart  
– Chair**

- Independent
- Current Term Ends:  
04/30/2027

**Daryl Olsen –  
Vice Chair**

- Republican
- Current Term Ends:  
04/30/2026

**Alan Ostergren**

- Republican
- Current Term Ends:  
04/30/2026

**Michael Boal**

- Republican
- Current Term Ends:  
04/30/2028

**Vacant**

# Agency Staff

## Administrator

- Appointed by Commission for a 4-year term
- Subject to Senate confirmation
- Administrator may hire “other assistants and employees as necessary”

## Other Staff

- 12 other staff in Des Moines office
- Personnel stationed at every facility in the state
- Stewards hired to serve as racing officials in season
- Contract for state vets and lab

# Areas of Regulatory Oversight

## Originally (1983)

- Racing only
- Horse racing and greyhound racing authorized; handful of tracks around the state
- Live greyhound racing ceased in 2022

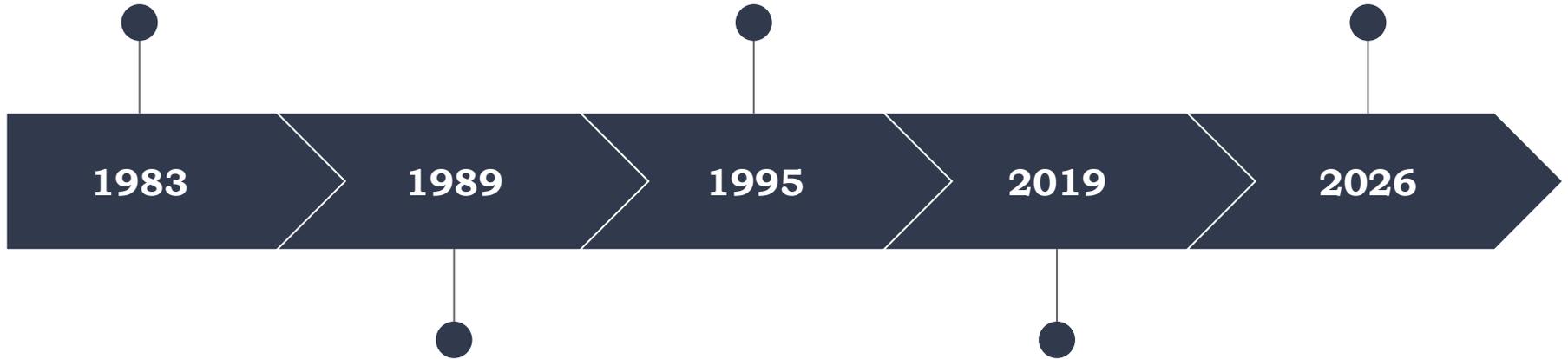
## Additions since 1983

- Riverboat casinos
- Removal of wagering limits
- Standalone casinos (riverboats or “gambling structures”)
- Slot machines and table games at racetracks
- Fantasy sports contests
- Sports betting (retail and online)

Pari-Mutuel Wagering Act passed; Iowa Racing Commission created

Slots and table games authorized at racetracks

Commission oversees 1 racetrack, 19 (soon to be 20) casinos, and numerous online operators



Gaming added to the Commission as riverboat gambling was authorized

Sports betting and fantasy sports contests authorized

# IRGC Does Not Oversee:

## In Person

- Arcades like Chuck E. Cheese or Dave & Busters (99B)
- Amusement devices or amusement concessions at bars or convenience stores (99B)
- Bingo and raffles (99B)
- Tribal Casinos
- Lottery (99G)

## Internet / Mobile

- Unlicensed operators
- Scam or spoof websites impersonating a legitimate licensee
- Crypto casinos
- Online Sweepstakes casinos
- Prediction markets

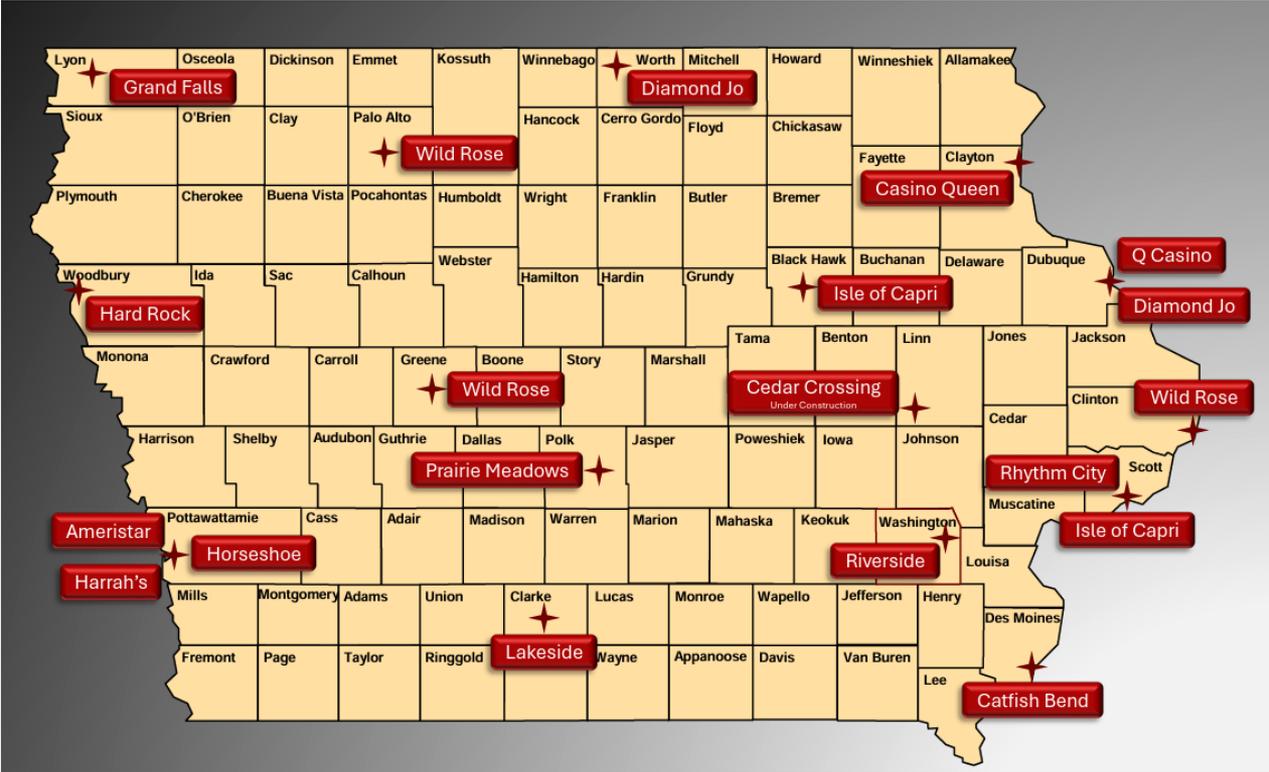
# Notable Events from 2025

- Completed review of new license application for Linn County and granted license to Cedar Rapids Development Group, LLC and Linn County Gaming Association, Inc.
- Successfully defended lawsuit challenging Commission's authority to consider and decision to grant the Linn County license application
- Approved plan for conversion and rebrand in Council Bluffs (from Ameristar excursion boat to Hollywood Casino landside gambling structure)
- Approved acquisition of Casino Queen in Marquette by Bally's and worked with facility on rebranding plan and conversion of riverboat into a landside facility
- Issued \$600,000 in Commission-level fines against licensees and an additional \$126,500 in fines at the Gaming Board level
- Issued over 3,700 occupational licenses
- Tested over 1,200 new slot machine installs and completed full audits of software installed in over 2,900 slot machines
- Collected over 2,000 horse blood/urine/hair samples for drug testing

# WHO IRGC Regulates



# Commercial Casinos



# Online Sports Wagering (February 1, 2026)

## Bet365

- Casino Queen

## Bally Bet

- Grand Falls

## BetMGM

- Diamond Jo Worth

## BetRivers

- Wild Rose Clinton
- Wild Rose Jefferson

## Caesars Sportsbook

- Harrah's
- Horseshoe
- Isle Bettendorf
- Isle Waterloo
- Prairie Meadows

## Circa Sports

- Wild Rose Jefferson

## DraftKings

- Wild Rose Clinton
- Wild Rose Emmetsburg
- Wild Rose Jefferson

## FanDuel

- Diamond Jo Dubuque

## Fanatics Sportsbook

- Catfish Bend Casino

## Sporttrade

- Wild Rose Casino

## theScore

- Ameristar Casino

# Live Racing in Iowa (2026 Season)

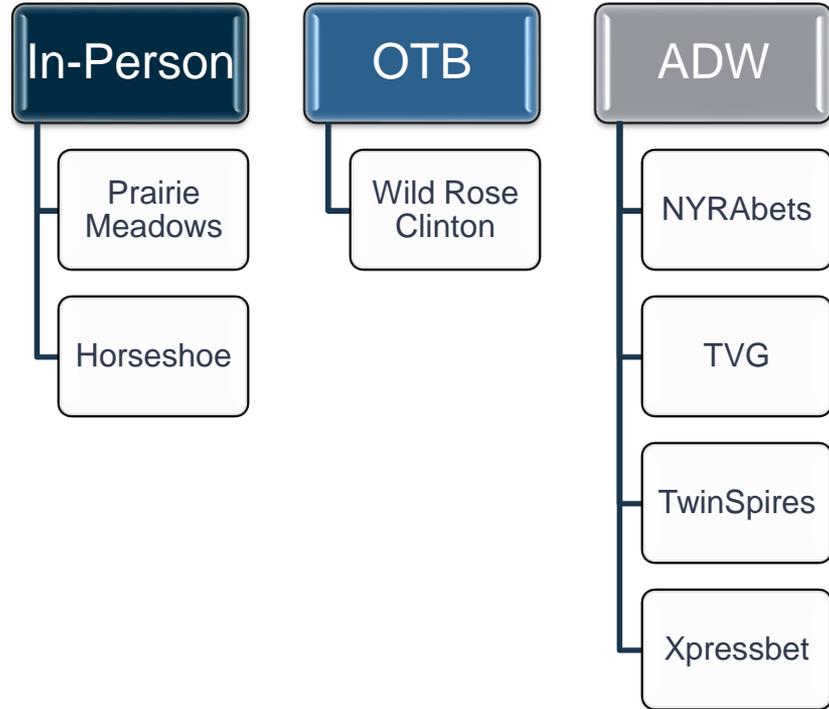
Thoroughbreds	<ul style="list-style-type: none"><li>• Prairie Meadows</li><li>• May 2 – September 26</li></ul>
Quarter Horse	<ul style="list-style-type: none"><li>• Prairie Meadows</li><li>• June 8 – September 26</li></ul>
Standardbred (Harness)	<ul style="list-style-type: none"><li>• Various county fairs (mid spring – early fall)</li><li>• Pari-mutuel wagering no longer offered in Iowa for Standardbred (2011 legislation).</li></ul>

# Simulcast Racing

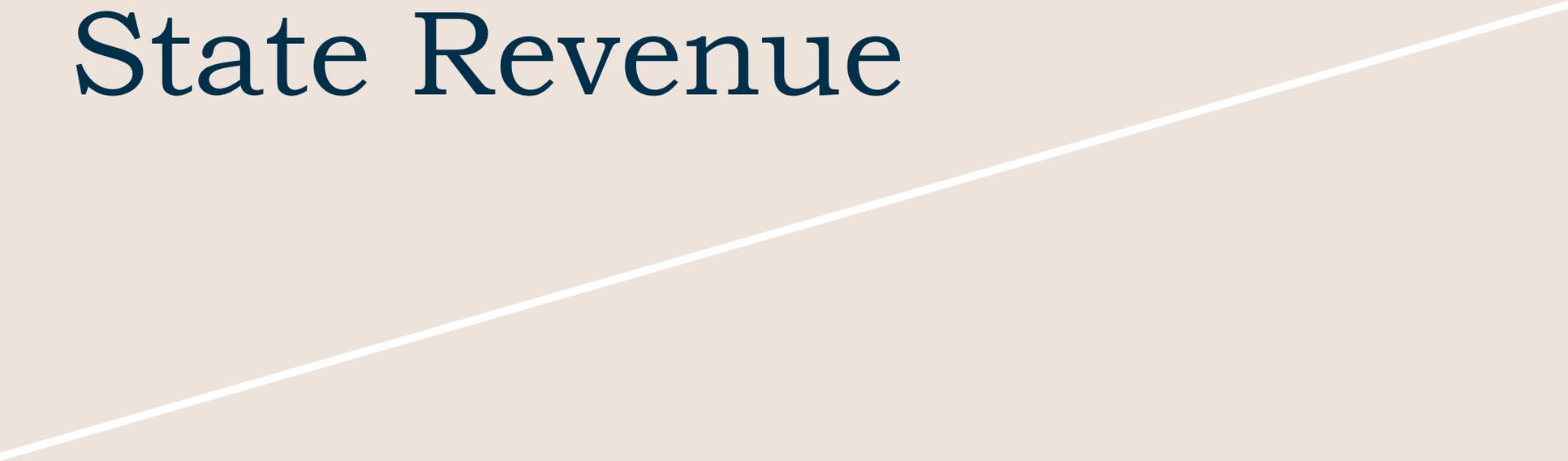
Simulcast Racing allows a person to place a wager for a race that takes place at a different location.

There are three simulcast options in Iowa:

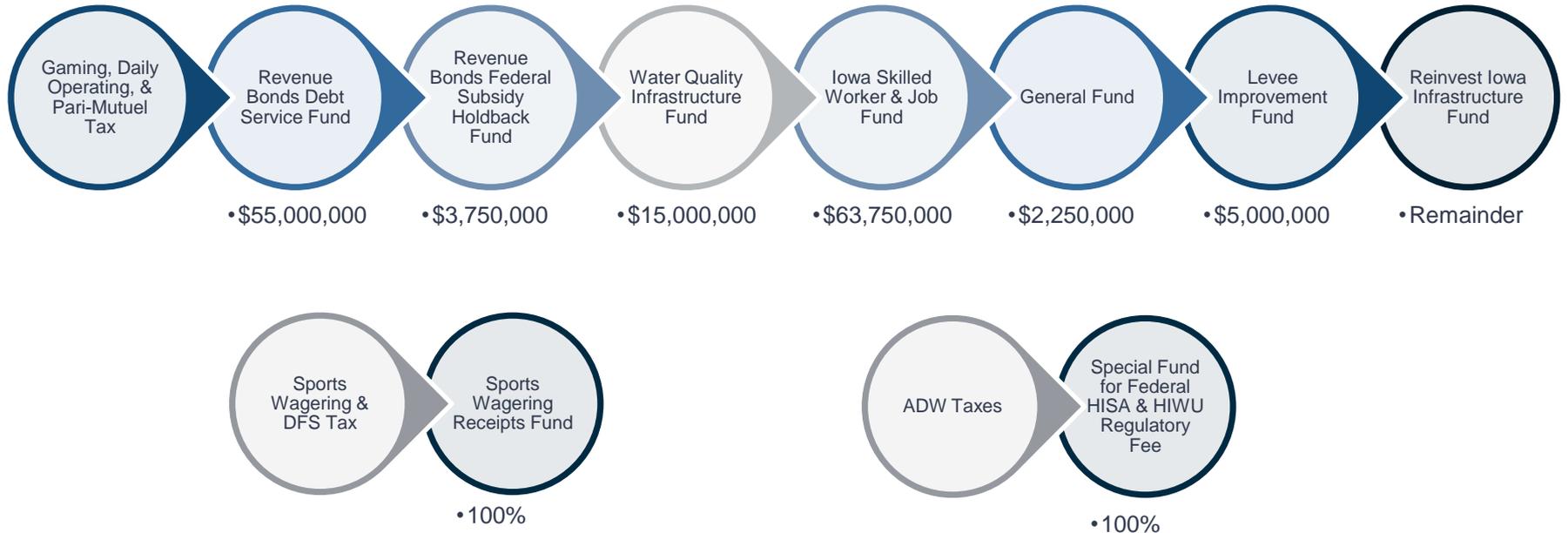
- In-Person: Placing a wager at one of Iowa's licensed racetracks.
- Off-Track Betting (OTB): Placing a wager at one of Iowa's licensed casinos.
- Advance Deposit Wagering (ADW): Placing a wager online



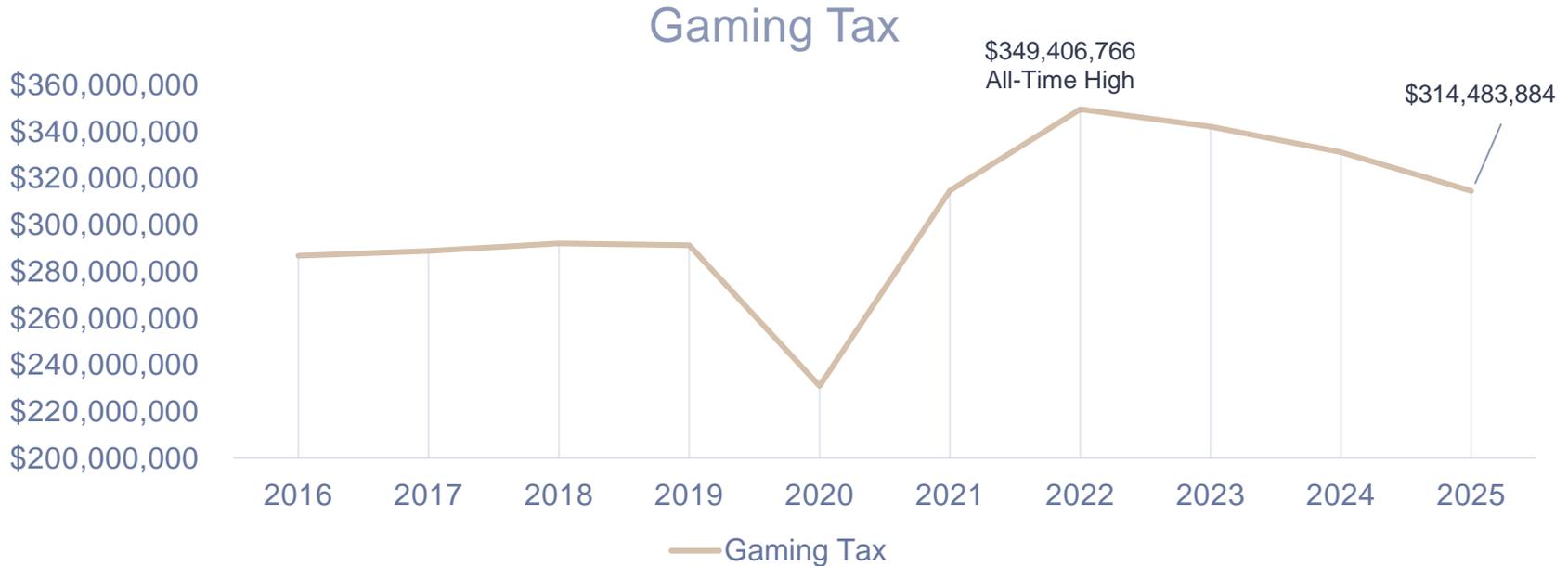
# Industry Impact on State Revenue



# Tax Distribution

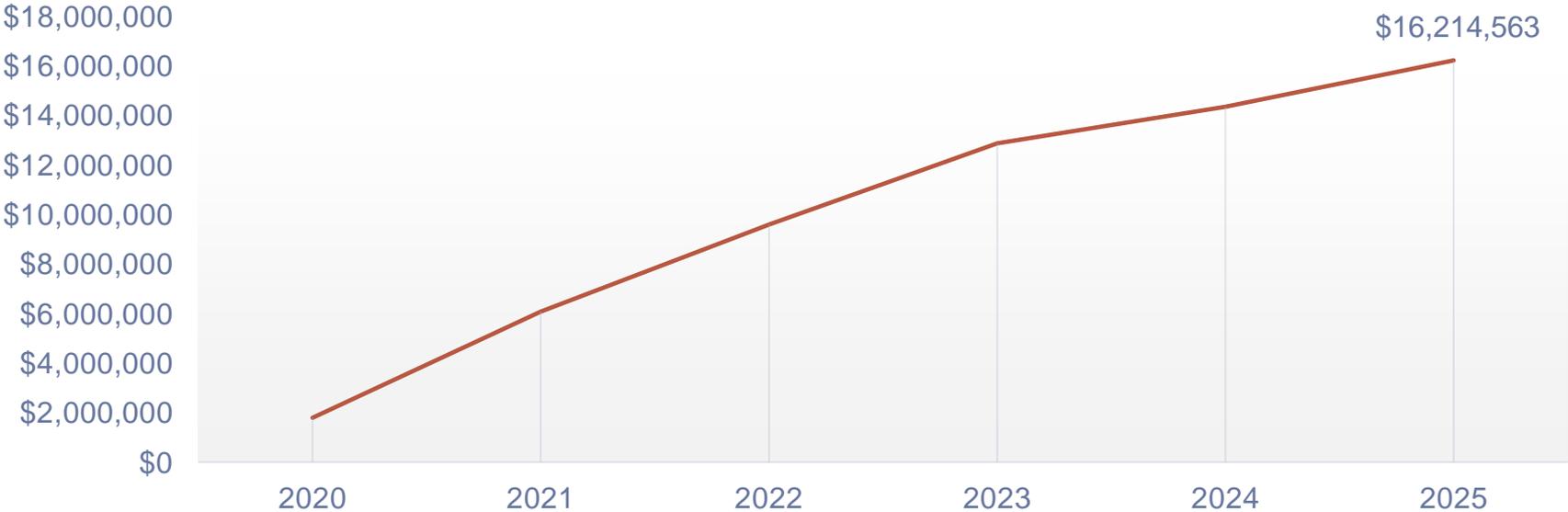


# 10 Year Gaming Tax Comparison - Fiscal Year



# 6 Year Sports Wagering Comparison – Fiscal Year

## Sports Wagering Tax



# Gaming Revenue Going Forward



# Areas of Impact

- Promotional Play Phase Out
- Increased Competition in Surrounding States
- Cedar Rapids Casino
- Illegal/Unregulated/Untaxed Markets
- Economic Influence

Legislation passed to phase out taxing of promotional play and excluded from gross receipts by FY2027.

What it is: Main loyalty offer to players.  
Issued weekly or monthly.

Phase out schedule:

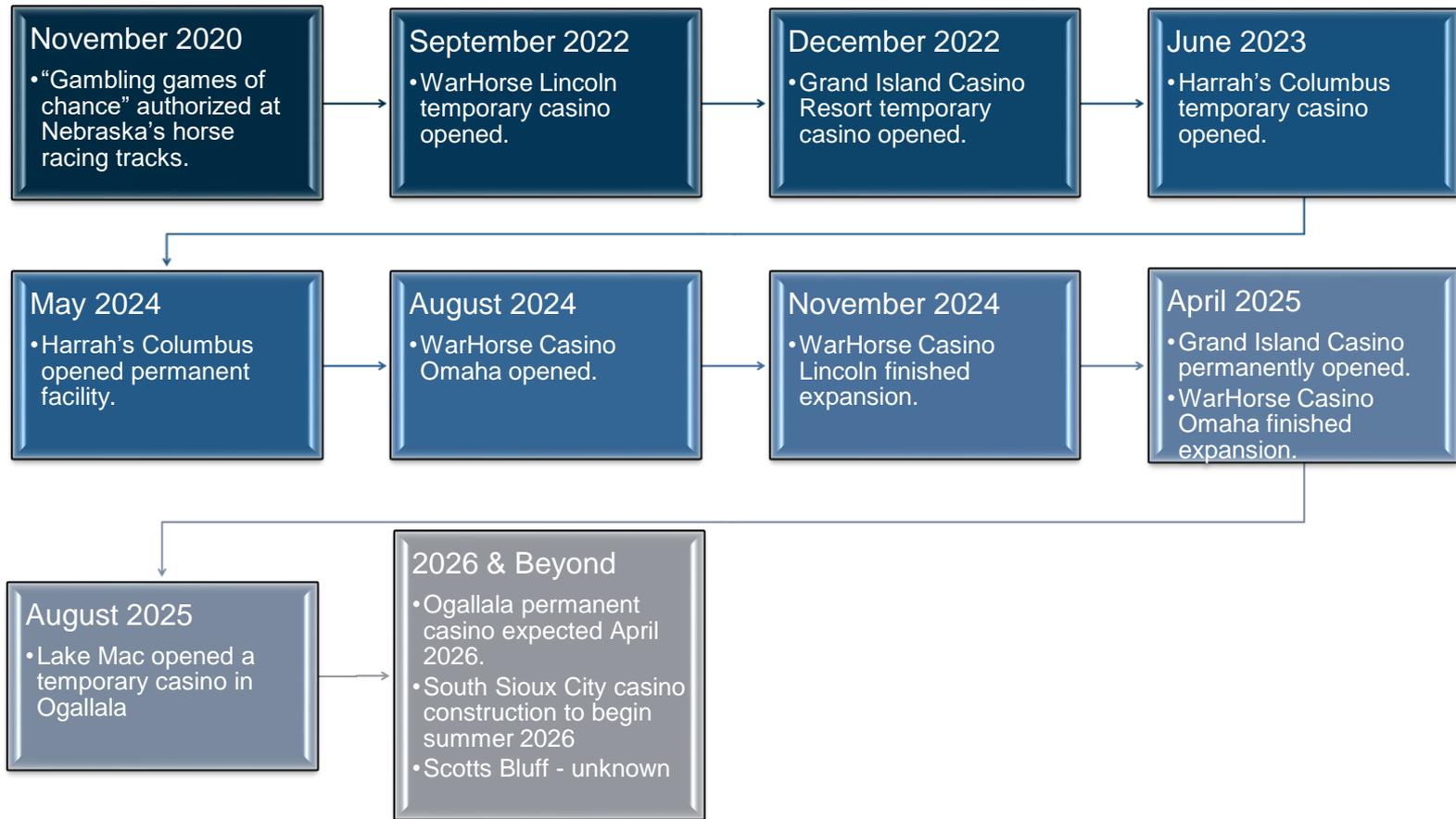
- FY22: 83.33%
- FY23: 66.67%
- FY24: 50.00%
- FY25: 33.33%
- FY26: 16.67%
- FY27: None



# Promotional Play Tax Impact

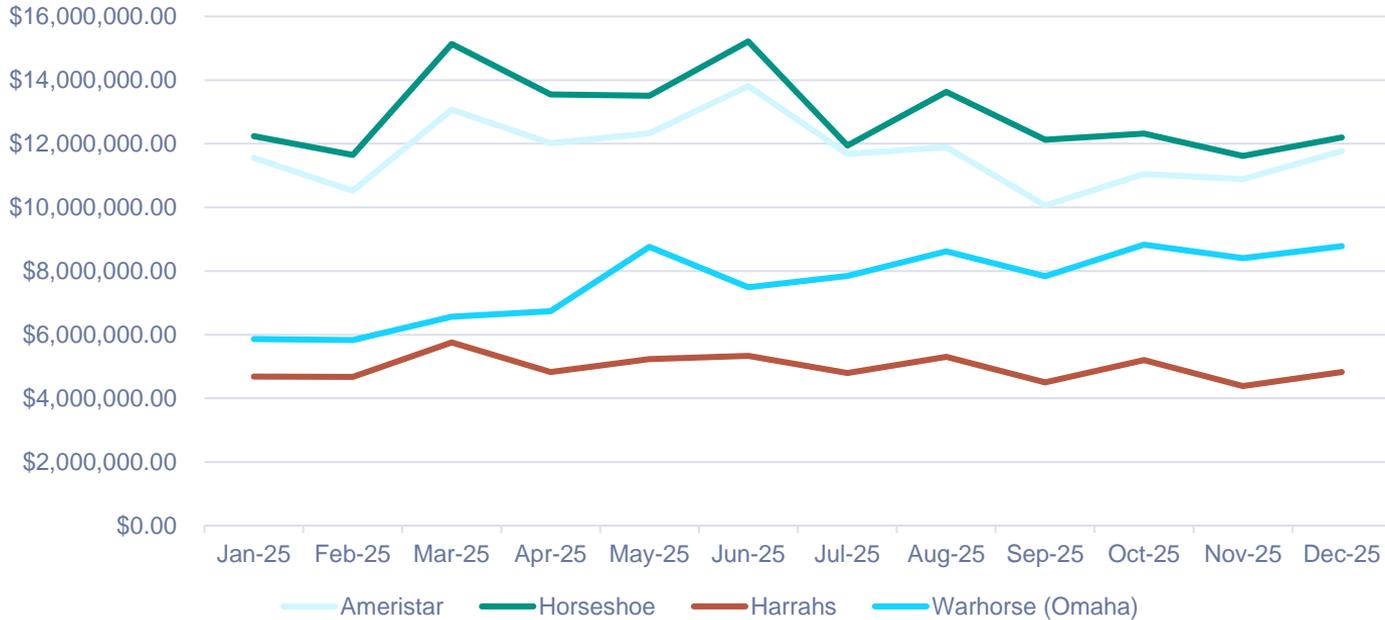
# Starting in FY2027 The Definition of AGR Changes

- Promo play no longer included as a part of definition of AGR
- No longer taxed
- Under new definition, AGR numbers will be lower
- Assuming industry remains flat, expect to see a decrease in taxes



# Nebraska Timeline

## CY2025 Revenue Comparison For Council Bluffs Market



# Council Bluffs/Omaha Market: Close Up

- Four Iowa operators reported a significant number of their patrons come from areas of Nebraska that will now have their own casinos.
- Originally, market studies projected 38% to 45.5% decline in Council Bluffs revenue & the operators projected a decline in revenue of 25%-30%. FY2026 year to date has been a decline of 11.14% (taxes).
- Iowa operators now believe the Council Bluffs market has actually grown.
- Operator in Sioux City indicated a potential decline of about 20% (facility not yet built).
- Type of facilities and amenities make a difference. Ameristar starting construction on landside facility this summer.
- Continued impact expected while Nebraska market develops; but the amount remains to be seen.

## Nebraska Projections for the Future

## Wisconsin

- Ho-Chunk Nation is building a \$705 million casino resort in Beloit Wisconsin, scheduled to open in September 2026

## Illinois

- Hard Rock Casino in Rockford opened in August of 2024
- Bally's temporary casino opened in Chicago in September of 2023; permanent facility expected in 2027.
- New casino in Aurora expected in first half of 2026.

## Without Cedar Rapids

### AGR Baseline

- FY2026: \$1.436 Billion
- FY2027: \$1.448 Billion
- FY2028: \$1.457 Billion

### Gaming Tax

- FY2028: \$321 Million
- FY2029: \$337 Million

## With Cedar Rapids

### Tax Revenue: Net Increase

- \$10 million per year by in additional gaming tax by initial full fiscal year of opening

### Gaming Tax

- FY2028: \$334 Million
- FY2029: \$347 Million

Note: License Fee is \$4 Million per year – initial payment February 2025, final will be in February 2029

# Illegal Unregulated Online Gaming

## Crypto / Sweepstakes Casinos

- American Gaming Association estimates that Americans bet more than **\$673.6 billion** with illegal and unregulated operators.
- Online platforms allow users to play casino-style games
- Can include slots, bingo, table games, or even live casino games
- Use virtual currency or even requires conversion to cryptocurrency
- IRGC receives periodic reports or complaints about these, usually stemming from difficulties withdrawing money after it has been deposited, or difficulty redeeming “winnings”
- Competes with licensed/regulated industry but does not have consumer protections or pay fair share of taxes
- Only permissible forms of online gaming in Iowa are (1) fantasy sports, (2) online sports betting, or (3) advance deposit wagering on horse or dog races

# Prediction Markets

- Online exchanges where people can purchase contracts on the outcome of future events
- Historically has included agricultural commodities; more recently has started to include politics/economy/entertainment/sports
- In some ways these resemble the concept of exchange wagering, which has been legislatively considered before but not yet expressly authorized
- Some exchanges approved by the federal CFTC
- Ongoing litigation in multiple jurisdictions over whether these truly fall under federal regulator or violate state gaming laws
- Exchange companies assert they are not engaged in “betting” because they do not set odds on these transactions and are not “the house”
- Operators may compete with licensed operator but do not pay state taxes. The American Gaming Association estimates that event contract platforms offering sports bets have cost state governments nearly **\$200 million** in lost gaming taxes in 2025.

## NATIONWIDE COMMERCIAL GAMING FINANCIAL PERFORMANCE DATA

**November Revenue Continues Climb:** U.S. commercial gaming revenue grew across all three major verticals reaching \$7.06 billion in November, a 7.4% year-over-year increase.

**2025 is Set to Deliver Record-Breaking Year:** Through the first eleven months of 2025, commercial gaming revenue totaled \$71.49 billion, 8.7% higher than same period last year.

NOVEMBER 2025 GGR PER GAMING VERTICAL, ANNUAL CHANGE				
	Total GGR	Traditional GGR	Sports Betting GGR	iGaming GGR
	<b>\$7.06B</b>	<b>\$4.21B</b>	<b>\$1.92B</b>	<b>\$919.9M</b>
<i>Over Nov 2024</i>	+7.4% ▲	+1.7% ▲	+16.5% ▲	+18.2% ▲
YTD GGR PER GAMING VERTICAL, ANNUAL CHANGE				
	Total GGR	Traditional GGR	Sports Betting GGR	iGaming GGR
	<b>\$71.49B</b>	<b>\$46.62B</b>	<b>\$15.03B</b>	<b>\$9.70B</b>
<i>Over Jan.-Nov. 2024</i>	+8.7% ▲	+2.8% ▲	+17.4% ▲	+28.3% ▲

SOURCE: AMERICAN GAMING ASSOCIATION

# Questions or Comments?

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