

DATE: April 1, 2026

FINAL REPORT

TO:           The Honorable J.B. Pritzker, Governor.  
                  The Honorable Don Harmon, Senate President.  
                  The Honorable John F. Curran, Senate Minority Leader.  
                  The Honorable Emanuel “Chris” Welch, Speaker of the House.  
                  The Honorable Tony McCombie, House Minority Leader

FROM:        Illinois Lottery Special Instant Scratch-Off Task Force

SUBJECT:     2025 Special Instant Scratch-Off Task Force Final Report

CC:           Illinois General Assembly – Special Reports ([reports@ilga.gov](mailto:reports@ilga.gov))

---

The Illinois Lottery Special Instant Scratch-Off Task Force respectfully submits the final 2025 Illinois Lottery Special Scratch-Off Task Force report to fulfill the requirements set forth in Public Act 103-0381.

If you have any questions or comments, please contact Mason McDaniel, 217-720-8188.

April 1, 2026

Dear Honorable Governor JB Pritzker and Honorable Members of the General Assembly:

In July 2023, the General Assembly passed SB1508 ([PA 103-0381](#)), which consolidated the Department of the Lottery Specialty Ticket Program with the issuance of a single joint scratch-off ticket to fund the program dividing proceeds equally between each cause, limited the program size to 10 causes and added two new causes to the portfolio, the United Negro College Fund and the DREAM Fund. The goal of the legislation was not only to improve the administrative operations of the program, but most importantly, maximize revenue for the State and the program while ensuring consistent and level funding for each cause.

**PA 103-0381** also stipulated the creation of a Task Force to study the new joint ticket and make recommendations to the Governor's office and the General Assembly. This Task Force consisted of eleven members: the Illinois Lottery Director, two representatives appointed by the Governor, four representatives of the Senate, and four representatives of the House. The Task Force was tasked with focusing on:

1. Maximizing revenue for the State and special causes.
2. Whether to expand the program to additional causes.
3. Establishing criteria for special causes.
4. The impact the Joint Ticket has on revenue; and
5. Other issues related to the Joint Ticket.

The Task Force issued a preliminary report to the Governor and General Assembly on January 1, 2025, that summarized its initial findings and identified the need to continue its analysis throughout 2025 to issue this final report of recommendations which include:

1. Continue the use of the single joint scratch-off ticket to fund the program by removing the sunset date of the Joint Ticket, January 1, 2027, and maintain the program cap of 10 causes.
2. Remove the sunset date for the program's support of H.I.V. ("Quality of Life"), December 31, 2025 and breast cancer research ("Carolyn Adams Ticket for the Cure"), December 31, 2026 to ensure ongoing support of these causes.

**HB.1437** was passed in the 2025 veto session which codified these recommendations in Lottery law.

The Task Force work has concluded but will remain seated until its sunset on January 1, 2027, should any issues arise related to the Joint Ticket. Included below is the full final report of the Task Force,

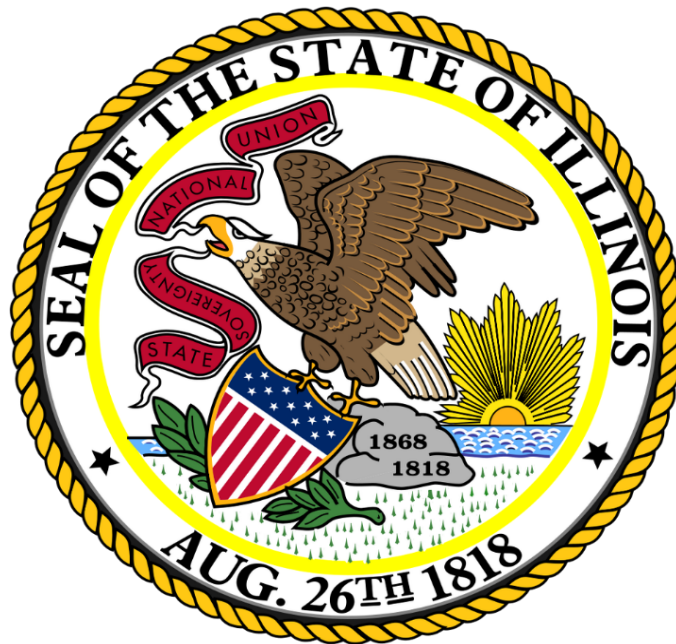
Sincerely,

Illinois Lottery Special Instant Scratch-off Task

Force, Co-Chair, Senator Mattie Hunter  
Co-Chair, Representative Eva-Dina Delgado

# STATE OF ILLINOIS

## ILLINOIS LOTTERY SPECIAL INSTANT SCRATCH-OFF TASK FORCE



## FINAL REPORT

AS REQUIRED BY PA 103-0381  
APRIL 2026

# TABLE OF CONTENTS

---

<b>Executive Summary</b> .....	<b>5</b>
<b>1. Overview</b> .....	<b>7</b>
<b>2. Background of the Program</b> .....	<b>7</b>
Program Beginnings .....	7
Ticket Performance and Proceeds .....	8
Game Portfolio Impact.....	8
Legislative Challenges.....	9
Program Changes.....	10
Marketing Efforts   Advertising.....	11
<b>3. Task Force Recommendations</b> .....	<b>14</b>
<i>Objective 1: Maximize Revenue for the State and Special Causes</i> .....	14
<i>Objective 2: Expand the Program to Additional Causes</i> .....	17
<i>Objective 3: Establish Criteria for Special Causes</i> .....	18
<i>Objective 4: Joint Ticket Impact on Revenue</i> .....	19
<i>Objective 5: Other Issues Related to the Joint Ticket</i> .....	20
<b>4. Conclusion</b> .....	<b>21</b>
<b>5. Appendix A: Taskforce Membership and Support</b> .....	<b>22</b>
<i>Illinois Special Scratch-off Ticket Task Force Membership</i> .....	22
<i>Illinois Department of the Lottery and Allwyn North America / Technical Support Staff</i> ....	22
<b>6. Appendix B: Yearly Sales and Proceeds</b> .....	<b>23</b>
<i>Total Program</i> .....	23
<i>Veterans</i> .....	24
<i>Ticket for the Cure (Breast Cancer)</i> .....	25
<i>Quality of Life (HIV/AIDS)</i> .....	26
<i>Multiple Sclerosis</i> .....	27
<i>Special Olympics</i> .....	28
<i>State Police Memorials</i> .....	28
<i>Homelessness Prevention</i> .....	29
<i>Alzheimer's Awareness</i> .....	29
<i>STEAM Education</i> .....	30
<i>United Negro College Fund (UNCF)</i> .....	30
<i>Illinois DREAM Fund</i> .....	30

# EXECUTIVE SUMMARY

---

Since 2006, the Illinois Department of the Lottery (“Department”) has administered a specialty scratch-off ticket program that supports legislatively designated specialty causes. Each cause was initially assigned a specific ticket, and the Department sold the ticket on behalf of the cause. Starting with two causes in 2006, the program has expanded to 10 causes in 2023 due to its popularity with new causes attempting to enter the program every year through the passage of legislation. This growth and popularity have created challenges for the Legislature, the Department and the causes in the program which include the inconsistent funding of causes, legislative procedural difficulties, program administration complexity, and the reduced optimization of the Lottery’s game portfolio.

As more causes attempt to navigate the legislative process to get into the program each year, legislators must decide whether a cause should be allowed into the program. The more specialty games the Department is required to sell to meet the requirements of the program, the more they impede the Department’s ability to fully maximize the sales potential of its game portfolio. And, because every specialty game is priced and structured similarly but introduced at different times of the year, every cause receives different levels of funding.

In July 2023, the General Assembly passed SB1508 ([PA 103-0381](#)), which consolidated the Department’s specialty ticket program for a period of 3 years with the issuance of a single joint scratch-off ticket that would fund the entire program and divide proceeds equally between each cause. It also added two new causes to the program, the UNCF (United Negro College Fund) and the DREAM (Development, Relief and Education for Alien Minors) Fund, bringing the total number to 10 while limiting the program’s size to 10.

[PA 103-0381](#) also stipulated the creation of the Illinois Lottery Special Instant Scratch-Off Task Force (“Task Force”) consisting of a bi-partisan group of legislators, the Governor’s office and the Department for the purpose of studying and assessing the use the new joint scratch-off ticket to make recommendations to the Governor’s office and the General Assembly on the future of program in accordance with (20 ILCS 1605/21.17). The goal of the legislation was to improve the administration of the program while ensuring consistent and equitable funding for each cause by focusing on:

1. Maximizing revenue for the State and special causes.
2. Whether to expand the program to additional causes.
3. Establishing criteria for special causes.
4. Determining the impact the Joint Ticket has on revenue.
5. Other issues related to the Joint Ticket.

After a year of deliberation, the Task Force has issued the following recommendations:

1. Continue the use of a single joint specialty ticket to fund the program by removing its 3 year sunset provision from PA 103-0381.
2. Continue to limit the size of the program to 10 causes, eliminating the possibility of future expansion.
3. Remove the sunset provisions for two causes in the program that were due to expire within the next 12 months, the Carolyn Adams Ticket for the Cure, benefiting breast cancer research, supportive services, and education; and the Quality-of-Life ticket, benefiting HIV/AIDS prevention education, and treatment.

The recommendations were enacted during the 2025 Veto Session of the Illinois Legislature through HB1437 SA4. The following report details the work and the findings of the Task Force.

# 1. OVERVIEW

---

PA 103-0381 called for the creation of the Illinois Lottery Special Instant Scratch-Off Task Force (“Task Force”). The Task Force consists of eleven members: the Illinois Lottery Director, two representatives appointed by the Governor, two representatives appointed by the President of the Senate, two representatives appointed by the Senate minority leader, two representatives appointed by the Speaker of the House and two representatives appointed by the House minority leader. The Task Force was created to study and assess the use of the new joint scratch-off ticket to make recommendations to the Governor’s office and the General Assembly regarding the future of program in accordance with (20 ILCS 1605/21.17).

The Task Force submitted a preliminary report to the Governor’s office and the General Assembly on January 1, 2025, that summarized its initial findings in accordance with PA 103-0381. As a result of the preliminary report, the Task Force decided that a final report with recommendations for the program would be submitted after the conclusion of FY25 once a more complete assessment and discussion of the program could be completed utilizing a full year of joint ticket sales and operational data.

# 2. BACKGROUND OF THE PROGRAM

---

## Program Beginnings

The two inaugural specialty instant tickets were issued for veterans’ support and breast cancer research and support in 2006. They were created by law, and each cause was assigned their own designated scratch ticket receiving 100% of the tickets’ proceeds after expenses were deducted. They were marketed individually and sold in retail stores by the Department throughout the year. From 2006 to 2023, the program grew to eight causes through legislation being passed, each also being assigned an individual scratch-off ticket. The additional six causes were Multiple Sclerosis, HIV-AIDS, Special Olympics, Alzheimer’s, Homelessness Prevention, and Police Memorials. In 2023, the

program was expanded to 10 causes when the United Negro College Fund and the DREAM Fund were added and remains at 10 today. The last two causes were added as a result of the passing of [PA 103-0381](#). They did not receive their own ticket, instead, they were funded by the new joint specialty ticket created by [PA 103-0381](#).

## **Ticket Performance and Proceeds**

Historically, the proceeds that each specialty ticket generated varied from year-to-year and ranged from as little as \$345,000 to as much as \$2.6 million per year. The variance in proceeds was caused by the marketability and performance of each game, the time of the year the game was launched and competition from other similar price point games in market even though the Department made a conscious effort to try to ensure the uniformity and consistency of the design, game play and cost of each ticket to give each ticket the same opportunity to perform.

Early in the program, tickets were branded in accordance with the cause mission and purpose. This drew attention to the ticket and drove strong sales and engagement. But as the program matured, branded tickets started to lose some of their mass appeal and retailers began to voice player concerns about a perceived lack of winnability because they were specialty tickets. This made competing with regular lottery tickets more challenging. Later in the program the Department shifted to non-branded specialty tickets to increase the ticket's mass appeal. This change proved to be successful as non-branded specialty tickets performed better than branded specialty tickets with an average sales increase of more than 40%. Over the life of the program more than \$110 million in total proceeds have been generated for specialty causes.

## **Game Portfolio Impact**

Per 20 ILCS 1605/21, support for any individual specialty cause should not unreasonably diminish the Department's efforts to market any other instant scratch-off lottery game. But when considering all of the specialty tickets introduced each year together, the Department's ability to introduce and market other potentially better performing games at those price points was directly impacted. It also created a very

crowded space in retail for \$2 and \$3 scratch tickets, the typical price of specialty tickets, with a new specialty ticket being introduced almost every month along with normal \$2 and \$3 scratch tickets. The eight specialty tickets in the program prior to 2023 represented 53% of the total number of tickets introduced in the \$2 and \$3 categories annually. These tickets were introduced regardless of what other \$2 and \$3 games were in market or how well they sold. They were designed with smaller ticket quantities to accommodate the limited time they would be in market, typically for a year. They could only receive a limited amount of marketing and retail support before the next ticket was introduced.

Normal scratch tickets in the \$2 and \$3 categories are typically designed differently, have larger ticket volumes and stay in market longer, dramatically increasing their ability to perform. Although the program was successful in generating revenue for each cause, the number of games used to do so made the Department's efforts to maximize the revenue potential of those price points difficult. In a very crowded retail space, with well over 80 lottery games for sale in every store, having eight specialty tickets meant that almost every month there was a different specialty ticket to market. This made it difficult for the retailers to track and appropriately merchandise and support new specialty tickets.

## **Legislative Challenges**

The popularity of the program grew as more causes became aware of this potentially new stable and consistent revenue source that could benefit their organizations.

Participation in the program required a law to be passed to amend the lottery law to allow it. Causes would sometimes spend years garnering legislative support for a bill to get passed into law that would add the cause to the program. On average, 1 to 3 bills are introduced each year requesting participation in the program creating a quandary for legislators who had the unenviable task of deciding which cause(s) would be successful if any. The program, albeit successful, doesn't have specific eligibility and qualification requirements to participate in the program. This further complicates the legislator's ability to decide who can join while also considering the needs of the Department.

There is no shortage of good causes that need revenue, but the program cannot accommodate them all. The program's size had started to impact the Department's ability to market and support other games. Ways to resolve these issues and improve the program were needed.

## **Program Changes**

The challenges the program had developed over the years made it necessary for the Department to seek out making changes. The Department advocated for the passage of SB1508 in 2023, which enabled the use of a single joint scratch-off ticket to fund the program, versus the 8 individual tickets that had been used in the past. The bill as presented:

1. Limited the total number of causes that could be in the program at one time to 10, which would help control the demand for participation in the program.
2. Introduced two new causes to the program: the Illinois DREAM Fund and the United Negro College Fund.
3. Ensured that each cause would get a near equal share of the proceeds, which would be more equitable for each cause.
4. Set forth a sunset requirement for any new cause added to the program, to ensure causes wouldn't have access to perpetual funding and that a path for new causes to be added in the future could be created.
5. Set forth the creation of the Illinois Lottery Specialty Instant Scratch-off Task Force to study the efficacy of the program.

This bill was signed into law in the summer of 2023, took effect on July 28, 2023, and directed that the new joint ticket be used until January 1, 2027.

Consolidating the program by using one joint ticket meant a slightly more expensive ticket than the \$2 and \$3 tickets primarily used in the past, would be necessary to generate enough proceeds to fund all the program causes equitably, at levels similar to their historic averages. A more expensive ticket would mean larger and more plentiful prizes, which are more appealing to players. Having one ticket meant, the Department

would be able to consolidate its marketing and administrative efforts while creating more program awareness year-round to help sell the joint ticket. In addition, the newly consolidated program would create more funding level certainty and consistency to aid in planning and budgeting for the causes and the Department.

With the effective date of January 1, 2024, the Department issued the first joint ticket, the \$5 ‘\$200,000 BINGO TRIPLER’, that would fund the specialty ticket program. This ticket was an existing core game of the Department that had been sold for years and was chosen because of its consistent performance year-over-year and its ability to deliver a similar level of proceeds that the program had generated in the past. After the effective date, the causes in the program were rolled onto the joint ticket at different times throughout the year as denoted in Table 1.

Cause	Fund	Start Date	Fiscal Year	Fiscal Year Quarter	Joint Ticket # of Causes
Special Olympics	0073	1/1/2024	FY24	3rd	4
Multiple Sclerosis	0429	1/1/2024	FY24	3rd	4
UNCF	0486	1/1/2024	FY24	3rd	4
DREAM	0487	1/1/2024	FY24	3rd	4
State Police	0335	4/1/2024	FY24	4th	7
Quality of Life	0437	4/1/2024	FY24	4th	7
Homelessness Prevention	0889	4/1/2024	FY24	4th	7
Alzheimer's Awareness	0020	7/1/2024	FY25	1st	10
Ticket for the Cure	0208	7/1/2024	FY25	1st	10
Veterans	0236	7/1/2024	FY25	1st	10

*Table 1: Specialty Cause Summary with start dates on the joint ticket.*

Any cause whose individual ticket was in market prior to January 1, 2024, the effective date of the new joint ticket, was added to the new ticket in the following fiscal year (FY25) starting on July 1, 2024. The rest of the causes were rolled onto the new ticket at or near their historical ticket launch date until all the causes were included under one joint specialty ticket.

## Marketing Efforts | Advertising

The consolidation of the program presented a unique opportunity for the Department to change its approach for marketing the program and the joint ticket. The Department’s approach shifted to supporting the joint ticket in market with an “always-on” strategy,

utilizing a variety of marketing channels to sustain year-round awareness and engagement for each cause. Some examples of the marketing tactics used are described and pictured below:

- **Toolkits for Each Cause:** Each cause receives with a toolkit containing customized language and visuals, empowering them to promote on their own channels effectively.
- **Website Awareness:** The Department’s website highlights each cause individually, providing detailed information about the cause and emphasizing their unique missions. It also provides information about funding for each cause from the specialty ticket program.
- **Media Partnerships:** The Department collaborates with WGN’s “Your Hometown”, which features each cause and the joint ticket in monthly episodes, and The Chicago Reader, where we spotlight grantees, legislators, and others in dedicated articles.
- **Advertising:** Every month, paid digital, print, and radio ads are run to highlight these causes. Additionally, digital screens in retail locations highlight cause-focused content on rotation daily.
- **Event Engagement:** Key events are leveraged throughout the year to raise awareness and connect with the community in person.

This continuous, multi-channel strategy ensures broad and right-sized exposure and ongoing support for each cause within the program.

Large marketing efforts for the joint specialty ticket will be assessed carefully from a cost-benefit perspective because any dedicated advertisement production and media purchasing that would go toward a large advertising campaign would, by statute, be paid for by the funds generated by the ticket and would directly reduce the amount returned to the specialty causes.



### 3. TASK FORCE RECOMMENDATIONS

---

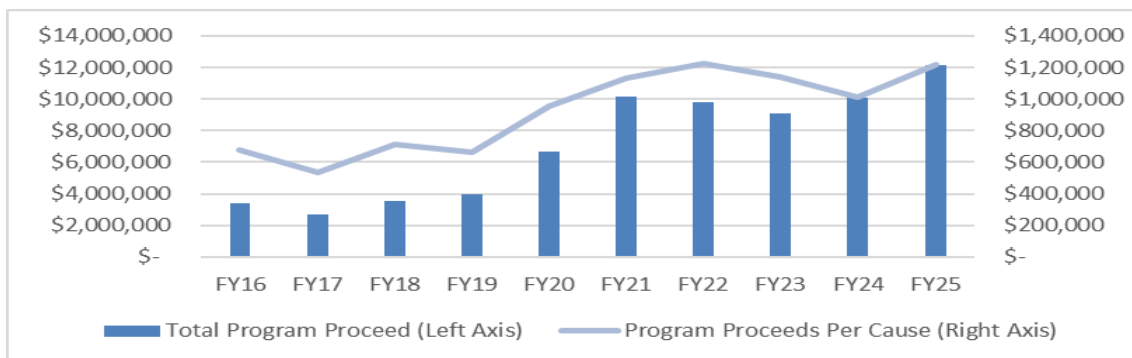
The goal of the Task Force is to explore the objectives identified in (20 ILCS 1605/21.17) and offer recommended solutions to meet the objective. Below are the findings of the Task Force.

#### ***Objective 1: Maximize Revenue for the State and Special Causes***

As of the writing of this report, the new joint ticket has been in market for approximately 2 years, with all 10 causes being fully funded by the ticket starting at the beginning of FY25. The joint ticket was introduced during the second half of FY24, and the causes gradually transitioned onto it.

The results during the first full year of the consolidated program were promising. Proceeds generated by the joint specialty ticket were \$12.2 million, which exceeded any previous year's aggregate performance of individual tickets since the inception of the program in FY06. Furthermore, the average proceeds per cause was \$1.216 million in FY25, which only slightly trailed the record result in FY22 of \$1.228 million, making it the second highest yearly average proceeds per cause in program history. The program only had 8 causes in FY22, versus 10 causes in FY25, which indicates how significant the increase in total proceeds was in FY25.

The results of the program over the past 10 years can be seen in Figure 3 below. The performance of the new ticket helped minimize the financial impact of the addition of two new causes in FY24, keeping most of the older 8 causes at or above their yearly proceeds average.



**Figure 3:** Yearly specialty ticket program proceeds and average proceeds per cause. Overall, in FY25 the program generated the most total proceeds and second highest average proceeds per cause in the history of the program.

Comparing the average proceeds per cause in FY25 to the 5-year averages found in Table 2 shows that only 3 of the 10 causes received less than their 5-year average proceeds return from the program, while 7 out of the 10 causes experienced higher than average returns. This result was expected given how varied proceeds were between causes in the past. The joint ticket ensures each cause would receive roughly the same amount of proceeds each year, something that has never occurred previously in the program. Prior to the use of the joint specialty ticket, the variability of performance between causes was multifaceted. Some of the reasons for the variability included how the tickets were branded and marketed as well as the time of year each ticket was issued (seasonality).

It also should be noted that overall scratch-off ticket sales across the country have regressed in FY24 and FY25 after historical highs during FY21 through FY23 that were driven in part by the macroeconomic effects that followed the pandemic. Those historic highs led to elevated performance for individual cause tickets during that time would not have been expected to continue. Signs of sales softening going into FY23 are evident in Figure 3. The new joint ticket introduced in FY24 has performed very well despite the regression the lottery industry is seeing with instant ticket sales.

For a more detailed yearly account of sales and proceeds by cause please refer to [Appendix B: Yearly Sales and Proceeds by Cause](#).

<b>Cause</b>	<b>Effective Date</b>	<b>End Date</b>	<b>Average 5-Year Proceeds*</b>	<b>Individual Ticket Launch</b>
Veterans	1/1/2006	N/A	\$ 1,344,072	November
Ticket for the Cure	1/1/2006	12/31/2026**	\$ 829,363	October
Quality of Life	7/1/2007	12/31/2025**	\$ 1,115,542	June
Multiple Sclerosis	7/1/2008	N/A	\$ 1,251,503	March
Special Olympics	7/1/2014	N/A	\$ 1,129,540	February
State Police	1/1/2019	N/A	\$ 1,155,360	May
Homelessness Prevention	7/1/2019	N/A	\$ 1,300,128	June
Alzheimer's Awareness	1/1/2020	N/A	\$ 1,140,857	September
UNCF	1/1/2024	N/A	\$ 966,819	Joint Ticket
DREAM	1/1/2024	N/A	\$ 969,069	Joint Ticket

**Table 2: Specialty Cause Average Annual Proceeds.** \*Average proceeds FY21 thru FY25 for all causes except UNCF and DREAM. UNCF and DREAM are 2 years of proceeds. \*\*Sunset dates for Ticket for the Cure and Quality of Life recently removed by HB1437 SA4.

During FY25, the Department launched the second edition of the joint specialty ticket, the \$5 - "7X Bingo Multiplier", updating the first joint specialty ticket, the \$5 - \$200,000 Bingo Tripler<sup>1</sup>. Weekly sales of the 7X Bingo Multiplier were 30% higher than the prior year's weekly sales performance of the Bingo Tripler. The Department will continue to monitor the performance of the new joint ticket for the remainder of FY26.

Another goal of the consolidation of the specialty ticket program was to maximize revenue to the Department's primary beneficiary, the Common School Fund. The Department reported that along with the good performance of the joint specialty ticket, the instant ticket portfolio in the \$2 and \$3 price points benefited from eliminating the eight disparate tickets that were used to fund the program previously by streamlining its portfolio of instant games and allowing for better performing offerings and increased operational efficiency for retailers across the estate.

Comparing the performance of specialty tickets to regular tickets at similar price points shows that regular tickets in calendar year 2024, when the transition to the new joint ticket began, had ~69% better sales at the \$2 price point and ~108% better sales at the \$3 price point<sup>2</sup>. One can surmise that some players may have migrated to regular tickets once individual specialty tickets were no longer available and the Department was able to decrease the total number of tickets in market at the \$2 and \$3 price points. This made it easier for players to see what was on offer in retail and for the Department to introduce better performing games, leading to a net positive sales impact.

The Department was successful in meeting the objective of maximizing revenue for the Common School Fund while maximizing revenue for the specialty causes with the launch of the joint specialty ticket.

---

<sup>1</sup> Comparing average weekly sales from launch until June of the respective years. For \$200,000 Bingo Tripler January of 2024 to June of 2024. For 7X Bingo Multiplier average weekly sales form November of 2024 to June of 2025.

<sup>2</sup> Comparing average weekly performance for the first 13 weeks that tickets are in market.

### **Recommendation 1:**

1. Extend the Joint Specialty ticket program by removing the sunset provision from the program in legislation.

This was achieved during the 2025 Veto Session of the Illinois Legislature through HB1437 SA4.

### ***Objective 2: Expand the Program to Additional Causes***

The Task Force carefully considered whether to expand the specialty ticket program beyond its current limit of ten causes and how that could be facilitated. As a result, it believes that any future expansion ideas should not compromise funding for current causes or the Lottery's ability to support its broader mission to supplement K-12 education funding.

The Task Force explored alternative methods for adding new causes, such as establishing a grant program administered by the Illinois Department of Public Health ("IDPH") or the Illinois Department of Human Services ("IDHS"), instead of the legislative process currently being used. However, this approach was found to be impractical due to the administrative overhead required for a relatively small grant opportunity and the need to define the selection criteria and strict guidelines the grant program would operate under upfront, thus prescribing and limiting the pool of applicants. Since its inception, the program didn't restrict who could request participation via legislation. The Task Force agreed that program impartiality was important.

While there is ongoing interest from organizations seeking to join each year, the Task Force concluded that maintaining the program's current size at 10 is essential for preserving stable and level funding for existing participants while helping to ensure the Lottery's ability to support its broader mission to help fund K-12 education is unfettered. It was also noted that the program was made up of 10 very diverse causes and that diversity was important in maintaining its current size.

Currently, eight of the ten causes have no sunset dates and are expected to remain in the program unless legislation changes. Two causes, the Carolyn Adams Ticket for the Cure (breast cancer research) and the Quality-of-Life program (HIV/AIDS prevention), were scheduled to sunset on 12/31/2026 and 12/31/2025 respectively. Barring any legislative changes, these sunsets would either open spots for new causes to join the program or reduce the number of participants in the program, thus increasing proceeds for those remaining causes who share in the equal distribution of proceeds. Considering these factors, the Task Force recommends removing these sunset dates to ensure continued support for these important initiatives and to maintain the program size at ten causes.

Program funding was also a concern while considering expansion. The single joint ticket selected for the program generates enough proceeds to fund each cause equitably within historical norms. Expanding the program would require an additional ticket(s) to be added to the program or would require each cause to receive less funding because program proceeds are divided evenly between the causes. Increase the number of causes, reduce the amount of proceeds shared, or go back to a multi-ticket funding model. This would negate the intent of PA 103-0381.

The desire to expand the program, while well intended, was determined to be infeasible given the goals of the Task Force. Although the legislature reserves the right to enact any law it deems necessary for the people of Illinois, including directing the Department to support additional causes, it is the hope of the Task Force that its recommendation to maintain the specialty ticket program in its current form and size is respected.

**Recommendation 2:**

1. Maintain the current size of the program at no more than 10 causes with the understanding that no new causes be added.
2. Due to their continued importance and salience to Illinois communities the Task Force recommends that the Carolyn Adams Ticket for the Cure, benefiting breast cancer research, supportive services, and education and the Quality-of-Life program, benefiting HIV/AIDS prevention education, and treatment to Illinois highest at-risk populations, have their respective sunsets removed by the General Assembly.

These objectives were achieved during the 2025 Veto Session of the Illinois Legislature through HB1437 SA4.

***Objective 3: Establish Criteria for Special Causes***

Since the program's inception in 2006, there have been no formal eligibility requirements for organizations seeking to participate in the specialty ticket program. Historically, causes were added through the legislative process, often without standardized vetting or clear criteria regarding organizational structure, financial stability, or alignment with state priorities.

While the Task Force does not recommend expanding the program at this time, it recognizes the importance of establishing baseline criteria for future participation should the legislature decide to reconsider the guidance issued as a result PA 103-0381. The Task Force consulted with the Governor's Office of Management and Budget, the Illinois Department of Human Services, and the Illinois Department of Public Health to identify best practices for vetting organizations. Grant programs administered by these agencies have defined requirements

guided by the Grant Accountability and Transparency Act (GATA), 30 ILCS 708/1 *et seq*, and the GOMB administrative code (Title 44 Chapter 1, Section 7000). Several existing causes in the program are being administered as formal grant programs.

The Task Force recommends that, should the program expand, the legislature adopt GATA-based standards for evaluating new causes during the legislative process. This would help ensure that only qualified organizations with clear missions and sound management practices are considered, promoting transparency and responsible stewardship of state funds. The Task Force acknowledges that the legislature doesn't have a formal body or committee in place who could assume this responsibility should a new cause bill be introduced. This would also need to be considered should program expansion becomes a reality.

**Recommendation 3:**

1. If the program is expanded in the future the legislature should consider incorporating the use of GATA requirements as part of the vetting and selecting base criteria for new causes as they make their way through the legislative process.

***Objective 4: Joint Ticket Impact on Revenue***

The primary purpose of the specialty ticket program is to generate funding for designated causes without compromising the Illinois Lottery's ability to support other games that benefit K-12 education. The introduction of a single joint ticket has had a positive impact on both program proceeds and overall Lottery revenue.

Since consolidating the program, seven out of ten causes have received higher annual proceeds than before, while three experienced slight decreases. The joint ticket model ensures equitable distribution of funds, all but eliminating the variability that previously resulted from individual ticket performance. This approach has also simplified marketing and retail operations, making it easier for the Lottery and participating causes to promote the ticket and for retailers to support sales throughout the year. A fuller accounting of revenue for each cause can be viewed in Appendix B – Yearly Sales and Proceeds.

Additionally, the streamlined ticket portfolio has allowed the Lottery to introduce better-performing games in the \$2 and \$3 price categories, further boosting revenue for education. The joint ticket provides consistent support for all causes and enables more efficient and effective use of resources used to sell and marketing the program.

#### **Recommendation 4:**

1. Due to the positive impact on revenue the joint ticket has had, the use of the joint ticket to fund the program should continue. The sunset provision of the joint ticket should be removed in statute.

The objective of removing the sunset for the use of the joint ticket was achieved during the 2025 Veto Session of the Illinois Legislature through HB1437 SA4.

#### ***Objective 5: Other Issues Related to the Joint Ticket***

The Task Force also considered the affordability of the joint ticket. The adoption of a single joint ticket has simplified the administration of the specialty ticket program and has had a positive financial impact on the specialty causes in the program and the revenue the Department generates. But if the cost of the ticket was too high it could be detrimental to the program. A \$5 ticket was the lowest price ticket that could generate enough revenue to support all 10 special causes in a fair and equitable way while maintaining their historical proceeds averages. Players responded positively to the \$5 price point because it strikes a balance—offering more attractive prizes to players while maintaining affordability.

A smaller \$2 or \$3 joint ticket wouldn't generate enough revenue to fund the whole program. Going with a larger \$10 joint ticket would increase program proceeds but would potentially reduce Department revenue for education. A \$10 ticket would be less affordable and may reduce player interest. Given that, the Task Force agreed that the program should continue to be funded by a single \$5 joint ticket.

If the program were ever to be expanded outside of the 10 cause cap describe in [PA 103-0381](#), it is recommended the Department continue to use a \$5 joint ticket to fund all of the causes in the program. This would mean potentially reducing proceeds for each cause in the program to accommodate the new cause(s) since proceeds are divided equally.

#### **Recommendation 5:**

1. It is recommended the Department continue the use of a \$5 joint ticket to maintain current program funding levels, player affordability and value.

## 4. CONCLUSION

---

The Illinois Lottery Specialty Instant Scratch-Off Ticket Program has undergone a significant transformation since its inception in 2006. Originally designed to support individual causes through dedicated branded tickets, the program evolved in response to operational, legislative, and market challenges. The passage of [PA 103-0381](#) in 2023 marked a pivotal shift, consolidating the program with the introduction of a single joint ticket that will support up to ten causes. This change aimed to streamline administration, improve equity among participating causes, and enhance revenue generation.

The Task Force, established to evaluate the impact of this consolidation, found that the new Specialty Ticket program funded by a single joint specialty ticket, successfully increased total proceeds and provided more consistent funding across causes. FY25 saw the highest total proceeds in program history and the second-highest average proceeds per cause, despite broader industry declines in instant ticket sales. The consolidation also allowed the Department to optimize its game portfolio, improving lottery performance and efficiency.

While the desire to expand the program to include additional causes was acknowledged, the Task Force concluded that maintaining its current size is essential to preserve current funding levels for each cause and the sustainability of the program. The legislative removal of sunset provisions for the Joint Specialty Ticket program and the two expiring causes by HB 1473 further solidifies the program's stability.

During its 20-year life, the Specialty Ticket program has proven to be a successful innovation, balancing the dual goals of supporting special causes and maximizing revenue for education. The Task Force's recommendations aim to preserve this balance and guide the program's future with clarity and purpose.

## **5. APPENDIX A: TASKFORCE MEMBERSHIP AND SUPPORT**

---

### ***Illinois Special Scratch-off Ticket Task Force Membership***

Co-Chair Senator Mattie Hunter,

Co-Chair Representative Eva-Dina Delgado,

Senator Bill Cunningham, member

Senator Don DeWitte, member

Senator Sally Turner, member

Representative Elizabeth 'Lisa' Hernandez, member

Representative Dan Swanson, member

Representative Norine Hammond, member

Director Harold Mays, member, Illinois Department of the Lottery

Diana Sheehan, member, representing the Governor's Office

Sara Barnett, member, representing the Governor's Office

Representative Dan Swanson, member (inception to 11/05/2025)

Representative Norine Hammond, member (inception to 11/05/2025)

Representative Fritts, member (appointed 11/05/2025)

Representative Schweizer, member (appointed 11/05/2025)

### ***Illinois Department of the Lottery and Allwyn North America / Technical Support Staff***

Scott Gillard, Illinois Department of the Lottery, Chief of Staff

Amber Chappell, Illinois Department of the Lottery, Chief Financial Officer

Meghan Powers, Illinois Department of the Lottery, Communications Director

Mason McDaniel, Illinois Department of the Lottery, Legislative Liaison

Lorell Lynch, Allwyn North America, Public Affairs Manager

## 6. APPENDIX B: YEARLY SALES AND PROCEEDS

---

### *Total Program*

<b>Fiscal Year</b>	<b>Total Ticket Sales</b>	<b># of Causes</b>	<b>Total Program Proceeds</b>
FY06	\$ 15,494,450	2	\$ 4,214,469
FY07	\$ 13,259,160	2	\$ 3,600,731
FY08	\$ 18,111,738	3	\$ 4,958,022
FY09	\$ 19,016,690	4	\$ 5,132,899
FY10	\$ 16,014,156	4	\$ 4,310,946
FY11	\$ 14,710,340	4	\$ 3,967,199
FY12	\$ 14,072,756	4	\$ 3,421,368
FY13	\$ 11,449,190	4	\$ 2,580,195
FY14	\$ 10,295,986	4	\$ 2,308,332
FY15	\$ 18,455,209	5	\$ 3,793,478
FY16	\$ 14,049,673	5	\$ 3,397,924
FY17	\$ 13,044,290	5	\$ 2,672,311
FY18	\$ 16,064,704	5	\$ 3,576,874
FY19	\$ 18,822,024	6	\$ 3,963,679
FY20	\$ 27,132,343	7	\$ 6,671,411
FY21	\$ 37,764,829	9	\$ 10,187,218
FY22	\$ 33,813,006	8	\$ 9,824,595
FY23	\$ 29,735,908	8	\$ 9,122,739
FY24	\$ 37,681,513	10	\$ 10,112,301
FY25	\$ 52,689,005	10	\$ 12,160,948
<b>TOTAL</b>	<b>\$ 431,676,970</b>		<b>\$ 109,977,639</b>

## ***Veterans***

In accordance with the Illinois Lottery Law (20 ILCS 1605/21.6), the Department launched a special instant scratch-off game for the benefit of Illinois veterans in February 2006. The cause had an individual ticket in market thru Fiscal Year 2024. Starting in Fiscal Year 2025, the cause is now funded by the joint ticket. The IL Dept of Veterans Affairs' participation in the program has no sunset date.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY06	\$ 5,936,852	\$ 1,613,830
FY07	\$ 6,877,162	\$ 1,868,386
FY08	\$ 9,068,458	\$ 2,473,438
FY09	\$ 4,813,748	\$ 1,287,209
FY10	\$ 4,242,804	\$ 1,135,731
FY11	\$ 4,187,934	\$ 1,124,115
FY12	\$ 3,508,529	\$ 796,894
FY13	\$ 3,214,902	\$ 715,419
FY14	\$ 2,995,316	\$ 664,654
FY15	\$ 4,603,348	\$ 911,407
FY16	\$ 3,148,529	\$ 726,517
FY17	\$ 3,145,338	\$ 728,242
FY18	\$ 4,684,326	\$ 1,021,765
FY19	\$ 4,922,898	\$ 1,198,248
FY20	\$ 5,253,864	\$ 1,413,339
FY21	\$ 4,903,300	\$ 1,326,807
FY22	\$ 4,925,176	\$ 1,348,788
FY23	\$ 4,351,232	\$ 1,365,620
FY24	\$ 4,221,824	\$ 1,330,767
FY25	\$ 5,268,093	\$ 1,348,376
<b>TOTAL</b>	<b>\$ 94,273,633</b>	<b>\$ 24,399,552</b>

## ***Ticket for the Cure (Breast Cancer)***

In accordance with the Illinois Lottery Law (20 ILCS 1605/21.5), the Department launched a special instant scratch-off game titled “Carolyn Adams Ticket for The Cure” in January 2006. The cause had an individual ticket in market thru Fiscal Year 2024.

Starting in Fiscal Year 2025, Ticket for the Cure is funded by the joint ticket. Ticket for the Cure was scheduled to sunset on December 31, 2026 but the sunset requirement was removed as a result of the task force’s work.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY06	\$ 9,557,598	\$ 2,600,639
FY07	\$ 6,381,998	\$ 1,732,345
FY08	\$ 5,118,254	\$ 1,398,070
FY09	\$ 4,113,138	\$ 1,122,731
FY10	\$ 3,188,352	\$ 859,625
FY11	\$ 2,776,276	\$ 748,528
FY12	\$ 3,315,935	\$ 961,075
FY13	\$ 1,865,490	\$ 431,116
FY14	\$ 2,469,010	\$ 547,876
FY15	\$ 2,642,352	\$ 598,881
FY16	\$ 2,726,656	\$ 539,848
FY17	\$ 2,340,900	\$ 539,832
FY18	\$ 2,288,037	\$ 526,130
FY19*	\$ 3,163,785	\$ 480,214
FY20*	\$ 2,321,061	\$ 413,351
FY21	\$ 2,455,947	\$ 643,172
FY22	\$ 3,119,712	\$ 937,214
FY23	\$ 2,525,682	\$ 742,449
FY24	\$ 2,407,002	\$ 639,353
FY25	\$ 5,269,368	\$ 1,184,629
<b>TOTAL</b>	<b>\$ 70,046,553</b>	<b>\$ 17,647,078</b>

*\*The Department incurred increased operating costs in support of the ticket which directly impacts the proceeds the ticket receives. Therefore, proceeds were slightly less as a percentage of sales compared to other years.*

## ***Quality of Life (HIV/AIDS)***

In accordance with the Illinois Lottery Law (20 ILCS 1605/21.8), the Department launched a special instant scratch-off game titled “Quality of Life” in February 2008. The cause had an individual ticket in market thru Fiscal Year 2023. Starting in Fiscal Year 2024, Quality of Life was funded by the joint ticket. Quality of Life was scheduled to sunset on December 31, 2025, but the sunset requirement was removed as a result of the task force’s work.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY08	\$ 3,925,026	\$ 1,086,514
FY09	\$ 1,254,346	\$ 345,426
FY10	\$ 3,788,938	\$ 1,029,107
FY11	\$ 3,347,218	\$ 905,286
FY12	\$ 3,200,330	\$ 747,721
FY13	\$ 3,129,723	\$ 698,756
FY14	\$ 2,618,742	\$ 592,396
FY15	\$ 2,464,951	\$ 540,439
FY16	\$ 3,301,371	\$ 1,015,249
FY17*	\$ 2,916,462	\$ 331,729
FY18	\$ 1,975,843	\$ 456,017
FY19**	\$ 2,354,988	\$ 348,227
FY20	\$ 2,569,017	\$ 526,979
FY21	\$ 3,856,542	\$ 1,033,522
FY22	\$ 4,374,492	\$ 1,176,461
FY23	\$ 3,543,465	\$ 1,092,042
FY24	\$ 4,305,220	\$ 1,089,360
FY25	\$ 5,268,414	\$ 1,186,326
<b>TOTAL</b>	<b>\$ 58,195,088</b>	<b>\$ 14,201,557</b>

*\*The ticket received excess transfers in FY16 that were recovered in FY17. Therefore, proceeds were slightly less as a percentage of sales compared to other years due to the offset.*

*\*\*The Department incurred increased operating costs in support of the ticket which directly impacts the proceeds the ticket receives. Therefore, proceeds were slightly less as a percentage of sales compared to other years.*

## ***Multiple Sclerosis***

In accordance with the Illinois Lottery Law (20 ILCS 1605/21.7), the Department launched a special instant scratch-off game for the benefit of research pertaining to multiple sclerosis (“MS”) in September 2008. The cause had an individual ticket in market thru Fiscal Year 2023. Starting in Fiscal Year 2024, MS was funded by the joint ticket and has no sunset.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY09	\$ 8,835,458	\$ 2,377,533
FY10	\$ 4,794,062	\$ 1,286,483
FY11	\$ 4,398,912	\$ 1,189,270
FY12	\$ 4,047,962	\$ 915,678
FY13	\$ 3,239,075	\$ 734,904
FY14	\$ 2,212,918	\$ 503,406
FY15	\$ 4,123,538	\$ 824,552
FY16	\$ 2,244,553	\$ 514,105
FY17	\$ 2,371,188	\$ 547,727
FY18	\$ 2,696,358	\$ 612,685
FY19*	\$ 2,197,707	\$ 364,676
FY20*	\$ 2,022,117	\$ 357,104
FY21	\$ 5,759,388	\$ 1,582,817
FY22	\$ 4,886,516	\$ 1,334,830
FY23	\$ 3,687,501	\$ 1,162,477
FY24	\$ 3,516,371	\$ 1,024,806
FY25	\$ 5,269,181	\$ 1,152,588
<b>TOTAL</b>	<b>\$ 66,302,805</b>	<b>\$ 16,485,641</b>

*\*The Department incurred increased operating costs in support of the ticket which directly impacted the proceeds the ticket received. Therefore, proceeds were slightly less as a percentage of sales compared to other years.*

## ***Special Olympics***

In accordance with Illinois Lottery Law (20 ILCS 1605/21.9), the Department launched a special instant scratch-off game titled “Go for The Gold” in February 2015. The cause had an individual ticket in market thru Fiscal Year 2023. Starting in Fiscal Year 2024, Special Olympics was funded by the joint ticket and has no sunset.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY15	\$ 4,621,020	\$ 918,199
FY16	\$ 2,628,564	\$ 602,205
FY17	\$ 2,270,402	\$ 524,781
FY18	\$ 4,420,140	\$ 960,277
FY19	\$ 4,718,790	\$ 1,186,464
FY20	\$ 5,884,940	\$ 1,520,707
FY21	\$ 5,068,036	\$ 1,350,653
FY22	\$ 3,353,694	\$ 917,890
FY23	\$ 3,954,088	\$ 1,254,325
FY24	\$ 3,734,265	\$ 860,410
FY25	\$ 5,269,299	\$ 1,264,422
<b>TOTAL</b>	<b>\$ 45,923,238</b>	<b>\$ 11,360,333</b>

## ***State Police Memorials***

In accordance with Illinois Lottery Law (20 ILCS 1605/21.10), the Department launched a special instant scratch-off game for the benefit of State Police Memorials in May 2019. The cause had an individual ticket in market thru Fiscal Year 2023. Starting in Fiscal Year 2024, State Police Memorials was funded by the joint ticket and has no sunset.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY19	\$ 1,463,856	\$ 385,850
FY20	\$ 4,689,316	\$ 1,256,247
FY21	\$ 4,134,466	\$ 1,122,520
FY22	\$ 4,026,912	\$ 1,307,683
FY23	\$ 3,578,598	\$ 1,081,716
FY24	\$ 3,745,867	\$ 1,011,230
FY25	\$ 5,269,091	\$ 1,253,651
<b>TOTAL</b>	<b>\$ 26,908,106</b>	<b>\$ 7,418,897</b>

## ***Homelessness Prevention***

Following the Illinois Lottery Law (20 ILCS 1605/21.11), the Department launched a special instant scratch-off game to fund homelessness prevention programs in September 2019. The cause had an individual ticket in market through Fiscal Year 2023.

Starting in Fiscal Year 2024, Homelessness Prevention was funded by the joint ticket and has no sunset.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY20	\$ 4,392,028	\$ 1,183,684
FY21	\$ 3,854,808	\$ 1,059,730
FY22	\$ 4,915,554	\$ 1,544,934
FY23	\$ 4,522,436	\$ 1,319,373
FY24	\$ 4,568,223	\$ 1,350,852
FY25	\$ 5,269,063	\$ 1,225,753
<b>TOTAL</b>	<b>\$ 27,522,112</b>	<b>\$ 7,684,326</b>

## ***Alzheimer's Awareness***

In accordance with Illinois Lottery Law (20 ILCS 1605/21.13), the Department launched a special instant scratch-off game for the benefit of Alzheimer's care, support, education, and awareness in September 2021. The cause had an individual ticket in market through Fiscal Year 2024. Starting in Fiscal Year 2025, Alzheimer's Awareness is funded by the joint ticket and has no sunset.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY21	\$ 3,579,714	\$ 961,936
FY22	\$ 4,210,950	\$ 1,158,661
FY23	\$ 3,572,906	\$ 1,104,737
FY24	\$ 4,265,019	\$ 1,243,857
FY25	\$ 5,267,664	\$ 1,235,095
<b>TOTAL</b>	<b>\$ 20,896,253</b>	<b>\$ 5,704,286</b>

## ***STEAM Education***

In accordance with Illinois Lottery Law (20 ILCS 1605/21.12 (repealed)), the Department launched a special instant scratch-off game for the benefit of school STEAM programming in July 2020. The STEAM ticket sunset in January 2021 with only one year of sales and proceeds.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY21	\$ 4,152,628	\$ 1,204,195
FY22	\$ -	\$ -
FY23	\$ -	\$ -
FY24	\$ -	\$ -
FY25	\$ -	\$ -
<b>TOTAL</b>	<b>\$ 4,152,628</b>	<b>\$ 1,204,195</b>

## ***United Negro College Fund (UNCF)***

In accordance with Illinois Lottery Law (20 ILCS 1605/21.15), the Department launched a special instant scratch-off game for the benefit of United Negro College Fund Illinois in support of educational scholarships to university and college students in January 2024. UNCF was funded by the joint ticket program since its inception and has no sunset.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY24	\$ 3,458,861	\$ 780,834
FY25	\$ 5,269,416	\$ 1,152,805
<b>TOTAL</b>	<b>\$ 8,728,277</b>	<b>\$ 1,933,639</b>

## ***Illinois DREAM Fund***

In accordance with Illinois Lottery Law (20 ILCS 1605/21.15), the Department launched a special instant scratch-off game for the benefit of the Illinois DREAM (Development, Relief, and Education for Alien Minors) Fund Commission in January 2024. DREAM was funded by the joint ticket program since its inception and has no sunset.

<b>Fiscal Year</b>	<b>Total Sales</b>	<b>Total Proceeds</b>
FY24	\$ 3,458,861	\$ 780,834
FY25	\$ 5,269,416	\$ 1,157,305
<b>TOTAL</b>	<b>\$ 8,728,277</b>	<b>\$ 1,938,139</b>