



Massachusetts Gaming Commission  
101 Federal Street, 12th Floor  
Boston, MA 02110

**2017 COMMUNITY MITIGATION FUND**  
*Specific Impact Grant Application*  
**BD-17-1068-1068C-1068L-11234**

*Please complete entire Application*

City of Attleboro

1. NAME OF MUNICIPALITY/GOVERNMENT ENTITY/DISTRICT

Fire & Police Departments

2. DEPARTMENT RECEIVING FUNDS

Mayor Kevin J. Dumas

3. NAME AND TITLE OF INDIVIDUAL RESPONSIBLE FOR HANDLING OF FUNDS

77 Park Street, Attleboro, MA 02703

4. ADDRESS OF INDIVIDUAL RESPONSIBLE FOR HANDLING OF FUNDS

(508) 223-2222 ext. 3221 Mayor@CityOfAttleboro.us

5. PHONE # AND EMAIL ADDRESS OF INDIVIDUAL RESPONSIBLE FOR HANDLING OF FUNDS

Mayor Kevin J. Dumas

6. NAME AND TITLE OF INDIVIDUAL AUTHORIZED TO COMMIT FUNDS ON BEHALF OF MUNICIPALITY/GOVERNMENTAL ENTITY

77 Park Street, Attleboro, MA 02703

7. ADDRESS OF INDIVIDUAL AUTHORIZED TO COMMIT FUNDS ON BEHALF OF MUNICIPALITY/GOVERNMENTAL ENTITY

(508) 223-2222 ext. 3221 Mayor@CityOfAttleboro.us

8. PHONE # AND EMAIL ADDRESS OF INDIVIDUAL AUTHORIZED TO COMMIT FUNDS ON BEHALF OF MUNICIPALITY/GOVERNMENTAL ENTITY

N/A

9. NAME OF GAMING LICENSEE

**1. IMPACT DESCRIPTION**

Please describe in detail the impact that is attributed to the construction of a gaming facility. Please provide support for the determination that the construction of the gaming facility caused or is causing the impact.

See Attached Exhibit 1

**2. PROPOSED MITIGATION**

Please identify below the manner in which the funds are proposed to be used. Please provide documentation (e.g. - invoices, proposals, estimates, etc.) adequate for the Commission to ensure that the funds will be used for the cost of mitigating the impact from the construction of a proposed gaming establishment. Please describe how the mitigation request will address the specific impact indicated. Please attach additional sheets/supplemental materials if necessary.

See Attached Exhibit 2

**3. IMPACT CONTROLS/ADMINISTRATION OF IMPACT FUNDS**

Please provide detail regarding the controls that will be used to ensure that funds will only be used to address the specific impact. If non-governmental entities will receive any funds, please describe what reporting will be required and how the applicant will remedy any misuse of funds.

See Attached Exhibit 3

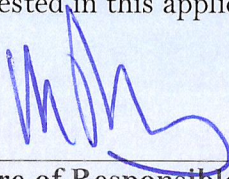
**4. RELEVANT EXCERPTS FROM HOST OR SURROUNDING COMMUNITY AGREEMENTS**

Please describe and include excerpts from any relevant sections of any Host or Surrounding Community Agreement. Please explain how this impact was either anticipated or not anticipated in that Agreement.

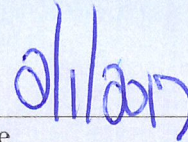
N/A

**CERTIFICATION BY MUNICIPALITY/GOVERNMENTAL ENTITY**

On behalf of the aforementioned municipality/governmental entity I hereby certify that the funds that are requested in this application will be used solely for the purposes articulated in this Application.



Signature of Responsible Municipal  
Official/Governmental Entity



Date

**APPROVAL OF THE MASSACHUSETTS GAMING COMMISSION**

On behalf of the Massachusetts Gaming Commission, the Commission hereby authorizes the payment from the Community Mitigation Fund in accordance with M.G.L. c. 23K as outlined in this Application.

Executive Director

Date

Ombudsman

Date

## Impact Description

Analyst Christopher Bruce's second quarter evaluation in March 2016, "*Assessing the Impact of Gambling on Public Safety in Massachusetts Cities and Towns*" noted that while overall crime was down across all of the communities impacted by the Plainridge Casino between July 1<sup>st</sup> 2015 and December 31<sup>st</sup>, 2015 when compared to previous years, there were several categories of crime and calls for service that may have been negatively impacted by its opening during that timeframe. At the time of his analyses, he observed significant increases in motor vehicle accidents, traffic-related calls, and credit card fraud and identity theft. However, Bruce pointed out that "it may be too early to tell" if this data has statistical significance, which is a fact that is backed by several authors in his literature review.

With this in mind, a similar evaluation of Attleboro crime and calls for service data was undertaken and a preliminary look at the year-end data over a five-year period reveals similar increases in several calls for service and offense categories. Overall calls for service for the police department in 2016 were slightly above the five-year average. Further analysis of the five-year data selection broken down by offense and call category reveals that there may be several categories that are negatively impacted by the Casino.

Those select calls for service and offense categories in which a high z-score was observed include: Motor Vehicle Accidents, Domestic Events and incidents involving Non-Violent Family Offenses. We believe that some new factor, in this case the presence of the neighboring Plainridge Casino in Plainville, may be influencing these affected categories. As Bruce also notes in his assessment, "high z-scores indicate categories worthy of further study, but only a more detailed analysis can establish the likelihood of a casino relationship."

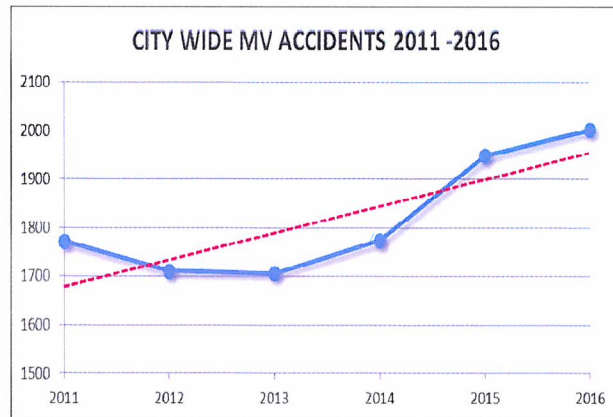
Significant increases in several categories incidents in Attleboro in 2016 may signify on-going issues in the home, which can often be compounded by several factors associated with casinos. Experts have long touted the problems that gambling may bring to local residents, including financial woes, family problems and vagrancy. It is possible that family and significant others in the City of Attleboro are feeling the effects of the Casino on their home lives and personal relationships as a look at the data relevant to Domestic and Non-Violent Family Offenses reveals the largest statistical jump ( $z=2.00$  and  $2.78$  respectively) for last year.

In addition, there are crime categories that may be indirectly affected by the city's proximity to the Plainridge casino but not documented in formal reports. Several of these categories, most notably larceny offenses such as shoplifting, thefts from motor vehicles and burglary, may be driven by offenders who exhibit similar sensation-seeking, risk-taking and impulsive behaviors often seen in impulsive gamblers. Often times such associations and examples may be passed on by word of mouth.

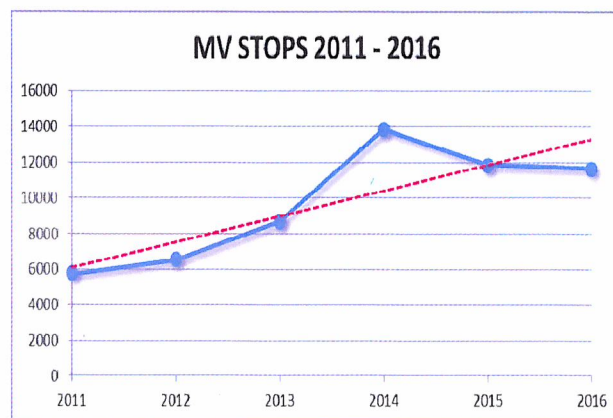
## EXHIBIT 1

For example, an APD officer relayed a story of two residents, one from Plainville and the other from North Attleborough, who were arrested for shoplifting in the city of Attleboro in January 2017. One of the arrestees, upon booking, was asked about the brand-new 2017 vehicle that they were driving. She simply stated that she used her recent winnings from the casino to purchase it. One might infer from this story that the casino may impart a sense of risk-taking that lowers individuals' inhibitions to committing certain crimes. Or one might deduce that these individuals are more inclined to commit larceny-related crimes due to their impulsive behaviors and lack of financial stability.

In regards to calls for service relative to traffic accidents, accidents in 2016 were significantly higher ( $\chi=2.52$ ) citywide than the five-year average with a sharp increase also duly noted in 2015 (the year in which Plainridge Casino opened). In addition to citywide traffic accident calls for service, the Washington Street corridor that runs between Pawtucket and North Attleborough, also known as Route 1, had a significantly higher ( $\chi=2.53$ ) number of accidents in 2016 than in previous years. Again, increased accidents on Washington St. were preceded by increased traffic accidents the prior year (2015) when the Casino first opened. This coincides with Bruce's March 2016 report that traffic collision data from MSP revealed that "segments of Route 1 north of the Rhode Island border going through Attleboro" show significant increases in traffic collisions.



An increased number of motor vehicle stops in the city may also be an indicator, along with motor vehicle accidents, that the city is experiencing an increase in service calls due to the Casino. While no statistical significance was noted for this category ( $\chi=.75$ ), this may be due to a fluke in 2014 data that may have been instigated by reporting procedures, grant enforcement or some additional factor for that year. What's important to note is that Attleboro officers conducted 5,772 motor vehicle stops in 2011 which is to be compared with 11,648 motor vehicle stops in 2016. This amounts to a 102% increase over a six year period. This sharp increase began some time in 2014 and continued pace for the following two years, which may signify increased traffic conditions going to and coming from the Casino through the city.



In closing, we find it plausible that the city's increased calls for service, as well as several crime offense categories, may be due to the neighboring Plainridge Casino in Plainville. It is also our belief that certain calls for service categories, most notably motor vehicle accidents and domestic-related service calls, will continue to grow significantly in the future and that a combined dispatch center is needed for more efficient operation and handling of increased call volume.

## **Proposed Mitigation**

As described in **Exhibit 1** (“Impact Description”), there exists strong, statistical data indicating significant increases in Police/Fire service calls that are plausibly attributable to the opening and operation of Plainridge Casino. These increased service calls, which include motor vehicle accidents in the Washington Street corridor (Route 1) and gambling related offenses, such as Domestic and Non-Violent Family Offenses as well as larceny offenses, are expected to grow significantly in the future.

In order to properly address the significant increases in these service calls now and into the future, the City seeks to create a combined Fire/EMS and Police dispatch center. This Combined Dispatch will enhance the responses to the growing number of service call outlined in **Exhibit 1**.

The Community Mitigation Funds will be used to help offset the costs associated with the design and construction of a Fire/Police combined dispatch center. As evidenced by the attached cost estimate from Pomroy Associates, LLC, these costs could exceed \$2.3m. The City believes that using Community Mitigation Funds towards the creation of a Fire/Police combined dispatch center will help mitigate the impact from the construction of the Plainridge Casino.

## **EXHIBIT 2**

January 30, 2017

Mr. Barry K. LaCasse, Esq.  
Director of Budget & Administration  
City of Attleboro  
77 Park Street  
Attleboro, MA

Re: City of Attleboro – Joint Police/Fire Dispatch Facility

Dear Mr. LaCasse –

It is our pleasure to provide you and the City of Attleboro with conceptual costs to create a new (6) position joint police/fire dispatch unit to be located within at the existing South Attleboro Fire Station.

During this evaluation, we consulted with Kaestle Boos Associates for the architectural elements of the dispatch unit, Comtronics Inc. for radio, communications and dispatch console needs and Miyakoda Consulting for the conceptual cost estimating.

Project Concept

Create a new (6) position dispatch unit within an existing building. The dispatch unit shall be designed to be a stand-a-lone unit within the existing building and will include a dedicated breakroom area, personal lockers, bathroom/s and a separate enclosed IT room. It is estimated that the new dispatch unit will require approximately 2,500 sq. ft. in area and the entire area will be constructed to provide a 2-hour fire rating throughout. The dispatch unit will have a separate and dedicated heating, cooling and ventilation system/s and we have assumed that the existing fire station facility has adequate utility services and an existing emergency generator that can be utilized.

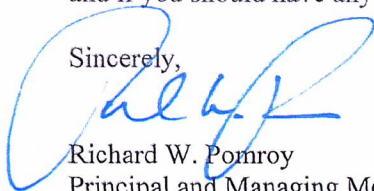
Conceptual Costs

- |  |                                     |
|--|-------------------------------------|
| • Construction Within an Existing Facility - | \$950,000.00 to \$1,100,000.00      |
| • Radios/Communications/Antenas/Etc. -       | \$750,000.00 to \$800,000.00        |
| • Soft Costs (25% on Construction) -         | \$237,500.00 to \$275,000.00        |
| • Contingency (10% Overall) -                | <u>\$193,750.00 to \$217,500.00</u> |
| • Grand Total – Conceptual                   | \$2,131,250.00 to \$2,392,500.00    |

*This information is to be used for concept purposes only.* If the City of Attleboro would like to further explore this project we would recommend that the next step should entail completing a professional Feasibility Study. Such a study would include; Project Programing, Architectural Schematic Design, Existing Conditions Evaluations, Radio/Communications Analysis, Cost Estimating, etc.

We sincerely appreciate the opportunity to provide you and the City of Attleboro with this information, and if you should have any questions please contact me at your earliest convenience.

Sincerely,



Richard W. Pomroy  
Principal and Managing Member



### **Impact Controls / Administration of Funds**

These funds would be strictly used to fund a combined dispatch center for more efficient operation of city public safety and response services geared towards increased calls for service that we consider to be attributed to the neighboring Casino.

A working group consisting of the Mayor, Police Chief and Fire Chief has been implemented to make recommendations on how the Dispatch Center will be governed, structured and financed. They will develop an operating (including staffing) budget based on the data collected from both the Police Department and the Fire Department. The funds will then be used towards the design of a combined dispatch center.

In addition, they will also develop a capital budget based upon estimates from communications systems and PSAP equipment suppliers or consultants. Once the participants are satisfied that the costs estimates accurately reflect the anticipated operating, staffing and capital costs for the combined dispatch center, the working group will determine the financial arrangements and how the various costs will be divided among participants.

## **EXHIBIT 3**