MASSACHUSETTS GAMING COMMISSION
PUBLIC MEETING #281

November 7, 2019
10:00 a.m.
Plainville Town Hall
190 South Street
Plainville, MA

NOTICE OF MEETING and AGENDA
November 7, 2019

Pursuant to the Massachusetts Open Meeting Law, G.L. c. 30A, §§ 18-25, notice is hereby given of a meeting of the Massachusetts Gaming Commission. The meeting will take place:

Thursday, November 7 , 2019
10:00 a.m.
Plainville Town Hall
190 South Street
Plainville, MA

PUBLIC MEETING - #281

1. Call to order

2. Approval of Minutes
   a. October 24, 2019 – **VOTE**

3. Administrative Update – Ed Bedrosian, Executive Director
   a. General Update

4. Ombudsman – John Ziemba
   a. Plainridge Park Casino Quarterly Report, Lance George, GM, Dana Fortney, VP of Finance, Mike Mueller, VP of Oper.

5. Racing Division – Dr. Alex Lightbown, Director
   a. Racing Update
   b. 2020 Racing Applications – **VOTE**
   c. 2018 Annual Racing Report
   d. Racing Legislation Update
   e. Race Horse Development Fund Split – **VOTE**
   f. Quarterly Local Aid Payments – Chad Bourque, Financial Analyst – **VOTE**
   g. Harness Horseman's Association of New England Pension Fund Update
   h. Approval of Racing Official - **VOTE**

6. Legal Division – Catherine Blue, General Counsel
    a. Final Draft Version of **205 CMR 6.35: Pick (n) Pools**; and Amended Small Business Impact Statement – **VOTE** to Complete the Promulgation Process;
    b. Initial Draft Version of several amendments to **205 CMR 3.00: Harness Horse Racing (Refs & Annos),** to include provisions for addressing conflicts of interest of racing officials, the finality of decisions of racing judges for events occurring during races, and optional quarantine procedures in TC02 positive cases; and Small Business Impact Statements – **VOTE** to begin promulgation process;
    c. Initial Draft Version of several amendments to **205 CMR 4.00: Rules of Horse Racing (Refs & Annos),** to include provisions for addressing conflicts of interest of racing officials; and Small Business Impact Statements – **VOTE** to begin promulgation process;
    d. Initial Draft Version of an amendment **to 205 CMR 101.02: Review of Orders of Civil Administrative Penalties/Forfeitures Issued by the Bureau, Commission Staff, or the Racing Division**, to include proper timing of racing appeals and a new provision for discovery in racing medication cases; and Small Business Impact Statement – **VOTE** to begin promulgation process.

7. Research and Responsible Gaming – Mark Vander Linden, Director
    a. Social and Economic Impacts of Plainridge Park Casino and New Employee Report – Dr. Rachel Volberg, Dr. Mark Melnik
    b. Economic Impacts of Plainridge Park Casino – Four Years of Operation – Rod Motamedi, Thomas Peake
    c. Baseline Analysis of Crime, Call-for-Service, and Collision Data in the Communities near Encore Boston Harbor – Christopher Bruce
    d. Analysis of Changes in Police Data Following Eight Months of Operation at MGM Springfield, Christopher Bruce
    e. Analysis of Changes in Police Data Following Four Years of Operation at Plainridge Park Casino – Christopher Bruce

8. Commission Matters
    a. Commissioner Updates

9. Other business – reserved for matters the Chair did not reasonably anticipate at the time of posting.

I certify that on this date, this Notice was posted as "Massachusetts Gaming Commission Meeting" at www.massgaming.com and emailed to: regs@sec.state.ma.us, melissa.andrade@state.ma.us.

11.05.19
Date

Cathy Judd-Stein
Cathy Judd-Stein, Chair

Date Posted to Website: November 5, 2019 at 10:00 a.m.

Massachusetts Gaming Commission Meeting Minutes

Date/Time: October 24, 2019 – 10:00 a.m.

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

Present: Chair Cathy Judd-Stein
Commissioner Eileen O'Brien
Commissioner Bruce Stebbins
Commissioner Enrique Zuniga
Commissioner Gayle Cameron

Time entries are linked to the corresponding section in the Commission meeting video.

Call to Order
See transcript page 1

10:06 a.m. Chair Cathy Judd-Stein called to order public meeting #280 of the Massachusetts Gaming Commission.

Approval of Minutes
See transcript page 1

Commissioner Stebbins moved to approve the minutes from the Commission meeting of October 10, 2019, subject to correction for typographical errors and other nonmaterial matters. The Chair noted that she would like the record to reflect that the Commission acknowledged Commissioner Cameron's service as chairing the Public Safety committee. .Commissioner Cameron seconded the motion.
The motion passed unanimously, pending the requested edit.

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Administrative Update
See transcript page 2

10:08 a.m. **General Update**
Executive Director Ed Bedrosian stated that Bob DeSalvio has moved on from his position as president of Encore Boston Harbor. Mr. Bedrosian thanked Mr. DeSalvio on behalf of the Commission staff for his work on behalf of Wynn/Encore. He then stated that the Commission looks forward to working with Mr. Brian Gullbrants in the future.

The Chair noted that there has been a change in the agenda and that the Commission will not move forward on item #7 (Final Draft Version of 205 CMR 6.35: Pick (n) Pools; and Amended Small Business Impact Statement – VOTE to Complete the Promulgation Process) today. The Commission will vote on this item at the November 7th Commission meeting in Plainville.

Ombudsman
See transcript pages 2 – 12

10:12 a.m. **2020 Draft Community Mitigation Fund (CMF) Guidelines**
Ombudsman John Ziemba presented the draft of guidelines regarding the Community Mitigation Fund for 2020. He recommends that the Commission allocate the funds by region, after accounting for grants that will be made for Category 2 impacts. Mr. Ziemba described specific allocation recommendations and options to the Commission. He recommends that the Commission approves the discussion draft today and that the draft goes out for a public comment period to end on Monday, November 25th, 2019. Staff would then bring the final draft back to the Commission at the December 5th Commission meeting for final approval. This plan will afford communities approximately two months to craft their applications before the statutory February 1, 2020, application deadline.

10:25 a.m. Commissioner Zuniga stated a point the two regions may not have to be exactly balanced, as Region A has approximately twice as many potential employees as Region B. He stated that as the program moves forward, the Commission will need to consider the relative size of some of these efforts.

Commissioner Zuniga added that he is in favor of obtaining a Statement of Interest from applicants, as this will provide a sense of what potential exists, and can help the Commission formulate future CMF guidelines.

Next, Mr. Ziemba reviewed projections for revenues being placed into the CMF by the end of the year, based on average daily contributions to the fund to date.

Construction Project Oversight Manager Joe Delaney led a discussion regarding a possible policy decision to allow more funds to build per region by implementing

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a strategy of spending initial (old) funds in the CMF first, vs. spending new funds first.

10:43 a.m. Concerning the Workforce Development program, Commissioner Stebbins noted the potential for contributions from communities in terms of matching funds. He recommended providing a reward for a match as opposed to limiting it to just regional cooperation and requested that feedback be provided via stakeholders.

Director of Workforce, Supplier and Diversity Development Jill Griffin stated that staff has included in the guidelines a focus on hospitality. There is also focus on vocational-based English for Speakers of Other Languages (ESOL), as well as areas highly aligned with the casinos' needs, and the potential to impact area businesses.

The Chair and Ombudsman acknowledged and thanked Program Manager Mary Thurlow for her work and contribution to the CMF guidelines.

10:45 a.m. **Local Community Mitigation Fund Advisory Committee (LCMAC) and Sub-Committee Appointments**
Ombudsman Ziemba recommended that the Commission appoint Ms. Allison Ebner, Director of Membership & Partnerships at Employers Association of the Northeast (EANE) as the Region B LCMAC Chamber of Commerce representative. He thanked Kate Kane for her service on the committee.

Commissioner Stebbins stated that Ms. Ebner is currently a member of the Springfield Regional Chamber of Commerce and that she will be a valuable voice for employers on the committee. He reviewed a memo detailing her credentials with the Commission.

10:48 a.m. *Commissioner Stebbins moved that the Commission approve the appointment of Allison Ebner to the Region B Local Community Mitigation Advisory Committee.*
Commissioner Zuniga seconded the motion.
The motion passed unanimously.

Research and Responsible Gaming
See transcript pages 12 – 27

11:00 a.m. **Gambling Behavior, Risk Factors for Problem Gambling and Public Health Recommendations: A Pilot Study in Boston's Chinatown**
Director of Research and Responsible Gaming Mark Vander Linden introduced Professor Carolyn Wong of the University of Massachusetts Boston and Executive Director Giles Li of Boston Chinatown Neighborhood Association (BCNC).

Mr. Vander Linden briefed the Commission, explaining that the focus of the study to be presented today is on gambling behavior among special populations in

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Massachusetts. The objective of the study is to advance knowledge regarding the introduction of casinos on population subgroups not reached by the initial general population baseline survey.

Dr. Wong presented to the Commission the team's research findings, noting the focus of their initial interview was with low-income individuals from the Asian community, as the SEIGMA study does not include them. Data suggest that Asians are at high-risk for gambling problems.

Dr. Wong stated that the market has sophisticated methods to target Asians and bring them to the casino (the study did not highlight marketing strategies here in Massachusetts yet). She said that low-income Asian communities are more at risk than others and that there is a lack of services for this group.

There was discussion around the criteria that one needs to meet to qualify for help with a gambling disorder that doesn't allow adequate access to services. Ms. Wong stated that there is a need for preventative education for youth and adults, curbing marketing and advertising practices, and making culturally appropriate services available.

11:32 a.m. Mr. Li introduced himself. He described the BCNC as a community-based social services organization headquartered in Chinatown, which is one of the largest immigrant social service providers in New England. He concurred with Dr. Wong's remarks and led a discussion around working with Asian families in the community that have been adversely affected by gambling.

Commissioner Zuniga asked if there is any knowledge of the Commission's Self-Exclusion program among the interviewees in the study. Mr. Li answered that he does not believe there is any widespread knowledge of this program. However, Mr. Vander Linden clarified that the Mass Council has trained two dedicated agents to enroll individuals into the voluntary self-exclusion program from the Asian-American Service Association. However, there is a need to recruit more agents to facilitate this process better.

11:48 a.m. Mr. Li made recommendations to the Commission that would help facilitate culturally appropriate prevention and services for Asian-Americans to include a five-year research program to develop an understanding of the social-economic impacts of legalized casino gaming in Asian communities.

Commissioner Stebbins recommended that this be an ongoing agenda topic for the Commission to continue to consider. He also stated that he would like to share with workforce partners this report after discussing it with potential partners that he met at a recent state-wide Workforce Summit meeting. The focus of the summit focused on available jobs with higher wages and consistent hours that are being offered. Knowledge of these opportunities would be helpful to the

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workforce community that is focused on the greater Boston area and specifically in Chinatown.

11:50 a.m. Commissioner Zuniga then led a discussion around public outreach strategies for making programs and services available. Dr. Wong stated that they have a short term plan; however, they need another phase of funding to implement more significant methods to effectuate the plan.

Next, Commissioners Cameron and Zuniga discussed targeted advertising vs. deceptive marketing. Commissioner Zuniga noted that the Commission would like to hear from members like Mr. Li if they begin to notice any of this happening. Commissioner Zuniga then stated that prevention efforts should be targeted equally or more.

The Chair asked about what Asian languages the GameSense agents can converse. Mr. Vander Linden indicated Mandarin, Cantonese, and Vietnamese. He then stated that when Encore opened, the GameSense team reached out to many different community organizations, explicitly targeting the Asian-American communities.

The Chair stated that this is the beginning of a conversation that will keep the Commission vigilant. She made note that the Commission will work as partners with communities regarding the community-oriented recommendations heard today.

Commission Matters
See transcript pages 27 – 40

12:13 p.m. **Region C Follow-Up**
Mr. Bedrosian stated to the Commission that the goal of the discussion today is for the Commission to provide feedback and a sense of the status regarding Region C. He also noted that Senator Marc Pacheco from the Plymouth and Bristol county regions is present today in the audience.

Mr. Bedrosian specifically noted to the Commission that there is no implication that any decision needs to be made today, and timing for this issue is purely within the discretion of the Commission.

The Commission then reviewed a memo in the Commissioners' Packet entitled, "Region C – Possible Next Steps" regarding possible next steps regarding Region C. There was discussion around opening up the region for a new application process, reviewing public comments that were received between August 8 and September 13, 2019, as well as issuing a request for more specific feedback, and holding a public hearing to solicit information and feedback.

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The Commission specifically discussed a letter that was received from Mass Gaming & Entertainment (MG&E) legal counsel. In the letter, the party asked whether or not the Commission intends to initiate a new Request for Proposal (RFP) for Region C.

12:19 p.m. The Chair requested that the Legal Division provide a formal update via memorandum regarding the tribal litigation matter, as it is a critical part of the overall evaluation of Region C.

12:28 p.m. Commissioner Zuniga led a discussion around some completed market studies that were conducted when Massachusetts passed the Expanded Gaming act. He noted that they that have been updated recently and those they would be helpful in this process. He summarized those studies for the Commission.

12:37 p.m. Senator Mark Pacheco thanked the Chair and members of the Commission for allowing him to provide his thoughts as the Commission continues its deliberations. He requested that the Commission delay their decision regarding Region C until the end of the year when the federal legislature may determine whether Native Americans will be allowed to open a casino in the region. He suggested that there is no way to determine the status of the market until the Commission requests bid proposals.

Lastly, the senator stated that he represents Taunton, Wareham, and all the communities in between that span the Route 495 belt and that thousands of his constituents want to bring customers from Rhode Island and Connecticut casinos back to Massachusetts.

12:52 p.m. The Commission thanked the senator for his remarks. Commissioner Cameron stated that the Commission is very respectful of the role of the legislature and that only the legislature has the authority to make changes to the law. She clarified that the Commission is only trying to choose the best course of action regarding the region presently, and does not presume any legislative outcomes.

Commissioner Stebbins asked the senator if it would be helpful to him and his colleagues if the Commission assesses the market for sports betting as it might pertain to revenues generated for the Commonwealth. Senator Pacheco responded that yes, the legislature would benefit from receiving as much information as possible on these issues.

1:06 p.m. The Commission agreed that staff should return with a definitive federal legislation update and a draft a Request for Information (RFI) to solicit feedback from the public and assess expertise from consultants regarding Region C for the Commission to formalize. The RFI could be issued with the understanding that a respondent would not be precluded from a potential Request for Response (RFR)/Request for Proposal (RFP).

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Commissioner Stebbins commented that he would like the Commission to remain open to a role it might play regarding Brockton's status as a gateway city, and its need for economic development opportunities and new employment opportunities for their residents.

Executive Session
See transcript pages 40 - 42

1:15 p.m. The Chair stated that in the interest of time, Commissioners' Updates, as well as Item #7 (Legal Division's regulation item) will be moved to the next Commission meeting.

The Chair then stated that the Commission will be going into an Executive Session pursuant to M.G.L. Chapter 30A, Section 21(a)(3) for the purpose of discussing strategy with respect to collective bargaining, as discussion at an open meeting may have a detrimental effect on the bargaining position of the Commission. The public session of the Commission meeting will not reconvene at the conclusion of the executive session.

Commissioner Cameron moved to go into Executive session. Commissioner Zuniga seconded the motion. Roll call vote:
Commissioner Stebbins: Aye.
Commissioner Cameron: Aye.
Commissioner Zuniga: Aye.
Commissioner O'Brien: Aye.
Chair Judd-Stein: Yes.

Next, the Chair stated that the Commission will go into Executive Session in accordance with M.G.L. Chapter.30A, Section 21(a)(3) for the purpose of discussing strategy with respect to the ongoing Region A litigation as discussion at an open meeting may have a detrimental effect on the litigating position of the Commission. The public session of the Commission meeting will not reconvene at the conclusion of the executive session.

Commissioner O'Brien moved to go into executive session. Commissioner Stebbins seconded the motion. Roll call vote:
Commissioner Stebbins: Aye.
Commissioner Cameron: Aye.
Commissioner Zuniga: Aye.
Commissioner O'Brien: Aye.
Chair Judd-Stein: Yes.

Lastly, the Chair recused herself from the next Executive session, as she has in the past. This Executive session, in accordance with M.G.L. Chapter.30A, Section 21(a)(3) is for the purpose of discussing strategy with respect to the ongoing Region A litigation as discussion at an open meeting may have a detrimental

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effect on the litigating position of the Commission. The public session of the Commission meeting will not reconvene at the conclusion of the executive session.

Commissioner Zuniga moved to go into executive session. Commissioner Stebbins seconded the motion. Roll call vote:
Commissioner Stebbins: Aye.
Commissioner Cameron: Aye.
Commissioner Zuniga: Aye.
Commissioner O'Brien: Aye.
Chair Judd-Stein: Noted her recusal.

List of Documents and Other Items Used

1. Notice of Meeting and Agenda dated October 24, 2019
2. Draft Commission Meeting Minutes dated October 10, 2019
3. PowerPoint Presentation: Talking About Gambling: Community Voices from Boston Chinatown
4. Report: Talking About Casino Gambling: Community Voices from Boston Chinatown dated October 24, 2019
5. Memo re 2020 Community Mitigation Fund Draft Guidelines dated October 23, 2019
6. 2020 Community Mitigation Fund Guidelines dated October 21, 2019
7. Memo re Recommendation for Appointment of Allison Ebner for Appointment to the Region B Local Community Mitigation Advisory Committee dated October 23, 2019
8. Memo re Region C – Possible Next Steps dated October 24, 2019
9. Letter re Mass Gaming & Entertainment LLC and Region C dated September 20, 2019
10. Public Comments re Region C 2019
11. 205 CMR 6.35 Amended Small Business Impact Statement (Draft)
12. 205 CMR 3.35 Final Draft Regulation

/s/ Catherine Blue
Assistant Secretary

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Report to the Massachusetts Gaming Commission

Q3 2019

PLAINRIDGE PARK

YOUR HOMETOWN CASINO

Gaming Revenue & Taxes

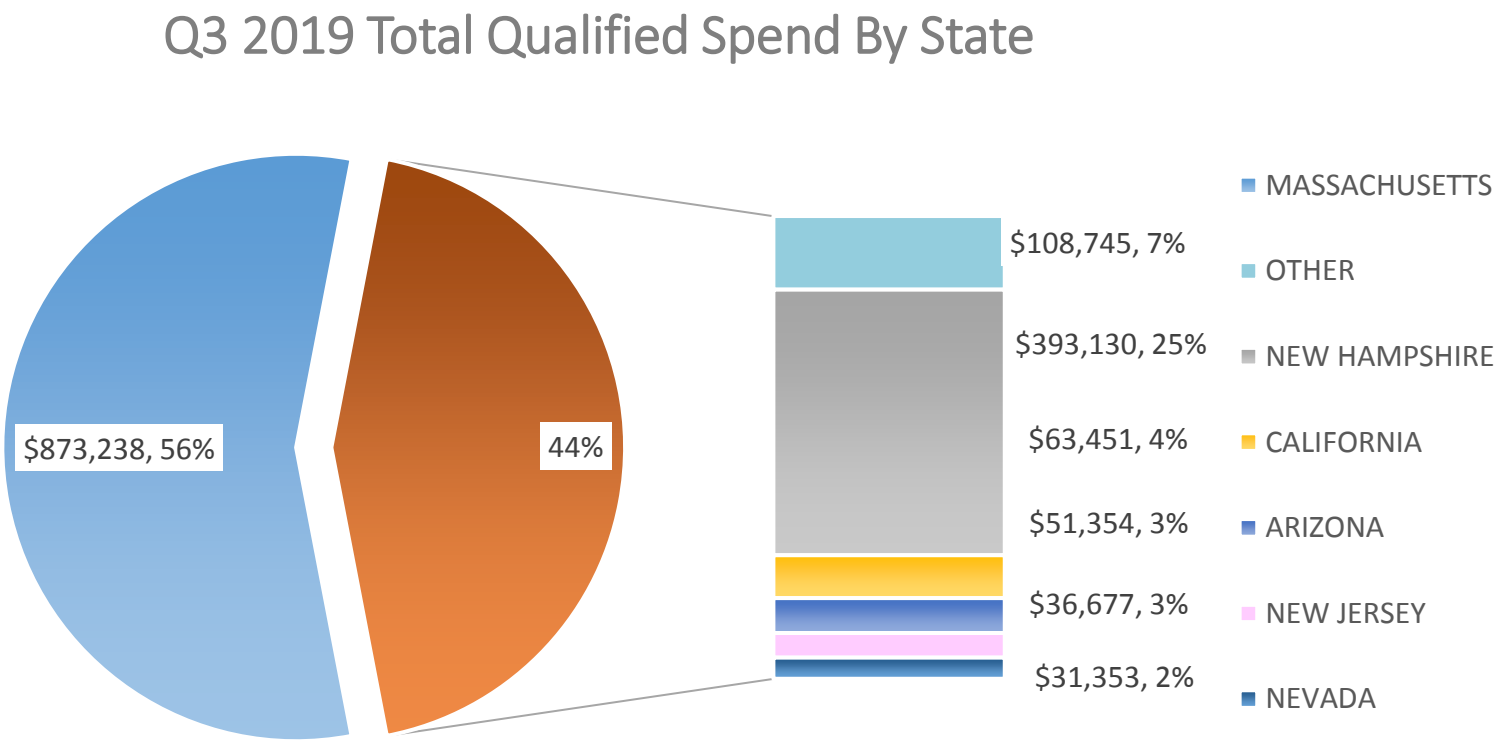
		Net Slot Revenue	State Taxes	Race Horse Taxes	Total Taxes
2018	1st	$42,196,904	$16,878,761	$3,797,722	$20,676,483
	2nd	$44,075,466	$17,630,187	$3,966,791	$21,596,978
	3rd	$44,849,341	$17,939,737	$4,036,441	$21,976,177
	4th	$40,467,919	$16,187,167	$3,642,113	$19,829,280
	Total	**$171,589,630**	**$68,635,852**	**$15,443,067**	**$84,078,918**
2019	1st	$40,910,743	$16,364,297	$3,681,967	$20,046,264
	2nd	$42,447,535	$16,979,014	$3,820,278	$20,799,292
	3rd	$36,159,250	$14,463,700	$3,254,328	$17,718,028
	4th				
	Total	**$119,517,528**	**$47,807,011**	**$10,756,573**	**$58,563,584**

Lottery Sales

Quarter	2018	2019	$ Difference	% Difference
1st	$894,938	$868,238	($26,700)	-2.98%
2nd	$934,290	$885,603	($48,687)	-5.21%
3rd	$937,875	$856,790	($81,085)	-8.65%
4th	$867,419			
Total	$3,634,522			

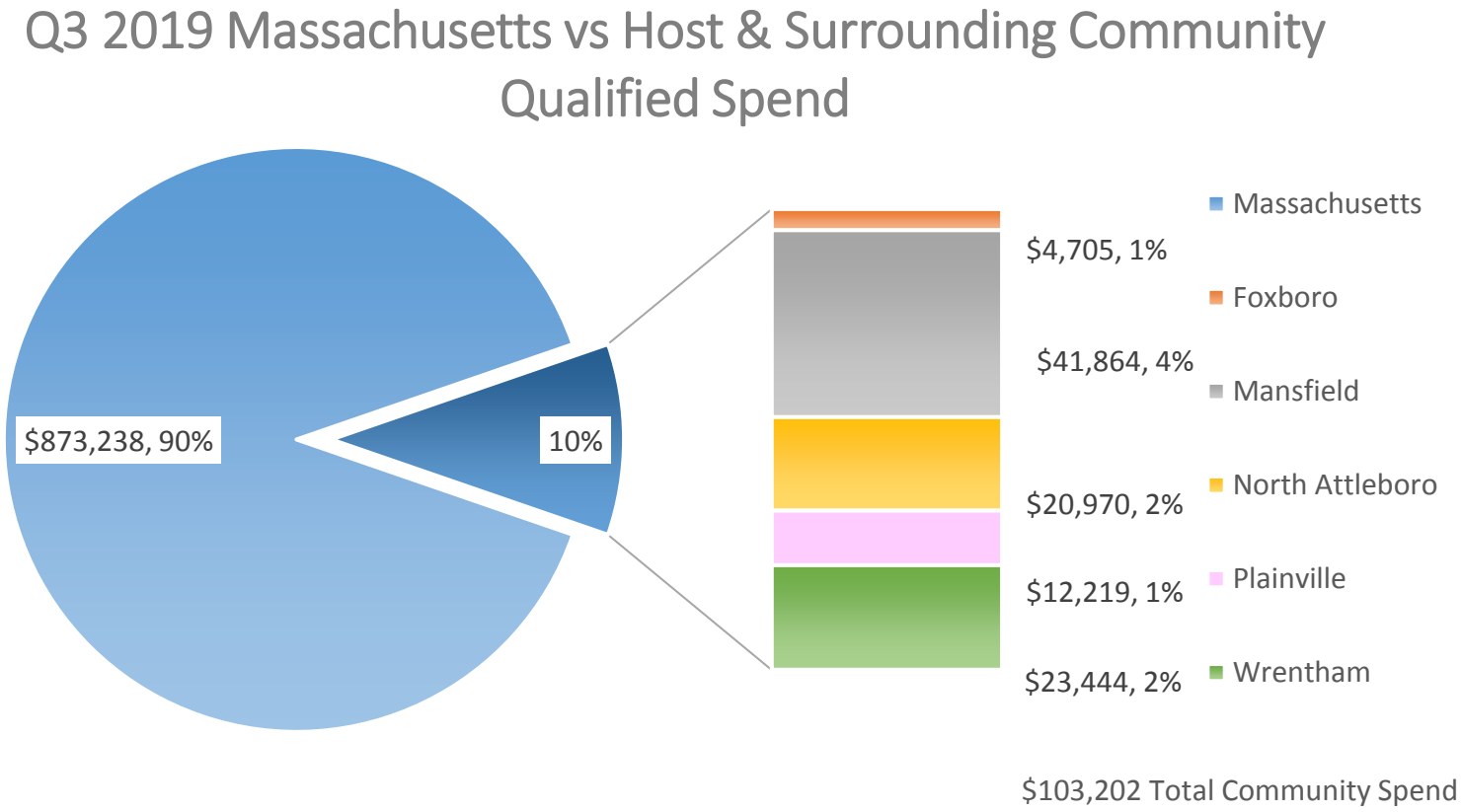
- PPC currently has five instant ticket machines and four online terminals
- Prior to the Casino opening the Property had one instant ticket machine and two online machines

Spend by State

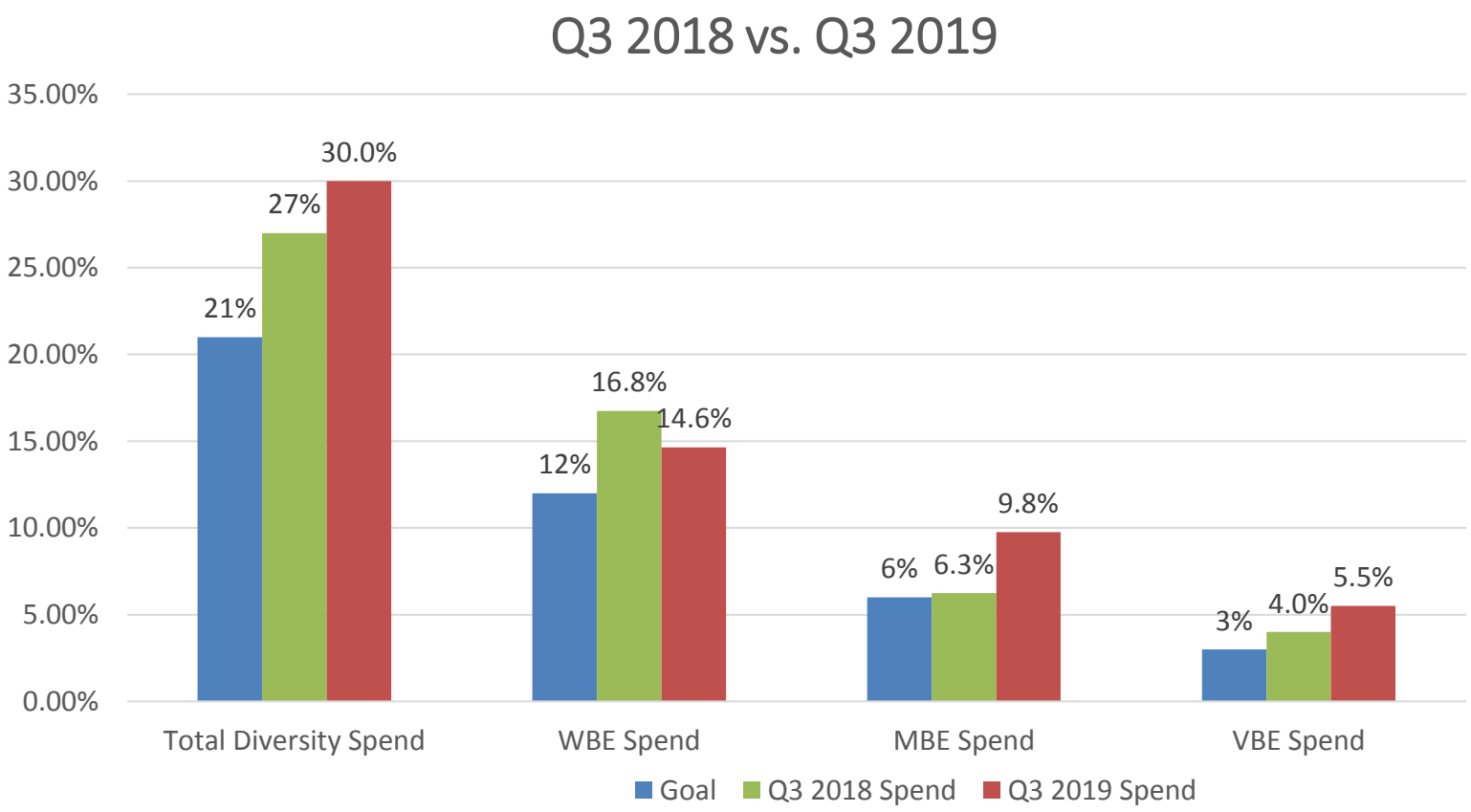


$1,557,947 Total Qualified Spend

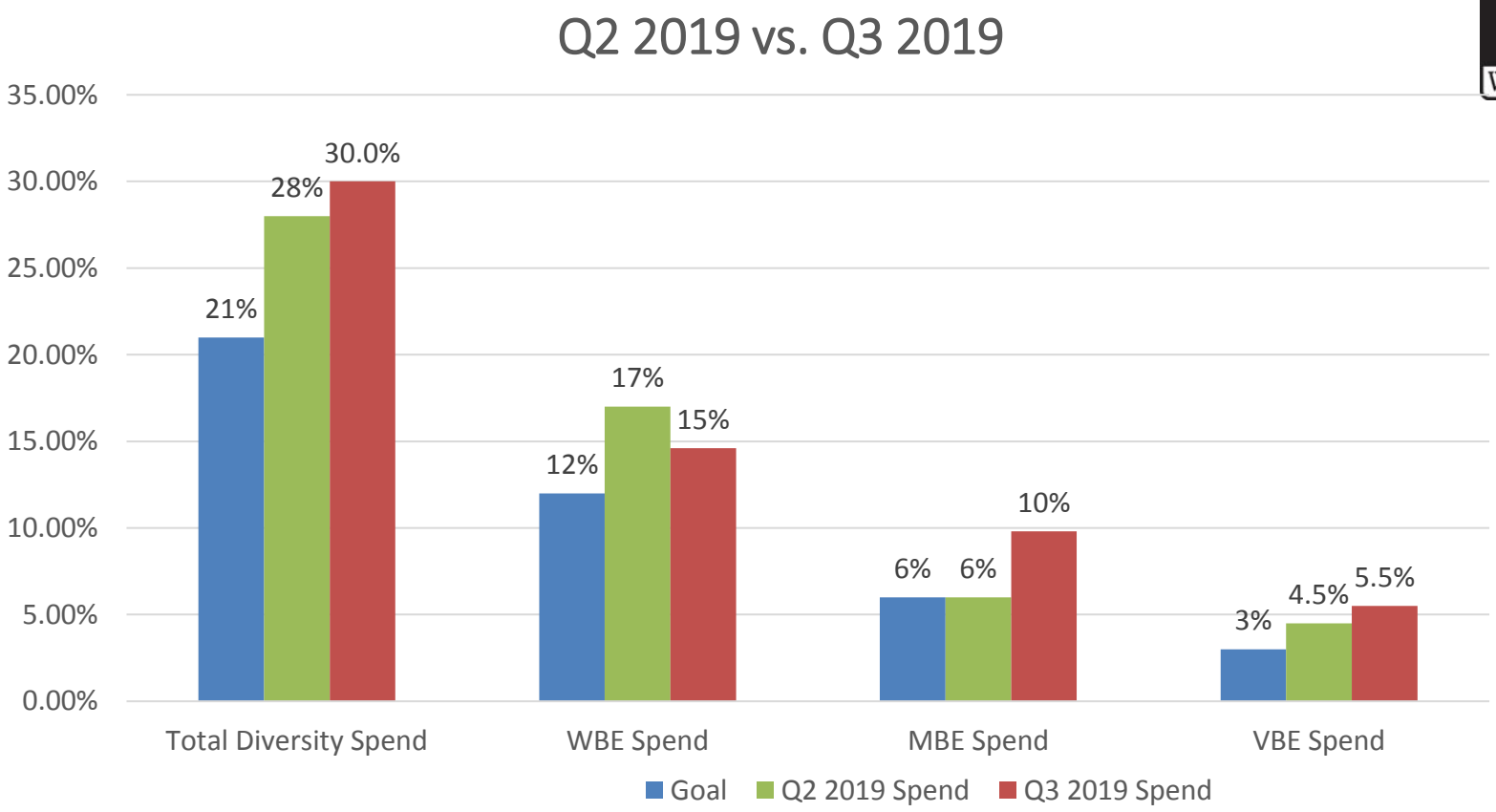
Local Spend


Q3 2019 Massachusetts vs Host & Surrounding Community Qualified Spend
$873,238, 90%
10%
$4,705, 1%
$41,864, 4%
$20,970, 2%
$12,219, 1%
$23,444, 2%
Massachusetts
Foxboro
Mansfield
North Attleboro
Plainville
Wrentham
$103,202 Total Community Spend

Vendor Diversity



Vendor Diversity



Employment

As of September 30, 2019:

	Employees	Full-Time	Part-Time	Seasonal
Total	454	301	143	10
% of Total	100%	66%	32%	2%

	Employees	Goals
Diversity	27%	15%
Veterans	4%	2%
Massachusetts	60%	65%
Local	33%	35%
Male/Female	51%/49%	50%/50%

Compliance

Month	Number of Patron ID Checks	Prevented from Entering Gaming Establishment			Expired, Invalid, No ID	Fake ID	Minors and Underage Escorted from the Gaming Area	Minors and Underage Gambling at Slot Machines	Minors and Underage Consuming Alcoholic Beverages
		Total	**Minors[1]**	**Underage[2]**					
July	5,566	184	16	44	124	0	1	1	0
August	6,036	144	21	38	85	0	0	0	0
September	5,159	118	8	14	96	0	0	0	0
Total	**16,761**	**446**	**45**	**96**	**305**	**0**	**0**	**1**	**0**

[1] Person is under 18 years of age
[2] Person is 18-21 years of age

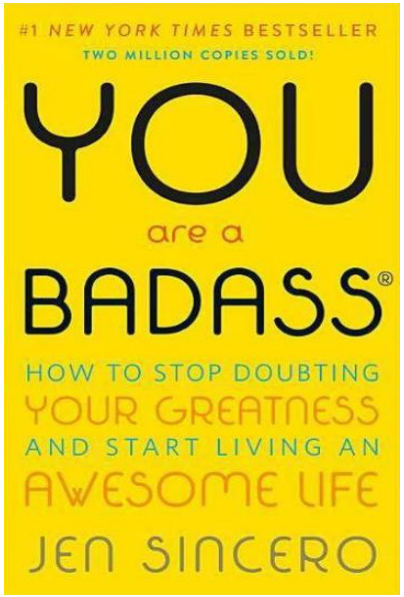
Compliance

2019 Traffic Monitoring Program

- Completed the MassDOT Traffic Monitoring Program Report
- Concluded that impact has been relatively minor

Women Leading at Penn

- October: Summer Book Review of <u>You are a Badass</u>
- Program Update:
  - 8 of 16 women from inaugural 2018 class have been promoted or are in more complex roles at PPC
  - 1 transferred to a larger property in October 2019
  - 14 women in current group
- Upcoming topic for Q4 is “Navigating the Workforce”

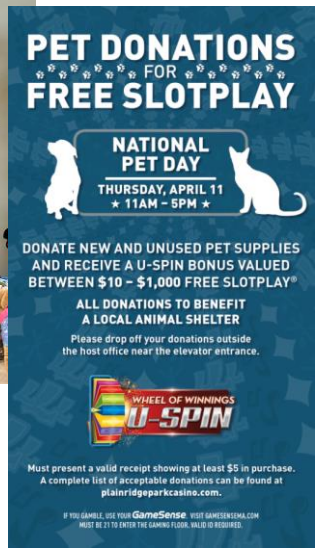


UP YOUR CONFIDENCE

Just do it. If you desire to do something, there is a part of you deep down that knows you're capable or else you wouldn't waste your time thinking about it. Don't wait until you're confident—that's like waiting until you lose the extra five pounds before you'll let yourself go on vacation—just do it. The more you push yourself to do the things you're scared to do, the stronger your confidence muscle will become.

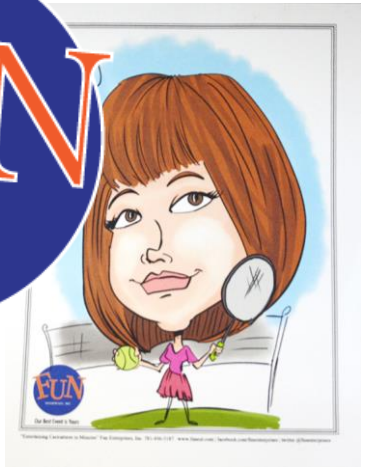
Local Community

- American Cancer Society (Relay for Life)
- Friends of the North Attleboro Animal Shelter
- FUN! Entertainment
- Plainville Permanent Firefighters
- Taste of Tri-County-Mansfield



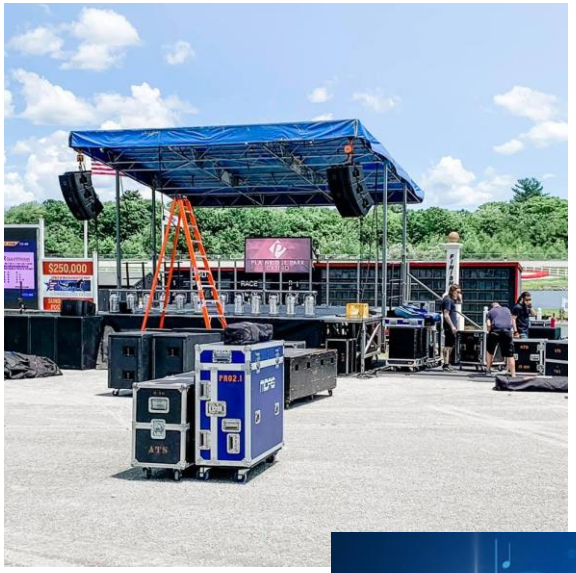
FUN ENTERPRISES, INC.

The Taste of Tri-Town



Q3 Sponsorships

- Wrentham Outlets
- TPC
- Fenway Concert Series
- Beasley Media Group



WRENTHAM VILLAGE PREMIUM OUTLETS®
A SIMON CENTER

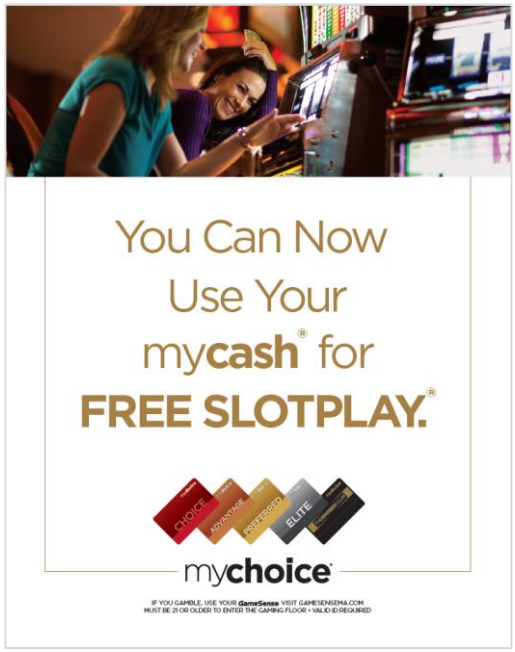
TPC Boston

105.7 WROR BOSTON'S GREATEST HITS

Country 102.5

Marketing Highlights

- mycash to Free Slotplay Conversion
- mychoice mysummer
- Responsible Gaming Education Week



Camelot Enterprises

- VBE located in Stoughton, MA
- Opened in 1987
- Specializes in Uniforms, Apparel, Embroidery, Promotions, Awards, Trophies, and much more
- PPC vendor since January 2018
- Heavily involved in employee-related gifts

Polo

Chef Coat

Fleece

Reusable Bag

Cooler

RG Watch

PLAINRIDGE PARK
CASINO
SPIRIT OF MASSACHUSETTS TROT
PLAINRIDGE PARK CASINO
July 28 2019

Division of Racing

TO: Cathy Judd-Stein, Chair
Gayle Cameron, Commissioner
Eileen O'Brien, Commissioner
Bruce Stebbins, Commissioner
Enrique Zuniga, Commissioner

FROM: Alexandra Lightbown, Director of Racing

CC: Ed Bedrosian, Executive Director
Catherine Blue, General Counsel

DATE: November 7, 2019

RE: Application to conduct live horse racing in 2020

Dear Commissioners:

The Commission has received one application to conduct live horse racing in Massachusetts in 2020:

- Plainville Gaming and Redevelopment, LLC (Plainridge Racecourse) to conduct 110 days of harness racing from April 6th through November 27th ;

In order to grant a racing license, the Commission must take into consideration the criteria provided in Chapter 128A Section 3 (i), "in addition to any other appropriate and pertinent factors". Those criteria are:

- The financial ability of the applicant to operate a race track;
- The maximization of state revenues;
- The suitability of racing facilities for operation at the time of the year for which the dates are assigned;
- That large groups of spectators require safe and convenient facilities;
- Having and maintaining proper physical facilities for racing meetings;
- According fair treatment to the economic interest and investments of those who in good faith have provided and maintained the facilities

In order for the Commission to determine if the criteria are met, the Commission can consider the application materials provided by the applicant and the testimony and comments received from the public.

Plainville Gaming and Redevelopment, LLC (Plainridge Racecourse) meets the requirements of Chapter 128A Section 3(i) and is the only facility to apply for harness racing. With 110 days of live racing, they will also meet the requirements of Massachusetts General Laws Chapter 128C Section 2, the requirement for their ability to simulcast. Plainridge raced 105 days in 2015, 115 days in 2016, and 125 days in 2017, as described in Massachusetts General Laws Chapter 23K Section 24. In 2018 they raced 110 days, as approved by the Massachusetts Gaming Commission. In 2019 they are on schedule to complete the 108 days the Commission approved.

Recommendation: The Racing Division recommends the Commission approve the application of Plainville Gaming and Redevelopment, LLC (Plainridge Racecourse) for live harness horse racing in 2020, with the following conditions:

1. Plainridge will have an independent expert, that hasn't previously reviewed the track surface, review the track surface prior to racing. The Massachusetts Gaming Commission reserves the right to ask for further reviews during the racing season.

HHANE
Harness Horseman's Association of New England

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VIA ELECTRONIC TRANSMISSION

November 4, 2019

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

Gentlemen:

Subject: Horse Racing Applications

This letter is in response to a request for public comment regarding a request by Plainridge Gaming and Redevelopment, LLC to conduct a 110-day live harness meet at Plainridge Park and Casino in Plainville, Massachusetts in 2020.

The Harness Horseman's Association of New England (HHANE) is fully supportive of the application provided a comprehensive independent inspection supported by facts and analysis is completed on the racing surface as soon as possible. The inspection is needed now so if it is determined that improvements are needed that work can be completed immediately after the 2019 racing season ends so the track will be ready for the 2020 racing season. We propose the inspection be completed by Coons Associates, the company who originally built the track. Coons Associates has built many tracks and is highly respected in the industry. Due to the importance of this matter, the HHANE has agreed to pay for the cost of the inspection.

The HHANE has had two meetings with the Massachusetts Gaming Commission (MGC) Director of Racing and Executive Director where HHANE expressed concerns regarding the track surface. Specifically, we all agreed the one-page letter dated April 1, 2019 by Dan Herbst did not include any support for the conclusion that "it is a very nice safe racetrack". The Board of Directors of HHANE and its membership have observed that the track in its current condition nearing the end of the 2019 racing season is lacking consistent and even surface material. The track cover material needs significant replenishment, so much so that that the track base is showing through in areas.

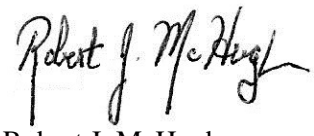
Subsequent to our second meeting with the MGC, we queried various members of Harness Horsemen International (HHI) around the country to ask how management at their tracks would respond to concerns raised by horsemen and women. The response was that many tracks have a Drivers Committee and/or a Track Relations Committee that oversees the track surface. The consensus was that track management would immediately respond to any concerns brought to their attention. It was agreed by all that drivers concerns should be recognized as a safety issue.

The serious nature of this matter is reflected in a proposal by the USTA regarding the track surface. In recognition of the importance of maintaining a safe surface, the proposal has detailed requirements on track maintenance; failure to adhere to the requirements would result in a fine, suspension, or denial of an application for USTA membership. We are of the opinion that the independent review is needed to avoid a potential crisis and a public relations nightmare for Penn National Gaming, the Massachusetts Gaming Commission, the Commonwealth of Massachusetts, and the Harness Horseman's Association of New England, Inc.

We again are urgently requesting the Massachusetts Gaming Commission (MGC) view the track condition as a safety issue and consider the track evaluation as a license renewal requirement.

Respectfully submitted,

HARNESS HORSEMAN'S ASSOCIATION OF NEW ENGLAND, INC.



Robert J. McHugh
President

Division of Racing

2018 ANNUAL REPORT

YEAR ENDING DECEMBER 31, 2018

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INTRODUCTION / MISSION STATEMENT

The mission of the Massachusetts Gaming Commission is to create and maintain a fair, transparent, and participatory process for implementing the expanded gaming law passed by the Legislature and signed by the Governor in November, 2011.

The Commission strives to ensure that its decision-making and regulatory systems engender the confidence of the public and participants, and that they provide the greatest possible economic development benefits and revenues to the people of the Commonwealth, reduce to the maximum extent possible the potentially negative or unintended consequences of expanded gaming, and allow an appropriate return on investment for gaming providers that assures the operation of casino-resorts of the highest quality.

The Massachusetts State Racing Commission ("SRC") was a predecessor agency created by an act of the General Court in 1934. The State Racing Commission, pursuant to Chapter 4 of the Acts of 2009, was transferred to the Division of Professional Licensure ("DPL"), on January 1, 2010. Effective May 20, 2012, all State Racing Commission functions were further transferred to the Massachusetts Gaming Commission, pursuant to Section 89 of Chapter 194 of the Acts of 2011. DPL continued to manage all racing operations through an inter-agency service agreement through the end of calendar year 2012. The Division of Racing of the Massachusetts Gaming Commission assumed control of the fiscal and operational activities of the old State Racing Commission on January 1, 2013.

GAMING COMMISSIONERS

CATHY JUDD-STEIN CHAIR

Cathy Judd-Stein joined the Massachusetts Gaming Commission as Chair in in February of 2019, after having served the Commonwealth as part of five successive gubernatorial administrations. Most recently, she served as Deputy Chief Legal Counsel for the Office of the Governor. In that role, she provided guidance to Governor Charlie Baker and Lieutenant Governor Karyn Polito on a broad array of legal issues. She has spent much of her career dedicated to public service, advising extensively on public ethics and the state conflict of interest law, governmental reforms, and education and human services. Ms. Judd-Stein served as an instructor of "Ethics and Public Policy" for UMass Boston's John W. McCormack Graduate School of Policy and Global Studies from 2007-2015.

In 2000, Governor Paul Cellucci appointed Ms. Judd-Stein to serve as Deputy Legal Counsel and his ethics advisor. She remained in that same position for Governors Jane Swift, Mitt Romney and Deval Patrick (through his transition), and then served as Governor Patrick's Executive Director of the Judicial Nominating Commission. From 2011-2013, she worked at the Massachusetts State Lottery as Assistant Executive Director, Director of Policy and Special Counsel and then was named General Counsel of the State Treasury by the State Treasurer and Receiver. She served in that capacity until her appointment by Governor Baker in 2015.

A graduate of Dartmouth College and Harvard Law School, Ms. Judd-Stein is a Trustee of St. Johnsbury Academy in St. Johnsbury, Vermont. She also is a member of the Women's Health Advisory Board for the Brigham and Women's Hospital in Boston. She is a member of the national Board of Directors for GLAAD and a former President of the Class Officers Association at Dartmouth College.

Ms. Judd-Stein lives in Winchester, Massachusetts and she and her husband are the parents of three adult children

GAYLE CAMERON COMMISSIONER

Prior to her appointment to the Massachusetts Gaming Commission, Gayle Cameron worked as a public safety consultant after a distinguished career with the New Jersey State Police. She retired as a Deputy Superintendent, the second highest rank.

Prior to her retirement, Lieutenant Colonel Cameron commanded the Investigations Branch which had authority over the areas of: casino regulation, specialized investigations, intelligence gathering and analysis, and forensic sciences. In this position she held the agency's top security clearance and interacted on a regular basis with the US Attorney from the District of NJ, the State's Governor, the NJ Attorney General and was the primary liaison with all federal law enforcement agencies.

The purview of this position included managing more than 900 detectives, analysts and scientists assigned to 57 different units with an annual budget of over seventy five million dollars. Incorporated within these entities were subordinate bureaus and offices responsible for casino gaming, counter terrorism, narcotics, organized crime, cyber technology, intelligence management, electronic surveillance, street gang investigations, homicide and violent crimes.

Cameron's gaming experience began as an undercover operative while conducting casino criminal and organized crime investigations. She also gained valuable expertise as a detective vetting individuals and companies during the application process for licensure to Atlantic City's casinos.
Prior to serving as the Deputy Superintendent, she held leadership positions as the Commanding Officer of the following sections: Administration, where she was responsible for the formulation and management of the Division's annual budget; Human Resources and Identification and Information Technology. Other positions held include: Bureau Chief of Command Operations, Station Commander, EEO/AA Investigations Unit leader, Executive Protection Squad Leader and road duty Trooper.

Lt. Colonel Cameron has been called upon to sit on numerous promotional boards both in the United States and abroad. Toward the end of her service she was appointed to serve as a Commissioner for the Commission on Accreditation for Law Enforcement Agencies (CALEA) which evaluates police agencies' best practices both nationally and internationally. She is a founding member of New Jersey Women in Law Enforcement and frequently serves as a panelist for the international association of Chiefs of Police and the National Center for Women and Policing.

Lt. Colonel Cameron holds an M.A. from Seton Hall University, a B.S. from Bridgewater State College, and is a graduate of the FBI Leadership Development School, the Northwestern University School of Staff and Command, and the International Chiefs of Police Leadership in Police Organizations certification.

EILEEN O'BRIEN COMMISSIONER

Commissioner Eileen O'Brien was appointed to the Massachusetts Gaming Commission by Attorney General Maura Healey in March 2018. At the time of her appointment, AG Healey cited O'Brien's extensive experience in criminal investigations and enforcement.

Before joining the Commission, Eileen O'Brien served as Director of the Audit, Oversight and Investigations Division of the Inspector General's Office. Her role included overseeing investigations related to allegations of fraud, waste, and abuse of public funds.

Commissioner O'Brien spent five years as Senior Trial Counsel for the Criminal Bureau of the Massachusetts Attorney General's Office where she investigated and prosecuted cases of trafficking, embezzlement, and public corruption.

O'Brien also served in various positions within the Special Investigations and Narcotics Division at the AG's Office, including chief of the division from April 2004 to July 2008. Following law school, she was a law clerk at Massachusetts Superior Court and served as an assistant district attorney at the Middlesex District Attorney's Office.

In 2015, O'Brien received the Manuel Carballo Governor's Award for Excellence in Public Service along with the Inspector General's Westfield State University Investigation Team. She has also previously received a Special Achievement Award from the New England Narcotic Enforcement Officers' Association in 2004, and the Scott Harshbarger Award for Excellence in 2003.

O'Brien graduated from Northeastern University School of Law and Middlebury College.

BRUCE STEBBINS COMMISSIONER

A native of Western Massachusetts, Bruce most recently served as Business Development Administrator for the city of Springfield. He also served two terms on the Springfield City Council from 2006 through the end of 2009. Prior to joining the city Economic Development office, Bruce served as Senior Regional Manager for the National Association of Manufacturers in the New England region from 1999 through 2010.

Earlier in his career, Bruce served in the administrations of Governors William Weld and Paul Cellucci eventually being promoted to head the Massachusetts Office of Business Development after serving as deputy director and regional director. His government experience included working in the Office of Political Affairs at the White House for President George H.W. Bush.

His commitment to his community has also included serving on the elected school committee in East Longmeadow for seven years and chairmanship of the Board of Trustees of Springfield Technical Community College as well as other non-profit community organizations. He is a graduate of George Washington University in Washington, D.C. where he received a Bachelor of Arts degree in Political Science.

ENRIQUE ZUNIGA COMMISSIONER

Enrique recently served as the Executive Director of the Massachusetts Water Pollution Abatement Trust. The Trust is a $5.2 billion state infrastructure bank that provides subsidized loans to Cities and Towns for clean water and drinking water projects. The Trust is a "State Revolving Fund" that accepts federal grants and issues municipal debt to fund the loans it provides to municipalities. Under his tenure the Trust re-procured all its advisors and service providers, issued a competitive short term financing of $100 million, and prepared for the permanent financing of $450 million of loans.

Prior to joining the Trust, Enrique was the director of Quality Assurance at the Massachusetts School Building Authority. Enrique's duties cut across different areas of the Authority including the initial drafting of regulations, reimbursements to cities and towns during the design and construction project (progress payments), design and implementation of information systems, executive reporting, training and other special projects.

Prior to the MSBA, Enrique was a manager at Ernst & Young in the Real Estate and Construction Advisory Services Group, where he conducted a number of advisory, audits and risk assessments for corporate clients with large capital programs. Enrique came to New England in 1995 to obtain an MBA from the Yale School of Management, and prior to that he was a co-owner and director of a residential development and construction company in Monterrey Mexico. Enrique obtained a Civil Engineering degree in Mexico. In 1997 Enrique relocated to Massachusetts and since 2001 has resided in Jamaica Plain with his wife Ellen and two children.

STEPHEN CROSBY FORMER CHAIRMAN, LEFT MGC IN SEPT 2018

LLOYD MACDONALD FORMER COMMISSIONER, LEFT MGC IN 2018

EXECUTIVE STAFF

EDWARD R. BEDROSIAN, JR. EXECUTIVE DIRECTOR

CATHERINE BLUE GENERAL COUNSEL

ELAINE DRISCOLL DIRECTOR OF COMMUNICATIONS

ALEXANDRA LIGHTBOWN, D.V.M. DIRECTOR OF RACING

JILL GRIFFIN DIRECTOR OF WORKFORCE, SUPPLIER, AND DIVERSITY

KAREN WELLS DIRECTOR OF INVESTIGATIONS AND ENFORCEMENT BUREAU

JOHN ZIEMBA OMBUDSMAN

MARK VANDER LINDEN DIRECTOR OF RESEARCH AND RESPONSIBLE GAMING

DIVISION OF RACING

ALEXANDRA LIGHTBOWN, D.V.M.
DIRECTOR OF RACING | CHIEF COMMISSION VETERINARIAN

CHAD BOURQUE
FINANCIAL ANALYST

SUFFOLK DOWNS

MAILING ADDRESS

Sterling Suffolk Racecourse, LLC
d/b/a Suffolk Downs
525 McClellan Highway
East Boston, MA 02128
(617) 567-3900

MEET PERIOD

July 08, 2018 through October 01, 2018

2018 RACING STATS

Number of race days:	8
Number of races:	98
Number of starts:	850
Average field size:	8.7
Total purse:	$4,733,800
Average daily purse:	$591,725

TRACK STATS

Barn Area Stall Space:	1085
Horses on Grounds:	546

MAIN TRACK

Homestretch:	90 ft. wide, backstretch 70 ft. wide
Turns:	Banked 4.5°; Straightaways 2.0°
Rail:	Fontana safety rail

TURF COURSE

7 furlong oval comprised of perennial rye grass

CHAPTER 10 OF THE ACTS OF 2015, SECTION 59.

The running race horse meeting licensee located in Suffolk county licensed to conduct live racing pursuant to chapter 128c in calendar year 2018 shall remain licensed as a running horse racing meeting licensee until July 31, 2018 and shall remain authorized to conduct simulcast wagering pursuant to said chapter 128c for the entirety of any year in which at least 1 day and not more than 50 days of live running horse racing is conducted at the licensee's facility.

PLAINRIDGE PARK CASINO

MAILING ADDRESS

Plainville Gaming and Redevelopment, LLC
d/b/a Plainridge Park Casino
301 Washington Street
Plainville, MA 02762
(508) 643-2500

MEET PERIOD

April 16, 2018 through November 29, 2018

2018 RACING STATS

Number of race days:	110
Number of races:	1,164
Overnights wager:	1,127
Overnights non-wager:	1
MA Sire Stakes wager:	29
MA Sire Stakes non-wager:	7
Overnights average field size:	7.57
MA Sire Stakes average field size:	5.92
Purse total:	$10,932,409
Overnights purse:	$9,155,607
MA Sire Stakes purse:	$1,776,802
Overnights Average purse:	$8,124
MA Sire Stake Average purse:	$49,356

TRACK STATS

Barn Area Stall Space:	180

RACE TRACK

5/8ths mile
Pylons

MASSACHUSETTS GENERAL LAWS ANNOTED CHAPTER 23K, SECTION 24.

An application for a gaming license who holds a live racing license under chapter 128A shall maintain an existing racing facility on the premises; provided, however, that the gaming licensee shall increase the number of live racing days to a minimum of 125 days according to the following schedule: (i) in the first calendar year of operation, a gaming license shall hold 105 racing days, (ii) in the second calendar year of operation 115 racing days; (iii) in the third and subsequent calendar year of operation 125 racing days.

RAYNHAM GREYHOUND PARK

MAILING ADDRESS
1958 Broadway
Raynham, MA 02767
(508) 824-4071

SIMULCASTING
7 days a week

WONDERLAND GREYHOUND PARK

MAILING ADDRESS
d/b/a/ Sterling Suffolk LLC
525 McClellan Highway
East Boston, MA 02128
(617) 567-3900

SIMULCASTING
7 days a week

CHAPTER 167 OF THE ACTS OF 20019
Chapter 167 of the Acts of 2009, and subsequently, Chapter 203 of the Acts of 2010
As a result of Chapter 388 of the Acts of 2008, the two greyhound racetracks located in the Commonwealth were precluded from conducting greyhound races effective January 1, 2010.

Chapter 167 of the Acts of 2009, and subsequently, Chapter 203 of the Acts of 2010 allowed these facilities to continue operations as simulcasting venues without conducting the minimum of 100 live racing performances mandated by Chapter 128C of the General Laws. These facilities offered pari-mutuel wagering on greyhound races conducted outside the Commonwealth as well as both in-state and out of state thoroughbred and harness races, with conditions.

Massasoit Greyhound Association and Taunton Greyhound, Inc. continued simulcasting operations throughout 2012 at Raynham/Taunton Greyhound Park.

Wonderland Greyhound Park continued simulcasting operations, at their facility, until August 18, 2010, when it closed down its racing activities. On June 2, 2011 Wonderland reopened its simulcast operations at Suffolk Downs.

LICENSING

One of the Commission's foremost responsibilities is the issuance of occupational licenses to every person who participates in racing, and the issuance of licenses to associations who operate the Commonwealth's racetracks and simulcast facilities.

2,381 APPLICATIONS FOR LICENSURE PROCESSED IN 2018

The licensing process requires that every person who participates in racing complete an application, and that all questions must be answered truthfully. The application is reviewed for completeness by licensing staff who then forward the application to the Massachusetts State Police Gaming Enforcement Unit, who conduct a background check of the applicant. Once the background check is completed, the application is sent to the Board of Stewards/Judges at each track. The Board reviews the application and may interview the applicant. The Stewards/Judges determine if the applicant has the required integrity, ability, and the eligibility for the license for which the applicant has applied. The Commission also has access to the Association of Racing Commissioners' International (ARCI) files in Lexington, Kentucky and the United States Trotting Association's (USTA) database for violations. These files maintain a record of every racing related offense attributed to an applicant anywhere in the country. The Commission provides reciprocity to other jurisdictions and their licensing decisions.

If the Stewards/Judges recommend licensing an applicant, the licensing staff collects the required fee and enters the appropriate information in the Commission's computer network. The applicant is issued a license card that entitles him to a photo identification badge. No person may enter any restricted area of a racetrack without a photo identification badge. During 2018, the Division of Racing issued 2,381 occupational licenses to persons participating in horse racing in the State. Occupations licensed include jockeys, drivers, trainers, assistant trainers, owners of racing animals, blacksmiths, racing officials, vendors, stable employees and pari-mutuel clerks. $98,490 was collected in Occupational License Fees and Badge Fees and $29,800 in Racing related fines. Occupational licenses expire annually on December 31.

LICENSING STAFF

BILL EGAN LICENSING COORDINATOR

GEORGE CARRIFIO CONTRACT LICENSING COORDINATOR

TANIA PEREZ CONTRACT LICENSING

Licensing Coordinators supervise the operation of the Commission's field offices located at Suffolk Downs, Raynham Park, and Plainridge Park Casino. They work closely with stewards, judges, racing officials, track security, the State Police unit and the Gaming Commission to ensure that operations at each track are efficient and effective.

MA STATE POLICE INVESTIGATIVE UNIT

MARK TACCINI SERGEANT

ROBERT MILLER TROOPER

SCOTT WALKER TROOPER

The Commission's goals of protecting racing participants and the wagering public as well as maintaining the public's confidence in pari-mutuel wagering are achieved through the Commission's licensing, revenue collection and investigative activities. The State Police Investigative Unit plays a vital role in achieving the goals of the Commission.

The Gaming Commission applies to the Department of Public Safety for an assignment of a complement of police officers. In the performance of their duties, the State Police Investigative Unit investigates violations of the rules of racing and the Massachusetts General Laws. The Investigative Unit's extensive responsibilities and activities have resulted in a major improvement in the Commission's regulatory/policing functions.

STABLE INSPECTIONS

Stable inspections focus on the detection of safety violations, the presence of unlicensed persons in restricted areas and the possession of illegal medications, drugs and syringes. These inspections are conducted by officers assigned to the State Police Unit and aid in preserving the integrity of racing.

EJECTIONS - INVESTIGATIONS - ARRESTS

In 2018, the State Police Investigative Unit conducted 21 investigations including hidden ownership of racehorses, larceny, and conduct detrimental to racing that resulted in 1 arrest and 2 ejections from Massachusetts racetracks.

SPECIAL INVESTIGATIONS

The State Police Investigative Unit conducted investigations into the background of each individual who was a party to the application for a racetrack license in Massachusetts. The State Police Unit also conducted several special investigations with other agencies and units within the State Police concerning ten per center activity, identity investigations and drug activity.

BACKGROUND INVESTIGATIONS

The State Police Investigative Unit conducted 1914 background investigations on Gaming Commission employees, racing officials and occupational licensees who participate at Massachusetts racetracks.

THOROUGHBRED - STANDARDBRED RACING

The State Police Unit committed itself to maintain a constant presence at each racetrack, especially during live racing, working closely with the Stewards/Judges and other Commission and racing officials to help ensure that each track operated honestly and credibly.

VETERINARIANS

ALEXANDRA LIGHTBOWN, D.V.M.
DIRECTOR OF RACING | CHIEF COMMISSION VETERINARIAN

RISE SHEEHAN, D.V.M. CONTRACT VETERINARIAN

RICHARD SHEEHAN, D.V.M. CONTRACT VETERINARIAN

KEVIN LIGHTBOWN D.V.M. CONTRACT VETERINARIAN

The Commission Veterinarians play an indispensable function in ensuring that the quality and integrity of racing within the Commonwealth remains strong by protecting the health and welfare of the equine athletes in Massachusetts.

SUPERVISE EQUINE DRUG TESTING AREA

A Commission Veterinarian supervises the testing areas in order to ensure proper collection and continuity of evidence for blood and urine samples collected from the racing animals.

TESTIFY AT COMMISSION HEARINGS/MEETINGS

Commission Veterinarians testify at hearings on medication use, drug violations, animal care, new policies and procedures, etc.

LABORATORY SERVICES

In 2016, Massachusetts changed its testing laboratory to Industrial Laboratory in Colorado. Industrial Laboratory is ISO 17025 and Racing Medication Testing and Medication Consortium accredited. They perform testing for several racing jurisdictions. Testing protects the health of the animals and the integrity of races and contests.

Industrial is committed to improving their ability to detect new drugs of abuse. They work closely with the Association of Official Racing Chemists (AORC), Association of Racing Commissioners International, Inc. (ARCI) and Racing Medication Testing Consortium (RMTC). As a result, Industrial Laboratory is a driving force in the application of new technology for the drug testing industry.

In addition to testing urine and blood samples for the presence of drugs, Industrial analyzes syringes, vials, powders and a variety of materials seized as evidence. They also test for drugs in a variety of nutritional supplements.

INTEGRITY OF SAMPLES ENSURED

Special precautions are taken at all Massachusetts racetracks when post-race blood and urine samples are collected to ensure that no tampering can take place. In order to assure the continuity of evidence, every winning horse and all designated horses are under the surveillance of a Gaming Commission employee from the finish of the race until the specimens are obtained.

SAMPLES TAKEN AND ANALYZED

1336 Paired Urine/Blood, 1271 Blood Samples Analyzed, 2419 TCO2 Blood Samples Analyzed

Items confiscated in the course of investigations are also submitted for analysis. These items may include feed preparations, vitamins, liniments, antibiotics, other pharmaceuticals and medical devices such as needles and syringes.

2018 marked the sixth year that the Massachusetts Gaming Commission's Division of Racing participated in the Controlled Therapeutic Medication Program.

At Suffolk Downs, there was one medication overage for Betamethasone, one for Clenbuterol, one for Dexamethasone, one for Glycopyrrolate, one for Isoflupredone. These are all medications from the controlled Therapeutic Medication Program. There was a positive test for Naproxen.

At Plainridge Park Casino, there was one medication overage for Betamethasone, one for Dantrolene, two overages for Dexamethasone, one for Flunixin, one for Lidocanine, four for Methocarbamol, one overage for Phenylbutazone and one overage for Triamcinolone. These are all medications from the Controlled Therapeutic Medication Program. There were two positive tests for Altrenogest, one for Caffeine, and two TCO2 tests that were over the regulatory limit

SUFFOLK DOWNS BOARD OF STEWARDS

COMMISSION STEWARDS

SUSAN WALSH CHIEF COMMISSION STEWARD

DAVE ERNST ASSOCIATE COMMISSION STEWARD

ASSOCIATION STWEWARD

JOHN MORRISSEY PRESIDING STEWARD

ADMINISTRATIVE HEARINGS

The primary responsibility of the Stewards is to interpret and enforce the rules of racing as promulgated by the Commonwealth of Massachusetts. In carrying out this duty, the Judges issued 22 rulings in 2018 resulting in 16 fines and 3 suspensions.

PLAINRIDGE PARK BOARD OF JUDGES

COMMISSION JUDGES

LOU HASKELL CHIEF COMMISSION JUDGE

SALVATORE PANZERA ASSOCIATE COMMISSION JUDGE

TAD STOCKMAN ASSOCIATE COMMISSION JUDGE

DAVID ERNST FILL-IN ASSOCIATE JUDGE

PETER TOMMILA FILL-IN ASSOCIATE JUDGE

ASSOCIATION JUDGE

ANNMARIE MANCINI PRESIDING JUDGE

ADMINISTRATIVE HEARINGS

The primary responsibility of the Board of Judges is to interpret and enforce the rules of racing as promulgated by the Commonwealth of Massachusetts. In carrying out this duty, the Judges issued 114 rulings in 2018 resulting in 102 fines and 11 suspensions.

ENFORCEMENT OF RULES & REGULATIONS

The most significant responsibility of the Commission is the enforcement of the rules and regulations of racing. It is only as a result of conscientious, consistent and aggressive enforcement of the rules and regulations that we are able to ensure honest racing.

Enforcement of the rules and regulations of racing begins with the investigation of complaints and prosecution of alleged violations by the Board of three Stewards / Judges at the racetrack. One Steward / Judge is appointed by the racetrack and must be approved by the Gaming Commission and licensed as a racing official. Two Stewards / Judges are appointed by the Gaming Commission. The duties of the Stewards / Judges are the same; however, in Thoroughbred racing they are called Stewards and in Harness Racing, they are known as Judges. Same job - different title.

RESPONSIBILITIES

The Stewards and Judges are responsible for reviewing all occupational license applications and recommending or not recommending the applicant for a license. The Stewards and Judges are present at the racetrack each day on which there is live racing and they oversee everything from drawing of post positions to making official the results of every race. In addition, the Stewards / Judges preside over all hearings conducted at the track and report their rulings and findings to the Gaming Commission.

Before post time of the first race, the Stewards/Judges review the daily program of races to approve any changes or report errors. Changes are reported to each department that might be affected by the change (i.e., mutuels, paddock judges, patrol judges, starters, clerk of the course, clerk of scales, program director, TV department and announcer). All changes are also reported promptly to the wagering public.

After observing every live race, both live and on television monitors, the Stewards/Judges mark the order of finish as the horses cross the finish line. They give the first four unofficial finishers to the Mutuel Department, and when necessary, they post an inquiry, review an objection and request a photo finish. If there is an apparent violation of the rules, the Stewards/Judges review the videotape and then make a decision before making the results of the race official.

136 RULINGS

If a violation of the rules occurs, the Stewards/Judges notify all the parties involved in the violation. Sometimes only a warning will be issued but other times the offending horseman may be fined and/or suspended from participating in racing for a certain amount of time. If any party involved contests the decision of the Stewards/Judges, then a hearing will be scheduled. After conducting the hearing, the Stewards/Judges determine if any penalty such as a fine or suspension, purse redistribution, or other sanction should be imposed. Violators are advised of their right of appeal to the Gaming Commission. 136 separate rulings were written by the Boards of Stewards/Judges at Massachusetts racetracks in 2018.

APPEALS

If any licensee disagrees with a decision of the Stewards/Judges, they may appeal to the Gaming Commission, through its designated hearing officer. The Commission affords appellants adjudicatory hearings on the merits of their appeals. If appellants are dissatisfied with the decision of the Gaming Commission, they may appeal to the Superior Court of the Commonwealth in accordance with Chapter 30A of the General Laws. In 2018, there were 4 appeals of Judges' Rulings. 1 appeal was denied, 1 withdrawal, and 1 ongoing and one waiver was granted.

COMMISSION BUSINESS

MEETINGS AND HEARINGS

As required by Chapter 128A of the Massachusetts General Laws, the Commission held public hearings in the fall of 2017 applications for 2 licenses to conduct running horse or harness racing meetings for calendar year 2018. The hearings were held in Boston and Plainville. The Commission approved applications for racing at Suffolk Downs to conduct Thoroughbred racing in 2018; and for Springfield Gaming and Redevelopment, to conduct harness horse racing in 2018 at Plainridge Park Casino.

DECISIONS APPEALED TO THE DIVISION OF RACING

The Gaming Commission, sitting as a quasi-judicial body pursuant to the Massachusetts Administrative Procedures Act, adjudicated 4 appeals. 1 appeal was denied, 1 withdrawal, 1 ongoing and 1 waiver was granted. The Commission has taken extensive precautions to ensure licensees due process throughout the appeal process. The Commission has a Stay-of-Suspension process. This permits licensees suspended by the Stewards/Judges for a minor violation of the rules that does not compromise the integrity of racing to continue to participate in racing until the licensee has been provided a hearing by the Commission and a decision made. Procedural safeguards were adopted to prevent licensees from abusing the Stay privilege. Hearings are conducted as soon as practicable from the time of the granting of a Stay, thereby preventing a licensee from participating while on a Stay status for an extended period of time.

DUE PROCESS AFFORDED ALL LICENSEES

Licensees charged with a violation of the rules that may result in the loss of a license are entitled to a hearing pursuant to the Administrative Procedures Act (APA). Formal disciplinary hearings held by the Racing Division follow the requirements established in the Massachusetts APA. These requirements include issuing timely notice of hearings, providing the opportunity for an appellant to confront witnesses and to be represented by counsel.

COMMISSION DECISIONS APPEALED TO SUPERIOR COURT

In addition to hearing appeals, the Racing Division must prepare a complete record and legal decision for each case that is appealed to the Superior Court. When the record is completed and certified, it is forwarded to the Government Bureau of the Office of the Massachusetts Attorney General and is assigned to an Assistant Attorney General who defends the case in court. The Commission and the Attorney General work closely together to present the best possible case in Superior Court.

The Division of Racing takes this opportunity to thank the Office of the Massachusetts Attorney General for the diligent, professional and expert defense of Commission cases.

AUDITING

PARI-MUTUEL OPERATIONS: COMPLIANCE ENSURED

Responsibilities of the Commission's auditors include assessing liabilities owed to the Commission and overseeing the calculation of take-out from handle. The handle is the total amount of money wagered at each performance and the take-out percentage of handle is determined by statute. Proceeds from the handle are distributed to numerous stakeholders, as described by statute.

SAFEGUARDS

All money wagered on a horse race goes through the equipment of one of the two Totalisator companies; namely, AmTote and Sportech. These are private companies who sell their services to racetracks. Both Suffolk Downs and Raynham Park use the services of AmTote whereas Plainridge is with Sportech. These companies provide the machines for wagering, those used by the tellers and the self-service terminals. The "tote" system (as it is referred to) accepts wagers and based on those wagers, it calculates the odds on each betting interest, displays them, produces and configures the payouts following the race and later cashes the tickets given to the bettor. This is all accomplished through very sophisticated computerized equipment that has the ability to combine all wagers placed, no matter where they are coming from, including those placed via computer, live at the track where the race is being conducted and at all guest sites that have contracted to wager with the host track. All these wagers go into a common pool. The term "host" is the track where the race is being run and the term "guest" means any other location where wagers are made on a live race.

Before the start of a race card, all tote companies at the sites that will take wagers on the live product, connect with the tote at the host site. At the start of each individual race, the Steward/Judge at the Host track presses a key/button that locks all the wagering machines. This stops any betting after the start of any race. At the conclusion of a race, the Stewards/Judges determine the order of finish and notify their mutuel department who is linked to the Tote system that the race is going "official" and the numbers of the first 4 finishers are posted along with the payouts for all the different wagers; i.e., win, place, show, daily double, exacta, trifecta, superfecta, or any wager that is offered on the race by the Host track.

Printouts from the tote system are audited by the Racing Commission Auditors for accuracy and compliance with current statutes.

DAILY AUDIT

A summary sheet, detailing the breakdown of the statutory take-out is prepared by Commission Auditors for each individual racing performance. For live racing, the information is provided by the on-site tote system. For imported simulcast races, a report from the host track is faxed to the guest track. This report is used in conjunction with on-track reports to complete the summary sheet. This activity ensures that the public, the Commonwealth, purse accounts, and all designated trust funds are properly funded. The Commission Auditors prepare a handle reconciliation report on a daily, weekly and monthly basis. This report shows the handle broken down as to live, signal exported and signal imported. Further, the balance of all current unclaimed winning tickets and the liquidity of the mutuel department are audited by the Commission Auditors.

DIVISION OF RACING FINANCIALS

2018 RECEIPTS		
0131	Commission	$851,801
4800	Assessment	$749,998
3003	Association License Fees	$366,300
5009	Unclaimed Tickets	$568,875
6900	Local Aid Appropriation	$872,411
3004	Licensing	$98,490
2700	Fines & Penalties	$29,800
TOTAL RECEIPTS		**$3,537,675**

2018 EXPENDITURES		
AA	Regular Employee Compensation	$628,659
BB	Regular Employee Related Expenses	$5,517
CC	Contractor Payroll	$454,031
DD	Pension/Insurance, Related Expenses	$230,150
EE	Administration Expenses	$209,012
FF	Facility Operations	$1,328
HH	Consultant Services	$24,375
JJ	Operational Services	$626,155
KK	Equipment Purchase	$500
LL	Equipment Lease/Maintenance	$116
MM	Purchased Programs Services	$135,000
UU	Information Technology	$12,582
TOTAL EXPENDITURES		**$2,327,425**

MASSACHUSETTS GENERAL LAWS CHAPTERS 128A and 128C

In addition to licensing racetracks and participants, the Racing Division of the MGC has a primary responsibility to collect revenue in accordance with Chapters 128A and 128C of the General Laws. Each licensed racetrack pays a commission as determined by law in addition to license fees and other assessments. Racing Division Inspectors collect occupational license fees, badge fees and fines. The Racing Division collected $2,665,264 from Massachusetts racetracks in 2018. All Commission activities are revenue driven as Commission expenditures come from Commission revenue and are made in a priority order in accordance with Section 5(h) of Chapter 128A.

PROGRAM REVENUE

2018 PROGRAM REVENUE	
Commission	$851,801
Assessment	$749,998
Association License Fee	$366,300
Unclaimed Tickets	$568,875
Local Aid	$872,411
Licensing	$98,490
Fines and Penalties	$29,800
TOTAL PROGRAM REVENUE	**$3,537,675**

2018 ADDITIONAL PROGRAM EXPENSES	
Local Aid distributed to Cities & Towns	($872,411)
Distribution of Unclaimed Tickets	($568,875)
Subtotal	($1,441,286)
Available for Racing Commission Operations	$2,096,389
Total Racing Commission Operations	($2,327,425)
Available	($231,036)
*Costs included in operating expenditures (MM):	
Department of Public Health	$70,000
Jockeys Guild	$65,000

REVENUE VARIANCE	2017	2018	Variance	% Variance
Commissions	$837,492	$851,801	$14,309	1.71%
Assessments	$745,612	$749,998	$4,386	0.59%
Association License Fee	$377,400	$366,300	($11,100)	(2.94%)
Unclaimed Tickets	$565,197	$568,875	$3,678	0.65%
Local Aid	$721,350	$872,411	$151,061	20.94%
Licensing	$87,250	$98,490	$11,240	12.88%
Fines & Penalties	$33,650	$29,800	($3,850)	(11.44%)
TOTAL	**$3,367,951**	**$3,537,675**	**$169,724**	**5.04%**

HANDLE

2018 HANDLE	2017	2018	Variance	% Variance
Live Performances	133	118	(15)	(11.28%)
Live Handle	3,347,129	3,299,722	(47,407)	(1.41%)
Simulcast Import	215,663,166	220,327,665	4,664,499	2.16%
Simulcast Export	23,830,433	21,738,097	(2,092,336)	(8.78%)
TOTAL HANDLE	**242,840,728**	**245,365,484**	**2,524,756**	**1.04%**

HANDLE BY TRACK	2017	2018	Variance	% Variance
LIVE				
Plainridge	1,660,794	1,601,454	(59,340)	(3.57%)
Suffolk	1,686,335	1,698,269	11,934	0.71%
TOTAL	**3,347,129**	**3,299,723**	**(47,406)**	**(2.86%)**
IMPORT SIMULCAST				
Plainridge	33,739,956	34,427,129	687,173	2.04%
Suffolk	152,120,072	159,957,813	7,837,741	5.15%
Raynham	28,060,703	25,056,183	(3,004,520)	(10.71%)
Wonderland	1,742,435	886,540	(855,895)	(49.12%)
TOTAL	**215,663,166**	**220,327,665**	**4,664,499**	**2.16%**
EXPORT SIMULCAST				
Plainridge	20,332,172	17,299,723	(3,032,449)	(14.91%)
Suffolk	3,498,261	4,438,374	940,113	26.87%
TOTAL	**23,830,433**	**21,738,097**	**(2,092,336)**	**(8.78%)**
TOTAL HANDLE	**242,840,728**	**245,365,485**	**2,524,756**	**1.04%**

LICENSING AND FINES

2018 LICENSING & FINES	LICENSES	BADGES	FINES	TOTALS
Issued	2,381	1,038	118	3,537
Licensing & Fines	$85,565	$12,925	$29,800	$128,290

PLAINRIDGE PARK CASINO

CATEGORY	2017	2018	Variance	% Variance
Commissions	$138,981	$141,112	$2,131	1.53%
Assessments	$128,023	$124,582	($3,441)	(2.69%)
Association License Fee	$108,900	$107,700	($1,200)	(1.10%)
Unclaimed Tickets	$158,702	$186,705	$28,003	17.64%
Licensing	$51,350	$56,385	$5,035	9.80%
Fines & Penalties	$29,150	$16,700	($12,450)	(42.71%)
TOTAL	**$615,106**	**$633,184**	**$18,078**	**2.94%**

HANDLE	2017	2018	Variance	% Variance
Live	1,660,794	1,601,454	(59,340)	(3.57%)
Import Simulcast	33,739,956	34,427,129	687,173	2.04%
Export Simulcast	20,332,172	17,299,723	(3,032,449)	(14.91%)
TOTAL HANDLE	**55,732,922**	**53,328,306**	**(2,404,616)**	**(4.31%)**

LICENSING & FINES	LICENSES	BADGES	FINES	TOTALS
Issued	1,074	485	102	1,661
Licensing & Fines	$48,995	$7,390	$16,700	$73,085

SUFFOLK DOWNS

CATEGORY	2017	2018	Variance	% Variance
Commissions	$586,747	$613,403	$26,656	4.54%
Assessments	$493,091	$512,183	$19,092	3.87%
Association License Fee	$80,700	$80,700	$0	0%
Unclaimed Tickets	$267,353	$224,045	($43,308)	(16.20%)
Licensing	$35,900	$42,105	$6,205	17.28%
Fines & Penalties	$4,500	$13,100	$8,600	191.11%
TOTAL	**$1,468,291**	**$1,485,536**	**$17,245**	**1.17%**

HANDLE	2017	2018	Variance	% Variance
Live	1,686,335	1,698,269	11,934	0.71%
Import Simulcast	152,120,072	159,957,813	7,837,741	5.15%
Export Simulcast	3,498,261	4,438,374	(940,113)	(26.87%)
TOTAL HANDLE	**157,304,668**	**166,094,456**	**8,789,788**	**5.59%**

LICENSING & FINES	LICENSES	BADGES	FINES	TOTALS
Issued	1,307	553	16	1,876
Licensing & Fines	$36,570	$5,535	$13,100	$55,205

RAYNHAM GREYHOUND PARK

CATEGORY	2017	2018	Variance	% Variance
Commissions	$105,227	$93,960	($11,267)	(10.71%)
Assessments	$107,923	$101,987	($5,936)	(5.50%)
Association License Fee	$108,000	$97,500	($10,500)	(9.72%)
Unclaimed Tickets	$158,702	$150,144	($8,558)	(5.39%)
TOTAL	**$479,852**	**$443,591**	**(36,261)**	**(7.56)%**

HANDLE	2017	2018	Variance	% Variance
Import Simulcast	28,060,703	25,056,183	(3,004,520)	(10.71%)

WONDERLAND GREYHOUND PARK

CATEGORY	2017	2018	Variance	% Variance
Commissions	$6,534	$3,324	($3,210)	(49.13%)
Assessments	$16,574	$11,244	($5,330)	(32.16%)
Association License Fee	$79,800	$80,400	$600	0.75%
Unclaimed Tickets	$17,262	$7,981	($9,281)	(53.76%)
TOTAL	**$120,170**	**$102,949**	**$17,221**	**(14.33%)**

HANDLE	2017	2018	Variance	% Variance
Import Simulcast	1,742,435	886,540	(855,895)	(49.12%)

PURSES

CATEGORY	PLAINRIDGE	SUFFOLK
Number of live performances 2017	125	8
Purses paid 2017	$9,968,903	$3,844,306
2017 Average purses per performance	$79,751	$480,538
Number of live performances **2018**	110	8
Purses paid **2018**	$10,932,409	$4,733,800
2018 Average purses per performance	$99,385	$591,725
Increase (decrease) in purse **2018** compared to 2017	$963,506	$889,494
Average change per performance	$19,634	$111,187

TRUST FUNDS

STERLING SUFFOLK RACECOURSE, LLP (600177133) **CAPITAL IMPROVEMENT TRUST FUND** (1050 0022) **STATEMENT OF ACTIVITIES CY2018**	
Fund balance, beginning of period	$ 815,308
Program revenue	813,862
Funds available	1,629,170
Less expenditures - RFR Payment	112,099
Fund balance, end of period	1,517,071
Funds required for projects - RFC projects	0
Excess / Deficit of funds available for approved projects	$ 1,517,071

STERLING SUFFOLK RACECOURSE, LLP (600177133) **PROMOTIONAL TRUST FUND** (1050 0021) **STATEMENT OF ACTIVITIES CY2018**	
Fund balance, beginning of period	$52,405
Program revenue	$215,922
Funds available	$268,327
Less expenditures – RFR payment	$185,220
Fund balance, end of period	$83,107
Funds required for approved projects – RFC projects	$521,208
Excess / Deficit of funds available for approved projects	($438,101)

PLAINRIDGE PARK CASINO (0000120837) **CAPITAL IMPROVEMENT TRUST FUND** (1050 0013) **STATEMENT OF ACTIVITIES CY2018**	
Fund balance, beginning of period	$185,220
Program revenue	$175,983
Funds available	$361,203
Less expenditures	$0
Fund balance, end of period	$361,203
Funds required approved projects	$0
Excess or (deficit) of funds available for approved projects	$361,203

PLAINRIDGE PARK CASINO (0000120837) **PROMOTIONAL TRUST FUND** (1050 0012) **STATEMENT OF ACTIVITIES CY2018**	
Fund balance, beginning of period	$21,313
Program revenue	$55,994
Funds available	$77,307
Less expenditures	$0
Fund balance, end of period	$77,307
Funds required for approved projects	$0
Excess or (deficit) of funds available for approved projects	$77,307

RACE HORSE DEVELOPMENT FUND

2018 RACE HORSE DEVELOPMENT FUND DISTRIBUTIONS	
Thoroughbred Accounts	$6,016,974
Harness Accounts	$10,333,126
TOTAL DISTRIBUTIONS	**$16,350,100**

MASSACHUSETTS GENERAL LAWS CHAPTER 23K SECTION 60.

The Race Horse Development Fund shall consist of monies deposited under subsection (c) of section 55. The Commission shall make distributions from the Fund to each licensee under chapter 128A. Funds received shall be distributed between Thoroughbred and Standardbred accounts, as approved by the Commission. 2018 is the fourth calendar year that monies have been distributed from the Race Horse Development Fund accounts.

RACING TERMINOLOGY

OUTS

Outs are the unclaimed winning wagers at each horse track. If the tickets haven't been presented for payment by 90 days after 31 December of the year following the year of the actual wager, they will be distributed to the commission. Subject to the rules and regulations established by the Commission, the Commission shall deposit the unclaimed live wagers into the purse accounts of the racing meeting licensees (Suffolk and Plainridge) that generated those unclaimed live wagers. When the outs come from Wonderland and Raynham they go to the Racing Stabilization Fund.

BREAKAGE

Breakage – the difference in the rounding off of the pari-mutuel payoffs. The difference in cents between the winning payouts and the nearest dime or nickel is called the Breakage. These breaks shall be paid to the commission on the day following each day of a racing meeting. The commission then dispenses the breaks as follows: The breaks from Suffolk and Plainridge go to their respective Capital Improvement Funds whereas the breaks from Wonderland and Raynham go to the Racing Stabilization Fund.

PURSES

Purses are the monies that the horses earn for racing. Each race has a purse amount assigned to it before the race is run. How much each horse earns of that purse depends on where the horse finishes and the amount of the purse. The actual money wagered on the race does not have an immediate impact on the amount of the purse. However, a percentage of every dollar wagered makes its way into the purse account for races at a later date. The average daily purse is the amount of the total purses awarded during a race meet divided by the number of days of racing for that meet.

SIMULCASTING

Simulcasting is when a racetrack sends a closed circuit transmission via satellite of its live racing to another location, either in the same state or out of state and sometimes out of the country. The track where the racing is being contested is called the Host and the location where it is viewed is called the Guest. People at the guest site bet on these races in real time. The Guest site customers receive the same payoffs as the customers at the Host track. All the money wagered by both the Host and Guest sites are merged and the odds are computed on the total amount of money wagered into these combined wagering pools. To view their races, the Host charges the Guest a certain percentage of the guest site's handle. This percentage is based on the quality of the racing and by agreement between the Host and Guest.

HANDLE

Handle is the total amount of money wagered at a specific location, by individual race/ by day/by month or by year.

Notation

In this 2018 Annual Report, the following terminology is used in reporting simulcast events:

"Signal Received" is categorized as "Imported" as this signal is sent from a remote track being received locally.

"Signal Sent" is categorized as "Exported," as this is the local signal being sent to a remote track.

TO: Chair Judd-Stein, Commissioners Cameron, O'Brien, Stebbins and Zuniga

FROM: Catherine Blue

CC:

DATE: November 7, 2019

RE: Racing Legislation Update

History

The Commonwealth's racing legislation, codified at M.G.L. c. 128A and c.128C has been subject to sunset in one or two year increments for the last five or more years. Chapters 128A and 128C were scheduled to sunset on July 31, 2019. Late in the evening of July 31, 2019, the legislature passed Chapter 47 of the Acts of 2019 which effectively extended chapters 128A and 128C until January 15, 2020. A copy of the extension is attached to this memorandum as Attachment A. The extension left the provisions of chapters 128A and 128C intact except that it extended Suffolk Downs racing license and allowed it to continue simulcasting without live racing until January 15, 2020.

This means that the legislature will need to act before January 15, 2020 in order for racing and associated wagering, both live and simulcasting, to remain legal in the Commonwealth. The legislature has two general options: it can extend chapters 128A and 128C for an additional period or it can pass new racing legislation.

Currently Filed Legislation

There are currently 3 racing bills and one gaming bill with a possible racing component before the legislature. The racing bills are: HB 13, filed by the Commission; SB 101 sponsored by Senator Boncore; and HB 322, sponsored by Representative Naughton. The gaming bill is HB 4070 sponsored by Representative Gifford.

A copy of each racing bill, the bill summary, and any lobbying done on the bill is attached to this memorandum as Attachment B. A copy of HB 4070, which is a gaming bill with a potential racing component, as well as a transcript of the testimony provided on HB 4070 before the Joint Committee on Economic Development and Emerging Technologies is attached to this memorandum as Attachment C.

HB 13

HB 13 is filed by the Commission and is designed to be a replacement for chapters 128A and 128C and any amendments to those sections that have occurred over time. It is often referred to as "128D" because the Expanded Gaming Act required the Commission to review the status of racing at the time of the Act's passage (2011) and report back to the legislature on any suggested changes. The Commission filed a report with the legislature in 2013 which included a draft bill described as "128D.

HB 13 was intentionally drafted to create a broad general outline for the regulation of racing, leaving the details to be promulgated by Commission regulation. The thinking is that before implementing any regulations under HB13, the Commission would create a list of issues, convene the stakeholders, take testimony and/or advice from the stakeholders, other racing jurisdictions or experts/consultants on the best practices regarding the particular issue. The Commission would then promulgate regulations that reflect that input. As an example, on the issue of advance deposit wagering, the Commission would solicit input from the stakeholders, other racing regulators, advance deposit wagering companies and experts in betting on live and simulcast racing before drafting regulations for Commission review. The draft regulations would go through the normal hearing and comment process before being finally promulgated by the Commission.

Besides using the regulation promulgation process to solicit input to develop the best regulatory scheme for racing in the Commonwealth, creating the framework by regulation allows the Commission to be flexible and more easily make changes to the regulatory framework to address changing needs in the racing industry. The Commission has seen over the years that conditions can change dramatically from track to track and breed to breed. Changes to regulations can be made in approximately ninety days through the regulatory process or even immediately by emergency regulation rather than seeking statutory amendments which could take months or years.

Summary of HB 13

* Repeals the current 128A and 128C and associated amendments and creates a new chapter 128D.

* Repeals 23K section 7, which grants simulcasting licenses to gaming licensees upon request by the gaming licensee and moves that authority to 128D.

* Repeals 23K section 60 (race horse development fund) and creates a new the race horse development fund in the racing statute; eliminates the horse racing committee and gives the Commission the authority to make decisions regarding the use of the race horse development fund so long as at least 50% of the race horse development fund is used for purses. It further opens up the possible uses of the balance of the race horse development fund.

* Allows the Commission to have a separate process for the issuance of live racing licenses and a separate process for the issuance of simulcasting licenses, provided that the only entities eligible for a simulcasting license are racing licensees, gaming licensees, and any entity licensed to conduct simulcasting as of June 1, 2016.

* The award of any type of license remains in the Commission's discretion upon review by the Commission. The Commission shall set the requirements for a racing or simulcasting license by regulation.

* The Commission shall set by regulation the required number of racing days, the types of wagers available at the tracks, the minimum/maximum takeouts on live or simulcast wagers, uniform standards and requirements for horse, driver and jockey safety, rules regarding the types and amounts of medication prescribed to horses, the creation of internal controls for each racing licensee, the requirements for licensure of racing employees as well as any other matters the Commission deems necessary for the honest conduct of racing in the Commonwealth.

* The Commission will create a process whereby the racing licensees fund the costs of the racing division of the Commission.

SB 101

SB 101 is sponsored by Senator Boncore and was also initially co-sponsored by Senator Hinds, from Pittsfield. The press has reported that Senator Hinds has since asked to be removed as a sponsor on SB 101. SB 101 has been raised as part of the public discussions between Sterling Suffolk Downs and the town of Great Barrington regarding the use of the former Great Barrington Fairgrounds for live thoroughbred racing.[1] A key point of that discussion revolves around whether, under the current c.128A, an approval to allow live racing granted by a municipality many years ago remains valid years after live racing has ceased. In general, SB 101 maintains many of the features of the current c.128A and 128C while providing more favorable treatment to thoroughbred racing in terms of allowing separate locations for live racing and simulcasting and providing more favorable funding from the race horse development fund.

Summary of SB 101

* Repeals c.128A and 128C and any amendments thereto and creates a new c.128D to cover racing.

* Repeals 23K section 60 (race horse development fund) and recreates it in c.128D. It also requires that at least 50% be used for pursues but it also requires the Commission to use a

[1] Great Barrington Fairgrounds was granted a license for live thoroughbred racing in 1997 and 1998. It was granted a license for live thoroughbred racing in 1999 but returned the license to the racing commission when the licensee determined live racing was not economically viable in Great Barrington.

portion of the balance for the payment of expenses and/or for capital expenses in the development, operation or construction of a new or refurbished race track. Further requires that any monies allocated to thoroughbred racing but not paid from the fund (i.e., unused purse money) shall be paid to the thoroughbred racing licensee. It appears that the horse racing committee is abolished.

* Extends existing racing and simulcasting licenses thorough December 31, 2024, provided that the extension of the thoroughbred racing and simulcasting licenses is conditioned upon the thoroughbred licensee pursuing development and operation of a track.

* Requires that all advanced deposit wagering run through the thoroughbred and Standardbred track licensees; would not allow standalone advanced deposit wagering entities in the Commonwealth.

* Separates simulcasting from live racing and allows the thoroughbred licensee to race at one location while simulcasting at one or more other locations in the Commonwealth. Once a thoroughbred track is operational, the thoroughbred licensee need only hold 1 day of live racing in order to keep its simulcasting license (locations). The Standardbred track does not have the same right and must comply with its full live racing obligations in order to keep its simulcasting license (at its track location).

* Requires takeouts to remain at the existing 19%/straight wagers and 26% for exotic wagers and requires specific amounts of money be paid out of the takeouts to the Commission for its expenses, for purses, to the breeders and to Tufts veterinary school.[2]

* Keeps the same mechanism for funding the racing division as currently found in c.128A and c.128C, which means that the racing division is funded from a portion of the takeouts on each wager. Funding for the racing division is capped by statute at $1,080,976 with any takeout funds between that amount and $4.5 million going to purses and any amount of $4.5 million going to the general fund.

* Requires specific monetary payments to be made to certain groups: $35,000 to DPH for gambling issues; $80,000 to an organization that provides services to persons who work at the track; $20,000 to provide economic assistance to jockeys and others.[3]

* Licensees under SB 101 are automatically authorized to conduct sports betting if it becomes legal in the Commonwealth.

* The NEHBPA is specifically named as the organization that represents horsemen in the Commonwealth and thus controls approval of the export of live thoroughbred racing signals outside of the Commonwealth.

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[2] This is consistent with the current requirements under c.128A and 128C.
[3] This is also consistent with the current requirements under c.128A and 128C.

* Unless otherwise provided, the Commission shall set by regulation the required number of racing days, the types of wagers available at the tracks, the minimum/maximum takeouts on live or simulcast wagers, uniform standards and requirements for horse, driver and jockey safety, rules regarding the types and amounts of medication prescribed to horses, the creation of internal controls for each racing licensee, the requirements for licensure of racing employees as well as any other matters the Commission deems necessary.

HB 322

HB 322 is sponsored by Representative Naughton. HB 322 amends 23k section 60 to change the makeup of the horse racing committee by changing who appoints certain members and the qualifications required of certain members. HB 322 does not repeal or extend c.128A and c.128C but seems to amend them as described in the bill.

Summary of HB 322

* Changes the makeup of the horse racing committee by having 2 members appointed by the Commission and 1 member appointed jointly by the NEHBPA and the Mass Breeder, 1 member appointed by the Mass Thoroughbred Horsemen's Association and 1 member appointed jointly by HHANE and the Standardbred breeders.

* The proposed amendments largely leave decisions on the criteria for licensing live racing, simulcasting, the minimum number of racing days, rules for takeouts, uniform safety standards, the types of wagers, advance deposit wagering and internal controls up to Commission determination.

HB 4070

HB 4070 is gaming bill sponsored by Representative Gifford. It amends c.23K section 19 to allow the Commission to award either a category 1 or a category 2 license in Region C, but not both, based upon the Commission's determination of what type of license would best serve the needs of the Commonwealth. While HB 4070 is not a racing bill, it has attracted the attention of racing stakeholders because the Notos Group, a proponent of the bill, has indicated that if c.23K is amended by HB 4070 and the Commission opens Region C for applications, the Notos Group will apply for a category 2 license in Wareham and will include a thoroughbred race track as an element of its category 2 gaming establishment project. There has been a hearing on HB 4070. A copy of the bill and the testimony at the hearing is attached to this memo as Attachment C.

ATTACHMENT

A

H 4003

Chapter 47
of the Acts of 2019

THE COMMONWEALTH OF MASSACHUSETTS

In the One Hundred and Ninety-First General Court

AN ACT RELATIVE TO SIMULCASTING AND RACING.

Whereas, The deferred operation of this act would tend to defeat its purpose, which is to further regulate simulcasting, therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. The first paragraph of section 12A of chapter 494 of the acts of 1978 is hereby amended by striking out the words "and until July 31, 2019", inserted by section 1 of chapter 159 of the acts of 2018, and inserting in place thereof the following words:- and until January 15, 2020.

SECTION 2. The last paragraph of said section 12A of said chapter 494 is hereby amended by striking out the words "July 31, 2019", inserted by section 2 of said chapter 159, and inserting in place thereof the following words:- January 15, 2020.

SECTION 3. The introductory paragraph of section 13 of said chapter 494 is hereby amended by striking out the words "and until July 31, 2019", inserted by section 3 of said chapter 159, and inserting in place thereof the following words:- and until January 15, 2020.

SECTION 4. Section 15 of said chapter 494 is hereby amended by striking out the words "and until July 31, 2019", inserted by section 4 of said chapter 159, and inserting in place thereof the following words:- and until January 15, 2020.

SECTION 5. The first paragraph of section 9 of chapter 277 of the acts of 1986 is hereby amended by striking out the words "and until July 31, 2019", inserted by section 5 of said chapter 159, and inserting in place thereof the following words:- and until January 15, 2020.

SECTION 6. The first sentence of the first paragraph of section 3 of chapter 114 of the acts of 1991 is hereby amended by striking out the words "and until July 31, 2019", inserted by section 6 of said chapter 159, and inserting in place thereof the following words:- and until January 15, 2020.

SECTION 7. The last paragraph of said section 3 of said chapter 114 is hereby amended by striking out the words "July 31, 2019", inserted by section 7 of said chapter 159, and inserting in place thereof the following words:- January 15, 2020.

SECTION 8. The first paragraph of section 4 of said chapter 114 is hereby amended by striking out the words "and until July 31, 2019", inserted by section 8 of said chapter 159, and inserting in place thereof the following words:- and until January 15, 2020.

SECTION 9. The last paragraph of said section 4 of said chapter 114 is hereby amended by striking out the words "July 31, 2019", inserted by section 9 of said chapter 159, and inserting in place thereof the following words:- January 15, 2020.

SECTION 10. The first paragraph of section 5 of said chapter 114 is hereby amended by striking out the words "and until July 31, 2019", inserted by section 10 of said chapter 159, and inserting in place thereof the following words:- and until January 15, 2020.

SECTION 11. Section 45 of chapter 139 of the acts of 2001 is hereby amended by striking out the words "July 31, 2019", inserted by section 11 of said chapter 159, and inserting in place thereof the following words:- January 15, 2020.

SECTION 12. Section 20 of chapter 449 of the acts of 2006 is hereby amended by striking out the words "July 31, 2019", inserted by section 12 of said chapter 159, and inserting in place thereof the following words:- January 15, 2020.

SECTION 13. Section 92 of chapter 194 of the acts of 2011, as most recently amended by section 13 of chapter 159 of the acts of 2018, is hereby amended by striking out the words "July 31, 2019" and inserting in place thereof the following figure:- January 15, 2020.

SECTION 14. Section 112 of said chapter 194, as most recently amended by section 14 of said chapter 159, is hereby amended by striking out the words "July 31, 2019" and inserting in place thereof the following words:- January 15, 2020.

SECTION 15. Section 74 of chapter 10 of the acts of 2015, as most recently amended by section 15 of said chapter 159 is hereby amended by striking out the words "July 31, 2019", and inserting in place thereof the following figure:- January 15, 2020.

SECTION 16. Section 13 of chapter 176 of the acts of 2016 is hereby repealed.

SECTION 17. Notwithstanding section 2 of chapter 128A of the General Laws and sections 1, 2, 2A and 4 of chapter 128C of the General Laws or any other general or special law to the contrary, the running race horse meeting licensee located in Suffolk county licensed to conduct live racing pursuant to said chapter 128A and simulcast wagering pursuant to said chapter 128C in calendar year 2019 shall remain licensed as a running horse racing meeting licensee until January 15, 2020 and shall remain authorized to conduct simulcast wagering pursuant to said chapter 128C until January 15, 2020; provided, however, that the days between January 1, 2020 and December 31, 2020

shall be dark days pursuant to said chapter 128C and the licensee shall be precluded from conducting live racing during that period, unless it applies for and is granted a supplemental live racing license pursuant to said chapter 128A; provided further, that all simulcasts shall comply with the Interstate Horse Racing Act of 1978, 15 U.S.C. 3001 et seq. or other applicable federal law; provided further, that all simulcasts from states which have racing associations that do not require approval in compliance with the Interstate Horse Racing Act of 1978, 15 U.S.C. 3004(a)(1)(A) shall require the approval of the New England Horsemen's Benevolent & Protective Association prior to being simulcast to a racing meeting licensee within the commonwealth; and provided further, that if the association agrees to approve the simulcast for 1 racing meeting licensee, it shall approve the simulcast for all otherwise eligible racing meeting licensees.

ENDORSEMENTS FOLLOW ON PAGE 4

House of Representatives, July 31, 2019.

Preamble adopted, , Speaker.

In Senate, August 1, 2019.

Preamble adopted, , President.

House of Representatives, August 1, 2019.

Bill passed to be enacted, , Speaker.

In Senate, August 1, 2019.

Bill passed to be enacted, , President.

August 1, 2019.

Approved,

at 9 o'clock and 31 minutes, A. M.

Governor.

ATTACHMENT

B

SUMMARY FOR HB13

This recommendation of the Massachusetts Gaming Commission repeals GL Chapter 128A and GL Chapter 128C, which regulate horse racing, wagering on horse races and simulcasting in the Commonwealth, and also repeals GL 23K:7 and GL 23K:60, which govern simulcasting by gaming licensees and former racing licensees and the Race Horse Development Fund. The bill replaces those chapters and sections with a consolidated new GL Chapter 128D that places responsibility for the regulation of all matters related to horse racing with the Massachusetts Gaming Commission.

The legislation directs the Gaming Commission to create regulations in accordance with the bill that support the racing industry in the Commonwealth; it grants the Gaming Commission greater flexibility to determine the use of the Race Horse Development Fund, which is funded through revenues generated by the Category 1 and Category 2 gaming licensees; it further grants the Gaming Commission the authority to regulate racing licensees on matters pertaining to safety and internal controls.

Finally, the bill updates the references in the definition of "illegal gaming" found in GL 4:7 relative to statutory construction.

LOBBYING DATA FOR HB13

Organization	Position
Harness Horseman's Association of New England	Neutral
Lindy Farms of Connecticut	Oppose
Sterling Suffolk Racecourse	Support
Stronach Group	Neutral

HOUSE DOCKET, NO. 13 FILED ON: 1/15/2019

HOUSE . . . . . No. 13

So much of the recommendations of the Massachusetts Gaming Commission (House, No. 12) as relates to horse racing and wagering. Consumer Protection and Professional Licensure.

The Commonwealth of Massachusetts

In the One Hundred and Ninety-First General Court
(2019-2020)

An Act relative to horse racing and wagering.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Section 7 of chapter 4 of the General Laws, as appearing in the 2016 Official Edition, is hereby amended by striking out clause Tenth and inserting in place thereof the following clause:

Tenth, "Illegal Gaming", a banking or percentage game played with cards, dice, tiles or dominoes or an electronic, electrical or mechanical device or machine for money, property, checks, credit or any representative of value, but excluding: (i) a lottery game conducted by the state lottery commission under sections 24, 24A and 27 of chapter 10; (ii) a game conducted under chapter 23K; (iii) pari-mutuel wagering on horse races and greyhound races under chapter 128D; (iv) a game of bingo conducted under chapter 271; and (v) charitable gaming conducted under said chapter 271.

SECTION 2. Chapter 128A of the General Laws is hereby repealed.

SECTION 3. Said chapter 128C is hereby repealed.

13 SECTION 4. Section 7 of chapter 23K of the General Laws is hereby repealed.

14 SECTION 5. Section 60 of chapter 23K of the General laws is hereby repealed.

15 SECTION 6. Notwithstanding any general or special law or rule or regulation to the
16 contrary, all existing general and special laws, licenses, authorizations or approvals relative to
17 horse racing, simulcasting or wagering thereon are sunset on July 31, 2019.

18 SECTION 7. The General Laws are hereby amended by inserting after chapter 128C the
19 following chapter:-

20 CHAPTER 128D.

21 HORSE RACING AND WAGERING.

22 Section 1. Preamble. It is the intent of this chapter to grant the Massachusetts Gaming
23 Commission all necessary authority to oversee and regulate all aspects of horse racing and
24 simulcasting in the Commonwealth with the object of promoting its efficient operation, and the
25 honesty and integrity of the wagering process related to it. It is the further intent of this chapter
26 that the Commission utilize best efforts to ensure that the horse racing industry be preserved and
27 sustained for, amongst other reasons, the preservation of open space, the agricultural benefits
28 associated with horse racing, and the creation and preservation of jobs and businesses associated
29 with horse racing.

30 Section 2. Terms used in this chapter shall, unless the context otherwise requires, be
31 construed as follows:

32 "Advance Deposit Wagering", a form of pari-mutuel wagering in which an individual
33 may deposit money to an account established through an agreement with a holder of a racing

34 meeting license or simulcasting license and use the account balance to make and pay for wagers
35 by the holder of the account which wagers may be made in person, by direct telephone call or by
36 communication through other electronic media by the holder of the account.

37 "Breaks", in the case of live horse racing meetings conducted in the commonwealth by a
38 racing meeting licensee, the odd cents over any multiple of 10 cents of winnings per $1 wagered;
39 provided however, that in the case of live horse racing meeting conducted at a race track outside
40 the commonwealth, the amount of the breaks shall be determined in accordance with the laws of
41 the state in which the race track is located.

42 "Commission", the Massachusetts gaming commission established in chapter 23K.

43 "Exotic wager" a bet on the speed or ability of a combination of more than 1 horse in a
44 single race.

45 "Guest track" a racing meeting licensee or an out-of-state pari-mutuel wagering facility
46 which accepts a simulcast wager on a live race conducted at another track which is presented by
47 simulcast at the facility of the racing meeting licensee or the out-of-state pari-mutuel wagering
48 facility.

49 "Host track", a racing meeting licensee or an out-of-state track which conducts a live race
50 which is the subject of intertrack simulcasting and simulcast wagering.

51 "Pari-mutuel wagering", a form of wagering on the outcome of an event in which all
52 wagers are pooled and held by an association for distribution of the total amount, less the
53 deductions authorized by law, to holder of tickets on the winning contestants.

54 "Premium", the amount paid to a racing meeting licensee in addition to a host track fee
55 for purposes of providing a simulcast signal.

56 “Race track”, a track where live horse racing meeting are held, including but not limited
57 to, grounds, auditoriums, amphitheaters and bleachers, if any, and adjacent places used in
58 connection therewith.

59 “Racing license”, an authorization awarded by the commission, under specified
60 conditions, to accept wagers on live horse racing conducted on licensed premises in the
61 commonwealth.

62 “Racing licensee”, is a person who holds a racing license.

63 "Rebate" a portion of pari-mutuel wagers, otherwise payable to a racing licensee, that is
64 paid to a holder of a pari-mutuel wagering ticket and that reduces the amount otherwise payable
65 to such licensee, including, but not limited to, refunds to holders of pari-mutuel wagering tickets
66 of any portion or percentage of the full face value of a pari-mutuel wager, paying a bonus on a
67 winning pari-mutuel ticket, awards of merchandise, services such as meals, parking, admission,
68 seating and programs, free or reduced cost pari-mutuel wagers, monetary awards, or any other
69 benefit that the commission deems appropriate to reward horse racing patrons for their
70 patronage.

71 "Simulcast", the broadcast, transmission, receipt or exhibition, by any medium or manner,
72 of a live race conducted live at a race track other than the one at which it is being exhibited at,
73 whether inside or outside the commonwealth, including but not limited to, a system, network, or
74 programmer which transmits, or receives, television or radio signals by wire, satellite, or
75 otherwise.

76 “Simulcasting license”, is an authorization awarded to a person by the commission under
77 specified conditions, to accept simulcast wagers.

78 “Simulcast licensee”, a person who holds a simulcasting license.

79 "Simulcast wager", a wager taken by a simulcast licensee on a race that is simulcast.

80 “Takeout”, monies deducted from a pari-mutuel wager as required by the commission
81 prior to payment of winnings.

82 Section 2. The commission shall have all powers necessary or convenient to effectively
83 regulate horse racing. simulcasting and pari-mutuel wagering including, but not limited to, the
84 power to adopt, amend or repeal regulations for the implementation, administration and
85 enforcement of this chapter. The commission shall not issue a prohibition on horse racing or
86 simulcasting or related wagering thereon; provided, however, that the commission may use its
87 powers to act on each individual licensing decision or in all other decisions in the best interest of
88 horse racing with the object of promoting its efficient operation and the honesty and integrity of
89 the wagering process related to it.

90 The commission shall administer and enforce any general and special law related to pari-
91 mutuel wagering and simulcasting. The commission shall serve as a host racing commission and
92 an off-track betting commission for the purposes of 15 U.S.C. 3001 et seq. The commission
93 shall have all requisite powers afforded in accordance with section 4 of chapter 23K. The power
94 and authority granted to the commission shall be construed as broadly as necessary for the
95 implementation, administration and enforcement of this chapter.

96 Section 3. (a) The commission shall promulgate regulations for the implementation,
97 administration and enforcement of this chapter including, without limitation, regulations that:

98 (i) prescribe the application process and criteria for evaluation of the application and
99 renewal for a racing license; provided, however, in determining whether to award or renew a
100 racing license the commission shall take into consideration the physical location of the race track
101 as it relates other proposed and licensed tracks, whether the race track will maximize benefits to
102 the commonwealth, the support or opposition to each applicant from the public, and any other
103 considerations deemed relevant by the commission;

104 (ii) prescribe the process and criteria for evaluation of the application and renewal of
105 a simulcasting license, provided, however that a simulcasting license shall be limited to a race
106 meeting licensee, a gaming licensee pursuant to chapter 23K or an entity licensed under chapters
107 128A or 128C to conduct simulcasting as of June 1, 2016 and in granting a simulcasting license
108 to a gaming licensee, the commission shall take into consideration the impact on existing
109 facilities previously licensed pursuant to said chapters 128A and 128C;

110 (iii) prescribe the minimum number of live racing days required to be held by a racing
111 licensee;

112 (iv) prescribe rules governing live horse racing, pari-mutuel wagering, simulcasting
113 and simulcast wagering;

114 (v) prescribe requirements that may direct a percentage of wagering received on in-
115 state and out-of-state horse races to the Race Horse Development Fund established in section 8
116 to support purse assistance and breeding programs;

117 (vi) prescribe the amount and manner that premiums, if any, will be assessed upon the
118 racing meeting and/or simulcasting licensees;

119 (vii) prescribe the amount and manner of takeouts;

120 (viii) prescribe procedures and requirements for the use of breaks and unclaimed
121 wagers;

122 (ix) establish uniform standards and requirements for horse racing including, but not
123 limited to, safety standards for horses, jockeys, drivers, and other participants, and for the drug
124 testing of horses and jockeys and drivers;

125 (x) prescribe the types of allowable wagers;

126 (xi) prescribe procedures for the use of advance deposit wagering accounts including
127 electronic components of advance deposit wagering account, rebates and rewards;

128 (xii) prescribe the manner in which judges, stewards and race officials will be qualified
129 and appointed;

130 (xiii) develop procedures for the voluntary and involuntary exclusion of patrons from a
131 race track in a manner consistent with section 45 of chapter 23K;

132 (xiv) require racing meeting licensees and simulcasting licensees to develop protocols
133 to prevent underage wagering and establish security procedures for ensuring the safety of minors
134 at race tracks;

135 (xv) prescribe the minimum internal control procedures for racing meeting licensees
136 and simulcasting licensees including those for effective control over the internal fiscal affairs of

137 a licensee, including provisions for implementation of a uniform standard of accounting, the
138 safeguarding of assets and revenues, the recording of cash and evidence of indebtedness and the
139 maintenance of reliable records, accounts and reports of transactions, operations and events,
140 including reports to the commission;

141 (xvi) establish licensure and registration procedures for employees of racing meeting
142 licensees and simulcasting licensees not working at a gaming establishment pursuant to chapter
143 23K;

144 (xvii) establish licensure and registration provisions for veterinarians, blacksmiths,
145 owners, trainers, jockeys and stable employees performing work at race tracks;

146 (xviii) require that all employees of a racing meeting licensee and simulcasting licensee
147 who have racing or simulcasting responsibilities, be properly trained in their respective
148 professions;

149 (xix) establish procedures governing the operation of the Racehorse Development Fund
150 established pursuant to section 8 of this chapter;

151 (xx) prescribe grounds and procedures for the revocation, termination or suspension of
152 licenses and registrations issued by the commission, and for the issuance of discipline or fines to
153 persons holding licenses and registrations granted by the commission;

154 (xxi) prescribe the allocation of funds from racing meeting licensees and simulcast
155 licensees for the purpose of funding the activities of the commission relative to racing; and

156 (xxii) prescribe any other issues related to the honest conduct of horse racing,
157 simulcasting and wagering related to horse racing and simulcasting.

158

159 (b) The commission may, pursuant to section 2 of chapter 30A, promulgate, amend or
160 repeal any regulation promulgated under this chapter as an emergency regulation if such
161 regulation is necessary to protect the interests of the commonwealth in regulating horse racing.

162 Section 4. The commission may inspect and shall have access to the entire race track and
163 premises associated therewith upon which activity is conducted pursuant to a racing meeting
164 license or a simulcasting license issued in accordance with this chapter or chapter 23K including
165 all records, documents, systems, equipment, and supplies on the premises.

166 Section 5. The commission may audit as often as the commission determines necessary
167 the accounts, programs, activities, and functions of all racing meeting licensees and simulcasting
168 licensees. To conduct the audit, authorized officers and employees of the commission or
169 consultants contracted by the commission shall have access to such accounts at reasonable times,
170 upon reasonable notice and the commission may require the production of books, documents,
171 vouchers and other records relating to any matter within the scope of the audit.

172 Section 6. Each racing meeting licensee and simulcasting licensee shall make readily
173 available to the commission all documents, materials, equipment, personnel and any other items
174 requested during an investigation; provided, however, that material that a racing meeting licensee
175 or simulcasting licensee considers a trade secret may, with the commission's approval, be
176 protected from public disclosure and the licensee may require nondisclosure agreements with the
177 commission before disclosing such material.

178 Section 7. The commission shall establish application fees for all licenses, approvals, and
179 renewals awarded under this chapter which shall include costs incurred for conducting a

180 background investigation into an applicant. The commission may seek reimbursement from an
181 applicant for any costs of investigation in excess of the initial application or renewal fee.

182 Section 8. (a) There shall be a Race Horse Development Fund to be administered by the
183 commission which shall be used to support the best interest of the horse racing industry. The
184 fund shall consist of monies deposited under subsection (c) of section 55 of chapter 23K,
185 subclause (l) of clause (2) of section 59 of said chapter 23K and any money and any monies
186 credited to or transferred to the fund from any other fund or source, including gifts, grants and
187 donations. Amounts credited to the fund may be expended in the commission's discretion

188 (i) to fund purses for live horse racing meetings;

189 (ii) to support the general welfare of the horse racing and simulcasting industry in the
190 commonwealth;

191 (iii) for a commission program that supports health, pension, life insurance and other
192 benefits deemed appropriate by the commission for owners, trainers, breeders, jockeys,
193 drivers and other associated with horse racing;

194 (iv) to support the equine economy which may include but not be limited to
195 commonwealth bred thoroughbred and Standardbred horses and veterinary medicine including
196 but not limited to Tufts University School of Veterinary Medicine, equine care, open space
197 preservation and equestrian sport and therapeutic programs.

198 (b) The commission shall ensure that not less than 50 per cent of amounts credited to
199 the fund are available for purses under clause (i) in any year where live horse racing is conducted

200 in the commonwealth and is sufficient to sustain those purse funds. No expenditure from the
201 fund shall cause it to be in deficiency at the close of a fiscal year.

202 (c) All monies in the Race Horse Development Fund on the effective day of this
203 chapter pursuant to section 60 of chapter 23K of the General Laws shall be transferred to the
204 Race Horse Development Fund established in section 8 of this chapter 128D of the General
205 Laws. On and after the effective date of this chapter, all funds directed by any general or special
206 law to be deposited in the Race Horse Development Fund established in section 60 of chapter
207 23K shall be deposited into the Race Horse Development Fund established in said section 8 of
208 this chapter 128D.

209 Section 9. (a) A racing meeting licensee that conducts pari-mutuel betting on horse races
210 conducted on a licensed race track, shall distribute all sums deposited in any pari-mutuel pool to
211 the holders of winning tickets therein less any takeouts as determined by the commission.

212 (b) A simulcasting licensee acting as a guest track shall return to the winning patrons
213 wagering on such simulcast races all sums so deposited as an award or dividend, less any
214 takeouts as determined by the commission.

215 Section 10. Notwithstanding this chapter or any general or special law to the contrary, no
216 live dog racing meeting or live racing meeting where any form of betting or wagering on the
217 speed or ability of dogs occurs shall be conducted or permitted in this commonwealth and the
218 commission is hereby prohibited from accepting or approving any application or request for
219 racing dates for live dog racing.

220 Any person who violates this section relative to live dog racing shall be subject to a civil
221 penalty of not less than $20,000 which shall be payable to the commission and used for
222 administrative purposes of the commission.

223 Section 11. Any person who accepts or pays out a wager or bet on the results of any
224 horse race or dog race, or aids or abets any of the foregoing types of wagering or betting, except
225 as permitted by this chapter, shall for a first offence be punished by a fine of not more than
226 $2000 and imprisonment in the house of correction for not more than 1 year, and for a
227 subsequent offence by a fine of not more than $10,000 and imprisonment in the house of
228 correction for not more than 2 years or both such fine or imprisonment.

229 Section 12. The commission shall provide an annual report of activity conducted
230 pursuant to this chapter. The report shall include, but not be limited to, an analysis of
231 commission activities designed to further the race horse industry and equine economy; a full and
232 complete statement of revenues, expenditures and the balance of the Race Horse Development
233 Fund; an accounting of funds received from racing meeting licensees and simulcast licensees for
234 the purpose of funding the activities of the commission; and an accounting of projected
235 expenditures from the Race Horse Development Fund in the next year. The report shall be made
236 available on the commission's website and filed annually with the clerks of the house of
237 representatives and the senate, the chairs of the house and senate committees on ways and means
238 and the chairs of the joint committee on economic development and emerging technologies not
239 later than March 1 of each calendar year.

SUMMARY FOR SB101

This bill updates provisions with respect to horse racing by repealing chapters 128A (Horse and Dog Racing Meetings) and 128C (Simulcast Wagering of Horse and Dog Racing) and combining all of their provisions in one new GL c.128D. The bill repeals the Running Horse Capital Improvements Trust Fund and the Running Horse Promotional Trust Fund, the Harness Horse Capital Improvement Trust Fund and the Harness Horse Promotional Trust Fund and replaces them all with a Horse Racing Development Find.

The bill establishes a complex system relative to the various taxes that racing licensees must pay both to their customers and also to the Commonwealth. Initially, every racing licensee conducting pari1mutuel wagering on horse races run live must return all sums deposited in any pari1mutuel pool by patrons for wagers on live horse races to the holders of winning tickets (minus certain enumerated takeouts); the licensee is also to pay to the Gaming Commission various amounts, including those designated to go to the Massachusetts Thoroughbred Breeders Association, the Massachusetts Standardbred Breeders program, and the Tufts University School of Veterinary Medicine. In addition, annual amounts include $35K to DPH for assistance with problem gambling research, prevention, and treatment programs, $80K to an organization providing services for employees working the stables and backstretch areas; $20K for economic assistance to employees facing hardship due to illness or unforeseen tragedy; and up to $1 million for the operations of the Gaming Commission relative to racing.

The bill penalizes accepting or paying out wagers on dog or horse racing except as licensed by the Commonwealth with a fine of up to $2,000 and imprisonment up to 1 year; subsequent offenses are punishable by fines of up to $10K and the misdemeanor maximum of 2½ years in a House of Correction.

The bill also establishes that in the event the Commonwealth legalizes sports betting on events other than horse or dog races, a racing licensee or simulcasting licensee will also be authorized to accept such sports wagers. It prohibits live dog racing where any form of wagering on the speed or ability of dogs is conducted.

It exempts anyone from having to make further contributions to the Running Horse Capital Improvements Trust Fund and the Running Horse Promotional Trust Fund, the Harness Horse Capital Improvement Trust Fund or the Harness Horse Promotional Trust Fund; moneys not already expended in these funds are to be returned to the licensee who paid them.

Section	LT	QC	Title	Summary	Full Text	Comment
			Senate Bill 101	Sen. Boncore, Joseph (D)	AN ACT RELATIVE TO REGULATING HORSE RACING AND WAGERING	
Section 1	GL	4:7	MGC Regulation of Horse and Dog Racing	Amends GL 4:7, which provides definitions for purposes of all the GLs, by revising the definition of "illegal gaming" to reflect the repeal (by §114 and §116 of this bill) of GL c. 128A and c. 128C (both of which regulated dog racing) and the insertion (by §117 of this bill) of new GL c. 128D (Horse Racing and Wagering)."	SECTION 1. Section 7 of chapter 4 of the General Laws, as appearing in the 2016 Official Edition, is hereby amended by striking out clause Tenth and inserting in place thereof the following clause:- ¶Tenth, "Illegal gaming," a banking or percentage game played with cards, dice, tiles or dominoes, or an electronic, electrical or mechanical device or machine for money, property, checks, credit or any representative of value, but excluding: (i) a lottery game conducted by the state lottery commission, under sections 24, 24A and 27 of chapter 10; (ii) a game conducted under chapter 23K; (iii) pari-mutuel wagering on horse races and greyhound races under chapter 128D; (iv) a game of bingo conducted under chapter 271; and (v) charitable gaming conducted under said chapter 271."	SB2305, §4 of the 2015-16 session.
Section 2	GL	23K:7	Pari-Mutuel Wagering and Simulcasting	Strikes out existing provisions relative to the administration and enforcement of laws related to pari-mutuel wagering and simulcasting and relative to the grant of simulcasting license to gaming establishment or entity previously licensed.	SECTION 2. Section 7 of chapter 23K of the General Laws is hereby repealed. Said section 7 shall not be revived by any future operation of sections 17 or 112 of St. 2011, c. 194.	
Section 3	GL	23K:60	Race Horse Development Fund	Repeals provisions relative to the Race Horse Development Fund	SECTION 3. Section 60 of said chapter 23K is hereby repealed. All monies in the Race Horse Development Fund established under said section 60 as of the effective date of this Act shall be transferred to the Race Horse Development Fund established pursuant to section 10 of chapter 128D of the General Laws, as inserted by this Act.	
Section 4	GL	128A	Horse and Dog Racing Meetings	Deletes the entire chapter on horse and dog racing meetings.	SECTION 4. Chapter 128A of the General Laws is hereby repealed.	HB2305, §114 of the 2015-16 session.
Section 5	GL	128C:0	Simulcast Wagering of Horse and Dog Racing	Repeals the currently existing chapter on Simulcast Wagering of Horse and Dog Racing.	SECTION 5. Chapter 128C of the General Laws is hereby repealed.	SB2435, §109 of the 2017-18 session.
Section 6	GL	128D:0	Horse Racing and Wagering	Inserts a new Chapter 128D, entitled Horse Racing and Wagering, into the General Laws.	SECTION 6. The General Laws are hereby amended by inserting after said chapter 128C the following chapter:- ¶CHAPTER 128D. ¶HORSE RACING AND WAGERING.	
Section 6.01	GL	128D:1	Massachusetts Gaming Commission Regulation of Horse Racing	Inserts a preamble establishing the intent to empower the Massachusetts Gaming Commission to regulate horse racing.	Section 1. Preamble. It is the intent of this chapter to grant the Massachusetts gaming commission all necessary authority to oversee and regulate all aspects of horse racing in the commonwealth with the object of promoting its efficient operation, and the honesty and integrity of the wagering process related to it. It is the further intent of this chapter that the commission utilize best efforts to ensure that the horse racing industry be preserved and sustained for, amongst other reasons, the preservation of open space, the agricultural benefits associated with horse racing, and the creation and preservation of jobs and businesses associated with horse racing. ¶	

Section	LT	QC	Title	Summary	Full Text	Comment
Section 6.02	GL	128D:2	Horse Racing and Wagering Definitions	Adds the various definitions which will be in use throughout the chapter on Horse Racing and Wagering.	Section 2. Terms used in this chapter shall, unless the context otherwise requires, be construed as follows: ¶"Advance Deposit Wagering", a form of pari-mutuel wagering in which an individual may deposit money to an account established through an agreement with a holder of a racing license or simulcasting license and use the account balance to make and pay for wagers by the holder of the account which wagers may be made in person, by direct telephone call or by communication through other electronic media by the holder of the account to the licensee. ¶"Breaks", in the case of live horse racing conducted in the commonwealth by a racing licensee, the odd cents over any multiple of 10 cents of winnings per $1 wagered. In the case of live horse racing conducted at a race track outside the commonwealth, the amount of the breaks shall be determined in accordance with the laws of the state in which the race track is located. ¶"Commission", the Massachusetts gaming commission established in chapter 23K. ¶"Exotic wager", a wager on the speed or ability of a combination of more than 1 horse in a single race. ¶"Guest track", a simulcasting licensee or an out-of-state pari-mutuel wagering facility which accepts a simulcast wager on a live race conducted at another track which is presented by simulcast at the facility of the simulcasting licensee or the out-of-state pari-mutuel wagering ¶"Horsemen's Thoroughbred Association," the New England Horsemen's Benevolent and Protective Association. ¶"Host track", a racing licensee or an out-of-state track which conducts a live race which is the subject of intertrack simulcasting and simulcast wagering. ¶"Pari-mutuel", a form of wagering on the outcome of an event in which all wagers are pooled and held by an association for distribution of the total amount, less the deductions authorized by law, to holder of tickets on the winning contestants. ¶"Premium", an amount paid to a racing licensee by a simulcasting licensee on account of the simulcasting licensee taking wagers on interstate simulcasts of the type of horse racing as is conducted by the racing licensee. ¶"Racing license", an authorization awarded to a person by the commission, under specified conditions, to accept wagers on live horse racing conducted on the license holder's licensed premises in the commonwealth; a racing license shall not confer on its holder any rights to simulcast or to accept simulcast wagers, but an eligible person may apply for and be awarded both a racing license and a simulcast license. ¶"Racing licensee", a person who holds a racing license; a racing licensee may also be a simulcasting licensee, in which case the licensee may conduct racing and simulcasting operations at the same location or in different locations. ¶"Race track" shall, as determined by the commission, include the track, grounds, auditorium, amphitheater and bleachers, if any, and adjacent places used in connection therewith, where live horse racing may be held. ¶"Rebate'", a portion of pari-mutuel wagers, otherwise payable to a racing or simulcasting licensee, that is paid to a holder of a pari-mutuel wagering ticket and that reduces the amount otherwise payable to such licensee, including, but not limited to: refunds to holders of pari-mutuel wagering tickets of any portion or percentage of the full face value of a pari-mutuel wager; bonuses on a winning pari-mutuel ticket; awards of merchandise; services such as meals, parking, admission, seating and programs; free or reduced-cost pari-mutuel wagers; monetary awards; or any other benefit that the commission deems appropriate to reward racing and simulcasting patrons for their patronage. ¶"Simulcast'", the broadcast, transmission, receipt or exhibition, by any medium or manner, of a live race conducted at a race track other than the one at which it is being exhibited, whether inside or outside the commonwealth, including but not limited to, a system, network, or programmer which transmits, or receives, television or radio signals by wire, satellite, or otherwise. ¶"Simulcasting license", an authorization awarded to a person by the commission, under specified conditions, to accept simulcast wagers, provided that the commission may award a simulcasting license only to a racing licensee licensed under this chapter, a gaming licensee licensed pursuant to chapter 23K at a gaming establishment, or an entity previously licensed pursuant to chapter 128A or chapter 128C. ¶" Simulcasting licensee", a person who holds a simulcasting license. ¶"Simulcast wager'", a wager taken by a simulcasting licensee on a race that is simulcast. ¶"Straight wager", a wager on the speed or ability of any 1 horse in a single race. ¶"Takeout", monies deducted from a pari-mutuel pool in accordance with this chapter prior to payment of winnings."	

Section	LT	QC	Title	Summary	Full Text	Comment
Section 6.03	GL	128D:3	Rollover of Existing Horse and Dog Racing Licenses	Establishes the powers and duties of the Gaming Commission with respect to horse racing; additionally provides that the the greyhound racing licensees licensed to conduct live racing in calendar year 2009 and the harness horse and running horse racing licensees licensed to conduct live racing in calendar year 2014 are to be licensed as simulcasting licensees through December 31, 2024, with certain provisos.	Section 3. (a) The commission shall have all powers necessary or convenient to effectively regulate horse racing and related wagering including, but not limited to,¶(1) all requisite powers afforded in accordance with section 4 of chapter 23K to be used to for the implementation, administration and enforcement of this chapter;¶(2) the power to adopt, amend or repeal regulations for the implementation, administration and enforcement of this chapter; and¶(3) the power to award, revoke and suspend racing licenses and simulcasting licenses in accordance with regulations adopted pursuant to section 4, provided, however, notwithstanding any provision of this chapter, any other general or special law, or any regulations adopted hereunder to the contrary, the greyhound racing licensees licensed to conduct live racing in calendar year 2009 and the harness horse and running horse racing licensees licensed to conduct live racing in calendar year 2014 pursuant to chapter 128A shall be licensed as simulcasting licensees under this chapter through December 31, 2024, provided however that it shall be a condition of the 2014 harness horse racing licensee's simulcasting license that it comply with all live racing obligations under chapter 23K or under chapter 194 of the acts of 2011; and provided further that it shall be a condition of the 2014 running horse racing licensee's simulcasting license that it pursue development and operation of a new or re-established race track in the Commonwealth or operate such a race track. While the 2014 running horse racing licensee is pursuing development and operation of such a race track, it shall be authorized to conduct simulcasting and simulcast wagering in one or more locations in the commonwealth without any requirement to conduct live racing or to conduct business in the same location as it operated under chapters 128A and 128C and, once it is operating such a race track, its authorization to conduct simulcast wagering shall not be infringed on account of the number of days of racing it hosts or the number of races it conducts so long as it conducts at least 1 day of live racing each year. The 2014 running horse racing licensee may assign its simulcasting license to another person, who thereafter shall be considered to be the 2014 running horse licensee for purposes of this chapter.¶(b) The power and authority granted to the commission hereunder shall be construed as broadly as necessary for the implementation, administration and enforcement of this chapter.	
Section 6.04	GL	128D:4	Promulgation of Regulations	Sets forth in detail the kind of regulations that the Gaming Commission must promulgate; authorizes the Commission to promulgate emergency regulations under certain conditions.	Section 4. (a) The commission shall promulgate regulations for the implementation, administration and enforcement of this chapter including, without limitation, regulations that: ¶(1) prescribe the application process and criteria for evaluation of the application and renewal for a racing license; in determining whether to award a racing license the commission shall take into consideration the physical locations of the licensed race tracks as they relate to each other and how they maximize benefits to the commonwealth, the support or opposition to each applicant from the public, and any other considerations deemed relevant by the commission; ¶(2) prescribe the process and criteria for evaluation of the application and renewal of a simulcasting license to a racing licensee licensed under this chapter, a gaming licensee licensed pursuant to chapter 23K at a gaming establishment, or an entity previously licensed pursuant to chapter 128A or chapter 128C; in granting a simulcasting license to a gaming licensee, the commission shall take into consideration the impact on facilities of persons previously licensed pursuant to said chapters 128A and 128C; ¶(3) prescribe procedures and requirements necessary to the proper governance of the conduct of live horse racing, simulcasting, and wagering thereon, including: ¶(i) the amount and manner that premiums, if any, will be assessed upon the simulcasting licensees; ¶(ii) the extent to which, if any, rebating will be authorized in the commonwealth; ¶(iii) procedures for advance deposit wagering, including the use of advance deposit wagering accounts including electronic components of advance deposit wagering account, rebates and rewards; and ¶(iv) the use of the breaks; ¶(4) prescribe the minimum number of live racing days required to be held by a racing licensee other than a gaming licensee who holds live racing on the premises of the gaming establishment; ¶(5) establish procedures governing the operation of the Race Horse Development Fund established pursuant to section 10; ¶(6) prescribe grounds and procedures for the revocation, suspension and discipline of all licenses and registrations; ¶(7) prescribe the assessment and allocation of funds from racing licensees and simulcasting licensees for the purpose of funding, to the extent not funded in accordance with section 11, the operations of the commission relative to racing, simulcasting and wagering thereon, including the costs to the commission of conducting each racing performance conducted by a racing licensee, which funding, with associated expenditures, shall be reported to the house and senate committees on ways and means and the joint committee on economic development and emerging technologies and made public annually within 60 days of the end of each fiscal year; and ¶(8) prescribe any other issues related to the honest conduct of horse racing, simulcasting and wagering thereon. ¶(b) The commission may, pursuant to section 2 of chapter 30A, promulgate, amend or repeal any regulation promulgated under this chapter as an emergency regulation if such regulation is necessary to protect the interests of the commonwealth in regulating horse racing.	
Section 6.05	GL	128D:5	Advance Deposit Wagering	Establishes that advance deposit wagering -- a form of gambling on the outcome of horse races in which bettors must fund their account before being allowed to place bets -- lawful so long as there is a racing licensee or a simulcasting licensee; until December 31, 2029, all advance deposit wagering is to be conducted by a person who was a running horse or harness horse racing meeting licensee under the now repealed GL c.128A.	Section 5. Advance deposit wagering by residents of the commonwealth on the results of horse races conducted in the commonwealth or in jurisdictions outside of the commonwealth shall be authorized and lawful in the commonwealth so long as there is a racing licensee or a simulcasting licensee under this chapter, provided that, until December 31, 2029, all advance deposit wagering shall be conducted by a person who was a running horse or harness horse racing meeting licensee under chapter 128A in 2014 or who is the assignee of such a person, unless no such person or assignee continues as a racing or simulcasting licensee. A racing or simulcasting licensee authorized pursuant to this section to conduct advance deposit wagering shall do so in accordance with any regulations promulgated by the commission and may do so directly or through a service provider with whom it has a written agreement.	

Section	LT	QC	Title	Summary	Full Text	Comment
Section 6.06	GL	128D:6	Race Track Facility Inspection	Establishes that the Gaming Commission may inspect and is to have access to the entire race track facility and associated facilities.	Section 6. The commission may inspect and shall have access to the entire race track or simulcasting facility and premises associated therewith upon which activity is conducted pursuant to a racing license or a simulcasting license issued in accordance with this chapter including all records, documents, systems, equipment, and supplies on the premises.	
Section 6.07	GL	128D:7	Race Track Facility Audits	Establishes that the Gaming Commission may audit whenever necessary the accounts, programs, activities, and functions of all racing licensees and simulcasting licensees.	Section 7. The commission may audit as often as the commission determines necessary the accounts, programs, activities, and functions of all racing licensees and simulcasting licensees. To conduct the audit, authorized officers and employees of the commission shall have access to such accounts at reasonable times, and the commission may require the production of books, documents, vouchers and other records relating to any matter within the scope of the audit. Further, the commission shall make an annual report of horse racing and simulcasting activity and related wagering in the commonwealth to the house and senate committees on ways and means and the joint committee on economic development and emerging technologies which shall include a full and complete statement of racing revenues.	
Section 6.08	GL	128D:8	Cooperation with Investigations	Requires racing and simulcasting licensees to cooperate fully with any investigation or audit by the Gaming Commission, provided, that trade secrets are to be protected from public disclosure.	Section 8. Each racing licensee and simulcasting licensee shall make readily available to the commission all documents, materials, equipment, personnel and any other items requested during an investigation; provided, however, that material that a racing licensee or simulcasting licensee considers a trade secret or would be detrimental to the licensee if it were made public may, with the commission's approval, be protected from public disclosure and the licensee may require nondisclosure agreements with the commission before disclosing such material.	
Section 6.09	GL	128D:9	Licensing Application Fees	Requires the Gaming Commission to establish application fees for all licenses, approvals, and renewals, including the costs of background investigations.	Section 9. The commission shall establish application fees for all licenses, approvals, and renewals awarded under this chapter which shall include costs incurred for conducting a background investigation into an applicant. The commission may seek reimbursement from an applicant for any costs of investigation in excess of the initial application or renewal fee.	
Section 6.1	GL	128D:10	Race Horse Development Fund	Sets up a new Race Horse Development Fund to be administered by the Gaming Commission. At least 50% of the Fund is to be used to fund purses (if the Gaming Commission determines that there is sufficient live racing in to sustain that level of purse funding); the Fund is also to be used to finance a program for health, pension, life insurance and other benefits deemed appropriate to owners, trainers, breeders, jockeys, drivers and others associated with horse racing; and to fund the distribution in support of breeding of thoroughbred and standardbred horses in the Commonwealth.	Section 10. (a) There shall be established and set up on the books of the commonwealth a separate fund known as the Race Horse Development Fund to be administered by the commission. Any monies directed by any provision of any general or special law to be deposited into the Race Horse Development Fund formerly established under former section 60 of chapter 23K, including without limitation subsection (c) of section 55 of chapter 23K and subclause (I) of clause (2) of section 59 of said chapter 23K, and any monies credited to or transferred to the fund from any other fund or source, shall be deposited into the fund established pursuant to this section. ¶(b) All monies transferred to the Race Horse Development Fund established by this section from the Race Horse Development Fund formerly established under said section 60 of chapter 23K that had been allocated for the benefit of the thoroughbred racing industry under the former fund shall be distributed from the fund established by this section only for the benefit of thoroughbred racing, provided, however, that the restrictions on the use of funds set forth in said section 60 shall not apply. ¶(c) Subject to subsection (b), the commission may make any distribution from the fund it determines to be in the best interest of horse racing in the commonwealth including, but not limited to (i) distribution of not less than 50 per cent of the monies deposited in the fund after the effective date of this chapter to racing licensees to fund purses, provided that the commission determines that there is sufficient live racing in the commonwealth to sustain that level of purse funding; (ii) funding a program established by the commission with eligibility requirements to provide health, pension, life insurance and other benefits deemed appropriate to owners, trainers, breeders, jockeys, drivers and others associated with horse racing, and (iii) distribution in support of breeding of thoroughbred and standardbred horses in the commonwealth. In addition, in the event that the running horse racing meeting licensee licensed under chapter 128A in 2014 or its successor or assign pursues development and operation of a new or re-established thoroughbred race track in the commonwealth or operates such a race track, the commission shall distribute monies from the fund to such licensee, successor or assign to the extent agreed between it and its horsemen, for the payment of expenses incurred in pursuing the development and operation of a new or re-established racetrack, for capital expenses of the new or re-established race track, or for operating expenses at the new or re-established racetrack. ¶(c) Any funds previously distributed from the Race Horse Development Fund established under section 60 of chapter 23K to a licensee under chapter 128A that had not been expended by the recipient licensee as of the effective date of this section may be used by the licensee for purses or, to the extent agreed between the licensee and its horsemen, for expenses incurred in pursuing the development and operation of a new or re-established racetrack, for capital expenses of a new or re-established race track, or for operating expenses at a new or re-established racetrack.	

Section	LT	QC	Title	Summary	Full Text	Comment
Section 6.11	GL	128D:11	Race Track Facility Taxes and Fees	Establishes a complex system relative to the the various taxes that racing licensees must pay both to their customers and also to the Commonwealth. Initially, every racing licensee conducting pari-mutuel wagering on horse races run live must return all sums deposited in any pari-mutuel pool by patrons for wagers on live horse races to the holders of winning tickets (minus certain enumerated takeouts); the licensee is also to pay to the Gaming Commission various amounts, including those designated to go to the Massachusetts Thoroughbred Breeders Association, the Massachusetts Standardbred Breeders program, and the Tufts University School of Veterinary Medicine. In addition, annual amounts include $35K to DPH for assistance with problem gambling research, prevention, and treatment programs, $80K to an organization providing services for employees working the stables and backstretch areas; $20K for economic assistance to employees facing hardship due to illness or unforeseen tragedy; and up to $1 million for the operations of the Gaming Commission relative to racing.	Section 11. (a) Every racing licensee conducting pari-mutuel wagering on horse races run live at its licensed race track shall return all sums deposited in any pari-mutuel pool by patrons for wagers on such live horse races to the holders of winning tickets therein less the breaks and less a takeout in an amount to be determined by the licensee but not to exceed 19 per cent of the total amount so deposited on a straight wager and 26 per cent of the total amount so deposited on an exotic wager. From the takeout, the licensee shall pay: ¶(i) to the commission on behalf of the commonwealth, a pari-mutuel tax in an amount equal to 0.75 per cent of all amounts so deposited, less the breaks; ¶(ii) (A) if a running horse licensee, to the Massachusetts Thoroughbred Breeders Association, Inc., a sum equal to 1 per cent of the total amount so deposited, less the breaks, to be used for the purposes of subsection (g) of section 2 of chapter 128; and ¶(B) if a harness horse licensee, to the Massachusetts Standardbred Breeders program established pursuant to subsection (j) of section 2 of chapter 128, a sum equal to 0.5 per cent of the total amount so deposited, less the breaks, on straight wagers and a sum equal to 1.5 per cent of the total amount so deposited, less the breaks, on exotic wagers, the monies to be used for the purposes of said subsection (j) of said section 2; ¶(iii) (A) if a running horse licensee, a sum equal to 8.5 per cent of the amount so deposited, less the breaks, on straight wagers and a sum equal to 9.5 per cent of the amount so deposited, less the breaks, on exotic wagers, for payment of purses and, with the approval of the appropriate horsemen's association representing the horse owners racing at that meeting, for payment of the licensee's administrative and horseracing operations; ¶(B) if a harness horse licensee, a sum equal to 8 per cent of the amount so deposited, less the breaks, on straight wagers and a sum equal to 10 per cent of the amount so deposited, less the breaks, on exotic wagers for the payment of purses; and ¶(iv) if a running horse licensee, to Tufts University School of Veterinary Medicine, a sum equal to 0.5 per cent of the amount so deposited, less the breaks, on exotic wagers. ¶In addition, 3.5 per cent of all purses paid by running horse racing licensees, except purses funded by the Massachusetts Thoroughbred Breeders Association, Inc., shall be paid to the Massachusetts Thoroughbred Breeders Association, Inc. Such payment may be made from purse funds disbursed from the Race Horse Development Fund. ¶The licensee shall be entitled to retain the remainder of the takeout as its commission. ¶(b) Every simulcasting licensee acting as a guest track simulcasting a race run live at a host track within the commonwealth shall return all sums deposited in any pari-mutuel pool by patrons for wagers on such in-state simulcast races to the holders of winning tickets therein less the breaks and less a takeout in an amount to be determined by the licensee but not to exceed 19 per cent of the total amount so deposited on straight wagers and 26 per cent of the total amount so deposited on exotic wagers. From the takeout, the licensee shall pay: ¶(i) to the commission on behalf of the commonwealth, a pari-mutuel tax in a sum equal to 0.375 per cent of the amount so deposited, less the breaks; ¶(ii) to the host racing association, a sum equal to 11 per cent of the amount so deposited, less the breaks; ¶(iii) (A) if the simulcasting licensee is also a running horse racing licensee, to the Massachusetts Thoroughbred Breeders Association, Inc., a sum equal to 0.5 per cent of the total amount so deposited, less the breaks, to be used for the purposes of subsection (g) of section 2 of chapter 128; and ¶(B) if the simulcasting licensee is also a harness horse racing licensee, to the Massachusetts Standardbred Breeders program established pursuant to subsection (j) of section 2 of chapter 128, a sum equal to 0.25 per cent of the total amount so deposited by patrons, less the breaks, on straight wagers and a sum equal to 0.75 per cent of the total amount so deposited, less the breaks, on exotic wagers, the monies to be used for the purposes of said subsection (j) of said section 2 of said chapter 128; and ¶(iv) (A) if the simulcasting licensee is also a running horse racing licensee, a sum equal to not less than 3.5 per cent of the total amount so deposited, less the breaks, for the payment of purses and, with the approval of the appropriate horsemen's association representing the horse owners racing at that meeting, for payment of the licensee's administrative and horseracing operations; ¶(B) if the simulcasting licensee is also a harness horse racing licensee, a sum equal to not less than 3.5 per cent of the total amount so deposited, less the breaks, for the payment of purses; ¶(v) if the simulcast race is a thoroughbred race, to the department of agricultural resources, a sum equal to 0.25 per cent of the total amount so deposited on exotic wagers. ¶The licensee shall be entitled to retain the remainder of the takeout as its commission. ¶(c) Every simulcasting licensee acting as a guest track simulcasting a race run live at a host track outside of the commonwealth shall return all sums deposited in any pari-mutuel pool by patrons for wagers on such out-of-state simulcast races to the holders of winning tickets therein less the breaks and less a takeout in an amount to be determined by the licensee but not to exceed 19 per cent of the total amount so deposited on straight wagers and 26 per cent of the total amount deposited on exotic wagers or the amount which would be paid under the laws of the jurisdiction exercising regulatory authority over the host track. From the takeout, the licensee shall pay: ¶(i) to the commission on behalf of the commonwealth, a pari-mutuel tax in an amount equal to 0.375 per cent of all wagers, less the breaks ¶(ii) (A) if the simulcasting licensee is also a running horse racing licensee, to the Massachusetts Thoroughbred Breeders Association, Inc., a sum equal to 0.5 per cent of the total amount so deposited, less the breaks, to be used for the purposes of subsection (g) of section 2 of chapter 128; and ¶(B) if the simulcasting licensee is also a harness horse racing licensee, to the Massachusetts Standardbred Breeders program established pursuant to subsection (j) of section 2 of chapter 128, a sum equal to 0.25 per cent of the total amount so deposited by patrons, less the breaks, on straight wagers and a sum equal to 0.75 per cent of the total amount so deposited, less the breaks, on exotic wagers, the monies to be used for the purposes of said subsection (j) of said section 2; ¶(iv) (A) if the simulcasting licensee is also a running horse racing licensee, a sum equal to not less than 0.5 per cent and not more than 2.5 per cent of the total amount so deposited, less the breaks, for the payment of purses and, with the approval of the appropriate horsemen's association representing the horse owners racing at that meeting, for payment of the licensee's administrative and horseracing operations; ¶(B) if the simulcasting licensee is also a harness horse racing licensee, a sum equal to not less than 4.0 per cent and not more than 7.5 per cent of the total amount so deposited, less the breaks, for the payment of purses; ¶The licensee shall be entitled to retain the remainder of the takeout as its commission. ¶(d) All pari-mutuel taxes paid to the commission pursuant to this section, and all assessments, association licensing fees, occupational licensing fees, fines, penalties and miscellaneous revenues paid to the commission shall be deposited in a separate account under the control and supervision of the commission. The total amount of such pari-mutuel taxes and other revenues shall be expended in the following order of priority and for the purposes specified: ¶(1) local	

Section	LT	QC	Title	Summary	Full Text	Comment
Section 6.12	SL	1908:494	Regulation of Local Approval	Exempts the racing industry from certain old general and special laws enacted in 1908; establishes that a new local approval is not be required for thoroughbred and harness horse race tracks that were licensed by the State Racing Commission under predecessor provisions; regulates local approval of a racing location by municipalities.	Section 12. The provisions of section 181 of chapter 140 and of sections 31, 33, and 34 of chapter 271, and of chapter 494 of the acts of 1908, shall not apply to race tracks or racing meetings laid out and conducted by licensees under this chapter or to animals eligible to race at such meetings; except that no license shall be granted by the commission for a racing meeting in any city or town, except in connection with a state or county fair, unless the location of the race track where such meeting is to be held or conducted has been once approved by the mayor and city council or the town council or the selectmen as provided by said section 33 of said chapter 271, after a public hearing, seven days' notice of the time and place of which hearing shall have been given by posting in a conspicuous public place in such city or town and by publication in a newspaper published in such city or town, if there is any published therein, otherwise in a newspaper published in the county wherein such city or town is situated. A new local approval under this section shall not be required for thoroughbred and harness horse race tracks that were licensed by the commission or by its predecessor state racing commission for commercial racing under chapter 128A. ¶The approval of a location by a mayor and city council shall be deemed to be a measure within the provisions of section 42 of chapter 43 and the provisions of said sections shall apply to every city; provided, however, that such approval, if not rescinded as provided in said sections, shall be submitted to the voters of the city at a special election which shall be called by the city council and shall be held within 45 days of the filing of the petition protesting such approval taking effect. ¶The approval of a location by a town council, in a town having a town council, and by the selectmen in any other town, upon petition of 12 per cent of the voters of the town filed with the town clerk protesting against such approval taking effect shall be suspended from taking effect and the town council or the selectmen, as the case may be, shall immediately reconsider such approval, and if such approval is not rescinded, the question of such approval shall be submitted to the voters of the town at a special election which shall be called by the selectmen or town council, as the case may be, and which shall be held within 45 days of the submission of said petition. Such approval shall become null and void unless a majority of the voters voting on the same at said election vote in the affirmative. ¶	
Section 6.13	GL	128D:13	Prohibition on Live Dog Racing	Prohibits live dog racing where any form of wagering on the speed or ability of dogs is conducted.	Section 13. Notwithstanding the provisions of this chapter or any general or special law to the contrary, no live dog racing or live racing meeting where any form of wagering on the speed or ability of dogs occurs shall be conducted or permitted in this commonwealth and the commission is hereby prohibited from accepting or approving any application or request for racing dates for dog racing. ¶Any person violating any provision of this section relative to dog racing shall be subject to a civil penalty of not less than twenty thousand dollars which shall be payable to the commission and used in accordance with subsection (d) of section 11.	
Section 6.14	GL	128D:14	Penalties for Unlawful Wagering	Establishes that accepting or paying out wagers on dog or horse racing except as licenesed by the Commonwealth is to invoke a fine of up to $2,000 and imprisonment up to 1 year; subsequent offenses are punishable by fines of p to $10K and the misdemeanor maximum of 2½ years in a House of Correction.	Section 14. Any person who accepts or pays out a wager on the results of any horse race or dog race, or aids or abets any of the foregoing types of wagering, except as permitted by this chapter, shall for a first offence be punished by a fine of not more than two thousand dollars and imprisonment for not more than one year, and for a subsequent offence by a fine of not more than ten thousand dollars and imprisonment for not more than two years.	
Section 6.15	GL	128D:15	Legalized Sports Betting	Establishes that in the event the Commonwealth legalizes sports betting on events other than horse or dog races, a racing licensee or simulcasting licensee will also be authorized to accept such sports wagers.	Section 15. In the event that the commonwealth authorizes any person or persons to accept wagering on sporting events other than horse or dog races, a racing licensee or simulcasting licensee under this chapter shall also be authorized to accept such sports wagers, on the same terms and conditions as the other person or persons, either directly or through an account deposit wagering service provider.	
Section 7	NA	None	Racing Trust Funds	Exempts anyone from having to make further contributions to the Running Horse Capital Improvements Trust Fund and the Running Horse Promotional Trust Fund, the Harness Horse Capital Improvement Trust Fund or the Harness Horse Promotional Trust Fund; moneys not already expended in these funds are to be returned to the licensee who paid them.	SECTION 7. Notwithstanding any provision of any general or special law to the contrary, as of the effective date of this section, no person shall be required to pay any money into the Running Horse Capital Improvements Trust Fund and the Running Horse Promotional Trust Fund, each established pursuant to section 11 of chapter 494 of the acts of 1978, or into the Harness Horse Capital Improvement Trust Fund and the Harness Horse Promotional Trust Fund, each established pursuant to section 12 of said chapter 494, all of which funds are referred to in this section as the "Racing Trust Funds." Any funds that were previously paid into the Racing Trust Funds and had not been expended prior to the effective date of this section shall be paid by the commission, without condition or restriction and within thirty days of the effectiveness of this section, to the racing licensee under chapter 128A from whose operations the funds were derived. Once all funds in a Racing Trust Fund shall have been so paid to the licensee from whose operations they were derived, the Racing Trust Fund shall be disestablished."	
Section 8	NA	None	Grandfathering of Horse Racing, Simulcasting, or Pari-Mutuel Wagering	Establishes that any person authorized prior to the effective date of the Act to conduct horse racing, simulcasting, or pari-mutuel wagering will remain authorized until December 31, 2019.	SECTION 8. Notwithstanding any general or special law to the contrary, any person authorized at any point in 2019 prior to the effective date of this Act by any general or special law to conduct horse racing, simulcasting, or pari-mutuel wagering including advance deposit wagering under said chapter 128A or said chapter 128C shall remain authorized until December 31, 2019, to conduct horse racing, simulcasting, or pari-mutuel wagering on the same terms and conditions in effect as of January 1, 2019 except for any term or condition that terminates such authorization prior to December 31, 2019.	

Lobbying Data

LOBBYING DATA FOR SB101

Organization	Position
Lindy Farms of Connecticut	Oppose
Major League Baseball	Neutral
MGM Resorts	Neutral
MGM Springfield	Neutral
National Basketball Association	Neutral
New England Horsemens Benevolent Protective Association	Support
Penn National Gaming	Neutral
Penn National Gaming	Oppose
PGA Tour	Neutral
Sterling Suffolk Racecourse	Support
Stronach Group	Neutral

SENATE DOCKET, NO. 1032 FILED ON: 1/16/2019

SENATE . . . . . No.

The Commonwealth of Massachusetts

PRESENTED BY:

Joseph A. Boncore

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act relative to Regulating Horse Racing and Wagering..

PETITION OF:

NAME:	DISTRICT/ADDRESS:
Joseph A. Boncore	*First Suffolk and Middlesex*

SENATE DOCKET, NO. 1032 FILED ON: 1/16/2019

SENATE . . . . . No.

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The Commonwealth of Massachusetts

In the One Hundred and Ninety-First General Court
(2019-2020)

An Act relative to Regulating Horse Racing and Wagering..

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

1 SECTION 1. Section 7 of chapter 4 of the General Laws, as appearing in the 2016
2 Official Edition, is hereby amended by striking out clause Tenth and inserting in place thereof
3 the following clause:-

4 Tenth, "Illegal gaming," a banking or percentage game played with cards, dice, tiles or
5 dominoes, or an electronic, electrical or mechanical device or machine for money, property,
6 checks, credit or any representative of value, but excluding: (i) a lottery game conducted by the
7 state lottery commission, under sections 24, 24A and 27 of chapter 10; (ii) a game conducted
8 under chapter 23K; (iii) pari-mutuel wagering on horse races and greyhound races under chapter
9 128D; (iv) a game of bingo conducted under chapter 271; and (v) charitable gaming conducted
10 under said chapter 271."

11 SECTION 2. Section 7 of chapter 23K of the General Laws is hereby repealed. Said
12 section 7 shall not be revived by any future operation of sections 17 or 112 of St. 2011, c. 194.

13 SECTION 3. Section 60 of said chapter 23K is hereby repealed. All monies in the Race
14 Horse Development Fund established under said section 60 as of the effective date of this Act
15 shall be transferred to the Race Horse Development Fund established pursuant to section 10 of
16 chapter 128D of the General Laws, as inserted by this Act.

17 SECTION 4. Chapter 128A of the General Laws is hereby repealed.

18 SECTION 5. Chapter 128C of the General Laws is hereby repealed.

19 SECTION 6. The General Laws are hereby amended by inserting after said chapter
20 128C the following chapter:-

21 CHAPTER 128D.

22 HORSE RACING AND WAGERING.

23 Section 1. Preamble. It is the intent of this chapter to grant the Massachusetts gaming
24 commission all necessary authority to oversee and regulate all aspects of horse racing in the
25 commonwealth with the object of promoting its efficient operation, and the honesty and integrity
26 of the wagering process related to it. It is the further intent of this chapter that the commission
27 utilize best efforts to ensure that the horse racing industry be preserved and sustained for,
28 amongst other reasons, the preservation of open space, the agricultural benefits associated with
29 horse racing, and the creation and preservation of jobs and businesses associated with horse
30 racing.

31 Section 2. Terms used in this chapter shall, unless the context otherwise requires, be
32 construed as follows:

33 “Advance Deposit Wagering”, a form of pari-mutuel wagering in which an individual
34 may deposit money to an account established through an agreement with a holder of a racing
35 license or simulcasting license and use the account balance to make and pay for wagers by the
36 holder of the account which wagers may be made in person, by direct telephone call or by
37 communication through other electronic media by the holder of the account to the licensee.

38 “Breaks", in the case of live horse racing conducted in the commonwealth by a racing
39 licensee, the odd cents over any multiple of 10 cents of winnings per $1 wagered. In the case of
40 live horse racing conducted at a race track outside the commonwealth, the amount of the breaks
41 shall be determined in accordance with the laws of the state in which the race track is located.

42 “Commission”, the Massachusetts gaming commission established in chapter 23K.

43 “Exotic wager”, a wager on the speed or ability of a combination of more than 1 horse in
44 a single race.

45 “Guest track”, a simulcasting licensee or an out-of-state pari-mutuel wagering facility
46 which accepts a simulcast wager on a live race conducted at another track which is presented by
47 simulcast at the facility of the simulcasting licensee or the out-of-state pari-mutuel wagering

48 “Horsemen’s Thoroughbred Association,” the New England Horsemen’s Benevolent and
49 Protective Association.

50 “Host track”, a racing licensee or an out-of-state track which conducts a live race which
51 is the subject of intertrack simulcasting and simulcast wagering.

52 "Pari-mutuel", a form of wagering on the outcome of an event in which all wagers are
53 pooled and held by an association for distribution of the total amount, less the deductions
54 authorized by law, to holder of tickets on the winning contestants.

55 "Premium", an amount paid to a racing licensee by a simulcasting licensee on account of
56 the simulcasting licensee taking wagers on interstate simulcasts of the type of horse racing as is
57 conducted by the racing licensee.

58 "Racing license", an authorization awarded to a person by the commission, under
59 specified conditions, to accept wagers on live horse racing conducted on the license holder's
60 licensed premises in the commonwealth; a racing license shall not confer on its holder any rights
61 to simulcast or to accept simulcast wagers, but an eligible person may apply for and be awarded
62 both a racing license and a simulcast license.

63 "Racing licensee", a person who holds a racing license; a racing licensee may also be a
64 simulcasting licensee, in which case the licensee may conduct racing and simulcasting operations
65 at the same location or in different locations.

66 "Race track" shall, as determined by the commission, include the track, grounds,
67 auditorium, amphitheater and bleachers, if any, and adjacent places used in connection therewith,
68 where live horse racing may be held.

69 "Rebate'", a portion of pari-mutuel wagers, otherwise payable to a racing or simulcasting
70 licensee, that is paid to a holder of a pari-mutuel wagering ticket and that reduces the amount
71 otherwise payable to such licensee, including, but not limited to: refunds to holders of pari-
72 mutuel wagering tickets of any portion or percentage of the full face value of a pari-mutuel
73 wager; bonuses on a winning pari-mutuel ticket; awards of merchandise; services such as meals,

74 parking, admission, seating and programs; free or reduced-cost pari-mutuel wagers; monetary
75 awards; or any other benefit that the commission deems appropriate to reward racing and
76 simulcasting patrons for their patronage.

77 "Simulcast'", the broadcast, transmission, receipt or exhibition, by any medium or
78 manner, of a live race conducted at a race track other than the one at which it is being exhibited,
79 whether inside or outside the commonwealth, including but not limited to, a system, network, or
80 programmer which transmits, or receives, television or radio signals by wire, satellite, or
81 otherwise.

82 "Simulcasting license", an authorization awarded to a person by the commission, under
83 specified conditions, to accept simulcast wagers, provided that the commission may award a
84 simulcasting license only to a racing licensee licensed under this chapter, a gaming licensee
85 licensed pursuant to chapter 23K at a gaming establishment, or an entity previously licensed
86 pursuant to chapter 128A or chapter 128C.

87 "Simulcasting licensee", a person who holds a simulcasting license.

88 "Simulcast wager'", a wager taken by a simulcasting licensee on a race that is simulcast.

89 "Straight wager", a wager on the speed or ability of any 1 horse in a single race.

90 "Takeout", monies deducted from a pari-mutuel pool in accordance with this chapter
91 prior to payment of winnings.

92 Section 3. (a) The commission shall have all powers necessary or convenient to
93 effectively regulate horse racing and related wagering including, but not limited to,

94 (1) all requisite powers afforded in accordance with section 4 of chapter 23K to be used
95 to for the implementation, administration and enforcement of this chapter;

96 (2) the power to adopt, amend or repeal regulations for the implementation,
97 administration and enforcement of this chapter; and

98 (3) the power to award, revoke and suspend racing licenses and simulcasting licenses in
99 accordance with regulations adopted pursuant to section 4, provided, however, notwithstanding
100 any provision of this chapter, any other general or special law, or any regulations adopted
101 hereunder to the contrary, the greyhound racing licensees licensed to conduct live racing in
102 calendar year 2009 and the harness horse and running horse racing licensees licensed to conduct
103 live racing in calendar year 2014 pursuant to chapter 128A shall be licensed as simulcasting
104 licensees under this chapter through December 31, 2024, provided however that it shall be a
105 condition of the 2014 harness horse racing licensee's simulcasting license that it comply with all
106 live racing obligations under chapter 23K or under chapter 194 of the acts of 2011; and provided
107 further that it shall be a condition of the 2014 running horse racing licensee's simulcasting
108 license that it pursue development and operation of a new or re-established race track in the
109 Commonwealth or operate such a race track. While the 2014 running horse racing licensee is
110 pursuing development and operation of such a race track, it shall be authorized to conduct
111 simulcasting and simulcast wagering in one or more locations in the commonwealth without any
112 requirement to conduct live racing or to conduct business in the same location as it operated
113 under chapters 128A and 128C and, once it is operating such a race track, its authorization to
114 conduct simulcast wagering shall not be infringed on account of the number of days of racing it
115 hosts or the number of races it conducts so long as it conducts at least 1 day of live racing each
116 year. The 2014 running horse racing licensee may assign its simulcasting license to another

117 person, who thereafter shall be considered to be the 2014 running horse licensee for purposes of
118 this chapter.

119 (b) The power and authority granted to the commission hereunder shall be construed as
120 broadly as necessary for the implementation, administration and enforcement of this chapter.

121 Section 4. (a) The commission shall promulgate regulations for the implementation,
122 administration and enforcement of this chapter including, without limitation, regulations that:

123 (1) prescribe the application process and criteria for evaluation of the application and
124 renewal for a racing license; in determining whether to award a racing license the commission
125 shall take into consideration the physical locations of the licensed race tracks as they relate to
126 each other and how they maximize benefits to the commonwealth, the support or opposition to
127 each applicant from the public, and any other considerations deemed relevant by the
128 commission;

129 (2) prescribe the process and criteria for evaluation of the application and renewal of a
130 simulcasting license to a racing licensee licensed under this chapter, a gaming licensee licensed
131 pursuant to chapter 23K at a gaming establishment, or an entity previously licensed pursuant to
132 chapter 128A or chapter 128C; in granting a simulcasting license to a gaming licensee, the
133 commission shall take into consideration the impact on facilities of persons previously licensed
134 pursuant to said chapters 128A and 128C;

135 (3) prescribe procedures and requirements necessary to the proper governance of the
136 conduct of live horse racing, simulcasting, and wagering thereon, including:

137 (i) the amount and manner that premiums, if any, will be assessed upon the simulcasting
138 licensees;

139 (ii) the extent to which, if any, rebating will be authorized in the commonwealth;

140 (iii) procedures for advance deposit wagering, including the use of advance deposit
141 wagering accounts including electronic components of advance deposit wagering account,
142 rebates and rewards; and

143 (iv) the use of the breaks;

144 (4) prescribe the minimum number of live racing days required to be held by a racing
145 licensee other than a gaming licensee who holds live racing on the premises of the gaming
146 establishment;

147 (5) establish procedures governing the operation of the Race Horse Development Fund
148 established pursuant to section 10;

149 (6) prescribe grounds and procedures for the revocation, suspension and discipline of all
150 licenses and registrations;

151 (7) prescribe the assessment and allocation of funds from racing licensees and
152 simulcasting licensees for the purpose of funding, to the extent not funded in accordance with
153 section 11, the operations of the commission relative to racing, simulcasting and wagering
154 thereon, including the costs to the commission of conducting each racing performance conducted
155 by a racing licensee, which funding, with associated expenditures, shall be reported to the house
156 and senate committees on ways and means and the joint committee on economic development

157 and emerging technologies and made public annually within 60 days of the end of each fiscal
158 year; and

159 (8) prescribe any other issues related to the honest conduct of horse racing, simulcasting
160 and wagering thereon.

161 (b) The commission may, pursuant to section 2 of chapter 30A, promulgate, amend or
162 repeal any regulation promulgated under this chapter as an emergency regulation if such
163 regulation is necessary to protect the interests of the commonwealth in regulating horse racing.

164 Section 5. Advance deposit wagering by residents of the commonwealth on the
165 results of horse races conducted in the commonwealth or in jurisdictions outside of the
166 commonwealth shall be authorized and lawful in the commonwealth so long as there is a racing
167 licensee or a simulcasting licensee under this chapter, provided that, until December 31, 2029, all
168 advance deposit wagering shall be conducted by a person who was a running horse or harness
169 horse racing meeting licensee under chapter 128A in 2014 or who is the assignee of such a
170 person, unless no such person or assignee continues as a racing or simulcasting licensee. A
171 racing or simulcasting licensee authorized pursuant to this section to conduct advance deposit
172 wagering shall do so in accordance with any regulations promulgated by the commission and
173 may do so directly or through a service provider with whom it has a written agreement.

174 Section 6. The commission may inspect and shall have access to the entire race track
175 or simulcasting facility and premises associated therewith upon which activity is conducted
176 pursuant to a racing license or a simulcasting license issued in accordance with this chapter
177 including all records, documents, systems, equipment, and supplies on the premises.

178 Section 7. The commission may audit as often as the commission determines
179 necessary the accounts, programs, activities, and functions of all racing licensees and
180 simulcasting licensees. To conduct the audit, authorized officers and employees of the
181 commission shall have access to such accounts at reasonable times, and the commission may
182 require the production of books, documents, vouchers and other records relating to any matter
183 within the scope of the audit. Further, the commission shall make an annual report of horse
184 racing and simulcasting activity and related wagering in the commonwealth to the house and
185 senate committees on ways and means and the joint committee on economic development and
186 emerging technologies which shall include a full and complete statement of racing revenues.

187 Section 8. Each racing licensee and simulcasting licensee shall make readily
188 available to the commission all documents, materials, equipment, personnel and any other items
189 requested during an investigation; provided, however, that material that a racing licensee or
190 simulcasting licensee considers a trade secret or would be detrimental to the licensee if it were
191 made public may, with the commission's approval, be protected from public disclosure and the
192 licensee may require nondisclosure agreements with the commission before disclosing such
193 material.

194 Section 9. The commission shall establish application fees for all licenses, approvals,
195 and renewals awarded under this chapter which shall include costs incurred for conducting a
196 background investigation into an applicant. The commission may seek reimbursement from an
197 applicant for any costs of investigation in excess of the initial application or renewal fee.

198 Section 10. (a) There shall be established and set up on the books of the
199 commonwealth a separate fund known as the Race Horse Development Fund to be administered

200 by the commission. Any monies directed by any provision of any general or special law to be
201 deposited into the Race Horse Development Fund formerly established under former section 60
202 of chapter 23K, including without limitation subsection (c) of section 55 of chapter 23K and
203 subclause (l) of clause (2) of section 59 of said chapter 23K, and any monies credited to or
204 transferred to the fund from any other fund or source, shall be deposited into the fund established
205 pursuant to this section.

206 (b) All monies transferred to the Race Horse Development Fund established by this
207 section from the Race Horse Development Fund formerly established under said section 60 of
208 chapter 23K that had been allocated for the benefit of the thoroughbred racing industry under the
209 former fund shall be distributed from the fund established by this section only for the benefit of
210 thoroughbred racing, provided, however, that the restrictions on the use of funds set forth in said
211 section 60 shall not apply.

212 (c) Subject to subsection (b), the commission may make any distribution from the fund it
213 determines to be in the best interest of horse racing in the commonwealth including, but not
214 limited to (i) distribution of not less than 50 per cent of the monies deposited in the fund after the
215 effective date of this chapter to racing licensees to fund purses, provided that the commission
216 determines that there is sufficient live racing in the commonwealth to sustain that level of purse
217 funding; (ii) funding a program established by the commission with eligibility requirements to
218 provide health, pension, life insurance and other benefits deemed appropriate to owners, trainers,
219 breeders, jockeys, drivers and others associated with horse racing, and (iii) distribution in support
220 of breeding of thoroughbred and standardbred horses in the commonwealth. In addition, in the
221 event that the running horse racing meeting licensee licensed under chapter 128A in 2014 or its
222 successor or assign pursues development and operation of a new or re-established thoroughbred

223 race track in the commonwealth or operates such a race track, the commission shall distribute
224 monies from the fund to such licensee, successor or assign to the extent agreed between it and its
225 horsemen, for the payment of expenses incurred in pursuing the development and operation of a
226 new or re-established racetrack, for capital expenses of the new or re-established race track, or
227 for operating expenses at the new or re-established racetrack.

228 (c) Any funds previously distributed from the Race Horse Development Fund established
229 under section 60 of chapter 23K to a licensee under chapter 128A that had not been expended by
230 the recipient licensee as of the effective date of this section may be used by the licensee for
231 purses or, to the extent agreed between the licensee and its horsemen, for expenses incurred in
232 pursuing the development and operation of a new or re-established racetrack, for capital
233 expenses of a new or re-established race track, or for operating expenses at a new or re-
234 established racetrack.

235 Section 11. (a) Every racing licensee conducting pari-mutuel wagering on horse races
236 run live at its licensed race track shall return all sums deposited in any pari-mutuel pool by
237 patrons for wagers on such live horse races to the holders of winning tickets therein less the
238 breaks and less a takeout in an amount to be determined by the licensee but not to exceed 19 per
239 cent of the total amount so deposited on a straight wager and 26 per cent of the total amount so
240 deposited on an exotic wager. From the takeout, the licensee shall pay:

241 (i) to the commission on behalf of the commonwealth, a pari-mutuel tax in an amount
242 equal to 0.75 per cent of all amounts so deposited, less the breaks;

243 (ii) (A) if a running horse licensee, to the Massachusetts Thoroughbred Breeders
244 Association, Inc., a sum equal to 1 per cent of the total amount so deposited, less the breaks, to
245 be used for the purposes of subsection (g) of section 2 of chapter 128; and

246 (B) if a harness horse licensee, to the Massachusetts Standardbred Breeders program
247 established pursuant to subsection (j) of section 2 of chapter 128, a sum equal to 0.5 per cent of
248 the total amount so deposited, less the breaks, on straight wagers and a sum equal to 1.5 per cent
249 of the total amount so deposited, less the breaks, on exotic wagers, the monies to be used for the
250 purposes of said subsection (j) of said section 2;

251 (iii) (A) if a running horse licensee, a sum equal to 8.5 per cent of the amount so
252 deposited, less the breaks, on straight wagers and a sum equal to 9.5 per cent of the amount so
253 deposited, less the breaks, on exotic wagers, for payment of purses and, with the approval of the
254 appropriate horsemen's association representing the horse owners racing at that meeting, for
255 payment of the licensee's administrative and horseracing operations;

256 (B) if a harness horse licensee, a sum equal to 8 per cent of the amount so deposited, less
257 the breaks, on straight wagers and a sum equal to 10 per cent of the amount so deposited, less the
258 breaks, on exotic wagers for the payment of purses; and

259 (iv) if a running horse licensee, to Tufts University School of Veterinary Medicine, a sum
260 equal to 0.5 per cent of the amount so deposited, less the breaks, on exotic wagers.

261 In addition, 3.5 per cent of all purses paid by running horse racing licensees, except
262 purses funded by the Massachusetts Thoroughbred Breeders Association, Inc., shall be paid to
263 the Massachusetts Thoroughbred Breeders Association, Inc. Such payment may be made from
264 purse funds disbursed from the Race Horse Development Fund.

265 The licensee shall be entitled to retain the remainder of the takeout as its commission.

266 (b) Every simulcasting licensee acting as a guest track simulcasting a race run live at a
267 host track within the commonwealth shall return all sums deposited in any pari-mutuel pool by
268 patrons for wagers on such in-state simulcast races to the holders of winning tickets therein less
269 the breaks and less a takeout in an amount to be determined by the licensee but not to exceed 19
270 per cent of the total amount so deposited on straight wagers and 26 per cent of the total amount
271 so deposited on exotic wagers. From the takeout, the licensee shall pay:

272 (i) to the commission on behalf of the commonwealth, a pari-mutuel tax in a sum equal to
273 0.375 per cent of the amount so deposited, less the breaks;

274 (ii) to the host racing association, a sum equal to 11 per cent of the amount so deposited,
275 less the breaks;

276 (iii) (A) if the simulcasting licensee is also a running horse racing licensee, to the
277 Massachusetts Thoroughbred Breeders Association, Inc., a sum equal to 0.5 per cent of the total
278 amount so deposited, less the breaks, to be used for the purposes of subsection (g) of section 2 of
279 chapter 128; and

280 (B) if the simulcasting licensee is also a harness horse racing licensee, to the
281 Massachusetts Standardbred Breeders program established pursuant to subsection (j) of section 2
282 of chapter 128, a sum equal to 0.25 per cent of the total amount so deposited by patrons, less the
283 breaks, on straight wagers and a sum equal to 0.75 per cent of the total amount so deposited, less
284 the breaks, on exotic wagers, the monies to be used for the purposes of said subsection (j) of said
285 section 2 of said chapter 128; and

286 (iv) (A) if the simulcasting licensee is also a running horse racing licensee, a sum equal to
287 not less than 3.5 per cent of the total amount so deposited, less the breaks, for the payment of
288 purses and, with the approval of the appropriate horsemen's association representing the horse
289 owners racing at that meeting, for payment of the licensee's administrative and horseracing
290 operations;

291 (B) if the simulcasting licensee is also a harness horse racing licensee, a sum equal to not
292 less than 3.5 per cent of the total amount so deposited, less the breaks, for the payment of purses;

293 (v) if the simulcast race is a thoroughbred race, to the department of agricultural
294 resources, a sum equal to 0.25 per cent of the total amount so deposited on exotic wagers.

295 The licensee shall be entitled to retain the remainder of the takeout as its commission.

296 (c) Every simulcasting licensee acting as a guest track simulcasting a race run live at a
297 host track outside of the commonwealth shall return all sums deposited in any pari-mutuel pool
298 by patrons for wagers on such out-of-state simulcast races to the holders of winning tickets
299 therein less the breaks and less a takeout in an amount to be determined by the licensee but not to
300 exceed 19 per cent of the total amount so deposited on straight wagers and 26 per cent of the
301 total amount deposited on exotic wagers or the amount which would be paid under the laws of
302 the jurisdiction exercising regulatory authority over the host track. From the takeout, the
303 licensee shall pay:

304 (i) to the commission on behalf of the commonwealth, a pari-mutuel tax in an amount
305 equal to 0.375 per cent of all wagers, less the breaks

306 (ii) (A) if the simulcasting licensee is also a running horse racing licensee, to the
307 Massachusetts Thoroughbred Breeders Association, Inc., a sum equal to 0.5 per cent of the total
308 amount so deposited, less the breaks, to be used for the purposes of subsection (g) of section 2 of
309 chapter 128; and

310 (B) if the simulcasting licensee is also a harness horse racing licensee, to the
311 Massachusetts Standardbred Breeders program established pursuant to subsection (j) of section 2
312 of chapter 128, a sum equal to 0.25 per cent of the total amount so deposited by patrons, less the
313 breaks, on straight wagers and a sum equal to 0.75 per cent of the total amount so deposited, less
314 the breaks, on exotic wagers, the monies to be used for the purposes of said subsection (j) of said
315 section 2;

316 (iv) (A) if the simulcasting licensee is also a running horse racing licensee, a sum equal to
317 not less than 0.5 per cent and not more than 2.5 per cent of the total amount so deposited, less the
318 breaks, for the payment of purses and, with the approval of the appropriate horsemen's
319 association representing the horse owners racing at that meeting, for payment of the licensee's
320 administrative and horseracing operations;

321 (B) if the simulcasting licensee is also a harness horse racing licensee, a sum equal to not
322 less than 4.0 per cent and not more than 7.5 per cent of the total amount so deposited, less the
323 breaks, for the payment of purses;

324 The licensee shall be entitled to retain the remainder of the takeout as its commission.

325 (d) All pari-mutuel taxes paid to the commission pursuant to this section, and all
326 assessments, association licensing fees, occupational licensing fees, fines, penalties and
327 miscellaneous revenues paid to the commission shall be deposited in a separate account under

328 the control and supervision of the commission. The total amount of such pari-mutuel taxes and
329 other revenues shall be expended in the following order of priority and for the purposes
330 specified:

331 (1) local aid to the host community of each racing licensee in the amount of 0.35 per cent
332 of all wagers placed with the racing licensee on its live races;

333 (2) $35,000 annually per racing and simulcasting licensee to the department of public
334 health for assistance with problem gambling research, prevention, and treatment programs;

335 (3) $80,000 annually to an organization, as determined by the commission, which
336 provides health, medical, food, substance abuse treatment and other social services for persons
337 who are employed in the stable or the backstretch area of a running horse licensee, if there is
338 such a licensee;

339 (4) $20,000 annually to the commission to provide economic assistance, in accordance
340 with regulations adopted by the commission, to any person employed in the racing facility, the
341 stable or the backstretch area of a running horse licensee who is facing hardship due to illness or
342 unforeseen tragedy;

343 (5) up to $1,080,976 per fiscal year for the operations of the commission relative to
344 racing, including the costs to the commission of conducting each racing performance conducted
345 by a racing licensee;

346 (6) any remaining revenues up to $4,500,000 to the racing licensees to be used for purses
347 in amounts to be determined according to a formula established by the commission; and

348 (7) any remaining revenues to the General Fund.

349 (e) No winnings shall be paid by a racing or simulcasting licensee after December 31 of
350 the year following the year in which the wager was made except with permission of the
351 commission or pursuant to a judgment in an action brought to recover the winnings or in
352 settlement of such an action. No action to recover winnings upon a wager made under this
353 chapter or under chapter 128A or 128C after November 15, 2001 shall be commenced after
354 December 31 of the year following the year in which the wager was made. A notice of the
355 limitation prescribed by this section in such form as the commission may prescribe shall be
356 posted by each licensee in a conspicuous place at each window or booth where pari-mutuel
357 tickets are sold. Within 90 days of December 31, each licensee shall certify to the commission
358 the total amount of money held for the payment of any wagers for the recovery of which no
359 action has commenced within the time herein limited and shall thereafter be permitted free use of
360 the funds, provided, however, that if the licensee is a racing licensee, then the funds shall be used
361 for the payment of purses and, with the approval of the appropriate horsemen's association
362 representing the horse owners racing at that meeting, for payment of the licensee's administrative
363 and horseracing operations.

364 Section 12. The provisions of section 181 of chapter 140 and of sections 31, 33, and
365 34 of chapter 271, and of chapter 494 of the acts of 1908, shall not apply to race tracks or racing
366 meetings laid out and conducted by licensees under this chapter or to animals eligible to race at
367 such meetings; except that no license shall be granted by the commission for a racing meeting in
368 any city or town, except in connection with a state or county fair, unless the location of the race
369 track where such meeting is to be held or conducted has been once approved by the mayor and
370 city council or the town council or the selectmen as provided by said section 33 of said chapter
371 271, after a public hearing, seven days' notice of the time and place of which hearing shall have

372 been given by posting in a conspicuous public place in such city or town and by publication in a
373 newspaper published in such city or town, if there is any published therein, otherwise in a
374 newspaper published in the county wherein such city or town is situated. A new local approval
375 under this section shall not be required for thoroughbred and harness horse race tracks that were
376 licensed by the commission or by its predecessor state racing commission for commercial racing
377 under chapter 128A.

378 The approval of a location by a mayor and city council shall be deemed to be a measure
379 within the provisions of section 42 of chapter 43 and the provisions of said sections shall apply
380 to every city; provided, however, that such approval, if not rescinded as provided in said
381 sections, shall be submitted to the voters of the city at a special election which shall be called by
382 the city council and shall be held within 45 days of the filing of the petition protesting such
383 approval taking effect.

384 The approval of a location by a town council, in a town having a town council, and by the
385 selectmen in any other town, upon petition of 12 per cent of the voters of the town filed with the
386 town clerk protesting against such approval taking effect shall be suspended from taking effect
387 and the town council or the selectmen, as the case may be, shall immediately reconsider such
388 approval, and if such approval is not rescinded, the question of such approval shall be submitted
389 to the voters of the town at a special election which shall be called by the selectmen or town
390 council, as the case may be, and which shall be held within 45 days of the submission of said
391 petition. Such approval shall become null and void unless a majority of the voters voting on the
392 same at said election vote in the affirmative.

393 Section 13. Notwithstanding the provisions of this chapter or any general or special
394 law to the contrary, no live dog racing or live racing meeting where any form of wagering on the
395 speed or ability of dogs occurs shall be conducted or permitted in this commonwealth and the
396 commission is hereby prohibited from accepting or approving any application or request for
397 racing dates for dog racing.

398 Any person violating any provision of this section relative to dog racing shall be subject
399 to a civil penalty of not less than twenty thousand dollars which shall be payable to the
400 commission and used in accordance with subsection (d) of section 11.

401 Section 14. Any person who accepts or pays out a wager on the results of any horse
402 race or dog race, or aids or abets any of the foregoing types of wagering, except as permitted by
403 this chapter, shall for a first offence be punished by a fine of not more than two thousand dollars
404 and imprisonment for not more than one year, and for a subsequent offence by a fine of not more
405 than ten thousand dollars and imprisonment for not more than two years.

406 Section 15. In the event that the commonwealth authorizes any person or persons to
407 accept wagering on sporting events other than horse or dog races, a racing licensee or
408 simulcasting licensee under this chapter shall also be authorized to accept such sports wagers, on
409 the same terms and conditions as the other person or persons, either directly or through an
410 account deposit wagering service provider.

411 SECTION 7. Notwithstanding any provision of any general or special law to the
412 contrary, as of the effective date of this section, no person shall be required to pay any money
413 into the Running Horse Capital Improvements Trust Fund and the Running Horse Promotional
414 Trust Fund, each established pursuant to section 11 of chapter 494 of the acts of 1978, or into the

415 Harness Horse Capital Improvement Trust Fund and the Harness Horse Promotional Trust Fund,
416 each established pursuant to section 12 of said chapter 494, all of which funds are referred to in
417 this section as the "Racing Trust Funds." Any funds that were previously paid into the Racing
418 Trust Funds and had not been expended prior to the effective date of this section shall be paid by
419 the commission, without condition or restriction and within thirty days of the effectiveness of
420 this section, to the racing licensee under chapter 128A from whose operations the funds were
421 derived. Once all funds in a Racing Trust Fund shall have been so paid to the licensee from
422 whose operations they were derived, the Racing Trust Fund shall be disestablished.

423 SECTION 8. Notwithstanding any general or special law to the contrary, any person
424 authorized at any point in 2019 prior to the effective date of this Act by any general or special
425 law to conduct horse racing, simulcasting, or pari-mutuel wagering including advance deposit
426 wagering under said chapter 128A or said chapter 128C shall remain authorized until December
427 31, 2019, to conduct horse racing, simulcasting, or pari-mutuel wagering on the same terms and
428 conditions in effect as of January 1, 2019 except for any term or condition that terminates such
429 authorization prior to December 31, 2019.

Concerns aired about Suffolk Downs' plans for horse racing at fairgrounds

By Terry Cowgill

Tuesday, Jul 23, 2019

News

78

Great Barrington — A controversial horse-racing bill pending in the state Legislature has aroused concerns among town officials about a proposal from Suffolk Downs to bring racing back to the Great Barrington Fairgrounds.

Suffolk Downs chief operating officer Chip Tuttle, right, with Revere Mayor Dan Rizzo at the track in 2014. Photo courtesy Margo Palmer/Flickr

Sterling Suffolk Racecourse, the company that operated the now-closed track at Suffolk Downs in East Boston, has reached an agreement with the fairgrounds owners to bring thoroughbred racing back to Great Barrington for up to 30 days of racing in the months of September and October starting in 2020. The company expects to spend between $15 million and $20 million, according to town manager Mark Pruhenski, who recently spoke with Chip Tuttle, Suffolk's chief operating officer.

But in order to accomplish that feat, Suffolk needs a change in state law to permit it to hold races in Great Barrington while at the same time allowing it to maintain its simulcasting and betting operations back in East Boston. Racing at the fairgrounds would also require permits from the town.

Two bills that would accomplish that feat are pending in the state legislature: Senate Bill 101 and House Bill 13. The Senate bill is co-sponsored by Sen. Adam Hinds, D-Pittsfield, who represents Great Barrington. The sponsor is Sen. Joseph A. Boncore, D-Winthrop, whose district includes Suffolk Downs. The Massachusetts Gaming Commission is sponsoring the House bill.

Selectboard member Leigh Davis asked that the subject be put on the agenda for Monday's meeting. She read a lengthy statement on the process and presented it as a motion. Click here to read it. She later issued a revised statement.

See video below of the discussion at the selectboard meeting of Suffolk Downs' plans for Great Barrington and the pending legislation on Beacon Hill:

Suffolk Downs GB BOS Fairgrounds discussion

Davis questioned why more town officials weren't made aware of the legislation and why the town of Great Barrington was not represented at a public hearing on the bills on July 1 before the Joint Committee on Consumer Protection and Professional Licensure. She pointed to recent article on the hearing in the State House News Service.

"This investment would turn a mostly dormant property into a three-season entertainment and recreation venue that, in addition to racing, could host concerts, agricultural events and other equine activities," Tuttle said at the hearing.

Davis also said the bill would eliminate the requirement for a public forum and referendum on the Suffolk proposal and instead "a simple majority vote by the selectboard would enable the commercial race track to move forward."

At a July 22 meeting, Great Barrington Selectboard member Leigh Davis, right, read a statement and motion asking to hit the pause button on the proposed legislation. At left are fellow board members Bill Cooke and Kate Burke. Photo: Terry Cowgill

She later clarified to The Edge that the legislation would allow for a referendum if 12 percent of registered voters in Great Barrington petitioned for it. The Edge did the math. As of the annual town election in May, Great Barrington had 4,746 registered voters. Therefore, approximately 570 voters would have to sign a petition for public referendum on racing.

"What's important to note is that we're not talking about the revival of an agricultural fair that includes horse racing for 10 days a year," Davis said. "We're talking about a commercial horse racing operation moving into town with the legal right to run races up to 40 days a year. Then, with their foot in the door, potentially petition the state to later add sports betting and other forms of gambling."

Davis proposed that the town send an email and a letter to both chairs of the Committee on Consumer Protection and Professional Licensure by July 24 requesting that "Bill S.101 be held in committee and not move forward until the Town has conducted an open forum inviting all interested parties."

Time is of the essence, she suggested, because the current legislative session is about to end. After extensive debate, Davis' motion failed for lack of a second.

Some members of the selectboard insisted the town would still have ample ability to weigh in on the matter. Town planner Chris Rembold has said the project would need at least two special permits: One for commercial amusement, another for flood plain protection and possibly a third for work in the town's water quality protection overlay district.

All would require public hearings in which residents could air their concerns or express support for the project. Most of the fairgrounds property lies in a floodplain next to the Housatonic River. The requirement of a special permit is widely viewed in the planning and zoning community as putting a municipality in the driver's seat in confronting a potentially unpopular project.

"Section 12 of this bill maintains our right to weigh in on this, so it can't happen unless we say it can happen," Selectman Ed Abrahams said.

"Let's pause this and hold it in committee until we have more information," said Davis, who was elected to the board this spring.

On July 22, in what will surely be the first of many sessions, the Great Barrington Selectboard and audience members discussed Suffolk Downs' plans to bring horse racing back to the Great Barrington Fairgrounds. From left, town manager Mark Pruhenski, selectboard Chair Steve Bannon, and board Vice-Chair Ed Abrahams. Photo: Terry Cowgill

Abrahams said he simply did not know enough to vote for Davis' motion and asked her: "What are the consequences of pausing it? No one knows. We don't shoot from the hip here."

Board chairman Steve Bannon said Tuttle has "been to town three or four times. He's talked to the previous town manager several times. [State Rep.] Smitty Pignatelli has talked to us about it. We knew this was coming. It was in the papers. It was in the Boston Globe."

Board member Kate Burke said she has contacted Hinds' chief of staff, Bethann Steiner, who told her it usually takes a year. "We don't need to drop everything to make this a priority," Burke insisted.

Indeed, in an Edge interview, Hinds said the legislative session does not end until July 31, 2020, and that he does not expect a full vote much before that. Meanwhile, the bills have been referred to the Committee on Consumer Protection and Professional Licensure, where they

will remain for the time being. August, he said, tends to be "a very slow month" for the legislature. The bills were filed after the holidays and were referred to the committee on January 22.

"This really is the beginning of process," Hinds explained. "The bill still is before the Consumer Protection Committee, so testimony can be filed at any time, and it is definitely still welcome."

The view from the grandstand during a fairgrounds race in the 1960s. Photo courtesy BerkshireArchive.com

Hinds added that, "If there are concerns, I'm certainly willing to work with the committee or amend on the floor to protect local input. That is crucial."

Asked why he decided to co-sponsor the legislation, Hinds said his interest was twofold: First, the Suffolk Downs project could provide "an economic shot in the arm during the fall season."

Secondly, Suffolk Downs is in Boncore's district and Great Barrington is in Hinds' district, so Hinds said it made sense for him to co-sponsor the bill so that he could have significant influence on both the process and content of the legislation.

Hinds quickly added that Section 12 does preserve local input and he looks forward to working with town officials on issues of concern such as animal safety and traffic.

Asked if he had communicated with town officials on the matter, Hinds said he had been in touch with Great Barrington officials in person and by telephone, "but not in the last few months." His staff has checked records and can find no evidence that anyone in town has reached out to him on the racing proposal.

Several people remained in the audience and asked to speak about the proposal. After Pruhenski suggested inviting Tuttle to come to town and conduct an information session, one of the audience members, architect and Housatonic resident Diego Gutierrez, said it would be like "inviting the wolf into the chicken house."

Housatonic resident and architect Diego Gutierrez had strong words about the project and the company at a July 22 Great Barrington Selectboard meeting. Photo: Terry Cowgill

Gutierrez also pointed to a 2012 settlement Suffolk Downs agreed to with the U.S. Environmental Protection Agency in which the company was fined $1.25 million and ordered to spend almost $4 million to prevent waste, including horse manure, urine and bedding material, from flowing into a nearby creek and eventually into Boston Harbor. An EPA spokesperson called the several-years flow "a major source of pollution into Boston Harbor."

In another development, Great Barrington planning board Chair Brandee Nelson, a civil and environmental engineer, disclosed that her employer, Tighe & Bond, is representing Sterling Suffolk Racecourse in the Great Barrington proposal.

At a July 22 Great Barrington Selectboard meeting, planning board Chair Brandee Nelson disclosed that her engineering firm is representing Suffolk. Photo: Terry Cowgill

Nelson said, for obvious reasons, if the Suffolk project came before the planning board, then she would recuse herself from participating in any phase of process. But at Monday's selectboard meeting, Nelson acknowledged she was representing Suffolk.

"What we're doing is due diligence. Our client understands that they need to engage with the town and they've had several meetings … We've been hired because they're anticipating three special permits, as well as infrastructure improvements. They want to work cooperatively with the town."

Eventually Bannon's motion to authorize Pruhenski to do some research and write a letter to Hinds and Pignatelli passed narrowly. Bannon added that, "If in fact we lose the local referendum, then we ask them to halt this and put [the language] back in." Both Abrahams and Davis voted against it, so it passed 3-2.

Midday Magazine (/programs/midday-magazine)

Great Barrington Grapples With Horse Racing Questions At Selectboard Meeting

By JOSH LANDES (/PEOPLE/JOSH-LANDES) • AUG 13, 2019

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(//www.wamc.org/sites/wamc/files/styles/x_large/public/201908/gb_selectboard_meeting_081219.jpg)

The Great Barrington selectboard meeting on August 12th, 2019

JOSH LANDES / WAMC

Listen

4:24

There is plenty of confusion as locals consider the possibility of horse racing returning to Great Barrington, Massachusetts.

Stephen Bannon summed up the tone in the Berkshire County town after Monday night's selectboard meeting.

"Well, there's a lot of people who are just confused, and there are a lot of people who don't want to see racing, and there's some people – and many people – who do want to see racing," he told WAMC. "But the most overriding thing is that people want clarity, and we don't have clarity right now."

The selectboard chair says an inquest is underway at the local and state level to find that clarity.

"Right now the town is investigating what licenses and permits exist right now for horse racing at the fairgrounds, and also we're waiting to see what's going to happen in the Senate with Bill 101 and are trying to figure out the implications of that bill if it passes," said Bannon.

The intersection of those two levels came from a discovery made by selectboard member Leigh Davis, who began investigating after a public hearing July 1st with Sterling Suffolk Racecourse – the company behind the closed Suffolk Downs track in East Boston that is eager to relocate to Great Barrington in the fall of 2020 (https://www.wamc.org/post/horse-racing-industry-eyes-berkshires-questions-swirl).

"That then led into me diving in deeper into S.101 and finding what I perceive as a legislative loophole that Suffolk could take advantage of in terms of bypassing local approval because seemingly, they have a commercial license that was granted to Great Barrington in 1998," said Davis.

That was the last year Great Barrington hosted racing.

Bannon says the town is trying to sort out how lasting what appears to be a community vote on a permanent license for horse racing from the late 90s really is – or even when it happened.

"There is no clarity on that," reiterated the selectboard chair. "There is the discussion that there was a vote. It's put down as a community-wide vote, I'm not sure what that means, and that there could be permanent – could be permanently grandfathered. I'm not sure anything is permanent, so we're really at a loss. We're trying to figure that out."

Davis's concern is about the town losing its voice in the matter.

"If it is confirmed, that could potentially show that there will not be a public referendum available to Great Barrington voters," said the selectboard member. "And this is of concern so what I've been looking into is talking to state legislators and working with them to see if there is a way to amend

S.101 and any other bill that might come following this to ensure that Great Barrington voters have a say in whether a commercial race track comes into Great Barrington."

Davis says she's been in productive talks with state Senator Adam Hinds, the democrat who represents the Berkshires and is a co-sponsor of S.101, a revision to the state's horse racing regulations. Hinds and fellow Democrat Smitty Pignatelli –Southern Berkshire County's state House representative – published a letter to Great Barrington in an attempt to answer questions around the bill.

"I think it did contribute and make things a little clearer, but I think as with any legal bill, it's still not as clear as it could be," said Bannon. "Not their fault."

Pam Youngquist, a self-identified concerned citizen of Great Barrington, spoke at the meeting. She told WAMC that she and a number of similarly concerned residents came to the meeting over trepidation with the situation, and described the state legislators' attempt to clarify as containing "a tremendous amount of ambiguity."

"There are concerned citizens all over that are bringing topics and issues from the environment – the fairgrounds itself are on a flood plain next to a federally recognized endangered waterway. There are people who have great issue with the animal cruelty of thoroughbred horse racing. There are people who are tremendously concerned about traffic and infrastructure, particularly for the businesses where many of us shop on a daily basis – that being Big Y and Guido's across from that location – as well as what it will be like to have gigantic horse rigs going through downtown Great Barrington," she told WAMC.

As for a larger town forum on the issue, Bannon says it's still too early.

"I think the community conversation can't happen or shouldn't happen until we have a very clear picture of what happened in the past and what this bill means," said the selectboard chair.

TAGS: GREAT BARRINGTON (/TERM/GREAT-BARRINGTON) HORSE RACING (/TERM/HORSE-RACING)

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The Legislature won't resume its work until Sept. 1, giving the Great Barrington community even more time to understand a bill that could pave the way for thoroughbred racing to return to the Fairgrounds.

EAGLE FILE PHOTO

Stalled horse racing bill gives Great Barrington more time to weigh in

Posted Thursday, August 1, 2019 6:27 pm

By Heather Bellow, The Berkshire Eagle

GREAT BARRINGTON — A horse racing bill that is stirring worry in town is now on hold in a committee, after two lawmakers asked their colleagues for a pause.

The Legislature's August recess also will give town officials and residents more time to sort out some of the legislation's confusing language and intent, and to provide testimony and comments to lawmakers.

The Legislature won't resume its work until Sept. 1, giving the community even more time to understand a bill that could pave the way for thoroughbred racing to return to the Fairgrounds here. And the legislative session does not end until July 31, 2020.

State Sen. Adam Hinds, D-Pittsfield, told The Eagle on Tuesday that he and state Rep. William "Smitty" Pignatelli, D-Lenox, worked with state Sen. Paul Feeney, D-Bristol and Norfolk, to hold the bill. Feeney is chairman of the Committee for Consumer Protection and Professional Licensure.

Hinds, who co-sponsored the bill, also said that the extension of the law allowing simulcasting approved at the last minute Wednesday night before its expiration would remove the urgency to move the broader horse racing bill along more quickly.

"This puts this [horse racing] bill on the back burner," Hinds said.

Hinds was inundated with questions and concerns from local residents when worries about the bill surfaced last week at Town Hall — mainly about whether the bill would allow for a town-wide citizens vote for Sterling Suffolk Racecourse LLC's plan to relocate its live racing operation from Suffolk Downs in East Boston and Revere to the Fairgrounds.

Hinds and Pignatelli have said that there still is plenty of time for the community to weigh in.

They also sought to reassure — after a tension-packed Select Board meeting last Monday set off alarm bells for residents who want to see the return of horse racing given careful deliberation.

Hinds posted on Facebook that local control is essential and provided for by the new bill. He and Pignatelli also responded to a list of questions from the board Tuesday in which they say that, under the new legislation, there could be a citizens vote, but only by petition if residents are unhappy with the board's decision about eventual track permits.

The bill, they wrote, "does not change local control."

But the lawmakers also wrote that the bill could "grandfather previous racing locations for potential future licenses" in towns that had approved commercial racing tracks in the past.

While they said they believe that this includes a number of municipalities that include Great Barrington, the details of this local approval here, and when it was granted, remain unclear; town officials are researching this.

ARTICLE CONTINUES AFTER THESE ADS

Select Board member Leigh Davis set off the questioning last week when she suggested that the option for a public referendum might be suppressed by the bill, and asked why the board hadn't been explicitly told about a July 1 public hearing. The board voted 3-2 in favor of Select Board member Kate Burke's motion that lawmakers be asked to ensure that the bill allows a citizens vote.

The bill is a statewide proposal, but would change licensing and other regulations that also would allow Sterling Suffolk to relocate to the Fairgrounds, which held horse races for more than a century.

The company, which plans a $15 million to $20 million refurbishment of the existing track and property, was dislodged this summer from its former home after the purchase of the site by a developer in 2017. Sterling Suffolk now has an option to enter a long-term lease with the Fairgrounds' owner, according to Suffolk Downs Chief Operating Officer Chip Tuttle.

Tuttle previously said that the company plans to open in fall 2020 with about three to four weekends of live racing and wagering on racing days only. Eventually, it could hold up to 40 racing days per year. It would keep its main wagering operation in Suffolk County.

The legislation would allow the company to bifurcate its state license so that it also could do business in Berkshire County.

Confusion

Tuttle said that it is his understanding that the local approvals already exist from long ago, and that was one reason the company chose the Fairgrounds. Town officials aren't sure and are digging through their records to find out.

"We're working through the details to figure out what the prior approvals were," Select Board Chairman Stephen Bannon said. "It goes back to the '50s, so it's going to take some time."

The board had asked Town Manager Mark Pruhenski to come back with the information by Monday, Bannon said.

At least now there is time to understand and respond to the bill, said Davis, who has received a slew of letters from concerned residents.

"I'm representing the residents who feel strongly that they should have their voices heard and have an opportunity to vote on this issue," she said. "It's not about whether a racing track should come in or not, but it's about transparency and giving residents the right to determine the future of their town."

Bannon, who clearly was ruffled by Davis' stridency about the bill, said it isn't quite the emergency it has been drummed up to be.

"It's not a fire drill — we have plenty of time."

Heather Bellow can be reached at hbellow@berkshireeagle.com or on Twitter @BE_hbellow and 413-329-6871.

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TALK TO US

Sen. Hinds reconsiders support for bill to restore horse racing at fairgrounds

By Edge Staff

Saturday, Sep 28, 2019

News

Great Barrington – State Sen. Adam Hinds (D-Berkshire) has abandoned his co-sponsorship of a bill (S101) that could have re-introduced horse racing and wagering at the Great Barrington Fairgrounds.

In a message to constituents on Friday, September 27, Hinds explained that "conversations that I have had in recent weeks with local officials and constituents proved that there are many issues related to S.101 that could usefully be addressed... As such, today I instructed the Senate Clerk to remove my name from S.101. I am no longer a co-sponsor of this legislation."

Great Barrington Selectboard member Leigh Davis applauded Hinds' decision.

At an Aug. 12 meeting, Great Barrington Selectboard member Leigh Davis, right, reads a statement focusing on transparency and what she called a 'legislative loophole' in the law. Listening are fellow board members, from right, Ed Abrahams, Bill Cooke and Kate Burke. Photo: Terry Cowgill

"Since voicing my concerns about S101 to the Great Barrington Selectboard in July, I've been working with others to shed more light on the troubling aspects of the bill which do not serve our community. Senator Hinds' willingness to stand with his constituents is highly commendable and his removal of his name from S101 is significant. I look forward to continuing my conversations with him to ensure that any proposed legislation regarding commercial horse racing coming to Great Barrington requires a public referendum.," she explained in an email.

In his communique to voters Hinds had noted that "over the past few weeks I have met, spoken with, and received testimony from many in my district who are concerned with this proposal: either because they do not support horse racing as an industry, or, because they are concerned with the legislation as it is currently drafted.

"You may know that I co-sponsored this legislation in January. I made that decision because I only learned through media reports that a business was interested in resurrecting horse racing at a long-dormant track in my district. This plan would be dependent upon the advancement of S.101 to the governor's desk, and I wanted to be a part of that conversation."

At its August 12 meeting the selectboard received assurances from both Hinds and State Rep. William Smitty Pignatelli that any restoration of racing at the fairgrounds would be subject to local permits.

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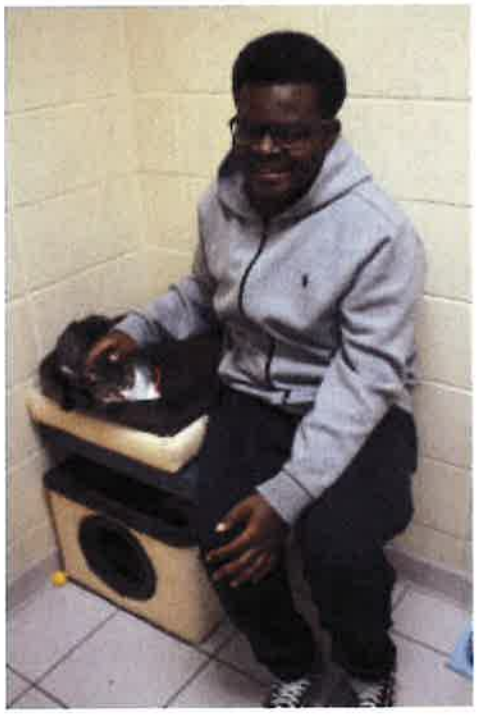
Area youth speak out against horseracing at Fairgrounds

By Emily Thurlow on October 3, 2019 · Comments Off on Area youth speak out against horseracing at Fairgrounds



(Elizabeth Brown) Davon Young of Pittsfield socializes a shy kitty at the Berkshire Humane Society shelter.

GREAT BARRINGTON— The potential resurrection of horse racing in town has prompted residents from all over the county to voice their opposition — even those without the ability to vote.

In January, state Sen. Adam Hinds, D-Pittsfield, co-sponsored the bill, "An Act Relative to Regulating Horse Racing and Wagering," which was originally filed by state Sen. Joseph Boncore, D-Winthrop.

Approval of the bill is a necessity for Sterling Suffolk Racecourse, which had announced plans through another publication that it planned to open a commercial horse racing track at the Great Barrington Fairgrounds in May. Previously, Sterling Suffolk Racecourse maintained a live horse racing operation in East Boston at Suffolk Downs.

But as of last week, Hinds' name no longer resides with the piece of legislation. He alerted constituents of the change via email last Friday.

For the rest of the story, subscribe to the Record at https://bit.ly/2EyNvUR

SUMMARY FOR HB322

Amends GL 23K:60 by allowing the Massachusetts Gaming Commission to make distributions to any person licensed by the commission to hold or conduct horse racing meetings, and not just those permitted under GL Chapter 128A; amends the membership of the horse racing committee by eliminating appointees of the Governor and the Treasurer, adding another member appointed by the chair of the Massachusetts Gaming Commission and adding a new member appointed by the Massachusetts Thoroughbred Horsemen's Association; authorizes and regulates the ability of the Massachusetts gaming commission to accept applications for horse races at race tracks which have not previously conducted horse race meetings; directs the commission to regulate such horse race meetings and implement requirements for their operation, including governing simulcasting, wagering, use of credit, voluntary exclusion of patrons, track safety, employment of veterinarians, blacksmiths and other related professionals and permissible number of race days; requires a review of allocations for new license made to the thoroughbred and standardbred industry through the Race Horse Development Fund, and consideration of whether additional funding is necessary.

LOBBYING DATA FOR HB322

Organization	Position
Harness Horseman's Association of New England	Neutral
John Grossi's Racing Corp.	Support
Lindy Farms of Connecticut	Oppose
Penn National Gaming	Neutral
Stronach Group	Neutral

HOUSE DOCKET, NO. 3657 FILED ON: 1/18/2019

HOUSE . . . . . No.

The Commonwealth of Massachusetts

PRESENTED BY:

Harold P. Naughton, Jr.

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act to Promote Horse Racing in the Commonwealth.

PETITION OF:

NAME:	DISTRICT/ADDRESS:
Harold P. Naughton, Jr.	*12th Worcester*
Josh S. Cutler	*6th Plymouth*

HOUSE DOCKET, NO. 3657 FILED ON: 1/18/2019

HOUSE . . . . . No.

[Pin Slip]

The Commonwealth of Massachusetts

In the One Hundred and Ninety-First General Court
(2019-2020)

An Act to Promote Horse Racing in the Commonwealth.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Subsection (a) of section 60 of chapter 23K of the General Laws, as appearing in the 2016 Official Edition, is hereby amended by striking out the words "licensee under chapter 128A" and inserting in place thereof the following words:- persons licensed by the commission to hold or conduct horse racing meetings.

SECTION 2. Subsection (b) of said section 60 of said chapter 23K, as so appearing, is hereby amended by striking out the first sentence and inserting in place thereof the following sentence:-

There shall be a horse racing committee consisting of 5 members, 2 of whom shall be appointed by the chair of the commission, 1 of whom shall be appointed by the New England Horsemen's Benevolent & Protective Association and the Massachusetts Thoroughbred Breeding Program; 1 of whom shall be appointed by the Massachusetts Thoroughbred Horsemen's Association; and 1 of whom shall be appointed by the Harness Horseman's Association of New England and the Massachusetts Standardbred Breeding Program.

14 SECTION 3. Notwithstanding chapters 128A and 128C of the General Laws, or any
15 general or special law, rule or regulation to the contrary, the Massachusetts Gaming Commission
16 shall accept applications by persons seeking to hold or conduct horse racing meetings at a race
17 track within the commonwealth which has not previously conducted horse racing meetings. For
18 any such application, the commission shall:

19 (1) prescribe the application process and criteria for evaluation of the application for a
20 racing license; provided that the commission shall not accept applications to conduct horse
21 racing meetings at a race track with a racing strip of less than 1 mile or applications where
22 training and stabling will not be held on the same property as the race track;

23 (2) prescribe the process and criteria for evaluation of the application of a simulcasting
24 license to a racing licensee licensed under this section;

25 (3) prescribe the minimum number of live racing days required to be held by a racing
26 licensee; provided that the minimum number of live racing days shall not be less than 60 days;

27 (4) prescribe rules governing simulcasting and simulcast wagering;

28 (5) prescribe the manner that premiums, if any, will be assessed upon the racing and/or
29 simulcasting licensees;

30 (6) prescribe any allowable or required takeouts;

31 (7) prescribe procedures and requirements for the use of breaks and unclaimed wagers;

32 (8) establish uniform standards and requirements for horse racing including, but not
33 limited to, safety standards for horses, jockeys, drivers, and other participants, use and operation
34 of a Totalizator, and drug testing;

35 (9) prescribe the types of allowable wagers;

36 (10) prescribe procedures for the use of credit, advance deposit wagering accounts, and
37 rebates;

38 (11) prescribe the manner in which judges, stewards and race officials will be qualified
39 and appointed;

40 (12) develop procedures for the voluntary and involuntary exclusion of patrons from a
41 race track in a manner consistent with section 45 of chapter 23K;

42 (13) require racing licensees and simulcasting licensees to develop protocols to prevent
43 underage wagering and establish security procedures for ensuring the safety of minors at race
44 tracks;

45 (14) prescribe the minimum internal control procedures for racing licensees and
46 simulcasting licensees including those for effective control over the internal fiscal affairs of a
47 licensee, including provisions for implementation of a uniform standard of accounting, the
48 safeguarding of assets and revenues, the recording of cash and evidence of indebtedness and the
49 maintenance of reliable records, accounts and reports of transactions, operations and events,
50 including reports by the commission;

51 (15) prescribe requirements for the governance of internet or electronic based wagering
52 on horse racing;

53 (16) establish licensure and registration procedures for employees of racing licensees and
54 simulcasting licensees not working at a gaming establishment pursuant to chapter 23K;

55 (17) establish licensure and registration provisions for veterinarians, blacksmiths, owners,
56 trainers, jockeys and stable employees;

57 (18) require that all employees of a racing licensee and simulcasting licensee who have
58 racing responsibilities, including financial, be properly trained in their respective professions;

59 (19) prescribe grounds and procedures for the revocation, suspension, and discipline of
60 all licenses and registrations;

61 (20) prescribe the process that an applicant can receive approval from towns hosting the
62 new race track; and

63 (21) prescribe any other issues related to the honest conduct of horse racing and wagering
64 related to it.

65 SECTION 4. Notwithstanding any general or special law, rule or regulation to the
66 contrary, upon the grant of any new license to conduct horse racing meetings in the
67 commonwealth; the Horse Racing Committee of the Massachusetts Gaming Commission shall
68 convene to review allocations made to the thoroughbred and standardbred industry through the
69 Race Horse Development Fund established pursuant to chapter 23K of the General Laws. The
70 committee shall consider the funding necessary to promote and support horse racing at new
71 establishments within the commonwealth.

ATTACHMENT

C

SUMMARY FOR HB4070

Amends GL 23K: 19 (issuance of category 1 licenses) by granting the Massachusetts gaming commission the discretionary authority to issue a category 2 license in Region C instead of a category 1 license, but not both.

HOUSE DOCKET, NO. 4467 FILED ON: 8/30/2019

HOUSE . . . . . No.

The Commonwealth of Massachusetts

PRESENTED BY:

Susan Williams Gifford

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act relative to the authority of the Massachusetts Gaming Commission.

PETITION OF:

NAME:	DISTRICT/ADDRESS:
Susan Williams Gifford	*2nd Plymouth*

HOUSE DOCKET, NO. 4467 FILED ON: 8/30/2019

HOUSE . . . . . No.

[Pin Slip]

The Commonwealth of Massachusetts

In the One Hundred and Ninety-First General Court
(2019-2020)

An Act relative to the authority of the Massachusetts Gaming Commission.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Section 19 of Chapter 23K of the General Laws, as appearing in the 2018 Official Edition, is hereby amended by inserting at the end of the first sentence the following:-

"; provided, however, that the Commission shall have the discretionary authority to issue a category 2 license in Region C instead of a category 1 license, but not both, should the Commission determine that a category 2 license would better accomplish the Legislature's objectives as established in St. 2011, c. 194, notwithstanding the provisions of G.L. c. 23K §20 or any other general or special law to the contrary."

TESTIMONY FOR HB4070

10/22/2019

Derek Sullivan (Wareham Town Administrator) - Testified in support
Public Hearing - Joint Committee on Economic Development & Emerging Technologies - 10/22/2019 1:00 PM, Room 437

Thank you for your time and consideration. I have served as town administrator for seven years, and I am also on the Wareham Redevelopment Board. I am speaking in support of this bill. It's no secret that there is a proposal to bring a Category 2 slots parlor to Wareham. We believe Wareham deserves the opportunity to put forth a proposal that's a right fit for the region, and that will succeed. Such a project would be transformative for our economically disadvantaged community.

Like much of Western Mass., we are in the community development block grant program. To be such a community, one must have low to moderate-income residents at a percentage of 30% or greater, and a poverty rate higher than that of the state, all of which Wareham has. We also have 54 miles of coastline and stunning cranberry bogs. We were devastated by the Depression and had a rough recovery. Median home values are lower than the rest of the Commonwealth. Our residents earn 80% of the average income of Plymouth County and 60% of the Commonwealth. Our cost of living is lower, but higher than wages residents are able to earn. Retail and food services are our top two industries. This project could be transformational.

Richard Swenson (Wareham Planning Board & Redevelopment Authority) - Testified in support
Public Hearing - Joint Committee on Economic Development & Emerging Technologies - 10/22/2019 1:00 PM, Room 437

I am testifying in support of this bill. There is a proposal to put an entertainment center in Wareham with a Category 2 casino. This cannot move forward without this.

The Gaming Commission says the region can't support a Category 1 license, and common sense tells us it can't support it. The license sits in a drawer right now, which tells us that as well. This will give the Gaming Commission the authority to manage licenses. Conditions have changed over the past eight years, and they need flexibility.

The key point I want to make - the final step would be Wareham citizens having to vote at Town Meeting and at the ballot box. Give citizens a chance to make their own decisions on where they want to go with this project; otherwise, it's dead in the water.

Tom O'Connell (Founding Partner, Notos Group) - Testified in support

Public Hearing - Joint Committee on Economic Development & Emerging Technologies - 10/22/2019 1:00 PM, Room 437

With the committee's permission, I want to give an overview, and then Mackenzie will talk about opportunities. In short, this would provide Southeastern Mass. and the thoroughbred horse racing industry opportunities that were touted, but never realized. It would provide the latitude to decide how best to treat a unique atmosphere.

Right now, only two things exist for Region C: a full-blown casino, or nothing. This just adds a third option to that list - to right-size the existing license if in the best interest of the Commonwealth. It does not require the Gaming Commission do anything. It does not cite a facility or give preference to any particular project. It does not change the process to determine if a project is right. The commission will still have to weigh the tribal casino in the region. All it does is give the Gaming Commission something between all or nothing.

I will make the case that the Category 2 is the right decision to make. Then, we will engage in the process. We have a great plan to present, but as of today, we can't submit it for formal review. It's economically unsustainable, Category 1. We don't think there will ever be a Category 1 granted in Region C. This is about giving the commission the flexibility, recognizing current market conditions and giving the region and racing a chance.

Mackenzie O'Connell (Partner, Notos Group) - Testified in support
Public Hearing - Joint Committee on Economic Development & Emerging Technologies - 10/22/2019 1:00 PM, Room 437

Since the last thoroughbred race in Massachusetts, a $160 million industry was lost. It doesn't have to be that way. If this passes, we are proposing a $300 million plus facility in Wareham. It would create over 1000 permanent jobs and more than $50 million in revenue, and revive the thoroughbred racing industry. It would include a permanent one-mile race track, a gaming facility, new ballpark for the baseball league, and top quality hotel. Passage of this is so important.

I'd like to close with some findings from the act itself. These included providing new employment opportunities, promoting local small businesses and the tourism industry, and recognizing the unique cultural resources of the Commonwealth. Our proposal is consistent with these findings. This bill reflects that we must adapt to the realities of the marketplace.

Fiola: We're all familiar with Category 1. For the sake of everyone, can you define Category 2? It does not exclusively cover thoroughbred racing.

Tom O'Connell: Category 2 is what's in Plainridge - 1250 electronic games. This isn't inventing something in between. Thoroughbred is addressed separately by the Gaming Commission, but we are proposing to do both. We would be leveraging a Category 2 license to do all of these other things.

Fiola: As someone from the South Shore, it's disappointing that Category 1 wasn't part of the picture for our region initially.

Kathleen Reagan (Vice Chair, Mass. Thoroughbred Breeders Association) - Testified in support
Public Hearing - Joint Committee on Economic Development & Emerging Technologies - 10/22/2019 1:00 PM, Room 437

I am a member of the Mass. Farm Bureau and on the board of the American College of Equine Attorneys. I represent horsemen primarily, and all facets of the equine industry. I represent the standardbred horsemen in adjudicatory proceedings before the Gaming Commission. I am also Vice Chair of Mass. Thoroughbred Breeders Association.

The association has a simple mission: to support breeding in Mass. It's been a struggle since Suffolk Downs closed down. You have to have a place to run the horse. If there's no place for them to run, there's no reason to breed. This would provide that venue. Breeders need a venue to support the industry.
I'm going to turn to something I don't think is well understood, but well documented by the Horse Council and other states. Thoroughbred race has indirect benefits, at a ratio of around three to one. Horses go on to other careers - polo, show jumping, trail riding, rodeos. A study showed that 38% of households in the U.S. have a horse enthusiast under the age of 18. It drives a tremendous economic benefit that's not present in regular casino gambling. This industry - they need a lifeline.

Samuel Saccardo (Advisory Board, New England Horsemen's Benevolent and Protective Association (NEHBPA)) - Testified in support
Public Hearing - Joint Committee on Economic Development & Emerging Technologies - 10/22/2019 1:00 PM, Room 437

I was a minority owner of the track at Suffolk Downs. I sold my shares to Richard Fields long before he announced he was going to close the place. My father was a trainer, and my brother is a trainer. I've seen the business from many, many angles.

We were all delighted when the gaming act was passed; we understood that the new forms of gambling didn't have to drive the old ones out of business. We developed a way to help horsemen along. The mission has always been to promote racing. There's a lot of hardship, and horsemen ended up in professions not of their choice. Without breeding farms and training farms, the state is losing millions in taxes. We're fortunate enough to have a highly regarded group looking to make a big investment in the Commonwealth. I'm feeling optimistic this can happen, but we need your help to get it done.

Lesser: While we have a lawyer and a pioneer of the industry before us, please walk us through how track development is connected to the horse racing industry.

Reagan: This is my own personal observation. When the track closed, they passed a band-aid to allow horses to run out-of-state. That allows breeding. Money still goes to those farms. This outside breeder formula is very attractive to out of state investors. A number of people that are waiting for a way to come into Massachusetts, breed here, and take advantage of investing here, but they need a local track to get started.

Lesser: Why do they need a local track?

Reagan: They're Massachusetts breeders, not New York breeders. Local breeders need a local track; I don't know how to say it better than that. Is it going to fix the hole having out of state tracks? No.

Sen. Marc R. Pacheco (D)
Public Hearing - Joint Committee on Economic Development & Emerging Technologies - 10/22/2019 1:00 PM, Room 437

My main reason for being here is HB4070. I am here to oppose this bill. A number of years ago, some of the members of this panel, along with myself and the legislature, worked very hard on a comprehensive expanded gaming bill in Massachusetts. We did a comprehensive study, we knew there were particular issues relative to tribal rights and how that could impact gaming one way or another. We decided at that time, based on thorough analysis, at a time when the economy was far worse than it is today, and we came up with three zones. This was so that we would have some equity in terms of destination-based casinos in the Commonwealth, and one slot parlor, and some facilities doing simulcasting.

The law as it stands today authorizes three destination-based casinos, and Plainridge. The award granted in southeastern Massachusetts, Region C, where the Wampanoag Tribe came forward, is still in federal litigation. We will have an outcome before the end of the year. My point in being here - we are now having legislation filed to go way beyond the three destination-based casinos. I don't want to see Region C treated differently. I think this corrupts the process, and legislation like it corrupts the process until we have completed the vision we had for the Commonwealth.

Studies tell us the market is not as good as it used to be - studies that these groups had a hand in. If a Native American casino does not go forward, the Gaming Commission can put out a commercial gaming license. It would be a destination-based casino, the same as Springfield and the one in the Boston area.

I just want to call this out. I represent Wareham, and my phone has been ringing off the hook. A lot of people in the community don't support it, and there's been little local input. Every casino owner in Rhode Island and Connecticut, and I suspect MGM and Encore - once you've got yours, you don't want anyone else to have it. I don't think it's a good look for the legislature to do special deals going forward.

Fiola: In reality, it's been an issue of tribal holding off. How long do you really think it will take, with appeals, for Region C, to take place?

Pacheco: I can't give you an answer relative to the legal issues. The Gaming Commission does not have to wait until the end of the year. If they do their own legal analysis, based on what they see happening at the federal level, and we're supposed to get some kind of decision before the end of the year, that gives you an indication of where things are. It's in their jurisdiction now.

Ferrante: My understanding is that the Commission is holding an open meeting on Thursday, Oct 24. Will you be sharing your testimony with the Gaming Commision?

Pacheco: I have in the past. I want to see Region C have the opportunity other regions have. I think they know where I stand. I've talked to the new chairwoman of the commission and let her know my opinion. I think we should let the Wampanoag tribe case be concluded. It could be a totally different landscape.

Martin Corry (Harness Horseman's Association of New England) - Testified in support
Public Hearing - Joint Committee on Economic Development & Emerging Technologies - 10/22/2019 1:00 PM, Room 437

We want to replicate the success enjoyed by standardbred racing at Plainridge Park, where they have live racing 110 days a year. Let's go back to the casino law, back in 2010. There was a foundational basis for live racing. Harness and thoroughbred racing had the support of the legislature.

Plainridge put in an application for a Category 2 license, and was awarded that. Suffolk Downs and the Everett casino contested for the Boston license, and awarded it to Encore. That led to the demise of thoroughbred racing at Suffolk Downs. In 2014, racing days at Plainridge were 80; thoroughbred racing days at Suffolk Downs were down to 62. In 2018, there were 110 racing days at Plainridge, for 1,128 races; Suffolk Downs had eight days for 98 races, and now the track is closed.

The racehorse development fund is for purses for live races. We're strongly in support of keeping the fund for its intended purposes. We very much appreciate the support of standardbred racing.

TO: Chair Judd-Stein, Commissioners Cameron, O'Brien, Stebbins and Zuniga

FROM: Catherine Blue, Dr. Alex Lightbown

CC:

DATE: November 7, 2019

RE: Horse Racing Committee Recommendation Regarding Split – Race Horse Development Fund

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Pursuant to G.L. c. 23K, section 60, the Horse Racing Committee shall make recommendations on how the Race Horse Development Funds shall be distributed between thoroughbred and Standardbred racing facilities to support the thoroughbred and Standardbred industries. Chapter 23K section 60 (b) provides:

"…The committee shall submit distribution recommendations to the clerks of the senate and the house of representatives not later than 30 days before submitting the recommendations to the commission for final approval."

The Horse Racing Committee, after reviewing submissions from both the Thoroughbred representative and the Standardbred representative met on September 18, 2019. After deliberation, the Horse Racing Committee voted to make the recommendation below to the Commission.

As required by c.23K section 60, letters describing the Horse Racing Committee's recommendation on the split of the Race Horse Development Fund were submitted to the Senate Clerk and the House Clerk by email on September 26, 2019. Copies of those letters are attached.

The Horse Racing Committee, upon a 4-1 vote, recommended the following split:

65% of the fund to be distributed to the Standardbreds, and
35% of the fund to be distributed to the Thoroughbreds.

Pursuant to c.23K section 60 (b), the Racing Division is requesting that the Commission approve the split and authorize staff to take the necessary steps to implement the decision of the Horse Racing Committee.

Division of Racing

MEMORANDUM

TO:	Massachusetts Gaming Commission
FROM:	Chad Bourque, Financial Analyst
SUBJECT:	Local Aid Quarterly Distribution for QE3 2019 CY
DATE:	Nov 7, 2019

In accordance with Section 18D of Chapter 58, local aid is payable to each city and town within which racing activities are conducted. Amounts are computed at .35 percent times amounts wagered during the quarter ended six months prior to the payment.

- Local Aid Quarterly payment | September 30, 2019 $168,536.99

With the Commission's authorization payments will be made to the appropriate cities and towns.

Encl. localaid_q3_2019cy

Cdb

Computation of Local Aid Distributions Quarter End 09/30/2019

	Jan, Feb, Mar	Local Aid .0035	Payable to City / Town
Plainridge :			
On track	6,495,961		
Exports	0		
Hollywood Bets	936,891		
Total	7,432,852	$26,014.98	Plainville
Raynham:			
On track	5,616,903		
Total	5,616,903	$19,659.16	Raynham
Suffolk Downs:			
On track	9,915,868		
Exports	0		
TVG	13,685,208		
Twin Spires	3,469,361		
Xpress Bets	6,138,078		
NYRA Bets	1,706,180		
Total	34,914,695	$122,201.43	Boston 2/3 | Revere 1/3
Wonderland			
On track	188,977		
Total	188,977	$661.42	Boston 2/3 | Revere 1/3
Grand Total	48,153,427	$168,536.99	

Distributions:		
Town of Plainville	On Plainridge	$26,014.98
Town of Raynham	On Raynham	$19,659.16
City of Boston (line 1)	On Suffolk	$81,468.03
City of Revere (line 1)	On Suffolk	$40,733.40
City of Boston (line 2)	On Wonderland	$440.95
City of Revere (line 2)	On Wonderland	$220.47
Total		$168,536.99

Payments should be made to the above communities for the amounts indicated.

In accordance with Section 18D of Chapter 58, local aid is payable to each city and town within which racing activities are conducted. Amounts are computed at .35 percent times amounts wagered during the quarter ended six months prior to the payment.

2019 Q1 HANDLE | TRACK CATEGORY	JAN	FEB	MARCH	TOTALS
SUFFOLK ON TRACK	2,874,619	3,251,787	3,789,462	9,915,868
EXPORTS	-	-	-	-
TVG	4,351,900	4,327,074	5,006,234	13,685,208
XPRESS BETS	1,075,789	1,178,322	1,215,251	3,469,361
TWIN SPIRES	2,042,831	1,844,460	2,250,787	6,138,078
NYRA	497,303	538,311	670,567	1,706,180
TOTALS	**10,842,441**	**11,139,953**	**12,932,300**	**34,914,696**
PLAINRIDGE ON TRACK	2,002,571	2,028,112	2,465,277	6,495,961
EXPORTS	-	-	-	-
WINLINE	275,935	336,461	324,495	936,891
TOTALS	**2,278,506**	**2,364,574**	**2,789,772**	**7,432,852**
RAYNHAM ON TRACK	1,673,681	1,809,422	2,133,800	5,616,903
TOTALS	**1,673,681**	**1,809,422**	**2,133,800**	**5,616,903**
WONDERLAND ON TRACK	57,182	63,090	68,705	188,977
TOTALS	**57,182**	**63,090**	**68,705**	**188,977**
2019 Q1 HANDLE TOTALS	**14,851,811**	**15,377,038**	**17,924,577**	**48,153,427**

HHANE
Harness Horseman's Association of New England

P.O. Box 1811, Plainville, MA 02762

Website: www.hhane.com
Email: hhanesec@hhane.com

Executive Secretary p 508-824-1074 f 508-824-0154

Membership Statistics

State	2014	2015	2016	2017	2018	2019*
Massachusetts	104	104	99	104	107	129
Connecticut	20	20	24	22	17	18
Delaware	4	4	6	6	6	6
Florida	1	2	5	4	6	13
Illinois	-	-	2	2	-	-
Maine	11	17	44	50	63	77
Michigan	-	-	1	1	-	-
New Hampshire	15	15	17	18	16	18
New Jersey	8	3	6	7	8	8
New York	6	12	33	35	30	49
Ohio	1	1	2	1	2	2
Pennsylvania	3	3	4	3	3	5
Rhode Island	13	10	11	11	7	6
South Carolina	1	1	1	1	1	1
Tennessee	1	1	1	1	1	1
Vermont	3	-	-	-	-	-
New Brunswick, Canada	-	-	-	-	1	-
Total	191	193	256	266	268	333

Membership Type						
Active	191	191	255	265	267	320
Associate	0	2	1	1	1	13
	191	193	256	266	268	333

RSP Participants	n/a	n/a	n/a	n/a	112	141
vested					36	40

* as of 2Nov2019

HHANE
Harness Horseman's Association of New England

P.O. Box 1811, Plainville, MA 02762

Website: www.hhane.com
Email: hhanesec@hhane.com

Frequently Asked Questions

About the 20/20 On-Site Vision Program Sponsored by HHANE

What will it cost me?

If you do not have insurance, HHANE will pay the co-pay for your eye exam and contact exam (if you currently wear contacts). If you have insurance, HHANE will cover your co-pay up to $70. Insurance information is necessary to process your appointment. HHANE will also pay up to $150 towards the cost of eye glasses, sun glasses, or contacts you select.

How can HHANE pay for this?

HHANE receives money from Mass Gaming for the health and welfare of members. The cost of the program is being paid from those separate funds.

Who is eligible for this benefit?

Any Active (owner, trainer, driver) or Associate (licensed as a caretaker) HHANE member is eligible.

Where do I go?

The parking lot next to the Mass Gaming Race Office. The Mobile Vision Center (bus) will be parked in the Plainridge Park valet parking lot. Just look for their bus ➔

When are they coming?

Friday, September 6. APPOINTMENTS ARE NECESSARY. You must sign up – no NO WALK Ins. Appointment times are between 10:30a-1:30p and 2-6p. If there is sufficient interest HHANE will schedule additional visits.

How do I sign up?

Online. 20/20 On-site provided a special link on their website for HHANE members. If you do not have access to a computer or want help signing up, HHANE representatives will be in the paddock lounge every race day to help you register. The website is harness-horsemans-association-of-new-england.2020onsite.com

Can I get contact lenses?

If you currently wear contacts, YES. Make sure you check the box when you register to also sign up for the contact lens exam. **You must bring your contact box with you**. Due to Massachusetts law 20/20 On-Site cannot offer contact lens exams to any member not currently wearing contacts.

How do I get my eyewear?

They will be shipped to the address you give them in about two weeks.

Any other questions, please see Alice Tisbert.

HHANE
Harness Horseman's Association of New England

P.O. Box 1811, Plainville, MA 02762

Website: www.hhane.com
Email: hhanesec@hhane.com

Text of Eblast sent to HHANE membership

HHANE Negotiates Agreement with Tufts Cummings Veterinarian Hospital

New Member Benefit Begins Tuesday ~ October 1, 2019

HHANE is pleased to present to its members the following agreement with Tufts Cummings Veterinarian Hospital:

- A 15% courtesy discount to all HHANE members in good standing when invoices are paid at the time of discharge from the hospital. HHANE will provide an updated membership list (roster) for membership verification at time of discharge and payment.

- The discount would apply to HHANE member's standardbred horses participating in the racing industry. This would include services for horses actively racing, as well as services for broodmares and foals anticipated to enter the racing industry.

- The program will begin on October 1, 2019 for all new admissions to the hospital.

If you have any questions about this exciting new benefit, please see a HHANE Director.

Division of Racing

TO: Cathy Judd-Stein, Chair
Gayle Cameron, Commissioner
Eileen O'Brien, Commissioner
Bruce Stebbins, Commissioner
Enrique Zuniga, Commissioner

FROM: Alexandra Lightbown, Director of Racing

CC: Edward Bedrosian, Executive Director
Catherine Blue, General Counsel

DATE: November 1, 2019

RE: Plainridge Park Casino Racing Official Addition

Dear Commissioners:

Plainridge Park Casino Director of Racing Steve O'Toole has submitted a request dated November 1, 2019 for approval of additional Racing Official James Traester, as fill-in Judge. The State Police and Judges have completed their background checks and approved his license.

Recommendation: That the Commission approve the request of Plainridge Park Casino to approve James Traester as a fill-in Judge, Racing Official.

PLAINRIDGE PARK
CASINO

November 1, 2019

Alexandra Lightbown
Director of Racing
Massachusetts Gaming Commission
101 Federal St.
Boston, MA 02110

Dear Director Lightbown,

Plainridge Park Casino respectfully requests approval of James Traester as a fill-in judge for the remainder of the 2019 racing season.

Sincerely,

Steve O'Toole
Director of Racing
Plainridge Park Casino
Plainville Gaming and Redevelopment, LLC

Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Carrie Torrisi		
Alex Lightbown		

Overview	
CMR Number	205 CMR 6.35
Regulation Title	Pick (n) Pools
☐ **Draft Regulation**	☒ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): November 7, 2019
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The regulation describes methods and provisions of placing a Pick (n) Pool wager.
Nature of and Reason for the Proposed Action
The amendment describes the addition of further methods to place the Pick (n) Pools wager, as well as a citation clarification. This regulation is based on the Association of Racing Commissioners International (ARCI) rules.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☒ Text of statute or other legal basis for regulation	
☐ Small Business Impact Statement (SBIS)	☒ Amended SBIS

Legal Division

AMENDED SMALL BUSINESS IMPACT STATEMENT

The Massachusetts Gaming Commission ("Commission") hereby files this amended small business impact statement in accordance with G.L. c.30A §5 relative to the proposed amendments in 205 CMR 6.00: Pari-Mutuel Rules for Thoroughbred Racing, Harness Racing, and Greyhound Racing. Specifically, **205 CMR 6.35: Pick (n) Pools**, for which a public hearing was held on August 1, 2019. These proposed regulations and amendments were developed as part of the process of promulgating regulations governing the operation of gaming establishments in the Commonwealth. The proposed amendments describe the addition of further wagers to the regulation, notice of which was filed this day with the Secretary of the Commonwealth. These amendments were developed as part of the process of promulgating regulations governing horse racing in the Commonwealth, and are largely governed by G.L. c. 128A §9.

These amendments apply directly to gaming licensees and patrons. Accordingly, these amendments are unlikely to have an impact on small businesses.

Per G.L. c.30A §5, the Commission offers the following responses as to whether any of the following methods of reducing the impact of the proposed regulation on small businesses would hinder the achievement of the purpose of the proposed regulation:

1. Establishing less stringent compliance or reporting requirements for small businesses:

   As a general matter, no small businesses will be impacted by these amendments as they apply solely to licensees and patrons. Accordingly, there are no less stringent compliance or reporting requirements for small businesses.

2. Establishing less stringent schedules or deadlines for compliance or reporting requirements for small businesses:

   There are no schedules or deadlines for compliance or reporting requirements for small businesses created by this regulation or the amendments thereto.

3. Consolidating or simplifying compliance or reporting requirements for small businesses:

DRAFT

This regulation, as well as the proposed amendments, does not impose any reporting requirements for small businesses.

4. Establishing performance standards for small businesses to replace design or operational standards required in the proposed legislation:

   These amendments do not implicate a need for small businesses to alter their design or operational standards to accommodate the addition of further wagers to the regulation.

5. An analysis of whether the proposed regulation is likely to deter or encourage the formation of new businesses in the Commonwealth:

   These amendments apply solely to licensees and individuals; therefore, they are not expected to deter or encourage the formation of new businesses in the Commonwealth.

6. Minimizing adverse impact on small businesses by using alternative regulatory methods:

   The proposed amendments are not likely to create any adverse impact on small businesses.

Massachusetts Gaming Commission
By:

_____
Shara N. Bedard
Paralegal

Dated:

DRAFT

205 CMR 6.35: Pick (n) Pools

(1) The Pick (n) requires selection of the first-place finisher in each of a designated number of contests. The association must obtain written approval from the Commission concerning the scheduling of Pick (n) contests, the designation of one of the methods prescribed in 205 CMR 6.35(2), and the amount of any cap to be set on the carryover. Any changes to the approved Pick (n) format require prior approval from the Commission. (ARCI c. 9 cal. § G(1))

(2) The Pick (n) pool shall be apportioned under one of the following methods:

(a) Method 1, Pick (n) with Carryover. The net Pick (n) pool and carryover, if any, shall be distributed as a single price pool to those who selected the first-place finisher in each of the Pick (n) contests, based upon the official order of finish. If there are no such wagers, then a designated percentage of the net pool shall be distributed as a single price pool to those who selected the first-place finisher in the greatest number of Pick (n) contests; and the remainder shall be added to the carryover.

(b) Method 2, Pick (n) with Minor Pool and Carryover. The major share of the net Pick (n) pool and the carryover, if any, shall be distributed to those who selected the first-place finisher in each of the Pick (n) contests, based upon the official order of finish. The minor share of the net Pick (n) pool shall be distributed to those who selected the first-place finisher in the second greatest number of Pick (n) contests, based upon the official order of finish. If there are no wagers selecting the first-place finisher of all Pick (n) contests, the minor share of the net Pick (n) pool shall be distributed as a single price pool to those who selected the first-place finisher in the greatest number of Pick (n) contests; and the major share shall be added to the carryover.

(c) Method 3, Pick (n) with No Minor Pool and No Carryover. The net Pick (n) pool shall be distributed as a single price pool to those who selected the first-place finisher in the greatest number of Pick (n) contests, based upon the official order of finish. If there are no winning wagers, the pool is refunded.

(d) Method 4, Pick (n) with Minor Pool and No Carryover. The major share of the net Pick (n) pool shall be distributed to those who selected the first place finisher in the greatest number of Pick (n) contests, based upon the official order of finish. The minor share of the net Pick (n) pool shall be distributed to those who selected the first-place finisher in the second greatest number of Pick (n) contests, based upon the official order of finish. If there are no wagers selecting the first-place finisher in a second greatest number of Pick (n) contests, the minor share of the net Pick (n) pool shall be combined with the major share for distribution as a single price pool to those who selected the first-place finisher in the greatest number of Pick (n) contests. If the greatest number of first-place finishers selected is one, the major and minor shares are combined for distribution as a single price pool. If there are no winning wagers, the pool is refunded.

(e) Method 5. Pick (n) with Minor Pool and No Carryover. The major share of net Pick (n) pool shall be distributed to those who selected the first-place finisher in each of the Pick (n) contests, based upon the official order of finish. The minor share of the net Pick (n) pool shall be distributed to those who selected the first-place finisher in the second greatest number of Pick (n) contests, based upon the official order of finish. If there are no wagers selecting the first-place finisher in all Pick (n) contests, the entire net Pick (n) pool shall be distributed as a single price pool to those who selected the first-place finisher in the greatest number of Pick (n) contests. If there are no wagers selecting the first-place finisher in a second greatest number of Pick (n) contests, the minor share of the net Pick (n) pool shall be combined with the major share for distribution as a single price pool to those who selected the first-place finisher in each of the Pick (n) contests. If there are no winning wagers, the pool is refunded. (ARCI c. 9 cal. § G(2))

(f) Method 6, Pick (n) with Minor Pool and No Carryover: The major share of net Pick (n) pool shall be distributed to those who selected the first-place finisher in each of the Pick (n) contests, based upon the official order of finish. The minor share of the net Pick (n) pool shall be distributed to those who selected the first-place finisher in the second greatest number of Pick (n) contests, based upon the official order of finish. If there are no wagers selecting the first-place finisher in all Pick (n) contests, the entire net Pick (n) pool shall be distributed as a single price pool to those who selected the first-place finisher in the greatest number of Pick (n) contests. If there are no wagers selecting the first-place finisher in a second greatest number of Pick (n) contests, the minor share of the net Pick (n) pool shall be combined with the major share for distribution as a single price pool to those who selected the first-place finisher in each of the Pick (n) contests. If there are no winning wagers, the pool is refunded.

(g) Method 7, Pick (n) with Carryover and "Unique Winning Ticket" Provision: The net Pick (n) pool and carryover, if any, shall be distributed to the holder of a unique winning ticket that selected the first-place finisher in each of the Pick (n) contests, based upon the official order of finish. If there is no unique ticket selecting the first-place finisher in each of the Pick (n) contests, or if there are no wagers selecting the first-place finisher of all Pick (n) contests, the minor share of the net Pick (n) pool shall be distributed as a single price pool to those who selected the first-place finisher in the greatest number of Pick (n) contests, and the major share shall be added to the carryover. Associations may suspend previously approved unique winning ticket wagering with the prior approval of the Commission. Any carryover shall be held until the suspended unique winning ticket wagering is reinstated. Where there is no correct selection of the first-place finisher in at least one of the Pick (n) contests, based upon the official order of finish, the day's net pool shall be refunded and the previous carryover pool amount, if any, shall be carried over to the next scheduled corresponding pool. In obtaining authorization for operating the Pick (n) pool under this subsection, associations must clearly identify which definition under ~~paragraph 16(b)~~ARCI c. 9 cal. § G(16)(b) will be relied upon for determining the existence of a unique winning ticket.

(h) Method 8, Pick (n) with the Pool S~~s~~plit into T~~t~~hree S~~s~~hares, O~~o~~ne S~~s~~hare having a Carryover: The share percentages are determined by the pool host and approved by the

Commission. The first share of the net Pick (n) pool and the carryover, if any, shall be distributed to those who selected the first-place finisher in each of the Pick (n) contests, based upon the official order of finish. The second share of the net Pick (n) pool shall be distributed to those who selected (n-1) of the Pick (n) contests, based upon the official order of finish and a third share of the Pick (n) pool shall be distributed to those who selected (n-2) of the Pick (n) contests, based upon the official order of finish. If there are no wagers selecting the first-place finisher of all Pick (n) contests, the first share shall be added to the carryover. If there are no wagers selecting (n-1) of the Pick (n) contests, this second share shall be added to the carryover. If there are no wagers selecting (n-2) of the Pick (n) contests, this third share shall be added to the carryover. Where there is no correct selection of the first-place finisher in at least one of the Pick (n) contests, based upon the official order of finish, the day's net pool shall be refunded and the previous carryover pool amount, if any, shall be carried over to the next scheduled corresponding pool.

(i) Method 9, Pick (n) with the P~~p~~ool S~~s~~plit into T~~t~~hree S~~s~~hares, with Carryovers, and a Unique Winning Ticket Provision: The share percentages are determined by the pool host and approved by the Commission. The first share of the net Pick (n) pool and the first share carryover, if any, shall be distributed to those who selected the first-place finisher in each of the Pick (n) contests, based upon the official order of finish. The second share of the net Pick (n) pool shall be distributed to those who selected the first-place finisher in the second greatest number of Pick (n) contests, based upon the official order of finish. If there are no wagers selecting the first-place finisher of all Pick (n) contests, the second share of the net Pick (n) pool shall be distributed as a single price pool to those who selected the first-place finisher in the greatest number of Pick (n) contests, and the first share shall be added to the first share carryover. The third share and the third share carryover, if any, shall be distributed to the holder of a unique winning ticket that selected the first-place finisher in each of the Pick (n) contests, based upon the official order of finish. If there is no unique winning ticket selecting the first-place finisher in each of the Pick (n) contests, the third share shall be added to the third share carryover. For greater certainty, the holder of a unique winning ticket shall receive both the first share, and first share carryover, if any as well as the third share, and the third share carryover, if any. Where there is no correct selection of the first-place finisher in at least one of the Pick (n) contests, based upon the official order of finish, the day's net pool shall be refunded and the previous carryover pool(s) amount(s), if any, shall be carried over to the next scheduled corresponding pool. In obtaining authorization for operating the Pick (n) pool under this subsection, associations must clearly identify which definition under ~~paragraph 16(b)~~ARCI c. 9 cal. § G(16)(b) will be relied upon for determining the existence of a unique winning ticket.

(3) If there is a dead heat for first in any of the Pick (n) contests involving:

(a) contestants representing the same betting interest, the Pick (n) pool shall be distributed as if no dead heat occurred;

(b) contestants representing two or more betting interests, the Pick (n) pool shall be distributed as a single price pool with each winning wager receiving an equal share of the profit. (ARCI c. 9 cal. § G(3))

(4) Should a betting interest in any of the Pick (n) contests be scratched, the actual favorite, as evidenced by total amounts wagered in the Win pool at the host association for the contest at the close of wagering on that contest, shall be substituted for the scratched betting interest for all purposes, including pool calculations. In the event that the Win pool total for two or more favorites is identical, the substitute selection shall be the betting interest with the lowest program number. The totalisator shall produce reports showing each of the wagering combinations with substituted betting interests which became winners as a result of the substitution, in addition to the normal winning combination. (ARCI c. 9 cal. § G(4))

(5) The Pick (n) pool shall be canceled and all Pick (n) wagers for the individual performance shall be refunded if:

(a) at least three contests included as part of a Pick 4, Pick 5 or Pick 6 are canceled or declared "no contest";

(b) at least four contests included as part of a Pick 7, Pick 8 or Pick 9 are canceled or declared "no contest";

(c) at least five contests included as part of a Pick 10 are canceled or declared "no contest". (ARCI c. 9 cal. § G(5))

(6) If at least one contest included as part of a Pick (n) is canceled or declared "no contest", but not more than the number specified in 205 CMR 6.35(5), the net pool shall be distributed as a single price pool to those whose selection finished first in the greatest number of Pick (n) contests for that performance. Such distribution shall include the portion ordinarily retained for the Pick (n) carryover but not the carryover from previous performances. (ARCI c. 9 cal. § G(6))

(7) The Pick (n) carryover may be capped at a designated level approved by the Commission so that if, at the close of any performance, the amount in the Pick (n) carryover equals or exceeds the designated cap, the Pick (n) carryover will be frozen until it is won or distributed under other provisions of 205 CMR 6.35. After the Pick (n) carryover is frozen, 100% of the net pool, part of which ordinarily would be added to the Pick (n) carryover, shall be distributed to those whose selection finished first in the greatest number of Pick (n) contests for that performance. (ARCI c. 9 cal. § G(7))

(8) A written request for permission to distribute the Pick (n) carryover on a specific performance may be submitted to the Commission. The request must contain justification for the distribution, an explanation of the benefit to be derived, and the intended date and performance for the distribution. (ARCI c. 9 cal. § G(8))

(9) Should the Pick (n) carryover be designated for distribution on a specified date and performance in which there are no wagers selecting the first-place finisher in each of the Pick (n) contests, the entire pool shall be distributed as a single price pool to those whose selection finished first in the greatest number of Pick (n) contests. The Pick (n) carryover shall be designated for distribution on a specified date and performance only under the following circumstances:

(a) upon written approval from the Commission as provided in 205 CMR 6.35(8);

(b) upon written approval from the Commission when there is a change in the carryover cap, a change from one type of Pick (n) wagering to another, or when the Pick (n) is discontinued;

(c) on the closing performance of the meet or split meet. (ARCI c. 9 cal. § G(9))

(10) If~~,~~ for any reason, the Pick (n) carryover must be held over to the corresponding Pick (n) pool of a subsequent meet, the carryover shall be deposited in an interest-bearing account approved by the Commission. The Pick (n) carryover plus accrued interest shall then be added to the net Pick (n) pool of the following meet on a date and performance so designated by the Commission. (ARCI c. 9 cal. § G(10))

(11) With the written approval of the Commission, the association may contribute to the Pick (n) carryover a sum of money up to the amount of any designated cap. (ARCI c. 9 cal. § G(11))

(12) Providing information to any person regarding covered combinations, amounts wagered on specific combinations, number of tickets sold, or number of live tickets remaining is strictly prohibited. This shall not prohibit necessary communication between totalisator and pari-mutuel department employees for processing of pool data. (ARCI c. 9 cal. § G(12))

(13) The association may suspend previously-approved Pick (n) wagering with the prior approval of the Commission. Any carryover shall be held until the suspended Pick (n) wagering is reinstated. An association may request approval of a Pick (n) wager or separate wagering pool for specific performances. (ARCI c. 9 cal. § G(13))

Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 3.01
Regulation Title	Foreword
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 7/19/2013
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal strikes duplicative language concerning racing appeals and directs readers to 205 CMR 101.02 which specifies all the details concerning appeals.
Nature of and Reason for the Proposed Action
(explain below) This amendment refers readers to the specific regulatory section providing all the procedural and substantive details on appeals of decisions and strikes out such duplicative language from this foreword.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Legal Division

SMALL BUSINESS IMPACT STATEMENT

The Massachusetts Gaming Commission ("Commission") hereby files this small business impact statement in accordance with G.L. c.30A, §2 relative to the proposed amendments in 205 CMR 3.00: Harness Horse Racing (Refs & Annos). Specifically, **205 CMR 3.01: Foreword** refers readers to the specific regulatory section providing all the procedural and substantive details on appeals of decisions and strikes out such duplicative language; **205 CMR 3.03: Appeal to the Commission** refers readers to the specific regulatory section providing all the procedural and substantive details on appeals of decisions and strikes out duplicative language; **205 CMR 3.12: Judges** provides details on the procedure for objections that arise out of incidents occurring during races and clarifies grounds for appeal; **205 CMR 3.18: Racing Officials** provides provisions concerning a judge's recusal from overseeing a race and potential conflicts of interest that may exist; **205 CMR 3.29: Medications and Prohibited Substances** provides formal parameters for the quarantine option offered to trainers whose horses return a TCO2 overage; and **205 CMR 3.35: Adoption of United States Trotting Association Rules and Regulations** provides for a separate section clearly demonstrating the integration of the rules and regulations of the United States Trotting Association.

Notice of these proposed amendments were filed on this day with the Secretary of the Commonwealth, and were developed as part of the process of promulgating regulations governing horse racing in the Commonwealth. These regulations are largely governed by G.L. c. 128A § 9.

These amendments apply directly to Standardbred racing licensees and employees, as well as racing officials. As racing licensees consist of horse owners and trainers that can be small businesses, these amendments will impact small businesses of this nature. In accordance with G.L. c. 30A, § 2, the Commission offers the following responses:

1. Estimate of the number of small businesses subject to the proposed regulation:

   It is difficult to determine how many of the licensed Standardbred racehorse owners and trainers in Massachusetts are small businesses. However, there are currently approximately 200 Standardbred owners and trainers.

2. State the projected reporting, recordkeeping and other administrative costs required for compliance with the proposed regulation:

   There are no additional projected reporting, recordkeeping or administrative costs created by this amendment anticipated to affect these small businesses.

DRAFT

3. State the appropriateness of performance standards versus design standards:

   Some of the amendments, such as the quarantine parameters, are prescriptive in nature. The prescriptive amendments, such as this, are appropriate because every participant should have access to a uniform regulatory process. The best way to ensure this uniformity is via prescriptive rule of procedure. Conversely, other amendments, such as striking duplicative language in the regulation are only administrative in nature.

4. Identify regulations of the promulgating agency, or of another agency or department of the commonwealth, which may duplicate or conflict with the proposed regulation:

   There are no conflicting regulations in 205 CMR, and the Commission is unaware of any conflicting or duplicating regulations of any other agency or department of the Commonwealth.

5. State whether the proposed regulation is likely to deter or encourage the formation of new businesses in the commonwealth:

   As a general matter, the proposed amendments are not likely to deter or encourage the formation of new businesses in the Commonwealth.

Massachusetts Gaming Commission
By:

_____
Shara N. Bedard
Paralegal

Dated: _____

DRAFT

Code of Massachusetts Regulations Currentness
Title 205: Massachusetts Gaming Commission
Chapter 3.00: Harness Horse Racing (Refs & Annos)

205 CMR 3.01

3.01: Foreword

The Massachusetts Gaming Commission, hereinafter referred to as the Commission, was created by an act of the Legislature of the Commonwealth of Massachusetts in the year 2011. M.G.L. c. 23K as inserted by St. 2011, c. 194, § 16 and amendments, states that the Commission shall have full power to prescribe rules, regulations and conditions under which all harness horse races or harness horse racing meetings shall be conducted in the Commonwealth.

205 CMR 3.00 applies to all persons or individuals, associations or corporations, which shall hold or conduct any harness horse racing meeting within the Commonwealth of Massachusetts licensed by the Commission where harness horse racing shall be permitted for any stake, purse or reward and the definitions here given are to be considered in connection with the rules of harness horse racing and as a part of them.

All licensees and participants are charged with knowledge of 205 CMR 3.00. No licensee or other person shall engage in his or her occupation or trade at any Massachusetts harness horse race track without first reading the 205 CMR 3.00.

Should any question arise as to the meaning of any rule or regulation, the Commission or its representatives will be available to provide an explanation.

205 CMR 3.00 shall also apply to any participant in or patron of any such licensed meeting. In reading 205 CMR 3.00, unless the text otherwise requires, it shall be understood, without

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constant reference thereto, that they apply only in the Commonwealth of Massachusetts.

Every license to hold a meeting is granted upon the condition that the licensee shall accept, observe and enforce 205 CMR 3.00. Furthermore, it shall be the duty of each and every officer, director and every official and employee of said licensee to observe and enforce 205 CMR 3.00. Any and all of 205 CMR 3.00 may be amended, altered, repealed or supplemented by new and additional rules.

The Commission may make exceptions to any rule or rules in individual instances as in their judgement they may deem proper.

The Commission may rescind or modify any penalty or decision or infraction of the rules imposed or made by the racing officials.

M.G.L. c. 128A and 205 CMR 3.00 supersede the conditions of a race, or the regulations of a race meeting.

205 CMR 3.00 as promulgated by the Commission are supplemented by the State Administrative Procedure Law found in M.G.L. c. 30A. M.G.L. c. 30A provides the procedures that must be followed by all state agencies on such matters as the amending process and the adjudicatory procedure. Under M.G.L. c. 30A, any interested party has the right to attend all hearings conducted by the Commission for the purpose of the adoption or amendment of any rule or regulation. The Commission shall afford any interested person an opportunity to present data, views or arguments in regard to any proposed rule change. Upon written notice to the Commission, a person may request the adoption, amendment or repeal of any regulation with an opportunity to present data, views or arguments in support of such request.

If a dispute should arise concerning a ruling by a steward or other racing official, any party affected by such ruling has a right to an appeal to the Commission in accordance with the provisions of 205 CMR 101.02. ~~upon written notice to the Commission within ten days. At such hearing each party shall be given an opportunity to be represented by an attorney, to call and examine witnesses, to introduce exhibits, to cross-examine witnesses who testify and to submit rebuttal evidence. The Commission shall make available upon request an official record of the hearing and a party may request and receive a transcript of such record upon payment to the Commission of the cost of such transcript. The Commission shall provide, in writing, its~~

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~~decision along with findings of fact and conclusions of law.~~

~~Any person who does not agree with a final decision of the Commission shall be entitled to judicial review of such decision by filing a petition for review in Superior Court within 30 days after receipt of notice of the final decision of the Commission. The review shall be conducted by the court without a jury and in most instances, shall be confined to the record.~~

The rules on pari-mutuel wagering are located in an entirely separate rulebook entitled 205 CMR 6.00: *Pari-mutuel Rules for Horse Racing, Harness Horse Racing and Greyhound Racing.*

The Massachusetts Gaming Commission adopts the United States Trotting Association (USTA) Rules and Regulations as amended; and supplements those rules and regulations with 205 CMR 3.00.

In any situation where a conflict exists between the United States Trotting Association Rules and 205 CMR 3.00, 205 CMR 3.00 will govern. In any instance where a situation is not covered by the USTA Rules, 205 CMR 3.00 will govern and vice versa. The assessment of fines and suspensions shall be in the discretion of the Judges and the Gaming Commission.

The Massachusetts Administrative Code titles are current through Register No. 1392, dated May 31, 2019

Mass. Regs. Code tit. 205, § 3.01, 205 MA ADC 3.01

End of Document

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Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 3.03
Regulation Title	Appeal to the Commission
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 7/19/2013
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal strikes duplicative language concerning racing appeals and directs readers to 205 CMR 101.02 which specifies all the details concerning appeals.
Nature of and Reason for the Proposed Action
(explain below) This amendment refers readers to the specific regulatory section providing all the procedural and substantive details on appeals of decisions and strikes out such duplicative language from this section.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Code of Massachusetts Regulations Currentness
Title 205: Massachusetts Gaming Commission
Chapter 3.00: Harness Horse Racing (Refs & Annos)

205 CMR 3.03

3.03: Appeal to the Commission

(1) A final appeal in the case of any person penalized or disciplined by the racing officials of a meeting licensed by the Commission may be taken to the Commission~~.~~ consistent with the provisions of 205 CMR 101.02.

~~(2) Such an appeal must be filed in writing at the office of the Commission within ten days of date of said penalty or imposition of said discipline.~~

~~(3) The request shall be signed by the person making it and must set forth his or her reason for believing he or she is entitled to a hearing.~~

~~(4) An applicant for a hearing will be heard in person and may be represented by counsel.~~

~~(5) All complaints and requests to the Commission must be in writing, and all papers filed with the Commission shall be the property of the Commission.~~

~~(6) An appeal from a decision of a racing official to the Commission shall not affect such decision until the Commission has acted upon the appeal unless otherwise ordered by a court of competent jurisdiction.~~

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~~The Commission may vacate, modify or increase any penalty imposed by the Judges and said decision of the Commission shall be final.~~

~~The Massachusetts Administrative Code titles are current through Register No. 1392, dated May 31, 2019~~

~~Mass. Regs. Code tit. 205, § 3.03, 205 MA ADC 3.03~~

End of Document

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Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 3.12
Regulation Title	Judges
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 7/19/2013
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal adds additional language concerning the objections to incidents that occur during races and the authority of Standardbred Racing Judges.
Nature of and Reason for the Proposed Action
(explain below) This amendment provides details on the procedure for objections that arise out of incidents occurring during races. It further explains that the decisions by the racing judges concerning actions that occur during a race are not appealable.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Code of Massachusetts Regulations Currentness
Title 205: Massachusetts Gaming Commission
Chapter 3.00: Harness Horse Racing (Refs & Annos)

205 CMR 3.12

3.12: Judges

(1) The Judges shall have the power to interpret 205 CMR 3.00 and to decide all questions not specifically covered by them, such decisions to be reported to the Commission within 24 hours.

(2) In matters pertaining to racing, the orders of the Judges supersede the orders of the officers and directors of the Association.

(3) The Judges shall have general supervision over owners, trainers, drivers, grooms and other persons attendant on horses, and also over all the other officials of the meeting.

(4) Judges' Authority Concerning Race Objections.

a. An objection to an incident alleged to have occurred during a race shall be received only when lodged with the Judges, by the owner, the authorized agent of the owner, the trainer or the driver of a horse engaged in the same race.

b. An objection following the completion of any race must be filed before the race results are declared official.

c. The Judges shall make all findings of fact as to all matters occurring during and incident to the completion of a race; shall determine all objections and inquiries, and shall determine the extent of disqualification, if any, of horses in the race. Such findings of fact and determinations shall be final and shall not be appealable.

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d. In the case of disqualification the Judges shall immediately make public the reason for the disqualification and the same shall be announced over the public address system.

(~~4~~5) During each racing day the Judges of the meeting shall be at the office building on the grounds of the Association where the racing meeting is being held not later than one hour before post time of the first race of the day to exercise the authority and perform the duties imposed on the Judges by the Rules of Racing.

(~~5~~6) At least one Judge shall occupy the Judges' Stand during the running of all qualifying races and non-wagering races.

(~~6~~7) The Judges shall require all horses not showing a satisfactory racing line during the previous 30 days to go a qualifying mile in a race before the Judges. The Association may request a waiver of this requirement.

(~~7~~8) All questions pertaining to the conduct of the meeting shall be determined by a majority of the Judges.

(~~8~~9) No hearing shall be held on 205 CMR 3.00 following the last race of any day during the racing meeting, unless by special permission of the Commission. 205 CMR 3.12(8) shall not apply on the last day of any racing meeting.

(~~9~~10) The Judges shall occupy the Judges Stand, from the time the post parade is formed for each race until the race is made official, and their duty shall be to place and record five horses or as many more as they think proper in the order of their finish in each race.

(~~10~~11) The Judges shall properly display the numbers of the first four horses in each race in the order of their finish.

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(~~11~~12) When the Judges differ in their placing the majority shall prevail.

(~~12~~13) The Judges shall make public their decision as promptly as possible.

(~~13~~14) If it is considered advisable to consult a picture from the finish camera, the Judges shall post, without waiting for a picture, such placements as are in their opinion unquestionable, and after consulting the picture, make the other placements.

(~~14~~15) The Judges may call for a picture from the photo-finish camera to aid them in arriving at a decision. However, in all cases the camera is merely an aid and the decision of the Judges shall be final.

(~~15~~16) In determining the places of the horses at the finish of a race, the Judges shall consider only the relative position of the respective noses of such horses.

(~~16~~17) After the finish of the race all drivers shall report to the Judges' Stand. The Judges shall not declare the race official until each driver has had an opportunity to file a protest as to what occurred in the race.

(~~17~~18) There shall be no alteration of placement after the sign "Official" has been purposely displayed, except as in provided in 205 CMR 6.00: *Pari-mutuel Rules for Horse Racing, Harness Horse Racing and Greyhound Racing.*

(~~18~~19) The Judges shall each day file with the Commission a copy of the official placement of the first five horses in each race of that day and shall supply to the other officials such information in respect to the racing as the Association may require.

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(~~19~~20) The Judges may suspend for no greater period than 180 days anyone whom they have authority to supervise, or they may impose a forfeiture, not exceeding $3,000.00. All such suspensions and forfeitures must be reported to the Commission. If the punishment to be imposed is not in the opinion of the Judges sufficient, they shall so report to the Commission.

The Massachusetts Administrative Code titles are current through Register No. 1392, dated May 31, 2019

Mass. Regs. Code tit. 205, § 3.12, 205 MA ADC 3.12

End of Document

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Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 3.18
Regulation Title	Racing Officials
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 7/19/2013
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal adds a procedure concerning the recusal of racing judges for events over which they are officiating that involve a potential conflict of interest.
Nature of and Reason for the Proposed Action
(explain below) This amendment provides details concerning when a racing judge should recuse themselves from overseeing a race and the potential conflicts of interest that may exist. It further provides for a procedure to move forward in the event that a racing judge recuses themselves.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Code of Massachusetts Regulations Currentness
Title 205: Massachusetts Gaming Commission
Chapter 3.00: Harness Horse Racing (Refs & Annos)

205 CMR 3.18

3.18: Racing Officials

(1) Officials of a race meeting are as follows: Three Judges; Judge at the Start; Starter; Patrol Judges; Timer; Paddock Judge; Clerk of Course; Racing Secretary; Assistant Racing Secretary; Veterinarian; Mutuel Manager; Program Director; Placing Judges; Identifier; Marshall; and such other persons as the Commission may designate from time to time because of their importance in the actual conduct of racing.

(2) The Commission shall appoint two of the Judges.

(3) All other officials designated in 205 CMR 3.18(1) shall be appointed by the Association holding the meeting and licensed by the Commission, all appointments being subject to the approval of the Commission, which reserves the right to demand a change of personnel for what it deems good and sufficient reasons, the successor to official so replaced to be subject to the approval of the Commission.

(4) No one interested in the result of a race, either because of ownership of any horse entered or of his or her sire or dam, or because of bets or otherwise, shall act as a racing official in respect to that race. This prohibition includes but is not limited to, a restriction on racing officials officiating over races in which any of the following individuals sharing a relationship with the racing official competes:

(a) a spouse, domestic partner, or life partner;

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(b) a member of the racing official's immediate family; or

(c) anyone for whom the racing official's objectivity in the performance of their duties could reasonably be questioned, unless that official has publically disclosed, in writing, the appearance of a conflict of interest to the Director of Racing in advance of the subject race and the Director of Racing has approved the disclosure of an appearance of a conflict of interest.

(5) In the event that one of the three racing judges seeks to recuse themselves from judging a race because of the involvement of an individual identified in section 4(a)-(c), it shall be that judge's obligation to secure an alternate racing judge for the judging of the race, or in the alternative, to confirm that the two remaining racing judges agree to proceed without the conflicted official. The selection of any alternate racing judge under these circumstances shall be subject to approval of the Director of Racing.

(~~5~~6) No racing official or his or her assistants shall wager money or any other chattel of value on the result of any race at the meeting.

(~~6~~7) No racing official or his or her assistants shall accept directly or indirectly, any gratuity, reward or favor in connection with racing at the meeting.

(~~7~~8) Racing officials, as designated in 205 CMR 3.18(1) and their Assistants, shall not directly or indirectly, for a commission or gratuity or otherwise, sell or buy at private sale for himself or another any standard bred horse, for the duration of the meeting; nor shall he or she solicit or have any interest in any business or endeavor which is peculiarly incidental to harness racing at the meeting at which he or she officiates; nor shall he or she write or solicit horse insurance for the duration of the meeting.

(~~8~~9) Each racing official and his or her assistants shall report to the Judges all observed violations of 205 CMR 3.00.

(~~9~~10) The Commission, may, at its discretion, require an eye test of any Judge or Patrol Judge, said test to be given by an agreed licensed optometrist. The test shall include particularly distance and color.

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The Massachusetts Administrative Code titles are current through Register No. 1392, dated May 31, 2019

Mass. Regs. Code tit. 205, § 3.18, 205 MA ADC 3.18

End of Document

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Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 3.29
Regulation Title	Medications and Prohibited Substances
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 1/12/2018
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal formally adds a procedure that has been the practice concerning optional quarantine for horses that test positive for a TCO2 overage
Nature of and Reason for the Proposed Action
(explain below) This amendment provides a written procedure for the quarantine option offered to trainers whose horses return a TCO2 overage. Quarantine has always been offered in these contexts and this regulation seeks to formally set out the parameters to reflect existing practice.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Code of Massachusetts Regulations Currentness
Title 205: Massachusetts Gaming Commission
Chapter 3.00: Harness Horse Racing (Refs & Annos)

205 CMR 3.29

3.29: Medications and Prohibited Substances

(1) Aggravating and Mitigating Factors. Upon a finding of a violation of 205 CMR 3.29, the judges shall consider the classification level of the violation as listed at the time of the violation in the *Uniform Classification Guidelines for Foreign Substances* as promulgated by the Association of Racing Commissioners International (ARCI) and impose penalties and disciplinary measures consistent with the recommendations contained therein. The judges shall also consult with the official veterinarian, laboratory director or other individuals to determine the seriousness of the laboratory finding or the medication violation. All medication and drug violations shall be investigated and reviewed on a case by case basis. Extenuating factors include, but are not limited to:

(a) The past record of the trainer, veterinarian and owner in drug cases;

(b) The potential of the drug(s) to influence a horse's racing performance;

(c) The legal availability of the drug;

(d) Whether there is reason to believe the responsible party knew of the administration of the drug or intentionally administered the drug;

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(e) The steps taken by the trainer to safeguard the horse;

(f) The probability of environmental contamination or inadvertent exposure due to human drug use;

(g) The purse of the race;

(h) Whether the drug found was one for which the horse was receiving a treatment as determined by the Medication Report Form;

(i) Whether there was any suspicious betting pattern in the race; and

(j) Whether the licensed trainer was acting under the advice of a licensed veterinarian.

As a result of the investigation, there may be mitigating circumstances for which a lesser or no penalty is appropriate for the licensee and aggravating factors, which may increase the penalty beyond the minimum.

(2) Penalties.

(a) In issuing penalties against individuals found guilty of medication and drug violations, a regulatory distinction shall be made between the detection of therapeutic medications used routinely to treat racehorses and those drugs that have no reason to be found at any concentration in the test sample on race day.

(b) If a licensed veterinarian is administering or prescribing a drug not listed in the ARCI

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Uniform Classification Guidelines for Foreign Substances, the identity of the drug shall be forwarded to the official veterinarian to be forwarded to the Racing Medication and Testing Consortium for classification.

(c) Any drug or metabolite thereof found to be presenting a pre- or post-race sample which is not classified in the version of the ARCI *Uniform Classification Guidelines for Foreign Substances* in effect at the time of the violation shall be assumed to be a ARCI Class 1 Drug and the trainer and owner shall be subject to those penalties as set forth in schedule "A" therein unless satisfactorily demonstrated otherwise by the Racing Medication and Testing Consortium, with a penalty category assigned.

(d) Any licensee of the Commission, including veterinarians, found to be responsible for the improper or intentional administration of any drug resulting in a positive test may, after proper notice and hearing, be subject to the same penalties set forth for the licensed trainer.

(e) Procedures shall be established to ensure that a licensed trainer is not able to benefit financially during the period for which the individual has been suspended. This includes, but is not limited to, ensuring that horses are not transferred to licensed family members.

(2A) Multiple Medication Violations (MMV). A trainer who receives a penalty for a medication violation based upon a horse testing positive for a Class 1-5 medication with Penalty Class A-C, as provided in the most recent version of the ARCI Uniform Classification Guidelines for Foreign Substances, or similar state regulatory guidelines, shall be assigned points as follows:

Penalty Class	Points if Controlled Therapeutic Substance	Points if Non-controlled Substance
Class A	N/A	6
Class B	2	4

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Class C	1/2 for first violation with an additional 1/2 point for each additional violation within 365 days [FN1]	one for first violation with an additional 1/2 point for each additional violation within 365 days
Class D	0	0

1. Points for NSAID violations only apply when the primary threshold of the NSAID is exceeded. Points are not to be separately assigned for a stacking violation.

If the Stewards or Commission determine that the violation is due to environmental contamination, they may assign lesser or no points against the trainer based upon the specific facts of the case.

(a) The points assigned to a medication violation by the Stewards' or Commission's Ruling shall be included in the ARCI official database. The ARCI shall record points consistent with Section 13(a) including, when appropriate, a designation that points have been suspended for the medication violation. Points assigned by such regulatory ruling shall reflect, in the case of multiple positive tests as described in 205 CMR 6.29(3)(d), whether they constitute a single violation. The Stewards' or Commission's Ruling shall be posted on the official website of the Commission and within the official database of the Association of Racing Commissioners International. If an appeal is pending, that fact shall be noted in such Ruling. No points shall be applied until a final adjudication of the enforcement of any such violation.

(b) A trainer's cumulative points for violations in all racing jurisdictions shall be maintained by the ARCI. Once all appeals are waived or exhausted, the points shall immediately become part of the trainer's official ARCI record and shall be considered by the Commission in its determination to subject the trainer to the mandatory enhanced penalties by the Stewards or Commission as provided in 205 CMR 3.00.

(c) Multiple positive tests for the same medication incurred by a trainer prior to delivery of

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official notice by the Commission may be treated as a single violation. In the case of a positive test indicating multiple substances found in a single post-race sample, the Stewards may treat each substance found as an individual violation for which points will be assigned, depending upon the facts and circumstances of the case.

(d) The official ARCI record shall be used to advise the Stewards or Commission of a trainer's past record of violations and cumulative points. Nothing in 205 CMR 3.00 shall be construed to confer upon a licensed trainer the right to appeal a violation for which all remedies have been exhausted or for which the appeal time has expired as provided by applicable law.

(e) The Stewards or Commission shall consider all points for violations in all racing jurisdictions as contained in the trainer's official ARCI record when determining whether the mandatory enhancements provided in 205 CMR 3.00 shall be imposed.

(f) In addition to the penalty for the underlying offense, the following enhancements shall be imposed upon a licensed trainer based upon the cumulative points contained in his or her official ARCI record:

Points	Suspension in Days
5-5.5	15 to 30
6-8.5	30 to 60
9-10.5	90 to 180
11 or more	180 to 360

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(g) MMV penalties are not a substitute for the current penalty system and are intended to be an additional uniform penalty when the licensee:

1. Has had more than one medication violation for the relevant time period, and

2. Exceeds the permissible number of points.

(h) The Stewards and Commission shall consider aggravating and mitigating circumstances, including the trainer's prior record for medication violations, when determining the appropriate penalty for the underlying offense. The MMP is intended to be a separate and additional penalty for a pattern of violations.

1. The suspension periods as provided in Section 13(g) shall run consecutive to any suspension imposed for the underlying offense.

2. The Stewards' or Commission's Ruling shall distinguish between the penalty for the underlying offense and any enhancement based upon a Steward or Commission review of the trainer's cumulative points and regulatory record, which may be considered an aggravating factor in a case.

3. Points shall expire as follows:

Penalty Classification	Time to Expire
A	three years

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B	two years
C	one year

In the case of a medication violation that results in a suspension, any points assessed expire on the anniversary date of the date the suspension is completed.

(3) Medication Restrictions.

(a) A finding by the Commission approved laboratory of a prohibited drug, chemical or other substance in a test specimen of a horse is prima facie evidence that the prohibited drug, chemical or other substance was administered to the horse and, in the case of a post-race test, was present in the horse's body while it was participating in a race. Prohibited substances include:

1. Drugs or medications for which no acceptable threshold concentration has been established;

2. Controlled therapeutic medications in excess of established threshold concentrations or administration within the restricted time period as set forth in the version of the ARCI Controlled Therapeutic Medication Schedule in effect at the time of the violation;

3. Substances present in the horse in excess of concentrations at which such substances could occur naturally; and

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4. Substances foreign to a horse at concentrations that cause interference with testing procedures.

(b) Except as otherwise provided by 205 CMR 3.00, a person may not administer or cause to be administered by any means to a horse a prohibited drug, medication, chemical or other substance, including any restricted medication pursuant to 205 CMR 3.00 during the 24-hour period before post time for the race in which the horse is entered.

(4) Medical Labeling. Labeling.

(a) No person on assocation grounds where horses are lodged or kept, excluding licensed veterinarians, shall have in or upon association grounds which that person occupies or has the right to occupy, or in that person's personal property or effects or vehicle in that person's care, custody or control, a drug, medication, chemical, foreign substance or other substance that is prohibited in a horse on a race day unless the product is labeled in accordance with 205 CMR 3.29(4).

(b) Any drug or medication which is used or kept on association grounds and which, by federal or state law, requires a prescription must have been validly prescribed by a duly licensed veterinarian, and in compliance with the applicable state statutes. All such allowable medications must have a prescription label which is securely attached and clearly ascribed to show the following:

1. The name of the product;

2. The name, address and telephone number of the veterinarian prescribing or dispensing the product;

3. The name of each patient (horse) for whom the product is intended/prescribed;

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4. The dose, dosage, duration of treatment and expiration date of the prescribed/ dispensed product; and

5. The name of the person (trainer) to whom the product was dispensed.

(5) Non-steroidal Anti-inflammatory Drugs (NSAIDs). The use of one of three approved NSAIDs shall be permitted under the following conditions:

(a) Not to exceed the following permitted serum or plasma threshold concentrations which are consistent with administration by a single intravenous injection at least 24 hours before the post time for the race in which the horse is entered:

1. Phenylbutazone. two micrograms per milliliter;

2. Flunixin. 20 nanograms per milliliter;

3. Ketoprofen. two nanograms per milliliter.

(b) These or any other NSAID are prohibited to be administered within the 24 hours before post time for the race in which the horse is entered.

(c) The presence of more than one of the three approved NSAIDs in the post-race serum or plasma sample is not permitted.

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1. A finding of phenylbutazone below a concentration of .5 microgram per milliliter of blood serum or plasma shall not constitute a violation of 205 CMR 3.29(5).

2. A finding of flunixin below a concentration of three nanograms per milliliter of blood serum or plasma shall not constitute a violation of 205 CMR 3.29(5). d

(d) The use of all but one of the approved NSAIDs shall be discontinued at least 48 hours before the post time for the race in which the horse is entered.

(e) The presence of any unapproved NSAID in the post-race serum or plasma sample is not permitted.

(6) Furosemide.

(a) In order for a horse to be placed on the Furosemide List the following process must be followed.

1. After the horse's licensed trainer and licensed veterinarian determine that it would be in the horse's best interests to race with furosemide, the official veterinarian or his or her designee shall be notified, using the prescribed form, that the horse is to be put on the Furosemide List.

2. The form must be received by the official veterinarian or his or her designee by the time of entry.

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3. A horse placed on the official Furosemide List must remain on that list unless the licensed trainer and licensed veterinarian submit a written request to remove the horse from the list. The request must be made to the official veterinarian or his or her designee, on the proper form, no later than the time of entry.

4. After a horse has been removed from the Furosemide List, the horse may not be placed back on the list for a period of 60 calendar days unless it is determined to be detrimental to the welfare of the horse, in consultation with the official veterinarian. If a horse is removed from the official Furosemide List a second time in a 365-day period, the horse may not be placed back on the list for a period of 90 calendar days.

5. Furosemide shall only be administered on association grounds.

6. Furosemide shall be the only authorized bleeder medication.

7. The use of furosemide shall not be permitted in two year olds.

(b) The use of furosemide shall be permitted under the following circumstances on association grounds where a detention barn is not utilized:

1. Furosemide shall be administered by single intravenous injection no less than four hours prior to post time for the race for which the horse is entered.

2. The furosemide dosage administered shall not exceed 500 mg. nor be less than 150 mg.

3. After treatment, the horse shall be required by the Commission to remain in the

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proximity of its stall in the care, custody and control of its trainer or the trainer's designated representative under general association and/or Commission security surveillance until called to the saddling paddock.

(c) Test results must show a detectable concentration of the drug in the post-race serum, plasma or urine sample.

1. The specific gravity of post-race urine samples may be measured to ensure that samples are sufficiently concentrated for proper chemical analysis. The specific gravity shall not be below 1.010. If the specific gravity of the urine is found to be below 1.010 or if a urine sample is unavailable for testing, quantitation of furosemide in serum or plasma shall be performed;

2. Quantitation of furosemide in serum or plasma shall be performed when the specific gravity of the corresponding urine sample is not measured or if measured below 1.010. Concentrations may not exceed 100 nanograms of furosemide per milliliter of serum or plasma.

(d) A horse which has been placed on the Furosemide List in another jurisdiction pursuant to 205 CMR 3.00 shall be placed on the Furosemide List in this jurisdiction. A notation on the horse's electronic eligibility certificate of such shall suffice as evidence of being on a Furosemide List in another jurisdiction.

(7) Bleeder List.

(a) The official veterinarian shall maintain a Bleeder List of all horses, which have demonstrated external evidence of exercise induced pulmonary hemorrhage from one or both nostrils during or after a race or workout as observed by the official veterinarian.

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(b) Every confirmed bleeder, regardless of age, shall be placed on the Bleeder List and be ineligible to race for the minimum following time periods:

1. First incident - 14 days;

2. Second incident - 30 days;

3. Third incident - 180 days;

4. Fourth incident - barred for racing lifetime.

(c) For the purposes of counting the number of days a horse is ineligible to run, the day the horse bled externally is the first day of the recovery period.

(d) The voluntary administration of furosemide without an external bleeding incident shall not subject the horse to the initial period of ineligibility as defined by 205 CMR 3.29(7).

(e) A horse which has been placed on a Bleeder List in another jurisdiction pursuant to rules similar to 205 CMR 3.29(7) shall be placed on a Bleeder List in this jurisdiction.

(8) Androgenic-anabolic Steroids (AAS).

(a) No AAS shall be permitted in test samples collected from racing horses except for residues of the major metabolite of nandrolone, and the naturally occurring substances boldenone and testosterone at concentrations less than the indicated thresholds.

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(b) Concentrations of these AAS shall not exceed the following plasma or serum thresholds for unchanged (i.e., not conjugated) substance or urine threshold concentrations (i.e., free drug or metabolite and drug or metabolite liberated from its conjugates):

1. Boldenone: 15 ng/ml of total boldenone in urine of male horses other than geldings, or 25 pg/ml of boldenone in plasma or serum of all horses regardless of sex;

2. Nandrolone: 1 ng/ml of total nandrolone in urine for fillies, mares, and geldings, or 45 ng/ml (as 5a-estrane-3β, 17a-diol)) in urine, in male horses other than geldings, or 25 pg/ml of nandrolone in plasma or serum for geldings, fillies, and mares.

3. Testosterone:

a. In Geldings. 20 ng/ml total testosterone in urine, or 25 pg/ml of testosterone in plasma or serum;

b. In Fillies and Mares. 55 ng/ml total testosterone in urine, or 25 pg/ml of testosterone in plasma or serum.

(c) Any other anabolic steroids are prohibited in racing horses.

(d) Post-race urine samples must have the sex of the horse identified to the laboratory.

(9) Alkalinizing Substances. The use of agents that elevate the horses TCO2 or Base excess

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level above those existing naturally in the untreated horse at normal physiological concentrations is prohibited.

(a) The following levels also apply to blood gas analysis:

(~~a~~1) The regulatory trreshold for TCO2 is 37.0 millimoles per liter of plasma/serum or a Base excess level of 10.0 millimoles, and;

(~~b~~2) The decision level to be used for the regulation of TCO2 is 37.0 millimoles per liter of plasma/serum plus the measurement uncertainty of the laboratory analyzing the sample or a Base excess level of 10.4 millimoles per liter of plasma/serum.

(b)

(1) If the level of TCO2 is determined to exceed 37.0 millimoles per liter of plasma/serum plus the laboratory's measurement of uncertainty and the owner or trainer of the horse certifies in writing to the judges within 24 hours after the notification of the test results that the level is normal for that horse, the owner or trainer may request in writing that the horse be held in quarantine. If quarantine is requested, the licensed association shall make guarded quarantine available for that horse for a period of time to be determined by the steward or judges, but in no event for more than 72 hours.

(2) the expense to maintain the quarantine shall be borne by the owner or trainer.

(3) During quarantine, the horse shall be retested periodically by the commission veterinarian.

(4) The horse shall not be permitted to race during a quarantine period, but it may be exercised and trained at times prescribed by the licensed association and in a manner that allows monitoring of the horse by a commission representative.

(5) During quarantine, the horse shall be fed only hay, oats, and water.

(6) If the commission veterinarian is satisfied that the horse's level of TCO2, as registered in the original test, is physiologically normal for that horse, the judges:

i. Shall permit the horse to race; and

ii. May require repetition of the quarantine procedure established in paragraphs

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b(1)-(6) of this subsection to reestablish that the horse's TCO2 level is physiologically normal.

The Massachusetts Administrative Code titles are current through Register No. 1399, dated September 6, 2019.

Mass. Regs. Code tit. 205, § 3.29, 205 MA ADC 3.29

End of Document

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Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 3.35
Regulation Title	Adoption of United States Trotting Association Rules and Regulations
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☒ New regulation (Please provide statutory cite requiring regulation): 205 CMR 3.35
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☐ Amended regulation (Please indicate the date regulation was last revised):
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal moves existing language from the foreword of section 3 (205 CMR 3.01) to its own section.
Nature of and Reason for the Proposed Action
(explain below) This regulation provides for a separate section clearly demonstrating the integration of the rules and regulations of the United States Trotting Association. This language was previously part of the foreword of this regulatory section and this new regulation serves to highlight this fact and make it easier to locate within the regulations.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☐ Redlined version of proposed amendment to regulation, including repeals	☒ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

205 CMR 3.35

3.35: Adoption of United States Trotting Association Rules and Regulations

The Massachusetts Gaming Commission adopts the United States Trotting Association (USTA) Rules and Regulations as amended; and supplements those rules and regulations with 205 CMR 3.00.

In any situation where a conflict exists between the United States Trotting Association Rules and 205 CMR 3.00, 205 CMR 3.00 will govern. In any instance where a situation is not covered by the USTA Rules, 205 CMR 3.00 will govern and vice versa. The assessment of fines and suspensions shall be in the discretion of the Judges and the Gaming Commission.

Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 4.01
Regulation Title	Foreword
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 7/19/2013
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal strikes duplicative language concerning racing appeals and directs readers to 205 CMR 101.02 which specifies all the details concerning appeals.
Nature of and Reason for the Proposed Action
(explain below) This amendment refers readers to the specific regulatory section providing all the procedural and substantive details on appeals of decisions and strikes out such duplicative language from this foreword.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☐ Redlined version of proposed amendment to regulation, including repeals	☒ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Legal Division

SMALL BUSINESS IMPACT STATEMENT

The Massachusetts Gaming Commission ("Commission") hereby files this small business impact statement in accordance with G.L. c.30A, §2 relative to the proposed amendments in 205 CMR 4.00: Rules of Horse Racing (Refs & Annos). Specifically, **205 CMR 4.01: Foreword** refers readers to the specific regulatory section providing all the procedural and substantive details on appeals of decisions and strikes out duplicative language; **205 CMR 4.03: Appeal to the Commission** refers readers to the specific regulatory section providing procedural and substantive details on appeals of decisions and strikes out duplicative language; and **205 CMR 4.30: Racing Officials** provides provisions concerning a steward's recusal from overseeing a race and potential conflicts of interest that may exist.

Notice of these proposed amendments were filed on this day with the Secretary of the Commonwealth, and were developed as part of the process of promulgating regulations governing horse racing in the Commonwealth. These regulations are largely governed by G.L. c. 128A § 9.

These amendments apply directly to Thoroughbred racing licensees and employees, and racing officials. As racing licensees consist of horse owners and trainers that can be small businesses, these amendments will impact small businesses of this nature. In accordance with G.L. c. 30A, § 2, the Commission offers the following responses:

1. Estimate of the number of small businesses subject to the proposed regulation:

   It is difficult to determine how many of the licensed Thoroughbred racehorse owners and trainers in Massachusetts are small businesses. However, there are currently approximately 500 owners and trainers combined.

2. State the projected reporting, recordkeeping and other administrative costs required for compliance with the proposed regulation:

   There are no additional projected reporting, recordkeeping or administrative costs created by this amendment anticipated to affect these small businesses.

3. State the appropriateness of performance standards versus design standards:

   Some of the amendments, such as procedural and substantive details on appeals of decisions, are prescriptive in nature. The prescriptive amendments, such as this, are appropriate because every participant should have access to a uniform regulatory process. The best way to ensure this uniformity is via prescriptive rule of procedure. Conversely,

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other amendments, such as striking duplicative language in the regulation are only administrative in nature.

4. Identify regulations of the promulgating agency, or of another agency or department of the commonwealth, which may duplicate or conflict with the proposed regulation:

   There are no conflicting regulations in 205 CMR, and the Commission is unaware of any conflicting or duplicating regulations of any other agency or department of the Commonwealth.

5. State whether the proposed regulation is likely to deter or encourage the formation of new businesses in the commonwealth:

   As a general matter, the proposed amendments are not likely to deter or encourage the formation of new businesses in the Commonwealth.

Massachusetts Gaming Commission
By:

_____
Shara N. Bedard
Paralegal

Dated: _____

DRAFT

205 CMR 4.01

4.01: Foreword

The Massachusetts Gaming Commission, hereinafter called the Commission, was created by an act of the Legislature of the Commonwealth of Massachusetts in the year 2011. M.G.L. c. 23K as inserted by St. 2011, c. 194, § 16 and amendments states that the Commission shall have full power to prescribe rules, regulations and conditions under which all horse races or horse racing meetings shall be conducted in the Commonwealth.

205 CMR 4.00, applies to all persons or individuals, associations or corporations, which shall hold or conduct any running horse racing meeting within the Commonwealth of Massachusetts licensed by the Commission, where horse racing shall be permitted for any stake, purse or reward and the definitions here given are to be considered in connection with 205 CMR 4.00 and as a part of it.

All licensees and participants are charged with knowledge of 205 CMR 4.00. No licensee or other persons shall engage in his or her occupation at any Massachusetts running horseracing track without first reading 205 CMR 4.00.

Should any question arise as to the meaning of any rule or regulation, the Commission or its representatives will be available to provide an explanation.

Every license to hold a meeting is granted upon the condition that the licensee shall accept, observe and enforce 205 CMR 4.00. Furthermore; it shall be the duty of each and every officer, director and every official and employee of said licensee to observe and enforce 205 CMR 4.00.

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Any and all of 205 CMR 4.00 may be amended, altered, repealed or supplemented by new and additional rules.

The Commission may make exceptions or waive any rule or rules in individual instances as in its judgment it may deem proper.

The Commission may rescind, modify or increase any penalty or decision on infraction of the rules imposed or made by the racing officials.

The laws of the Commonwealth of Massachusetts and 205 CMR 4.00 supersede the conditions of a race, or the regulations of race meeting.

205 CMR 4.00 is supplemented by the State Administrative Procedure Law found in M.G.L. c. 30A. M.G.L. c. 30A provides the procedures that must be followed by all state agencies on such matters as the amending process and the adjudicatory procedure. Under M.G.L. c. 30A any interested party has the right to attend all hearings conducted by the Commission for the purpose of the adoption or amendment of any rule or regulation. The Commission shall afford any interested person an opportunity to present data, views or arguments in regard to any proposed rule change. Upon written notice to the Commission, a person may request the adoption, amendment or repeal of any regulation with an opportunity to present data, views or arguments in support of such request.

If a dispute should arise concerning a ruling by a steward or other racing official, any party affected by such ruling has a right to an appeal to the Commission in accordance with the provisions of 205 CMR 101.02. ~~upon written notice to the Commission within ten days. At such hearing each party shall be given an opportunity to be represented by an attorney, to call and examine witnesses, to introduce exhibits, to cross-examine witnesses who testify and to submit rebuttal evidence. The Commission shall make available upon request an official record of the hearing and a party may request and receive a transcript of such record upon payment to the Commission of the cost of such transcript. The Commission shall provide, in writing, its decision along with findings of fact and conclusions of law.~~

~~Any person who does not agree with a final decision of the Commission shall be entitled to~~

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~~judicial review of such decision by filing a petition for review in Superior Court within 30 days after receipt of notice of the final decision of the Commission. The review shall be conducted by the court without a jury and, in most instances, shall be confined to the record.~~

The rules on pari-mutuel wagering are located in an entirely separate rulebook entitled *205 CMR 6.00 Pari-mutuel Rules for Horse Racing Harness Horse Racing and Greyhound Racing.*

The Massachusetts Administrative Code titles are current through Register No. 1395, dated July 12, 2019

Mass. Regs. Code tit. 205, § 4.01, 205 MA ADC 4.01

End of Document

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Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 4.03
Regulation Title	Appeal to the Commision
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 7/19/2013
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal strikes duplicative language concerning racing appeals and directs readers to 205 CMR 101.02 which specifies all the details concerning appeals.
Nature of and Reason for the Proposed Action
(explain below) This amendment refers readers to the specific regulatory section providing all the procedural and substantive details on appeals of decisions and strikes out such duplicative language from this section.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Code of Massachusetts Regulations Currentness
Title 205: Massachusetts Gaming Commission
Chapter 4.00: Rules of Horse Racing (Refs & Annos)

205 CMR 4.03

4.03: Appeal to the Commission

(1) A final appeal in the case of any person penalized or disciplined by the racing officials of a meeting licensed by the Commission, may be taken to the Commission~~.~~consistent with the provisions of 205 CMR 101.02.

~~(2) Such an appeal must be filed in writing at the office of the Commission within ten days of date of said penalty or imposition of said discipline.~~

~~(3) The request shall be signed by the person making it and must set forth his reason for believing he or she is entitled to a hearing.~~

~~(4) An applicant for a hearing will be heard in person and may be represented by counsel.~~

~~(5) All complaints and requests to the Commission must be in writing, and all papers filed with the Commission shall be the property of the Commission.~~

~~(6) An appeal from a decision of a racing official to the Commission shall not affect such decision until the Commission has acted upon the appeal, unless otherwise ordered by a court of~~

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~~competent jurisdiction. The Commission may vacate, modify or increase any penalty imposed by the Stewards and said decision of the Commission shall be final.~~

~~The Massachusetts Administrative Code titles are current through Register No. 1395, dated July 12, 2019~~

~~Mass. Regs. Code tit. 205, § 4.03, 205 MA ADC 4.03~~

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Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 4.30
Regulation Title	Racing Officials
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 7/19/2013
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal adds a procedure concerning the recusal of stewards for events over which they are officiating that involve a potential conflict of interest.
Nature of and Reason for the Proposed Action
(explain below) This amendment provides details concerning when a steward should recuse themselves from overseeing a race and the potential conflicts of interest that may exist. It further provides for a procedure to move forward in the event that a steward recuses themselves.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Code of Massachusetts Regulations Currentness
Title 205: Massachusetts Gaming Commission
Chapter 4.00: Rules of Horse Racing (Refs & Annos)

205 CMR 4.30

4.30: Racing Officials

(1) Officials at a race meeting include the following:

(a) stewards;

(b) racing secretary;

(c) horsemen's bookkeeper;

(d) paddock judge;

(e) horse identifier;

(f) clerk of scales;

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(g) outrider;

(h) starter;

(i) timer/clocker;

(j) patrol judge, absent video replay equipment;

(k) placing judge;

(l) official veterinarian;

(m) racing veterinarian;

(n) any other person so designated by the Commission.

(2) The Commission shall appoint two of the Stewards. All other officials designated in 205 CMR 4.30(1) shall be appointed by the Association holding the meeting, all appointments being subject to the approval of the Commission, which reserves the right to demand a change of personnel for what it deems good and sufficient reasons. The successor to official so replaced to be subject to the approval of the Commission.

(3) No one interested in the result of a race, either because of ownership of any horse entered, or of his or her sire or dam, or because of bets or otherwise, shall act as a racing official in respect to that race. This prohibition includes but is not limited to, a restriction on racing officials

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officiating over races in which any of the following individuals sharing a relationship with the racing official competes:

(a) a spouse, domestic partner, or life partner;

(b) a member of the racing official's immediate family; or

(c) anyone for whom the racing official's objectivity in the performance of their duties could reasonably be questioned, unless that official has publically disclosed, in writing, the appearance of a conflict of interest to the Director of Racing in advance of the subject race and the Director of Racing has approved the disclosure of an appearance of a conflict of interest.

(4) In the event that one of the stewards seeks to recuse themselves from judging a race because of the involvement of an individual identified in section 4(a)-(c), it shall be that steward's obligation to secure an alternate steward for the judging of the race, or in the alternative, to confirm that the two remaining stewards agree to proceed without the conflicted official. The selection of any alternate steward under these circumstances shall be subject to approval of the Director of Racing.

(~~4~~5) No such racing official or his or her assistants shall wager money or any other chattel of value on the result of any race at the meeting.

(~~5~~6) No such racing official or his or her assistants shall accept, directly or indirectly, any gratuity reward or favor in connection with racing at the meeting.

(~~6~~7) No such racing official or his or her assistants shall, at the meeting, directly or indirectly, buy or sell any contract upon any jockey or apprentice jockey for himself or another.

(~~7~~8) No such racing official or his or her assistants shall write or solicit horse insurance at the meeting.

(~~8~~9) Each racing official and his or her assistants shall report to the Stewards all observed violations of 205 CMR 4.00.

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(~~9~~10) The Commission may, at its discretion, require an eye test of any Steward, Placing Judge or Patrol Judge, said test to be given by a licensed optometrist. The test to include particularly distance and color.

The Massachusetts Administrative Code titles are current through Register No. 1395, dated July 12, 2019

Mass. Regs. Code tit. 205, § 4.30, 205 MA ADC 4.30

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Regulation Review Checklist

Agency Contacts for This Specific Regulation		
Name	**Email**	**Phone**
Justin Stempeck		
Alexandra Lightbown		

Overview	
CMR Number	205 CMR 101.02
Regulation Title	Appeal to the Commision
☒ **Draft Regulation**	☐ **Final Regulation**

Type of Proposed Action
✓ **Please check all that apply**
☐ Retain the regulation in current form.
☐ New regulation (Please provide statutory cite requiring regulation):
☐ Emergency regulation (Please indicate the date regulation must be adopted):
☒ Amended regulation (Please indicate the date regulation was last revised): 7/13/2018
☐ Technical correction
☐ Other Explain:

Summary of Proposed Action
Please describe the purpose of the regulation:
The proposal updates timeline information concerning racing appeals and clarifies the nature of discovery in appeals involving racing medication violations
Nature of and Reason for the Proposed Action
(explain below) This amendment adds language concerning the timeframes involved in filing racing appeals. It also simplifies the procedures concerning discovery in racing medication appeals by making the process more standardized.

Regulation Review Checklist

Additional Comments or Issues Not Earlier Addressed by this Review	
Required Attachments	
✓ **Please check all that apply**	
☒ Redlined version of proposed amendment to regulation, including repeals	☐ Clean copy of the regulation if it is a new chapter or if there is a recommendation to retain as is
☐ Text of statute or other legal basis for regulation	
☒ Small Business Impact Statement (SBIS)	☐ Amended SBIS

Legal Division

SMALL BUSINESS IMPACT STATEMENT

The Massachusetts Gaming Commission ("Commission") hereby files this Small Business Impact Statement in accordance with G.L. c. 30A, §2 relative to the proposed amendment of 205 CMR 101.00: Adjudicatory Proceedings. Specifically, **205 CMR 101.02: Review of Orders or Civil Administrative Penalties/Forfeitures Issued by the Bureau, Commission Staff, or the Racing Division** adds language concerning the timeframes involved in filing racing appeals. It also simplifies the procedures concerning discovery in racing medication appeals by making the process more standardized.

Notice of this amendment was filed on this day with the Secretary of the Commonwealth. This amendment was also developed as part of the process of promulgating regulations governing the operation of gaming establishments in the Commonwealth, and is governed by G.L. c.23K, §4(28), 5, and G.L. c.30A.

These amendments apply directly to racing licensees and employees. As racing licensees consist of horse owners and trainers that can be small businesses, these amendments will impact small businesses of this nature. In accordance with G.L. c. 30A, § 2, the Commission offers the following responses:

1. Estimate of the number of small businesses subject to the proposed regulation:

   It is difficult to determine how many of the licensed racehorse owners and trainers in Massachusetts are small businesses. However, there are currently approximately 700 Thoroughbred and Standardbred owners and trainers combined.

2. State the projected reporting, recordkeeping and other administrative costs required for compliance with the proposed regulation:

   There are no additional projected reporting, recordkeeping or administrative costs created by this amendment anticipated to affect these small businesses.

3. State the appropriateness of performance standards versus design standards:

   The amendments described are prescriptive in nature. They are appropriate because every participant should have access to a uniform regulatory process. The best way to ensure this uniformity is via prescriptive rule of procedure.

4. Identify regulations of the promulgating agency, or of another agency or department of the commonwealth, which may duplicate or conflict with the proposed regulation:

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There are no conflicting regulations in 205 CMR, and the Commission is unaware of any conflicting or duplicating regulations of any other agency or department of the Commonwealth.

5. State whether the proposed regulation is likely to deter or encourage the formation of new businesses in the commonwealth:

   As a general matter, the proposed amendments are not likely to deter or encourage the formation of new businesses in the Commonwealth.

Massachusetts Gaming Commission
By:

_____
Shara N. Bedard
Paralegal

Dated: _____

DRAFT

Code of Massachusetts Regulations Currentness
Title 205: Massachusetts Gaming Commission
Chapter 101.00: M.G.L. C. 23k Adjudicatory Proceedings (Refs & Annos)

205 CMR 101.02

101.02: Review of Orders or Civil Administrative Penalties/Forfeitures Issued by the Bureau, Commission Staff, or the Racing Division

(1) An aggrieved party may file a request for review of an order, decision, or civil administrative penalty issued by the Bureau, where applicable, relative to the interpretation or application of a statute, regulation, or other applicable authority, or order, decision, or forfeiture issued by the racing judges or stewards, other than those enumerated in 205 CMR 101.01(2), with the clerk of the commission on a form provided by the clerk. A request for review shall not operate as a stay of the order, decision, or civil administrative penalty/forfeiture unless specifically allowed by the hearing officer upon motion of the aggrieved party. A request for a stay may be allowed at the hearing officer's discretion if one or both of the following two circumstances are present:

(a) 1. there is a likelihood that the party seeking the stay will prevail on the merits of the case; and

2. there is a likelihood that the moving party will be harmed irreparably absent a stay.

(b) 1. the consequences of the decision(s) to be made in the case are far-reaching;

2. the immediate impact upon the parties in a novel and complex case is substantial; or

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3. a significant legal issue(s) is involved.

(2) All requests for review, aside from those for civil administrative penalties or an appeal in the case of any person penalized or disciplined by the racing officials of a meeting licensed by the Commission, must be filed no later than 30 days from the date of the order or decision. The request for review of a civil administrative penalty issued by the Bureau pursuant to M.G.L. c. 23K, § 36 shall be filed within 21 days after the date of the Bureau's notice of issuance of the civil administrative penalty and such a request must comply with the provisions of M.G.L. c. 23K § 36(e). The request for an appeal in the case of any person penalized or disciplined by the racing officials of a meeting licensed by the Commission must be filed within ten days of the date of said penalty or imposition of said discipline.

In the case of the temporary suspension of a license by the Bureau in accordance with M.G.L. c. 23K, § 35(e), a licensee shall be entitled to a hearing before a hearing officer within seven days after the suspension was issued.

(3) The request for review shall include:

(a). contact information of the party requesting review;

(b) contact information of counsel representing the party requesting review, if any;

(c) a specific description of the basis for the request for review. In the event that a temporary suspension has been issued in accordance with M.G.L. c. 23K, § 35(e), at its election, the licensee may include a request that the hearing be scheduled within seven days of the date of the issuance of the suspension. If the matter involves a civil administrative penalty, the request shall include a written statement denying the occurrence of any of the acts or omissions alleged by the Bureau in the notice, or assert that the amount of the proposed civil administrative penalty is excessive; and

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(d) a copy of the order or fine that is the subject of the request for review.

(4) The failure of a party to provide a specific description of the basis for the request for review in accordance with 205 CMR 101.03(3)(c) shall be grounds for dismissal of the request per the discretion of the hearing officer.

(5) Upon receipt, the clerk shall assign the request for review to a hearing officer and schedule the hearing. Mailing of notice to the address on record with the commission, or emailing the notice to the email address provided by the licensee or registrant on their application for licensure or registration shall be deemed satisfactory notice. The notice of hearing shall contain:

(a) The name of the petitioner; and

(b) The date, time and place of the hearing.

(6) Any adjudicatory hearing conducted under 205 CMR 101.02 may be closed to the public at the request of either party in order to protect the privacy interests of either party or other individual, to protect proprietary technical information including, but not limited to, software, algorithms and trade secrets, or for other good cause shown. Any such request may be opposed by the other party. The final determination rests in the sole discretion of the hearing officer.

(7) (a) Upon receipt of the appeal, the hearing officer shall, within ten days, schedule a telephone status conference with all parties. During the status conference the hearing officer shall:

1. Address any argument that the proceeding should proceed under 801 CMR 1.01: *Formal Rules;*

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2. Establish a briefing schedule including deadlines for the filing of the petitioner's brief and providing for a reasonable amount of time for the respondent to file a reply brief;

3. Establish deadlines for the filing of a witness list and exhibit list at reasonable amount of time before the hearing date;

4. Establish a briefing schedule with respect to any anticipated motions including deadlines for the filing of the movant's brief and providing for a reasonable amount of time for the respondent to file a reply brief;

5. After completion of the status conference, the hearing officer shall issue a written order memorializing all deadlines and provide it to all parties.

(b) After the initial status conference, either party may file a brief explaining how they believe the matter should be decided including the specific relief requested. No late briefs shall be accepted without express permission of the hearing officer. No sur-reply briefs shall be accepted without express permission of the hearing officer. No brief shall be longer than 15 double-spaced pages without express permission of the hearing officer.

A party may request permission to file a brief longer than 15 pages. Such request shall be filed with the clerk who will forward it to the hearing officer for review. The request must be in writing and state the number of additional pages requested. It shall be up to the discretion of the hearing officer as to whether to grant such request. If the hearing officer grants a request for additional pages, the clerk shall forward the order of the hearing officer to all parties and all parties shall have the right to file such additional number of pages.

(8) With or without the submission of a brief, each party shall submit a copy of all written documentary evidence they intend to offer for consideration by the hearing officer as well as a list of all witnesses that the party intends to present at the hearing.

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The documentary evidence and witness lists shall be provided on or before the date determined by the Hearing Officer during the initial status conference. Failure to submit a brief shall not preclude a party from submitting written evidence or calling witnesses to be considered by the hearing officer. Upon request, the petitioner shall be provided an opportunity in advance of the hearing to examine and copy the entire content of their case file and all other documents to be used by the commission, bureau, or racing division. All materials submitted to the clerk/hearing officer including, but not limited to, briefs, evidence and witnesses lists, shall be contemporaneously provided to the all other parties and their counsel via first-class mail or e-mail. Evidence or witnesses that are filed without providing reasonable notice to the opposing party may be precluded at the hearing officer's discretion.

(9) All requests for extensions of time to file a brief or to reschedule a hearing date shall be made in writing and filed with the clerk. No request for extension of time to file a brief or to reschedule a hearing shall be considered unless it is made at least seven days prior to the hearing date or briefing deadline. The clerk of the commission may issue orders on procedural and scheduling matters consistent with M.G.L. c. 23K and 205 CMR in order to further the efficient administration of the commission's hearings process. The clerk may provide an extension of time to file a brief or reschedule a hearing date in the clerk's discretion and for good cause shown. The clerk shall send the order granting an extension of time to file a brief or the rescheduling of a hearing date to all parties. Any order shall include the number of days granted for the extension of time or the new date for the rescheduled hearing. Absent extenuating circumstances, no hearing shall be rescheduled more than once.

In the event of the appeal of a decision by the Racing judges or stewards, if the petitioner fails to appear at the hearing, the Hearing Officer, after determining that the petitioner received proper notice of the hearing, shall dismiss the matter. In the event of a matter before the hearing officer concerning an action taken by the bureau, the bureau may proceed with a hearing before the Hearing Officer, even in the absence of the petitioner, after determining that the petitioner received proper notice of the hearing.

(10) Hearings held before the hearing officer pursuant to 205 CMR 101.02 shall be adjudicatory proceedings conducted in accordance with M.G.L. c. 30A, §§ 10 and 11. All hearings shall be further held under 205 CMR 101.00, as applicable, and 801 CMR 1.02: *Informal/Fair Hearing Rules* unless the applicant/petitioner makes a written request for.a hearing under 801 CMR 1.01: *Formal Rules.* In that event the

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hearing officer shall determine, based on the facts and circumstances of the matter, whether 801 CMR 1.01 or 1.02 will apply in order to ensure a fair outcome. Such determination shall be based on such factors as the complexity of the issues presented, whether all parties are represented by counsel, and similar considerations. Conflicts between 801 CMR 1.01 or 1.02 and 205 CMR 101.00 shall be resolved in favor of 205 CMR 101.00. If the hearing officer grants a request that a hearing be held pursuant to 801 CMR 1.01 Formal Rules, the provisions of 801 CMR 1.01 (1), (2), (3), (5), (6), (11) and (14) shall not apply.

(11) (a) There shall be no motions or formal discovery allowed in hearings under 205 CMR 101.02 ~~205 CMR 101.03 and 101.04~~ unless, upon the request of a party and for good cause shown, the hearing officer allows such motions or formal discovery request to be served. In the event that motions or formal discovery are allowed by the hearing officer, the hearing officer shall also set forth a reasonable schedule for responding to such motions or discovery requests.

(b) In the event that the hearing concerns an appeal from a decision of the Racing Judges involving a violation of 205 CMR 3.29, 205 CMR 101.02(11)(a) shall not apply and the formal discovery (beyond those documents submitted by the Racing Division in support of its decision) shall be limited to the production of the Laboratory Documentation package of the Commission approved laboratory. The Laboratory Documentation Package shall comply with industry best practices as established by the Racing Medication and Testing Consortium's Laboratory Accreditation Requirements and Operating Standards, Appendix C.

(12) A written transcript or electronic record of each hearing shall be created and all witnesses presenting testimony shall be sworn to testify under oath.

(13) In addition to the duties and powers of the hearing officer under 801 CMR 1.02(10)(f), the hearing officer shall make all factual and legal findings necessary to reach a decision, including evaluating the credibility of all witnesses and evidence presented. The hearing officer may ask questions of a party or a witness at the hearing. The hearing officer can request additional information from any party and may recess or continue the hearing to a later date. Any party to such a hearing shall be entitled to issue subpoenas as approved by the hearing officer in compliance with 205 CMR 101.02(11) and in accordance with M.G.L. c. 30A, § 12(3). The hearing officer may

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request a post-hearing brief from the parties and shall determine the page limit for such brief and the time by which it must be submitted. The parties may request leave of the hearing officer to submit a post-hearing brief as long as such a request is made within ten days of the hearing.

(14) The standard of review of an order or fine issued by the bureau or the racing division shall be the substantial evidence standard unless a different standard is required by M.G.L. c. 23K or M.G.L. c. 128A or M.G.L. c.128C. The hearing officer shall conduct a review of the matter, making findings of fact and conclusions of law to render a decision. The hearing officer shall affirm the order issued by the bureau or the racing division if there is substantial evidence to support it.

(15) The hearing officer shall issue a written decision as soon as administratively feasible after the close of the hearing. The written decision shall include findings of fact and conclusions of law and shall clearly state the basis for the hearing officer's decision. The hearing officer shall file its decision with the clerk. The decision of the hearing officer shall be the final decision of the commission unless a request for appeal to the commission is filed by a party to the proceeding within 30 days of the date of the hearing officer's decision. In the event of a timely filed appeal of a civil administrative penalty to the commission, payment of any such penalty shall be stayed through the final decision by the commission.

(16) The clerk shall send a copy of the decision to all parties and shall include with the decision a letter stating that a party may request appeal of the hearing officer's decision by the commission and describing the process for requesting an appeal by the commission.

(17) The hearing officer is authorized to certify any matter directly to the commission. The exercise of such authority will generally be reserved for matters of first impression or those which present extraordinary or unique circumstances. Either party may also request that the hearing officer certify such a matter for commission review. The commission may accept and review the matter or may remand the matter to the hearing officer. In the event that the commission accepts the matter, such hearings will be conducted in accordance with 205 CMR 101.02 in which the commission will

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perform the hearing officer's functions. Appeals of such decisions may be taken in accordance with M.G.L. c.30A in lieu of 205 CMR 101.03.

The Massachusetts Administrative Code titles are current through Register No. 1392, dated May 31, 2019

Mass. Regs. Code tit. 205, § 101.02, 205 MA ADC 101.02

End of Document

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SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

Social and Economic Impacts of Plainridge Park Casino

Rachel A. Volberg
School of Public Health & Health Sciences
UMass Amherst

Mark Melnik
Economic & Public Policy Research
UMass Donahue Institute

November 7, 2019

2011 Expanded Gaming Act

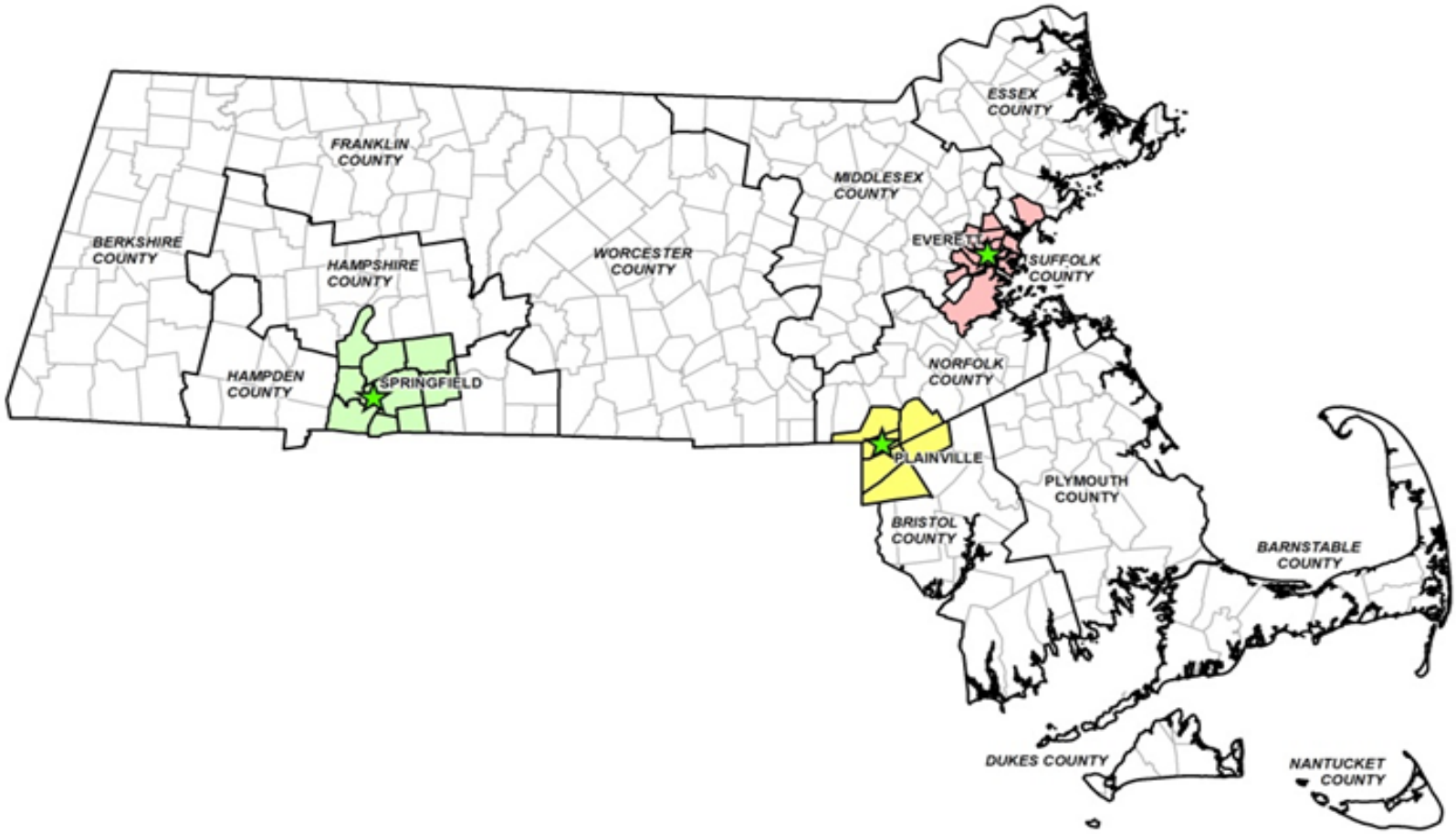
- Allows for resort style casinos in three geographically diverse regions
- No more than one casino in each region
- Allows for one slot parlor statewide (not geographically restricted)

Legislative Mandate

- Section 71 of Expanded Gaming Act requires MGC to establish an "annual research agenda" to assist in understanding the social and economic effects of casino gambling in MA & in making annual scientifically-based recommendations to the Legislature

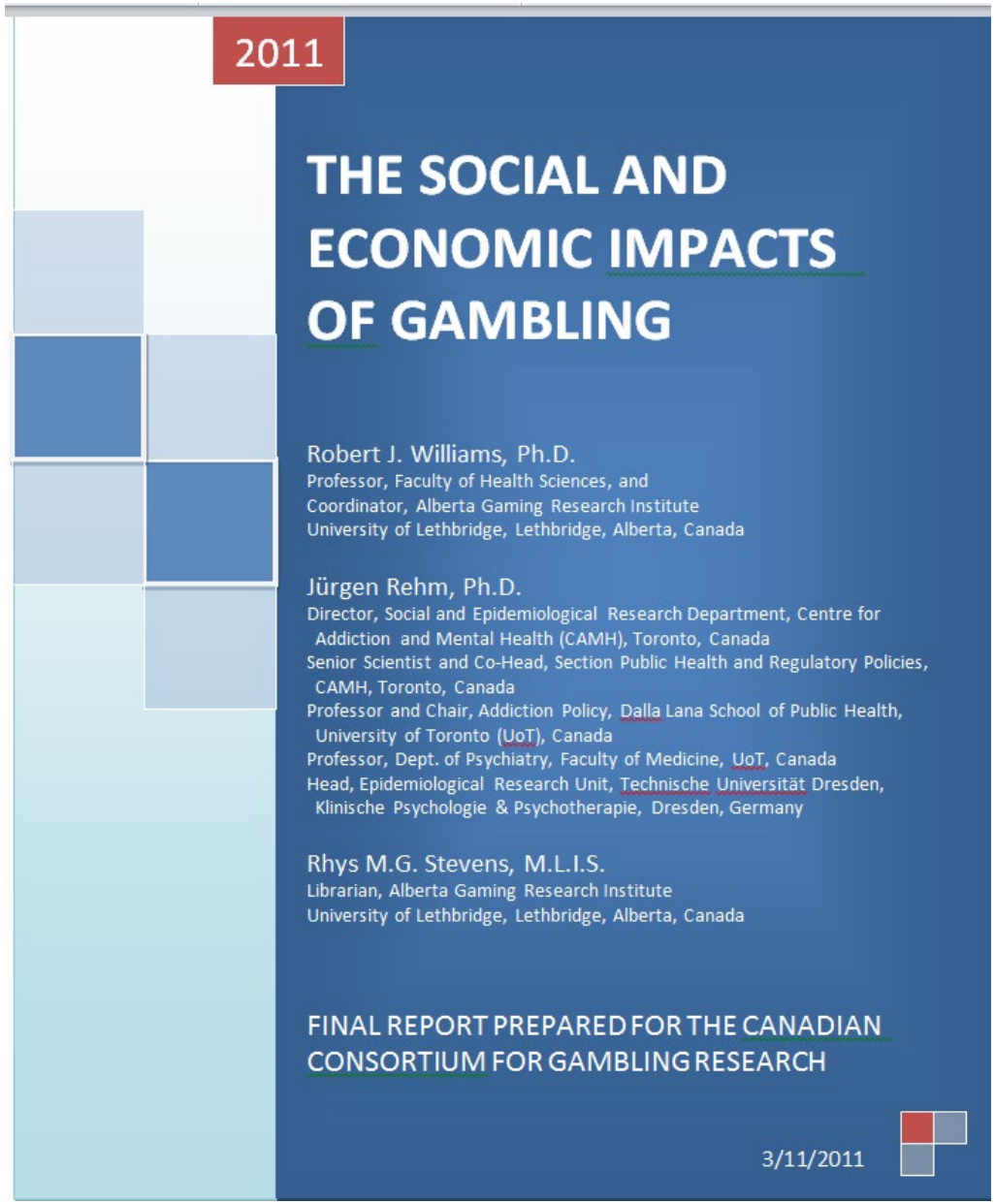
- Essential elements of the research agenda:
  - Understand the social & economic effects of expanded gambling
  - Baseline study of problem gambling and existing prevention & treatment programs
  - Facilitate independent studies to obtain scientific information relevant to enhancing responsible gambling and minimizing harmful effects

Host & Surrounding Communities (H&SC)



Plainridge Park Casino (PPC)

Venue	Host Community	Surrounding Communities	Opening Date	Current Gambling Availability	Notes
Slot Parlor	Plainville	Attleborough Foxborough Mansfield North Attleborough Wrentham	June 24, 2015	• 1,249 slots + electronic table games • live harness racing track + simulcast betting • several instant ticket and lottery ticket terminals	• Harness racing since 1999 • Casino expansion cost $150.2M • 196,000 sq ft for casino operations • several restaurants & bars • Owned by Penn National



2011

THE SOCIAL AND ECONOMIC IMPACTS OF GAMBLING

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FINAL REPORT PREPARED FOR THE CANADIAN CONSORTIUM FOR GAMBLING RESEARCH

3/11/2011

284 page report

492 theoretical and empirical studies reviewed

Documented findings of all the empirical (200+) studies (only 7 deemed to have used ‘excellent’ methodology)

Proposed methodological approach that made theoretical sense, enshrined economic principles and social impact considerations, and was simple to use

SEIGMA Methodological Principles

- Measure 'Impacts' rather than 'Costs & Benefits'
- Avoid applying arbitrary monetary values to impacts that are clearly non-monetary in nature
- Create a profile of the impacts rather than trying to combine them into a singular aggregate value

SEIGMA Methodological Principles

- Identify how much money is involved, where it is coming from, and where it is going
- Assess impacts for years before and for years after the introduction of new gambling venues
- Comprehensively assess *all* potential economic and social impacts and utilize multiple sources of info for triangulation
- Compare changes to those observed in Matched Control Communities

SEIGMA Study Design

	Baseline			Operational: Construction			Operational: Post-Opening		
	Focus Groups	Key Informant Interviews	Patron & License Plate Survey	Casino Employee Survey	Gambling Venue & Gov't Data	Targeted Surveys	Population Surveys	Treatment & Prevention	Secondary Data Collection & Analysis
Prior to 2013									
2013									
2014									
2015									
2016									
2017									
2018									
2019									
2020									

SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

This presentation is top-level summary of a much more detailed 80+ page report

www.umass.edu/seigma/reports

Social and Economic Impacts of Plainridge Park Casino: 2018

Report to the Massachusetts Gaming Commission & the Massachusetts Department of Public Health

June 13, 2019

SOCIAL & HEALTH IMPACTS

PROBLEM GAMBLING (PG) AND RELATED INDICES	Prevalence and Incidence
	Treatment Seeking
	Personal Bankruptcy
	Divorce, Separation, Domestic Violence, Child Abuse/Neglect
	Suicide
CRIME	Overall Crime Rates
	Illegal Gambling
ATTITUDES	Attitudes toward Gambling
POPULATION HEALTH	Physical and Psychological Health
	Substance Use and Addictions
	Leisure Activity
DEMOGRAPHICS	Demographic Changes
ENVIRONMENT	Traffic (Volume, Accidents)
	Noise

Problem Gambling & Related Indices

- **<u>Plainville and Surrounding Communities:</u>**
  - No significant changes in problem gambling or related indices have likely occurred
    - No significant change in PG or At-Risk Gambling in Baseline Targeted Population Survey (BTPS) of Plainville in 2014 to Follow-Up (FTPS) in 2016
    - No significant change from BTPS-Plainville to FTPS-Plainville in % of PG wanting help or seeking help

Problem Gambling & Related Indices

- **<u>Plainville and Surrounding Communities:</u>**
  - No significant changes in problem gambling or related indices have likely occurred
    - No significant change from BTPS-Plainville to FTPS-Plainville in % of regular gamblers reporting negative impacts due to gambling
    - No change in personal bankruptcy filings in Norfolk County, where Plainville is situated
    - No changes in divorce filings, restraining orders, and cases of child welfare involvement in Norfolk County

Problem Gambling & Related Indices

Social & Health Impacts

Plainville Key Informants:

"I don't really see any impact on the health and well-being of the people of Plainville. Conditions now seem to be as they were prior to the opening of the casino."

Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, Mar 1, 2018

"…residents have not come to us with concerns that there has been an increase in problem gambling."

Jennifer Thompson, Town Administrator, Plainville, MA, Jan 25, 2018.

Attitudes

- **<u>Plainville and Surrounding Communities:</u>**
  - Evidence of a significant change of attitudes toward gambling in the Baseline Targeted Population Survey (BTPS) of Plainville in 2014 to Follow-Up (FTPS) in 2016
    - Availability: decrease in the percentage of people who indicated that gambling is not available enough and a corresponding increase in the percentage of people who believed the current availability of gambling is fine

Attitudes

- **<u>Plainville and Surrounding Communities:</u>**
  - Evidence of a significant change of attitudes toward gambling in the Baseline Targeted Population Survey (BTPS) of Plainville in 2014 to Follow-Up (FTPS) in 2016
    - State impact: decrease in the percentage of people who believe that casinos will be beneficial to Massachusetts and a corresponding increase in the percentage of people who believe they will be neither beneficial or harmful
    - Community impact: increase in the percentage of people who believe the new casino in their community will be neither beneficial nor harmful to their community rather than beneficial

Population Health

- **<u>Plainville and Surrounding Communities:</u>**
  - No evidence of any change in population health
    - No significant change from BTPS-Plainville to FTPS-Plainville in health, happiness, or stress
    - No significant change from BTPS-Plainville to FTPS-Plainville in % of people who reported seeking help for their use of alcohol or drugs or who reported having a behavioral addiction

ECONOMIC & FISCAL IMPACTS

SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

Economic & Fiscal Impacts of Plainridge Park Casino

Dr. Mark Melnik

Economic & Public Policy Research

UMass Donahue Institute

Analytical Framework
Economic and Fiscal Research

Employment

- **<u>Plainville and Surrounding Communities:</u>**
  - Evidence of an increase in employment numbers in the town of Plainville
    - Plainville's 372 businesses employed 4,614 people in 2016, an increase of 17.3% since 2014. This compares to 4.0% state growth and 3.2% in Norfolk and Bristol counties.

Employment

Plainville Key Informants:

"One of the things that [the casino] promised to do was to reach out to Plainville folks first in terms of employment which they did. They kept their word. […] They are our largest employer in Plainville. It has certainly had an impact."

Jennifer Thompson, Town Administrator, Plainville, MA, Jan 25, 2018.

"As far as employment goes, it has definitely been a positive impact."

Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, Mar 1, 2018.

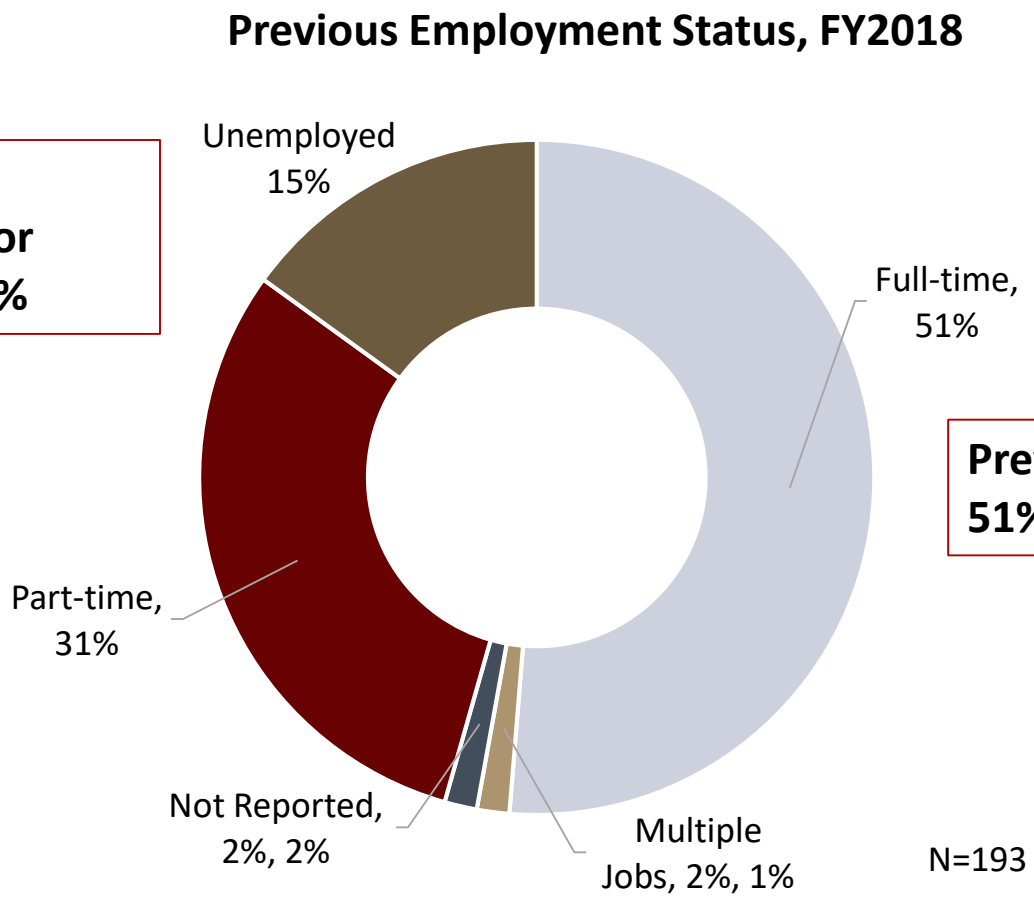
New Employee Survey

- **Who are the employees?**
  - Previous employment status
  - Previous industry
  - Residence
  - Educational attainment
  - Reasons for seeking jobs at PPC
- **Areas of growth**
  - Survey findings

Casino employment is creating opportunities for people previously underemployed

Economic & Fiscal Impacts

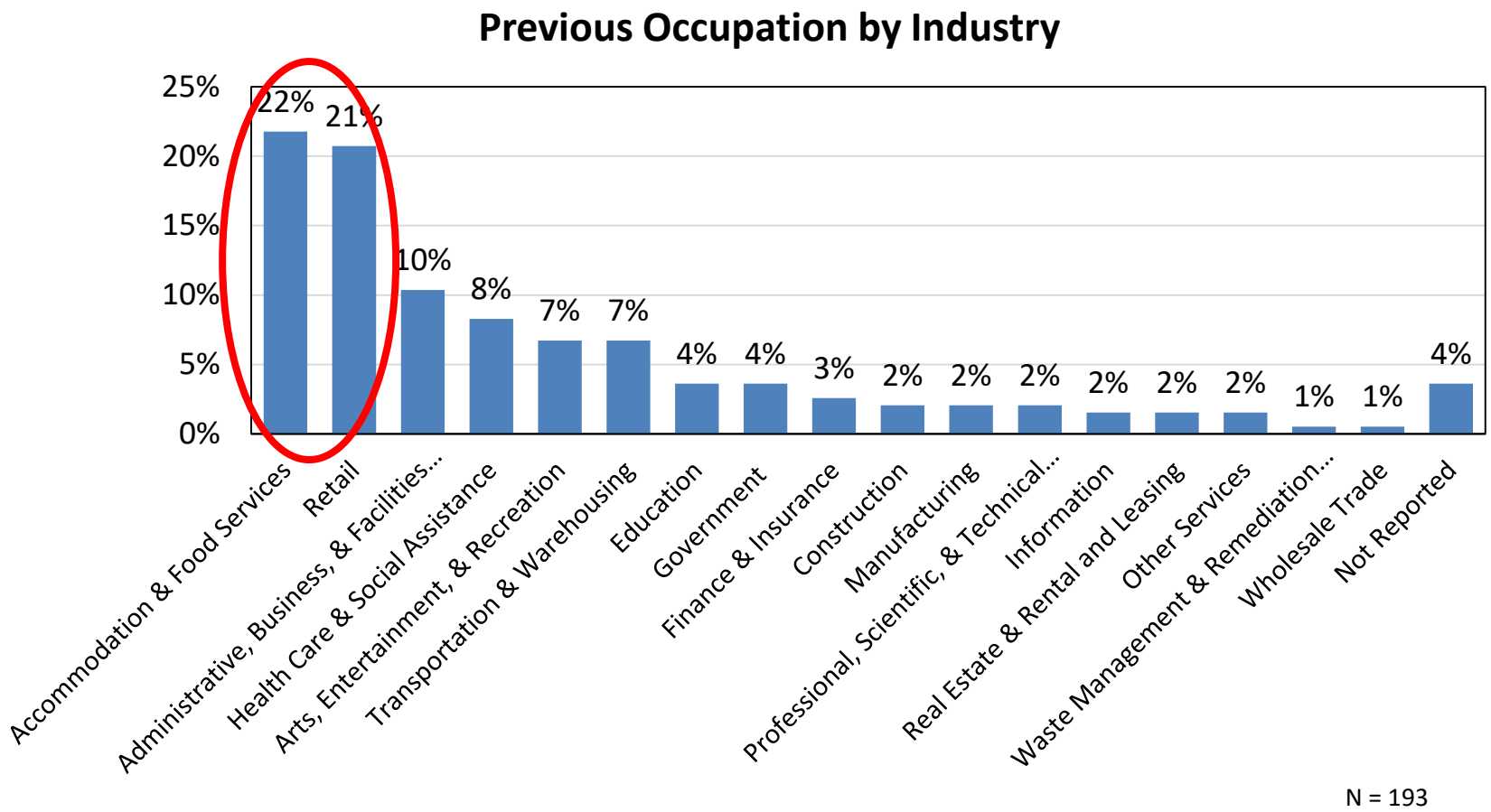
Previously unemployed or part-time: 46%



Previously full-time: 51%

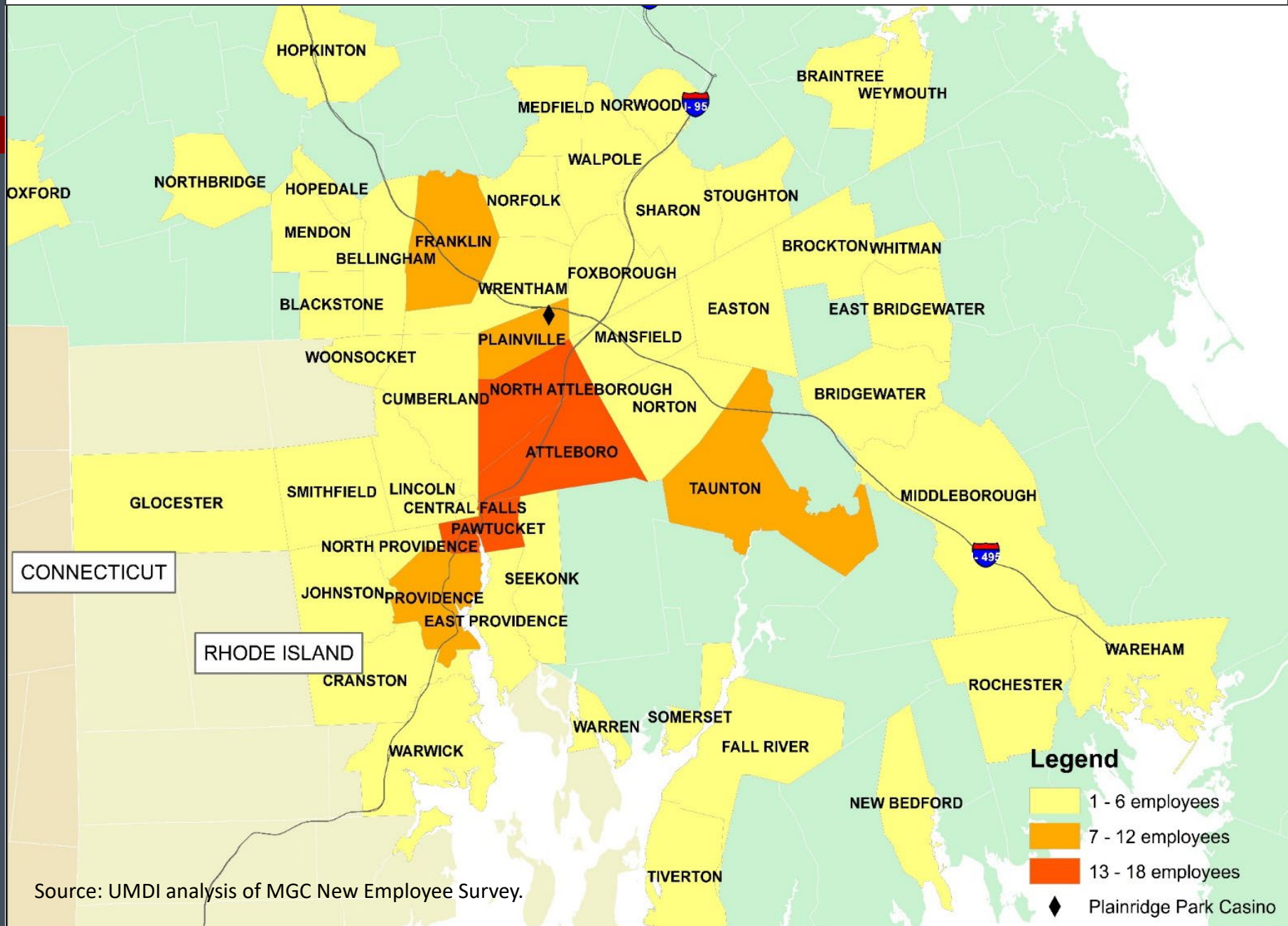
Source: UMDI analysis of MGC New Employee Survey. Percentages may not sum to 100 percent due to rounding.

Most new hires came from Accommodation & Food Services or Retail industries



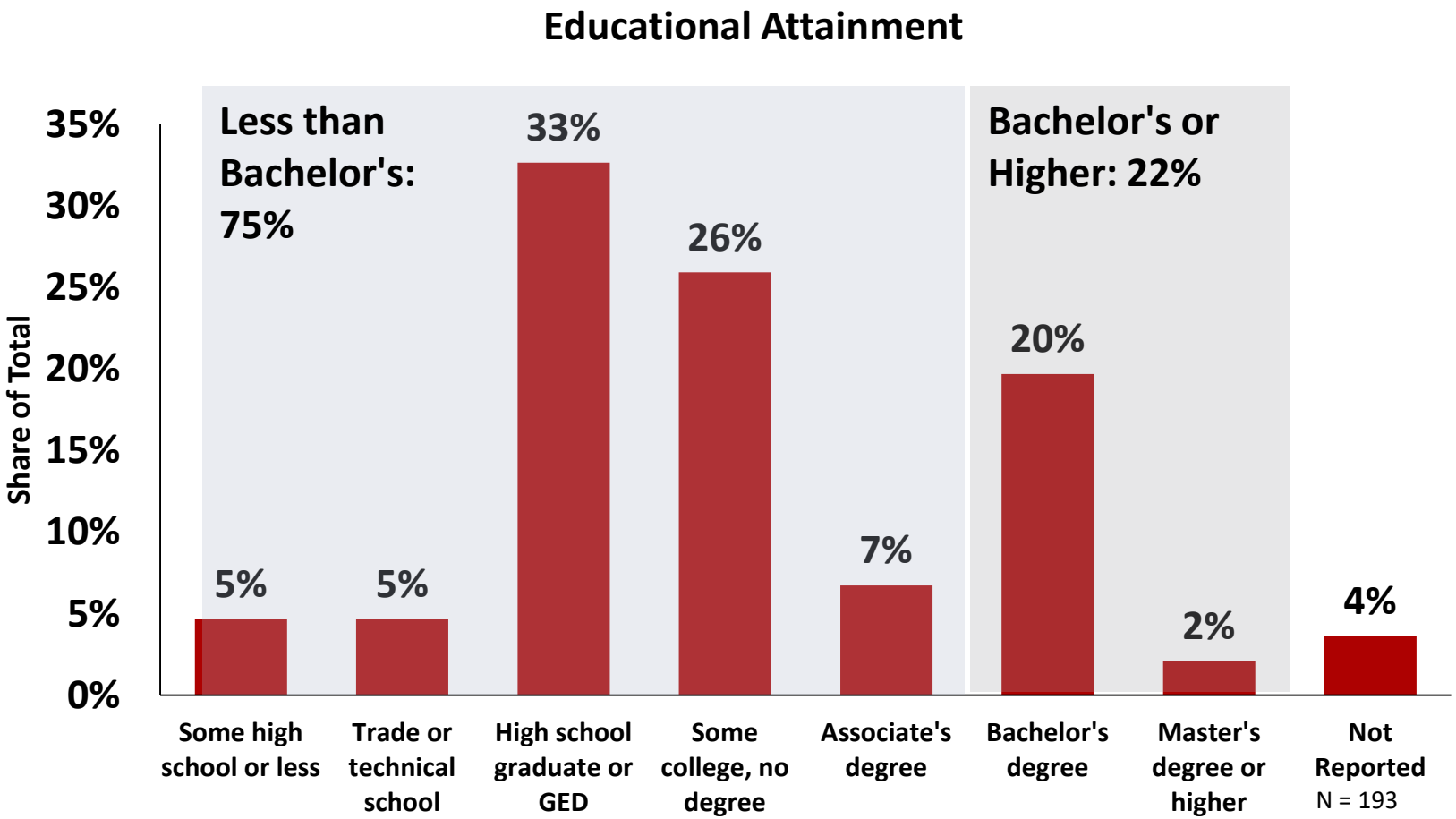
Source: UMDI analysis of MGC New Employee Survey. Percentages may not sum to 100 percent due to rounding.

Most new hires live in the surrounding communities or RI



Source: UMDI analysis of MGC New Employee Survey.

Casino employment is creating opportunities for people with lower levels of formal education



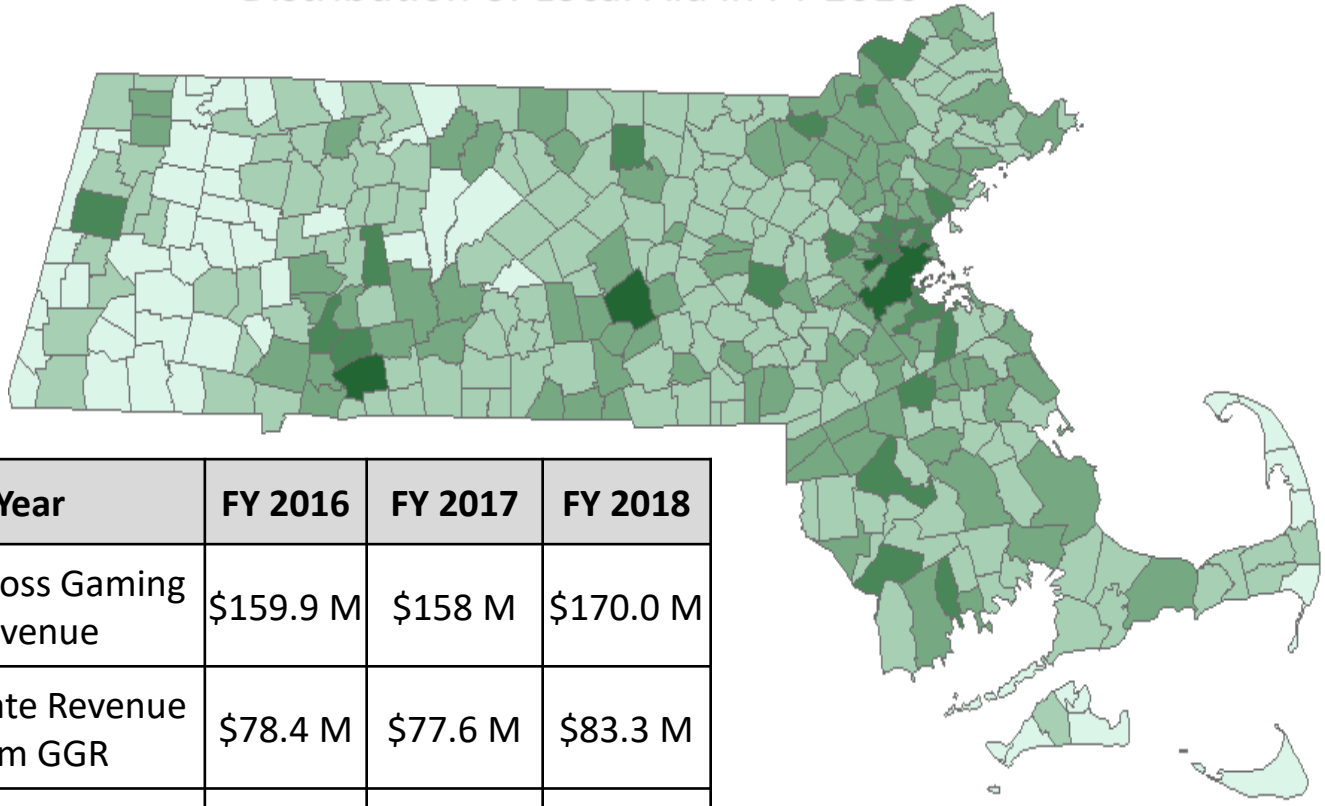
Source: UMDI analysis of MGC New Employee Survey. Percentages may not sum to 100 percent due to rounding.

Government and Fiscal

- **<u>Plainville and Surrounding Communities:</u>**
  - Some increased costs
  - Revenue from local aid and host and surrounding community agreements

Government and Fiscal

Distribution of Local Aid in FY 2016



Year	FY 2016	FY 2017	FY 2018
Total Gross Gaming Revenue	$159.9 M	$158 M	$170.0 M
New State Revenue from GGR	$78.4 M	$77.6 M	$83.3 M
New Local Aid to MA Cities and Towns	$64.0 M	$63.3 M	$68.0 M

Government and Fiscal

Plainville's Host Community Agreement:

- $1.5M property taxes (+2.5% each year), annually
- $100,000 Community Impact Fee, annually
- $2.7M annually (first 5 years)
  - 1.5% PPC GGR, 6th-10th years
  - 2.0% PPC GGR, 11th+ years
- $816,000 building permit fees

Government and Fiscal

"It is the only town hall and public safety building in Massachusetts where not a penny of tax dollars had to be used, which is amazing. The residents were thrilled. [...] The host community agreement, we have only used for capital projects. We used it twice. Once to buy an open space parcel. So it has preserved 103 acres of open space in Plainville and the second one is the town hall and the public safety building."

Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview.

Summary of Impacts

SOCIAL and HEALTH IMPACTS		Change from baseline to follow up
Problem Gambling and Related Indices	Prevalence and Incidence of Problem Gambling; Treatment Seeking for Problem Gambling	↔
	Financial Problems, Bankruptcy, Employment Problems	↔
	Divorce, Separation, Domestic Violence, Child Abuse and Neglect; Suicide	↔
Crime	Overall Crime Rates; Illegal Gambling	↔
Attitudes	Attitudes Towards Gambling	↓ ↑
Population Health & Leisure	Physical and Psychological Health; Substance Use and Addictions; Leisure Activity	↔
Demographics	Population; Educational System	↔
Environment	Traffic (accidents, volume); Noise	↑

Summary of Impacts

ECONOMIC AND FISCAL IMPACTS		Change from baseline to follow up
Direct Casino Expenditure and Revenue	Plainridge Park Casino	↑
Business Establishments	Number of Business Establishments; Impacts on Other Types of Gambling	↑
Employment	Employment Levels, Labor Force Participation	↑
Personal Income	Wages	↑
	Poverty Rate	↓
	Gambling Participation in Relation to Income	TBD
Real Estate and Housing	Property Values; Residential Building Permits; Rental Costs	↔
Government and Fiscal	Expenditure	↑
	Revenue	↑

SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

Plainville Social & Health

SEIGMA FACT SHEET NUMBER 10 JUNE 2019

Social and Health Impacts of Plainridge Park Casino (PPC) in Plainville

One year prior to PPC opening (2014), the SEIGMA team conducted a survey to understand gambling participation and attitudes toward gambling in the casino host community of Plainville and the surrounding communities of Attleborough, Foxborough, Mansfield, North Attleborough, and Wrentham. A second survey was conducted in 2016-2017 after the casino had been open for one year. This fact sheet summarizes the responses from these two surveys. For additional information, see the *Social and Economic Impacts of Plainridge Park Casino: 2018* report.

There were few changes in Plainville and surrounding communities from before the opening of PPC to one year after. There has been no change in:

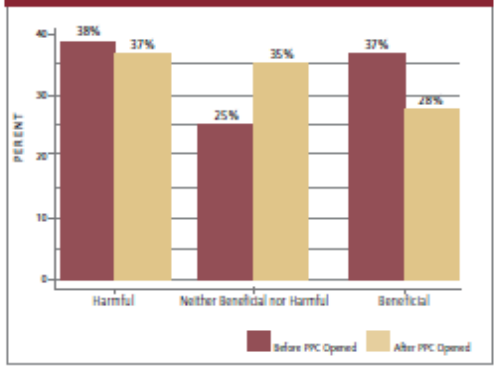
- Rate of problem gambling or related indices (bankruptcy, divorce/separation, domestic violence, suicide, etc.)
  - Likely a result of people already gambling in casinos due to the close proximity of Rhode Island and Connecticut casinos
- Overall gambling participation or the percentage of people who consider gambling to be an important leisure activity
- Broader population characteristics or population health (health, happiness, stress, substance use, addiction)

Social & Health Impacts		Change from before PPC opened to after
Problem Gambling & Related Indices	Rate of Problem Gambling	↔
	Financial Problems or Employment Problems	↔
	Divorce; Separation; Domestic Violence; Child Abuse and Neglect; Suicide	↔
Attitudes	Attitudes Toward Gambling	↓↑
Population Health & Leisure	Physical and Psychological Health; Substance Use and Addictions; Leisure Activity	↔
Demographics	Population	↔

Residents of Plainville and the surrounding communities did change their attitudes toward gambling:

- Three-quarters of people (74%) reported being satisfied with the opportunities of gambling in 2016 compared to 2014 (61%)
- Only half as many people (12%) felt that gambling was not available enough compared to before the casino opened (25%)
- Half as many people (4%) believed casinos would be very beneficial to MA compared to before the casino opened (8%)
- Over one third of people (35%) had neutral opinions about the perceived impact of PPC to their own community (i.e., believing it will be neither beneficial or harmful) compared to before the casino opened (25%)

Perceived Impact of PCC on Community



SEIGMA PROJECT OVERVIEW

SEIGMA is a project that uses experts from several disciplines to carry out the different parts of the Massachusetts Gaming Commission's research effort. The project team is dedicated to working closely with many other groups throughout the Commonwealth. The study uses a state-of-the-art design, rigorous data collection and research methods, and a careful analytic approach to establish the effects of casino gambling at state, regional, and local levels. The SEIGMA team collects its own data as well as using data gathered by other organizations. The SEIGMA study is funded by the Massachusetts Gaming Commission.

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SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS
UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

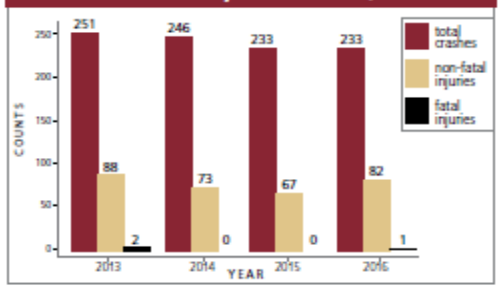
Plainville Traffic
SEIGMA FACT SHEET NUMBER 11
JUNE 2019

Impact of Plainridge Park Casino (PPC) on Traffic Issues in Plainville

This fact sheet provides an overview of the traffic conditions before and after the construction (beginning in April 2014) and opening (June 2015) of PPC. Traffic volumes, crashes, and complaints were studied in Plainville and the surrounding communities of Attleborough, Foxborough, Mansfield, North Attleborough, and Wrentham. For more information see the *Social and Economic Impacts of Plainridge Park Casino: 2018* report.

There was no change in the number of crashes or injuries in Plainville from before, during, or after the construction of PPC.

Vehicle Crashes and Injuries in Plainville, 2013-2016



Source: *MA Department of Transportation*

The average number of recorded traffic collisions and complaints did increase in the two years after PPC's opening compared to the five years prior. This was likely due to an increased number of visitors to the area.

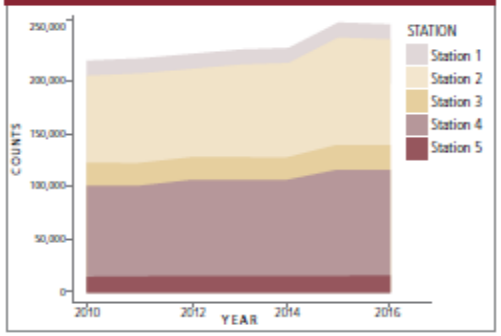
Traffic Collisions and Complaints in Plainville and the PPC H&SC Recorded by Plainville Police

	2010-2015 Average	2016-2017 Average	% Change
Plainville			
Traffic Collisions	312.0	329.0	5.4% increase
Traffic Complaints	234.8	329.5	40.3% increase
Plainridge Park Casino H&SC			
Traffic Collisions	4,583.2	4,975.0	8.5% increase
Traffic Complaints	1,692.4	1,946.5	15.0% increase

Source: *Analysis of changes in police data after two years of operation at Plainridge Park Casino (Bruce, 2018)*

Plainville did experience a 9% increase in traffic volume between 2014 and 2016 compared with earlier years.

Average Daily Traffic In and Around Plainville, 2013-2016



Source: *MA Department of Transportation*

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Thank you!

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SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

Social and Economic Impacts of Plainridge Park Casino: 2018

Report to the Massachusetts Gaming Commission & the Massachusetts Department of Public Health

June 13, 2019

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RESEARCH TEAM

Executive Team

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This report is a compilation of data from various sources. Some particularly important sources that we would like to acknowledge are the Plainville Targeted Population Surveys administered by NORC at the University of Chicago; various key informants from the Town of Plainville, Massachusetts; crime data compiled by Christopher Bruce; and financial and employment data supplied by Plainridge Park Casino.

We would also like to thank the Massachusetts Gaming Commission's Research Review Committee (RRC) who provided many hours of helpful input into this report, as well as the many reports/studies that provide the basis for this report.

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Suggested Citation

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EXECUTIVE SUMMARY

In September 2018, a comprehensive report on the *Social and Economic Impacts of Expanded Gambling in Massachusetts: 2018* (SEIGMA Research Team, 2018) was produced that described both the regional and statewide impacts of expanded gambling in Massachusetts as of mid-2018. The present report is an extraction of information from that report specific to the impacts of the construction and operation of Plainridge Park Casino (PPC).

In general, it can be said that the impacts of PPC to date have largely been positive, with clear positive economic impacts along with relatively minor negative social impacts. The profile of specific impacts is described below.

Social and Health Impacts

- There has been no significant change in the prevalence of problem gambling or related indices (treatment seeking, bankruptcy, divorce/separation, suicides) in the PPC Host and Surrounding Communities (H&SC). This is likely due to the fairly high population level of casino gambling that existed prior to the introduction of PPC that is related to the close proximity of Rhode Island and Connecticut casinos, which have been in operation since the early 1990s.
- There has been no significant change in the overall amount of crime in the PPC H&SC. However, there has been an increase in credit card fraud and reports of lost property, suspicious activity, and traffic complaints in the Town of Plainville that can likely be attributed to PPC. These increases, in turn, are largely attributable to an increased volume of visitors to the area.
- There has been a significant change in the PPC H&SC attitudes toward gambling. A greater portion of people in the region now report being satisfied with the availability of gambling. However, there has also been a decrease in the percentage of people who believe casinos will be beneficial to Massachusetts and an increase in the percentage of people with more neutral opinions about PPC (i.e., more people believing it will be neither beneficial nor harmful).
- There has been no significant change in population health (health, happiness, stress, substance use, addictions) in the PPC H&SC that can be attributed to casino introduction. There has also been no change in overall gambling involvement in the PPC H&SC or the percentage of people who consider gambling to be an important leisure activity.
- There has been no change in the broader population demographics in the PPC H&SC that can be attributed to casino introduction.
- There has been an increase in traffic volume, traffic complaints, and noise complaints (during construction) in the Town of Plainville that is attributable to PPC.

Economic and Fiscal Impacts

- The building of PPC has had significant economic benefits. Penn National spent $150.2 million building PPC and employing a large local workforce in the construction. A total of 87% of this direct spending was within Massachusetts as was 81% of the construction workforce, with the majority of spending and employment occurring in Bristol and Norfolk Counties (where PPC is located). Economic modelling suggests that PPC construction created 1,286 net new jobs, $104.4 million in net new personal income, and $121.8 million in net new economic activity in the state, with most of this occurring within Bristol and Norfolk Counties.

- The operation of PPC is also creating significant economic benefits as most of the $176 - $186 million annual revenue appears to represent new money from 'recaptured' Massachusetts casino patrons (i.e., Massachusetts residents who reported they would have gambled out-of-state if not for PPC) and out-of-state patrons. Furthermore, the large majority of this revenue stays in the state. Of the $129.5 million in operational expenses (taxes, wages, supplies) in PPC's first year of operation, 87% were spent within Massachusetts. Also, slightly more than 500 people have ongoing employment at the casino, with approximately 71% being in-state employees. A significant portion of these are 'new' jobs as people taking the positions were either unemployed or working part-time prior to beginning work at the casino. After accounting for losses to other sectors of the economy due to reallocated consumer spending to PPC, economic modelling projects 2,417 net new jobs were created in the first year of operation, as well as $143.7 million in net new personal income and $362.4 million in net new economic activity, with most of this occurring within the Metro Boston region.
- There is no strong direct evidence that the overall number of businesses has significantly changed as a direct result of PPC or that the construction and/or operation of PPC has differentially impacted certain types of businesses. That said, economic modelling does project $72.4 million in additional economic activity in Bristol and Norfolk Counties due to PPC construction and $326.3 million in additional economic activity in the Metro Boston and Southeastern regions associated with PPC operation prior to considering reallocation. In addition, there is an unambiguous rejuvenation of racing at Plainridge Racecourse, which is primarily due to the funds provided from the Race Horse Development Fund (which is funded by PPC slot revenue).
- There has been a slight increase in wages and a slight decrease in the poverty rate in Plainville, but it is uncertain whether this is attributable to the casino. However, economic modelling does show significant increases in personal income in Bristol and Norfolk Counties due to PPC construction and to the Metro Boston and Southeast regions due to PPC operation.
- It is unlikely that PPC has impacted local property values or rental costs.
- Government impacts from casino gambling have not been extensively analyzed. There are some financial costs in Plainville due to the strain on infrastructure and local government services as well as the fact that the local populace disproportionately contributes to PPC revenue. However, this is offset by revenue from Host and Surrounding Community agreements with PPC, PPC property taxes, and Local Aid from the state government from taxes on casino gross gaming revenue.

Summary of Impacts

SOCIAL and HEALTH IMPACTS		Change from baseline to follow up
Problem Gambling and Related Indices	Prevalence and Incidence of Problem Gambling; Treatment Seeking for Problem Gambling	↔
	Financial Problems, Bankruptcy, Employment Problems	↔
	Divorce, Separation, Domestic Violence, Child Abuse and Neglect; Suicide	↔
Crime	Overall Crime Rates; Illegal Gambling	↔
Attitudes	Attitudes Towards Gambling	↓ ↑
Population Health & Leisure	Physical and Psychological Health; Substance Use and Addictions; Leisure Activity	↔
Demographics	Population; Educational System	↔
Environment	Traffic (accidents, volume); Noise	↑

ECONOMIC AND FISCAL IMPACTS		Change from baseline to follow up
Direct Casino Expenditure and Revenue	Plainridge Park Casino	↑
Business Establishments	Number of Business Establishments; Impacts on Other Types of Gambling	↑
Employment	Employment Levels, Labor Force Participation	↑
Personal Income	Wages	↑
	Poverty Rate	↓
	Gambling Participation in Relation to Income	TBD
Real Estate and Housing	Property Values; Residential Building Permits; Rental Costs	↔
Government and Fiscal	Expenditure	↑
	Revenue	↑

INTRODUCTION

Casinos were not permitted in Massachusetts until 2011 when the Act Establishing Expanded Gaming in the Commonwealth permitted casinos and slot parlors to be introduced under the regulatory auspices of the Massachusetts Gaming Commission (MGC). Three casino licenses were available, with one allocated for the Greater Boston region (Region A), one for Western Massachusetts (Region B), and one for Southeastern Massachusetts (Region C). A single license for a slot parlor was also available, with no geographic restriction on its location. The three regions defined in the legislation (and the counties they include) are shown in Figure 1.

As of December 2018, two casino applications and one slot parlor application have been approved and two facilities have opened: Plainridge Park Casino (slot parlor) in Plainville on June 24, 2015 and MGM Springfield (Region B casino) on August 24, 2018. To date, no casino application has been approved for Region C. The details of the three approved venues are contained in Table 2, Table 3, and Table 4 and their geographic location is shown in Figure 2 and Figure 3. These figures also illustrate the 'host' community where the casino is/will be located and the 'surrounding communities', which are defined as municipalities proximate to a host community which the Massachusetts Gaming Commission deems likely to experience impacts from the new venue.

In September 2018, a comprehensive report of the *Social and Economic Impacts of Expanded Gambling in Massachusetts: 2018* (SEIGMA Research Team, 2018) was produced that described both the regional and statewide impacts of expanded gambling in Massachusetts as of mid-2018. The present report is an extraction of information from that report specific to the impacts of the construction and operation of Plainridge Park Casino (PPC). Impacts are divided into two sections, one on SOCIAL AND HEALTH IMPACTS and the other on ECONOMIC AND FISCAL IMPACTS. Within each of these sections there are categories and subcategories of impacts. Due to the large amount of data as well as the many different impact areas, each impact section presents a condensed and largely descriptive reporting of the evidence. Table 1 lists the organization of the impact areas employed in the present analysis.

Table 1. Impact Areas

SOCIAL and HEALTH IMPACTS (i.e., impacts that are primarily non-monetary)	
Problem Gambling and Related Indices	Prevalence and Incidence of Problem Gambling
	Treatment Seeking for Problem Gambling
	Financial Problems, Bankruptcy, Employment Problems
	Divorce, Separation, Domestic Violence, Child Abuse and Neglect
	Suicide
Crime	Overall Crime Rates
	Illegal Gambling
Attitudes	Attitudes toward gambling
Population Health and Leisure	Physical and Psychological Health
	Substance Use and Addictions
	Leisure Activity (% of people who gamble; rated importance as leisure activity)
Demographics	Population
	Educational System
Environment	Traffic (accidents, volume)
	Noise
ECONOMIC and FISCAL IMPACTS (i.e., impacts that are primarily monetary)	
Direct Casino Expenditure and Revenue	Plainridge Park Casino
	MGM Springfield
	Encore Boston Harbor
Business Establishments	Number of Business Establishments
	Impacts on Other Industry Sectors
	Impacts on Other Types of Gambling
Employment	Employment Levels, Labor Force Participation, Unemployment
Personal Income	Wages
	Poverty Rate
	Gambling Participation in Relation to Income
Real Estate and Housing	Property Values
	Residential Building Permits
	Rental Costs
Government and Fiscal	Expenditure
	Revenue

The information contained in the present report is a compilation of primary data extracted from existing SEIGMA reports, publicly available secondary data, information extracted from other agency reports, and a small amount of newly collected SEIGMA primary data. The data source is reported in all instances. Data is presented

at the city/town level or host and surrounding community level when available. However, for many impacts county-level or larger regional-level data is all that could be obtained. When available, data prior to 2015 is presented as well as data for post-2015 years. However, there are some impact areas where data is not available prior to 2015 and some impact areas where data is not available after 2015.

For some impact areas (particularly the social impacts) the data is limited and/or the ability to attribute changes to casino introduction is tenuous, whereas for other impact areas the data is rich and the ability to attribute observed changes to casino introduction is strong. Despite these limitations, it is incumbent upon a comprehensive socioeconomic impact analysis to always include and examine variables with an established relationship to gambling, even though the causal attribution will never be strong. To do otherwise would result in report that would be seen as unbalanced and incomplete.

In general, it is often difficult to unambiguously attribute observed socioeconomic changes to the introduction of gambling as there are many other socioeconomic forces at work in society and in the economy that may be partially or fully responsible. The absence of change in a certain social or economic variable provides reasonable evidence there has been no impact on that variable at the specific geographic level measured. However, when there is a change in a variable in the expected direction that is temporally associated with the introduction of a new type of gambling, often all that can be said is that the change is *consistent* with a potential impact.[1]

Socioeconomic impact studies such as the present one employ methodologies that help strengthen this causal attribution. The likelihood that an observed change is actually attributable to gambling becomes stronger when: a) many variables are assessed such that there is an ability to point to analogous changes in several variables theoretically related to gambling and the absence of change in variables not theoretically related to gambling; b) other sources of information pertaining to the same variable are collected and make more direct attributions (e.g., gamblers in population surveys directly attributing their separation or bankruptcy to the new type of gambling; key informants in the local community also making these direct attributions); and c) other socioeconomic influences are controlled for, as in a 'matched community comparison' analysis.[2]

The conventions utilized in reporting results in the present report are as follows:

- The term 'significant difference' is used primarily to signify statistically significant differences, usually at the alpha = .05 level. It should be noted that although the present report utilizes statistical significance to highlight ostensibly important results, the large sample sizes in several of the analyses resulted in statistically significant differences that were small in magnitude. This is pointed out when appropriate.
- When cell sizes are between 1 and 4, the actual value is suppressed and replaced with the range '1-4'.

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[1] In a similar way, many of the adverse effects of problem gambling cannot be uniquely attributed to the introduction of a new gambling venue or type of gambling, as most problem gamblers engage in a wide variety of gambling activities and also have comorbid conditions that contribute to their of problems (e.g., substance abuse, mental health problems) (Australia Productivity Commission, 1999; Lorains, Cowlishaw & Thomas, 2011; Walker, 2008d). The conditions having the highest comorbidity to problem and pathological gambling are: nicotine dependence (60.1%), substance use disorder (57.5%), mood disorders (37.9%), and anxiety disorders (37.4%) (Lorains et al., 2011).

[2] A matched community comparison involves examining changes in the region or municipality receiving the new form of gambling compared to changes in an economically, socially, and demographically similar region or municipality that did not receive the new form of gambling. The Appendix of our main report (Volberg et al., 2018) explains how the matched community comparison approach is being utilized in the present study (with results being presented in future impact reports).

- To avoid the use of extensive appendices, some results presented in the text of the report are not displayed in a table or graph. For a similar reason, most figures also contain the raw data.
- The term 'weighted' in a table or figure indicates the use of weights to align the sample to the known population. More specifically, in the case of the population surveys, this involved creating weights so that the geographic origin, household size, age, gender, race/ethnicity, and educational levels of the sample matched the profile of the known population as established by the U.S. census. In the case of the casino patron survey, this involved creating weights so that the a) proportion of patrons sampled for each time period matched the proportions established by the automatic counting system used by the casino (Traf-Sys), and b) that the gender, age, and race/ethnicity of the sample matched the gender, age, and race/ethnic profile of the population of casino patrons at those sampling times (see Salame et al. (2017) for details).
- The Host and Surrounding Communities associated with a casino are referred to with the acronym H&SC. When the terms 'area' and 'region' are used, it is to denote a different geographic level.

Figure 1. Three Regions as Defined in the Massachusetts Expanded Gaming Act

Table 2. Plainridge Park Casino

Venue	Host Community	Surrounding Communities	Opening Date	Current Gambling Availability	Current Amenities	Owners	Notes
Slot Parlor	Town of Plainville	Attleboro Foxborough Mansfield North Attleborough Wrentham	June 24, 2015 (has been open for racing since 1999)	1,249 slot machines and electronic table games; several instant ticket and lottery ticket terminals; 5/8-mile live harness racing track + simulcast betting	Several restaurants, bars, and food court eateries, with nightly entertainment available at one of its lounges. 1,620 parking spaces. 55,000 sq. ft. clubhouse for simulcast operations and live race viewing.	Owned and operated by Penn National Gaming. Corporate headquarters in Pennsylvania. Owns 28 other gambling venues in 16 states and 1 Canadian province.	Opened initially in 1999 as a seasonal harness racing track with additional simulcast betting. Casino expansion cost $150.2M. 196,000 sq. ft. area for casino operations.

Table 3. MGM Springfield

Venue	Host Community	Surrounding Communities	Opening Date	Gambling Availability	Amenities	Owners	Notes
Region B Casino	City of Springfield	Agawam Chicopee East Longmeadow Holyoke Longmeadow Ludlow Wilbraham West Springfield	August 24, 2018	3,000 slot machines, 100 table games, poker room.	Hotel with 250 rooms, meeting and convention space, spa, movie theatre, retail and restaurant space. ~3,600 parking spaces.	Owned and operated by MGM Resorts International with corporate headquarters in Las Vegas. Owns several destination casino resorts in Las Vegas, as well as venues in 4 other states and China.	Estimated to cost $960M. 850,000 sq. ft. in total.

Table 4. Encore Boston Harbor

Venue	Host Community	Surrounding Communities	Projected Opening Date	Projected Gambling Availability	Projected Amenities	Owners	Notes
Region A Casino	City of Everett	Boston Cambridge Lynn Malden Medford Melrose Somerville	Summer 2019	3,242 slot machines, 168 table games, poker room.	Hotel with 671 rooms, meeting and convention space, spa, retail and restaurant space. 3,731 parking spaces (2,931 on-site).	Owned and operated by Wynn Resorts with corporate headquarters in Las Vegas. Owns 2 destination resorts in Las Vegas and 3 in Macau.	Estimated to cost $2.4B. 3,100,391 sq. ft. in total. Name change from 'Wynn Boston Harbor'.

Figure 2. Location of the Three Existing and/or Future Casinos in Massachusetts as of September 2018

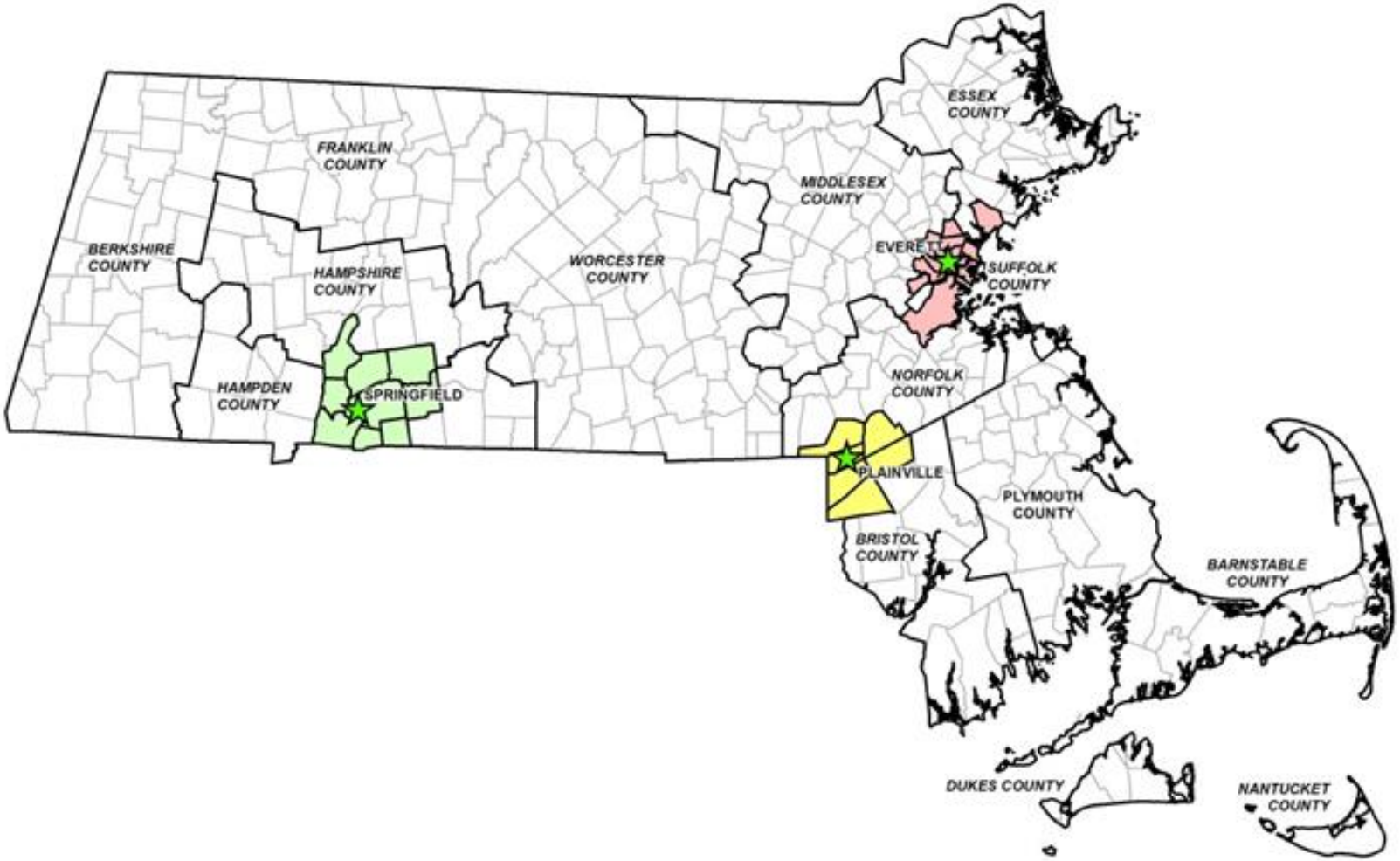
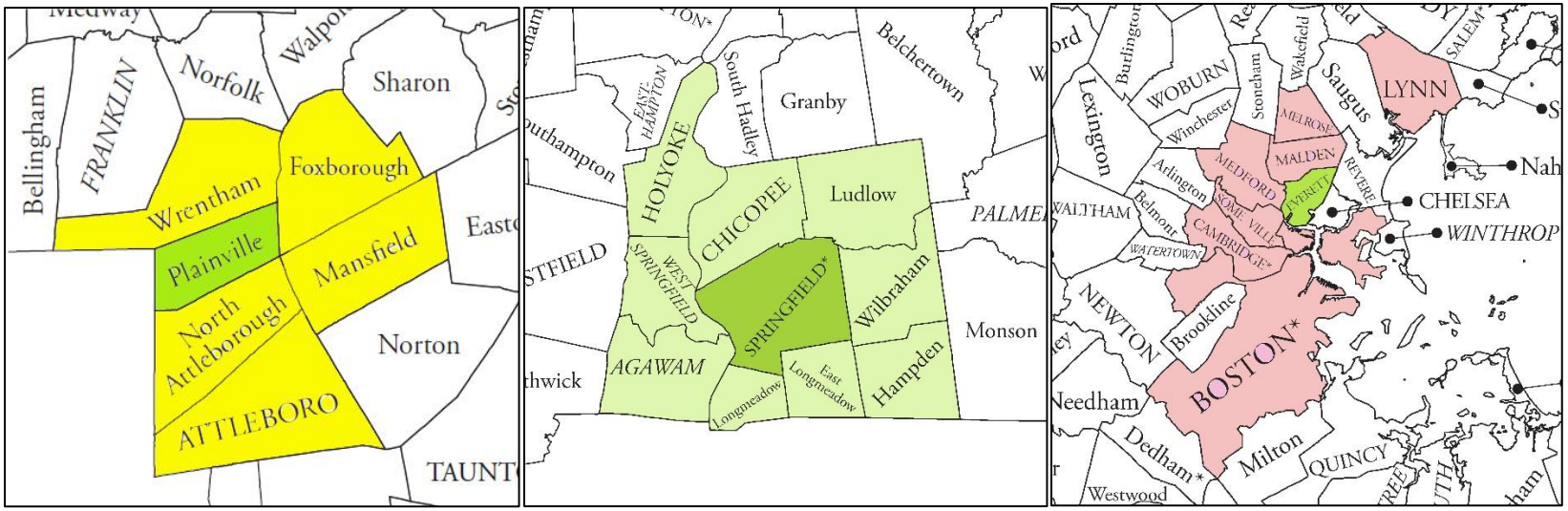


Figure 3. Three Host and Surrounding Communities for the Three Casinos



DATA SOURCES

The following is a brief description of some of the main data sources utilized in the present report. In most cases, the results presented in the present report have been extracted from these original reports, but there are some cases where additional analyses of the data have been undertaken. In addition to these primary reports, data in the present report has also been taken from many secondary sources (all of which are reported).

Targeted Population Surveys

In addition to a statewide general population survey, cross-sectional 'Targeted Population Surveys' have been conducted in the geographic areas where new casinos and the slot parlor have been built or are currently being built. These targeted areas involve the 'host' community where the casino will be located and the 'surrounding communities' which are defined as municipalities proximate to a host community and which the Massachusetts Gaming Commission deems likely to experience impacts from the new venue (see Figure 3). There are both 'Baseline Targeted Population Surveys' (before the casino has opened) and 'Follow-Up Targeted Population Surveys' (after the casino has been open for one year). The details of the Plainville Targeted surveys are contained in Table 5.

Table 5. Plainville Targeted Population Surveys

Geographic Area	Baseline Targeted Survey	Follow-Up Targeted Survey
Plainridge Park Casino H&SC • Plainville (host), Attleboro, Foxborough, Mansfield, North Attleborough, Wrentham	• Baseline Targeted Population Survey – Plainville (BTPS-Plainville) • May – Jul 2014 • Random 'address-based sampling' of 1,093 adults; 28.2% response rate	• Follow-Up Targeted Population Survey – Plainville (FTPS-Plainville) • Oct 2016 – Feb 2017 • Random 'address-based sampling' of 1,012 adults; 27.7% response rate

Assessing the Impact of Gambling on Public Safety in Massachusetts Cities and Towns

The primary purpose of these annual reports produced by Christopher Bruce—consultant to the MGC—is to analyze the changes in crime in the communities surrounding Plainridge Park Casino since its opening and to identify which changes might be attributable to the casino. The data contained in these reports are derived from: a) Gaming Enforcement Unit records (a division of the Massachusetts State Police); b) local police records (crimes and non-crime calls for service were included) for the communities of Plainville, Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham since 2010; and c) reviews of police narratives and discussions with officers and analysts at the different police departments.

Bruce, C.W. (2016). *Assessing the Impact of Gambling on Public Safety in Massachusetts Cities and Towns: Analysis of Changes in Police Data after the First Year of Operation at Plainridge Park Casino*. December 12. http://massgaming.com/wp-content/uploads/Assessing-the-Impact-of-Gambling-on-Public-Safety-in-Massachusetts-Cities-and-Towns-12-15-16.pdf

Bruce, C.W. (2018). *Assessing the Impact of Gambling on Public Safety in Massachusetts Cities and Towns: Analysis of Changes in Police Data after Two Years of Operation at Plainridge Park Casino*. January 14. https://massgaming.com/wp-content/uploads/Assessing-the-Impact-of-Gambling-on-Public-Safety-in-Massachusetts-Cities-and-Towns-3-1-18.pdf

Key Informant Interviews

The SEIGMA team conducted interviews from January 2018-March 2018 with key informants residing in Plainville, the location of PPC. The goal was to gain an on-the-ground understanding from local experts about the social and economic conditions in Plainville prior to hosting a casino, during the construction of the casino, and while hosting the casino. The SEIGMA team identified a select group of 'key' contacts from Plainville, who, through their professional expertise and experience working in the locale, could further inform understandings of the social and economic conditions within the community. We requested a single interview from potential key informants by contacting their professional offices by email and/or telephone. If a key informant agreed to an interview, the 60-90 minute interview was conducted by telephone. Prior to the interview commencing, formal consent was obtained. Questionnaires were tailored to the position of the key informant, as they were expected to speak in their professional capacity when commenting on the impacts of the casino. Interviews were audio recorded and transcribed. The interviews were not confidential as officials/representatives spoke in their professional capacity and in their area of expertise. Interviews were conducted with Jennifer Thompson, Plainville's Town Administrator; Kathleen Parker, Plainville's Treasurer; and Lou LeBlanc, Chairman of Plainville's Board of Health. We also contacted Plainville's Housing Authority, but board members were unwilling to participate in interviews concerning Plainville's housing market.

The Construction of Plainridge Park Casino: Spending, Employment, and Economic Impacts

This report describes the activities undertaken to construct PPC and measures the economic impacts generated through this process. The construction of PPC occurred over two phases: the architecture, engineering, and design phase (2010-2014) and the actual construction phase (2014-2015). In 2014-2015, secondary data from the construction management vendors on the spending, employment, and wages related to the construction of PPC was provided to the SEIGMA team. This report provides estimates of the total economic impacts to the Commonwealth of Massachusetts resulting from construction of the slot parlor.

Motamedi, R., & Peake, T. (2017). *The Construction of Plainridge Park Casino: Spending, Employment, and Economic Impacts*. Amherst, MA: University of Massachusetts Donahue Institute, Economic and Public Policy Research Group. March 7.
https://www.umass.edu/seigma/sites/default/files/The%20Construction%20of%20Plainridge%20Park%20Casino%20-%20REVISED.pdf

Plainridge Park Casino First Year of Operations: Economic Impacts Report

This report estimates the full economic impact of the first year of operations of PPC on the Massachusetts economy utilizing primary data from the Patron Survey (described below) and secondary data from July 2015-June 2016. This report details two key aspects of operational effects. First, data were provided by PPC to determine the economic footprint of PPC's operations, including employment, wages, vendor spending, and fiscal impacts from taxes and other assessments paid to the state. Second, the report analyzes how shifts in patron spending as a result of the expansion of gambling would affect the state. A PI+ model—Regional Economic Models Inc. (REMI)—was used to estimate the direct and spin-off effects in the Massachusetts economy associated with casino operations and patron spending.

Peake, T. & Motamedi, R. (2017). *Plainridge Park Casino First Year of Operation: Economic Impacts Report*. Amherst, MA: University of Massachusetts Donahue Institute, Economic and Public Policy Research Group. October 6.
http://www.umass.edu/seigma/sites/default/files/PPC%20First%20Year%20Operating%20Report%202017-10-06.pdf

New Employee Survey at Plainridge Park Casino: Analysis of the First Two Years of Data Collection

This report presents findings from the first two years of new employee survey data collection at PPC. The report details the employment opportunities offered by the casino operator and characteristics of the workforce at the point of hire by analyzing secondary data collected by the MGC from March 2015-March 2017. Key information collected from each applicant included: employment status prior to hire; whether the applicant currently works for the operator or is a new hire; reasons for seeking the job; whether the applicant moved to take the position; and training received in preparation for work at the casino. This is the first of three new employee surveys. Over time, survey data from all three casinos will help workforce development boards and policymakers understand the types of employees who want to work at the casinos, the extent to which employees are being trained, the number of employees drawn from the local labor supply, and net new job creation.

University of Massachusetts Donahue Institute (UMDI) (2017). *New Employee Survey at Plainridge Park Casino: Analysis of First Two Years of Data Collection*. May 10.
https://www.umass.edu/seigma/sites/default/files/PPC%20Employee%20Survey%20Report%202017-05-9_For%20Releasev2.pdf

Patron and License Plate Survey Report: Plainridge Park Casino 2016

This report presents the results of the first patron survey at PPC, whereby the SEIGMA team administered a survey to 479 PPC patrons in both the summer and winter of 2016. These surveys provide the only data collected directly from casino patrons regarding their geographic origin and expenditures. These data are important to ascertain the influx of new revenues to the venue and the state, to measure any monies diverted from other sectors of the economy, and to document the demographics of casino patronage. The concurrent license plate survey assesses the accuracy of prior estimates of out-of-state casino expenditure and provides corroborating information about patron origins. These data provided the basis for the *Plainridge Park Casino First Year of Operations: Economic Impacts Report*, which estimates the direct and spin-off effects in the Massachusetts economy associated with casino patron spending from Massachusetts and non-Massachusetts residents.

Salame, L., Williams, R.J., Zorn, M., Peake, T., Volberg, R.A., Stanek, E.J., & Mazar, A. (2017). *Patron and License Plate Survey Report: Plainridge Park Casino 2016*. Amherst, MA: School of Public Health and Health Sciences, University of Massachusetts Amherst.
https://www.umass.edu/seigma/sites/default/files/PPC%20Patron%20Survey%20Report%202017-10-17.pdf

Host Community Economic Profiles: Plainville

This report utilizes secondary data from 2003-2013 and presents the economic profile of Plainville to provide information on baseline economic conditions within the host community before the introduction of the slot parlor. A specific set of variables was selected to create a portrait of Plainville as well as select economic and fiscal data indicators for the MGC identified surrounding communities. The information illustrates recent trends and conditions within Plainville's industrial structure, business community, fiscal indicators, labor force, and residential population. These data will be updated after all of the casinos are introduced in order to track economic changes over time.

University of Massachusetts Donahue Institute (UMDI) (2015). *Host Community Profile: Plainville*. October 20.
https://www.umass.edu/seigma/sites/default/files/Plainville%20Host%20Community%20Profile_Final.pdf

Real Estate Impacts of the Plainridge Park Casino on Plainville and Surrounding Communities

This report focuses on the initial impacts of PPC on the residential, commercial, and industrial real estate markets for Plainville and its MGC designated surrounding communities utilizing secondary data from 2003-2017. It follows an earlier report that documented residential and commercial real estate trends prior to the opening of PPC. This analysis uses several sources of secondary data, including property sales records from the Massachusetts Department of Revenue Division of Local Services, data on rental market conditions from the American Community Survey (ACS), the U.S. Census Bureau's Manufacturing and Construction Division, and proprietary data obtained from CoStar, the nation's largest provider of data on commercial properties, and Valassis Lists, a direct mail marketing firm.

Renski, H. & Peake, T. (2018). *Real Estate Impacts of the Plainridge Park Casino on Plainville and Surrounding Communities*. October 11.
https://www.umass.edu/seigma/sites/default/files/Real%20Estate%20Impacts%20Plainville%20%28final%29.pdf

SOCIAL AND HEALTH IMPACTS

PROBLEM GAMBLING AND RELATED INDICES

Prevalence and Incidence of Problem Gambling

The prevalence of problem gambling in the PPC H&SC a year before the casino opened (BTPS-Plainville) compared to roughly over a year after it opened (FTPS-Plainville) is reported in Table 6. This survey employed the Problem and Pathological Gambling Measure (Williams & Volberg, 2014), which classifies people into one of four categories:

- **Non-Gamblers**, who have not engaged in any gambling in the past year;
- **Recreational Gamblers**, who show no signs of excessive gambling or problem gambling symptomatology;
- **At-Risk Gamblers**, who report some signs of problem gambling symptomatology and/or are gambling at very high levels; and
- **Problem Gamblers**, who have impaired control over their gambling that is also associated with significant negative consequences for themselves or others. The category of Problem Gambling includes a subcategory of 'Pathological Gambling' that denotes more severe and chronic forms of problem gambling.

Using a chi-square test, results show that there has been no significant change in the rate of problem gambling (or any of the gambling categories) between the two periods. This lack of change may be due to the fairly high level of casino patronage that existed in the PPC H&SC at baseline (23.2% as described later in this report) combined with the very close proximity of the two Rhode Island casinos (Twin River, Newport Grand) and two Connecticut casinos (Foxwoods, Mohegan Sun). The majority of these four casinos are within one hour driving distance of most residents of the PPC H&SC and they have all been in operation since the early 1990s. In other words, 'adaptation' may have already occurred.[3]

Table 6. 2014 Baseline versus 2016/2017 Follow-Up Prevalence of Problem Gambling in PPC H&SC, Weighted

	BTPS-Plainville			FTPS-Plainville			
Gambling Category	**N***	**%**	**95% CI**	**N***	**%**	**95% CI**	***p***
Non-Gambler	58,236	19.8	(16.7 - 23.4)	57,015	19.3	(16.0 - 23.1)	.838
Recreational Gambler	208,689	70.9	(66.8 - 74.7)	209,077	70.8	(66.4 - 74.7)	.948
At-Risk Gambler	19,631	6.7	(4.6 - 9.7)	24,116	8.2	(5.8 - 11.4)	.432
Problem Gambler	7,586	2.6	(1.4 - 4.6)	*5,276*	*1.8*	*(0.8 - 3.8)*	.439

*N is the total number of respondents (n = 1,093 for BTPS and n = 1,012 for FTPS) weighted to the PPC H&SC population. Italics indicate a relative standard error of greater than 30%

[3] Most harms associated with gambling occur after it is first introduced because the population has little experience/knowledge about the product, and its novelty encourages high rates of participation. However, with time, participation rates go down because the novelty decreases, and the population's familiarity with the product (and potentially adverse experiences) helps inoculate them from further harm (LaPlante & Shaffer, 2007; Shaffer et al., 2004).

The three key informants from Plainville also indicated no obvious impact of the casino on problem gambling:

> *"Whether or not problem gambling exists in the town, no reports have come to us. Residents have not come to us with concerns that there has been an increase in problem gambling."* Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview.

> *"What people were concerned about during those times, the negative vote, we heard all of the typical things, problem gambling, increased crime. […] If we were to run that vote right now, my gut just tells me just by the interactions that I have with people, that they would not be unfavorable today. Because they have seen that all the doom and gloom simply did not happen. At least in Plainville."* Kathleen Parker, Treasurer of Plainville, MA, February 1, 2018, 11-12pm, 2018, phone interview.

> *"I don't really see any impact on the health and well-being of the people of Plainville. Conditions now seem to be as they were prior to the opening of the casino. […] There was already gambling here. […] This isn't something new, it is just vastly improved. So there was a potential to have an issue, but as of this date, we have not seen any indicators of that."* Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, March 1, 2018, 5-6pm, phone interview.

Treatment Seeking for Problem Gambling

In the 2014 Plainville Baseline Targeted Population Survey (BTPS-Plainville), there were no problem gamblers who reported that gambling had caused them to want help or to seek help in the past year. In the 2016/2017 Plainville Follow-Up Targeted Population Survey (FTPS-Plainville), there were again no problem gamblers who reported wanting or seeking help.

Of the 40 Gamblers Anonymous (GA) meetings in Massachusetts, one meeting is held in Plainville, four in the Springfield area (Holyoke, Indian Orchard, two in Longmeadow), and two in the Everett area (Malden, Chelsea). The three Bettors Anonymous (BA) meetings in Massachusetts are held in Methuen (26 miles from Everett) and Wilmington (15 miles from Everett).

The Plainville GA meeting is not new. The secretary for the New England Intergroup of Gamblers Anonymous sent an email to the SEIGMA team on March 7, 2018, stating:

> *"…the Plainville meeting was established 30 years ago. It first started at Wrentham Hospital and then moved to the current location [Plainville United Methodist Church] about 15 years ago. There is also a West Bridgewater meeting that was established 14 years ago and a Taunton meeting that was established 19 years ago."*

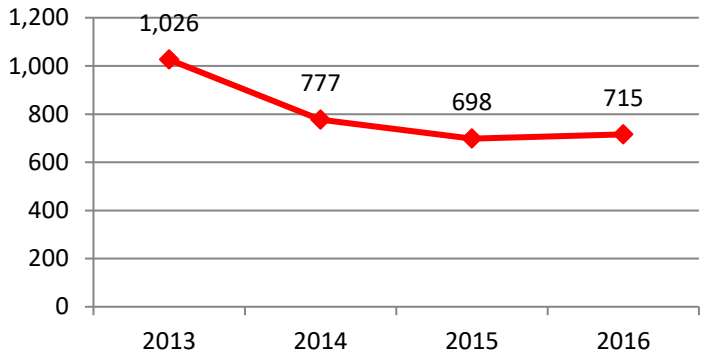
In response to an inquiry from the SEIGMA team, one of the laity from Plainville United Methodist Church sent an email on March 8, 2018, stating:

> "*We have had GA meetings here for approximately 20 years. At present about 15 people attend these meetings each week. We have not seen any increase in attendance since Plainridge [Park Casino] opened."*

Financial Problems, Bankruptcy, Employment Problems

Figure 4 displays the number of personal bankruptcy filings per year as recorded by U.S. Courts (2018) from 2013 to 2016 in Norfolk County (where PPC is located). A decline in the number of personal bankruptcies is evident in this time period.

Figure 4. Personal Bankruptcy Filings per Year in Norfolk County, 2013-2016



Source: U.S. Courts

In the 2014 BTPS-Plainville, 4.5% (2.0-9.9; 95% CI; *n* = 8/471) of regular gamblers[4] reported that gambling had caused them to have financial problems in the past year and no regular gamblers reported filing for bankruptcy. A chi-square test found no significant change relative to the 2016/2017 FTPS-Plainville, with 2.8% (1.0-7.3; 95% CI; *n* = 6/416) of regular gamblers reporting that gambling had caused them to have financial problems in the past year (*p* = .45) and no regular gamblers reporting filing for bankruptcy.

Similarly, in the 2014 BTPS-Plainville, there were no regular gamblers (0%; *n* = 0/464) who reported that gambling had caused them significant work or school problems in the past year and no regular gamblers (0%; *n* = 0/464) who had lost their job or quit school because of gambling. In the 2016/2017 FTPS-Plainville, there were just 2.4% (0.7-7.4; 95% CI; *n* = 1-4/411)[5] of regular gamblers who reported work or school problems because of gambling and none (0%; *n* = 0/411) who reported losing their job or quitting school because of gambling. The change in work and school problems was nonsignificant (*p* = .10).

In summary, there is no evidence that the presence of PPC has had any significant impact on financial problems in the H&SC.

Divorce, Separation, Domestic Violence, Child Abuse and Neglect

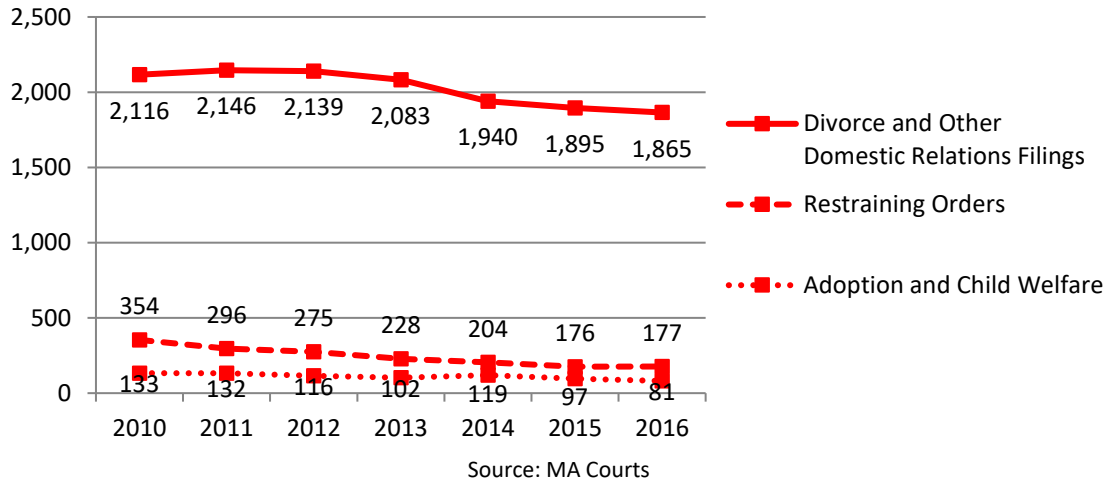
This section pertains to the potential negative family impacts of gambling in terms of divorce, separation, restraining orders, domestic violence, and child welfare involvement (abuse/neglect).

[4] A 'regular gambler' in this report is defined as someone who gambled at least once a month or more and/or who reports that gambling is a very important recreational activity and/or who reports that gambling has replaced other recreational activities in the past five years.

[5] The raw numbers do not directly correspond to the percentages due to weighting.

Figure 5 displays the annual number of 'divorce and other domestic relations filings', restraining orders, and adoption and child welfare cases in Norfolk County where PPC is located. No marked changes subsequent to 2015 are evident.

Figure 5. Norfolk County Family Impacts, 2010-2016



The following table identifies the number of regular gamblers in the 2014 BTPS-Plainville that reported a family-related impact in the past 12 months that they attributed to gambling compared to the number of regular gamblers who reported that impact in the 2016/2017 FTPS-Plainville. These reported impacts are uncommon in both assessment periods with no evident change from 2014 to 2016/2017.

Table 7. Family Impacts Attributable to Gambling in the Plainville Targeted Population Surveys

Impact	BTPS-Plainville 2014	FTPS-Plainville 2016/2017
Significant relationship problems	1.5%; 1-4/463	1.0%; 1-4/413
Divorced or separated	0%; 0/463	0/413
Domestic violence	0%; 0/463	0/412
Neglect of children	0%; 0/466	0/413
Child Welfare Involvement	0%; 0/466	0/413

In summary, there is no evidence that the presence of PPC has had any significant negative family impacts in the H&SC.

Suicidal Ideation and Suicide

Suicide rates are only available for the state as a whole. In terms of suicidal ideation, in the 2014 BTPS-Plainville, there were 0.5% (0.2-1.9; 95% CI; n = 1-4/465) regular gamblers who reported that gambling had caused them to have suicidal ideation in the past year in 2014 compared to 0.9% (0.2-4.0; 95% CI; n = 1-4/418) regular gamblers who reported this in 2016/2017. No significant change between the two periods was found (p = .65)

CRIME

Overall Crime Rates

As reported by Bruce (2018), there were 2,906 incidents recorded by the Gaming Enforcement Unit at PPC in the two years subsequent to opening. The large majority of these were calls for service rather than actual crimes, with the top five categories being: assistance to PPC security (*n* = 977); assistance to 'other' agencies (*n* = 564); suspicious persons (*n* = 411); theft, fraud, and embezzlement (with theft of people's gambling credit tickets and personal property being particularly common) (*n* = 295); and intoxicated persons (*n* = 252).

Plainville police records provide better information concerning whether the opening of the slot parlor in June 2015 resulted in more crime at the Plainridge venue, as these records also document incidents prior to 2015 when the facility was solely a racetrack. Table 8 shows that the opening of the slot parlor was associated with a significant increase in both property crime and total crimes. Indeed, PPC became the Plainville Police Department's top crime and call-for-service location in 2016 and 2017 (Bruce, 2018).

Table 8. Crimes and Calls for Service at Plainridge pre and post Casino Opening Recorded by Plainville Police

	2-Years Prior to June 2015 at Plainridge Racecourse	June 2015 – July 2017 at Plainridge Park Casino
Total Crime Offenses	10	90
Property Crime Offenses	6	47
Violent Crime Offenses	0	0
Calls for Service	1,130	1,566

Source: Bruce (2018)

However, the number of crimes associated with a facility is strongly related to the number of visitors that it attracts (as well as whether the new facility serves alcohol). With Plainridge Park Casino attracting significantly more visitors than Plainridge Racecourse, this increase in crime and calls for service is not unexpected and not necessarily different from what would occur with a non-gambling facility (e.g., stadium, shopping mall). The more important question is whether there is a net increase in total crime in the Town of Plainville and the surrounding communities (inclusive of the PPC incidents).

The total number of crimes recorded by Plainville police in the Town of Plainville pre and post PPC opening is reported in Table 9 (adapted from Bruce, 2018). This table shows that there was no significant change in the overall annual number of crimes or the main categories of property and violent crimes in Plainville from 2010-2015 compared to 2016-2017. This is the case even though Plainville has experienced a significant increase in population (Figure 8 later in this report); and there was a 36% increase in the number of police officers hired (14 to 19) to mitigate potential crime impacts.

It is possible that these broad crime categories hide changes in individual crimes/incidents. Examination of the 46 individual categories of crime and calls for service detailed in Bruce (2018) shows that there are 7 categories with an average z-score increase of 2.58 or greater (equivalent to a *p* value of .01, two-tail test) in the 2 years

post-opening.[6] Listed in order from largest to smallest z-score increase, these are: suspicious activity, kidnapping, family offenses (domestic assault, child neglect, violation of restraining order), aggravated assault, credit card fraud, lost property, and traffic complaints. By comparison, there was only 1 category with a z-score decrease of 2.58 or greater: public drunkenness. Attributing the increase in these individual crimes to PPC is tenuous due to the fact that a) there was no mention of 'gambling', 'casino', or 'Plainridge' in a scan of the original written police reports (Bruce, 2018); b) there were no reports of any violent crime at PPC (see Table 8); and c) some increase is anticipated due to increased population. In consideration of all the data, as well as limitations of this data, Bruce (2018) concludes that the only individual categories that are likely attributable to the casino are the increases in credit card fraud, lost property reports, reports of suspicious activity, and traffic complaints.[7]

Table 9. Average Annual Number of Crimes in Town of Plainville pre and post Casino Opening

	2010 – 2015 Annual Average	2016 – 2017 Annual Average	% Change	Average z-score Change
Total Crime Offenses	301.8	285.5	5.4% decrease	-0.49
Property Crime Offenses	208.6	187.5	10.1% decrease	-0.82
Violent Crime Offenses	29.6	37.5	26.7% increase	+1.25

Source: Bruce (2018)

The total number of crimes recorded by police in the Town of Plainville *plus* the surrounding communities of Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham pre and post PPC opening is reported in Table 10 (adapted from Bruce, 2018). This table shows that there has been a significant *decrease* in the overall annual number of crimes and the number of property crimes in the PPC H&SC in 2016-2017 compared to 2010-2015 (using a z-score of 1.96[8]).

Of the 46 individual categories, there were 6 with a significant increase (z > 2.58) in the 2 years post-opening. Listed in order from largest to smallest, these were: lost property, fraud/con games, psychological, family offenses, theft from persons, and credit card fraud. By comparison, there were 2 categories with an average z-score decrease of 2.58 or greater. Listed in order from largest to smallest, these were: 'other' theft and auto theft. In consideration of all the data as well as comparisons with control communities, Bruce (2018) concludes that the only individual category that is likely attributable to the casino is the increase in credit card fraud.

Table 10. Average Annual Number of Crimes in PPC H&SC pre and post Casino Opening

	2010 – 2015 Annual Average	2016 – 2017 Annual Average	% Change	Average z-score Change
Total Crime Offenses	8,305.4	7,103.5	14.5% decrease	-2.34
Property Crime Offenses	3,904.6	3,466.0	11.2% decrease	-2.08
Violent Crime Offenses	870.4	943.0	8.3% increase	+1.58

Source: Bruce (2018)

[6] Due to the multiple comparisons, a more conservative z-score of 2.58 was employed in the present analysis compared to the 1.5 z-score utilized by Bruce (2018). (Note that 1.96 is still utilized whenever there is a singular comparison).

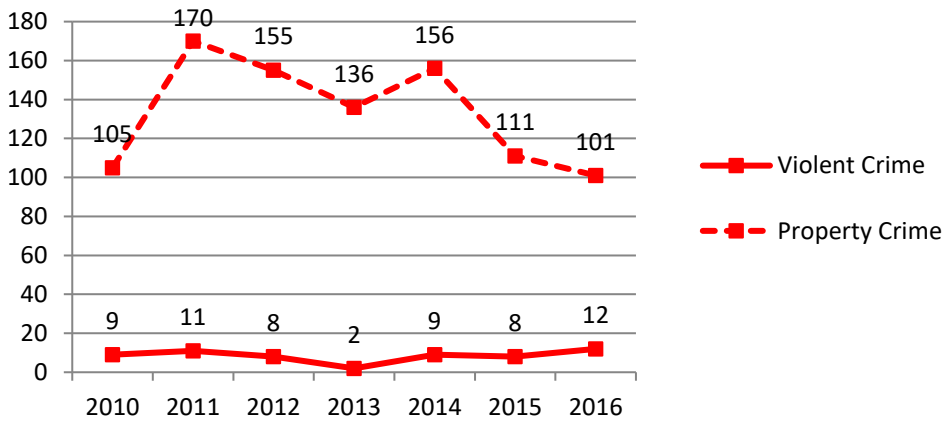
[7] The increase in reports of lost property is due to an increase in visitors to the area misplacing their wallets, cell phones, and ATM cards, while the increase in reports of suspicious activity is due to an increased number of visitors combined with a more vigilant local populace (Bruce, 2018).

[8] A *z-score* is the number of standard deviations a data point is from the mean. A z-score of 1.96 is equivalent to a *p* value of .05 (two-tail test).

Another source of data pertaining to crime is the Targeted Population Surveys. In the 2014 BTPS-Plainville, there were no regular gamblers who reported that gambling had caused them to commit an illegal act and no one who reported that they had been arrested for committing a crime due to their gambling. In the 2016/2017 FTPS-Plainville, there were 2 regular gamblers who reported that gambling had caused them to commit an illegal act and no one reported being arrested for committing a gambling-related crime. (It should be noted that PPC H&SC residents only constitute an estimated 11.4% of the patronage of PPC (Salame et al., 2017).)

Another source of data is the Uniform Crime Reporting statistics (FBI, 2018). Figure 6 documents the number of criminal offenses recorded by law enforcement in Plainville from 2010 to 2016. There appears to be a decrease in violent crime in 2015 and 2016 relative to previous years and no marked change in property crime.

Figure 6. Criminal Offenses Known to Law Enforcement in Plainville, 2010-2016

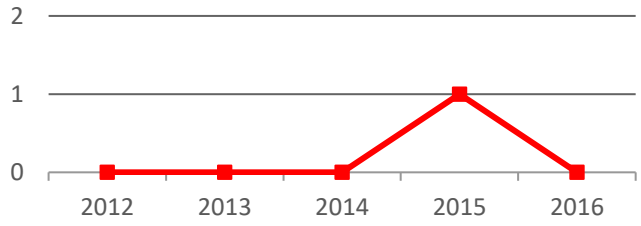


Source: Uniform Crime Reporting Statistics

Illegal Gambling

Decreases in illegal gambling often occur with the introduction of legal forms. The four illegal gambling offenses in Massachusetts are 'betting/wagering', 'operating/promoting/assisting gambling', 'gambling equipment violations', and 'sports tampering'. Figure 7 illustrates the number of illegal gambling offenses in Plainville from 2012-2016. Illegal gambling offenses are extremely uncommon with only 1 recorded offense in this entire time period.

Figure 7. Illegal Gambling Offenses in Plainville, 2012-2016



Source: Uniform Crime Reporting Statistics

ATTITUDES

Attitudes toward gambling in Plainville and surrounding communities roughly one year before the casino opened (BTPS-Plainville) compared to roughly over a year after it opened (FTPS-Plainville) are shown in Table 11. Statistical tests were employed to determine whether there were any significant changes in attitudes between the two time points (a Mann-Whitney U test[9] for questions with more than two response categories and a chi-square test for questions with just two response categories). As can be seen, some attitudes have changed. More specifically, a) there is a significant decrease in the percentage of people who indicate that gambling is not available enough and a corresponding increase in the percentage of people who believe that the current availability of gambling is fine; b) there is a significant decrease in the percentage of people who believe that casinos will be beneficial to Massachusetts and a corresponding increase in the percentage of people who believe they will be neither beneficial nor harmful; and c) there is an increase in the percentage of people who believe that the new casino in their community will be neither beneficial nor harmful to their community.

Table 11. 2014 Baseline versus 2016/2017 Follow-Up Attitudes toward Gambling in the PPC H&SC, Weighted

		BTPS-Plainville			FTPS-Plainville			
		N*	%	95% CI	N*	%	95% CI	*p*
Opinion about legalized gambling	All types should be illegal	32,439	11.2	(8.7 - 14.4)	23,745	8.1	(6.2 - 10.6)	.415
	Some should be legal and some illegal	165,219	57.2	(53.0 - 61.4)	167,629	57.5	(53.0 - 61.8)	
	All types should be legal	91,060	31.5	(27.8 - 35.5)	100,281	34.4	(30.2 - 38.8)	
Belief about gambling opportunities in MA	Gambling is too widely available	43,213	14.9	(12.2 - 18.0)	43,563	14.8	(12.2 - 18.0)	<.0001
	Current availability of gambling is fine	175,868	60.5	(56.2 - 64.6)	216,166	73.7	(69.6 - 77.4)	
	Gambling is not available enough	71,552	24.6	(21.0 - 28.7)	33,625	11.5	(8.7 - 14.9)	
Perceived impact of new casinos to MA	Very harmful	24,256	8.3	(6.7 - 10.3)	26,169	8.8	(7.0 - 11.1)	.0001
	Somewhat harmful	74,086	25.4	(22.0 - 29.2)	76,248	25.8	(22.3 - 29.5)	
	Neither beneficial nor harmful	64,523	22.2	(18.7 - 26.1)	94,648	32.0	(27.9 - 36.4)	
	Somewhat beneficial	104,532	35.9	(31.9 - 40.1)	88,417	29.9	(25.9 - 34.2)	
	Very beneficial	23,851	8.2	(6.2 - 10.7)	10,382	3.5	(2.3 - 5.3)	
Perceived impact of new casino to your own community	Somewhat harmful or very harmful	110,446	37.7	(33.8 - 41.8)	109,278	36.8	(32.9 - 40.9)	.025
	Neither beneficial nor harmful	73,539	25.1	(21.6 - 29.0)	105,243	35.4	(31.1 - 40.0)	
	Somewhat beneficial or very beneficial	108,849	37.2	(33.2 - 41.3)	82,615	27.8	(24.0 - 31.9)	
Perceived benefit or harm of gambling to society	Harm far outweighs the benefits	75,744	26.2	(22.8 - 29.9)	71,849	24.6	(21.3 - 28.3)	.220
	Harm somewhat outweighs benefits	87,135	30.1	(26.2 - 34.3)	87,302	29.9	(26.2 - 33.9)	
	Benefits are about equal to the harm	92,197	31.9	(28.0 - 36.1)	106,677	36.5	(32.2 - 41.1)	
	Benefits somewhat outweigh harm	22,417	7.8	(5.9 - 10.1)	19,099	6.5	(4.7 - 9.0)	
	Benefits far outweigh the harm	11,757	4.1	(2.8 - 5.8)	*7,004*	*2.4*	*(1.3 - 4.4)*	
Is gambling morally wrong	No	255,146	87.4	(84.0 - 90.2)	266,579	89.3	(86.2 - 91.8)	.457
	Yes	34,596	11.9	(9.3, 15.0)	31,881	10.7	(8.2 - 13.8)	

*N is the total number of respondents who answered the question weighted to the PPC H&SC population. Note: Italics indicates relative standard error >30%

[9] Also known as the Wilcoxon Rank Sum Test.

The three key informants from Plainville all expressed positive attitudes toward the new casino:

> *"Overwhelmingly, the people in Plainville are happy the casino is here."* Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview.

> *"I would say that they [attitudes] have actually improved. In 2013, we were debating whether we were going to allow ourselves to become a host community and there was an awful lot of work involved in education, what it would mean. [...] This has been a good thing for the Town of Plainville, there will always be naysayers but we can refute them with stats and hard numbers."* Kathleen Parker, Treasurer of Plainville, MA, February 1, 2018, 11am-12pm, 2018, phone interview.

> *"I would have to say that everyone I have come across is pleased with the casino to this point. It has come through with all of the promises that were made."* Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, March 1, 2018, 5pm-6pm, phone interview.

POPULATION HEALTH AND LEISURE

Physical and Psychological Health

Table 12 shows the self-reported level of health, happiness, and stress in the Plainville Targeted Surveys from 2014 (Baseline) to 2016/2017 (Follow-Up). A Mann-Whitney U test found no significant changes. In addition, a supplementary question established that 4.7% (2.1-10.2; 95% CI; *n* = 11/468) of regular gamblers reported that gambling had caused health problems for them in the past year in 2014 compared to 2.6% (1.1-5.8; 95% CI; *n* = 11/412) in 2016/2017, which again, represents a nonsignificant change (*p* = .34).

Table 12. 2014 Baseline versus 2016/2017 Follow-Up Health, Happiness, and Stress in PPC H&SC, Weighted

		BTPS-Plainville			FTPS-Plainville			
		N*	**%**	**95% CI**	**N***	**%**	**95% CI**	***p***
General Health	Excellent	67,405	23.0	(19.9 - 26.5)	62,472	20.8	(17.2 - 24.8)	.850
	Very Good	110,186	37.6	(33.6 - 41.8)	119,291	39.7	(35.6 - 43.9)	
	Good	82,222	28.1	(24.4 - 32.1)	97,913	32.6	(28.4 - 37.0)	
	Fair	27,146	9.3	(7.1 - 12.1)	16,757	5.6	(4.0 - 7.7)	
	Poor	6,092	2.1	(1.2 - 3.4)	*4,249*	*1.4*	*(0.7 - 2.7)*	
Happiness	Very Low	*1,901*	*0.7*	*(0.3 - 1.5)*	*1,849*	*0.6*	*(0.3 - 1.5)*	.876
	Low	12,660	4.3	(3.0 - 6.3)	21,515	7.2	(5.1 - 10.1)	
	Moderate	124,832	42.7	(38.6 - 46.9)	122,503	41.1	(36.9 - 45.4)	
	High	123,768	42.3	(38.2 - 46.6)	125,828	42.2	(37.9 - 46.6)	
	Very High	29,100	10.0	(7.8 - 12.6)	26,626	8.9	(6.7 - 11.8)	
Stress	Very Low	10,295	3.5	(2.1 - 5.8)	4,710	1.6	(1.0 - 2.5)	.624
	Low	48,128	16.4	(13.5 - 19.7)	42,903	14.3	(11.7 - 17.3)	
	Moderate	141,405	48.1	(44.0 - 52.3)	150,027	49.9	(45.5 - 54.3)	
	High	72,467	24.7	(21.2 - 28.6)	79,573	26.5	(22.7 - 30.6)	
	Very High	21,493	7.3	(5.6 - 9.5)	23,586	7.8	(5.8 - 10.5)	

*N is the total number of respondents (*n* = 1,093 for BTPS and *n* = 1,012 for FTPS) weighted to the PPC H&SC population

Substance Use and Addictions

There is very little data on substance use and addictions at the county level. The exception to this are opioid-related deaths, where Norfolk and Bristol Counties saw a combined increase in deaths from 471 in 2013 and 2014 to 868 in 2016 and 2017 (Massachusetts Department of Public Health, 2019). This is reflective of a nation-wide trend that is unrelated to gambling.

In the Plainville Targeted Surveys, a total of 0.2% of people in 2014 (0.0-0.7; 95% CI; *n* = 1-4/1085) reported seeking help for their use of alcohol or drugs in the past 12 months compared to 0.7% in 2016/2017 (0.2-2.1; 95% CI; *n* = 6/1005), which is a nonsignificant change (*p* = .23); and 7.1% of people (5.3-9.4; 95% CI; *n* = 85/1081) reported having a behavioral addiction (overeating, sex, shopping, exercise, etc.) in 2014 compared to a very similar percentage of 10.1% (7.5-13.4; 95% CI; *n* = 83/1006) in 2016/2017. Here again, the change is nonsignificant (*p* = .10).

Leisure Activity

The Baseline to Follow-Up Targeted Population Survey of the PPC H&SC speaks to the potential regional impacts of the new PPC on gambling as a leisure activity. Table 13 illustrates no significant change in past year gambling participation, number of formats engaged in, overall gambling expenditure, or overall gambling frequency as assessed by chi-square and Mann-Whitney U tests.

Table 13. 2014 Baseline versus 2016/2017 Follow-Up Level of Gambling Involvement in the PPC H&SC, Weighted

	BTPS-Plainville			FTPS-Plainville			
	N*		**95% CI**	**N***		**95% CI**	***p***
Any Past Year (PY) Gambling	234,793	79.8%	(76.2 - 83.0)	238,470	79.6%	(75.8 - 83.0)	.944
Mean PY number of gambling formats	294,722	2.1	(2.0, 2.3)	301,615	2.1	(2.0, 2.3)	.851
Median PY number of gambling formats	294,722	1.4	(1.2, 1.6)	301,615	1.4	(1.2, 1.6)	
Mean PY gambling expenditure	294,722	-$821.1	(-2,616, 974)	301,615	-$444.7	(-1,117, 228)	.767
Median PY gambling expenditure	294,722	-$49.9	(-68.4, -31.4)	301,615	-$41.6	(-60.7, -22.4)	
Mean PY maximum frequency of gambling	294,722	27.1 days	(21.5, 32.7)	301,615	27.6 days	(22.8, 32.4)	.923
Median PY maximum frequency of gambling	294,722	4.5 days	(4.3, 4.8)	301,615	4.3 days	(4.1, 4.6)	

*N is the total number of respondents (*n* = 1,093 for BTPS and *n* = 1,012 for FTPS) weighted to the PPC H&SC population.
Note: negative signs for expenditure denote a gambling loss.

In addition, no significant changes were observed when asked directly about the importance of gambling as a leisure activity seen in the table below using a Mann-Whitney U test.

Table 14. 2014 Baseline versus 2016/2017 Follow-Up Importance of Gambling as a Recreational Activity in PPC H&SC, Weighted

	BTPS-Plainville			FTPS-Plainville			
	N*	%	95% CI	N*	%	95% CI	*p*
Not at all important	162,623	68.3	(63.7 - 72.6)	158,858	66.8	(61.9 - 71.4)	.778
Not very important	53,836	22.6	(19.0 - 26.6)	61,350	25.8	(21.7 - 30.4)	
Somewhat important	17,375	7.3	(4.8 - 10.9)	15,574	6.6	(4.2 - 10.0)	
Very important	*4,307*	*1.8*	*(0.9 - 3.6)*	Cell size ≤ 5			

*N is the total number of respondents (*n* = 1,093 for BTPS and *n* = 1,012 for FTPS) weighted to the PPC H&SC population. Note: Italics indicates relative standard error >30%.

Two key informants from Plainville noted that the casino has expanded the leisure options in the area:

> *"I think in terms of the casino itself and the entertainment, they have had some nice bands and boxing events, so in terms of the residents, it is just another option for entertainment and dining."* Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview.

> *"It is a new venue close to home. […] The casino isn't just for gambling anymore. It has musical events, it has comedy events, it has boxing events. They also provide private parties. […] This is a smaller more intimate venue so you are going to have, you know something different."* Kathleen Parker, Treasurer of Plainville, MA, February 1, 2018, 11-12pm, 2018, phone interview.

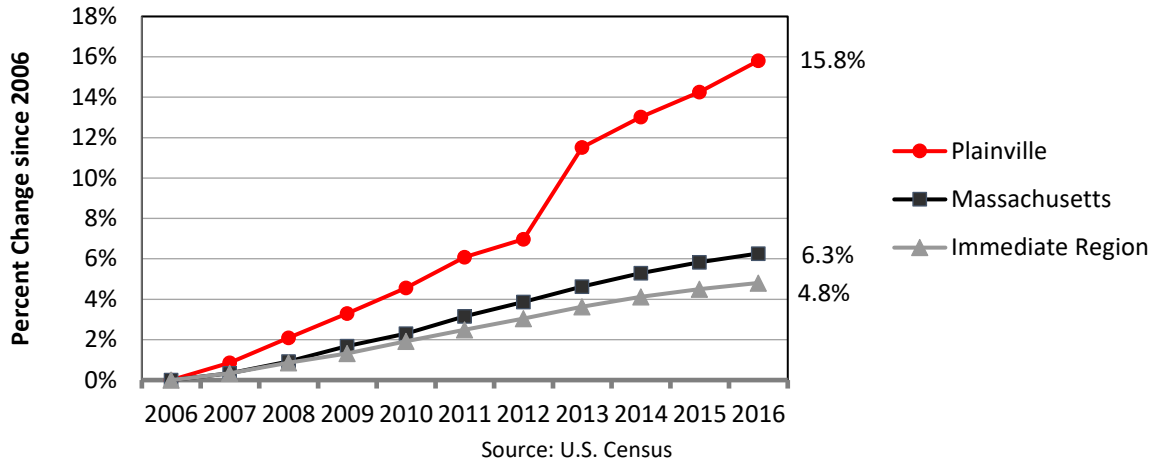
DEMOGRAPHICS

Large casinos can employ many workers. If these workers are brought in from other areas, there is the potential to change the population and/or demographic make-up of the region.

Population

With a current population of 9,173, Plainville is a small town by the standards of Eastern Massachusetts, but it has experienced considerable growth in recent years. Data taken from the U.S. Census (2017) and displayed in Figure 8 shows how the population has changed since 2006 relative to the state and the surrounding region (Norfolk and Bristol Counties combined). The population of Plainville has grown by 15.8% from 2006 to 2016 (an increase of 1,252 residents). This is more than double the state's growth rate of 6.3% over the same period and is also a much faster rate than the immediate region (Norfolk and Bristol Counties) with 4.8% growth. However, as will be discussed in greater detail later in this report, it seems unlikely that PPC is a major factor in this population growth. Although there are approximately 500+ full-time employees of this new facility, only 75 people reported moving to take their job, with only 13 of these individuals moving to Plainville (UMDI, 2017).

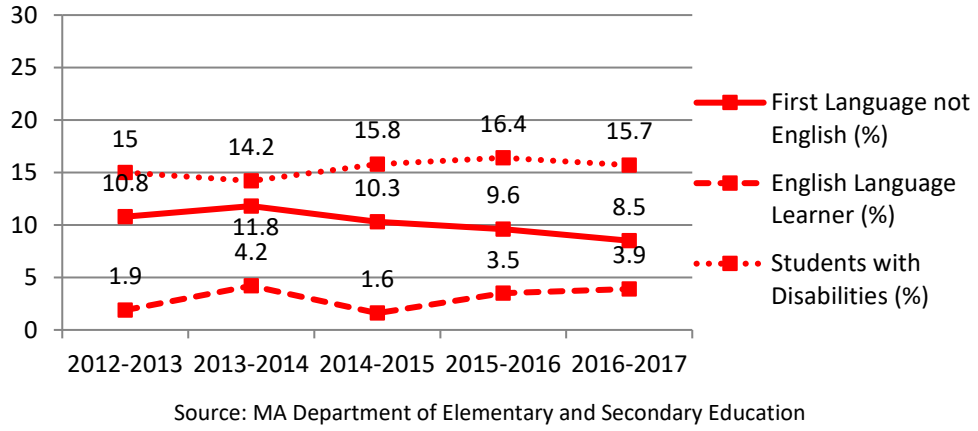
Figure 8. Population Increase in Plainville, Immediate Region, and Massachusetts, 2006-2016



Educational System

Educational impacts include changes in school enrollment, special needs/disability provision, and English language speakers/learners. Figure 9 illustrates changes from 2012/2013 to 2016/2017 in the percentage of students in Plainville public schools who a) do not have English as a first language, b) are an English language learner, and c) students with disabilities. This data is taken from the Massachusetts Department of Elementary and Secondary Education (2018). There is no evidence of any increases in these attributes of school attenders in Plainville, which is to be expected considering the small number of new employees of PPC who moved to Plainville.

Figure 9. Percent of Elementary and Secondary Students in Plainville with Certain Characteristics, 2012-2017



Consistent with a lack of impact, one of the key informants from Plainville indicated the following:

> *"We haven't seen an influx in the school system. So they have not received any direct impact from the casino."* Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, March 1, 2018, 5-6pm, phone interview.

ENVIRONMENT

Traffic

The Massachusetts Department of Transportation (MassDOT) (2018a) has documented the number of vehicle crashes and injuries in Plainville. Data is presented from 2013 to 2016 in the table below. Grey shading indicates the construction and operation period of the casino (PPC construction began April 2014). The table shows that there is no obvious association between vehicle crashes/injuries and casino construction and operation for the time periods available.

Table 15. Vehicle Crashes and Injuries in Plainville, 2013-2015

Community	Year	Crashes	Nonfatal Injuries	Fatal Injuries
Plainville	2013	251	88	2
	2014	246	73	0
	2015	233	67	0
	2016	233	82	1

Source: MA Department of Transportation

County level data from the Fatality Analysis Reporting System (FARS) and the National Highway Traffic Safety Administration (NHTSA) (2018) are available up to 2016 and presented in the table below. While traffic fatalities have increased slightly in association with casino construction and operation, attribution to the slot parlor is weak because of the 2016 increase in the state as a whole, the lack of fatalities in the Town of Plainville (Table 15), and the fact that these fatalities are for the entire County.

Table 16. Traffic Fatalities in Norfolk County and Massachusetts, 2013-2016

County	Year	Traffic Fatalities	% of Fatalities involving Blood Alcohol Content ≥ .08+
Norfolk County (Plainville)	2013	28	42.9%
	2014	41	48.8%
	2015	38	31.6%
	2016	33	39.4%
Massachusetts	2013	351	35.6%
	2014	354	40.4%
	2015	345	31.4%
	2016	389	30.6%

Source: Fatality Analysis Reporting System & National Highway Traffic Safety Administration

Bruce's (2018) report of crime impacts in the PPC H&SC also includes police statistics on reported traffic collisions and complaints. The following table documents the average number of recorded incidents in the five years prior to PPC opening compared to the two years after. There does appear to be a significant increase in annual traffic complaints that is likely attributable to the casino, which in turn, is likely attributable to an increased number of visitors to the area. This increase is more pronounced in the Town of Plainville compared to the PPC H&SC.

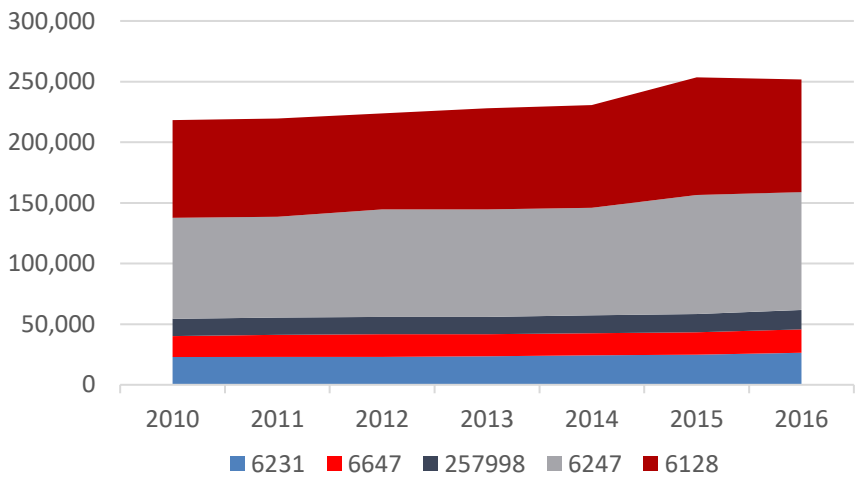
Table 17. Traffic Collisions and Complaints in PPC H&SC and Town of Plainville Recorded by Plainville Police

	2010 – 2015 Average	2016 – 2017 Average	% Change
Plainville			
Traffic Collisions	312.0	329.0	5.4% increase
Traffic Complaints	234.8	329.5	40.3% increase
PPC H&SC			
Traffic Collisions	4,583.2	4,975.0	8.5% increase
Traffic Complaints	1,692.4	1,946.5	15.0% increase

Source: Bruce (2018)

The final issue concerns traffic volume. The following figure illustrates the annual two-way traffic volume for the traffic stations closest to PPC in Plainville. Traffic stations were chosen based on complete data being available from 2010 to 2016. Each color (and corresponding number) refers to a specific traffic counting station. As can be seen, Plainville experienced a 9.0% increase in traffic between 2014 and 2016 (MassDOT, 2018b).

Figure 10. Traffic Volume in Plainville at the 5 Closest Traffic Stations, 2010-2016



Source: MassDOT

The three key informants from Plainville had the following comments about traffic:

> *"We have had virtually no issues in terms of traffic or congestion because of the casino. It actually runs better than it did before [laughs]. This was part of their application to the planning board. [...] It is called their 'site permit.' So it is separate from the host community agreement. It was part of their actual permit issued by the planning board to develop the property. Which is pretty standard for any large commercial business. […] If anything, traffic has improved as a result of improvements to the intersection."* Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview.

> *"Where the track and casino is located, it is the most dangerous intersection in town. But it was dangerous long before the casino got there. […] We actually lost a police officer in a road accident. He was killed by a driver while that intersection was being built. They have done a lot to make it safer."* Kathleen Parker, Treasurer of Plainville, MA, February 1, 2018, 11-12pm, 2018, phone interview.

"Plainville is situated right at the corner of Route One and 495 which are two major highways. So as far as traffic going through town, it is undetectable. Everyone is using the main thoroughfares to get in and out of there." Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, March 1, 2018, 5-6pm, phone interview.

Noise

The only information pertaining to noise is the comment of a single key informant from the Plainville area:

"During construction, the Board of Health received some complaints about the construction activity. There were dust complaints and there were noise complaints. We went out there with noise meters and took ambient noise levels and everything was found to be within tolerance and specs for a construction site. There were no violations issued. […] We have received no noise complaints since construction has been completed." Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, March 1, 2018, 5-6pm, phone interview.

ECONOMIC AND FISCAL IMPACTS

PPC CASINO EXPENDITURE AND REVENUE

At a very basic level, casino gambling is an economic activity involving a transfer of wealth from certain groups and economic sectors to other groups and economic sectors, with most of the impacts being experienced in these specific groups and sectors. Thus, the present section is intended to facilitate understanding of the likely range and level of impacts by documenting the known expenditures and revenues of the new PPC. More specifically, we assess:

- **Construction Expenditure**: The amount of money spent designing and building PPC and identification of the groups and sectors that were the primary recipients of this spending.
- **Operating Revenue**: The amount of gambling and non-gambling revenue taken in by PPC as well as identification of the groups and sectors that are the main contributors to this revenue.
- **Operating Expenditure**: The amount of money that is being expended to operate PPC as well as identification of the groups and sectors that are the primary recipients of this spending.
- **Distribution of Net Profit**: The estimated portion of net PPC profit that remains within Massachusetts.

Construction Expenditure

As detailed below, in total, $150.2 million was spent building PPC, with 86.7% of this money being spent within Massachusetts.

All construction projects are preceded by site surveys, environmental assessments, and the creation of building plans. In the case of PPC, these activities amounted to $13.3 million shared between Ourway Realty, the prior owners of the site, and Penn National Gaming, the current owners. As seen in Table 18, virtually all of this money went to firms within Massachusetts, with the main beneficiaries being Metro Boston and Bristol and Norfolk Counties (Motamedi & Peake, 2017). The geographic regions referred to in this table (and used elsewhere in the Economic and Fiscal Impacts section) are displayed in Figure 11.[10]

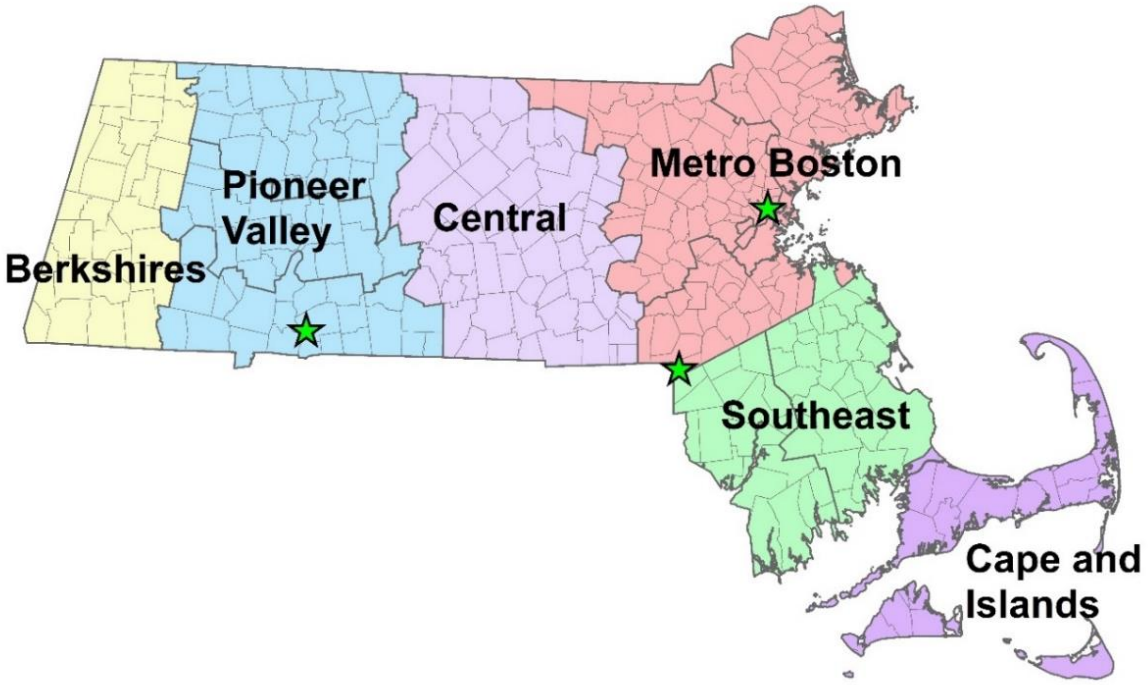
Table 18. Plainridge Park Casino Architecture, Engineering, and Design Spending by Region, 2010-2014

Region	2010	2011	2012	2013	2014	Total
Metro Boston	$1,587,109	$0	$829,751	$413,303	$3,898,523	**$6,728,686**
Bristol and Norfolk Counties	$803,095	$0	$1,948,792	$1,517,836	$1,724,919	**$5,994,642**
Rest of Southeastern MA	$7,000	$0	$0	$0	$277,846	**$284,846**
Pioneer Valley	$0	$0	$0	$0	$92,405	**$92,405**
Rest of Western MA	$74,940	$0	$0	$0	$0	**$74,940**
Out-of-State	$9,781	$0	$22,726	$25,410	$88,520	**$146,437**
Total	**$2,481,925**	**$0**	**$2,801,269**	**$1,956,549**	**$6,082,213**	**$13,321,956**

Source: Pinck & Co. Note: nothing was spent in 2011.

[10] These regions map onto the regions established by the Expanded Gaming Act, with the Berkshires and Pioneer Valley comprising Region A; Central and Metro Boston comprising Region B; and Southeast and Cape & Islands comprising Region C.

Figure 11. Regions of Massachusetts used for Economic Modelling



An estimated $115.4 million was then spent on building and renovating the physical structure of PPC (Motamedi & Peake, 2017). Construction activities comprised 79.6% of the total building budget, which includes things such as concrete, earthwork and site preparation, hanging drywall, and installing electrical, HVAC, and plumbing systems. Table 19 itemizes construction expenses by industry category as well as geographic origin of the spending. As seen, a total of 85.6% of all spending went to in-state suppliers.

Within Massachusetts, almost two-thirds of the overall economic activity generated by the construction occurred in Bristol and Norfolk Counties, while a further one quarter occurred in Metro Boston (Motamedi & Peake, 2017). Neighboring states received less than 5% of the spending and most of the remaining 11% was spent on kitchen equipment from Florida and structural steel from Quebec, Canada. It should be noted that some of this spending likely went to second level suppliers outside of Massachusetts. For example, although $4.3 million of drywall was purchased from Massachusetts suppliers it is unknown where the drywall itself was manufactured.

Table 19. Total Plainridge Park Casino Construction Spending by Industry Group and State

Industry	Total	% Spent in MA
Construction	$91,875,994	87%
Insurance and Bonds	$15,098,255	100%
Manufacturing Goods	$4,041,560	4%
Rental and Leasing	$1,428,153	100%
Other	$1,343,505	100%
Administration and Waste	$879,412	100%
Wholesale	$718,271	0%
Total	**$115,385,150**	**85.6%**

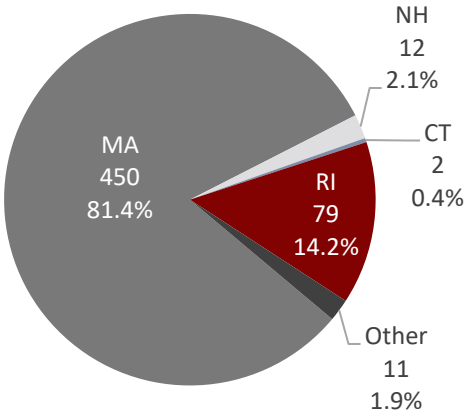
Source: Pinck & Co.

Construction Employment, Residency, and Wages

Plainridge Park Casino employed many tradesmen throughout its 14-month construction period (April 2014 - June 2015) (Motamedi & Peake, 2017). Total employment is estimated using counts of workers paid each quarter. These numbers are not full-time equivalent annual jobs but rather the number of workers who were paid during a particular 3-month period, many of whom may have only been on-site for a few weeks or even days. Employment numbers started at 390 in the second and third quarters of 2014, increasing to 562, 627, and 634 in each of the following quarters. The cumulative total of employment across all quarters was 2,213, however, this involves some multiple counting of the same individuals. The average employment count across all quarters (554) may be a better reflection of the total full-time employment during the building's construction.

Figure 12 shows the number of construction workers by state of residence. This figure shows that 81.4% of workers were from Massachusetts, with Rhode Island being the next largest group at 14.2%. The large majority of construction jobs went to employees in Bristol and Norfolk Counties.

Figure 12. Number of Plainridge Park Casino Construction Workers by State of Residence and Share of Total

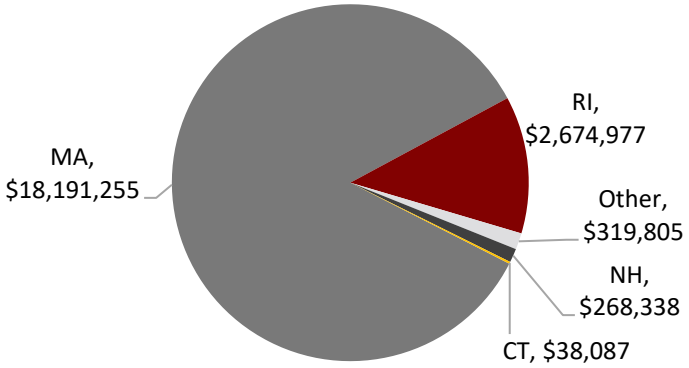


Source: Pinck & Co.

Unlike employment numbers, wages can be more appropriately summed over time to show cumulative dollars, which totaled $21,492,462. The geographic distribution of wages is very similar to the geographic distribution of

workers. As seen in Figure 13, the bulk of the wages paid (84.6%) went to MA residents, with 33% of this being paid to workers living in Bristol and Norfolk Counties (only 3% of all wages went to workers from the H&SC).

Figure 13. Total Plainridge Park Casino Construction Wages by State of Residence



Source: Pinck & Co.

Indirect Impacts of Construction Expenditure

The direct expenditure impacts of PPC that have just been described generated additional economic spin-off effects within the Massachusetts economy. These additional indirect impacts are estimated utilizing the PI+ model from Massachusetts-based Regional Economic Models, Inc. (REMI) (see Motamedi & Peake, 2017 for details). Impacts are estimated for the six regions in Figure 11 and for 70 industry sectors (roughly corresponding to the 3-digit codes of the North American Industry Classification System (NAICS)).

Table 20 is the REMI estimate of the total economic impacts of PPC architectural, engineering, and construction spending for Massachusetts from 2010 to 2015. As was the case with direct economic gains, the bulk of the overall economic gains (direct plus indirect) occurred in Norfolk and Bristol Counties, with the Metro Boston region having the next largest share. 'Output' refers to the total monetary value of production, sales, and business revenue at both the intermediate level (i.e., when used by another business to produce its own output) and final level (i.e., purchased by the end user). 'Value added' is the value of all final goods and services created and reflects net new economic activity.

Table 20. Total REMI-Estimated Economic Impacts of PPC Construction Spending

Region	Employment	Output	Value Added	Personal Income
Bristol and Norfolk Counties	831	$103,400,000	$72,400,000	$52,500,000
Metro Boston	278	$56,400,000	$36,100,000	$27,900,000
Rest of Southeastern MA	126	$14,800,000	$9,400,000	$16,700,000
Central MA	42	$5,200,000	$3,100,000	$6,400,000
Lower Pioneer Valley	6	$600,000	$500,000	$300,000
Rest of Western MA	2	$200,000	$200,000	$100,000
Total	**1,286**	**$189,900,000**	**$121,800,000**	**$104,000,000**

Source: Pinck & Co.; Regional Economic Models, Inc. as calculated by the University of Massachusetts Donahue Institute

Operating Revenue

On-Site Revenue

The following table documents revenue per calendar year within PPC as reported to the Massachusetts Gaming Commission and/or contained in Penn National's Annual Reports. Horse racing revenue is estimated by applying a 22% takeout rate on total handle. Revenue in calendar year 2015 was low due to a mid-year opening in June. Revenue in 2016 increased to nearly $176 million. Total revenue for 2017 is estimated at approximately $185.7 million, assuming horse racing, lottery, and non-gambling revenue are equivalent to 2016. Gambling accounted for approximately 95% of all revenue, and slot machines and electronic table games accounted for about 90% of all gambling revenue.

Table 21. Plainridge Park Casino Revenue, June 2015 to 2017

Calendar Year	Slot + Table Game Net Revenue	Horse Racing Net Revenue	Lottery Gross Sales[11]	TOTAL Gambling Revenue	TOTAL Non-Gambling Revenue	TOTAL Revenue
2015	$88,230,548	~$9,500,000	$1,058,325	~$98,788,873	$5,400,000[12]	~$104,118,873
2016	$155,041,918	~$11,500,000	$2,951,191	~$169,493,109	$6,500,000[13]	~$175,993,109
2017	$164,786,230	Not available	Not available	~$179,000,000	Not available	~$185,700,000

Source: MA Gaming Commission and Penn National Gaming Annual Reports

Estimated Off-Site Revenue

In addition to spending at the casino, PPC patrons spent money in the immediate area during their visit to the casino. The 2016 PPC Patron Survey (Salame et al., 2017) established that 67.2% of patrons did not spend money or engage in any other off-site activities during their trip to PPC. Among those patrons who did report off-site activities, purchasing food and/or beverages in a restaurant or fast food outlet was the most common activity, followed by retail shopping (see Table 22). The total amount of off-site spending was estimated to be approximately $4,046,878 in calendar year 2016.[14]

Table 22. Non-Gambling Activities Off-Site by Plainridge Park Casino Patrons in 2016, Weighted

Off-Site Activities	% of Patrons
Nothing	67.2%
Bought food or beverage in a restaurant or fast food outlet	21.4%
Retail shopping at store or mall	11.2%
Spent money on other entertainment (e.g. amusement park, bowling, museum)	3.2%
Went to a live entertainment show, concert, or performance	2.1%
Stayed at a hotel outside of the casino	1.6%

Source: Salame et al. (2017)

[11] http://massgaming.com/wp-content/uploads/Plainridge-Park-Casino-Quarterly-Report-2016-Q4.pdf.

[12] 2015 Penn National Annual Report p.61.

[13] 2016 Penn National Annual Report. p.54.

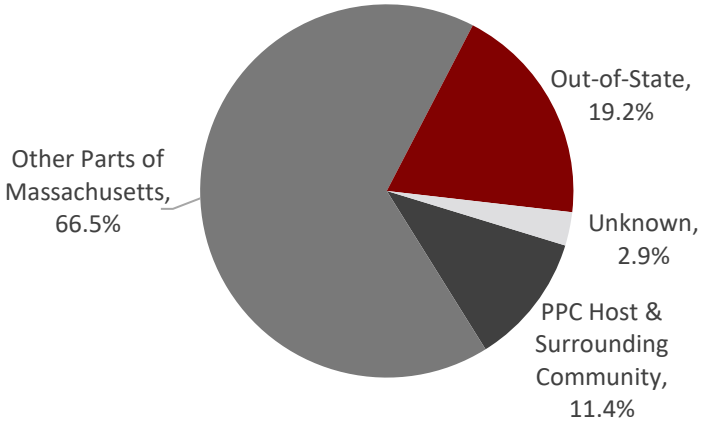
[14] Some caution is warranted due to a survey response rate of only 22.4%.

Revenue Origin

The geographic origin of patrons is a central determinant of the economic value of casino revenue. Revenue from local residents is often a reallocation of money from other local economic sectors. Revenue from more distant within-state residents may represent an influx of money to the local area, but potentially at the expense of other areas within the state. On the other hand, revenue from out-of-state patrons represents new money to the Massachusetts economy as does the situation where a Massachusetts patron has spent money at a Massachusetts casino that they would have otherwise spent at an out-of-state casino ('recaptured revenue').

Figure 14 illustrates the geographic origin of PPC patrons as established by the 2016 Patron Survey (Salame et al., 2017). What this figure shows is that the large majority of patrons (66.5%) are Massachusetts residents from outside the PPC H&SC. The second largest group (19.2%) are out-of-state patrons. Patrons from the PPC H&SC comprise the smallest group at 11.4%.

Figure 14. Geographic Origin of Plainridge Park Casino Patrons in 2016, Weighted



Source: Salame et al. (2017)

The relative proportion of patrons from different geographic areas is not necessarily equivalent to their relative financial contribution. Expenditure questions in the PPC Patron Survey allowed us to estimate that Massachusetts residents accounted for approximately 78.6% of all gambling revenue at PPC, 92.1% of non-gambling revenue at PPC, and 78.9% of non-gambling revenue outside of PPC (i.e., in the geographic area of the casino). This is estimated to represent $134 million, $6 million, and $3 million respectively. Collectively, Massachusetts residents are estimated to account for 79.1% of all gambling and non-gambling revenue and non-Massachusetts residents account for 20.9% of all gambling and non-gambling revenue (Salame et al., 2017).

The PPC Patron Survey asked Massachusetts patrons whether they would have gambled at an out-of-state casino that day if PPC had not existed.[15] A total of 69.8% of all patrons (and 58.7% of patrons from PPC H&SC) reported they would have spent their money gambling in another state if there was not a casino in Massachusetts, with Connecticut (74.3%) and Rhode Island (68.1%) being the primary locations where they would have gone. Assuming the answers to this hypothetical question are reasonably accurate and that this redirection of casino patronage would continue throughout the year, then this 'recaptured spending' is

[15] Out-of-state casino patronage is common among Plainridge Park Casino patrons, with nearly 90% of patrons indicating they had visited casinos in other jurisdictions in the previous year with Connecticut (72.3%) and Rhode Island (55.9%) being the most common locations.

estimated to represent the largest single source of revenue at PPC ($100 million in Fiscal Year 2016 as shown in Table 23).

People who indicated that they would *not* have spent their money gambling at an out-of-state casino were asked what they would have spent their money on instead. A total of 79.7% indicated they would have spent their money on other things, with the most commonly reported items being restaurants and bars, followed by lottery tickets, retail items, and various housing and household items. This is known as 'reallocated revenue' and is estimated to represent the second largest share of overall revenue at PPC ($36.6 million in Fiscal Year 2016 as shown in Table 23).

Table 23. Estimated Sources of Revenue at Plainridge Park Casino from Patron Survey, Fiscal 2016

Source of Revenue	Estimated Revenue (Millions of Dollars)	Share of Revenue
Recaptured Spending by In-State Patrons	$100.0	58.0%
Reallocated Spending by In-State Patrons	$36.6	21.2%
Spending by Out-of-State Patrons	$36.0	20.8%
Total	$172.6	100.0%

Source: Peake & Motamedi (2017)

Consistent with there being substantial monetary recapture, a significant decrease in out-of-state casino patronage was reported in the Massachusetts Gambling Impact Cohort (MAGIC) study (Volberg, Williams, et al., 2017) from Wave 2 in 2015 (31.8%) to Wave 3 in 2016 (21.9%), recognizing that this cohort is a very rough approximation of population-level changes in the state. [16]

However, there are two other sources of evidence that are somewhat inconsistent with substantial monetary recapture. For one, as seen in Table 24, the Baseline to Follow-Up Targeted Population Survey of the PPC H&SC found no significant change in the 23.2% past-year prevalence of out-of-state casino visitation in 2014 compared to the 28.3% reported in 2016/2017 (there was actually a nonsignificant increase). There was also no significant change in overall past-year self-reported frequency of out-of-state casino visitation or past-year out-of-state casino expenditure, although there was a significant decrease in out-of-state non-gambling expenditure (i.e., food, lodging, entertainment). Note that outliers have a major impact on the means, which is why the medians are also presented and why non-parametric statistical tests were utilized (i.e., chi-square and Mann-Whitney U).

[16] MAGIC consists of a stratified sample of 3,139 Massachusetts adults whose gambling behavior has been assessed on an annual basis since Wave 1 in 2013/2014 (Volberg, Williams, et al., 2017).

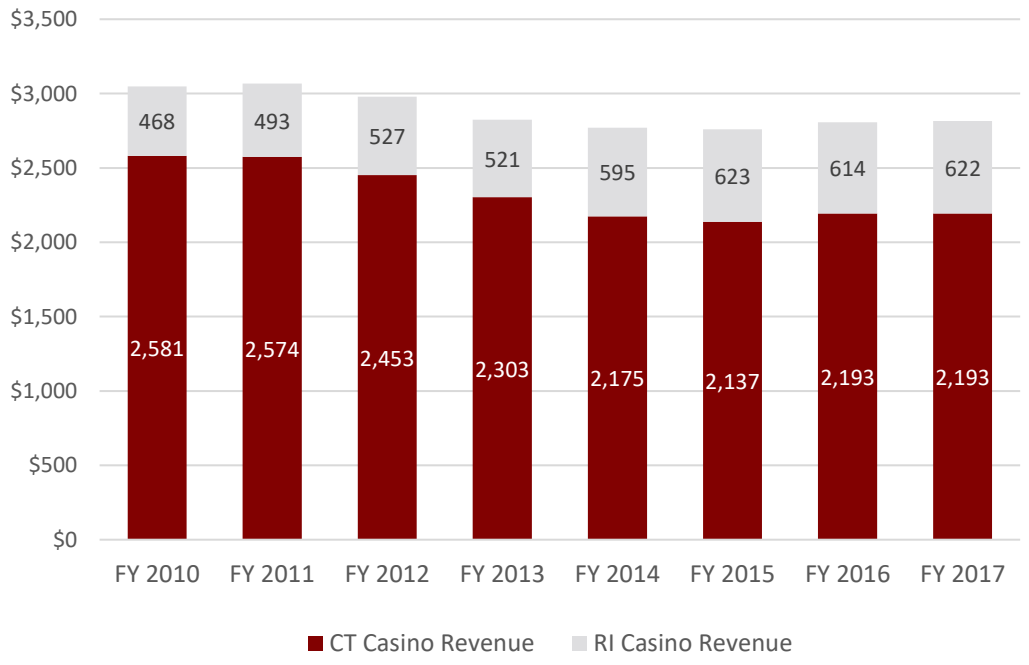
Table 24. Out-of-State Casino Patronage in 2014 BTPS-Plainville versus 2016/2017 FTPS-Plainville, Weighted

	BTPS-Plainville	FTPS-Plainville	*p*
Past Year (PY) Patronage of Out-of-State Casino + 95% CI	23.2% (20.0 – 26.9)	28.3% (24.3 – 32.6)	.070
Mean PY Number of Visits + 95% CI	1.3 (0.9 - 1.7)	1.3 (0.8 - 1.9)	.655
Mean PY Gambling Expenditure + 95% CI	*+$149.1 (-474.3 - 772.4)*	-$395.9 (-793.2 - 1.5)	.379
Median PY Gambling Expenditure + 95% CI	-$3.1 (-20.0 - 13.8)	-$0.6 (-28.3 - 27.0)	
Mean PY Non-Gambling Expenditure + 95% CI	$234.9 (110.7 - 359.1)	*$80.6 (51.1 - 110.1)*	<.0001
Median PY Non-Gambling Expenditure + 95% CI	$39.8 (28.5 - 51.2)	$0.0 (-11.8 - 11.8)	

Note: positive value for gambling expenditure denotes a net win, whereas negative values denote a net loss. Italics indicate relative standard error >30%. Mean and median gambling expenditure at out-of-state casinos are reported for the entire sample (including people who did not patronize out-of-state casinos), whereas out-of-state non-gambling expenditure is only reported for people who indicated they patronized out-of-state casinos as there may have been people who did not gamble at an out-of-state casino but did attend out-of-state casinos for other types of entertainment. Weighted to the PPC H&SC population.

Also somewhat problematic is that the combined net casino revenue in Connecticut and Rhode Island *increased* slightly in fiscal years 2016 and 2017 relative to 2015 as seen in Figure 15 (although there was a slight decrease in Rhode Island casino revenue in 2016). These same trends were identified in an independent analysis of this issue conducted by Christiansen Capital Advisors (2017). Historically, a significant portion of casino revenue in Rhode Island and Connecticut has derived from Massachusetts. For the two casinos in Rhode Island in 2015, it is estimated that Massachusetts residents contributed 51.9% of Twin River Casino revenue and 44.1% of the Newport Grand Casino revenue. For the two casinos in Connecticut in 2015, it is estimated that Massachusetts residents contributed 32.2% of Foxwoods Casino revenue and 18.3% of the Mohegan Sun revenue (Pyramid Associates, 2015).

Figure 15. Net Casino Revenue in Connecticut and Rhode Island, FY2010-FY2017, millions



Sources: Rhode Island Lottery (2018), Security Exchange Commission filings of the Mohegan Sun Gaming Authority (Mohegan Sun, 2018), Mashantucket Pequot Gaming Enterprise Annual Report (2016), and the Connecticut Department of Consumer Protection (CT Dept. CP, 2018).

It quite possible that all of this data is correct and no inconsistencies actually exist. It must be remembered that the large majority of PPC patronage is from Massachusetts residents who live outside the PPC H&SC. Furthermore, it is not unreasonable that the PPC H&SC region would have no change in out-of-state patronage considering they have the closest proximity in Massachusetts to the major Rhode Island and Connecticut casinos. Also, stronger national economic conditions, including an improving economy in Connecticut and Rhode Island, may have increased patronage from residents of these states, making up the shortfall from decreased Massachusetts visitation.[17]

Operating Expenditures

As detailed below, in total, $129.5 million in operational expenses was incurred in PPC's first year of operation from gross gaming tax, operational payments to private sector vendors, governments, etc., and employee wages, with 87.0%[18] of this $129.5 million being spent within Massachusetts (Peake & Motamedi, 2017). The largest operating expenditure is the 49% state tax on gross gaming revenue (GGR) from the slot machines and electronic table games.[19] The following table outlines these amounts for each fiscal year (MGC, 2018). Note that FY2016 includes the period June 24-30, 2015.

Table 25. State Taxes on Plainridge Park Casino's Gross Gaming Revenue by Fiscal Year

Fiscal Year	GGR Taxes
FY2016	$81,362,999
FY2017	$77,551,325
FY2018	$83,307,913

Source: Massachusetts Gaming Commission

In addition to the GGR tax, PPC has payments to various vendors, employee wages, and regular business taxes. In its first year of operation, PPC paid $30.3 million to a large array of third parties. As seen in Table 26, payments to private sector vendors accounted for 61.3% of this spending and payments to government entities accounted for nearly all of the rest (Peake & Motamedi, 2017). Of the payments made to government entities, the Commonwealth of Massachusetts is the largest beneficiary, with various local governments within Massachusetts accounting for the second largest share of spending.

[17] To shed further light on this issue, the SEIGMA team is planning to replicate the license plate survey methodology historically used by Pyramid Associates for the CT and RI casinos to ascertain whether there has been a genuine decrease in the percentage of Massachusetts plates at these venues.

[18] ($81,362,999 in GGR taxes + $19,174,414 operational payments + $12,168,153 wages) divided by total operational expenditures of $129,515,988 = 87.0%

[19] This 49% is mandated only for the slot parlor, whereas a 25% GGR tax is imposed on the casinos.

Table 26. Operational Payments Made by Plainridge Park Casino, FY2016

Type of Payment	Amount	Share
Payments to Private Sector Vendors	$18,606,043	61.3%
Payments to Government Entities	$11,203,767	36.9%
Massachusetts State Government Entities	$5,888,037	19.4%
Local Government Entities	$4,371,035	14.4%
Federal Government Entities	$921,451	3.0%
Other State Government Entities	$23,245	0.1%
Payments to Unions and Other Membership Organizations	$400,644	1.3%
Payments to Charitable Organizations	$74,910	0.2%
Payments to Individuals	$58,927	0.2%
Total	**$30,344,292**	**100.0%**

Source: Plainridge Park Casino

Table 27 shows the top 10 private non-farm industry sectors receiving payments from PPC. The largest single industry was wholesale trade. This is somewhat intuitive since a firm as large as PPC would purchase almost all of its food, alcohol, cleaning supplies, uniforms, printed materials, etc. from wholesalers. The second largest industry, denoted as miscellaneous manufacturing, is primarily payments to the manufacturers of slot machines and other gambling equipment.

Table 27. Top 10 Industries by Vendor Spending

Industry	Amount	Share
Wholesale trade	$5,622,313	18.5%
Miscellaneous manufacturing	$2,950,975	9.7%
Utilities	$2,125,119	7.0%
Professional, scientific, and technical services	$1,795,481	5.9%
Retail trade	$765,392	2.5%
Performing arts and spectator sports	$634,976	2.1%
Administrative and support services	$616,625	2.0%
Membership associations and organizations	$480,069	1.6%
Broadcasting, except Internet	$473,781	1.6%
Motion picture and sound recording industries	$406,972	1.3%
All other Industries	$14,472,590	47.7%
Total	**$30,344,292**	**100.0%**

Source: Plainridge Park Casino

As shown in Table 28, the Metro Boston region of Massachusetts (which includes Norfolk County) was the largest beneficiary of PPC's spending in its first fiscal year of operation. This is in part a result of large payments made to state government entities located in Boston, as well as payments to the Town of Plainville, which is located on the periphery of the region. Excluding payments to government entities, PPC spent more on goods and services from outside of Massachusetts than inside Massachusetts.

Table 28. Plainridge Park Casino Operation Spending by Region

Region	Amount	Share
Metro Boston	$14,187,421	46.8%
Southeast Massachusetts	$4,482,510	14.8%
Central Massachusetts	$298,855	1.0%
Pioneer Valley	$124,808	0.4%
Cape and Islands	$80,822	0.3%
Rest of Nation / World	$11,169,878	36.8%
Total	**$30,344,292**	**100.0%**

Source: Plainridge Park Casino

Operations Employment and Wages

Aggregated data from Plainridge Park Casino provides information on employees hired by the casino and wages paid. The details are reported in UMDI (2017). Plainridge Park Casino hired 893 people in its first year of operation, with 573 (64.2%) of these being full-time employees. Many of these hires were to replace employees who left during the year. From July 2015 to June 2016, the total number of people employed at PPC each month varied from 570 to 512, with 512 people employed as of June 2016. Slightly fewer than half of these employees are gaming employees, and slightly more than half are service employees.

Table 29 shows the geographic origin of PPC's hires, as well as the hours worked and wages paid. While Plainville and PPC are in the far southwestern corner of the Metro Boston region, the majority of hires were from the Southeast region and from out-of-state. This is not surprising as the adjacent parts of both the Southeast Region and next-door Rhode Island are more densely populated than the suburban communities of western Norfolk County, where Plainville is located.

Table 29. Plainridge Park Casino Hires, Hours Worked, and Wages Paid by Region, First Year of Operation

Region	Hires	% of Hires	Hours Worked	Wages Paid	% of Total Wages
Southeast Massachusetts	364	40.8%	401,127	$6,229,344	35.0%
Out-of-State	256	28.7%	292,428	$5,640,544	31.7%
Metro Boston	229	25.6%	254,019	$5,089,465	28.6%
Central Massachusetts	40	4.5%	42,003	$740,097	4.2%
Rest of Massachusetts	4	0.4%	5,372	$109,246	0.6%
Total	**893**	**100%**	**994,949**	**$17,808,697**	**100%**

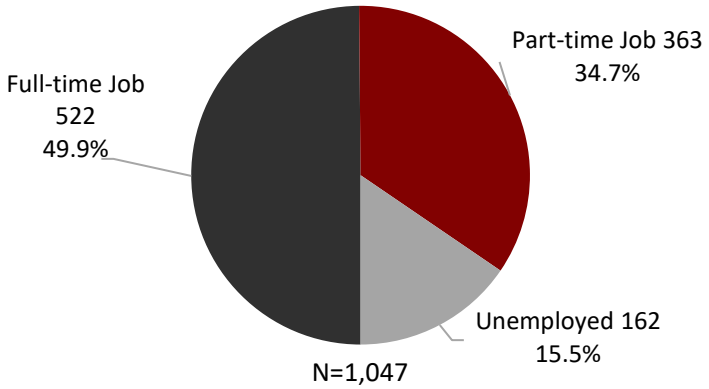
Source: Plainridge Park Casino

A survey of new casino employees was administered by the MGC to gather a range of information on their work-related characteristics and aspirations (UMDI, 2017). Survey results showed that 92.8% (n = 972) of new employees did not move or plan to move to take their new job. Of the 75 'movers', 26.7% (n = 20) relocated from other regions in Massachusetts, while 72.0% (n = 54) came from out-of-state. A total of 17.3% (n = 13) of the movers relocated to Plainville, with the rest moving to other surrounding communities (46.6%) or Rhode Island (30.7%).

Importantly, many of these jobs are 'new' jobs. As seen in Figure 16, 50.2% of respondents indicated they were either unemployed or employed part-time prior to taking their positions at PPC. The remaining 49.9% of new

employees were previously employed full-time. Only 9.3% of people who were previously unemployed had previous experience working at a gambling establishment (*n* = 15). Less than 6% of previously unemployed respondents moved in order to take their positions at PPC (*n* = 9).

Figure 16. Work Status Prior to Being Hired at Plainridge Park Casino



Source: PPC New Employee Survey (UMDI, 2017)

Indirect Impacts of Operational Expenditure

The direct expenditure impacts generate additional economic spin-off effects within the Massachusetts economy. These additional indirect impacts are estimated utilizing the PI+ model from Massachusetts-based Regional Economic Models, Inc. (REMI) (see Peake & Motamedi, 2017 for details). Impacts are estimated for the six regions in Figure 11.

As seen in Table 30, in its first year of operation, the total economic activity associated with Plainridge Park Casino (including direct as well as spinoff effects due to business, government, and consumer spending) is estimated to have produced a total of 2,758 jobs. Over two-thirds of this employment was projected to have occurred in the Metro Boston region, which includes the Town of Plainville. However, assuming the previously mentioned reallocation of consumer spending from the PPC Patron Survey is correct (Salame et al., 2017), there was also a loss of approximately 340 jobs in other sectors, primarily restaurants and bars. Therefore, on net, PPC is estimated to have created or supported 2,417 total jobs in Massachusetts, of which 1,633 were private-sector, with the remainder being government positions supported by increases to Local Aid funded by taxes on PPC's gross gaming revenue (GGR) and other payments to local, state, and federal government entities. In its first year of operation, the casino also supported an estimated $143.7 million in new personal income and $505.5 million in new output within the Massachusetts economy, of which $352.4 million was value added (i.e., net new economic activity or gross state product). It is anticipated that roughly similar personal income and economic activity amounts will also be produced for each subsequent year of operation.

Table 30. Total REMI-Estimated Economic Impacts of PPC Operational Spending in First Year

Region	Total Employment	Private Non-Farm Employment	Output	Value Added	Personal Income
Regional Operating Impacts					
Metro Boston	1,896	1,466	$447,000,000	$326,300,000	$98,700,000
Southeastern MA	376	247	$48,300,000	$29,900,000	$31,700,000
Lower Pioneer Valley	189	80	$23,100,000	$14,500,000	$10,300,000
Central MA	231	131	$30,200,000	$18,700,000	$17,400,000
Berkshires	27	11	$3,200,000	$2,000,000	$1,400,000
Cape and Islands	38	29	$4,600,000	$2,900,000	$2,800,000
Total	2,758	1,964	$556,400,000	$394,400,000	$162,200,000
Statewide Impacts from Reallocation of Consumer Spending from other Sectors of the Economy to PPC					
Total	-340	-331	-$50,900,000	-$31,900,000	-$18,500,000
Statewide Net Impacts					
Total	**2,417**	**1,633**	**$505,500,000**	**$362,400,000**	**$143,700,000**

Source: Pinck & Co.; Regional Economic Models, Inc. as calculated by the University of Massachusetts Donahue Institute

Distribution of Net Profit

PPC is owned and operated by Penn National Gaming that has corporate headquarters in Pennsylvania. As of May 2018, this company operates 28 other gambling facilities in 16 U.S. states and 1 Canadian province: California, Florida, Illinois, Indiana, Kansas, Maine, Massachusetts, Mississippi, Missouri, Nevada, New Jersey, New Mexico, Ohio, Pennsylvania, Texas, West Virginia, and Ontario.

The amount of net profit for Penn National Gaming and the percentage of this net profit that stays in Massachusetts has not been determined. However, even if none of this money stays within the state, it constitutes the minority of the overall revenue and it is clear from the above data that PPC has resulted in a significant economic gain for the State of Massachusetts.

BUSINESS ESTABLISHMENTS

This section and those that follow focus on more indirect global changes in the number and type of business establishments, employment, income, real estate, and government revenue and expenditure at a regional level that could potentially be related to the introduction of PPC. Whereas the REMI model seeks to project some of these impacts, the following sections identify any changes observed through the analysis of secondary data.

Number of Business Establishments

Table 31 shows the number of business establishments in Plainville, Norfolk County, and Massachusetts from 2010 to 2016 as taken from the Massachusetts Office of Labor and Workforce Development (OLWD) (2018), Labor Market Information, ES-202. Shaded cells denote the years that construction and/or operation have been taking place for PPC (i.e., construction began April 2014). The last column illustrates the percent change in the

number of businesses during the construction/operation phase relative to the two prior years. For comparison purposes, a percentage change for Massachusetts for the same time periods for each region is also provided. The data shows that neither Plainville nor Norfolk County had increases greater than the state as a whole.

Table 31. Number of Businesses, 2010-2016

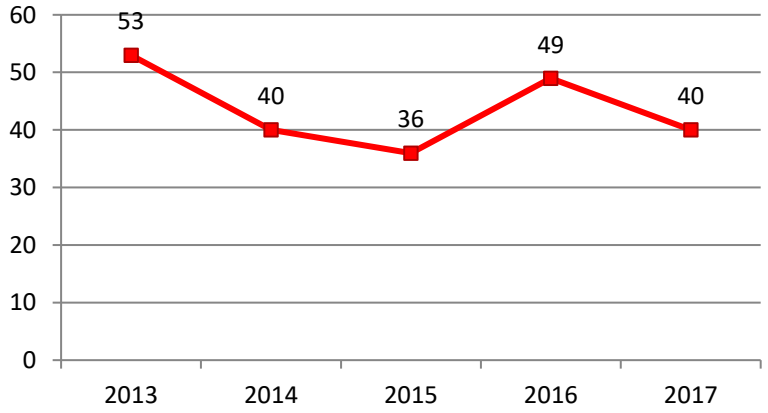
	2010	2011	2012	2013	2014	2015	2016	% increase
Plainville	341	344	351	356	364	371	372	4.4%
Norfolk County	24,321	23,961	23,310	23,410	24,134	24,700	25,237	5.7%
Massachusetts	220,134	227,844	223,467	226,350	231,749	237,928	246,651	6.6%

Source: OLWD, ES-202

A new casino not only has the potential for spawning new complementary businesses, but also for redirecting revenue from existing businesses and contributing to their demise. As reported earlier, an estimated 21.2% of PPC's annual revenue may be 'reallocated' from other economic sectors within the state. A potential marker of this is the number of business bankruptcy filings per year.

Figure 17 shows these numbers for calendar years 2013 to 2017 for Norfolk County (where Plainridge Casino is located) as recorded by U.S. Courts (2018). Considering the very tiny fraction of all businesses in Norfolk County that these numbers represent and the natural year-to-year variation in business bankruptcies, there are no obvious trends in this data that can be attributed to the new casino.

Figure 17. Business Bankruptcy Filings per Year in Norfolk County, 2013-2017



Source: U.S. Courts

Impacts on Other Industry Sectors

The year by year changes in the number of businesses as a function of industry sector provides information on whether PPC has potentially augmented or negatively impacted certain types of businesses.[20] This is shown for

[20] Revenue changes in each of these sectors is potentially even more relevant, but county-level data (from the Economic Census) only comes out every 5 years, with the last available data being from 2012, and the 2017 data not being available until late in 2018.

the Town of Plainville in Table 32 and the County of Norfolk in Table 33. In all cases, what is displayed is the number of businesses in each of the main North American Industry Classification Sectors (NAICS) from 2010 to 2016, along with a special focus on subsectors in the entertainment, accommodations, and food services that are often impacted by the introduction of destination casinos (Williams, Rehm, & Stevens, 2011). Shaded columns denote the years that construction and/or operation have been taking place for PPC.

The only notable changes in Plainville are the increases in the sectors of real estate and health care and social assistance. The increase in the health care and social assistance sector is likely reflective of statewide increases in this sector. The real estate increase may be influenced by the new casino, but probably has more to do with the significant population increase in this community during the period in question (Figure 8).

Norfolk County had notable increases in health care and social assistance; museums, historical sites & related; mining, quarrying, oil and gas extraction; agriculture, forestry, fishing, hunting; education services; performing arts, spectator sports & related; transportation and warehousing; utilities; public administration; and information. Some of these changes are logically unrelated to the introduction of PPC (e.g., mining, agriculture), while other changes are partly reflective of statewide increases (e.g., health care) and perhaps the slight increase in population (Figure 8). That being said, Norfolk County was one of the prime economic beneficiaries of PPC, so increases in some of these sectors are likely related. Further support for some of these increases being 'real' is the fact that the REMI model projected significant employment increases in Bristol and Norfolk Counties in the construction sector, and to a lesser extent in retail trade, health care and social assistance, and finance and insurance (Motamedi & Peake, 2017).

Table 32. Number of Businesses by Industry Sector in Plainville, 2010-2016

Industry Group	2010	2011	2012	2013	2014	2015	2016	% change
Agriculture, Forestry, Fishing, Hunting (11)	NA	NA	NA	NA	NA	NA	NA	NA
Mining, Quarrying, Oil and Gas Extraction (21)	NA	NA	NA	NA	NA	NA	NA	NA
Utilities (22)	NA	NA	NA	NA	NA	NA	NA	NA
Construction (23)	54	51	47	47	47	48	55	6.4%
Manufacturing (31-33)	21	24	24	19	19	21	19	-8.5%
Wholesale Trade (42)	14	16	18	18	18	18	18	0.0%
Retail Trade (44-45)	33	32	31	32	33	33	32	3.7%
Transportation and Warehousing (48-49)	8	8	6	5	NA	5	6	0.0%
Information (51)	4	4	3	3	3	3	3	0.0%
Finance and Insurance (52)	19	20	25	26	27	25	23	-2.0%
Real Estate and Rental and Leasing (53)	7	7	7	11	12	16	19	74.1%
Professional and Technical Services (54)	33	40	42	41	42	42	39	-1.2%
Administrative and Waste Services (56)	31	31	31	31	30	30	28	-5.4%
Education Services (61)	NA	7	7	8	9	8	7	6.7%
Health Care and Social Assistance (62)	30	30	29	42	43	44	44	23.0%
Arts, Entertainment, and Recreation (71)	7	NA	NA	NA	NA	NA	NA	NA
Performing Arts, Spectator Sports & Related (711)	NA	NA	NA	NA	NA	NA	NA	NA
Museums, Historical Sites & Related (712)	NA	NA	NA	NA	NA	NA	NA	NA
Amusement, Gambling & Recreation (713)	5	5	6	NA	8	NA	NA	NA
Accommodations and Food Services (72)	33	33	33	32	33	34	33	2.6%
Accommodation (721)	NA	NA	NA	NA	NA	NA	NA	NA
Food Services & Drinking Places (722)	31	31	32	32	33	33	32	2.1%
Other Services, excluding Public Admin (81)	34	28	33	25	25	24	26	-13.8%
Public Administration (92)	NA	NA	NA	NA	NA	NA	NA	NA

Source: OLWD, ES-202. Note: NA indicates the data has been suppressed (often because the numbers are too low, which might identify a particular employer).

Table 33. Number of Businesses by Industry Sector in Norfolk County, 2010-2016

Industry Group	2010	2011	2012	2013	2014	2015	2016	% change
Agriculture, Forestry, Fishing, Hunting (11)	32	31	33	35	39	38	43	17.6%
Mining, Quarrying, Oil and Gas Extraction (21)	8	8	7	8	9	9	10	24.4%
Utilities (22)	24	24	24	23	28	24	27	12.1%
Construction (23)	2,267	2,280	2,072	2,035	2,125	2,188	2,259	6.7%
Manufacturing (31-33)	697	696	685	667	657	645	636	-4.4%
Wholesale Trade (42)	1,435	1,449	1,341	1,301	1,341	1,365	1,362	2.6%
Retail Trade (44-45)	2,493	2,499	2,435	2,446	2,506	2,504	2,511	2.7%
Transportation and Warehousing (48-49)	404	402	389	384	406	450	462	13.7%
Information (51)	437	444	431	428	466	473	478	10.0%
Finance and Insurance (52)	1,159	1,155	1,145	1,158	1,175	1,201	1,223	4.2%
Real Estate and Rental and Leasing (53)	754	773	741	754	773	819	850	8.9%
Professional and Technical Services (54)	3,003	3,166	3,009	3,031	3,170	3,265	3,344	7.9%
Administrative and Waste Services (56)	1,177	1,199	1,215	1,242	1,286	1,290	1,310	5.4%
Education Services (61)	399	413	406	431	469	493	497	16.2%
Health Care and Social Assistance (62)	2,060	2,081	2,085	4,585	4,651	4,784	5,025	44.5%
Arts, Entertainment, and Recreation (71)	343	354	351	357	376	386	383	7.8%
Performing Arts, Spectator Sports & Related (711)	68	71	76	77	89	91	84	15.0%
Museums, Historical Sites & Related (712)	12	11	11	12	14	15	15	27.5%
Amusement, Gambling & Recreation (713)	263	272	264	268	273	280	284	4.9%
Accommodations and Food Services (72)	1,469	1,513	1,481	1,511	1,535	1,568	1,580	4.3%
Accommodation (721)	72	72	69	70	70	77	77	7.4%
Food Services & Drinking Places (722)	1,397	1,441	1,412	1,441	1,465	1,491	1,503	4.2%
Other Services, excluding Public Admin (81)	5,778	5,084	5,067	2,568	2,660	2,737	2,759	-28.8%
Public Administration (92)	253	252	248	289	293	286	307	10.0%

Source: OLWD, ES-202. Note: NA indicates the data has been suppressed (often because the numbers are too low, which might identify a particular employer).

The three key informants from Plainville had the following comments about economic development:

"We have had a lot of interest in the surrounding area along Route One. […] the sections of Route One, where you see the really large developments coming in, they were undeveloped so there was nothing there. So it's not like they are driving out the small businesses. […] This area is really becoming a destination. […] I think you will continue to see development along Route One from the casino all the way to the [Gillette] Stadium." Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview**.**

"Wow, we have had an awful lot of influx of new businesses. […] Because we were ripe for new businesses and growth in town because we were one of the least expensive communities in the area and we had land to develop. So it was natural that they were looking. […] We have had no problem keeping restaurants in town very very healthy. That was one of the problems, people were saying, 'Oh it will knock the small restaurants out.' No that is not true. They are thriving." Kathleen Parker, Treasurer of Plainville, MA, February 1, 2018, 11-12pm, 2018, phone interview.

"On the corner at the diagonal opposite of the casino, I have had plans come through my board for two hotels, a restaurant, a small waste water treatment plant, and some housing, all in that opposite corner. [...] The dual hotel restaurant, shopping center residence that is going directly across from the casino […] I believe there was a need for a hotel because of the casino. That helped influence the building of the hotel. It would not be exclusive, but it would be a contributing factor." Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, March 1, 2018, 5-6pm, phone interview.

Impacts on Other Types of Gambling

Negative impacts on other types of gambling are often a consequence of introducing a new form of gambling (Williams, Rehm, & Stevens, 2011). This section focuses on whether there is any evidence of change in the patronage and revenue of other forms of gambling.

Table 34 shows changes in participation in specific types of gambling in both the Plainville Baseline Targeted Population Survey in 2014 and the Plainville Follow-Up Targeted Population Survey in 2016/2017. A chi-square test is employed to establish whether significant differences exist.

Table 34. 2014 Baseline versus 2016/2017 Follow-Up Participation in Gambling in the PPC H&SC, Weighted

	BTPS-Plainville			FTPS-Plainville			
	N*	%	95% CI	N*	%	95% CI	*p*
All lottery	195,115	66.4	(62.3 - 70.2)	200,728	67.2	(62.8 - 71.3)	.782
Traditional Lottery	185,874	63.2	(59.1 - 67.2)	182,647	60.7	(56.3 - 65.0)	.407
Instant Games	119,922	40.8	(36.6 - 45.0)	127,236	42.5	(38.1 - 46.9)	.584
Daily Games	35,514	12.1	(9.5 - 15.3)	40,231	13.5	(10.7 - 17.0)	.520
Raffles	106,932	36.6	(32.7 - 40.8)	110,113	36.9	(32.8 - 41.3)	.916
Casino Out-of-State	66,291	23.2	(20.0 - 26.9)	82,685	28.3	(24.3 - 32.6)	.070
Sports Betting	43,412	14.8	(12.0 - 18.1)	37,913	12.7	(10.1 - 15.8)	.313
Private Betting	40,018	13.7	(10.7 - 17.4)	26,288	8.8	(6.6 - 11.8)	.024
Horse Racing	15,614	5.3	(3.9 - 7.2)	16,845	5.6	(3.9 - 8.0)	.809
Bingo	9,310	3.2	(2.1 - 4.9)	12,845	4.3	(2.8 - 6.4)	.335
Online Gambling	5,736	2.0	(1.0 - 3.7)	8,464	2.8	(1.7 - 4.7)	.366

*N is the total number of respondents who answered the question weighted to the PPC H&SC population

Horse Racing

Table 34 shows no significant change in horse race betting participation in the PPC H&SC from 2014 (5.3%) to 2016/2017 (5.6%). This is even though a greater number of people were exposed to horse racing in 2016/2017 with an increase in visitors to PPC. In this regard, only 7.7% of PPC patrons reported engaging in horse race betting at the facility in 2016 (Salame et al., 2017). However, as seen in Table 35, Plainridge Racecourse has had a significant increase in the number of races since 2014 in addition to the overall amount wagered stabilizing. This is likely attributable to the funds received from the Horse Race Development Fund, which was created as part of the Expanded Gaming Act to support the horse racing industry in the state. The Horse Race Development Fund is funded by 18% of the GGR tax on profits on slots and electronic table games at PPC (as well as 2.5% of the GGR tax on gambling revenues at MGM Springfield and Encore Boston Harbor).

Table 35. Number of Races and Amount Wagered at Plainridge Racecourse, 2013-2016

Year	Number of Races	Amount Wagered
2013	780	$38.2 million
2014	736	$33.4 million
2015	949	$30.3 million
2016	1092	$35.8 million

Source: MA Gaming Commission Division of Racing Annual Reports

Charitable Gambling

Table 34 also shows no significant change in PPC H&SC participation rates in either raffles or bingo from 2014 to 2016/2017. Table 36 documents gross bingo revenue and per capita bingo spending in Norfolk County (where Plainville is located) from calendar year 2014 to 2017 from annual reports on these activities (MA State Lottery Commission, 2016a, 2017b). A minor decline is evident. Attleboro is the only individual community within the PPC H&SC to have bingo. It experienced a 10.4% decline in gross bingo revenue from 2014 ($294,903) to 2016 ($264,347). No comparable geographic data is publicly available for raffles, instant lotteries, and casino events.

Table 36. Gross Bingo Revenue in Norfolk County, Calendar Year 2014 to 2017

County	2014	2015	2016	2017
Norfolk County	$3,914,000 ($37.35 per capita)	$3,551,269 ($37.94 per capita)	$3,868,994 ($38.66 per capita)	$3,503,683 ($39.98 per capita)

Source: MA State Lottery Commission Charitable Games Annual Reports

Other Types of Gambling

There was a significant decrease in the percentage of people engaging in private betting in 2016/2017 relative to 2014, although the magnitude of this difference is small and significance is obtained primarily due to the large sample sizes involved. The increased availability of casino gambling is plausibly related to this decline.

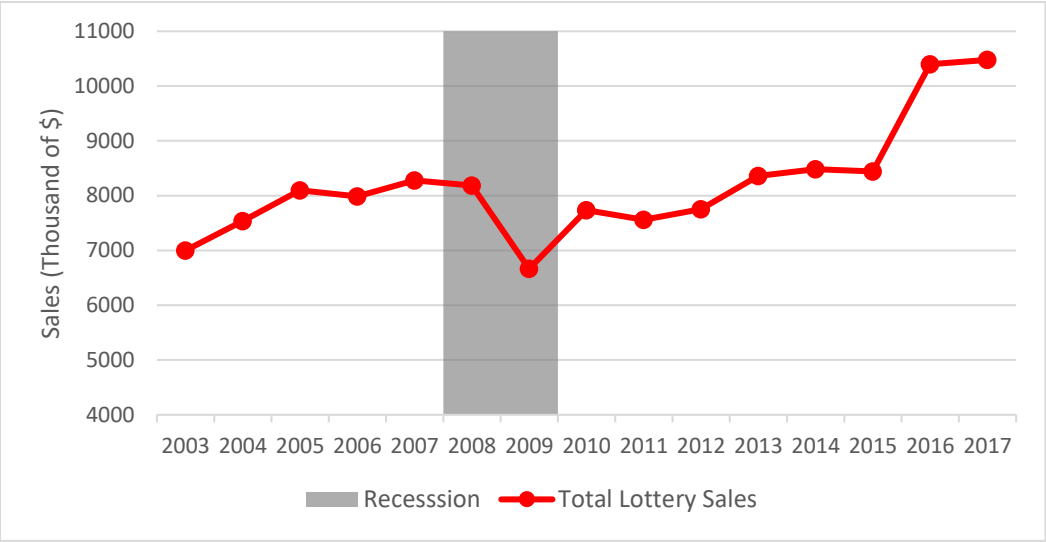
Lottery

Table 34 shows there to be no significant change in lottery participation from 2014 to 2016/2017.

However, there has been an increase in lottery revenue in the Town of Plainville. Figure 18 illustrates total lottery sales in the Town of Plainville for fiscal years 2003-2017. Sales followed the general state pattern prior to Plainridge Park Casino opening. However, lottery sales increased 25% in the year after the casino opened (fiscal year 2016) relative to the prior year and remained at that level in fiscal 2017. An analysis of Plainville vendors shows that this increase is primarily due to increased lottery sales specifically at Plainridge Park Casino. It is important to note that lottery sales for other vendors in Plainville have not notably declined since the opening of Plainridge Park Casino.

In fiscal year 2017, Plainville received $729,447 from the lottery and other direct Local Aid sources, which represents 16.6% of the Town's total state aid and 2.0% of total receipts.

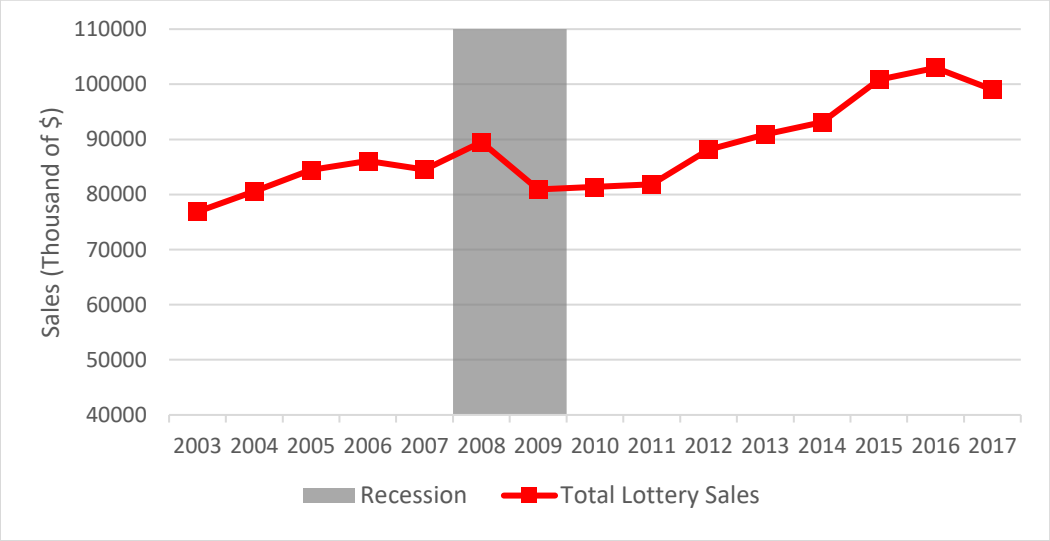
Figure 18. Plainville Lottery Sales, FY2003-2017



Source: MA Lottery, FY2003-2017, nominal dollars.

Lottery sales in the PPC H&SC have not followed the same pattern (Figure 19). In fact, lottery revenue grew more slowly in fiscal year 2016 than the state wide average (2.1% vs. 4.3%) and decreased more in fiscal year 2017 relative to the state (-3.8% vs. -2.6%).

Figure 19. Lottery Sales for PPC H&SC, FY2003-2017



Source: MA Lottery, FY2003-2017, nominal dollars.

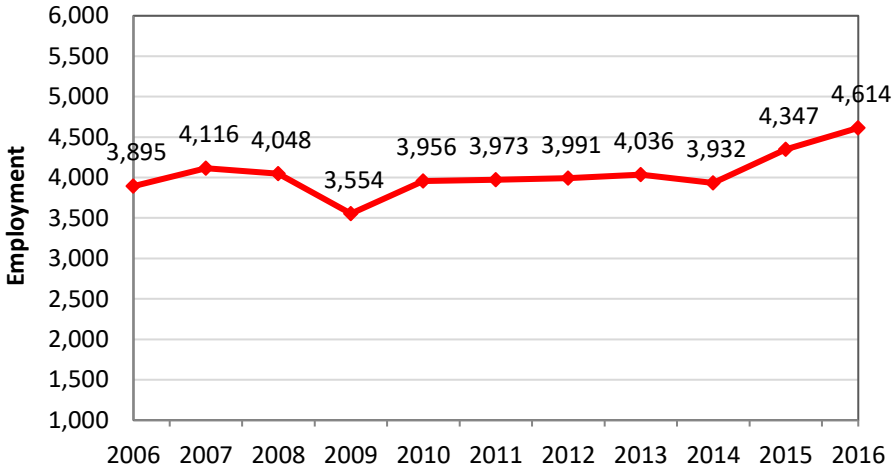
When removing Plainville from the H&SC group, over the two-year period since the opening of the casino, average sales for vendors in the communities of Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham declined compared to the year prior to the casino opening. In terms of driving distance, lottery sales for vendors within a 15-minute drive of PPC grew more slowly (fiscal year 2016) or decreased (fiscal year 2017) compared to the year prior to the casino opening (relative to the rest of the state) whereas lottery sales for agents within a 16-30 minute drive of PPC grew more rapidly compared to the year prior to the casino opening.

Overall, the gain in lottery revenue in Plainville has been sufficient to offset declines in the surrounding communities, but not enough to match gains in the rest of the state over the two-year period since the opening of PPC. However, the difference is not statistically significant, and it is not possible to conclude any directional change in lottery revenues. In other words, statistically, lottery sales in the PPC H&SC remain unchanged.

EMPLOYMENT

As see in Figure 20, the Town of Plainville is experiencing the highest level of employment in a decade, with 2015 and 2016 showing notable increases. Plainville's 372 businesses employed 4,614 people in 2016, an increase of 17.3% since 2014. This compares to employment growth of 4.0% in the state and 3.2% in Norfolk and Bristol Counties from 2014 to 2016. The increase in Plainville parallels to some extent the population increase in this community (Figure 8). It is also consistent with the creation of more than 500 jobs at PPC, with 25.6% of these being in the Metro Boston economic region (where Plainville is located). The Town of Plainville's Host Community Agreement with PPC required that PPC preferentially hire Plainville residents during both the construction and operation phase.

Figure 20. Plainville Employment, 2006-2016



Source: Massachusetts Office of Labor and Workforce Development (OLWD), Labor Market Information, ES-202

As further reference, Table 37 shows the increase in employment in all of the PPC H&SC from 2009 to 2016. Foxborough is the only community with equivalent growth to Plainville.

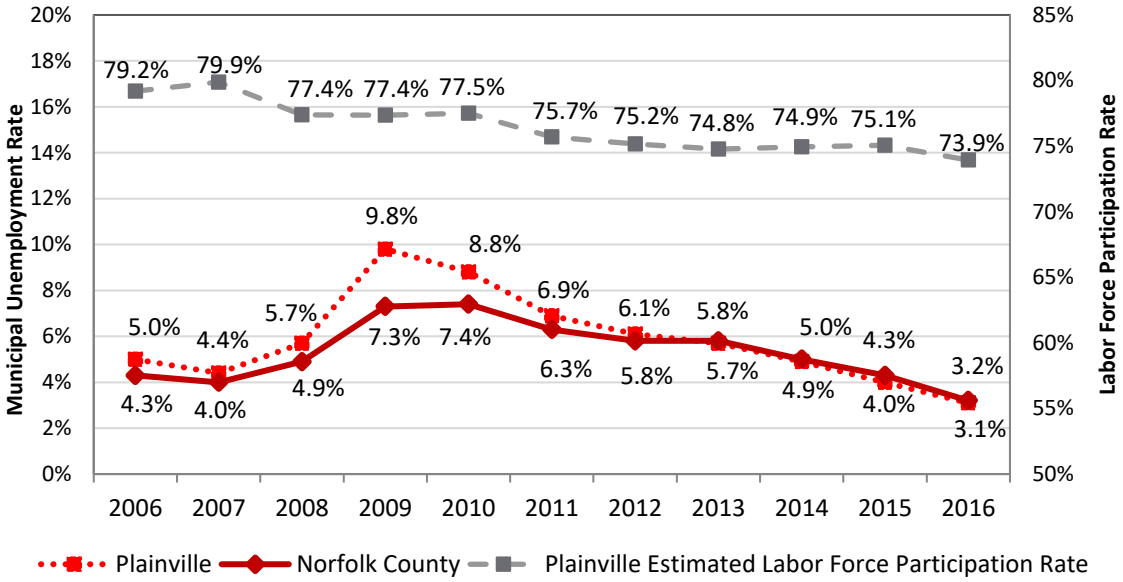
Table 37. Employment in PPC H&SC

Community	2016 Employment	% Change 2009-2016
Plainville	4,614	29.8%
Attleboro	17,790	7.8%
Foxborough	14,572	29.1%
Mansfield	12,253	12.1%
North Attleborough	12,122	9.1%
Wrentham	7,038	17.4%

Source: Massachusetts Office of Labor and Workforce Development (OLWD), Labor Market Information, ES-202

In contrast to overall employment numbers, unemployment and labor force participation rates in Plainville have largely paralleled the state and Norfolk County as seen in Figure 21.[21] From 2014 to 2016, Plainville's labor force participation rate decreased by 1.3% and its unemployment rate decreased by 36.7% (compared to a 1.2% decrease in the labor force participation rate and a 36.2% decrease in the unemployment rate in the state as reported earlier).

Figure 21. Plainville and Norfolk County Unemployment and Plainville Labor Force Participation, 2006-2016



Sources: BLS, LAUS; US Census, Decennial Census and Population Estimates

Two key informants from Plainville had the following comments about employment:

> *"One of the things that [the casino] promised to do was to reach out to Plainville folks first in terms of employment which they did. They kept their word. […] They are our largest employer in Plainville. It has certainly had an impact. [...] I remember when the casino first opened, that was a challenge for them [backfill issues]. And part of it was they had a lot of applicants but some of them couldn't pass the scrutiny of the background checks and the things that the Gaming Commission requires. […] I know it was difficult for the restaurants in particular. When they opened they didn't have as much of the staff as they wanted in the beginning. […] They were having difficulty of getting people who were qualified but who could also pass the more rigorous background check, because even if you work in the restaurant you still have to pass the same background check as if you were working in the casino itself. [...] I think we would hear about it [job quality] if people felt grossly mistreated or had horrible working conditions and we haven't heard anything like that."* Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview.
>
> *As far as employment goes, it has definitely been a positive impact. […] I actually had one of the [horse] trainers live right down the road from me. He was the one who told me how much more exciting the horse racing is now and how well he is doing as a result of this influx of money and direct attention to the*

[21] Plainville's labor force participation rate is estimated using Census population estimates and LAUS data at the local level and utilizes less reliable data due to the much smaller sample size of the municipality.

horse racing." Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, March 1, 2018, 5-6pm, phone interview.

Table 38 documents employment changes within Plainville in different industry sectors from 2010 to 2016. The shaded columns denote the period of PPC construction and operation. The last column shows the net change in jobs in the construction/operation years (2014-2016) relative to the two prior years (2012-2013). For known industries, the largest net gain was in construction (78.8 jobs), followed by professional and technical services and management of companies/enterprises, whereas there was a notable loss of jobs in administrative and waste services. The gain in the construction sector is plausibly related to the construction of PPC.

Table 38. Plainville Employment Numbers by Industry Sector, 2010-2016

Industry Group	2010	2011	2012	2013	2014	2015	2016	Change
Industry not known	290	258	270	263	276	568	732	258.8
Construction	341	325	310	341	370	399	444	78.8
Professional and Technical Services	97	102	112	138	159	157	143	28.0
Management of Companies/Enterprises	0	0	0	9	27	28	30	23.8
Real Estate and Rental and Leasing	24	24	27	47	52	50	50	13.7
Retail Trade	742	817	830	838	828	847	842	5.0
Finance and Insurance	78	74	82	79	86	83	85	4.2
Accommodations & Food Services	578	591	595	584	575	586	616	2.8
Educational Services	0	183	180	196	194	186	189	1.7
Information	12	11	10	10	10	11	11	0.7
Arts, Entertainment, and Recreation	176	0	0	0	0	0	0	0.0
Wholesale Trade	67	68	77	71	70	73	72	-2.3
Other Services, e.g., Public Admin	120	122	142	118	124	125	132	-3.0
Manufacturing	421	452	479	434	431	456	466	-5.5
Health Care and Social Assistance	317	301	300	463	372	350	370	-17.5
Transportation and Warehousing	40	42	50	60	0	40	50	-25.0
Administrative and Waste Services	653	603	527	385	358	388	382	-80.0
Total	**3,956**	**3,973**	**3,991**	**4,036**	**3,932**	**4,347**	**4,614**	**284.2**

Source: OLWD, ES-202. Note: ES-202 data at the detailed industry (or sector) level are subject to suppression and are therefore sometimes lower than the total. These data at this level of industry detail may underestimate the employment and number of firms in the individual industries presented. "Industry not known" is the remainder created by subtracting the aggregation of the counts from the known industry detail from the total across all industries. The industries are unknown due to suppression.

PERSONAL INCOME

Wages

Although employment levels are high in Plainville, average wages provided by businesses in town are not. In fact, Plainville's average wages are significantly lower than the state and in the immediate region (Norfolk and Bristol Counties) as seen in Table 39. The average annual wage for jobs based in Plainville was $41,740 in 2016 in inflation-adjusted dollars compared to the Massachusetts average of $68,869, and $57,883 in the immediate region. That being said, Plainville experienced a larger increase in the average wage from 2013/2014 to 2016 than either the immediate region or the state.

Table 39. Plainville Annual Average Wages, All Industries, 2010-2016 (in 2017 Dollars)

Region	2010	2011	2012	2013	2014	2015	2016	% increase 2013/2014 to 2016
Plainville	$38,721	$38,263	$38,047	$37,507	$39,658	$41,663	$41,740	8.2%
Norfolk & Bristol Counties	$55,831	$55,572	$55,825	$55,600	$55,986	$58,461	$57,883	3.7%
Massachusetts	$64,940	$65,025	$65,016	$65,016	$66,373	$68,972	$68,869	4.8%

Sources: Massachusetts Office of Labor and Workforce Development (OLWD), Labor Market Information, ES-202; US Bureau of Labor Statistics (BLS), Quarterly Census of Employment and Wages (QCEW)

Table 40 shows this same pattern for all of the individual Host and Surrounding Communities.

Table 40. Wages in the PPC H&SC (2017 dollars)

Community	Average Wage in 2016	% Change 2009-2016
Plainville	$41,740	37.9%
Attleboro	$49,776	13.0%
Foxborough	$69,815	34.5%
Mansfield	$79,787	28.6%
North Attleborough	$37,033	17.1%
Wrentham	$37,169	19.0%

Source: OLWD, ES-202

Although individual wages paid by businesses in the PPC H&SC are low, household income is not. Table 41 shows that Plainville's median household income, estimated at $93,974 in the 2012-2016 American Community Survey (the most recent data available), is higher than the median Massachusetts household income (estimated at $72,466 in the same period), but similar to Norfolk County, where the median household income is $92,148. Comparing the two most recent 5-year periods in the ACS show that household income increased in both Plainville and Norfolk County. The higher levels of household income in Plainville in contrast to low individual wages in the town suggest that many residents commute outside of Plainville for work.

Table 41. Plainville and Norfolk County Median Household Income (2017 dollars), 2008/2012 - 2012/2016

	2008-2012	2012-2016
Plainville	$89,413 ± $12,565	$93,974 ± $6,458
Norfolk County	$89,773 ± $1,398	$92,148 ± $1,213

Source: U.S. Census, American Community Survey

Poverty Rate

Table 42 illustrates that Plainville's poverty rate of 3.6% (with a 2.0% margin of error) in the 5-year period from 2012 to 2016 is a third of the poverty rate of Massachusetts and roughly half the rate of Norfolk County. Furthermore, whereas poverty rates have increased slightly in Norfolk County and the state from the 2008 to 2012 time period, they have dropped in Plainville.

Table 42. Plainville, Norfolk County, and Massachusetts Poverty Rate, 2008/2012 - 2012/2016

	2008/2012	2012/2016
Plainville	4.7% ± 1.9%	3.6% ± 2.0%
Norfolk County	6.5% ± 0.3%	6.7% ± 0.3%
Massachusetts	11.0% ± 0.1%	11.4% ± 0.2%

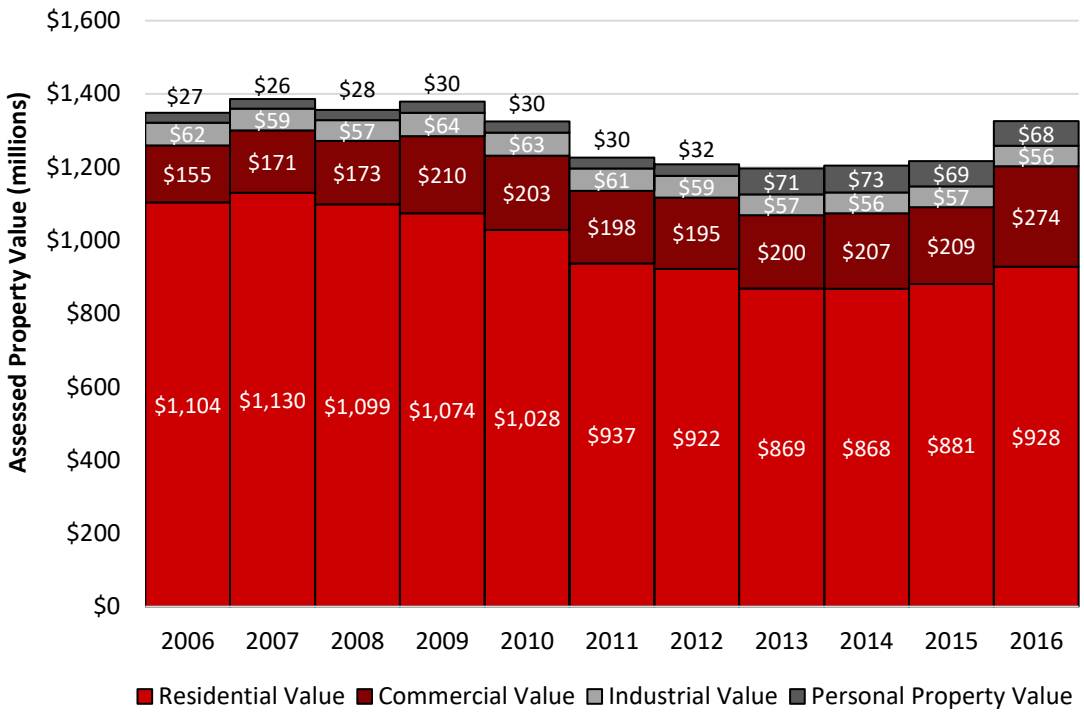
Source: U.S. Census, American Community Survey

REAL ESTATE AND HOUSING

Property Values

In Figure 22**,** we see that the total assessed value of Plainville property in FY2016 was 2% lower than in FY2006 in real 2017 dollars, a decrease of $23 million (Renski & Peake, 2017). As in Massachusetts as a whole, the 2008-2009 recession hit hard and property values have not recovered from their FY2007 peak. This change has been driven mostly by the decline in residential and industrial values. From FY2006 to FY2016, Plainville's residential and industrial values have decreased by 16% and 10%, respectively, whereas commercial values increased by 77%. As seen, however, there was a sharp increase from FY2015 to FY2016, driven by a significant increase in both residential and commercial values. While this rise could be driven by the Plainridge Park Casino, the residential and commercial markets experienced considerable statewide growth as well during this period.

Figure 22. Plainville Property Assessments by Class, FY2006-FY2016 (2017 dollars, millions)



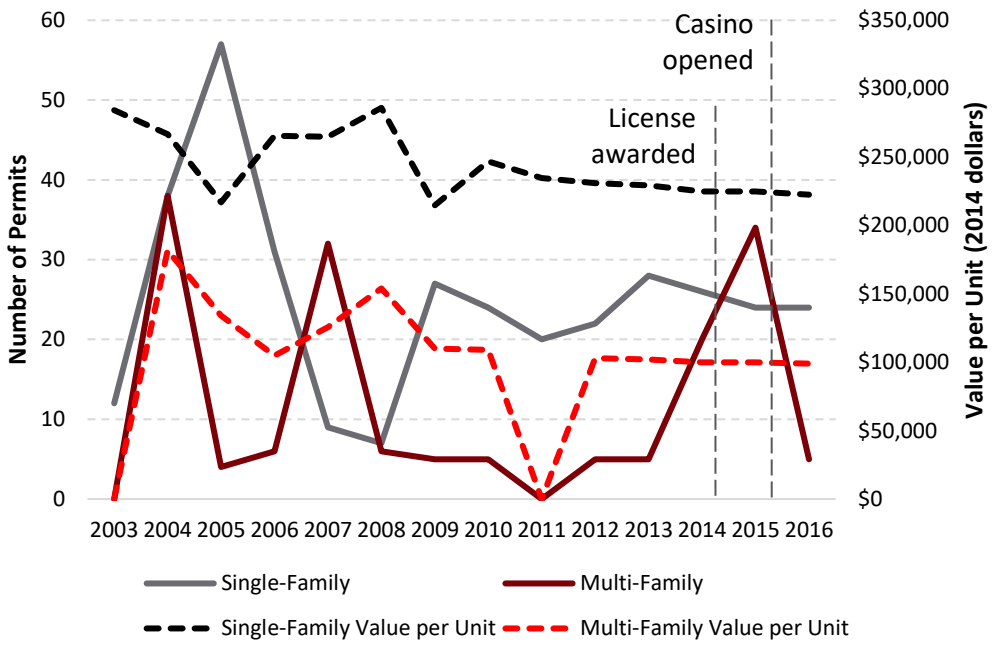
Source: MA Department of Revenue, Division of Local Services

Residential Building Permits

The number of new residential building permits and their value is another index of real estate change. The data on building permits comes from the U.S. Census Bureau's Manufacturing and Construction Division. The number of residential permits in a small community can differ greatly from year to year. We see this in the following figure, where the number of both single-family and multi-family permits oscillates widely (Renski & Peake, 2018). The monetary value of issued permits tends to be more stable, although the small number of permits make this data highly sensitive to outliers. Whether considering the number of residential permits issued or their average value, there is little evidence to suggest that PPC has led to either a rise or decline in residential permits.[22] Neither the timing of when the license was awarded nor the opening of the casino is associated with a spike or dip in permits. The one possible exception is for the number of multi-family permits, which experienced a sharp rise in 2014 commensurate with the awarding of the expanded gaming license. It is difficult to attribute this to the opening of PPC, however, as the number of multi-family permits is highly volatile. Furthermore, the rise in multi-family permits was only temporary, dipping back down to just a mere handful in 2016.

[22] The value of residential permits is measured as the total value of permits divided by the number of units (not permits). This makes it easier to compare values when grossly different numbers of units are covered under a single permit.

Figure 23. Number and Per Unit Value of Residential Building Permits in Plainville, 2014 dollars



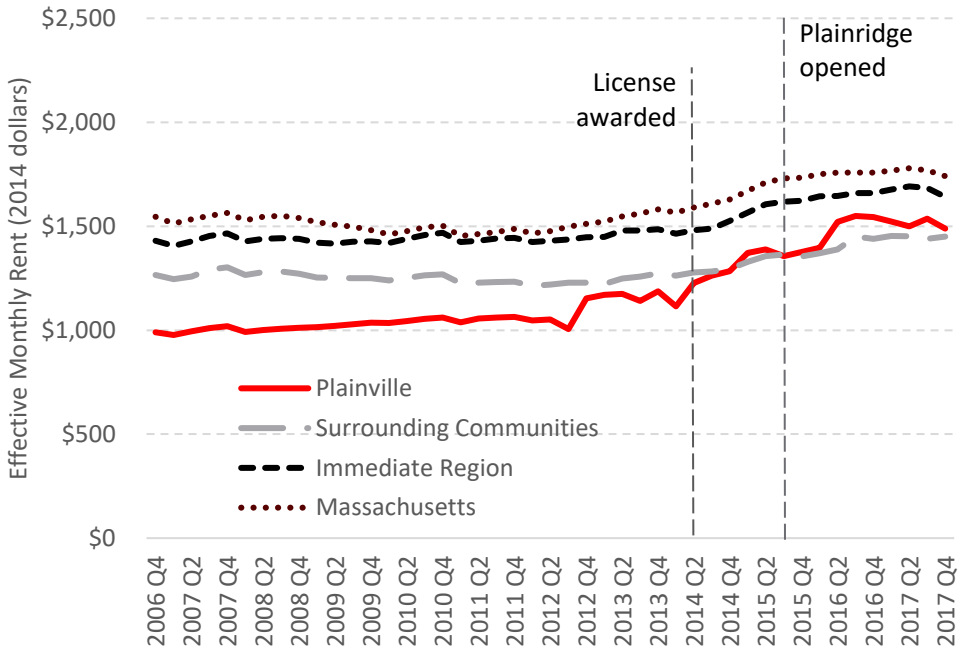
Source: U.S. Census Bureau, Residential Construction Branch

Rental Costs

Rentals are a relatively small component of the Plainville housing market with rentals making up only 23% of occupied housing units in Plainville. This is compared to the statewide average of 37% (Renski & Peake, 2018, 2017). While below the state average, Plainville's rental market is comparable to other communities in the area. Among the five surrounding communities, rental shares range from a low of 16% (Wrentham) to a high of 35% (Attleboro). The majority of Plainville renters (81%) live in multi-unit structures—such as apartment buildings with more than two units.

A proprietary database by CoStar is used to track changes in the price of rental housing. Effective monthly rents in Plainville are lower than both state and regional (Bristol and Norfolk Counties) averages and have been on a general upward trend since 2011 (Figure 24). Rents have also been slightly higher in the months following the opening of PPC, otherwise they have plateaued since 2016. Rising rents coincide with declining rental vacancy rates in Plainville and surrounding communities.

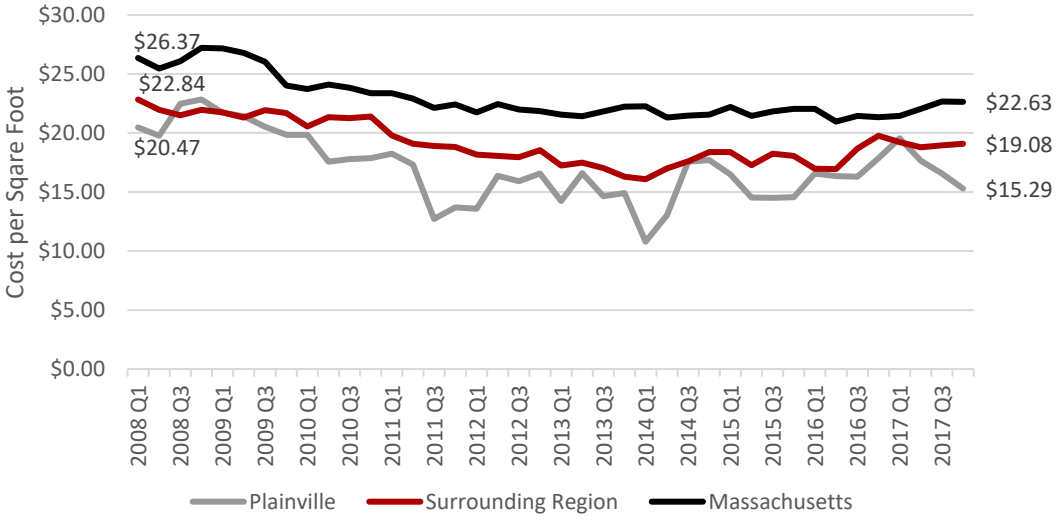
Figure 24. Effective Monthly Rents, Plainville, Surrounding Communities, Immediate Region, and State, 2006-2017



Source: The CoStar Group Inc.

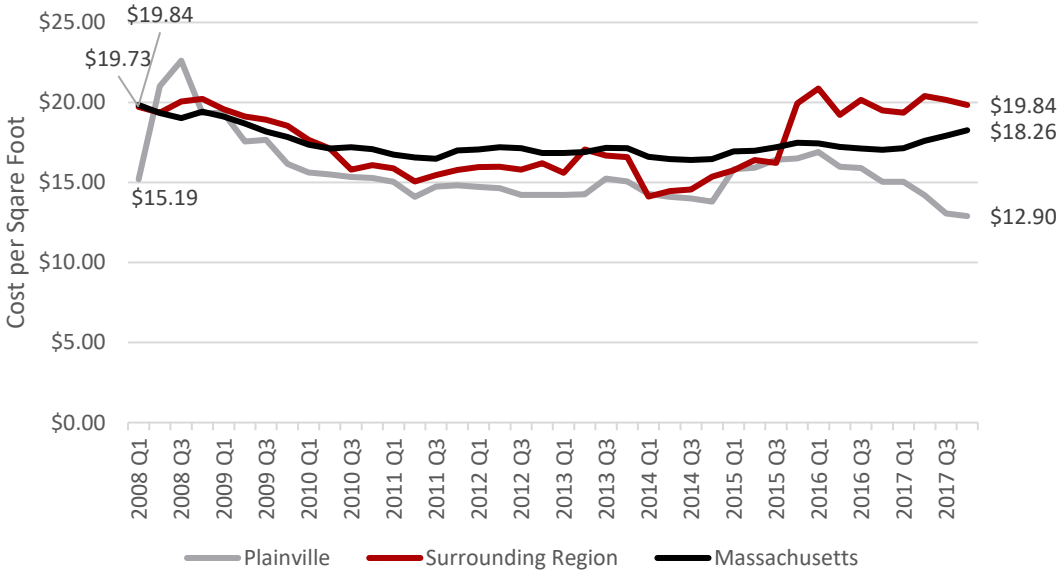
The following figures show commercial rent over time, with lease rates provided separately for industrial and commercial space, and with commercial leases subdivided into office and non-office real estate. Office real estate in Plainville leases at a lower rate than the state and the immediate region. However, lease rates for non-office commercial properties in Plainville have been roughly similar to those of Massachusetts and the surrounding region, although by the fourth quarter of 2017, the lease rate in Plainville had fallen to just over two-thirds that of Massachusetts as a whole (Figure 26). Industrial lease rates have been more similar between Plainville, the surrounding region, and the Commonwealth. Since the third quarter of 2014, industrial lease rates have actually been higher in Plainville than in the surrounding region and for the state as a whole.

Figure 25. Office Commercial Lease Rates (2017 dollars)



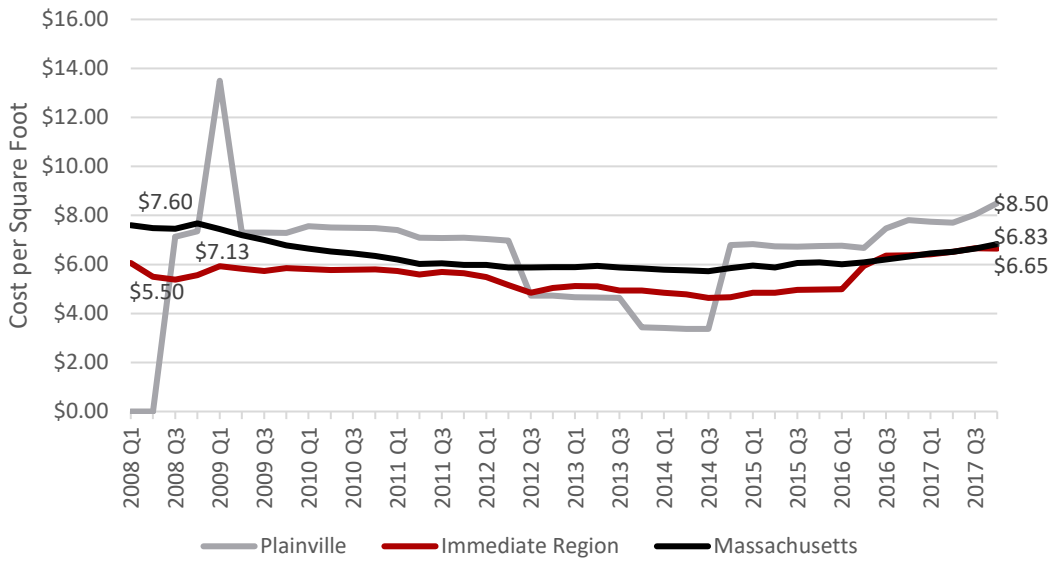
Source: The CoStar Group Inc.

Figure 26. Non-Office Commercial Lease Rates (2017 dollars)



Source: The CoStar Group Inc.

Figure 27. Industrial Lease Rates (2017 dollars)



Source: The CoStar Group Inc.

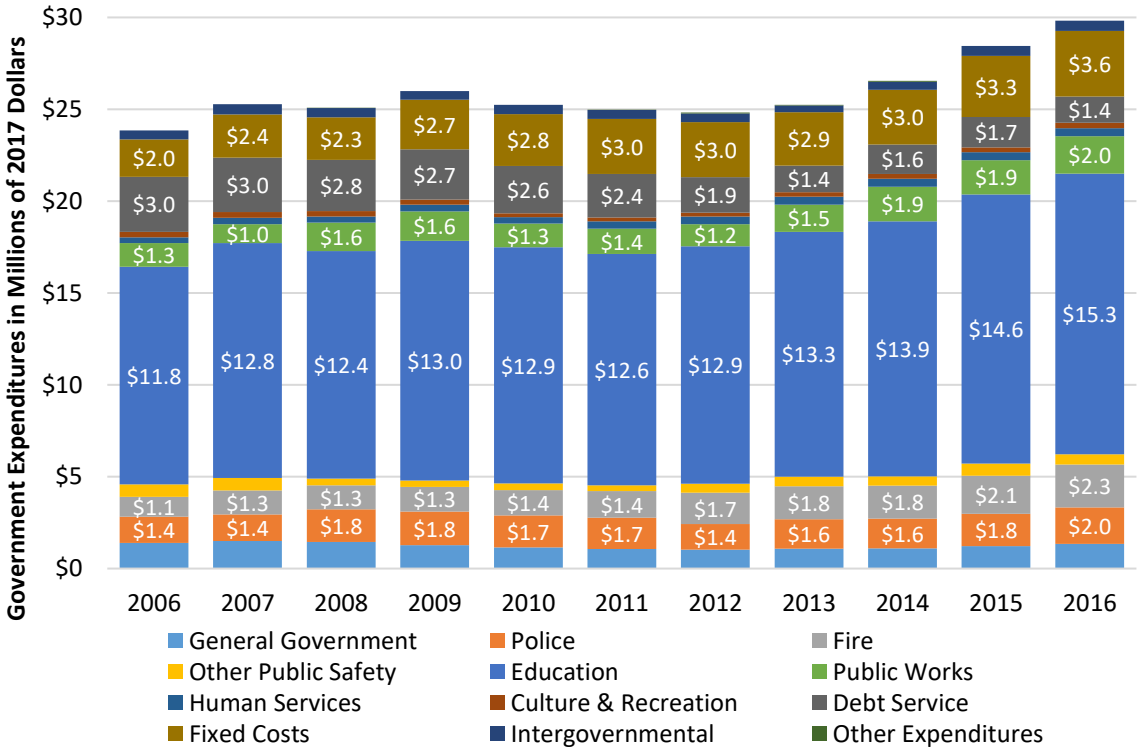
GOVERNMENT AND FISCAL

Expenditure

Physical infrastructure upgrades for new gambling venues are occasionally financed in part or wholly by government rather than by a private developer. In these cases, investment is construed as more of a 'cost', although this cost will be offset by the increased value/assets of these infrastructure upgrades to the community. However, *service* upgrades that are needed (police, fire services, public transportation) do not increase the physical assets of the community and the costs of these enhanced services are commonly borne by government. Furthermore, the *maintenance* of physical infrastructure (e.g., roads, utilities, sewage) is also usually a government responsibility, and a new gambling venue puts added stress on this physical infrastructure because of the increased patronage of the area.

Figure 28 shows Plainville's operating budget from FY2006 to FY2016. Plainville's expenditures grew 25% from $23.9M in FY2006 to $29.8M in FY2016 (in real 2017 dollars). The largest category of public spending in FY2016 was Education, followed distantly by Fixed Costs (e.g., workers' compensation, unemployment, health insurance, retirement, etc.) and Fire. These same three spending categories were the major sources of increased public spending in the 10-year period, as well as from FY2015 to FY2016. Increased population is the likely driver of increased educational spending. The basis for the other changes are unclear at this point. Plainville did receive funding for five additional police officers to mitigate the impact of PPC (Bruce, 2018).

Figure 28. Plainville Government Expenditures by Class, FY2006-FY2016 (2017 dollars, millions)



Source: MA Department of Revenue (DOR), Division of Local Services (DLS)
Note: CIP Tax Levy denotes Commercial, Industrial, and Personal Property.

A key informant from Plainville had the following comments about operational expenses attributable to the casino:

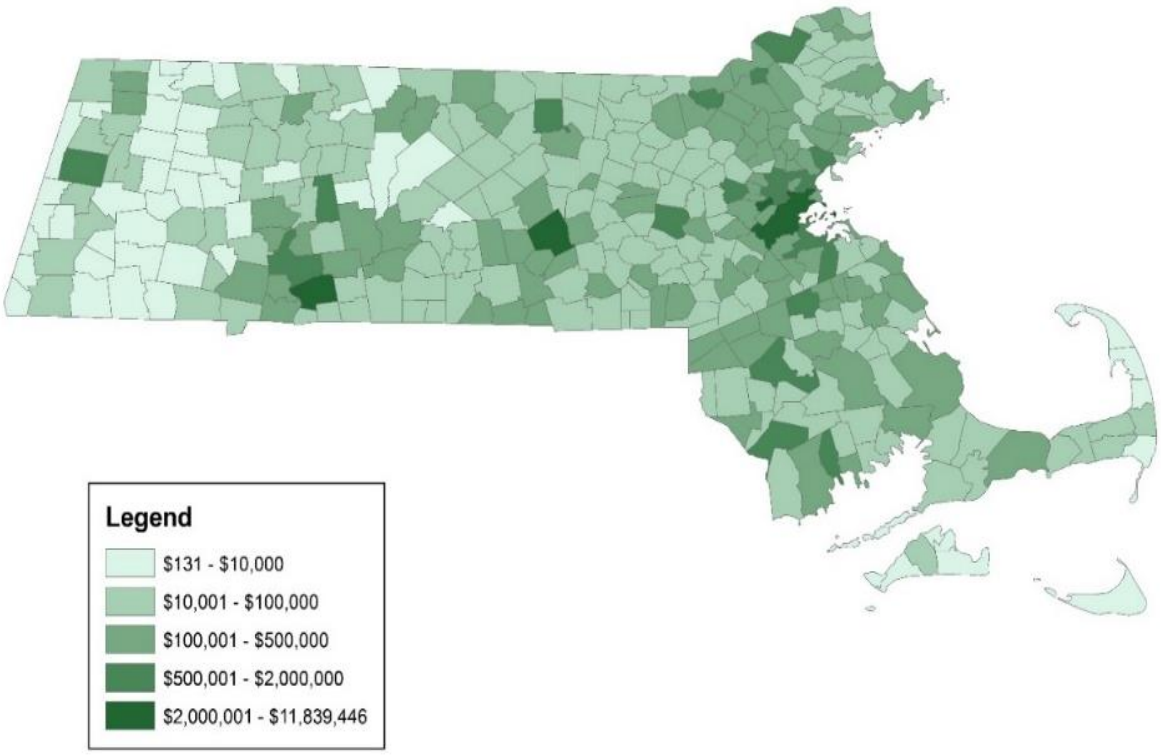
> *"Extra staff for police and fire were part of our host community agreement. So I would say it is right in line with what we expected and what we planned for. […] Our biggest increase in call volume has been EMS medical calls at the casino. And that is exactly what we expected. [...] Other than [police and fire], we haven't made any major increases in the operational budget."* Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview.

Revenue

Local Aid from GGR

As reported earlier in Table 25, GGR taxes for PPC amounted to $81.4 million in FY2016, $77.6 million in FY2017, and $83.3 million in FY2018, with 82% of this going to Local Aid. The formula for distribution of Local Aid is the same one used to distribute lottery revenues. It is based on a city or town's population, income, and property values. Large and economically distressed communities receive a proportionally higher share. Figure 29 shows the calculated municipal distribution of Local Aid from GGR for each municipality in Massachusetts (Peake & Motamedi, 2017).

Figure 29. Distribution of Local Aid Money from PPC Gross Gaming Revenue by City/Town in FY2016



Source: MA State Legislature, Peake & Motamedi (2017)

When aggregated into the regions used for economic modelling, it becomes clear that the majority of Local Aid funds are distributed to the Metro Boston region. This is unsurprising given the sheer size and population density of the region, along with the fact that many of Massachusetts' more economically distressed cities and towns are within this region.

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Table 43. Distribution of Local Aid from Gross Gaming Revenue by Economic Region

Region	New Local Aid (Millions of Dollars)
Metro Boston	$39.7
Southeast MA	$9.3
Central MA	$7.7
Pioneer Valley	$7.7
Cape and Islands	$0.6
Berkshires	$1.4
Total	**$66.4**

Source: MA State Legislature, Peake & Motamedi (2017)

Plainville's Local Aid from GGR taxes on PPC (as seen in Figure 29) represents a very small amount relative to Plainville's overall revenue, which is presented in Table 44. (Note: Local Aid from GGR taxes is part of overall State Aid.) Plainville revenue has been fairly flat from FY2010 to FY2016.

Table 44. Plainville Revenue by Source, 2010-2016 (2017 dollars, in millions)

Plainville	2010	2011	2012	2013	2014	2015	2016
Property Tax	$17.8	$17.2	$17.1	$17.6	$16.5	$17.3	$18.1
State Aid	$5.6	$5.1	$4.9	$4.5	$4.7	$4.5	$4.4
Local Receipts	$5.4	$5.1	$5.2	$5.1	$5.0	$5.0	$4.8
All Other	$1.2	$0.8	$1.8	$1.6	$1.7	$1.6	$1.6
Total	**$30.0**	**$28.2**	**$29.1**	**$28.9**	**$27.8**	**$28.4**	**$28.9**

Source: MA Department of Revenue, Division of Local Services. Note: Local Receipts represent revenue from things such as motor vehicle excise fees and taxes collected from hotels and motels.

Host and Surrounding Community Agreements

A much larger source of revenue for the Town of Plainville is from the Host Community Agreement they have with PPC. This consists of $1.5 million in annual property taxes that increases by 2.5% per year; $100,000 annually as a Community Impact Fee; $2.7 million annually for the first five years of operation (changing to 1.5% of PPC GGR in the 6th to 10th year of operation and 2.0% of PPC GGR in the 11th and following years), and all building permit fees which are estimated to be $816,000.

The three key informants from Plainville all had positive things to say about the revenue that the town received from PPC:

> *"They are our largest taxpayer by a lot. They pay 7.9% of our taxes in the Town of Plainville. The next largest taxpayer pays 2.9% of our taxes. […] We have a great bond rating, we had an upgrade in April. […] [Moody's] had an awful lot of interest in our host community fee. […] They know that it is a big deal. To have a dedicated revenue stream that is identifiable and quantifiable. […] We got a great rate, we paid cash, $2.5 million cash from that fund and issued a bond of $30 million. [...] I think the way this host community agreement was developed, the two pronged approach to it, was genius. [...] $225,000 a month is sent to the town treasurer. [...]This money is dedicated to capital projects or land acquisitions. Period and amen. It cannot be used for the operating budget. [...] We are not going to have to borrow for dump trucks and police radios and a radio tower and those types of things. We are going to be able to pay cash for them. If you couldn't pay cash for them that obviously takes away from operating budgets."* Kathleen Parker, Treasurer of Plainville, MA, February 1, 2018, 11-12pm, 2018, phone interview.

> *"It is the only town hall and public safety building in Massachusetts where not a penny of tax dollars had to be used, which is amazing. The residents were thrilled. [...] The host community agreement, we have only used for capital projects. We used it twice. Once to buy an open space parcel. So it has preserved 103 acres of open space in Plainville and the second one is the town hall and the public safety building."* Jennifer Thompson, Town Administrator, Plainville, MA, January 25, 2018, 10am-11am, phone interview.

> *"We have not been able to invest heavily into the infrastructure of this town for quite some time and this tool has allowed us to do that without burdening the people of the town with additional taxes."* Lou LeBlanc, Chairman of the Board of Health, Plainville, MA, March 1, 2018, 5-6pm, phone interview.

It is uncertain at this point whether the municipal revenue from host and surrounding community agreements, local taxes on the casino, and Local Aid fully offset the increased municipal infrastructure costs caused by the casino as well as the casino expenditure of local residents (which is generally proportionately higher than for people at a greater distance from the casino).

SUMMARY OF SOCIOECONOMIC IMPACTS IN 2018

In general, it can be said that the impacts of PPC to date (as of 2018) have largely been positive, with clear positive economic impacts along with relatively minor negative social impacts. It is important to recognize that the present results do not necessarily portend similar results for the Region A—Encore Boston Harbor—or Region B—MGM Springfield—casinos. There is also no guarantee that the present PPC results will continue to occur unabated in future years. Subsequent impact reports will address these issues.

The profile of specific impacts for PPC as of 2018 is described below.

SOCIAL AND HEALTH IMPACTS

Problem Gambling and Related Indices

The evidence leads us to conclude that no significant changes in problem gambling or related indices have likely occurred in the PPC H&SC. This is likely due to the fairly high level of casino gambling (23.2%) that existed in the region prior to the introduction of PPC, combined with the close proximity of Rhode Island and Connecticut casinos that have been in operation since the early 1990s. The evidence for an absence of change in problem gambling and related indices consists of the following:

- No significant change was found in the prevalence of problem gambling or at-risk gambling in the Targeted Population Surveys of the PPC H&SC from Baseline (2014) to Follow-Up (2016/2017). Furthermore, these population surveys detected no increase in the number of problem gamblers wanting or seeking help for problem gambling; or the number of regular gamblers reporting financial problems, filing for bankruptcy, or work/school problems because of gambling; or reporting an increase in relationship or family-related problems (divorce, separation, domestic violence, child neglect, child welfare involvement) due to gambling; or reporting suicidal ideation because of gambling.
- There has been no reported change in the number of Gamblers Anonymous meetings in the Plainville area or the number of people attending these meetings.
- Key informants in the Town of Plainville report no obvious impact of PPC on problem gambling.
- There has been no change in the number of personal bankruptcy filings in Norfolk County, where the Town of Plainville is situated.
- There have been no changes in the number of divorce filings, restraining orders, and cases of child welfare involvement in Norfolk County.

Crime

There has been no significant increase in overall crime in the PPC H&SC. However, there has been an increase in credit card fraud as well as an increase in reports of lost property, reports of suspicious activity, and traffic complaints in the Town of Plainville that can likely be attributed to PPC. These increases, in turn, are likely

largely attributable to an increased volume of visitors to the area. The basis for these conclusions consists of the following:

- Plainville police statistics show an increase in property crimes and total crimes at PPC in the two years after it became a casino compared to the prior two years when it was solely a racetrack.
- Despite an increase in crime at PPC, there has been no significant change in the annual number of property, violent, or total crimes recorded by police in the Town of Plainville from 2010-2015 compared to 2016-2017 (these numbers being inclusive of PPC crimes). However, 7 out of 46 individual types of crime and calls for service did significantly increase, whereas one significantly decreased. An examination of the original written police reports suggests that credit card fraud, lost property reports, reports of suspicious activity, and traffic complaints are the only incidents that can likely be attributed to the presence of the casino.
- In the PPC H&SC, the collective local police force statistics show a significant decrease in the overall annual number of property and total crimes from 2010-2015 compared to 2016-2017, but no change in violent crimes. However, 6 out of 46 individual types of crime and calls for service did significantly increase and 2 out of 46 significantly decreased. Examination of the original written police reports as well as comparisons with control communities suggest that credit card fraud is the only activity that has likely increased as a result of the casino.
- There has been no significant change in the number of people in the Targeted Population Surveys of the PPC H&SC who report their gambling has caused them to commit an illegal act or be arrested in the 2014 Baseline Survey compared to the 2016/2017 Follow-Up Survey.
- Uniform Crime Reporting statistics for the Town of Plainville show there to be a decrease in violent crime in 2015 and 2016 relative to previous years and no marked change in property crime.
- There has been no change in the recorded number of illegal gambling offenses in the Town of Plainville, which were negligible even prior to PPC opening.

Attitudes

There is evidence of a significant change of attitudes toward gambling in the PPC H&SC. The basis for this conclusion is the following:

- In the 2014 versus 2016/2017 Targeted Population Surveys of the PPC H&SC, there was a significant a) decrease in the percentage of people who indicated that gambling is not available enough and a corresponding increase in the percentage of people who believed the current availability of gambling is fine; b) decrease in the percentage of people who believe that casinos will be beneficial to Massachusetts and a corresponding increase in the percentage of people who believe they will be neither beneficial nor harmful; and c) increase in the percentage of people who believe the new casino in their community will be neither beneficial nor harmful to their community. There was no significant change found in people's opinion concerning whether all, some, or no types of gambling should be legal; whether gambling was morally wrong; and the perceived benefit or harm of gambling to society.
- Key informants in the Town of Plainville indicated that Plainville residents had very positive attitudes toward the introduction and impact of PPC.

Population Health and Leisure

There is no evidence of any significant change in population health due to gambling or change in gambling as a leisure activity. This conclusion is based on the following:

- There was no significant change in the 2014 versus 2016/2017 Targeted Population Surveys of the PPC H&SC in self-rated general health, health-related gambling problems, happiness, stress, number of people who reported seeking help for their use of alcohol or drugs, or the number of people reporting having a behavioral addiction (overeating, sex, shopping, exercise, etc.).
- There was also no change in the 2014 versus 2016/2017 Targeted Population Surveys of the PPC H&SC in overall participation rates in gambling, the number of gambling formats engaged in, gambling expenditure, frequency of gambling, or the rated importance of gambling as a leisure activity.
- Key informants from Plainville noted that PPC provided additional music and entertainment options to the local community.
- While there has been a significant increase in opioid-related deaths in Norfolk and Bristol Counties from 2013/2014 to 2016/2017, this is a nation-wide trend unrelated to gambling.

Demographics

There is no evidence of any change in demographics in the PPC H&SC. This conclusion is based on the following:

- While the Town of Plainville's population has increased faster than in other areas of the state, this trend was evident for several years prior to PPC. Also, the PPC Employee Survey found that only 75 employees of PPC reported moving to take their job, with only 13 of these individuals moving to Plainville.
- There were no obvious changes in the percentage of elementary and secondary students in Plainville with English as a second language, being an English language learner, or having a disability.
- Plainville key informants reported no influx of new students to the school system.

Environment

At a regional level, there is evidence of some increase in traffic and noise, but no compelling evidence of an increase in traffic accidents or traffic fatalities. The basis for this conclusion consists of the following:

- While traffic fatalities have increased slightly in association with casino construction and operation, attribution to the casino is weak because of the 2016 increase in the state as a whole, the fact that the increase in fatalities is for the entire County of Norfolk, and because of the absence of any traffic fatalities in the Town of Plainville.
- Between 2014 and 2016, there has been a 9% increase in traffic volume in Plainville.
- Between 2010-2015 compared to 2016-2017, there was a 5.4% increase in traffic collisions in Plainville and a 40.3% increase in traffic complaints. For the PPC H&SC, there was an 8.5% increase in traffic collisions and a 15.0% increase in traffic complaints.
- Key informants from Plainville reported no increase in traffic problems related to the new casino.
- The Plainville Board of Health received noise complaints during construction of PPC, but not during its operation.

ECONOMIC AND FISCAL IMPACTS

Casino Expenditure and Revenue

The building and operation of PPC has had several clear positive economic impacts:

- $150.2 million was spent building PPC, with the large majority of this money coming from Penn National Gaming and 86.7% of this money being spent within Massachusetts.
    - $13.3 million was directly spent on architectural and engineering services from 2010 to 2014. Roughly 99% was spent within Massachusetts, with $6.7 million going to the Metro Boston region and $6.0 million going to Bristol and Norfolk Counties.
    - $115.4 million was directly spent on building and renovating the actual building structure, with the largest categories being construction ($91.9 million) and insurance and bonds ($15.1 million). A total of 85.6% of this money was spent in Massachusetts, with two-thirds of the overall economic activity generated by this construction occurring in Bristol and Norfolk Counties.
    - $21.5 million was directly spent on wages for people involved in the construction, with 84.6% being paid to residents of Massachusetts. The number of people on the construction payroll averaged 554 across all quarters of the construction period, with 81.4% of these individuals being from Massachusetts and the large majority of construction jobs being occupied by residents of Bristol and Norfolk Counties.
    - Economic modelling suggests that this direct spending spawned significant additional economic activity within Massachusetts, creating a total of 1,286 net new jobs, $104.4 million in net new personal income, and $121.8 million in net new economic activity in the state, with most of this occurring within Bristol and Norfolk Counties.
- Total operating revenue from PPC (inclusive of horse racing, lottery sales, and non-gambling revenue) was approximately $104.1 million in calendar 2015, $176.0 million in calendar 2016, and is estimated to be approximately $185.7 million in 2017. Gambling constitutes 95% of all operating revenue and slot machines and electronic table games account for 90% of all gambling revenue. An additional $4.0 million is estimated to have been spent by patrons in 2016 on food, retail shopping, and other amenities in the local area as part of their visit to the casino.
    - The Plainridge Park Casino Patron Survey established that 11.4% of PPC patrons are from the Host and Surrounding Communities, 66.5% are from other parts of Massachusetts, 19.2% are from out-of-state, and 2.9% have an unknown geographic origin. The largest source of PPC revenue is thought to be 'recaptured revenue' from Massachusetts residents who would have gambled out-of-state if not for the presence of PPC. However, the exact amount and proportion is uncertain due to conflicting data. What is clear is that approximately 20.8% of total revenue at PPC is potentially 'new' money to the state from out-of-state patrons. Another 21.2% is estimated to be money from Massachusetts residents that has been 'reallocated' from other economic sectors within Massachusetts.
- $129.5 million was incurred in operational expenses in PPC's first year of operation, with 87.0% of this money being spent within Massachusetts.
    - $81.4 million was paid in gross gaming tax to the state of Massachusetts.
    - $30.3 million was paid to a range of private sector vendors as well as local, state, and federal governments. A total of 63.2% of this money was paid to vendors and governments within Massachusetts.

- $17.8 million was spent on employee wages in the first year of operation, with 35.0% going to employees from Southeastern Massachusetts, 28.6% going to Metro Boston region employees, and 31.7% going to out-of-state employees.
- Data provided by Plainridge Park Casino established that 893 people were hired in the first year (64.2% full-time employees), with 40.8% being from Southeastern Massachusetts, 25.6% from Metro Boston, and 28.7% being from out-of-state. Only 75 people moved to take their employment, with 13 of these individuals moving to Plainville. There has been significant employee turnover, as only 512-570 people have been employed at any given time, with 512 being employed as of June 2016. Importantly, a significant portion of these casino jobs are 'new' jobs, as 15.5% of people were unemployed and 34.7% were employed part-time prior to being hired.
- Economic modelling suggests that this direct spending spawned significant additional economic activity within Massachusetts. After accounting for losses to other sectors of the economy due to reallocated consumer spending to PPC, it is projected that a total of 2,417 net new jobs were created in the first year of operation. This resulted in the creation of $143.7 million in net new personal income and $362.4 million in net new economic activity in the state, with most of this occurring within the Metro Boston region. It is anticipated that roughly similar personal income and economic activity amounts will also be produced for each subsequent year of operation.

- The amount of annual net profit for Penn National Gaming (i.e., after operating expenses) and percentage of this net profit that stays in Massachusetts has not been determined. Nonetheless, it constitutes the minority of the overall revenue and, even if none of this money stays in Massachusetts, it is clear that PPC has resulted in a significant economic gain for the State of Massachusetts.

Business Establishments

There is no strong direct evidence that the overall number of businesses has significantly changed as a direct result of the new PPC or that the construction and/or operation of PPC has differentially impacted certain types of businesses. However, there has been some rejuvenation of horse racing at Plainridge Racecourse, and there is indirect evidence of an impact on business establishments and revenue. This conclusion is based on the following observations:

- The increase in the number of businesses in Plainville and Norfolk County in the three years of construction and operation (2014-2016) relative to the two prior years (2012-2013) is at a lower rate than the state as a whole during this same time period.
- The number of business bankruptcies in Norfolk County is very small relative to the total number of businesses. There is no strong trend in these bankruptcies over time that allow them to be attributed to PPC, especially when considering the natural year-to-year variation in the data.
- There are several notable increases in the percentage of businesses in each industry sector in Norfolk County. While some of these changes are likely related to PPC (e.g., increase in number of construction businesses), it is clear that some of these increases reflect statewide changes, some of theses increases reflect population increases, and some of these increases are unrelated to casino introduction. That said, economic modelling projects $72.4 million in additional economic activity in Bristol and Norfolk Counties due to PPC construction and $356.2 million in additional economic activity in the Metro Boston and Southeastern regions associated with PPC operation prior to considering reallocation.
- Key informants from Plainville report an increase in the number of businesses and a positive impact on restaurants.
- There was no significant change in population participation estimates in any type of gambling in the Plainville Baseline Targeted Population Survey in 2014 compared to the Follow-Up Survey of 2016/2017, with the exception of private betting, which significantly declined.

- Plainville Racecourse has seen a significant increase in the number of races since 2014 and some stabilization of overall amount wagered. This is likely attributable to the funds received from the Race Horse Development Fund (18% of gross profits on slots and electronic table games from PPC goes to this fund).
- There has been a minor revenue decline in charitable gambling from 2014 to 2016, but this follows a trend that has been occurring for several years prior to PPC.
- There has been an increase in lottery revenue in the Town of Plainville that has been offset by a decline in lottery revenue in the adjacent H&SC.

Employment

At a regional level, there is evidence of an increase in employment numbers in the Bristol and Norfolk Counties and the Town of Plainville that is attributable to the new casino. The evidence for this consists of the following:

- Plainville's 372 businesses employed 4,614 people in 2016, an increase of 17.3% since 2014. This compares to employment growth of 4.0% in the state and 3.2% in Norfolk and Bristol Counties from 2014 to 2016.
- PPC created 500+ jobs, with 25.6% of these being filled by people residing in the region of the state in which Plainville is located.
- When comparing employment numbers in Plainville from 2012-2013 to 2014-2016, one of the largest increases was in the construction sector, which is plausibly related to the building of the casino and is consistent with the increased employment reported by PPC related to construction.
- Key informants from Plainville report increased local employment due to PPC.
- The REMI model projected 831 jobs in Bristol and Norfolk Counties due to PPC construction spending as well as 2,272 jobs in the Metro Boston and Southeast regions due to PPC operational expenses prior to considering reallocation.

Personal Income

At a regional level, it is possible that the slight increase in wages and slight decrease in poverty rate in Plainville are attributable to the new casino, but this is uncertain:

- Plainville experienced a larger increase in the average wage from 2013/2014 to 2016 (8.2%) than either the immediate region (3.4%) or the state (4.8%), and a larger increase (37.9%) from 2009 to 2016 than any of the surrounding communities.
- While the poverty rate increased slightly in both Norfolk County and Massachusetts in the five years from 2008-2012 relative to 2012-2016, it decreased in Plainville. The 2016 poverty rate in Plainville (3.6%) is significantly lower than both Norfolk County and the state.
- The REMI model projected $52.5 million in additional personal income in Bristol and Norfolk Counties due to PPC construction spending as well as $130.4 million in additional personal income (on an annual basis) in the Metro Boston and Southeast regions due to PPC operational expenses prior to considering reallocation.

Real Estate and Housing

At a regional level, it is possible that property values have increased in Plainville, which can be partly attributable to the casino. It is unlikely, however, that the casino has had an impact on commercial or industrial lease rates. The evidence for this consists of the following:

- After years of decline and/or stable values, there was an increase in property assessment values in FY2016, driven primarily by an increase in residential and commercial values.
- Office and non-office commercial lease rates have continued to be below the rates in the surrounding region and the state. While industrial lease rates are higher in Plainville than in the surrounding communities, these rates were historically higher prior to 2012 as well.

Government and Fiscal

While the Town of Plainville has experienced increased government expenditures coincident with the introduction of PPC, the main driver of these increased costs has been the increase in population. In terms of revenue, each of the 351 towns and cities in Massachusetts receives money (Local Aid) from a tax on casino slot machine and table game revenue, with these amounts being proportional to population size and economic disadvantage. Much more important to the Host and Surrounding Communities are the individual agreements each have with the local casino that confers significant financial transfers to the community. It is uncertain at this point whether municipal revenue from host and surrounding community agreements, local taxes on the casino, and Local Aid fully offsets the increased municipal infrastructure costs caused by the casino as well as the casino spending of local residents.

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SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

New Employee Survey at Plainridge Park Casino:

Analysis of Fiscal Year 2018

June 26, 2019

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Acknowledgements

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Executive Summary

The findings of this report are based on an analysis of the third year of data collected from the Massachusetts Gaming Commission (MGC) New Employee Survey administered at Plainridge Park Casino in Plainville, Massachusetts. The period captured in this analysis is fiscal year 2018, which roughly spans the time from the summer of 2017 to the summer of 2018. During this period, 193 survey responses were collected. This study follows the *New Employee Survey at Plainridge Park Casino: Analysis of First Two Years of Data Collection* report that documented new employee characteristics during the first two years of operation. Survey respondents in both studies include newly hired employees of different types: employees who already worked for Plainridge Racecourse before the Commission designated it as the Commonwealth's only slots parlor; those who are new to the gaming industry; employees who were permanently transferred from other gaming properties operated by the casino licensee, Penn National; and employees of food-court vendors. Respondents completed the survey during the fingerprinting process, which is the only step in the gaming-licensing process where they appear in person.

In general, we find that the new employment opportunities created at Plainridge Park Casino have benefited people who have experienced unemployment or underemployment and those with little educational attainment, experience, or training. Hiring at Plainridge Park Casino has also generated interest in employment in this industry, evident from the career-related reasons new employees provided for seeking employment at Plainridge Park Casino.

The main findings of this report include:

Plainridge Park Casino is creating employment opportunities in areas of the Commonwealth where these did not previously exist.

- *Unemployed and Underemployed*: 51 percent of respondents sought a job at Plainridge Park Casino for one or more of the following reasons: 1) needing an additional job for supplementary income; 2) being unemployed and needing work; and 3) being part-time or underemployed and needing more work. Almost half (46 percent) of respondents hired in the past year reported being previously unemployed or employed only part-time. Forty-two percent of those who previously worked in part-time jobs now work full-time at the casino. Seventy-six percent of people who were previously unemployed are in full-time positions at the casino.
- *Movers from out-of-state*: Movers represented about five percent of new employees hired in the past year and almost seven percent of all employees hired at Plainridge Park Casino since its opening. Most movers tended to come from full-time positions prior to working at Plainridge Park Casino, did not have a gaming background, and moved from other New England states.
- *People with little educational attainment or experience*: Seventy-five percent of new employees in the most recent year[1] have less than a Bachelor's degree. Eighty-two percent of casino employees lacked previous casino-related experience. Most new employees used to work in the *Accommodation and Food Services* and *Retail* industries and had experience that was transferrable to their casino jobs.
- *People with low levels of pre-employment training*: Eighty-four percent of new employees hired in the past year did not receive pre-employment training prior to their employment at Plainridge Park Casino. For new employees who did receive training, most of that training took place at the casino itself. Community colleges in Massachusetts and Rhode Island and regional partnerships in the state also provide opportunities for new employees to train for casino employment.

[1] The data in this report cover Fiscal Year 2018.

Most new employees wanted to work at Plainridge Park Casino for reasons related to career planning and readiness.

- *Reasons for Seeking Casino Employment*: The three major reasons why recent hires want to work at Plainridge Park Casino include: 1) the opportunity for career advancement; 2) improved pay; and 3) the opportunity to learn new skills or receive training.
- *Interest in Training*: Eighty-one percent of new employees hired in the past year are interested in training. The top categories of casino-related training that new employees would like to receive include: 1) casino operations; 2) customer service; 3) food and beverage operations; and 4) general management. New employees are also interested in leadership training, management training, and technical and computer training.

Most new employees live in Massachusetts, but some commute from out-of-state.

- *Commuters from Rhode Island*: Most people hired in the past year live in Massachusetts; however, 33 percent of new hires across the three years of data collection now commute from out-of-state and mainly from Rhode Island. The top municipalities of residence are North Attleborough (MA), Attleboro (MA), Pawtucket (RI), and Providence (RI).

Introduction

The Social and Economic Impacts of Gambling in Massachusetts (SEIGMA) study, of which the Economic and Public Policy Research team at the University of Massachusetts Donahue Institute (UMDI) is a part, strives to understand the impacts of the introduction of casinos on the people and economy of the Commonwealth. Of interest in this endeavor is to gain a better sense of the characteristics of the workforce at the point of hire. To this end, the New Employee Survey was designed to gather a range of information on work-related characteristics and aspirations of new employees. Over time, survey data from all three casinos will help workforce development boards and policymakers understand: 1) the demographic characteristics of the casino workforce; 2) the types of employees who want to work at the casinos; 3) how much pre-employment experience employees have; 4) the extent to which they receive training; and 5) the number of employees drawn from the local labor supply. An explanation of the methodology and a copy of the survey instrument can be found in Appendix A: Methodology and Appendix B: Survey Instrument, respectively.

This report presents summary findings from the third year of data collection at Plainridge Park Casino, which covers fiscal year 2018 (July 2017 through June 2018). This period comprises the second full year of the "steady-state" phase of hiring which immediately followed the mass-hiring phase that took place leading up to and during the casino's opening in June 2015. This analysis focuses mainly on the characteristics of people hired in the latest fiscal year and incorporates findings from earlier reports in only a few sections for context. For an analysis of the economic impacts related to casino employment, please consult our Operating Impacts report.[2]

Profile of New Casino Employees at Plainridge Park Casino

Previous Employment Status

Creating employment opportunities for unemployed and underemployed[3] individuals in Massachusetts is a major concern of the MGC and a core goal of the Expanded Gaming Act. Prior to their employment at Plainridge Park Casino, almost half (46 percent) of respondents hired in the past year reported being unemployed or employed only part-time, as Figure 1 illustrates below. This finding is consistent with the 50 percent who were unemployed or part-time employed prior to employment at Plainridge Park Casino observed in the previous years of data collection.[4] Sixty-seven percent of employees hired in the past year at Plainridge Park Casino are currently full-time, whereas only 51 percent were full-time in their previous jobs. Full-time employment typically translates to relatively higher wages (and, therefore, increased tax contributions), stable hours, more job security, and the potential for healthcare, paid time off, and/or

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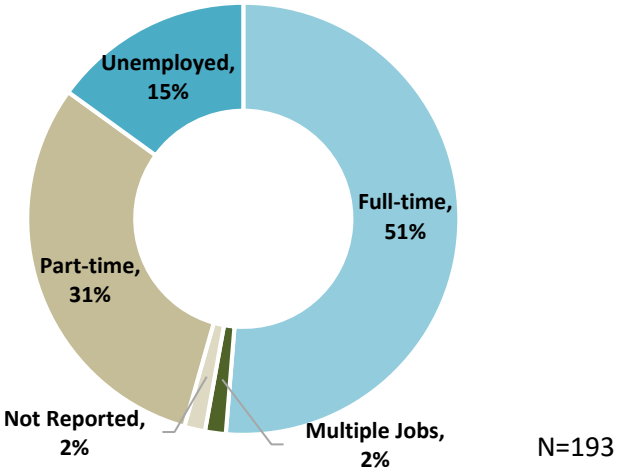
[2] Peake, T., Raisz, A., Astor, J. (2019). *Plainridge Park Casino Operating Impacts, Fiscal Years 2017 and 2018*. Amherst, MA: University of Massachusetts Donahue Institute, Economic and Public Policy Research Group. https://www.umass.edu/seigma/reports.

[3] For the purposes of this analysis, we adopt the definition of the "underemployed" conceived by the U.S. Bureau of Labor Statistics (BLS). Underemployed individuals comprise three classes of employment framed within the context of guidelines regarding unemployment benefits: 1) *Discouraged workers* are not in the labor force, are willing and ready to work, and previously searched for work in the past year but refrained from searching in years prior to that because they believed that jobs were unavailable to them; 2) *Marginally attached workers* are not in the labor force, are willing and ready to work, and did not previously search for jobs for other reasons; and 3) *Persons employed part-time for economic reasons* work less than 35 hours per week because their hours were reduced or they were not able to find full-time employment, but they would prefer to work full-time and are available to work full-time. For more information, visit BLS Local Area Unemployment Statistics, https://www.bls.gov/lau/stalt.htm.

[4] *New Employee Survey at Plainridge Park Casino: Analysis of First Two Years of Data Collection*, University of Massachusetts Donahue Institute, May 10, 2017, Page 4, https://www.umass.edu/seigma/sites/default/files/PPC%20Employee%20Survey%20Report%202017-05-9_For%20Releasev2.pdf.

retirement benefits. Moreover, since the previously unemployed did not leave other jobs in the Commonwealth and create a job vacancy as a consequence of working at the casino, employment among this group constitutes new employment in Massachusetts. Increased employment among the formerly unemployed and part-time suggests that casino employment is creating economic opportunities for these employees.

Figure 1. Previous Employment Status



Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

Plainridge Park Casino has created employment opportunities that were previously unavailable to the unemployed and underemployed segments of the labor force. According to Table 1, 76 percent of those applicants who were previously unemployed and 42 percent of those who were previously part-time will be working full-time at Plainridge Park Casino. The remaining pool will work part-time at the casino. While it is possible that some employees have kept their previous jobs, they still report not having full-time employment prior to being hired by Plainridge Park Casino. In both cases, Plainridge Park Casino is providing employment opportunities to the unemployed and underemployed, thereby contributing to reducing their economic vulnerability.

Table 1. Previous and Current Employment Status of Applications

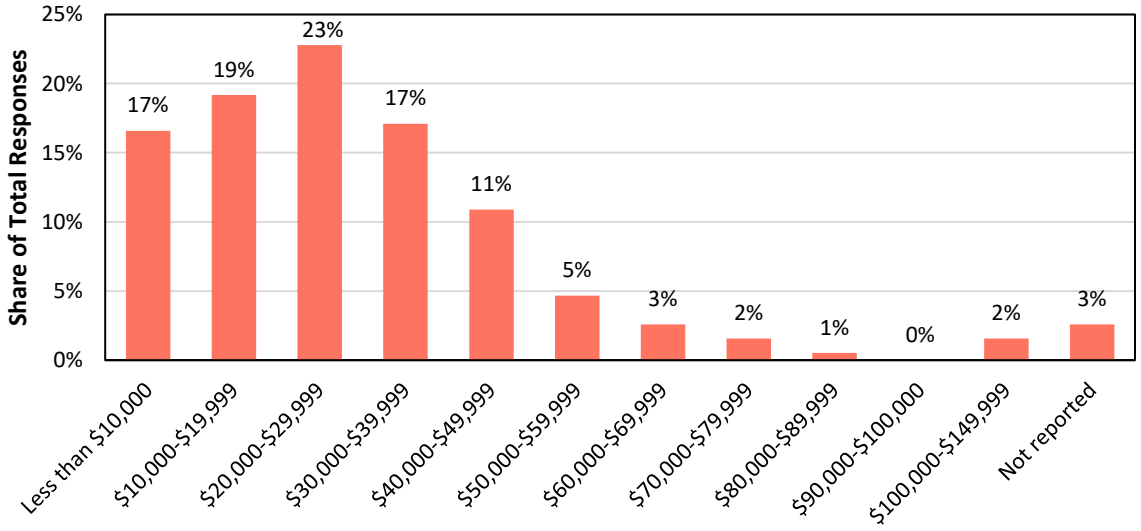
Employment Status	Currently Employed Full-time	Currently Employed Part-time	Not Reported	Response Percent	Response Count
Previously Employed Full-time	80%	19%	1%	100%	99
Previously Employed Part-time	42%	54%	3%	100%	59
Previously Worked Multiple Jobs	100%	0%	0%	100%	3
Previously Unemployed	76%	24%	0%	100%	29
Not Reported	0%	0%	2%	100%	3

Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

Previous Income

Illustrating the self-reported incomes of survey respondents, Figure 2 suggests that new employees at the casino previously worked in jobs paying relatively low wages. Seventy-six percent of newly hired employees earned less than $40,000 in their previous jobs, and the highest concentration of new employees previously earned $20,000 to $29,999 annually, a range nearing the minimum-wage level. The previous industries and positions that once employed new casino employees are examined in greater detail in the next section. For context, Massachusetts' 2018 hourly minimum wage was $11.00 per hour ($22,880 annually). In Rhode Island and Connecticut, where some commuting casino workers live, the minimum wage in 2018 was $10.10 per hour (or $21,014 annually).[5] The Massachusetts average annual pay in 2017 for the industry that includes casinos, hotels, and gaming establishments was $23,038. However, average annual pay was $28,373 and $24,083, respectively, in Connecticut and Rhode Island.[6] Differences in the types of jobs being filled and types of operations being staffed likely play a role in these wage differences. Moreover, the fact that Connecticut and Rhode Island already have established resort casinos with experienced employees, while many employees in Massachusetts are new to the industry also helps explain why the industry's annual wages were lower in Massachusetts in 2017. Unionization at one of the two large casinos in Connecticut could be another driver of wage differences.

Figure 2. Previous Salaries and Wages of New Employees



Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

While wages in the *Accommodation and Food Services* sector are relatively low, many casino positions—such as bartenders, servers, and card dealers—offer lower wages because employees in those positions receive tips. Since it is unlikely that new employees could provide an estimate of their previous and prospective earnings derived from tips, the survey asks them if they received tips rather than the dollar amount of tips received. Table 2 below further contextualizes our observations of the income data. Thirteen percent of employees hired in the past year reported receiving tips in their previous positions. In contrast, 21 percent reported that they would receive tips in their jobs at Plainridge Park Casino. While a

[5] National Conference of State Legislatures, State Minimum Wage by State as of July 1, 2018, http://www.ncsl.org/research/labor-and-employment/state-minimum-wage-chart.aspx#. Massachusetts and Rhode Island's minimum wage levels have since changed to $12.00 per hour and $10.50 per hour, respectively, in 2019.

[6] U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, https://www.bls.gov/cew/.

greater number of employees will receive tips in their positions at Plainridge Park Casino than in their previous jobs, more than three quarters of the new employees reported that they will not receive tips.

Table 2. Distribution of New Employees by Receipt of Tips in Previous and Current Jobs

Receipt of Tips	Response Percent	Response Count
Previous job		
Received tips in previous job	13%	25
Did not receive tips in previous job	84%	163
Not Reported	3%	5
Casino job		
Will receive tips in current job	21%	40
Will not receive tips in current job	76%	147
Not Reported	3%	6
Total	**100%**	**193**

Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

Reasons for Seeking Employment at the Casino

The survey asks new employees hired in the past year to indicate why they sought employment at Plainridge Park Casino. Their responses, presented in Figure 3 below, serve as a firsthand account of the variety of economic considerations employees made in their decision to apply to Plainridge Park Casino as well as the opportunities that employment at the casino symbolized for them. The top reasons why employees wanted to work at Plainridge Park Casino included the opportunity for career advancement, improved pay, and to learn and use new skills and training. These responses are generally consistent with the findings in the New Employee Report examining fiscal years 2016 and 2017, where career advancement and improved pay were among the most popular reasons for new employees hired within the first two years of operation at Plainridge Park Casino.[7]

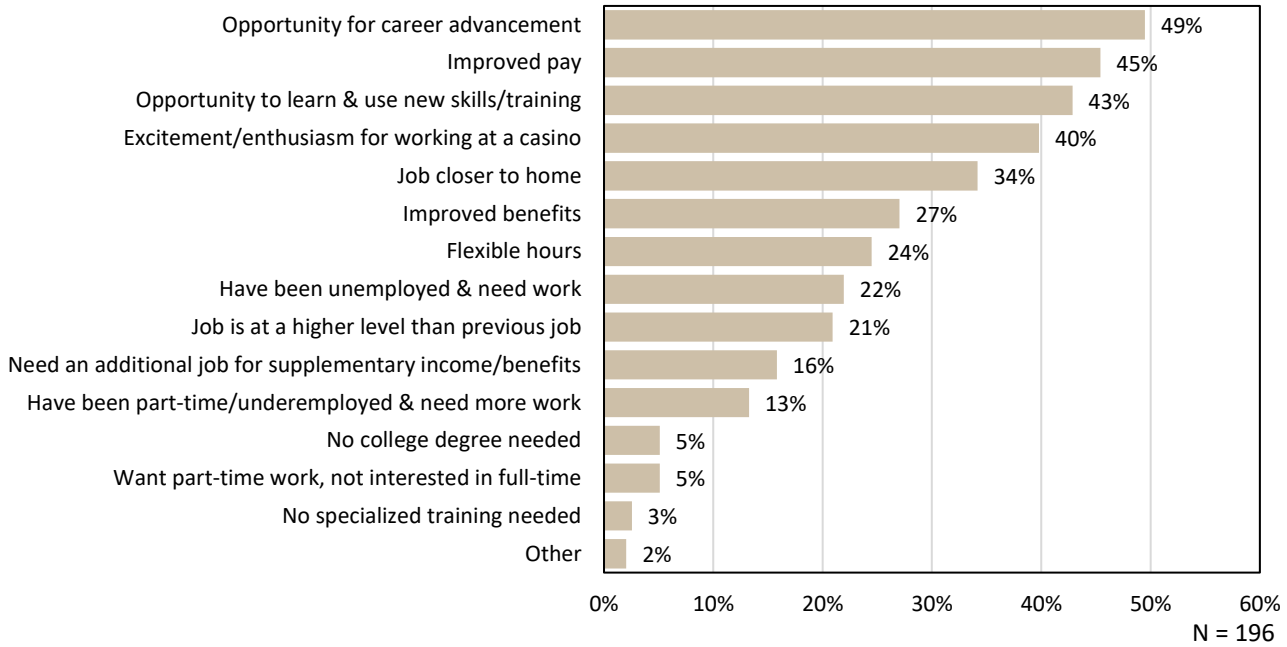
Similarly, the reasons for seeking employment at the casino that resonated most among employees hired in the past year generally relate to career growth and job readiness. Nearly half of all respondents sought the opportunity for career advancement while 43 percent wanted an opportunity to learn and use new skills. Other related, though less common, responses included the casino job being at a higher level than their previous job and the casino not requiring a college degree or specialized training. Taken together, it is clear that the decision of new employees to work at Plainridge Park Casino was largely driven by their career aspirations.

Another important theme that emerged in employees' reasons for working at the casino relates to income. The second most common response among all employees hired in the past year was improved pay. This finding reflected a wide range of employees—from those simply seeking to work more hours to those seeking to move into more advanced positions. In fact, indicators of previous underemployment were quite common among the survey respondents. Those needing a second job for supplementary income, those needing more work after working only part-time, and unemployment represented 51 percent of respondents. Improved pay might have been interpreted by the respondents to mean seeking more income

[7] *New Employee Survey at Plainridge Park Casino: Analysis of First Two Years of Data Collection*, University of Massachusetts Donahue Institute, May 10, 2017, Page 7, https://www.umass.edu/seigma/sites/default/files/PPC%20Employee%20Survey%20Report%202017-05-9_For%20Releasev2.pdf.

in general. In some cases, a new employee's casino job could serve as an additional source of income in tandem with other jobs thus contributing to a higher household income overall. Plainridge Park Casino's need for coverage 24 hours per day may also be attractive to those who are unavailable to work during regular business hours or who seek supplementary income outside of their primary jobs. Furthermore, thirty-four percent of employees hired in the last year cited the casino's proximity to home as a reason that they applied, while the casino's flexible hours appealed to 24 percent of them. Five percent reported not being interested in full-time work and wanting only part-time work. Responses to this item could suggest a type of underemployment in the sense that respondents may not prefer full-time employment because they already hold a full-time job. Another interpretation may be that these respondents did not want full-time employment because they planned to attend school, take care of family, or were retired. Whatever the reasons, these findings suggest that casino employment is fulfilling an unmet demand for more work in the Commonwealth and providing jobs to its unemployed and underemployed residents.

Figure 3. Reasons for Seeking Employment at Plainridge Park Casino



Source: UMDI analysis of MGC New Employee Survey.
Note: Respondents were allowed to "select all responses that apply," resulting in the sum of percentages exceeding 100 percent.

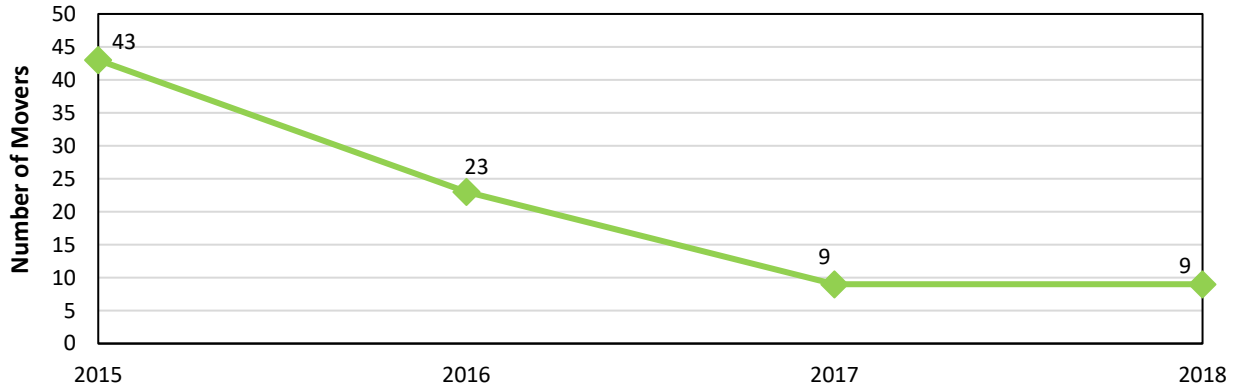
Moving and Current Residence

Since the grand opening of Plainridge Park Casino in June 2015, 84 employees moved to accommodate their new jobs at the casino, as seen in Figure 4 below. This represents nearly seven percent of all people passing through the licensing process at this establishment. Most movers originated from outside of Massachusetts while a few came from other cities and towns in Massachusetts. Out-of-state movers represent net new employment growth to the Commonwealth—similar to how the casino creates employment opportunities for those who were previously unemployed or underemployed. Both examples are ways in which the casino is creating employment where it did not exist before and without displacing existing employment somewhere else in the state.

Very few individuals hired in the study year indicated that they had moved or planned to move to accommodate their job at Plainridge Park Casino. Given this small number of recent movers, this section analyzes new movers together with all other movers who have relocated for their casino job since the reopening. Most movers during Plainridge Park Casino's start-up phase originated from states with casinos outside of the New England region, such as New Jersey, Pennsylvania, Nevada, and Ohio.[8] The bulk of these employees had casino experience (though very few were from Penn National) and presumably moved to the area in the hopes of greater opportunities. In contrast, more recent movers do not have a gaming background and tended to move from New England states rather than from outside the region.

It is interesting to note that employees who were hired in the past year and moved to take their jobs did not necessarily move to Massachusetts. In fact, only 44 percent of movers hired in the past year relocated to Massachusetts while 56 percent moved to Rhode Island. This is not surprising given the close geographic proximity of the casino to the Rhode Island border. The comparatively higher minimum wage in Massachusetts, as discussed earlier, may be one reason for employment opportunities in the Commonwealth to attract residents of neighboring states. The choice to move to Rhode Island instead of Massachusetts could be due to any number of reasons, possibly including Rhode Island's lower cost of living. The remaining—and substantially larger—share of employees hired in the past year did not move for their positions at the casino and probably lived close enough to the casino to commute to their jobs.

Figure 4. Number of Movers, FY2015-2018



Source: UMDI analysis of MGC New Employee Survey.
Note: Years are represented as fiscal years (July 1st- June 30th).

In addition to asking new employees whether they moved for their positions, the survey asks respondents where they currently live in order to identify the communities from which Plainridge Park Casino draws its workforce. A map of all new employees' current residence, including those who moved, shows the concentrations of new employees by municipality in Figure 5 below. Employee residence is important for several reasons. First, it provides insight into the place-based socioeconomic networks and opportunities to which new employees have access during their employment at Plainridge Park Casino. Our analysis of the baseline socioeconomic conditions of Plainridge Park Casino's Host and Surrounding Communities[9] revealed the poverty rates, rates of labor force participation, unemployment rates, educational attainment levels, and other characteristics of those communities' residents and workforce. New employees at Plainridge Park

[8] *New Employee Survey at Plainridge Park Casino: Analysis of First Two Years of Data Collection*, University of Massachusetts Donahue Institute, May 10, 2017, Page 9, https://www.umass.edu/seigma/sites/default/files/PPC%20Employee%20Survey%20Report%202017-05-9_For%20Releasev2.pdf.

[9] *Host Community Economic Profiles: Plainville Host Community Profile*, University of Massachusetts Donahue Institute, October 20, 2015, https://www.umass.edu/seigma/sites/default/files/Plainville%20Host%20Community%20Profile_Final.pdf.

Casino will ultimately contribute to—and be affected by—those same socioeconomic conditions. Knowing the distance that employees are traveling to work is a second factor that will reveal how local traffic patterns and infrastructure could be impacted by the influx of employees commuting from those communities. Assuming that at least some of new employees' wages are spent in the local economy, we can also determine which communities may experience increased economic activity from the income of casino employees. The distribution of employees' residences may also have implications for the demand for housing development in those cities and towns. All of these considerations are important to the MGC and have bearing on the effects of casino employment in Massachusetts.

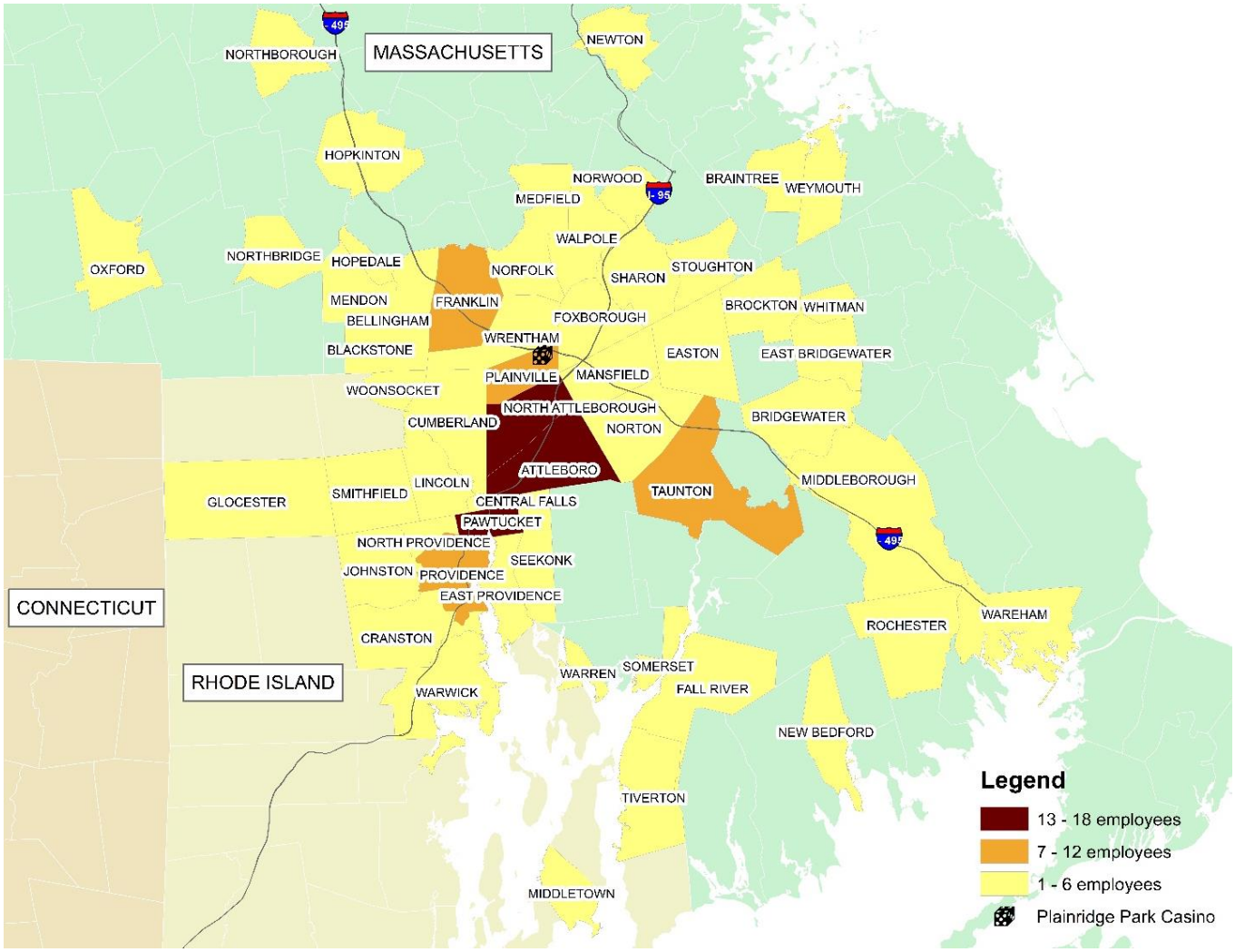
Not all new employees hired in the past year live in Massachusetts: 64 percent live in Massachusetts, but 32 percent live in Rhode Island and one percent live in Connecticut. Employees who moved to Massachusetts would contribute more fully to the state economy through in-state household spending and taxes. Examples of household spending from income include such activities as paying for groceries, doctor appointments, car repairs, buying a home or car, and mortgage or rent payments. This sort of spending frequently takes place in the state in which one lives and helps to support jobs and economic activity in the local economy. For the casino employees who live in other states but work in Massachusetts, their income would be generated in Massachusetts but spent in other state economies so Massachusetts would not benefit directly from the increased economic activity from those wages.

Even though most new employees live in Massachusetts, only a few of them actually live in Plainville, Plainridge Park Casino's host community. As can be seen from the map, the highest number of new employees reside instead in two of Plainridge Park Casino's designated surrounding communities,[10] North Attleborough (N=18) and Attleboro (N=15) in Massachusetts. Pawtucket (N=16) and Providence (N=11) have the highest numbers of new employees in Rhode Island, which makes sense given the short geographic distance from Providence and Pawtucket to Plainville. Other common municipalities where new employees live include Franklin (N=9) and Taunton (N=8) in Massachusetts. Plainville, by contrast, is home to only seven new employees hired in the past year. Plainville has a smaller population than these other communities, so the comparatively smaller number of employees that reside there is to be expected and denotes that Plainville is still well represented.

It is also clear from Figure 5 that the communities with the greatest concentrations of new employees fall along the two major highways in Southeastern Massachusetts and Rhode Island, namely I-95 and I-495. Both highways provide a direct route to Plainridge Park Casino and connect the casino to cities and towns that are not adjacent to Plainville. As discussed earlier (Figure 3), 34 percent of new employees reported that the casino's proximity to home motivated them to seek employment at Plainridge Park Casino. The ease of access to these highways appears to be a practical rationale for working at the casino.

[10] The MGC defines a "host community" as the municipality in which the casino is located. A "surrounding community" is a municipality that is geographically close to a casino's host community that the MGC expects to experience positive and negative impacts from the casino. A municipality's designation of a "surrounding community" is the result of a political process and does not necessarily include all neighboring municipalities that share a border with the host community. For more information about host communities, surrounding communities, and the process involved in becoming a surrounding community, please visit https://massgaming.com/about/community-mitigation-fund/host-surrounding-communities/surrounding-community-agreements/.

Figure 5. Residence of New Casino Employees, July 2017-June 2018



Source: UMDI analysis of MGC New Employee Survey; ArcGIS

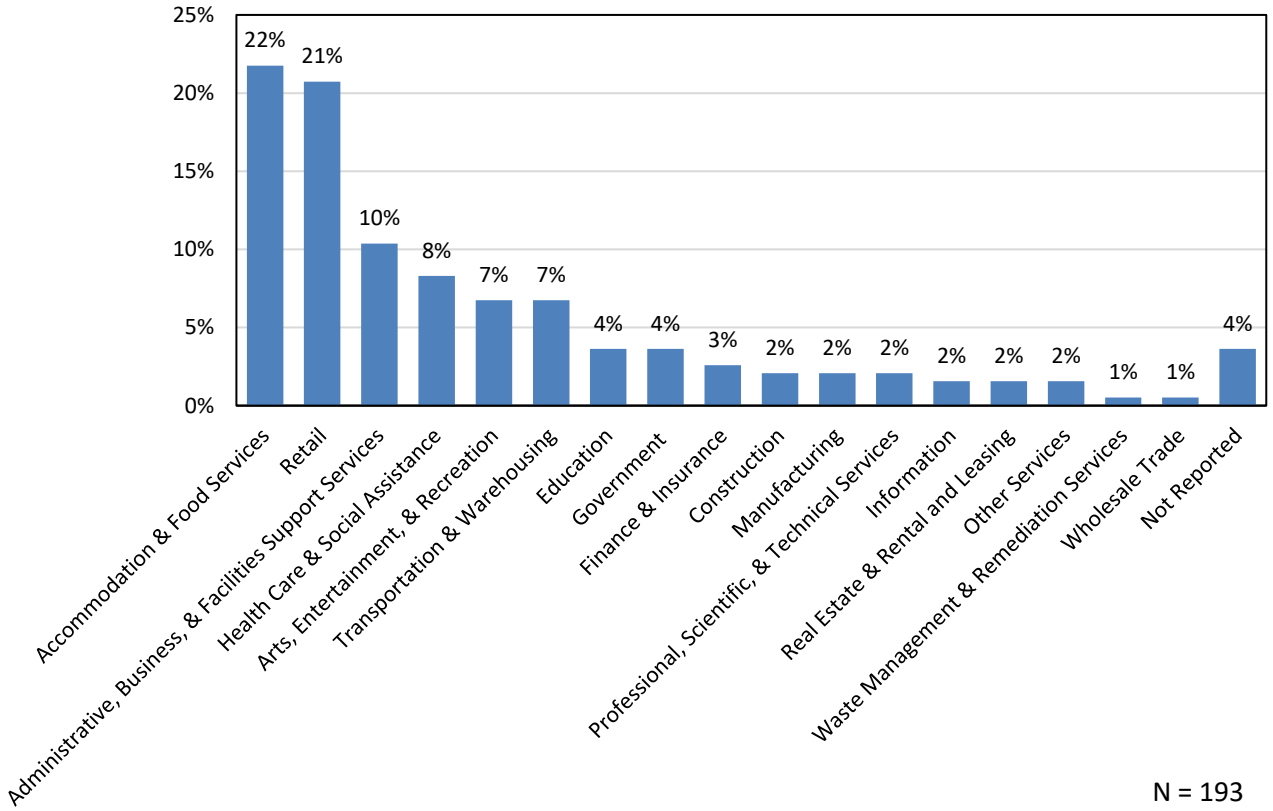
Previous Employment by Industry and Occupation

Employees hired in the past year came from a wide range of industries before working at Plainridge Park Casino. Figure 6 shows the distribution of industries in which casino employees previously worked. The top two industries from which Plainridge Park Casino drew employees include *Accommodation and Food Services* and *Retail*, each with over 20 percent of employees. These two industries conduct the business-related activities of hotels, catering, fast-food and full-service restaurants, bars, and retail establishments. They also tend to be associated with lower-than-average wages. New casino employees from these industries also tended to come from part-time jobs. Casino employees also came in substantial proportions from *Heath Care and Social Assistance*, *Arts, Entertainment, and Recreation*, and *Transportation and Warehousing*—sectors that, relative to the top two, tend to offer higher base pay. Other, less common industries were *Construction*, *Education*, and *Manufacturing*.

Employees' previous industries can provide insight into the skill sets that they bring with them to their new jobs as well as their overall job readiness and need for training. Most of the industries mentioned above

experienced significant job losses during the Great Recession (December 2007-June 2009), and the *Manufacturing*, *Transportation and Warehousing* and *Retail* sectors still have not reached or exceeded their pre-recession employment peaks. Volatility—including job losses—in these industries may have been a factor for Massachusetts' workers seeking employment in the casino industry. In contrast, employment in Massachusetts' *Arts, Entertainment, and Recreation* (of which the casino industry is a part) and *Accommodation and Food Services* industries grew steadily up to and after the recession and now have reached their highest job levels in 17 years.[11] Even though some employees will continue to work in their previous fields while maintaining employment at Plainridge Park Casino, these broader economic considerations may have contributed to the attractiveness of working in this industry.

Figure 6. Previous Industry of Casino Employees



Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

Previous industry by full- and part-time status is analyzed in Table 3 below. *Retail*, *Accommodation and Food Services*, and *Administrative, Business, and Facilities Support Services* (e.g., office administration, collection agencies, credit bureaus, security, pest control, landscaping, carpet and cleaning services, and janitorial services) were the previous industries of 50 percent of new hires who came from full-time jobs and 63 percent of new hires who came from part-time jobs. *Accommodation and Food Services* was the top industry for those who previously worked full-time whereas *Retail* was the top industry for those who previously worked part-time. A few additional individuals previously worked in *Health Care and Social Assistance* and *Arts, Entertainment, and Recreation*.

[11] Massachusetts Executive Office of Labor and Workforce Development, Labor Market Information, ES-202.

Table 3. Top Industries of Previous Jobs by Employment Status

Top Industries	Response Percent		Response Count
	Previously Full-time	Previously Part-time	
Accommodation and Food Services	21%	24%	**35**
Retail	15%	31%	**33**
Administrative, Business, and Facilities Support Services	14%	8%	**19**
Health Care and Social Assistance	10%	8%	**15**
Transportation and Warehousing	8%	8%	**13**
Arts, Entertainment, and Recreation	4%	8%	**9**
All Other	27%	12%	**34**
Response Count	**99**	**59**	**158**

Source: UMDI analysis of MGC New Employee Survey.
Note: "All Other" includes industries with fewer than nine respondents, including Construction, Education, Finance and Insurance, Government, Health Care and Social Assistance, Information, Manufacturing, Professional, Scientific, and Technical Services, Real Estate, Waste Management and Remediation Services, Wholesale Trade, and those respondents who did not indicate a previous industry.

Table 4 similarly highlights the occupations or positions that employees of Plainridge Park Casino previously held. *Sales* workers and *Food and Restaurant Service* workers were the most common types of occupations for both those who were previously employed full-time and part-time. These workers include cashiers, cooks, bartenders, servers, bussers, and store and restaurant managers. Together, these workers represent 44 percent of all employees hired in the past year. *Protective Service* workers, which include correctional officers, firefighters, and security guards, comprised the third largest concentration of casino employees overall. A less common occupation, though still among the top occupations, for those previously employed part-time was drivers, including long-distance truck drivers, taxi drivers, towing, and drivers for ride-sharing services. For those who previously worked full-time, *Business Management, Office Administrator, or Financial Officer* positions held the fourth highest concentration of casino employees.

Table 4. Top Occupations of Previous Jobs by Employment Status

Top Occupations	Response Percent		Response Count
	Previously Full-time	Previously Part-time	
Food and Restaurant Services (e.g., Cook, Bartender, Server)	20%	27%	**36**
Sales Worker (e.g., Cashier, Retail Store Manager, Customer Service)	17%	29%	**34**
Protective Service Worker (e.g., Correctional Officer, Firefighter, Security Guard)	11%	12%	**18**
Trucker or Driver (e.g., Long-distance Trucking, Towing, Taxis, Uber)	7%	7%	**11**
Business Management, Office Administrator, or Financial Officer	8%	2%	**9**
Health Worker (e.g., Physician, Nurse, Physical Therapist, EMT)	6%	5%	**9**
All Other	30%	19%	**41**
Response Count	**99**	**59**	**158**

Source: UMDI analysis of MGC New Employee Survey.
Note: All Other includes occupations with fewer than nine respondents, including Artists, Designers, Entertainers, Sports, or Media, Building and Grounds Maintenance, Computer or IT-related jobs, Construction Workers or Building Trades, Social Workers, Counselors, Clergy, or Community Organizers, Educators, Farmers and Fishermen, Hotel or Accommodation jobs, Lawyers and Paralegals, Military, Personal and Home-based jobs, Production Workers, and those respondents who did not indicate a previous occupation.

Identifying casino employees' previous industries can also shed light on the industries that might experience vacancies in the local labor force if workers leave to take new jobs at Plainridge Park Casino. While the casino is undoubtedly creating new employment—by attracting those who were unemployed, underemployed, or lived outside of Massachusetts—it is also expected to pull existing workers from the

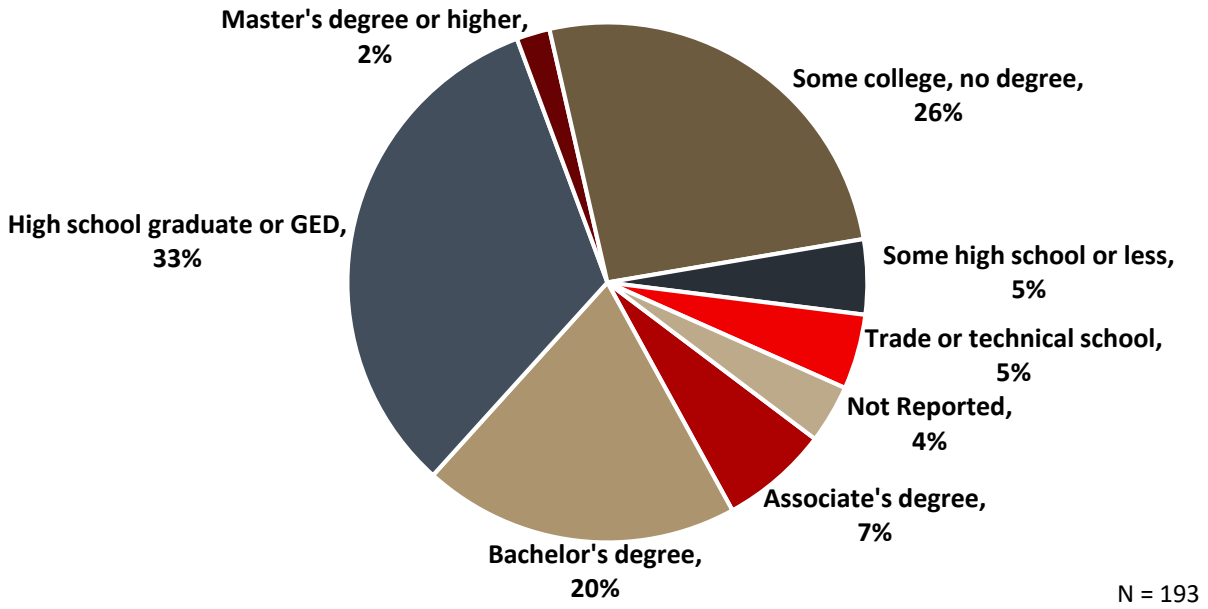
local labor market by virtue of possibly offering higher wages, benefits, career advancement opportunities, or even just from the novelty of being a new and larger employer in the job market. The impacts of "backfill"—the vacancies left behind by people pursuing casino employment—are concerns of the MGC and local businesses, which could potentially lose employees due to new opportunities offered at Plainridge Park Casino. Smaller businesses may not have the resources necessary to compete with a larger employer in terms of being able to raise wages or provide full-time benefits or hours. These survey data alone are not able to demonstrate how many vacancies Plainridge Park Casino is actually creating in the local labor market. Not all of the positions described above are necessarily vacancies. Some employees may decide to keep their previous jobs while working at the casino, and some previous jobs may be located outside of Massachusetts. New employees may also have been fired or laid off from their previous jobs, people may decide to leave their jobs and seek work elsewhere, and previous employers may not seek to refill those vacancies. Information from local businesses will be necessary to more fully identify effects of casino employment on the local labor market.

Education, Experience, and Training

Plainridge Park Casino is creating employment opportunities for those with lower levels of educational attainment and with no experience in the field or pre-employment training. These categories of workers comprise another vulnerable subsection of the workforce that may have been less employable prior to the casino's opening. Figure 7 illustrates the current educational attainment levels of the new casino employees hired in the previous year at Plainridge Park Casino. Slightly over 20 percent of new employees have at least a Bachelor's degree while 76 percent have less than a Bachelor's degree. In a state where 46 percent of residents over 25 years of age have at least a Bachelor's degree or higher,[12] this finding supports the argument that the casino is providing opportunities for those with lower levels of formal education (i.e., less than a Bachelor's degree). Among those with lower levels of educational attainment, 33 percent of respondents reported having a high school diploma or General Education Diploma (or GED), 26 percent of respondents have completed some college-level coursework, and seven percent hold an Associate's degree. Five percent of respondents graduated from a trade or technical school (e.g., those that offer training in culinary arts, plumbing, masonry, carpentry, mechanics, electrical work, and other skilled trades). The fact that people with lower levels of educational attainment are able to find employment at the casino underscores the accessibility of casino jobs in the Commonwealth—at least in terms of a formal education.

[12] U.S. Census Bureau, 2017 American Community Survey, 1-year Estimates, Table B23006 (Educational Attainment by Employment Status for the Population 25 to 64 Years).

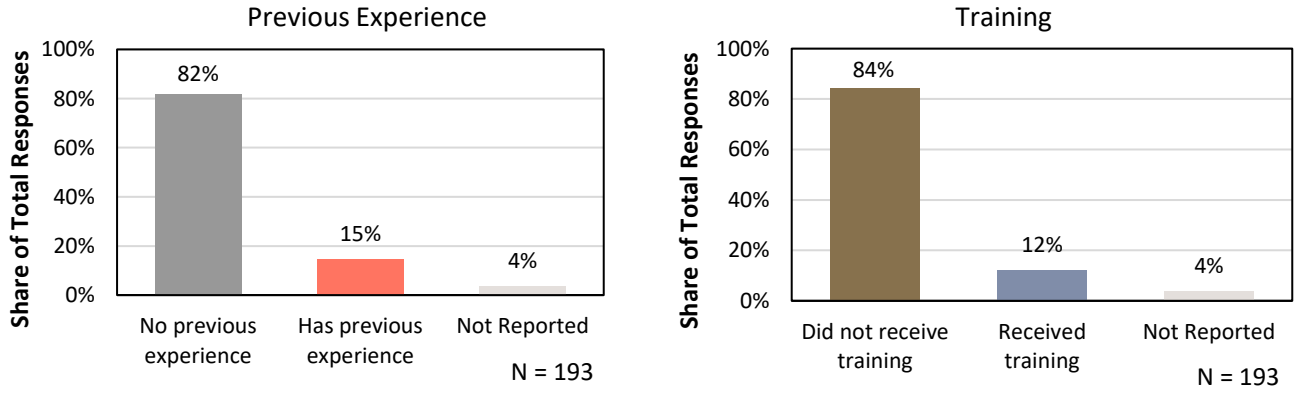
Figure 7. Educational Attainment of New Casino Employees



Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

Accessibility is also measured by the extent to which employees need pre-employment experience or training in order to be eligible for employment at the casino. As Figure 8 below shows, 82 percent of casino employees lacked previous casino-related experience and 84 percent did not receive pre-employment training prior to their employment at Plainridge Park Casino. It is not surprising that employees reported not having direct experience working in a casino given that no other casino existed in Massachusetts prior to Plainridge Park Casino. However, from our analysis above of the industries and occupations in which employees previously worked (Table 3 and Table 4), most new casino employees had backgrounds in retail, hospitality, food service, and administrative and business services, all of which would provide them with transferable skills for their jobs at the casino. While employees seemed to not perceive their skills to qualify as casino-related experience *per se*, many new employees at Plainridge Park Casino previously had employment which likely provided them with skills applicable to the casino industry.

Figure 8. New Casino Employees' Educational Attainment and Pre-Employment Training



Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

As we saw in Figure 8 above, 12 percent of employees who were hired in the past year reported that they received training prior to working at Plainridge Park Casino. The survey asks employees whether they attended or completed a casino-related certificate program in advance of their employment at Plainridge Park Casino and, if they received training, to elaborate on the source of that training. Table 5 shows that, of the 12 percent of new hires who received pre-employment training, 80 percent received training from Plainridge Park Casino or another casino while the remaining 20 percent received training from other providers, including local sources. This finding highlights that, so far, most employees do not receive training prior to starting their casino jobs and the little training that does occur takes place at the casino.

Several casino certificate programs, training programs, and other educational programs have emerged since the expansion of gaming in the Commonwealth, and they are collectively aimed at preparing the new casino workforce for their new employment opportunities. The current usage of casino-related certificate programs appears to be small for workers at Plainridge Park Casino, as indicated by the small number of employees who either attended or finished certificate programs. Ninety-one percent of employees hired in the past year reported that they neither attended nor completed a casino-related certificate program.

Table 5. Receipt of Casino-Related Certificate Program and Source of Training

Training	Response Percent	Response Count
What is the source of your casino-related training?		
From this or some other gaming establishment	80%	20
Other training provider	20%	4
Total who received training	**12%**	**24**
Have you taken a casino-related certificate program?		
Neither attended nor completed a program	91%	175
Attended and completed a program	4%	8
Attended but did not complete a program	2%	3
Not Reported	4%	7
Total employees	**100%**	**193**

Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

Local community colleges or universities offer many of these casino-related certificate programs. Two places that were particularly popular sources of training among the 20 percent of Plainridge Park Casino employees who did receive training included Fall River-based Bristol Community College and Johnson & Wales University, located in Providence, Rhode Island. Bristol Community College has a wide selection of degree and non-degree programs that could be relevant to casino employees, including Culinary Arts, Business and Entrepreneurship, Hospitality Management, and Office Administration.[13] Johnson & Wales offers Associate-, Bachelor- and some Master-level programs in fields such as Baking and Pastry Arts, Business, Culinary Arts, Food and Beverage Entrepreneurship, Hotel and Lodging Management, Human Resources, Hospitality, Restaurant Management, and Sports and Entertainment Management. They also provide other programs such as an accelerated culinary program, a recreational chef program, and a certificate program in management.[14]

The New Employee Survey asks employees about their interest in training and, in particular, the types of training that they would like to receive. There is relatively high demand for training among the new casino employees. In Table 6, we see that 81 percent of Plainridge Park Casino employees hired in the previous

[13] http://bristolcc.smartcatalogiq.com/en/2017-2018/Catalog/Programs-of-Study-alphabetically.
[14] https://www.jwu.edu/academics/programs-by-campus/providence-programs/index.html.

year are at least somewhat interested in training. Fifty-eight percent of employees reported being very interested in training. Only 13 percent are neutral about training.

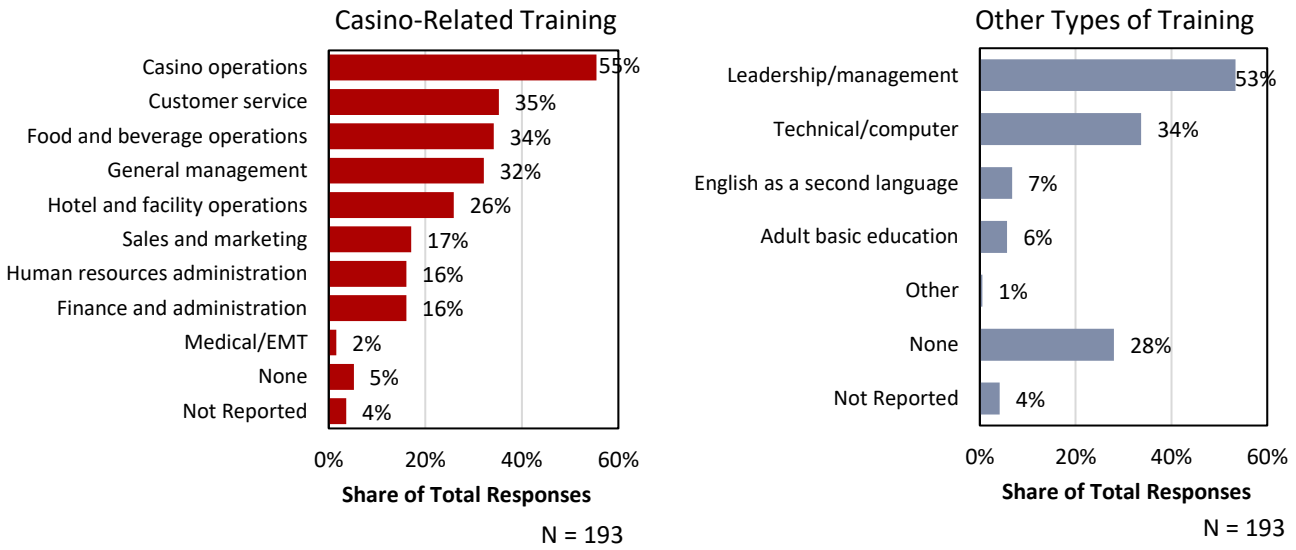
Table 6. Interest in Training

Interest in Training	Response Percent	Response Count
Very interested	58%	112
Somewhat interested	23%	44
Neutral (not interested or disinterested)	13%	26
Somewhat disinterested	2%	3
Very disinterested	1%	1
Not Reported	4%	7
Total	**100%**	**193**

Source: UMDI analysis of MGC New Employee Survey.
Note: Percentages may not sum to 100 percent due to rounding.

Figure 9 shows that the areas of casino-related training of greatest interest to new employees are casino operations (55 percent), customer service (35 percent), food and beverage operations (34 percent), and general management (32 percent). Casino operations includes all activities related to the operation of slots, table games, poker, cashiering, count rooms, security, and surveillance; and food and beverage operations comprise bartending, busing, serving, cooking, and supervising the restaurants. For Plainridge Park Casino, this latter category would refer to its two restaurants, Slack's Oyster House & Grill and Flutie's Sports Pub.[15] Twenty-six percent of employees have an interest in training in hotel and facility operations, despite Plainridge Park Casino not having its own hotel. Perhaps this type of training could help employees seeking advancement within Penn National in particular or the casino industry in general.

Figure 9. Types of Casino-Related Training that Employees Would Like to Pursue



Source: UMDI analysis of MGC New Employee Survey.
Note: Respondents were allowed to "select all responses that apply," resulting in the sum of percentages exceeding 100 percent.

[15] https://www.plainridgeparkcasino.com.

Casino employees are also interested in pursuing training for career growth such as leadership or management training (53 percent) and technical or computer training (34 percent). While most casino-related training seems to be facilitated by the casino on the premises, some of the aforementioned institutions and programs could help to fill the need for casino-related training, professional development, and educational opportunities. It is not surprising that a low number of survey respondents reported an interest in achieving adult basic education given that over 90 percent of the employees have at least a high school diploma (Figure 7). A low number of employees expressed an interest in English-language skills, but we expect that interest in these different types of non-casino training may vary across the different casinos and their corresponding pools of employees.

Conclusion and Next Steps

By the end of fiscal year 2018, more than 1,200 people passed through the MGC's licensing process at Plainridge Park Casino since the casino opened in June 2015. In that time, we have learned a lot about the new casino workforce through the MGC's New Employee Survey. The instrument that is used to collect information about new casino employees has evolved over time in an effort to increase precision and explanatory power. The goal is to explore what types of people seek employment at the casino, what experiences and backgrounds they bring with them, and how accessible employment opportunities provided by the casinos are for the Commonwealth's workers, including vulnerable populations.

So far, we have presented several key characteristics about the new casino employees and identified a few ways this new employer may be affecting the local and state labor force. In this latest year of analysis, approximately half of all new casino employees previously worked in part-time positions or were previously unemployed. About seven percent of all casino employees moved their residence in order to work at Plainridge Park Casino. While not all of them moved from out-of-state, the majority of movers did originate from states across the country as well as from New England. New casino employees primarily sought casino jobs for career advancement and improved pay. The vast majority of new casino employees also lacked casino-specific pre-employment training. These findings support the argument that casino jobs are accessible to sectors of the labor force that have been difficult to employ—the unemployed, underemployed, and those with less formal education and training. Our findings also demonstrate that these categories of the labor force are finding employment opportunities that were otherwise not available to them. By expanding the casino industry, Massachusetts has established multiple and accessible entry points into the larger labor force for people who were previously not engaged (or less engaged) in the labor market. Furthermore, the Massachusetts casino industry may serve as a vehicle for new employees to gain experience, training, skills, and knowledge, all of which could improve their careers in the longer term and ultimately improve their economic livelihoods.

This analysis of the third year of survey data supplements and reiterates earlier findings. Improvements to the survey have allowed us to explore more characteristics of the workforce, such as previous industry, employment status, wages, and sources of training. With these changes, we found that employees hired in the most recent year still tend to seek casino employment for reasons related to career advancement and higher pay, and about half of them were previously unemployed or underemployed. New employees tended to come from industries that were indirectly related to the broader casino industry such as *Retail* and *Hotel and Accommodations*. We also found that Plainridge Park Casino has created jobs among groups of vulnerable workers, namely those without a Bachelor's degree, with little experience, and with no training. Most new employees have not received training upon starting employment at the casino, regardless of whether the source of that training is Plainridge Park Casino, another casino, a certification or training program, or other source. When training is received, it takes place on-site at the casino. With the

emergence of training programs offered by community colleges and regional partnerships, there are many programs and training opportunities throughout Southeastern Massachusetts and Rhode Island for casino workers.

Plainridge Park Casino continued to create employment opportunities for people who moved from out-of-state. Attracting employment from out-of-state is more beneficial economically when those employees relocate for their jobs rather than commute from their out-of-state residences. Wages from out-of-state commuters are not expected to be spent in the state economy and, as such, these wages are considered to be economic leakages.

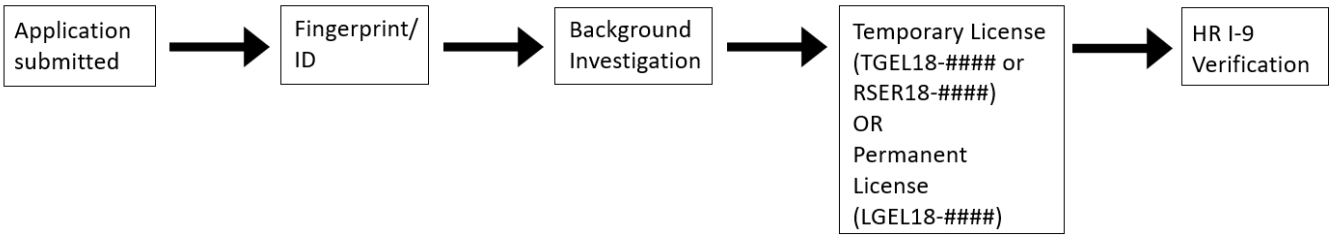
We look forward in future years to compiling employment data from the survey with employee data provided by the operators which will allow for further insights into this growing workforce. Surveys launched with the openings of MGM Springfield and Encore Boston Harbor have been revised to collect additional information about previous and current employment status as well as general demographic information. These improvements to the survey will contribute to a more detailed assessment of the impacts of expanded gaming on the Massachusetts workforce and on under-represented and disadvantaged groups.

Appendix A: Methodology

The MGC Licensing Process

The survey is distributed through the online tool SurveyMonkey on tablet computers during the gaming-license application process illustrated in Figure 10. The survey was designed to collect information from job candidates during required background checks. At the time, this was the only point when surveys could be administered to all applicants in person (gaming and service employees, alike). The original gaming legislation automatically disqualified individuals with felony records or particular types of fraud- or theft-related convictions from applying to any casino position before proving rehabilitation and within 10 years from the date of conviction.[16] In May of 2018, certain categories of service employees became exempt from the MGC's background check so as to increase the accessibility of casino employment. These exempt employees are generally characterized as having little to no interaction with the gaming-related activities of the casino and include such jobs as cooks, prep cooks, chefs, sous chefs, hosts/hostesses, bussers, servers, stewards, valet attendants, groundskeepers, and restaurant managers.[17] As per Massachusetts law, casinos would still perform their own background checks on applicants but candidates for these types of positions were no longer required to obtain registration with the MGC and were no longer automatically disqualified on the basis of having a criminal record. From that time on, the survey was able to capture information only from licensed gaming employees and registered non-exempt service employees.

Figure 10. Process for Licensing Casino Employees



Source: MGC

Methodology

Data-collection responsibilities for the New Employee Survey reside exclusively with the MGC, and the survey data are shared with the SEIGMA research team as secondary data. The research team collaborated with the MGC to create the survey instrument and is responsible for analyzing the results of the survey.

The survey questions and survey topics were shaped by the interests and with input of the MGC. Survey questions were reviewed by MGC members, including Commissioner Bruce Stebbins, Director Mark Vander Linden, and Director Jill Griffin. Survey questions were also vetted by academic experts, including SEIGMA principal investigators and research team members with specific expertise in the following specialties: gambling employee research (Dr. Alissa Mazar), casino economic impacts (Drs. Mark Nichols and Rob Williams), economic and workforce development (Dr. Henry Renski), survey design (Dr. Rob Williams), and statistical methods (Dr. Ed Stanek). Discussion of survey results was intended to be descriptive and not statistical in nature. All of the questions in the survey were utilized in the analysis of survey findings, but only notable findings were reported. When all three of Massachusetts' casinos are open, the research team

[16] https://www.mass.gov/files/documents/2018/08/15/205cmr134.pdf.
[17] https://massgaming.com/wp-content/uploads/SER-Exemptions-Plainridge-Park-Casino.pdf.

will have a large enough sample of survey responses to yield a more analytical, rather than descriptive, reporting approach.

Typically, researchers lack direct access to casino employee data due to casino operators not allowing access to employees and their information. Therefore, existing research of employee impacts of a casino venue is largely limited to studying macro-level impacts using secondary data which focuses on per capita wages and industry wages. This survey, in contrast, is unprecedented in both its direct access to employee data and breadth in the types of data collected. As a result, the New Employee Survey is the most comprehensive of its kind to date.

Early versions of the survey collected substantially less information and asked respondents only about whether they already worked for the casino operator, previous employment status, reasons for seeking the job at the casino, whether they had experience or moved to take the position (and, if so, to and from where they moved), and whether they received pre-employment training.

The current survey collects a wider range of information from new casino employees that could not be acquired from other sources, including: employment status and wages prior to hire; whether the applicant currently works for the operator or is a new hire; reasons for seeking the job; previous industry and occupation; salary or wages of the position at the casino as well as whether they will receive tips and have received tips in the past; whether the applicant moved to take the position; the origin and destination of movers; current residence of non-movers; training received in preparation for work at the casino; level of educational attainment; types and sources of casino-related training received; and interest in seeking different types of training (see Appendix B: Survey Instrument for a copy of the survey questions). A future iteration of the New Employee Survey will also ask respondents for demographic information and clarify issues relating to multiple jobholders. The analysis in this report is of fiscal year 2018, during which 193 people passed through the licensing process, and is based on the expanded version of the MGC New Employee Survey. As a result, data from previous surveys could not be examined across fiscal years for many of the questions.

Casino employee applicants take the MGC New Employee Survey while they wait during the fingerprinting stage of the licensing process. Since this is the only step in which the applicants are physically present at the casino, this point in the process was selected in order to ensure that the maximum number of prospective employees are exposed to the survey and to yield a high response rate.

Survey respondents include:

1) people who are new to the gaming industry and are being hired for gaming positions at Plainridge Park Casino,
2) employees who already worked for Plainridge Racecourse before its award of the Commonwealth's only slots parlor license in February 2014 by the MGC and before it became Plainridge Park Casino,
3) seasonal employees, and
4) gaming employees who were permanently transferred from other gaming properties owned by Plainridge Park Casino's parent company, Penn National Gaming, Inc.[18]

There are several types of employees who do not take the survey and whose characteristics are not reflected in this analysis. The survey does not capture Penn National employees who temporarily helped to

[18] Information about Penn National Gaming, Inc., the parent company of Plainridge Park Casino and owner of over 30 casinos across the United States, can be found at https://www.pngaming.com/locations.

coordinate the grand opening, as these employees did not go through the traditional licensing process (Figure 10) and were not fingerprinted.[19] The survey also excludes Plainridge Park Casino's construction workers whose employment impacts are discussed in our March 2017 construction report.[20] Additionally, service employees who became exempt from the MGC licensing process in May 2018 (e.g., cooks, prep cooks, chefs, sous chefs, hosts/hostesses, bussers, servers, stewards, valet attendants, groundskeepers, and the employees of Plainridge Park Casino's vendor, Dunkin Donuts), no longer go through the fingerprinting process and therefore do not take the survey. The MGC estimates that exempt casino service employees generally represent approximately one third of all casino employees,[21] though that exact figure varies by casino. In fiscal year 2018, most employees were captured in the survey before the requirement changed.

The total number of survey responses does not reflect the total employment at Plainridge Park Casino at any point in time. Since the survey is administered to each applicant only once, it can neither reveal whether the respondent continues employment at the gaming establishment nor the duration of that employment. For this reason, it may be more useful to interpret the number of responses as a count of people going through the licensing process or a total pool of applicants in a given period rather than a headcount of employment in real time.

Actual employment data provided by Plainridge Park Casino show that, in fiscal year 2018, the casino employed 380 individuals, two-thirds of whom were full-time employees. When the survey data are combined with data from the operator, we will be able to determine a rate of turnover, the length of employment, general characteristics of the populations for whom employment at the casino continues or ends, and the casino job categories in which turnover occurs most often.

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[19] Current Penn National personnel go through an abbreviated process outlined in 2015 CMR 134.03 (2), https://massgaming.com/wp-content/uploads/205CMR134.03-EMERGENCY-5-11-18.pdf.

[20] Motamedi, R. and Peake, T. *The Construction of Plainridge Park Casino: Spending, Employment, and Economic Impacts*, University of Massachusetts Donahue Institute, March 7, 2017, https://www.umass.edu/seigma/sites/default/files/The%20Construction%20of%20Plainridge%20Park%20Casino%20-%20REVISED.pdf.

[21] https://massgaming.com/about/frequently-asked-questions/.

Appendix B: Survey Instrument

This survey is being conducted on behalf of the Massachusetts Gaming Commission (MGC) to inform a study on the effects of gaming on the Massachusetts economy and its people. As a potential employee at this gaming establishment, your participation is requested as part of this effort. The survey asks about your employment prior to starting your job, whether you moved, and your reasons for seeking a job. This optional questionnaire should take about 10 minutes to complete and you can stop at any point.

Please be assured that the MGC will hold your responses in the strictest confidence and will use them only for the purposes of the study. While the survey does ask for your application or license number, it is only so the state can better understand the movement and impact of our gaming employees throughout the Commonwealth. At no time will identifying information be displayed in releases of survey results.

Thank you for your participation.

BACKGROUND

1. Please indicate the gaming establishment to which you have applied.
- Encore Boston Harbor
- MGM Springfield
- Plainridge Park Casino

2. Do you currently work for this casino operator but at a different location (e.g., at another gaming establishment or headquarters/administrative office)?
- Yes, for this casino operator
- Yes, for a different casino operator in Massachusetts
- Yes, for a different casino operator outside of Massachusetts
- No

3. What is your Massachusetts Gaming Commission application or license number? (The information is for survey purposes only and your survey responses will not be a part of your MGC application or license.)

WORK INFORMATION

4. Please indicate your most recent work status prior to applying to this gaming establishment. Choose only one response.

- Full-time job → **GO TO QUESTION 6**
- Part-time job → **GO TO QUESTION 6**
- Unemployed → **GO TO QUESTION 5**

5. Please indicate if you were looking for work or not looking for work.

- Looking for work
- Not looking for work

6. In what industry did you work prior to applying to this gaming establishment?

- Accommodation and Food Services
- Administrative, Business and Facilities Support Services
- Agriculture, Forestry, Fishing, and Hunting
- Arts, Entertainment and Recreation
- Construction
- Education
- Government (including Military but not Education)
- Finance and Insurance
- Health Care and Social Assistance
- Information (Telecommunications, Software Design, Publishing, etc.)
- Manufacturing
- Mining, Quarrying, and Oil and Gas Extraction
- Other Services (Religious/Social Organizations, Repair and Maintenance, Personal Services, etc.)
- Professional, Scientific and Technical Services
- Real Estate and Leasing
- Retail
- Transportation and Warehousing
- Utilities
- Waste Management and Remediation Services
- Wholesale Trade
- Other (please specify)

7. Which of the following occupational types best describes your job prior to applying to this gaming establishment?

- Architect or Engineer
- Artist, Designer, Entertainer, Sports, or Media
- Building and Grounds Cleaner/Maintenance
- Business Management, Office Administrator or Financial Officer
- Computer or IT-related Jobs (e.g., Software Development, Programmer, Systems Administrator)
- Construction Worker or Building Trades (e.g., Carpenter, Plumber, Electrician, HVAC)
- Counselor, Social Worker, Clergy, or Community Organizer
- Educator or Educational Trainer
- Farmer, Forester, Fisherman, Animal Husbandry
- Food and Restaurant Services (e.g., Cook, Bartender, Server)
- Health Worker (e.g., Physician, Nurse, Physical Therapist, EMT)
- Hotel or Accommodations Jobs (e.g., Housekeeping, Maintenance, Front Desk Clerk)
- Lawyer or Paralegal
- Life, Physical and Social Scientist (e.g., Scientist, Economist, Research Assistant)
- Military
- Personal and Home-based Services (e.g., Hairdresser, Home Health Aide, Childcare, Fitness Trainer)
- Production Worker (e.g., Machinist, Welder, Plant Operator, Food Processing)
- Protective Service Worker (e.g., Correctional Officer, Firefighter, Security Guard)
- Sales Worker (e.g., Cashier, Retail Store Manager, Customer Service)
- Trucker or Driver (e.g., Long-distance Trucking, Towing, Taxis, Uber)
- Other (please specify)

8. What was the annual salary in your most recent job (primary job before this)? Do not include tips. If you are unsure, please estimate to the closest dollar range.

- Less than $10,000
- $10,000-$19,999
- $20,000-$29,999
- $30,000-$39,999
- $40,000-$49,999
- $50,000-$59,999
- $60,000-$69,999
- $70,000-$79,999
- $80,000-$89,999
- $90,000-$99,999
- $100,000-$149,999
- $150,000-$199,999
- $200,000 or over

9. Did you receive tips in your previous job?

- Yes
- No

10. What is the annual salary for the job to which you applied at this gaming establishment? Do not include tips. If you are unsure, please estimate to the closest dollar range.

- Less than $10,000
- $10,000-$19,999
- $20,000-$29,999
- $30,000-$39,999
- $40,000-$49,999
- $50,000-$59,999
- $60,000-$69,999
- $70,000-$79,999
- $80,000-$89,999
- $90,000-$99,999
- $100,000-$149,999
- $150,000-$199,999
- $200,000 or over

11. Will you receive tips for the job to which you applied at this gaming establishment?

- Yes
- No

12. Please indicate your expected work status for the job to which you applied at this gaming establishment.

- Full-time
- Part-time
- Seasonal

13. Please indicate your reason(s) for seeking a job at the gaming establishment. Check all that apply.

- ○ Improved pay.
- ○ Improved benefits (e.g., health insurance).
- ○ Excitement/enthusiasm for working at a casino.
- ○ Opportunity for career advancement.
- ○ Flexible hours.
- ○ Job closer to home.
- ○ Have been unemployed and need work
- ○ Have been part-time or underemployed and need more work
- ○ Need an additional job for supplementary income or benefits
- ○ Want part-time work, not interested in full-time
- ○ Job is at a higher level than previous job
- ○ Opportunity to learn and use new skills or training (professional development)
- ○ No college degree (Associate's, Bachelor's, etc.) needed
- ○ No specialized training needed
- ○ Other (please specify)

RESIDENCE AND PLANS TO MOVE

14. Have you moved or do you plan to move to take this job at this gaming establishment?

- Yes, I moved or plan to move to accommodate this job. ➔ **GO TO QUESTION 15**
- No, I did not move and do not plan to move to accommodate this job.
  ➔ **GO TO QUESTION 22**

15. From which state or territory are you moving?

PR Puerto Rico
AL Alabama
AK Alaska
AS American Samoa
AZ Arizona
AR Arkansas
CA California
CO Colorado
CT Connecticut
DE Delaware
DC District of Columbia
FL Florida
GA Georgia
GU Guam
HI Hawaii
ID Idaho
IL Illinois
IN Indiana
IA Iowa
KS Kansas
KY Kentucky
LA Louisiana
ME Maine
MD Maryland
MA Massachusetts
MI Michigan
MN Minnesota
MS Mississippi
MO Missouri
MT Montana
NE Nebraska
NV Nevada
NH New Hampshire
NJ New Jersey
NM New Mexico
NY New York
NC North Carolina
ND North Dakota
MP Northern Mariana Islands
OH Ohio
OK Oklahoma
OR Oregon
PA Pennsylvania
PR Puerto Rico
RI Rhode Island
SC South Carolina
SD South Dakota
TN Tennessee
TX Texas
VI U.S. Virgin Islands
UT Utah
VT Vermont
VA Virginia
WA Washington
WV West Virginia
WI Wisconsin

16. From which city or town are you moving?

17. From which location are you moving? Please enter that location's zip code or postal code.

18. If from outside of the United States, please indicate the name of the country.

19. To which state or territory are you moving?

PR Puerto Rico
AL Alabama
AK Alaska
AS American Samoa
AZ Arizona
AR Arkansas
CA California
CO Colorado
CT Connecticut
DE Delaware
DC District of Columbia
FL Florida
GA Georgia
GU Guam
HI Hawaii
ID Idaho
IL Illinois
IN Indiana
IA Iowa
KS Kansas
KY Kentucky
LA Louisiana
ME Maine
MD Maryland
MA Massachusetts
MI Michigan
MN Minnesota
MS Mississippi
MO Missouri
MT Montana
NE Nebraska
NV Nevada
NH New Hampshire
NJ New Jersey
NM New Mexico
NY New York
NC North Carolina
ND North Dakota
MP Northern Mariana Islands
OH Ohio
OK Oklahoma
OR Oregon
PA Pennsylvania
PR Puerto Rico
RI Rhode Island
SC South Carolina
SD South Dakota
TN Tennessee
TX Texas
VI U.S. Virgin Islands
UT Utah
VT Vermont
VA Virginia
WA Washington
WV West Virginia
WI Wisconsin

20. To which city or town are you moving?

21. To which location are you moving? Please enter that location's zip code or postal code.

GO TO QUESTION 25

22. In which state do you currently live?

PR Puerto Rico
AL Alabama
AK Alaska
AS American Samoa
AZ Arizona
AR Arkansas
CA California
CO Colorado
CT Connecticut
DE Delaware
DC District of Columbia
FL Florida
GA Georgia
GU Guam
HI Hawaii
ID Idaho
IL Illinois
IN Indiana
IA Iowa
KS Kansas
KY Kentucky
LA Louisiana
ME Maine
MD Maryland
MA Massachusetts
MI Michigan
MN Minnesota
MS Mississippi
MO Missouri
MT Montana
NE Nebraska
NV Nevada
NH New Hampshire
NJ New Jersey
NM New Mexico
NY New York
NC North Carolina
ND North Dakota
MP Northern Mariana Islands
OH Ohio
OK Oklahoma
OR Oregon
PA Pennsylvania
PR Puerto Rico
RI Rhode Island
SC South Carolina
SD South Dakota
TN Tennessee
TX Texas
VI U.S. Virgin Islands
UT Utah
VT Vermont
VA Virginia
WA Washington
WV West Virginia
WI Wisconsin

23. In which city or town do you currently live?

24. In which location do you currently live? Please enter that location's zip code or postal code.

EXPERIENCE AND TRAINING

25. Do you have previous experience working at a gaming establishment?

- Yes
- No

26. Please select the highest level of education that you have completed.

- Some high school or less
- High school graduate or GED
- Trade or technical school
- Some college, no degree
- Associate's degree
- Bachelor's degree
- Master's degree or higher

27. Have you attended a casino-related certificate program?

- Yes, I have attended but not completed a program.
- Yes, I have attended and completed a program.
- No, I have neither attended nor completed a program.

28. Have you received any casino-related training in preparation for the job to which you have applied (casino operations, food and beverage operations, hotel operations, etc.)?

- Yes → **GO TO QUESTION 29**
- No → **GO TO QUESTION 30**

29. From where did you receive training? Check all that apply.

- From this or some other gaming establishment
- Bristol Community College
- Bunker Hill Community College
- Holyoke Community College
- Springfield Technical Community College
- Training & Workforce Options (TWO)
- Other training provider, college, business, or community organization and program (please specify)

30. How interested are you in pursuing professional or career development in the casino industry?

- Very interested
- Somewhat interested
- Neutral (not interested or disinterested)
- Somewhat disinterested
- Very disinterested

31. Please indicate which types of casino career training in which you would like to participate. Check all that apply.

- Casino operations (slots, table games, poker, cashiering, count rooms, security)
- Food and beverage operations (bartending, busing, serving, cooking, supervising)
- Customer service
- General management
- Hotel and facility operations (housekeeping, front desk, valet, grounds keeping, maintenance, facilities, security, retail)
- Sales and marketing (advertising, box office, promotions, public relations)
- Finance and administration (accounting, financial analysis, purchasing, MIS/IT, auditing)
- Human resources administration (human resources, personnel)
- None
- Other (please specify)

32. Please indicate which types of other training in which you would like to participate. Check all that apply.

- Adult basic education (GED/high-school-equivalency certification)
- Leadership/management training
- Technical/computer training
- English for speakers of other languages
- None
- Other (please specify)

Thank you for taking the time to complete this survey.

SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

Plainville Social & Health

SEIGMA FACT SHEET NUMBER 10 JUNE 2019

Social and Health Impacts of Plainridge Park Casino (PPC) in Plainville

One year prior to PPC opening (2014), the SEIGMA team conducted a survey to understand gambling participation and attitudes toward gambling in the casino host community of Plainville and the surrounding communities of Attleborough, Foxborough, Mansfield, North Attleborough, and Wrentham. A second survey was conducted in 2016-2017 after the casino had been open for one year. This fact sheet summarizes the responses from these two surveys. For additional information, see the *Social and Economic Impacts of Plainridge Park Casino: 2018* report.

There were few changes in Plainville and surrounding communities from before the opening of PPC to one year after. There has been **no change** in:

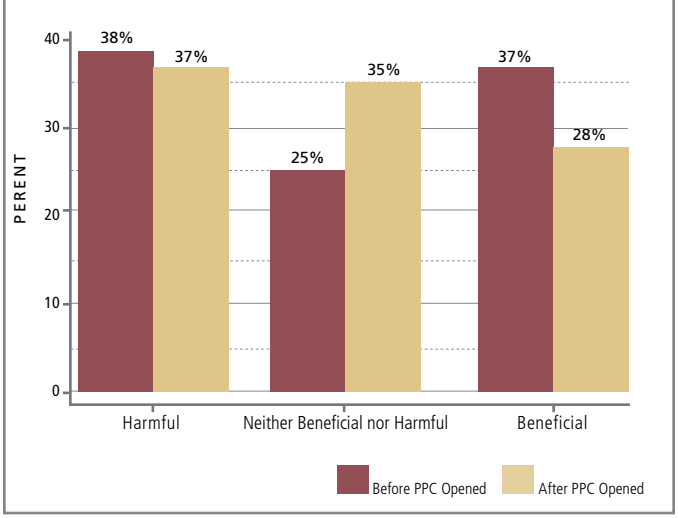
- Rate of problem gambling or related indices (bankruptcy, divorce/separation, domestic violence, suicide, etc.)
  - Likely a result of people already gambling in casinos due to the close proximity of Rhode Island and Connecticut casinos
- Overall gambling participation or the percentage of people who consider gambling to be an important leisure activity
- Broader population characteristics or population health (health, happiness, stress, substance use, addiction)

Social & Health Impacts		Change from before PPC opened to after
Problem Gambling & Related Indices	Rate of Problem Gambling	↔
	Financial Problems or Employment Problems	↔
	Divorce; Separation; Domestic Violence; Child Abuse and Neglect; Suicide	↔
Attitudes	Attitudes Toward Gambling	↓↑
Population Health & Leisure	Physical and Psychological Health; Substance Use and Addictions; Leisure Activity	↔
Demographics	Population	↔

Residents of Plainville and the surrounding communities **did change their attitudes** toward gambling:

- Three-quarters of people (74%) reported being satisfied with the opportunities of gambling in 2016 compared to 2014 (61%)
- Only half as many people (12%) felt that gambling was not available enough compared to before the casino opened (25%)
- Half as many people (4%) believed casinos would be very beneficial to MA compared to before the casino opened (8%)
- Over one third of people (35%) had neutral opinions about the perceived impact of PPC to their own community (i.e., believing it will be neither beneficial or harmful) compared to before the casino opened (25%)

Perceived Impact of PCC on Community



SEIGMA PROJECT OVERVIEW

SEIGMA is a project that uses experts from several disciplines to carry out the different parts of the Massachusetts Gaming Commission's research effort. The project team is dedicated to working closely with many other groups throughout the Commonwealth. The study uses a state-of-the-art design, rigorous data collection and research methods, and a careful analytic approach to establish the effects of casino gambling at state, regional, and local levels. The SEIGMA team collects its own data as well as using data gathered by other organizations. The SEIGMA study is funded by the Massachusetts Gaming Commission.

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SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

Plainville Traffic

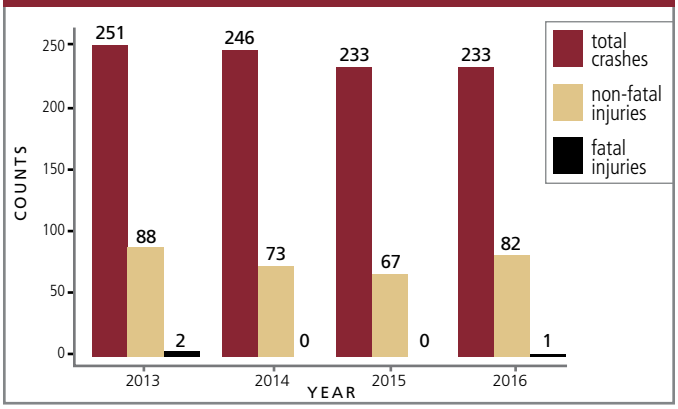
SEIGMA FACT SHEET NUMBER 11 JUNE 2019

Impact of Plainridge Park Casino (PPC) on Traffic Issues in Plainville

This fact sheet provides an overview of the traffic conditions before and after the construction (beginning in April 2014) and opening (June 2015) of PPC. Traffic volumes, crashes, and complaints were studied in Plainville and the surrounding communities of Attleborough, Foxborough, Mansfield, North Attleborough, and Wrentham. For more information see the *Social and Economic Impacts of Plainridge Park Casino: 2018* report.

There was no change in the number of crashes or injuries in Plainville from before, during, or after the construction of PPC.

Vehicle Crashes and Injuries in Plainville, 2013-2016



Source: *MA Department of Transportation*

The average number of recorded traffic collisions and complaints did increase in the two years after PPC's opening compared to the five years prior. This was likely due to an increased number of visitors to the area.

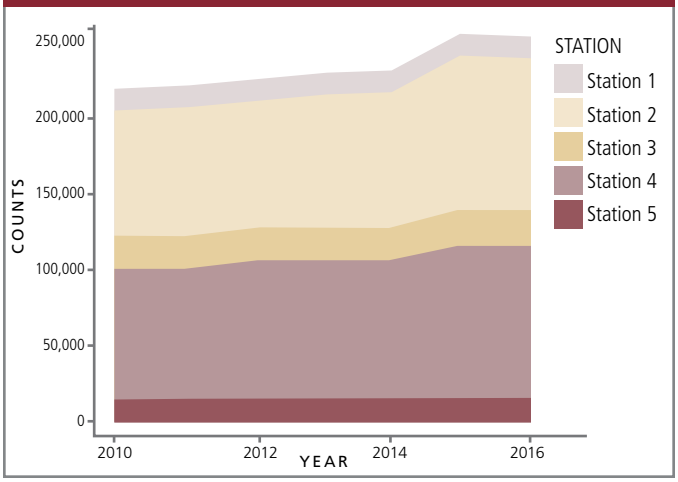
Traffic Collisions and Complaints in Plainville and the PPC H&SC Recorded by Plainville Police

	2010-2015 Average	2016-2017 Average	% Change
Plainville			
Traffic Collisions	312.0	329.0	5.4% increase
Traffic Complaints	234.8	329.5	40.3% increase
Plainridge Park Casino H&SC			
Traffic Collisions	4,583.2	4,975.0	8.5% increase
Traffic Complaints	1,692.4	1,946.5	15.0% increase

Source: *Analysis of changes in police data after two years of operation at Plainridge Park Casino (Bruce, 2018)*

Plainville did experience a 9% increase in traffic volume between 2014 and 2016 compared with earlier years.

Average Daily Traffic In and Around Plainville, 2013-2016



Source: *MA Department of Transportation*

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SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

Economic Impacts of Plainridge Park Casino: Four Years of Operations

Thomas Peake
Senior Research Analyst
UMass Donahue Institute

November 7, 2019

Direct Impacts of Casino Operations

Casino Operations: all economic activities that take place in the course of running the casino.

Direct Impacts: Primary Economic Activities

- Operating Employment
  - Payroll employment and compensation
- Operating Expenses
  - Payments to vendors, government entities, etc.
- Operating Revenues
- Excluded: Indirect or Induced Economic Activity
  - Examples: Consumer spending from employees, new investments by vendors, government spending of new revenues, changes in consumer behavior

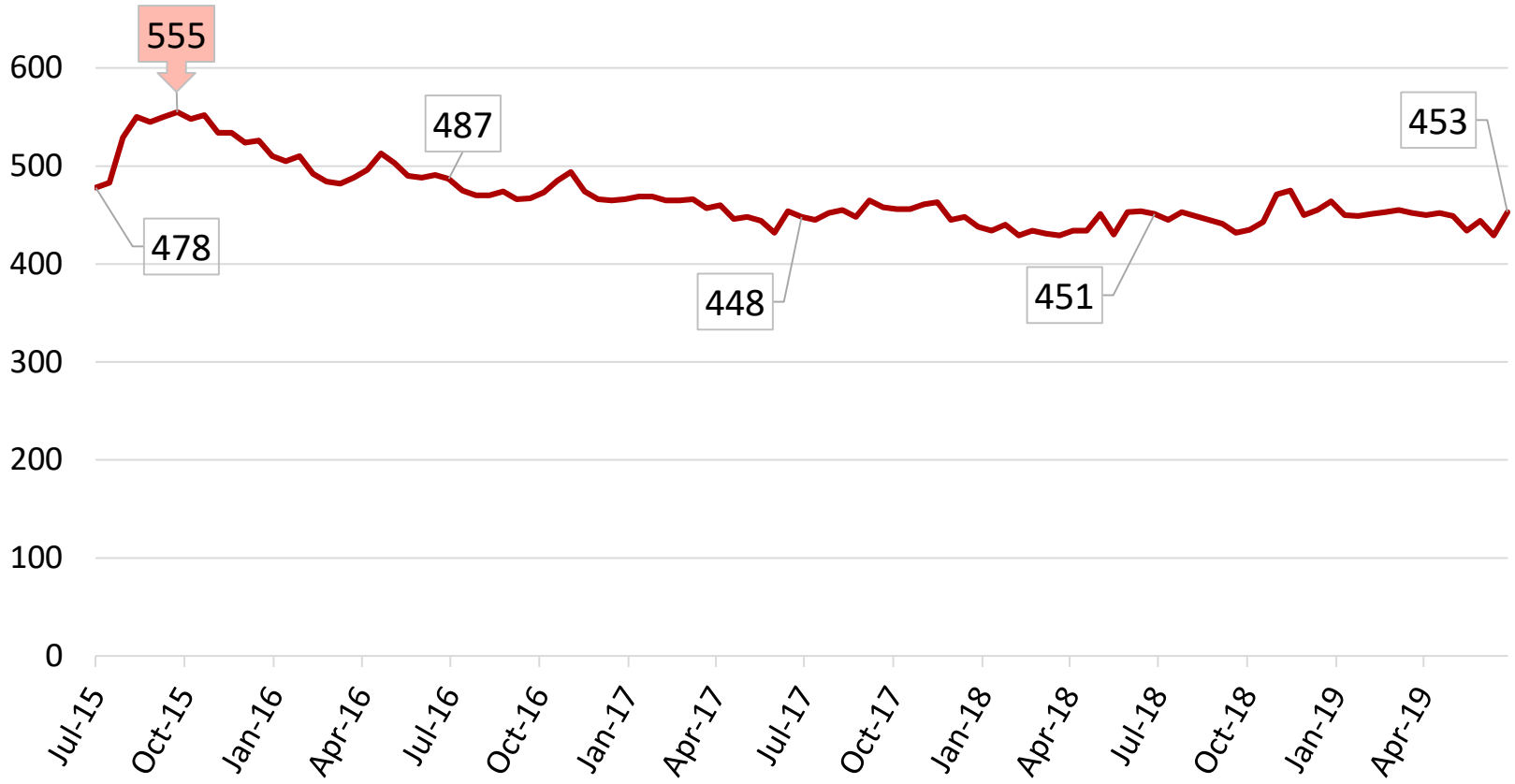
Direct Impacts of Casino Operations: Data Collection

Time series data sets provide information about how operator behavior has changed over time.

- Payroll Employment and Compensation
- Payments to Vendors, Government Entities, and Other Third Parties
- Monthly Visitation
- Gross Gaming Revenue
- Taxes and Assessments

Direct Casino Employment

Payroll Employment



Direct Casino Employment

Operating Employment

- Casino employment fell after first year of operation, but has leveled off since then
- Employees continue to come from nearby
  - About 24 employees living in Plainville
  - About 127 living in the surrounding communities in FY 2019

Region	FY 2016	FY 2017	FY 2018	FY 2019
Metro Boston	139	111	100	94
Southeast	221	192	177	175
Rest of MA	22	22	19	17
Rest of Nation / World	131	138	150	164
Total	513	464	446	449

Direct Casino Expenditure

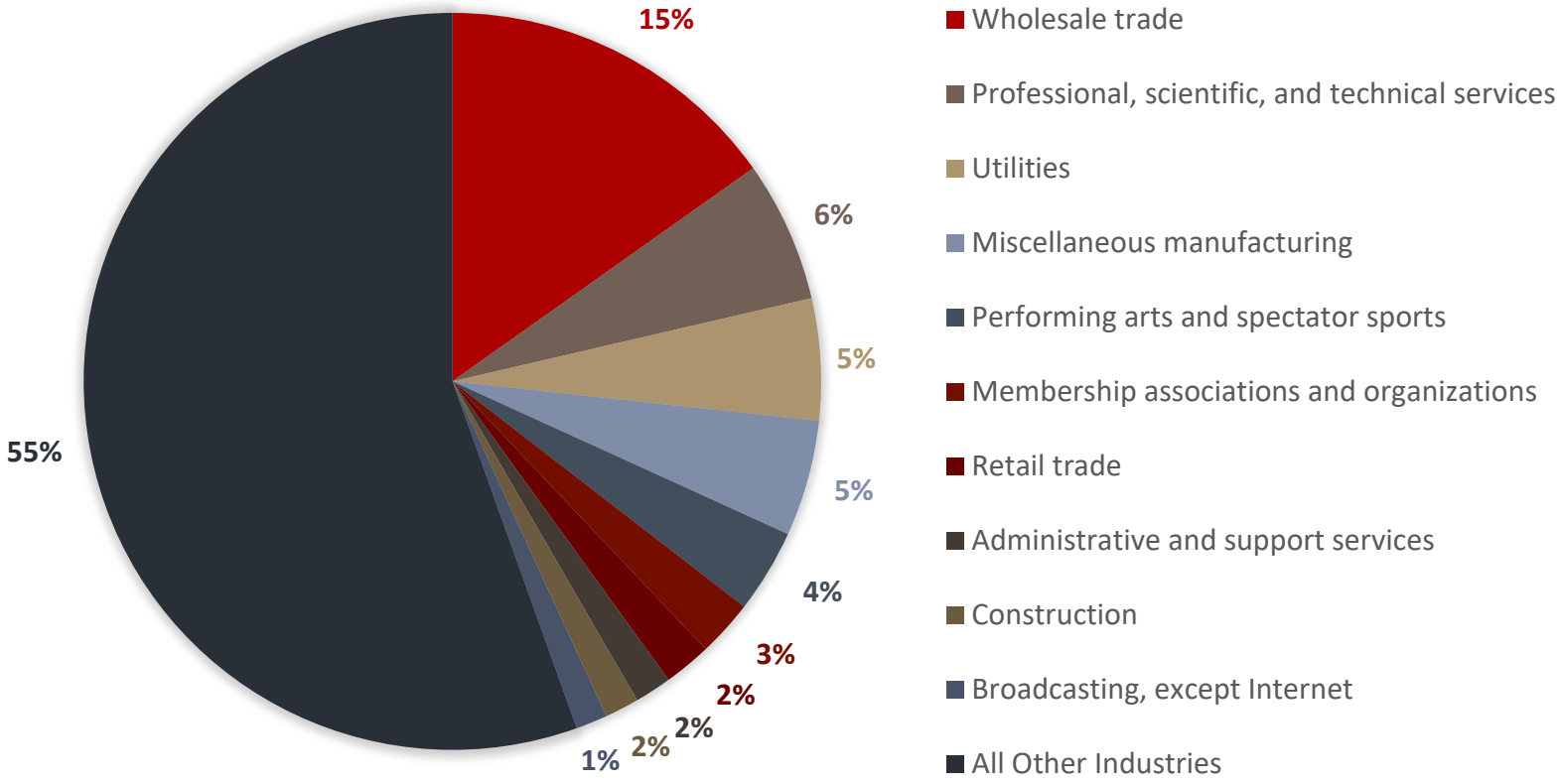
Operating Expenses

- PPC incurred over $120 million in operational expenses each year since opening, with most of that spending going to individuals or entities within Massachusetts.

Year	FY 2016	FY 2017	FY 2018	FY 2019
Taxes paid on gross gaming revenue	$78.4 M	$77.6 M	$83.3 M	$82.7 M
Spending on private sector vendors and local, state, and federal governments	$30.3 M	$31.4 M	$32.9 M	$32.0 M
Spending on employee wages	$16.4 M	$16.4 M	$19.2 M	$20.6 M
Total	**$125.1 M**	**$125.3 M**	**$135.4 M**	**$135.2 M**
Share in Massachusetts	**87.5%**	**86.6%**	**86.0%**	**86.3%**

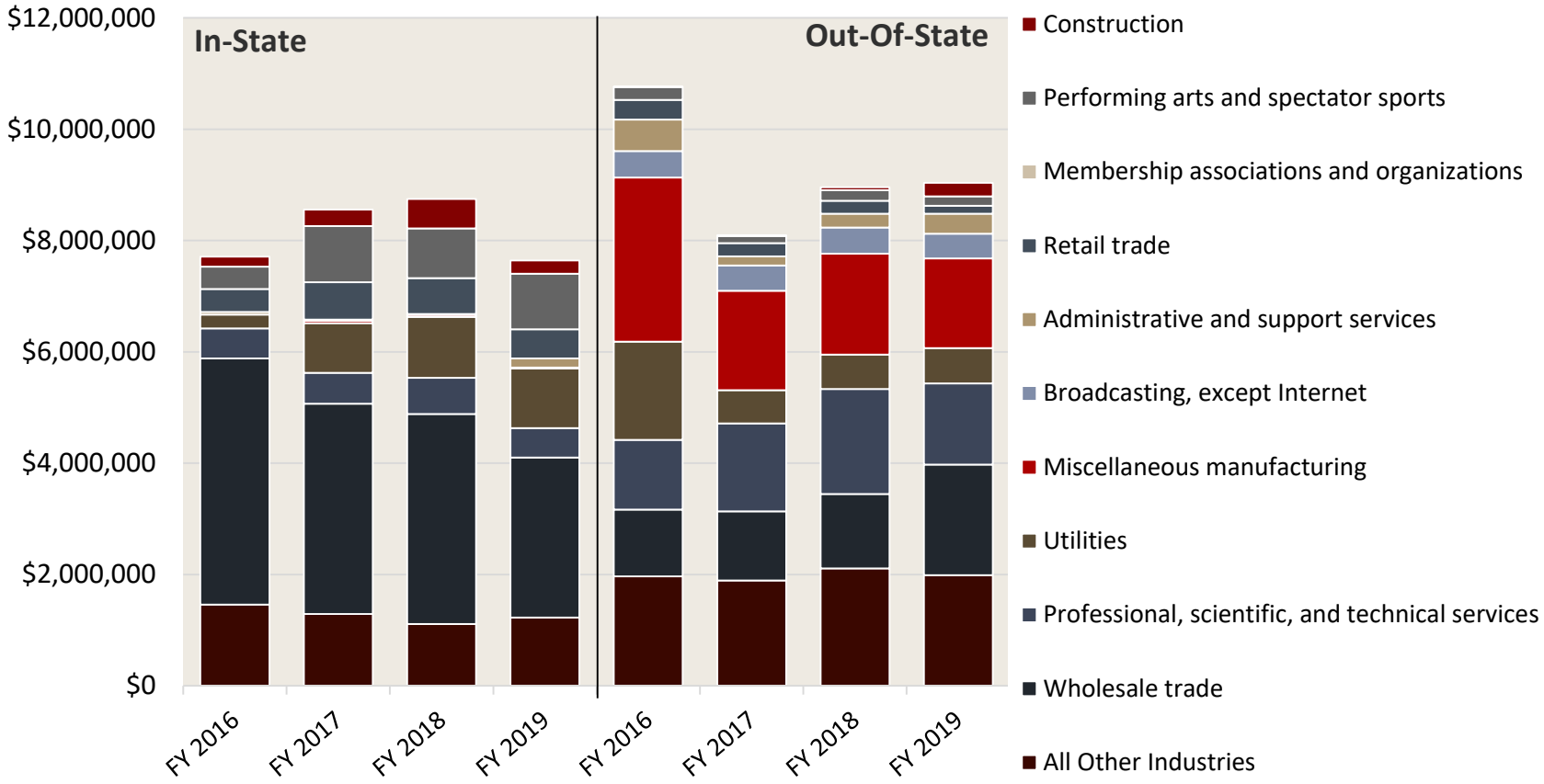
Direct Casino Expenditure: Industries

Operating Expenses



Direct Casino Expenditure
In-State versus Out-of-State Spending

Operating Expenses



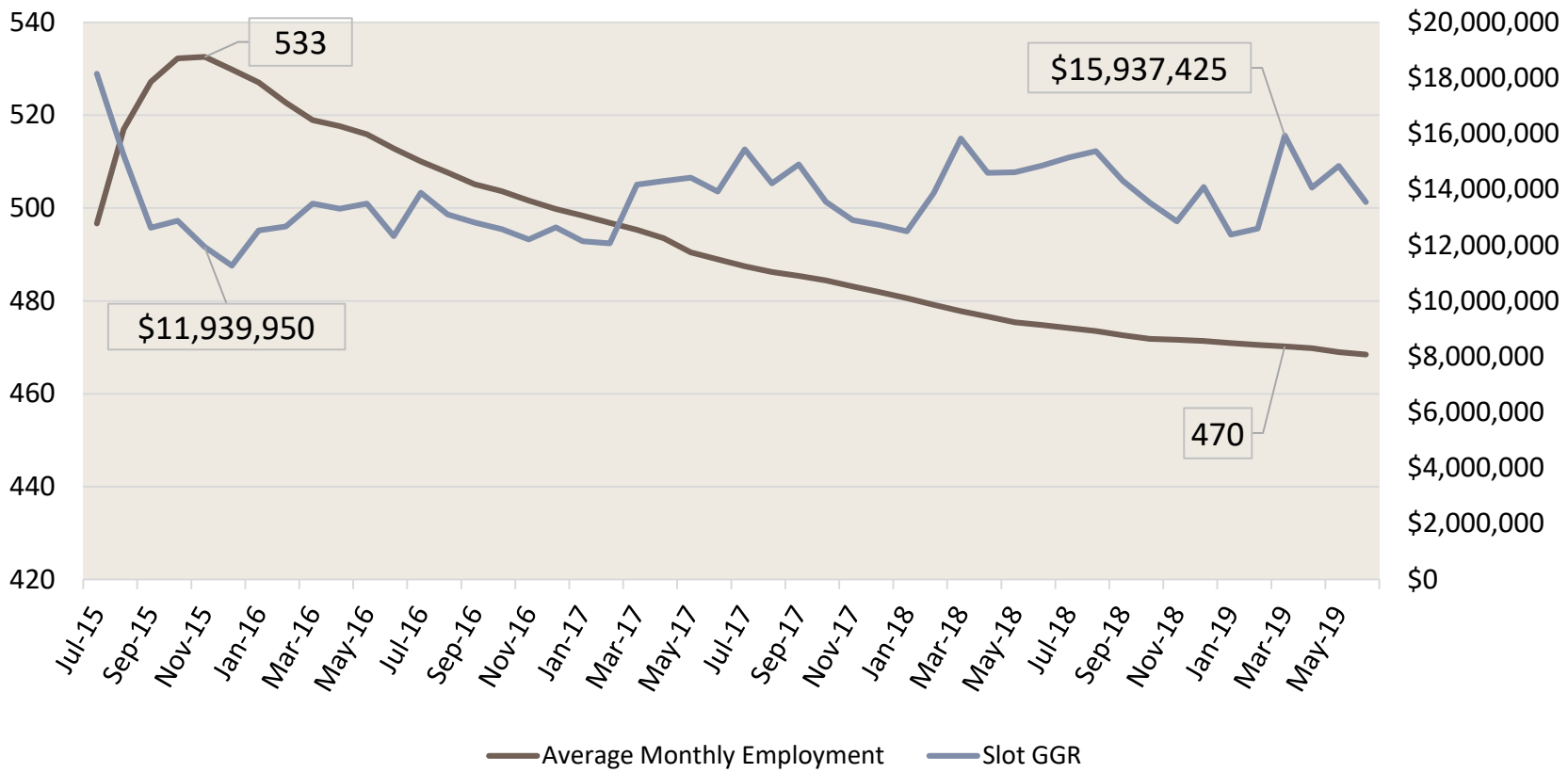
Casino Revenues

Gross Gaming Revenue

Fiscal Year	Average Monthly Revenues	Maximum	Minimum	Total
2016	$13.3 M	$18.2 M	$ 11.3 M	**$159.9 M**
2017	$13.2 M	$14.4 M	$ 12.1 M	**$158.3 M**
2018	$14.2 M	$15.8 M	$ 12.5 M	**$170 M**
2019	$14.1 M	$15.9 M	$ 12.4 M	**$168.7 M**

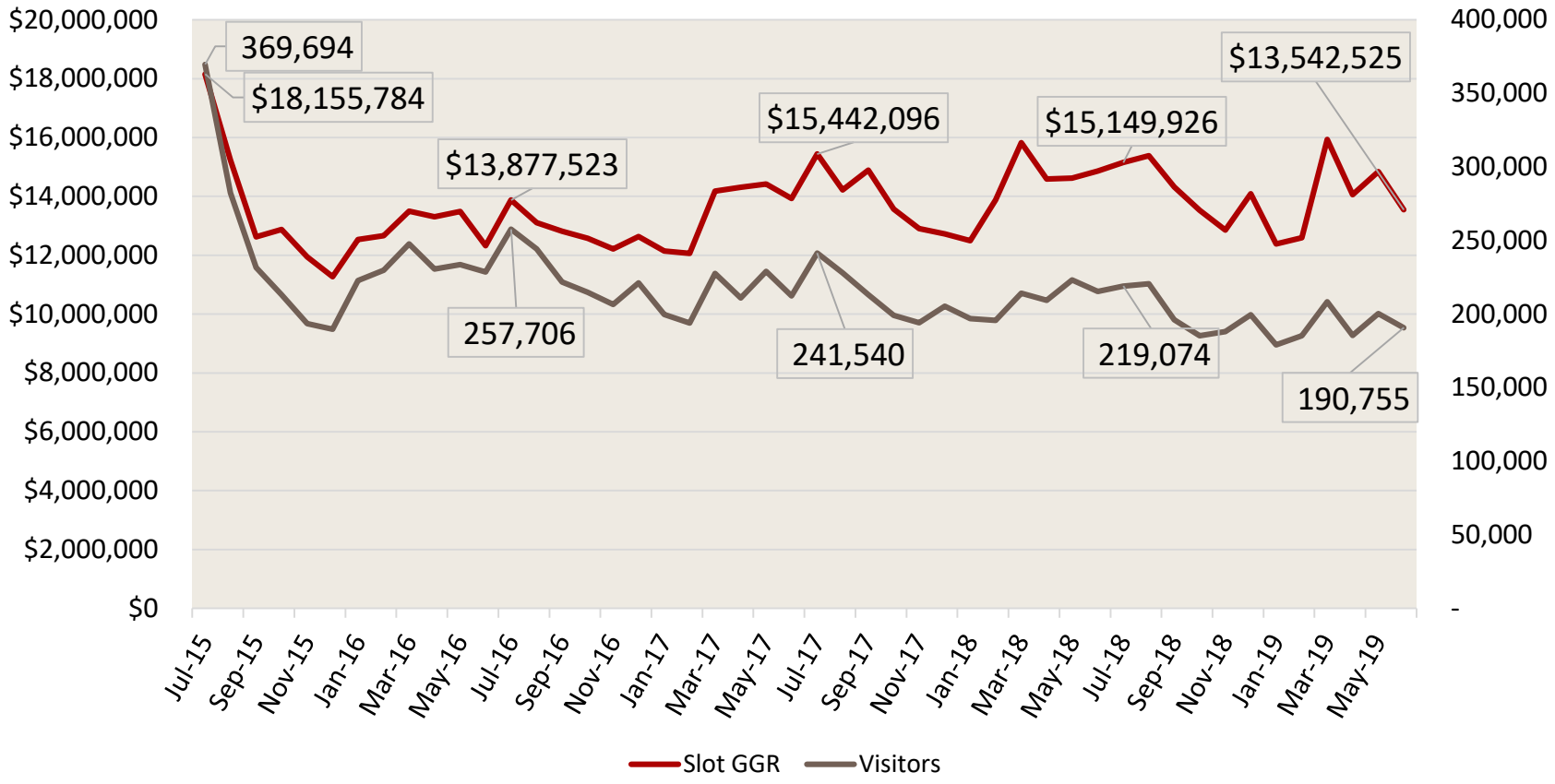
Casino Revenues and Employment

Operating Revenues and Employment



Casino Revenues and Visitation

Operating Revenues and Visitation



Thank You!

Contact: Thomas Peake (tpeake@donahue.umassp.edu)
www.umass.edu/seigma @ImpactsMa

SEIGMA SOCIAL AND ECONOMIC IMPACTS OF GAMBLING IN MASSACHUSETTS

UNIVERSITY OF MASSACHUSETTS SCHOOL OF PUBLIC HEALTH AND HEALTH SCIENCES

Executive Summary

The Economic Impacts of Plainridge Park Casino: Four Years of Operations

November 7, 2019

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Kazmiera Breest
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UMass Donahue Institute, Economic and Public Policy Research Group

Acknowledgements

Support for this study came from the Massachusetts Gaming Commission under ISA MGC10500003UMS15A establishing the Social and Economic Impacts of Gambling in Massachusetts (SEIGMA) study. This multi-year project was competitively bid via the Massachusetts Gaming Commission Request for Response (MGC-RA-2012) for Research Services and awarded to the University of Massachusetts Amherst in April 2013.

SUGGESTED CITATION:

Peake, T., Raisz, A., Breest, K. (2019). *The Economic Impacts of Plainridge Park Casino: Four Years of Operations*. Hadley, MA: University of Massachusetts Donahue Institute, Economic and Public Policy Research Group.

A PDF OF THIS REPORT CAN BE DOWNLOADED AT: www.umass.edu/seigma

Executive Summary

Background and Methods

In October of 2017, the UMass Donahue Institute's Economic and Public Policy Research Unit (UMDI), as part of the SEIGMA research team, published a report of the first year of operation at Plainridge Park Casino (PPC)—the first casino to open in Massachusetts following the passage of the Expanded Gaming Act in 2011. That report utilized proprietary data from PPC provided to UMDI under PPC's agreement with the Massachusetts Gaming Commission (MGC) on employment, wages, and spending, along with revenue data from the MGC. The report also included findings from a survey of PPC patrons conducted on-site during that first year of operation. The data from that survey, along with the operations data from PPC and the MGC, allowed UMDI to produce a full economic impact analysis using a REMI PI^{+} economic impact model.

In subsequent fiscal years, budgetary constraints have prevented the SEIGMA team from dedicating resources to additional patron surveys. Operating data from PPC and the MGC, however, have continued to be collected and tabulated. The long-term plan for the SEIGMA project is to conduct one patron survey at one casino every year, while collecting operating data for every casino every year. This report aims to illustrate how operations at PPC have changed in the last three fiscal years, but it does not employ a full economic impact analysis since we do not have information on how patron behavior has changed since the first year of operation.

Along with being the first casino in Massachusetts after the passing of the Expanded Gaming Act, PPC's corporate owner, Penn National Gaming, holds the state's slot-parlor license, as opposed to other resort-style licenses. The slots-parlor agreement was for a minimum capital investment of $125 million, for a facility holding up to 1,250 slot machines, and a $25 million license fee. The slots-parlor is taxed at 49 percent of its annual gross gaming revenue. The slots-parlor at PPC joined a preexisting racetrack, which opened in 1999 and remains the only live harness racing track in Massachusetts. The casino is located in the southwestern tip of Norfolk County, hosted by the town of Plainville, on the border with Rhode Island. For the purposes of our county-based economic impact model, it belongs to the Metro Boston region. Surrounding communities, as designated by the MGC, include Attleboro, Foxboro, Mansfield, North Attleboro, and Wrentham. Fiscal year 2018 was significant for PPC because it was the last full year where PPC was the sole casino operating in Massachusetts, as MGM Springfield opened in August of 2018 and Encore Boston Harbor, in Everett, opened in June of 2019, both of which are resort-style casinos. While it's still early for us to draw formal conclusions on how the introduction of these new facilities will affect business at PPC, the SEIGMA research team looks forward to continuing its study of this emerging market in the coming years.

This report is presented as a time-series, as it analyzes the first four years of operation at PPC (FY 2016, FY 2017, FY 2018, and FY 2019) with a focus on Fiscal Years 2017, 2018, and 2019. In contrast to the first year operating report, this report leverages detailed payroll data collected and analyzed in preparation for this report, beginning with the very first paycheck cut in July of 2015, up until the last paycheck for Fiscal Year 2019. To analyze employment in the most accurate way, individual employment data was aggregated by payroll date, resulting in an official count of how many individuals were working at PPC on any given day for the purpose of this study. The level of granularity in this analysis provides accuracy that could not have been achieved through other measures. It is important to note that there may be small discrepancies in the exact number of workers from paycheck to paycheck, such as those who have begun working but have yet to receive their first paycheck or those who are no longer working but are still receiving their last paycheck. Nonetheless, using payroll data to analyze employment gives the

research team the ability to analyze areas of interest about employment at the casino, including positions, compensation, and places of residence. Since PPC opened so close to the start of the Massachusetts 2016 fiscal year, we have followed the convention of reporting these data in terms of fiscal years. As we begin to report on the operations of the other casinos, this convention may change.

Key Findings:

- While average annual employment at PPC has remained relatively steady over the past four fiscal years, the number of hours worked by employees have been increasing, with a 23 percent jump between fiscal years 2018 and 2019.
- Payroll employment at Plainridge Park Casino has declined since its opening in the summer of 2015. The casino employed just over 450 employees at the end of fiscal year 2019, compared to its peak of 555 in Fiscal Year 2016.
- Most of PPC's employees live in close proximity to the casino, with the majority living in either Plainville or one of nine nearby municipalities. Pawtucket, Rhode Island, and North Attleborough and Attleboro, Massachusetts house the largest percent of these workers in Fiscal Year 2019.
- Most of PPC's out-of-state employees live in Rhode Island, and the towns of Pawtucket, Providence, Warwick and Woonsocket, Rhode Island make the list of the top 10 cities and towns in which employees live.
- Mean hourly wages are consistently higher for workers in the Metro Boston region, a trend much less prominent in median wages, suggesting that this region is home to the higher-wage workers within the casino.
- Full-time employees have constituted the majority of PPC's workforce in each of their first four fiscal years of operation. Median hourly wages for full time workers have increased faster than those of their part-time counterparts.
- PPC spent less money on private sector vendors in Fiscal Year 2019, while increasing its payments to charitable organizations. The major private sector industries that PPC spent money on in Fiscal Year 2019 are Wholesale Trade, Professional, Scientific, and Technical Services, Utilities, Miscellaneous Manufacturing, and Performing Arts and Spectator Sports.
- In terms of regional spending, most of PPC's private sector spending was on vendors outside of Massachusetts, making up just over half of total private sector spending (54.5 percent). Spending in the Metro Boston region follows next (26.3 percent), and these two regions together make up just over 80 percent of all of private sector spending in Fiscal Year 2019.
- In-state spending on private vendors dropped in Fiscal Year 2019, while out-of-state spending has seen a gradual increase. Spending in the Wholesale Trade industry has decreased in-state while simultaneously decreasing out of state, making up much of this discrepancy.
- While there is some variability in month-to-month visitation at PPC, each successive fiscal year from Fiscal Year 2016 to Fiscal Year 2019 has seen lower visitation than the previous year.
- Average annual gross gaming revenue brought in per PPC patron has increased by 27 percent from Fiscal Year 2016 to Fiscal Year 2019. This rise in revenue has come even as visitation has fallen, suggesting a change in patron behavior.
- PPC's average monthly employment has declined since its first year, but revenue is trending upwards.

Assessing the Impact of Gambling on Public Safety in Massachusetts

UPDATES ON PLAINRIDGE PARK, MGM SPRINGFIELD, AND ENCORE

Christopher W. Bruce

Crime analysis consultant

Methodology

Data collected from records systems of participating agencies in each casino area.

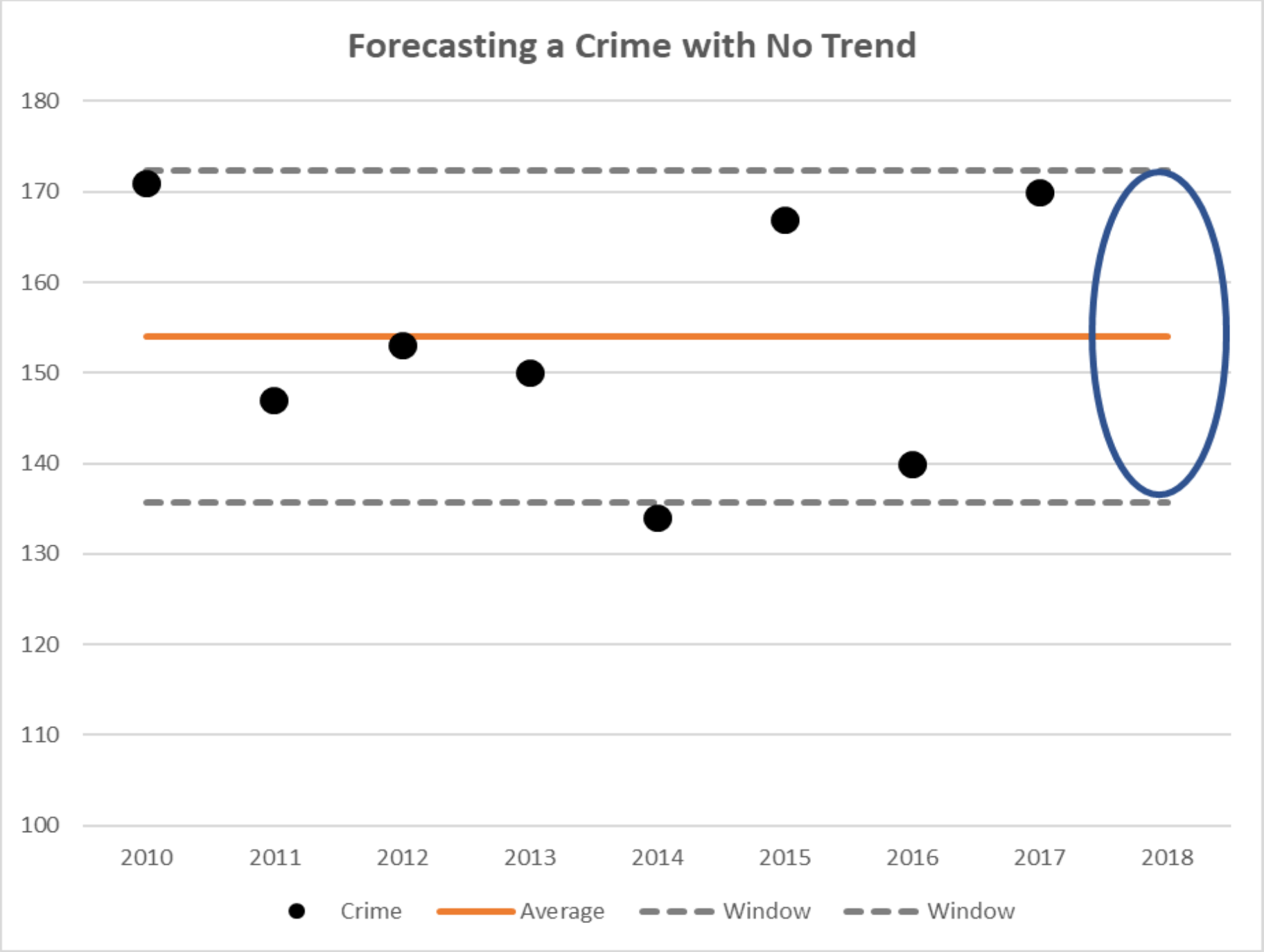
Merged and translated into common database.

Four-month, eight-month, and one-year periods compared to baseline periods

Different statistical methods used depending on whether crime already showed a trend.

Any category significantly higher than normal fully analyzed with collected data, plus some questions back to participating agencies

Meetings held with area chiefs and analysts to review findings


Forecasting a Crime with No Trend
180
170
160
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Crime
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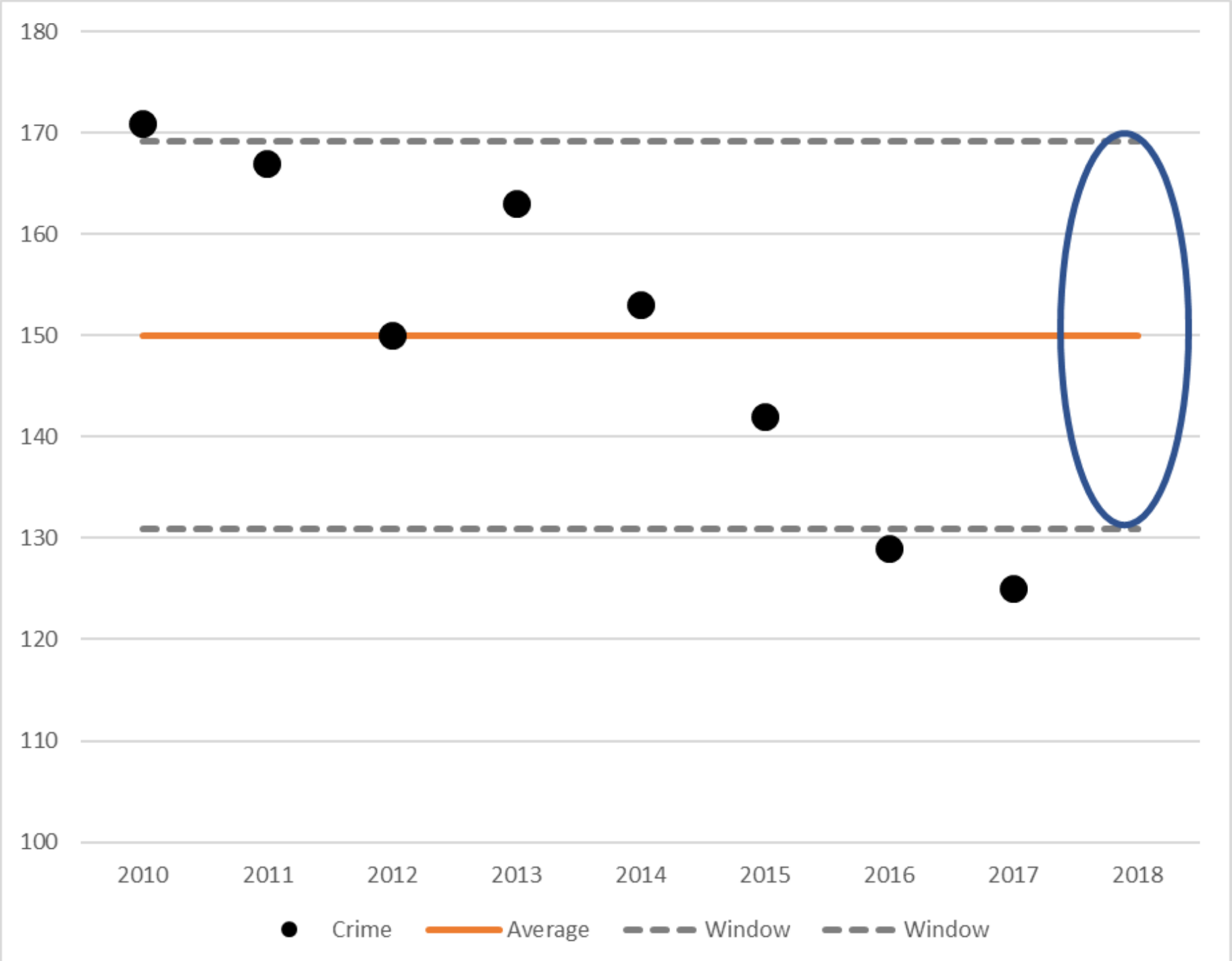
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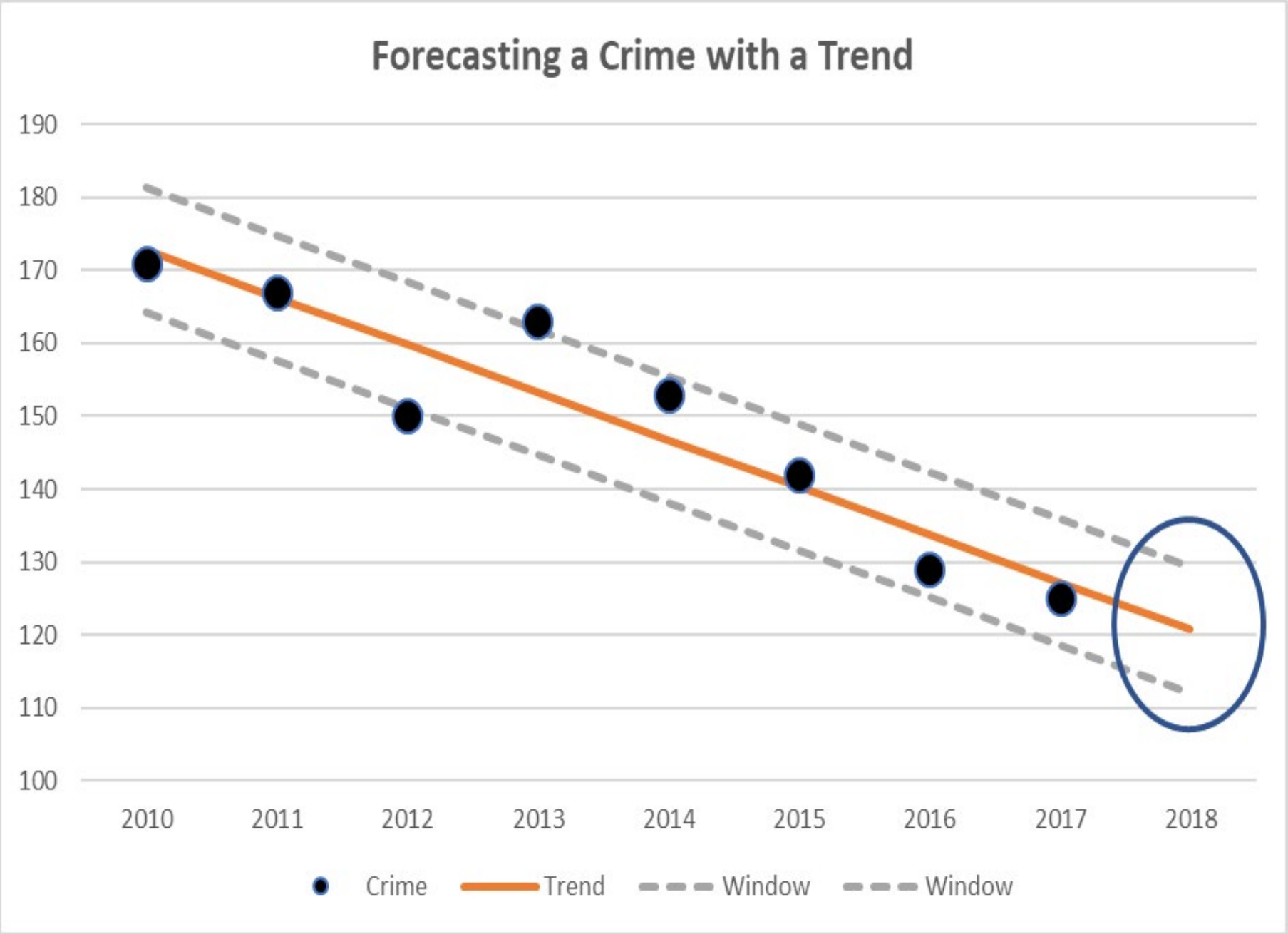
Forecasting a Crime with a Trend
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180
170
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2010
2011
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Window
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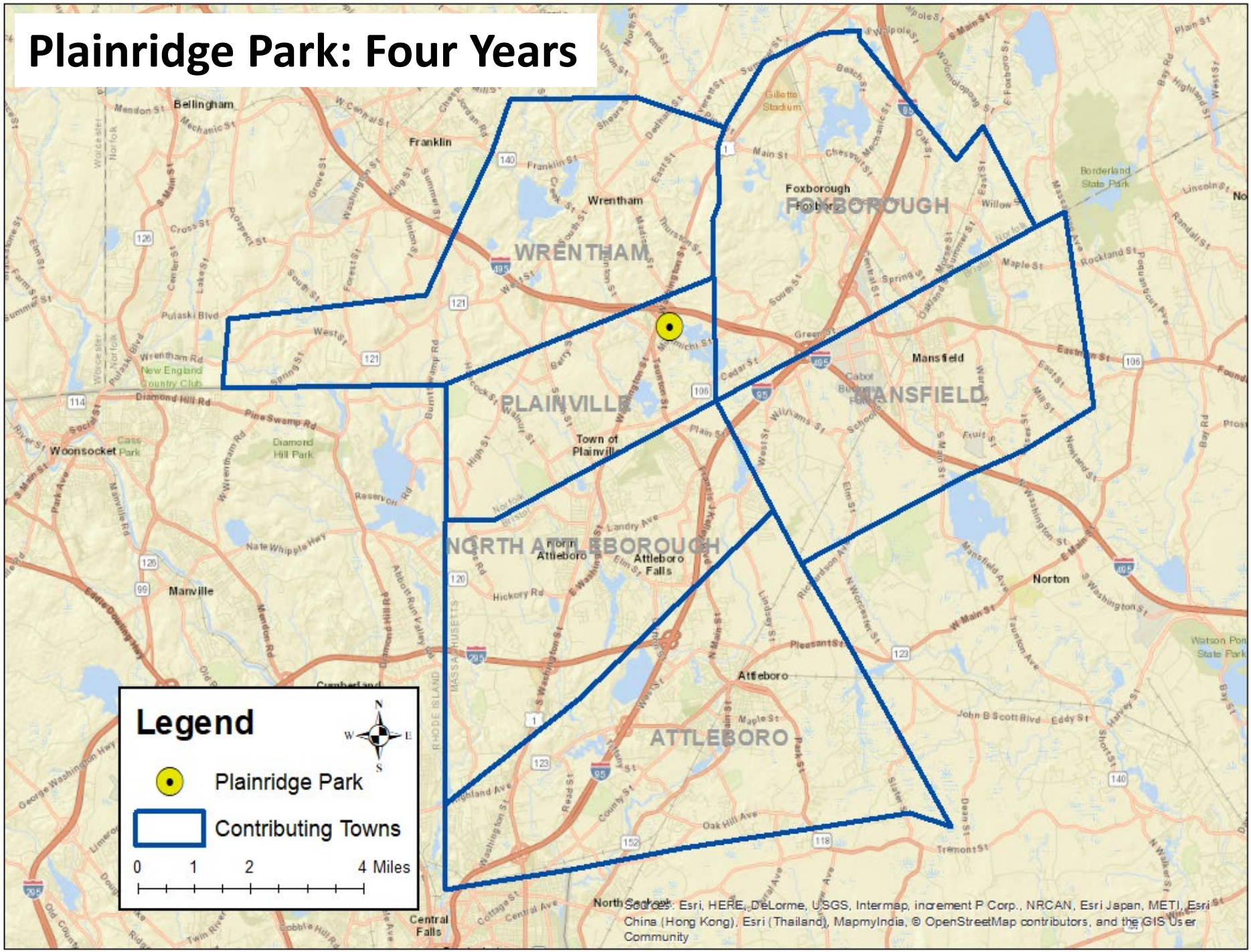
Plainridge Park: Four Years



Major findings

Violent crime up in area, property and total crimes down

Incidents at the casino itself led to a 7% increase in property crime and a 9% increase in total crime in Plainville

Total arrests/charges down significantly, particularly for liquor offenses

In the surrounding area, increases “likely” related to PPC:

- Credit card fraud throughout region during first year
- Some drunk and disorderly behavior at Plainville Commons during first year
- Traffic collisions on feeder routes in several communities
- “Lost property” calls in Plainville
- “Suspicious activity” calls in Plainville
- Traffic/parking complaints in Plainville
- Perhaps mild increase in drunk driving
- One burglary pattern, despite burglary being down for the area

Troubling trends (non-PPC)

Increases in fraud

- Telephone scams in particular (IRS, credit bureau, family in trouble)
- Overpayment in online purchases
- A lot of mis-coding in this category (~20%)

Increases in identity theft

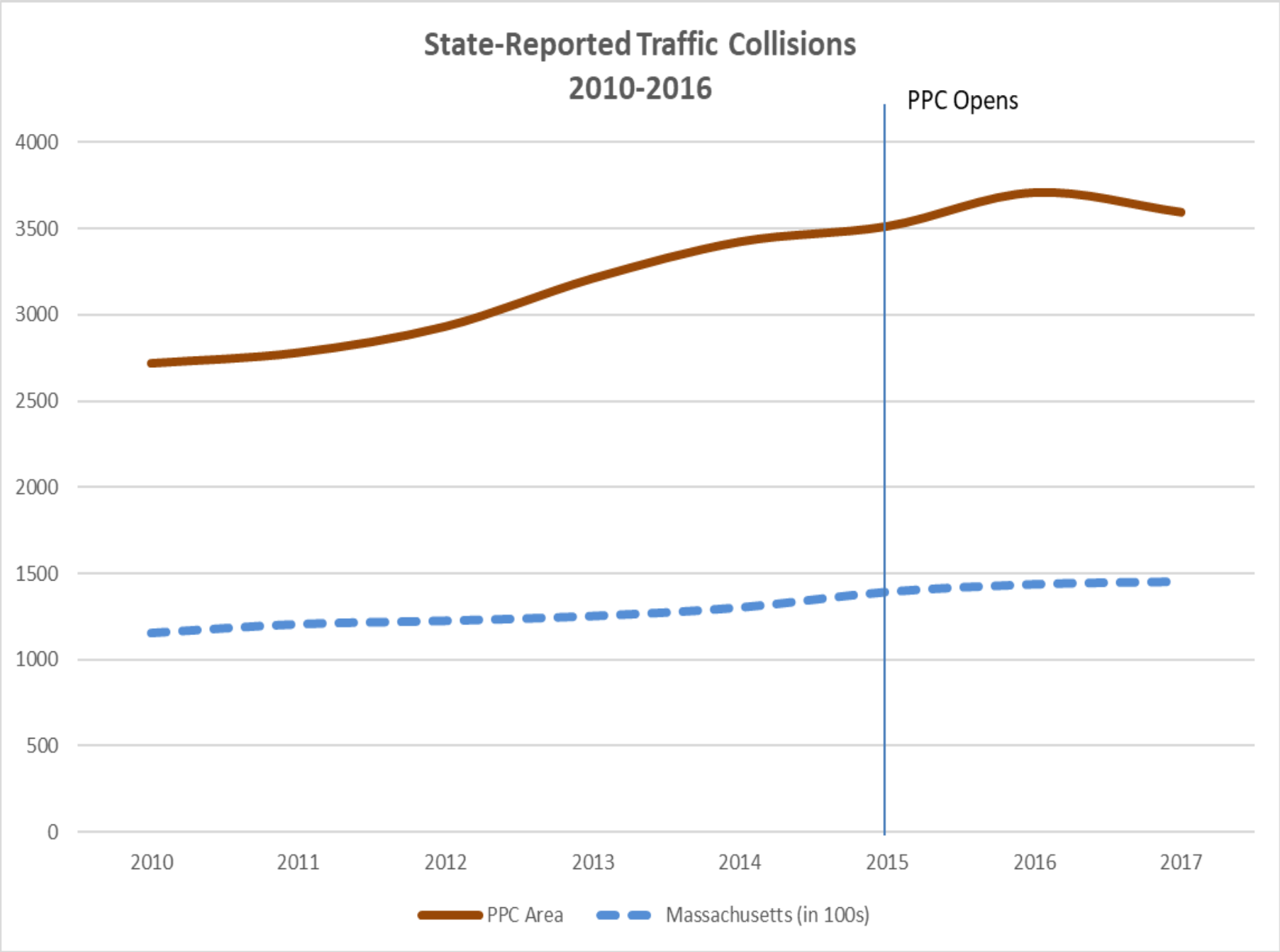
- Mirrors state increase

Increases in domestic simple assault and "family offenses"

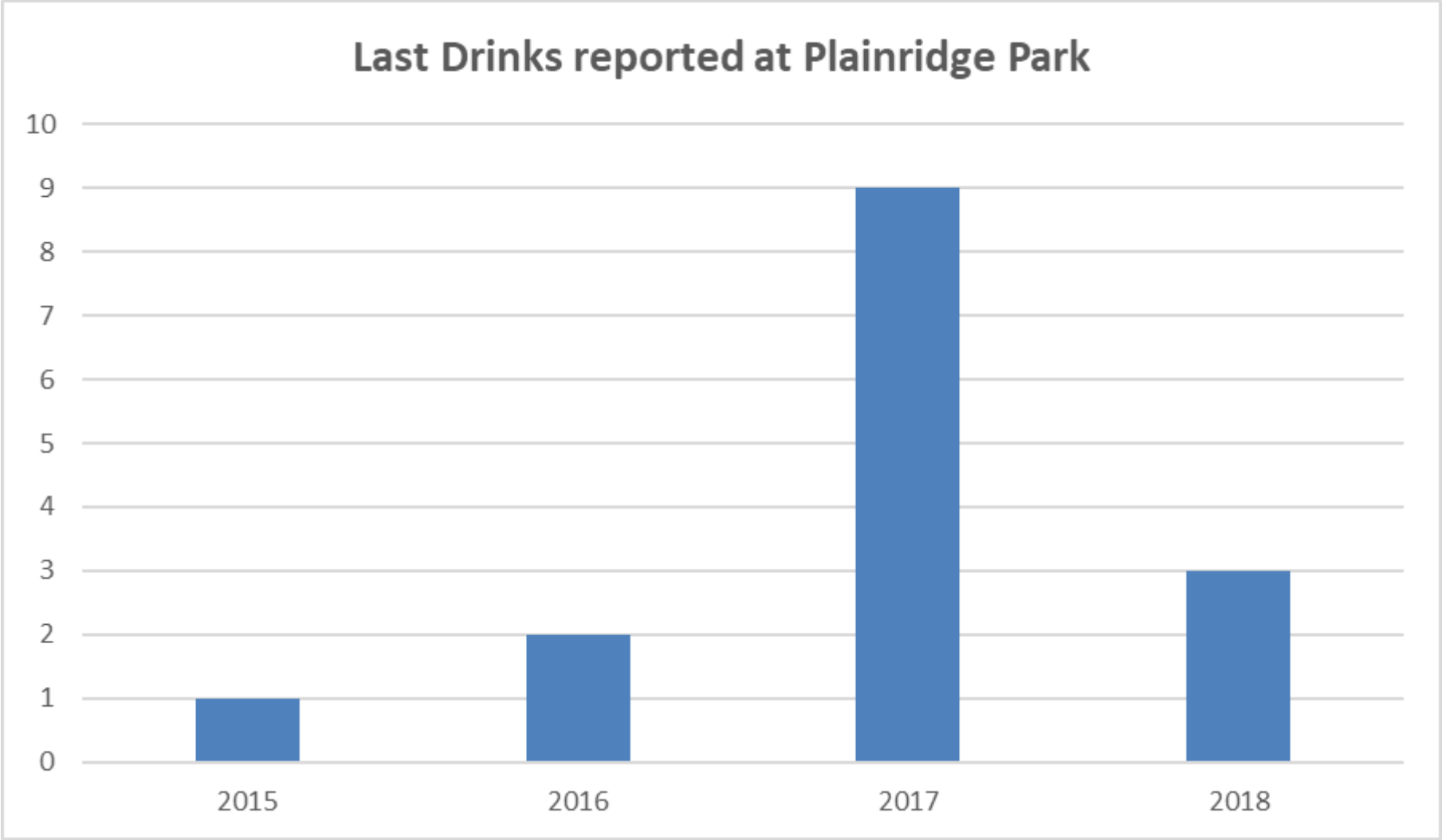
Wrentham: Premium Outlets

Selected crimes and calls

Type	Pre-PPC Avg.	85% Window	Post-PPC Avg.
Robbery	33.0	21–45	22.3
Simple Assault	607.4	537–678	680.3
Burglary	516.0	384–648	277.0
Thefts from Vehicles	311.4	167–456	260.0
Auto Theft	109.4	94–125	78.5
Credit Card Fraud	82–126	14.87	126.5
Fraud/Con Games	139.0	125–153	197.3
Drug Offenses	226.0	204–248	172.8
Liquor Law Violations	418.0	201–645	90.3
Drunk Driving	269.6	226–314	263.3
Traffic Collisions	4583.2	4309–4857	5178.5


State-Reported Traffic Collisions
2010-2016
PPC Opens
4000
3500
3000
2500
2000
1500
1000
500
0
2010
2011
2012
2013
2014
2015
2016
2017
PPC Area
Massachusetts (in 100s)

ABCC reported “Last Drinks”



Crashes resulting in drunk driving charges

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Attleboro	24.4	5–13	5	13	5	26	12.3
Foxborough	15.2	12–18	11	22	11	21	16.3
Mansfield	14.2	11–17	18	21	8	23	17.5
Plainville	5.6	3–8	11	4	6	7	7.0
Wrentham	2.8	2–4	2	5	1	0	2.0
Total	62.2	56–68	47	65	31	77	55.0

Contribution of Plainridge Park is probably mild compared to Patriot Place

Burglary pattern

Date & Times	Town	Street	Notes
10/03/2017 (Tue) 01:45	Norton	Newland St	Crept in house, woke up owners who chased him out
10/03/2017 (Tue) 03:15	Norton	Middlesex Ave	Let dog out
10/03/2017 (Tue)	Norton	James St	
10/08/2017 (Sun) 23:45	Wrentham	Lloyd Ave	Residents heard movement on porch and opened screen door
10/09/2017 (Mon) 01:35	Wrentham	Lloyd Ave	Opened unlocked screen door, confronted by resident, fled.
10/08/2017 (Sun) 22:15–10/9/2017 (Mon) 02:30	Wrentham	Ames Ave	Sneaked in unlocked door and stole $250 cash from wallet
10/11/2017 (Wed) 03:00	Easton	Hearthstone Rd	Residents awoke and held him at knifepoint. Arrested.

PPC 4-year summary

No increase, and in fact significant decreases, in classic profit-motivated "predatory" crimes like robbery, burglary, and auto theft

Increase in violent crime, particularly domestic violence, but probably not related to PPC

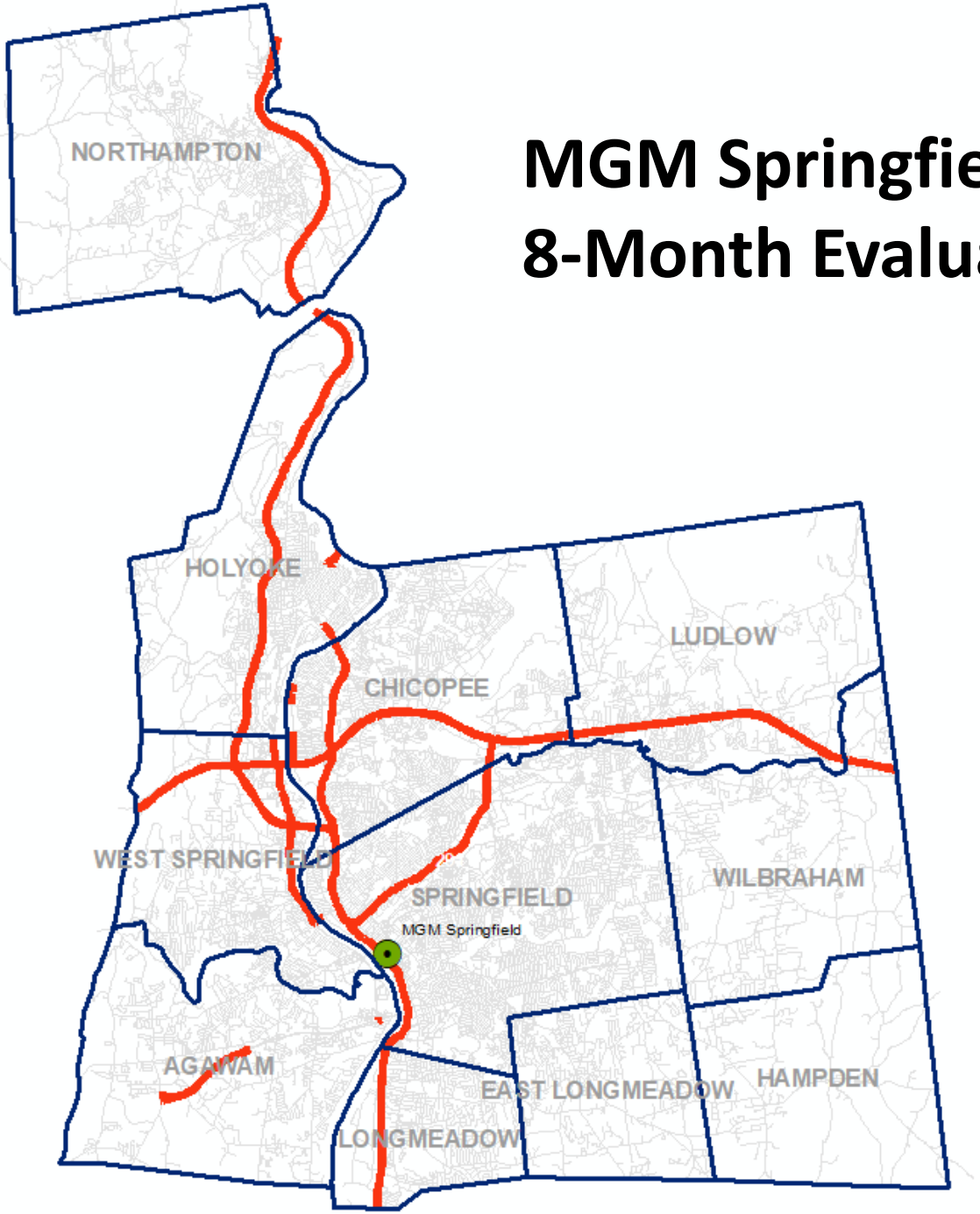
Increase in fraud-related crimes seems to be state trend

Mild increases in visitor-driven calls like lost property, suspicious activity, and traffic complaints

Mild increase in minor traffic collisions

PPC-specific influence becoming increasingly hard to separate from general growth of the area, including expansion of Patriot Place and increased traffic to Wrentham outlets

MGM Springfield
8-Month Evaluation



Major findings

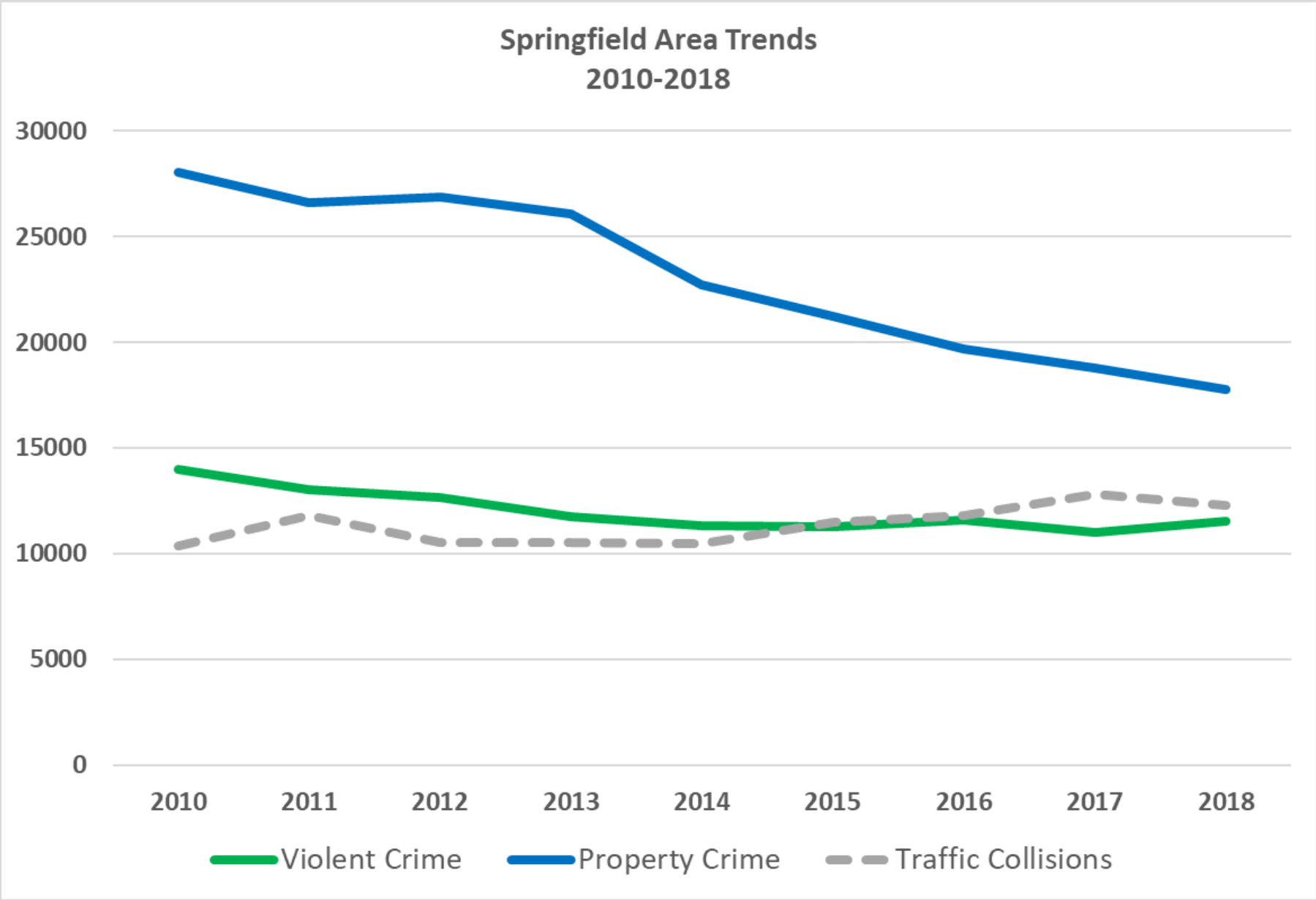
Violent crime, property crime, and total crime were all below average and within expected ranges during the period across the communities.

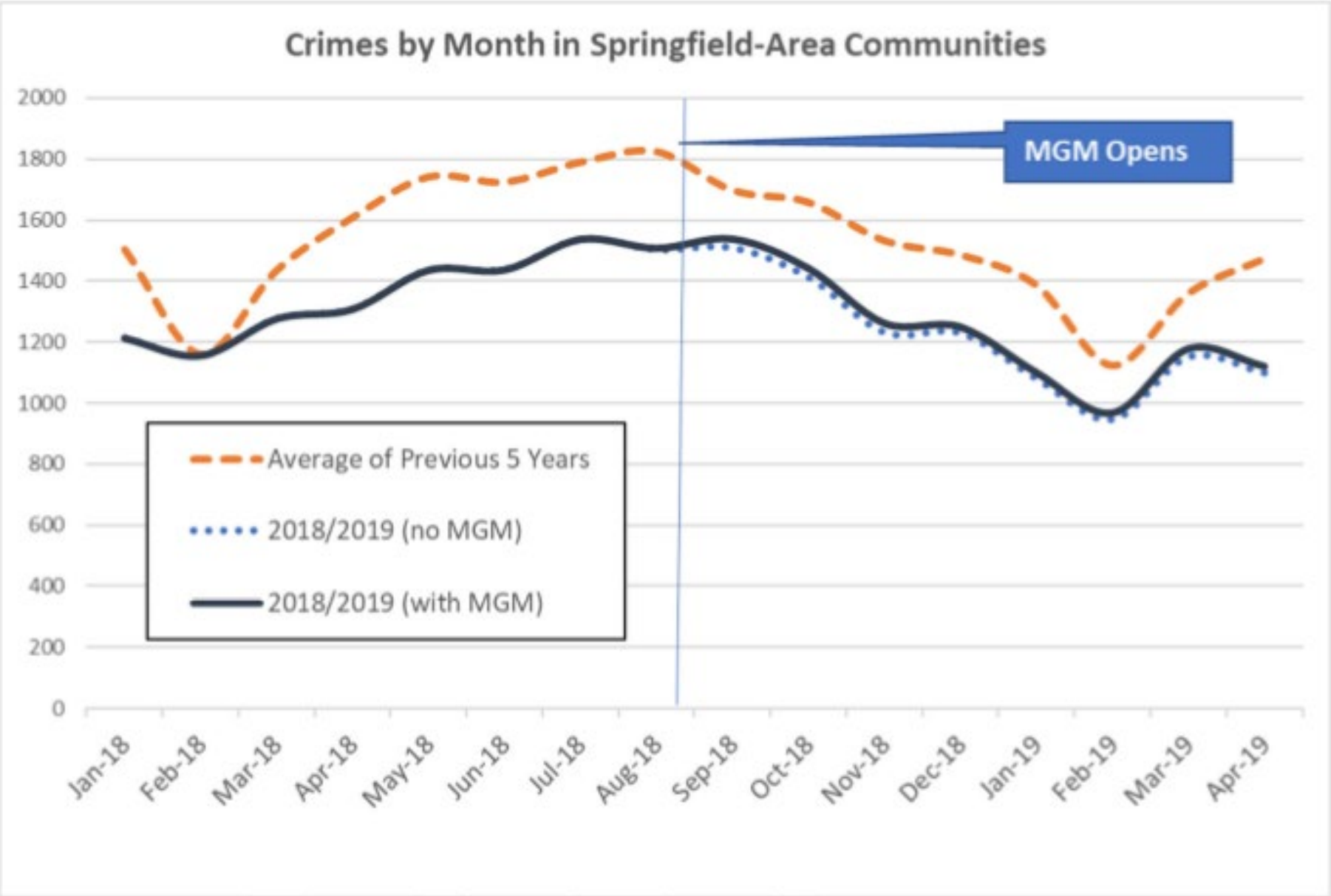
Incidents at the casino itself led to a 2% increase in violent crime, a 2% increase in property crime, a 2% increase in total crime, and a 1% increase in calls for service in Springfield.

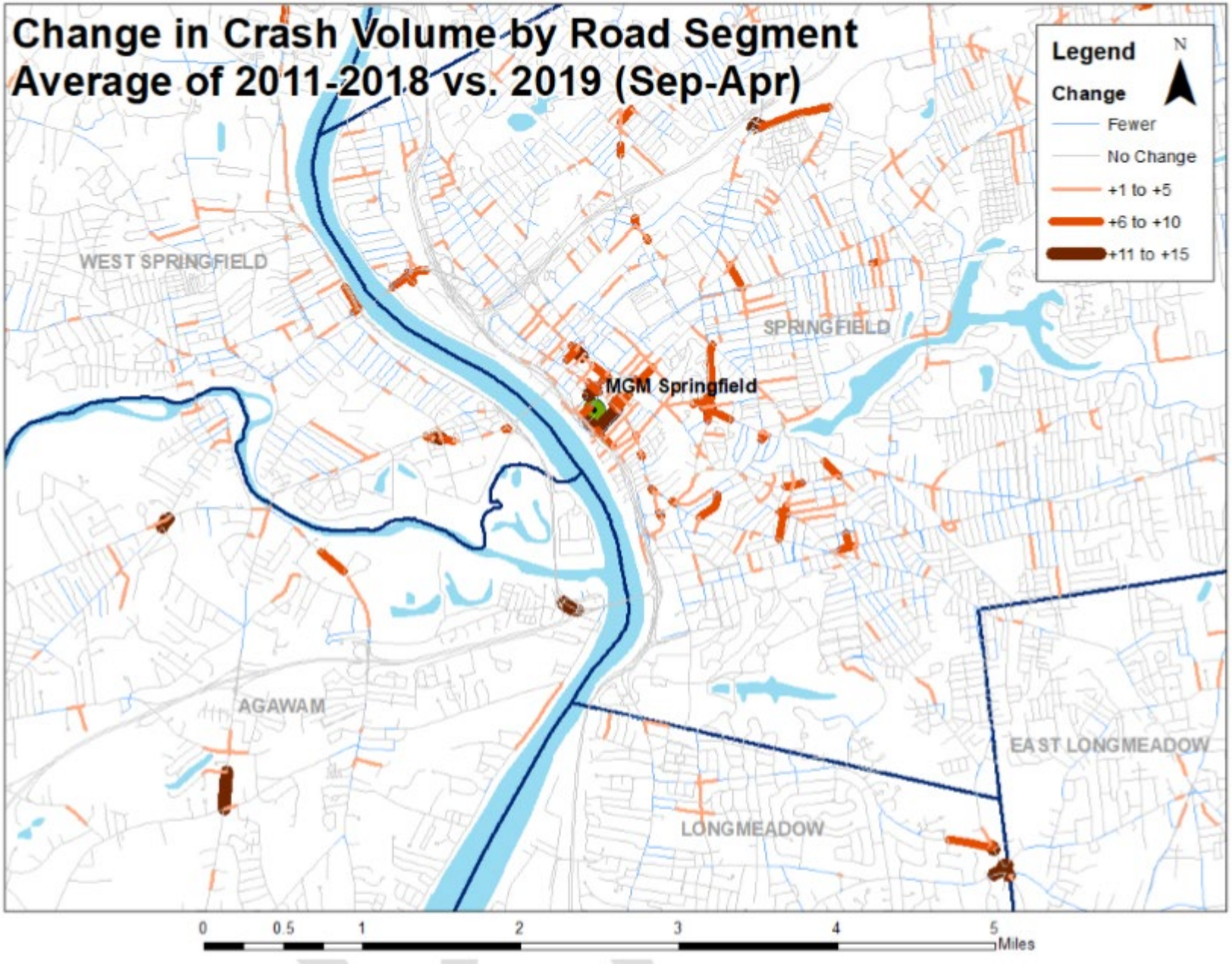
MGM Springfield was the top crime and call-for-service location in the region during this period.

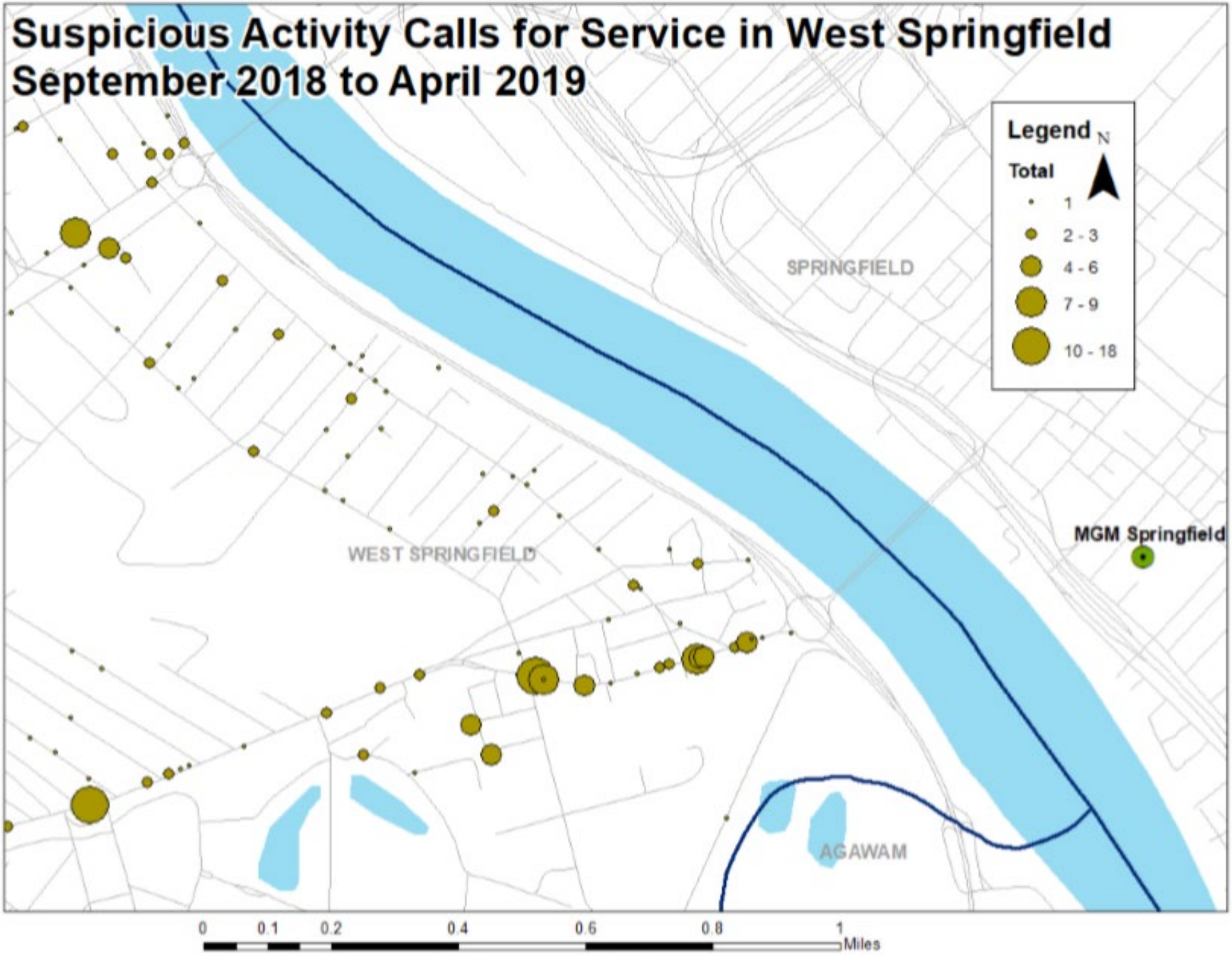
In the surrounding area, increases “likely” related to MGM:

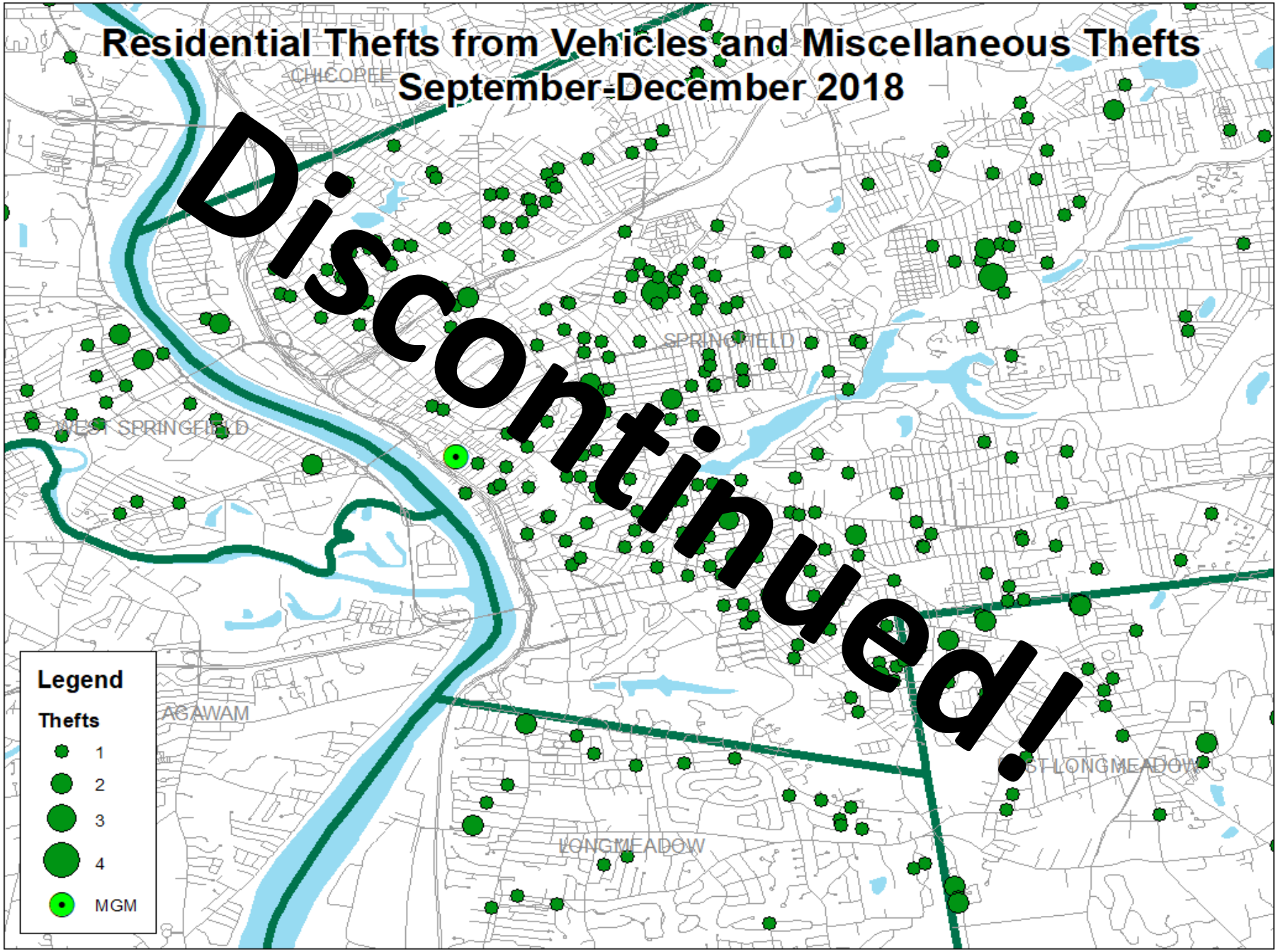
- Increase in collisions and traffic-related calls for service on state highways and local roads south and west of MGM (Agawam, West Springfield)
- Increase in general service and lost property calls
- Increase at Union Station
- Minor disorder and suspicious activity across bridges in West Springfield


Springfield Area Trends
2010-2018
30000
25000
20000
15000
10000
5000
0
2010
2011
2012
2013
2014
2015
2016
2017
2018
Violent Crime
Property Crime
Traffic Collisions


Crimes by Month in Springfield-Area Communities
2000
1800
1600
1400
1200
1000
800
600
400
200
0
MGM Opens
Average of Previous 5 Years
2018/2019 (no MGM)
2018/2019 (with MGM)
Jan-18
Feb-18
Mar-18
Apr-18
May-18
Jun-18
Jul-18
Aug-18
Sep-18
Oct-18
Nov-18
Dec-18
Jan-19
Feb-19
Mar-19
Apr-19


Change in Crash Volume by Road Segment
Average of 2011-2018 vs. 2019 (Sep-Apr)
Legend
Change
Fewer
No Change
+1 to +5
+6 to +10
+11 to +15
N
WEST SPRINGFIELD
SPRINGFIELD
MGM Springfield
AGAWAM
EAST LONGMEADOW
LONGMEADOW
0
0.5
1
2
3
4
5
Miles


Suspicious Activity Calls for Service in West Springfield
September 2018 to April 2019
Legend
N
Total
1
2 - 3
4 - 6
7 - 9
10 - 18
SPRINGFIELD
WEST SPRINGFIELD
AGAWAM
MGM Springfield
0
0.1
0.2
0.4
0.6
0.8
1
Miles


Residential Thefts from Vehicles and Miscellaneous Thefts
September-December 2018
Discontinued!
CHICOPEE
SPRINGFIELD
WEST SPRINGFIELD
AGAWAM
LONGMEADOW
EAST LONGMEADOW
Legend
Thefts
1
2
3
4
MGM

West Springfield Purse Snatching

In surrounding neighborhoods, only kidnapping and extortion high. Robbery, burglary, auto theft, vandalism all low

Only high crime on MGM block is disorderly conduct

High crimes in metro center include thefts from persons, thefts from buildings, fraud

Assaults, threats, prostitution, trespassing all low

Other Notes

Trends unlikely to be related to MGM

- Increases in “pornography” in several communities
  - Sexting among teenagers
- Increases in domestic violence and domestic disputes in Agawam, Ludlow, Longmeadow

Miscellaneous

- Overall arrests are well within expected range, even including MGM
- No significant increase at gas stations, hotels, restaurants
- Getting “last drink” data for future reports
- Amtrak Police expressed early willingness but have not committed
- Looking to get traffic volume statistics

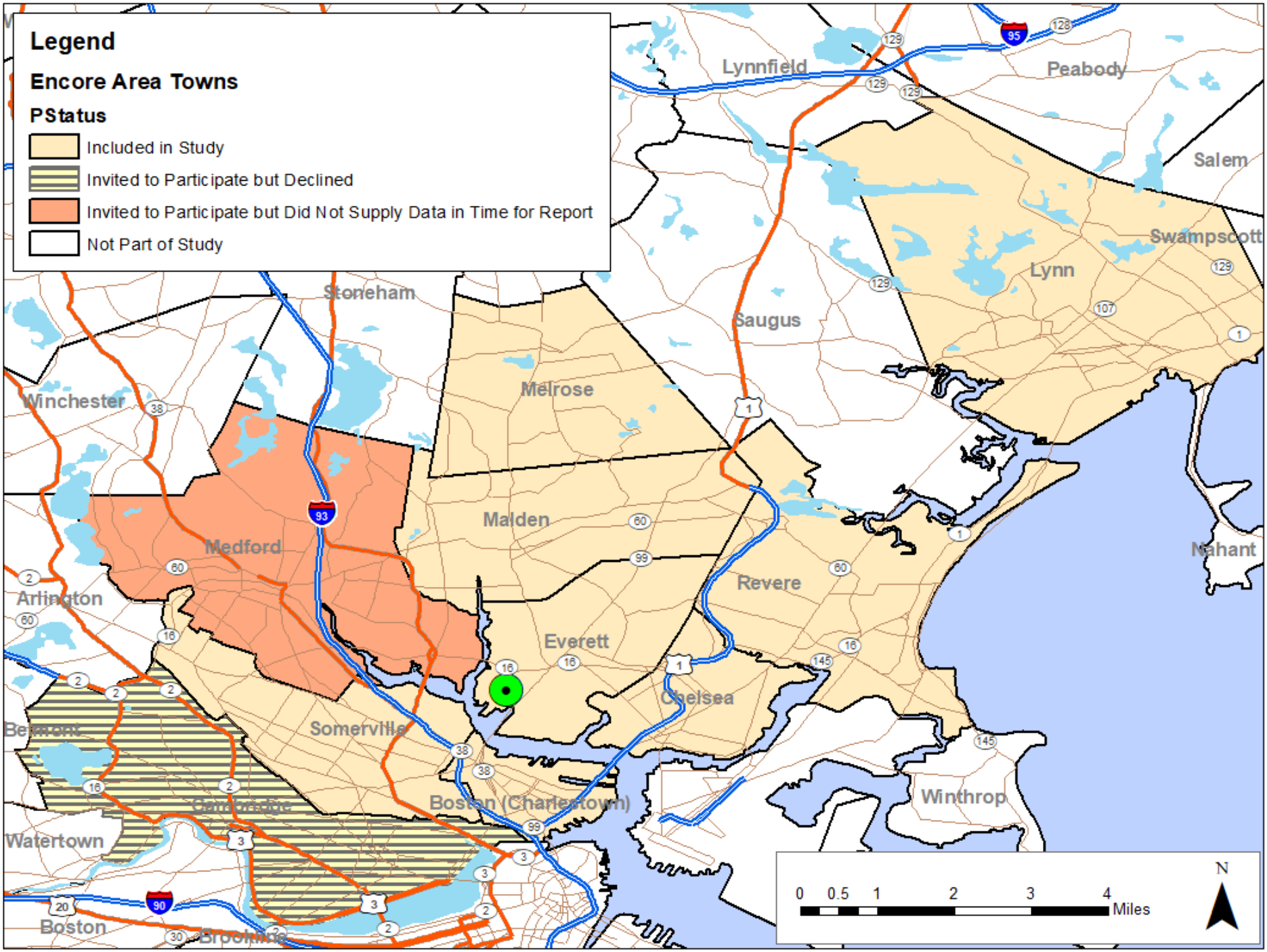
MGM 8-month summary

Attractive and suppressive factors seem to have canceled each other out in metro center, leaving little change in crime immediately surrounding the casino.

Traffic collisions and traffic-related calls for service seem to be increasing to south and west, particularly Agawam and West Springfield

Property crime patterns identified in the 4-month report did not recur, possibly because of law enforcement response

Future reports will look more heavily at drunk driving collisions, specific geographies, activity at hotels, and activity following special events


Legend
Encore Area Towns
PStatus
Included in Study
Invited to Participate but Declined
Invited to Participate but Did Not Supply Data in Time for Report
Not Part of Study
Lynnfield
Peabody
Salem
Swampscott
Lynn
Saugus
Stoneham
Melrose
Winchester
Malden
Medford
Revere
Nahant
Arlington
Everett
Chelsea
Belmont
Somerville
Winthrop
Cambridge
Boston (Charlestown)
Watertown
Boston
Brookline
0 0.5 1 2 3 4 Miles
N

Dataset figures

8 agencies

Data from 01/01/2012

Total population of 430,000 (2018)

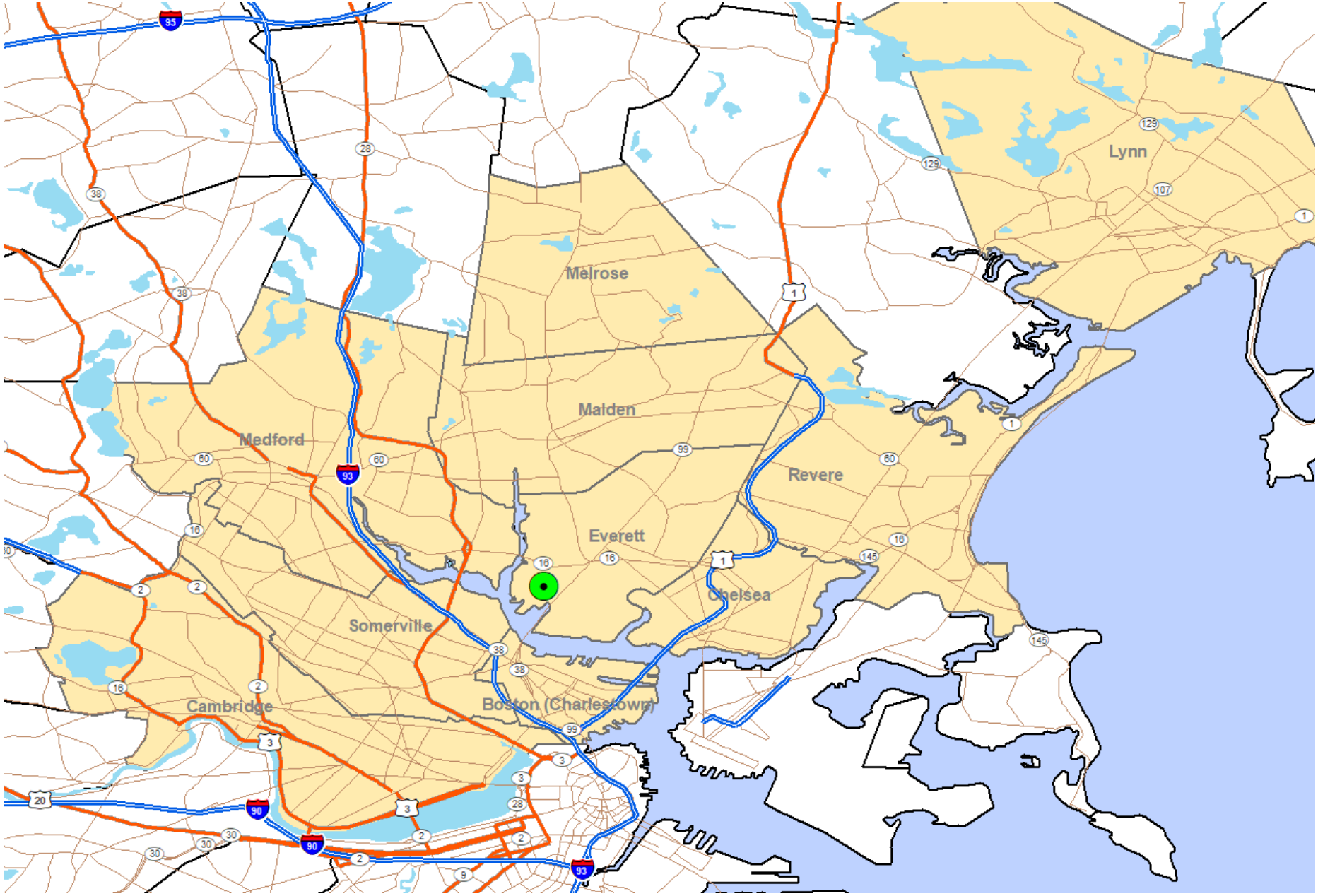
68,987

277,156 RMS incidents

2,355,263 calls for service

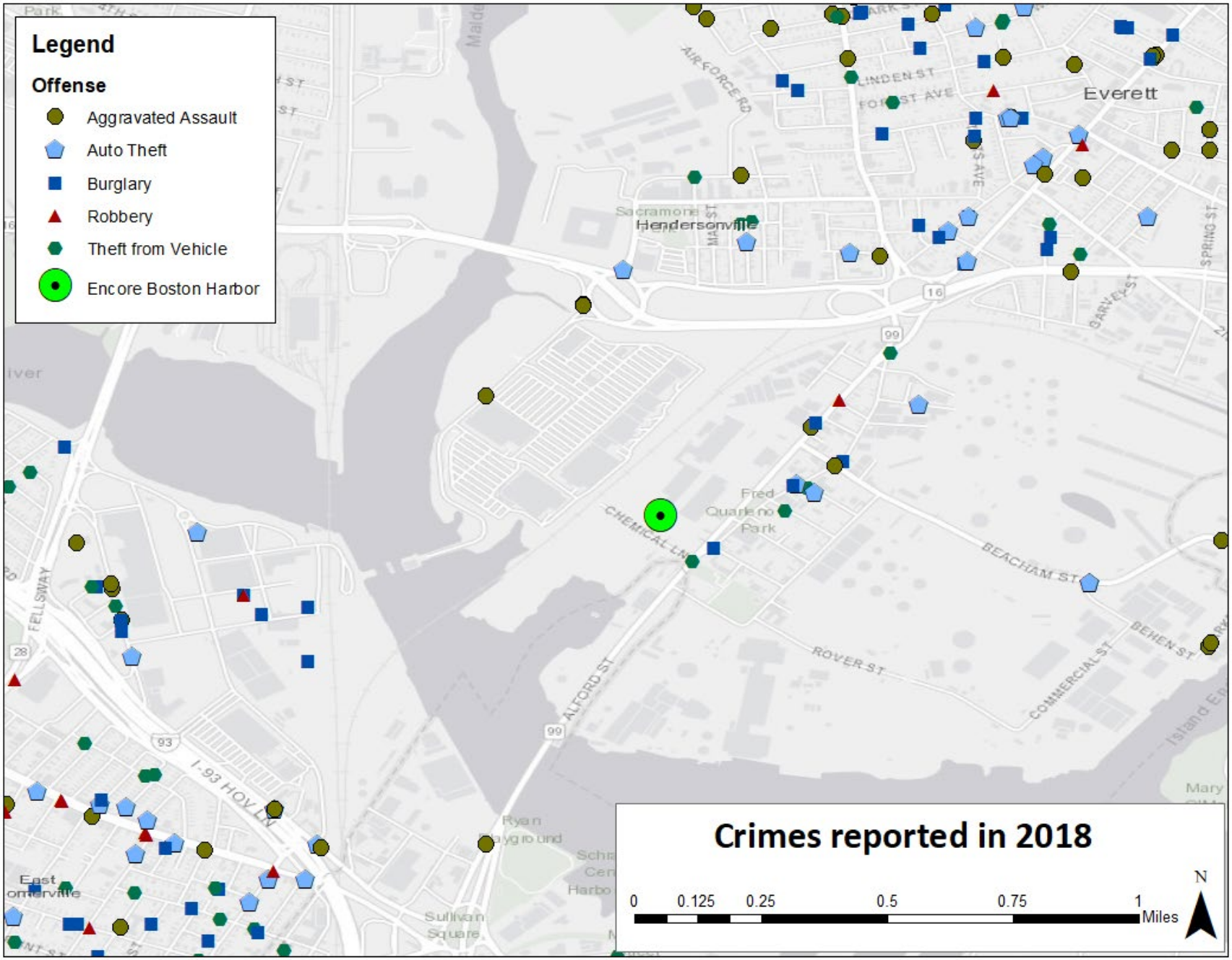
44,298 traffic collisions (6 agencies only)

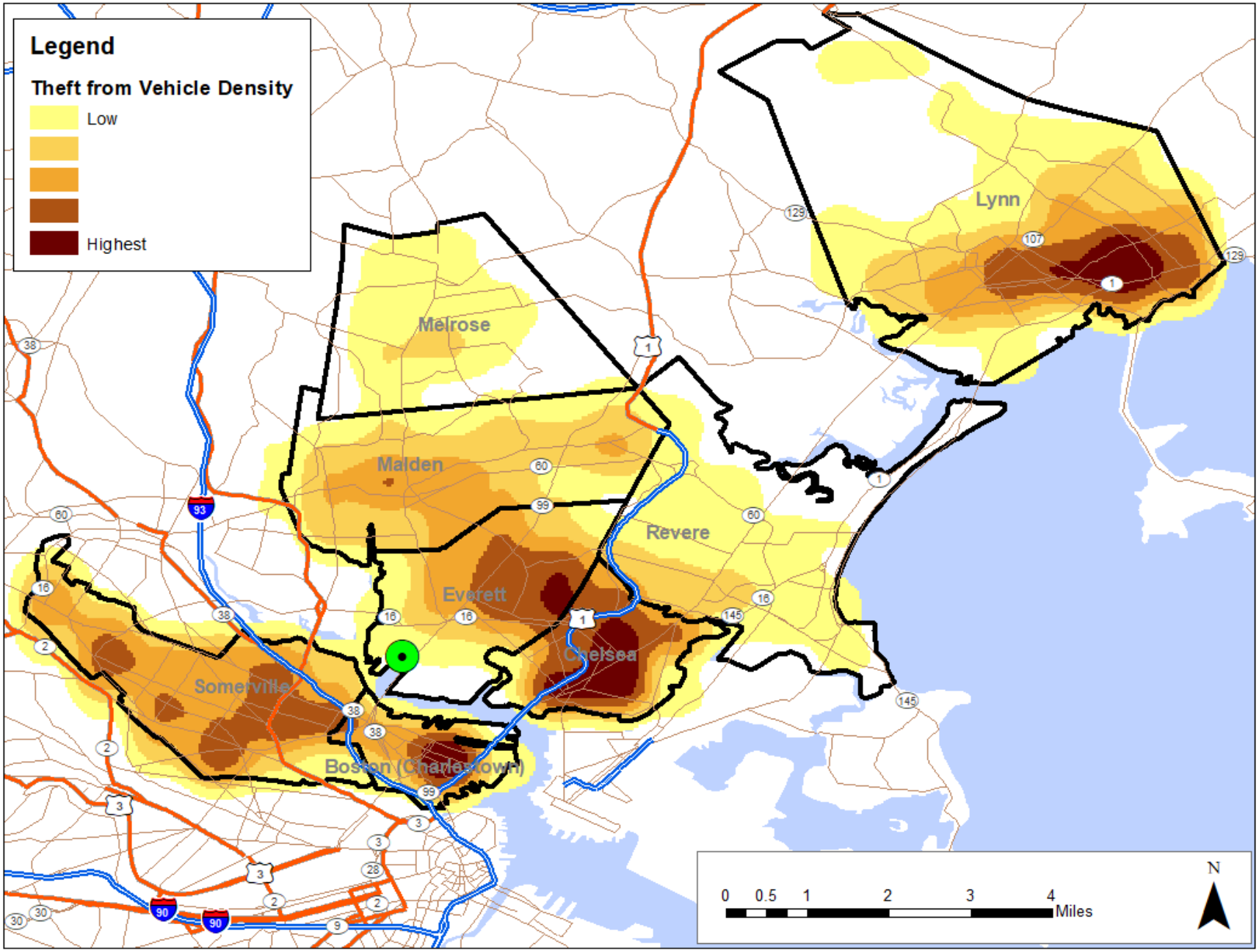
150,137 unique addresses (88.4% geocoding rate)


Lynn
Melrose
Malden
Medford
Revere
Everett
Chelsea
Somerville
Cambridge
Boston (Charlestown)

Crashes on state roads

Activity	2012–2018 Average	Standard Deviation	C.V.	Slope	Predictive Method	Predictive Window
Route 16	754	57.20	0.07	23	T	812–949
I-93	418	38.16	0.09	8	C	372–464
Route 28	416	14.82	0.03	4	T	430–481
Route 1	323	36.62	0.11	11	T	328–446
Memorial Drive	195	24.52	0.12	-10	T	138–195
Route 1A	114	9.36	0.08	2	C	103–125
Alewife Brook Pkwy	100	12.30	0.12	3	T	95–136
Route 38	90	8.00	0.08	1	C	80–100
Fresh Pond Pkwy	60	11.87	0.19	5	T	71–95
Lynnway	85	11.88	0.13	-3	T	58–99
Mystic Avenue	57	19.36	0.34	8	T	71–111
Revere Beach Blvd	56	9.66	0.17	4	T	64–82
Route 2	49	3.73	0.07	2	T	54–62
Revere Beach Pkwy	59	15.12	0.23	-4	T	23–74
Roosevelt Circle	41	10.55	0.25	3	T	35–72
Lynn Fells Pkwy	29	8.61	0.29	1	C	19–39
Msgr. O’Brien Hwy	40	5.90	0.15	2	T	39–57


Legend
Offense
Aggravated Assault
Auto Theft
Burglary
Robbery
Theft from Vehicle
Encore Boston Harbor
Crimes reported in 2018
0
0.125
0.25
0.5
0.75
1
Miles
N
Everett
Sacramone
Hendersonville
Fred
Quarleno
Park
CHEMICAL LN
BEACHAM ST
ROVER ST
COMMERCIAL ST
BEHEN ST
ALFORD ST
FELLSWAY
I-93 HOV LN
AIR FORCE RD
LINDEN ST
FOREST AVE
GARVEY ST
SPRING ST
Ryan
Playground
Sullivan
Square
East
Somerville
Mary


Legend
Theft from Vehicle Density
Low
Highest
Lynn
Melrose
Malden
Revere
Everett
Chelsea
Somerville
Boston (Charlestown)
0 0.5 1 2 3 4
Miles
N

Encore baseline summary

Data collected for 2012-2018 had a variety of issues with completeness and quality. This is a more complex area for data than the other two.

State police have more responsibility for “local” roads in this area than in other areas.

Geographic patterns around the casino are likely to be different than both PPC and MGM. Pre-Encore activity was low given lack of any crime attractors in the area.

Encore has more complex transportation factors that will beanalyzed individually.

Thank You!

Christopher W. Bruce

Crime analyst consultant to the Massachusetts Gaming Commission

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Assessing the Influence of Gambling on Public Safety in Massachusetts Cities and Towns

Baseline analysis of crime, call-for-service, and collision data in the communities near Encore Boston Harbor

Christopher W. Bruce
Crime Analysis Consultant to the Massachusetts Gaming Commission
1 November 2019
v. 1.0

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Executive summary

This report is part of a series of studies commissioned by the Massachusetts Gaming Commission to determine the effects of Massachusetts' new casinos on the public safety of the surrounding regions. A crime analyst with expertise in police data systems and police data analysis was contracted to extract data and provide before-and-after comparisons of crime, calls for service, and traffic collisions.

This is the first report concerning the Everett-area agencies likely to be affected by Encore Boston Harbor. It is baseline report, and as such, there are no particular "findings" in relation to any changes in public safety issues caused by the casino. Those will be covered in a series of late 2019 and 2020 reports. The most important points covered in this report are:

- Everett, Boston, Chelsea, Lynn, Malden, Melrose, Revere, and Somerville all contributed data to this report. Medford was not able to contribute data in time but hopefully will join us in future reports. Cambridge declined to participate.
- Statistics were calculated by fusing data on crimes, calls for service, and collisions extracted from each participating agency's records management system (RMS) and computer-aided dispatch (CAD) system.
- There are means by which Encore's presence could cause crime to increase (e.g. a larger population of visitors and vehicles providing more opportunities for offenders) and there are means by which it could decrease (e.g., by supplying more law enforcement presence, economic development, and legitimate activity in the area). We are prepared to analyze either possibility.
- Full statistics for crimes, calls for service, and traffic collisions are given for each participating agency from the 2012-2018 period. The data tables indicate how much the categories typically fluctuate from year to year and how the trend has been progressing over time. Potential errors and pitfalls are noted. No agency has data so poor that it cannot be effectively used to compare changes post-Encore.
- Analysis will need to consider the presence of several existing types of facilities have seen increased traffic and usage in other communities across the nation with new casinos, including hotels, gas stations, convenience stores, transportation centers, pawn shops, and social service agencies.
- Local police agencies supply most of the actual crime data from the region, but State Police data was collected primarily to determine patterns on state roadways. Crashes have been on an upward trend (as they have for many area communities), which may be accelerated with extra traffic in the area.
- Future evaluation of changes will have to use multiple analytical models, in particular depending on whether the crime was already showing an increasing or decreasing trend. They will probably also have to divide the communities into smaller geographies to make new patterns easier to detect.
- There were many possible statistics from the collected data that this report does not cover, but that does not necessarily mean that such statistics will not be used in subsequent evaluations. The importance of this process is less this baseline *report* and more in having a baseline *dataset*, a process that went relatively smoothly.

Background and methodology

Background

In 2014, the Massachusetts Gaming Commission, in an effort to better assess the impacts of new gaming facilities across the state, commissioned a series of efforts to study, assess, and prepare for the social and economic impacts of gambling. Primary work in this area is being done by the Social and Economic Impacts of Gambling in Massachusetts (SEIGMA) study at the University of Massachusetts Amherst School of Public Health & Health Sciences, drawing upon research and experiences in many other states. For public safety issues specifically, however, the MGC felt it best to contract with someone with direct experience analyzing the crime, call-for-service, and collision records collected daily by Commonwealth police agencies.

While many studies had attempted to study the effects of gambling on overall rates for serious crimes, aggregated annually, hardly any studies have attempted to analyze more specific and minute changes in public safety activity following the opening of casinos, including variations by hour, month, and season, changes in patterns and hot spots, and changes in non-crime activity such as traffic collisions and calls for service. The MGC was interested in the answers to these questions—in analyzing public safety at a level of detail that would actually help police agencies anticipate and respond to emerging and changing problems.

In 2014, the MGC contracted with a career crime analyst, the author of this report, to extract data from the agencies likely to be affected by the opening of Massachusetts's new casinos, and to design a process for assessing changes in those agencies' activity on a periodic basis. Work began in 2015 with baseline and first-quarter analyses of the Plainville area, where Plainridge Park opened in June. A new phase began in 2018, when MGM Springfield opened in August. This is the first report on the area influenced by Encore Boston Harbor, which opened in June 2019.

Publicly-issued and planned reports on changes in crime and police activity from this project

Issued	Report	Notes
August 2015	Report on baseline activity at Plainville area agencies	Established statistical measures for post-casino comparison
November 2015	Evaluation of change in police data after the first three months of Plainridge Park	Few changes discernible in immediate 3 months.
April 2016	Analysis of changes in police data after the first six months of operation at Plainridge Park Casino	Identified traffic-related calls for service as likely related to PPC. Noted increases in fraud-related crimes.
December 2016	Analysis of changes in police data after the first year of operation at Plainridge Park Casino	Continued to note increases in traffic-related calls; established credit card fraud increases as "likely related."
December 2017	Analysis of changes in police data after the first 2 years of operation at Plainridge Park Casino	Most comprehensive report so far. Included comparative analysis of control areas.
June 2018	Report on baseline activity in Springfield-area agencies	First report in preparation for MGM casino.
December 2018	Three-year analysis of Plainridge Park area.	Includes comprehensive traffic study
March 2019	Four-month analysis of MGM Springfield	Found mostly traffic changes, some property crime patterns
November 2019	Eight-month analysis of MGM Springfield	
November 2019	Four-year analysis of Plainridge Park	
November 2019	Baseline analysis of Encore Boston Harbor	This report

Methodology

The data used in this report was collected from the contributing agencies. For Chelsea, Lynn, Malden, Melrose, Revere, and Somerville, I established an ODBC connection to each of these agencies' records management and computer-aided dispatch databases, connected to the databases via Microsoft Access, and used a series of "make table" queries to copy the data into Access data tables. I then copied the Access databases to my own computer, password-protecting them in the process, but leaving the originals on the agencies' networks so they could be updated by designated agency members when necessary. No information specific enough to identify any person (offender or victim) was collected, and I complied with various agency requests to exclude particular data elements of concern to them. These requests did not affect the integrity and completeness of the overall dataset.

Everett uses a records management system that is incompatible with ODBC. We had to get the support of the records management vendor to perform regular extracts from the system, but otherwise they were able to supply a full dataset. The Boston Police also did their own extraction, but unfortunately were unable to supply all the requested data tables.

After receiving the data from each individual system, I combined each table into a series of "master" tables. This required translating each dataset into a common set of codes. The uniformity imposed by the NIBRS reporting system made the translation fairly easy for crime tables; it was a bit more difficult for CAD tables, which have no uniform coding even among agencies using the same system. Boston is the only agency that does not currently report to the NIBRS standard, but they had comparable data elements that required only a brief translation.

The resulting *baseline dataset* supplied the data organized in this report. It is important to recognize that any complex dataset is capable of generating statistics, maps, and charts in a near-infinite number of ways. The metrics offered in this report represent my assessment of the most important figures and indexes against which to measure activity after Encore opens. In some cases, I will probably *not* be using the specific figures in this report. For instance, I offer annual breakdowns and averages for crimes and calls for service, but it is more likely that I will take quarterly slices of this data to compare to activity post-casino (otherwise, we would have to wait an entire year to measure changes). I do not offer quarterly breakdowns of activity simply in the interests of space.

Nor do I offer many statistics involving multiple variables, such as crimes committed by juveniles on weekends, or property stolen at nighttime from newer-model vehicles. There are innumerable ways to slice data this way, and some of them might turn out to be important in analysis of data after Encore opens. Until we have this post-casino data, however, we don't know what will be important, and at the present time it would simply waste everyone's time if I tried to slice the data too thinly. In this regard, the data tables and figures in this report are best regarded as examples of *the types of outputs possible from the baseline dataset*. The dataset itself, rather than this report, is the true "baseline" against which changes in any combination of factors can be measured.

Threats to validity

There are four different records management vendors represented among the eight contributing communities. Although three of the four code crimes according to the NIBRS standard, slight variances in their approaches make some of the data inconsistent between agencies. Some of the agencies switched records systems during the 7-year period represented by these statistics, and in each case, some immediate changes can be seen in crimes and calls for service, suggesting those changes have more to do with record-keeping than actual prevalence of social harms.

One records system, used by three of the contributing agencies, is notorious among local analysts for a data structure that makes it difficult to weed out duplications. The system also does not apply NIBRs standards correctly on the concept of "lesser included offenses," meaning that the agencies that use this system tend to over-report their crime totals.

incnum	Agency	IBR	Offense	dtreported	X	Y	Weapon
18005854	MA	13B	Simple Assault	12/31/2018 18:04:01	-71.069834	42.426462	NONE
18076669	SO	26C	Identity Theft	12/31/2018 17:42:40	-71.083401	42.39404	
753445	EV	220	Burglary	12/31/2018 15:58:32	-71.057296	42.412166	
18076644	SO	13A	Aggravated Assault	12/31/2018 15:48:47	-71.121912	42.395141	KNIFE/CUTTING INSTRUMENT
18005853	MA	13A	Aggravated Assault	12/31/2018 15:25:15	-71.051193	42.434867	NONE
753442	EV	26B	Credit Card Fraud	12/31/2018 14:54:21	-71.053824	42.404598	
18REV-65247-C	RE	26A	Fraud	12/31/2018 14:44:10	-71.000926	42.397641	Other/Unknown
753441	EV	23H	Other Theft	12/31/2018 14:22:17	-71.054624	42.40637	
18076629	SO	290	Vandalism	12/31/2018 13:20:28	-71.083469	42.394272	
18REV-65229-C	RE	290	Vandalism	12/31/2018 13:14:10	-71.002183	42.402729	Other/Unknown
18094612	LY	23H	Other Theft	12/31/2018 12:54:42	-70.941054	42.467241	
18005852	MA	23H	Other Theft	12/31/2018 12:47:42	-71.07116	42.423585	
18094573	LY	23H	Other Theft	12/31/2018 10:29:14	-70.987031	42.468115	
18REV-65196-C	RE	13A	Aggravated Assault	12/31/2018 09:46:10	-70.963049	42.441273	Knife/Cutting
18REV-65130-C	RE	13C	Threats	12/30/2018 22:01:10	-71.006515	42.414351	Other/Unknown
18094457	LY	13B	Simple Assault	12/30/2018 21:59:42	-70.943632	42.464357	PERSONAL WEAPONS
I182105000	BO	220	Burglary	12/30/2018 21:55:00	-71.056904	42.379116	
753393	EV	13B	Simple Assault	12/30/2018 20:25:38	-71.044959	42.412724	None

Figure 1: The result of a query using the combined dataset.

Finally, the Boston Police Department uses a system that does not comply with NIBRS rules. In particular, it uses the "hierarchy rule," which counts only the most serious offense committed in each incident. Since all other agencies count multiple offenses per incident, statistics for Boston are artificially low.

Interpreting the statistics in this report

This report looks at crime, calls-for-service, and collision statistics for each of 8 participating agencies. In doing so, it attempts to assess, qualitatively and quantitatively, any errors and oddities in the data that might affect future evaluation reports. To assist with this analysis, each data table offers a common set of statistical measures:

- The simple mean of the seven years between 2012 and 2018.
- The standard deviation for the same time period, which indicates how much the category typically deviates from its mean from year to year.
- The *coefficient of variation* (c.v.), which is calculated by dividing the standard deviation by the mean. The c.v. indicates how reliable, predictable, or consistent the category is across time, with 0 indicating no variance at all and scores close to 1 indicating an extreme amount of variance. Lower c.v. scores make it easier to detect changes in the category after a new element—such as a nearby casino—is introduced. In categories with high coefficients, new patterns may go undetected because they get lost in the overall volume and variance of the category. However, note that it is also common to find high coefficients of variation with small numbers, and that high coefficients can indicate inconsistency in reporting int hat category.
- The *slope*, which tells on a linear trendline plotted through the 2012–2018 period, how many incidents have been gained or lost each year.
- The *prediction type*, which indicates which of two methods was used to predict the 2019 values. A "C" is used when the slope is small relative to the mean, and it indicates that the prediction is based on measures of *central tendency*: the mean and the standard deviation from the mean. A "T" indicates that the slope is high in comparison to the mean and thus the prediction is based on an upward or downward trendline.
- The *2019 prediction*: a window in which we would expect 2019's total to fall with 85% confidence. Later, when we evaluate what really happened in 2019, a value outside this window may indicate that the category was influenced by an external factor like the casino. Note that erratic data in the past may create large ranges in the predictive window.

It is finally important to note the nature of the three tables. *Crimes* are actual offenses of the law for which a police officer wrote a full report after speaking with victims and witnesses. They may or may not have resulted in arrests.

Calls for service represent the initial "incident" that summoned police officers to a scene. Such events can be both criminal and noncriminal. I have selected noncriminal events for the tables, since the criminal event codes would simply duplicate (though less accurately) the data offered in the crime tables. The remaining noncriminal events it the table still represent significant issues that affect residents' quality of life.

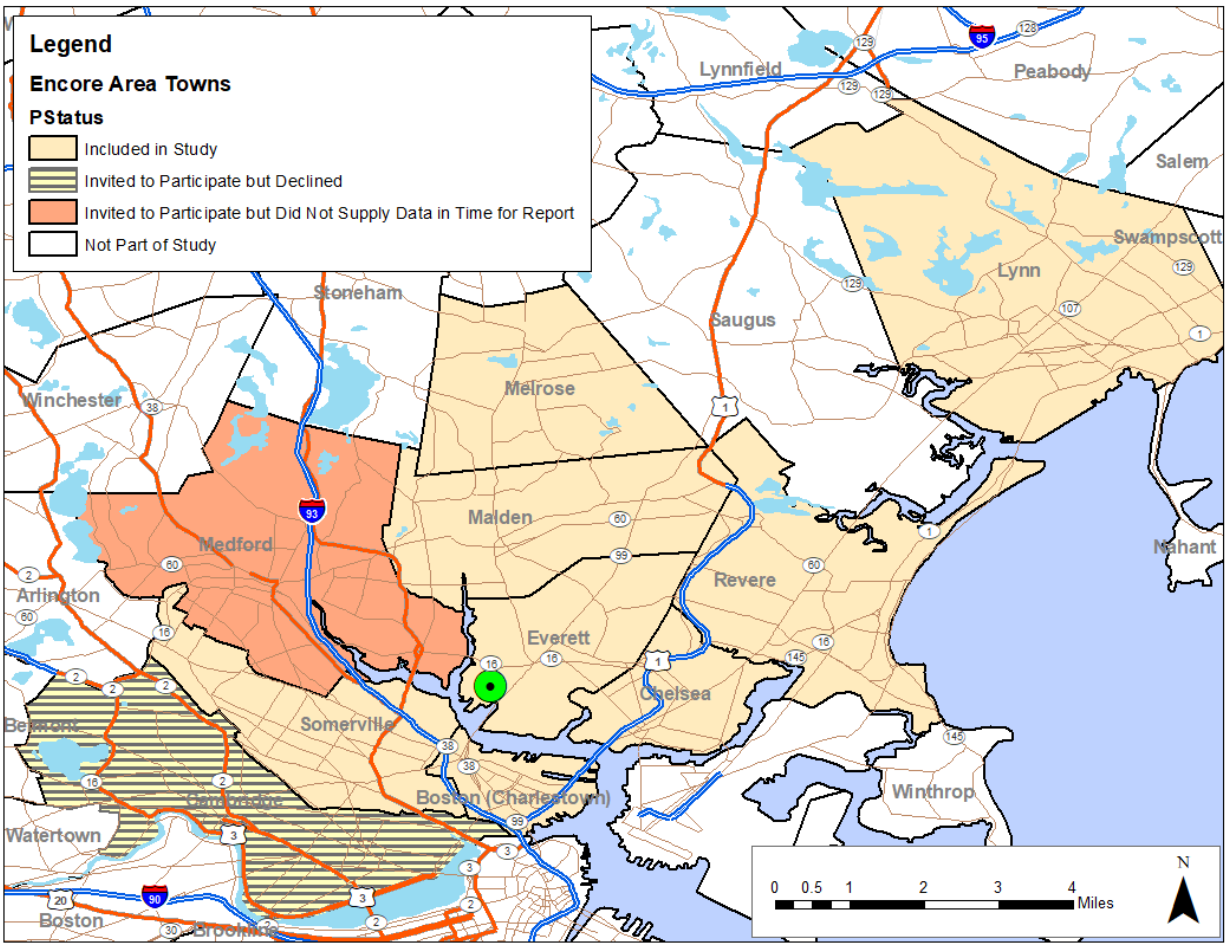
Collisions are those traffic collisions that meet the threshold to be reported to the state Department of Transportation—namely, those that involve injury, or that occur on public property and involve damage in excess of $1,000. Many minor "fender-benders" do not meet this threshold and will thus not appear in these statistics. The "traffic collision" call for service category does include such minor incidents and will therefore usually be higher than the collision figures.

About the author

Christopher W. Bruce is a professor of criminal justice at Husson University in Bangor, Maine. He is also a career crime analyst with previous service at the Cambridge Police Department (1994–2001) and the Danvers Police Department (2001–2010). He was president of the Massachusetts Association of Crime Analysts from 2000 to 2004 and president of the International Association of Crime Analysts from 2007 to 2012; he currently serves as vice president of membership for the IACA. He has served as an instructor in criminal justice and crime analysis topics at Suffolk University (2001–2010), Westfield State University (2009–2010), the University of Massachusetts Lowell (2009–2010), Middlesex Community College (2007–2011), Western Oregon University (2012-2016), and Tiffin University (2006–2018).

Professor Bruce is an internationally-recognized expert in police data systems and police data analysis. He has trained, consulted, and provided technical assistance for various programs of the U.S. Department of Justice, Bureau of Justice Assistance; the U.S. Department of Transportation, National Highway Traffic Safety Administration; the Texas Department of Transportation; the U.S. Department of Justice, International Criminal Investigative Training Assistance Program; and the International Association of Directors of Law Enforcement Standards and Training. He lives in Maine.

Analysis of baseline activity: All Agencies



The initial study area was limited to those agencies that signed a "surrounding community" agreement with the Massachusetts Gaming Commission: Boston, Cambridge, Lynn, Malden, Medford, Melrose, and Somerville. Together, these cities represent a population of nearly 1.3 million, although limiting the analysis of Boston to Charlestown effectively reduces that number to just over 600,000.

Of the invited communities, Cambridge declined to participate by supplying the data necessary for this analysis. Medford expressed willingness to participate but had not supplied the necessary data in time for this report; we hope to include them in future reports measuring change. The MBTA Transit Police Department was also invited to participate but had not responded in time for this report.

Although the Massachusetts State Police did contribute data for this report, its format makes it inconsistent with the local agency submissions and is thus analyzed in a later section of this report rather than in the totals offered below.

Crimes in all 8 participating communities

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	11	5.87	1	0.52	C	4–18

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Sexual Assault	304	21.89	4	0.07	C	278–330
Kidnapping	45	5.94	0	0.13	C	38–52
Robbery	535	119.98	-60	0.21	T	316–370
Aggravated Assault	1236	105.27	-51	0.08	T	1051–1168
Simple Assault	2697	266.68	-115	0.09	T	2122–2664
Threats	909	158.88	-72	0.16	T	550–813
Arson	23	10.5	-4	0.41	T	0–21
Burglary	1309	444.56	-219	0.31	T	387–695
Theft from Persons	80	13.28	-6	0.16	T	51–68
Purse-Snatching	27	8.65	-3	0.29	T	5–33
Shoplifting	591	94.26	9	0.15	C	478–704
Theft from Building	499	57.91	-21	0.11	T	366–526
Theft from Machine	1	0.73	0	1.27	C	0–2
Theft from Vehicle	1247	323.86	-160	0.24	T	605–802
Theft of MV Parts	94	32.58	-3	0.32	C	55–133
Other Theft	2560	467.63	-225	0.17	T	1596–2100
Auto Theft	806	132.37	-60	0.15	T	514–747
Forgery	188	21.18	-9	0.10	T	147–185
Fraud	589	38.47	-15	0.06	T	505–607
Credit Card Fraud	263	61.03	22	0.22	T	275–447
Identity Theft	347	56.99	-7	0.16	C	279–415
Employee Theft	15	4.71	-2	0.29	T	3–18
Stolen Property	83	14.94	-7	0.16	T	52–74
Vandalism	2788	525.86	-257	0.17	T	1752–2205
Drugs	679	105.24	-45	0.14	T	442–665
Drug Equipment	22	3.25	0	0.13	C	18–26
Statutory Rape	30	5.84	1	0.21	C	23–37
Gambling	5	2.85	0	0.59	C	2–8
Pornography	22	7.03	2	0.31	T	21–42
Prostitution	80	44.72	-20	0.51	T	0–47
Weapons	260	22.62	-4	0.08	C	233–287
Bad Checks	47	11.35	-3	0.22	T	20–59
Disorderly	508	88	-37	0.16	T	296–492
Drunk Driving	296	31.5	13	0.10	T	326–400
Drunkenness	313	57.77	-26	0.17	T	188–286
Family Offenses	411	39.65	6	0.09	C	363–459
Liquor Laws	124	10	-2	0.08	C	112–136
Runaway	10	5.83	-2	0.51	T	0–11
Trespassing	303	32.88	6	0.10	C	264–342
Violent Total	**5737**	**609.68**	**-293**	**0.10**	**T**	**4587–5265**
Property Total	**12186**	**2068.05**	**-1011**	**0.16**	**T**	**8164–9925**
Total	**18889**	**2824.17**	**-1689**	**0.13**	**T**	**15450–17047**

Although several of the individual communities have seen trends so erratic that it makes it difficult to predict future volumes, when we aggregate all the communities together, the numbers are reasonably tight. In general,

the region has seen a significant downward trend in the 2010s, with total crimes losing 1,689 per year (from a starting value of 25,370) on the trendline, reaching a decade low in 2018. Only a few crimes have seen a consistently positive upward trend, including shoplifting, credit card fraud, and drunk driving.

Selected calls for service in all 8 participating communities

Crime	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Abandoned Vehicle	697	100.25	0.14	-42	T	451–677
Disabled Vehicle	1936	231.95	0.11	10	C	1658–2214
Domestic Dispute	2749	172.71	0.06	-67	T	2405–2848
General Service	8114	468.57	0.06	-78	C	7552–8676
Gunshots	328	53.17	0.16	23	T	378–488
Liquor	1284	310.29	0.23	-151	T	633–914
Lost Property	1161	88.54	0.07	41	T	1295–1439
Medical	31293	4879.52	0.15	120	C	25438–37148
Overdose	583	297.75	0.49	137	T	922–1394
Psychological	1229	193.73	0.15	90	T	1481–1772
Suspicious Activity	7052	444.56	0.06	-163	T	6214–7431
Traffic Collision	12985	1043.56	0.08	394	T	13690–16451
Traffic Complaint	9341	1951.97	0.21	888	T	11441–14697
Vagrancy	402	37.27	0.09	-7	C	357–447

Providing call-for-service sums for the area is a bit misleading because not all agencies have codes that correspond with all categories. Despite this problem, the summation creates surprisingly consistent categories. We will be keeping a particular eye on call types that fluctuate with a large visiting population. These include disturbance, medical aids, suspicious activity, traffic collisions, traffic complaints, and lost property.

Collisions in all participating communities[1]

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic	3895	371.39	0.09	105	T	3919–5155
Parked Vehicle	443	43.86	0.09	-3	C	390–496
Pedestrian	297	43.12	0.14	16	T	323–437
Bicyclist	37	9.26	0.24	-1	C	26–48
Animal	4	2.17	0.56	0	C	1–7
Fixed Object	135	25.84	0.18	8	T	133–215
Curb/Barrier/Embankment	60	11.25	0.18	5	T	75–94
Rollover/Non-Collision	8	3.25	0.44	0	C	4–12
Other/Unknown	253	24.47	0.09	-11	T	202–243
Total	**5131**	461.55	0.09	**119**	**T**	**5108–6701**

Collisions in the region showed a modest upward trend between 2012 and 2016 and then reversed and went down significantly in 2017 and 2018. This inconsistency in the trend creates large windows in he precited range. Identifying any changes caused by Encore will probably require dividing by multiple geographic and temporal factors.

[1] Because of data collection problems, collision totals count only Everett, Chelsea, Malden, Melrose, Revere, and Lynn, excluding Somerville and Boston.

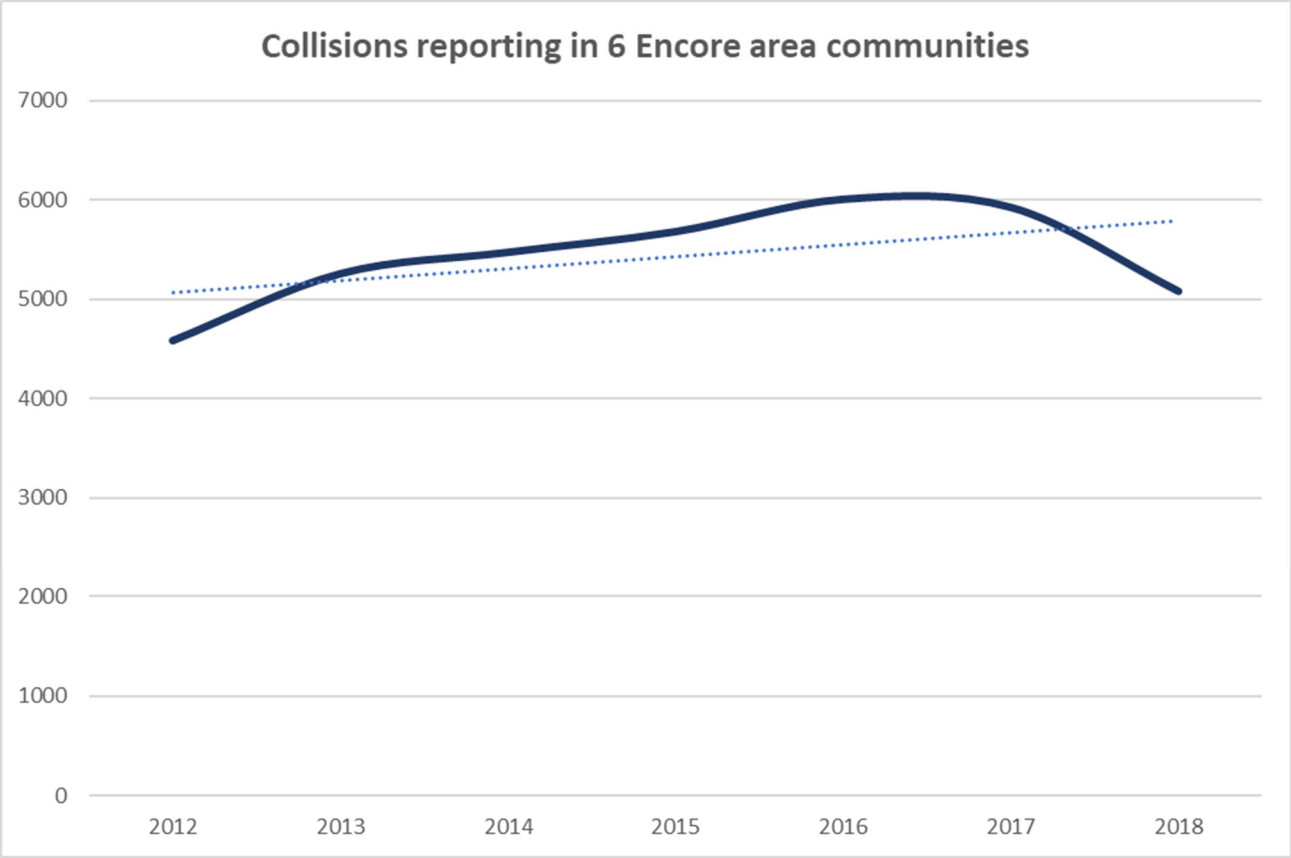
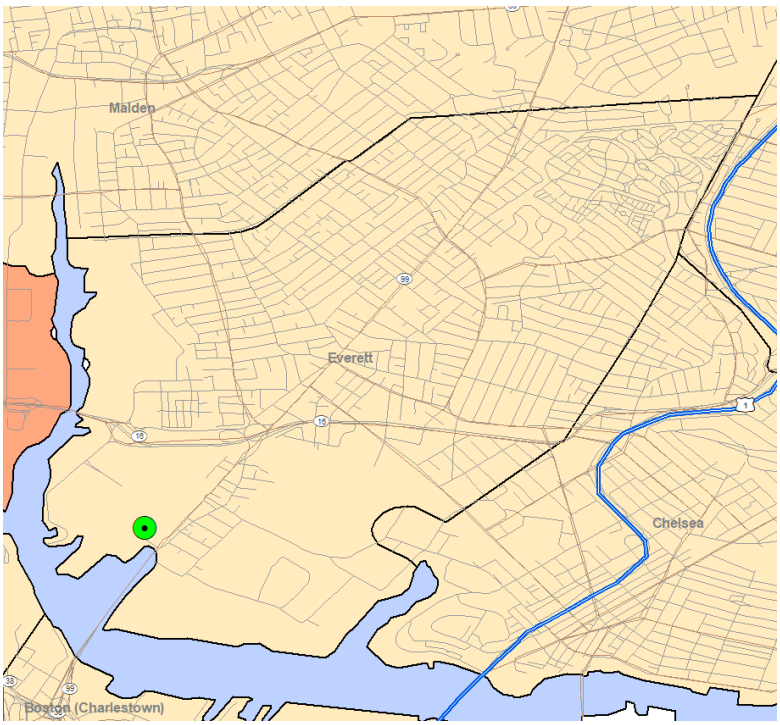


Figure 2:Collisions in the area have seen an inconsistent trend over the last 7 years.

Analysis of baseline activity: Everett



Population (est. 2018): 47,005

Area: 3.7 square miles

Police officers: 117

City center distance to Encore: 0.93 miles

Encore Boston Harbor is being built on the south border of a densely-populated suburban community. The site is a formerly unsightly industrial area on the Mystic River. The revitalization occasioned by the casino has transformed and is likely to continue transforming the waterfront on both sides of the river, both creating opportunities for crime and providing natural guardians against it.

We will be watching carefully the impact of Encore Boston Harbor on the immediate waterfront area, including the Gateway shopping center just to its west, as well as major travel routes along Route 16 and Broadway and transportation stops. We'll also be tracking any potential influence on hotels, restaurants, and other locations in town that cater to tourists.

The Everett Police Department's two crime analysts are vital partners in this project. The senior analyst has worked for the agency for more than 10 years.

Crimes in Everett

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	2	0.83	0	0.45	C	1–3
Sexual Assault	22	4.59	1	0.20	C	16–28
Kidnapping	3	1.16	0	0.43	C	1–5
Robbery	45	15.34	-6	0.32	T	24–42
Aggravated Assault	87	9.06	2	0.10	T	77–100
Simple Assault	130	71.34	-29	0.52	T	30–119
Threats	86	9.41	-2	0.10	T	73–99
Arson	1	0.7	0	0.54	C	0–2
Burglary	146	47.01	-21	0.30	T	80–120

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Theft from Persons	1	1.03	0	0.80	C	0–2
Purse-Snatching	5	2.77	-1	0.50	C	1–9
Shoplifting	106	19.5	1	0.17	C	79–133
Theft from Building	34	16.2	-6	0.45	T	11–37
Theft from Machine	0	0.7	0	2.45	T	0–1
Theft from Vehicle	151	46.16	-20	0.28	T	86–135
Theft of MV Parts	8	4.05	-2	0.50	T	2–5
Other Theft	230	19.08	-4	0.08	C	203–257
Auto Theft	84	20.39	-9	0.22	T	55–79
Forgery	13	6.25	-1	0.43	C	4–22
Fraud	24	9.04	2	0.37	C	11–37
Credit Card Fraud	69	29.2	11	0.40	T	73–110
Identity Theft	25	21.12	-10	0.74	T	0–12
Employee Theft	1	1.73	0	1.51	C	0–3
Stolen Property	13	4.89	-2	0.36	T	6–17
Vandalism	285	41.11	-19	0.13	T	227–272
Drugs	52	6.02	-2	0.11	T	44–60
Drug Equipment	20	2.19	1	0.10	T	20–23
Statutory Rape	2	1.81	0	0.97	C	0–5
Gambling	2	3.09	-1	1.66	T	0–3
Pornography	2	0.99	0	0.53	C	1–3
Prostitution	2	2.05	-1	1.20	T	0–2
Weapons	22	17.21	6	0.74	T	20–46
Bad Checks	16	5.55	0	0.34	C	8–24
Disorderly	19	7.65	1	0.42	C	8–30
Drunk Driving	29	6.93	1	0.23	C	19–39
Drunkenness	0	1.05	0	2.45	T	0–1
Family Offenses	121	64.28	27	0.52	T	154–211
Liquor Laws	2	1.25	0	0.67	C	0–4
Runaway	7	2.8	-1	0.34	C	3–11
Trespassing	11	2.23	1	0.22	T	8–14
Violent Total	**373**	**83.27**	**-35**	**0.21**	**T**	**256–361**
Property Total	**1250**	**165.46**	**-81**	**0.12**	**T**	**1018–1096**
Total	**1763**	**169.00**	**-70**	**0.08**	**T**	**1616–1813**

Everett has not only seen a downward trend during the last 7 years, it has been so consistent that on a graphic, the actual trend is almost indistinguishable from a linear trendline running through the same data points.

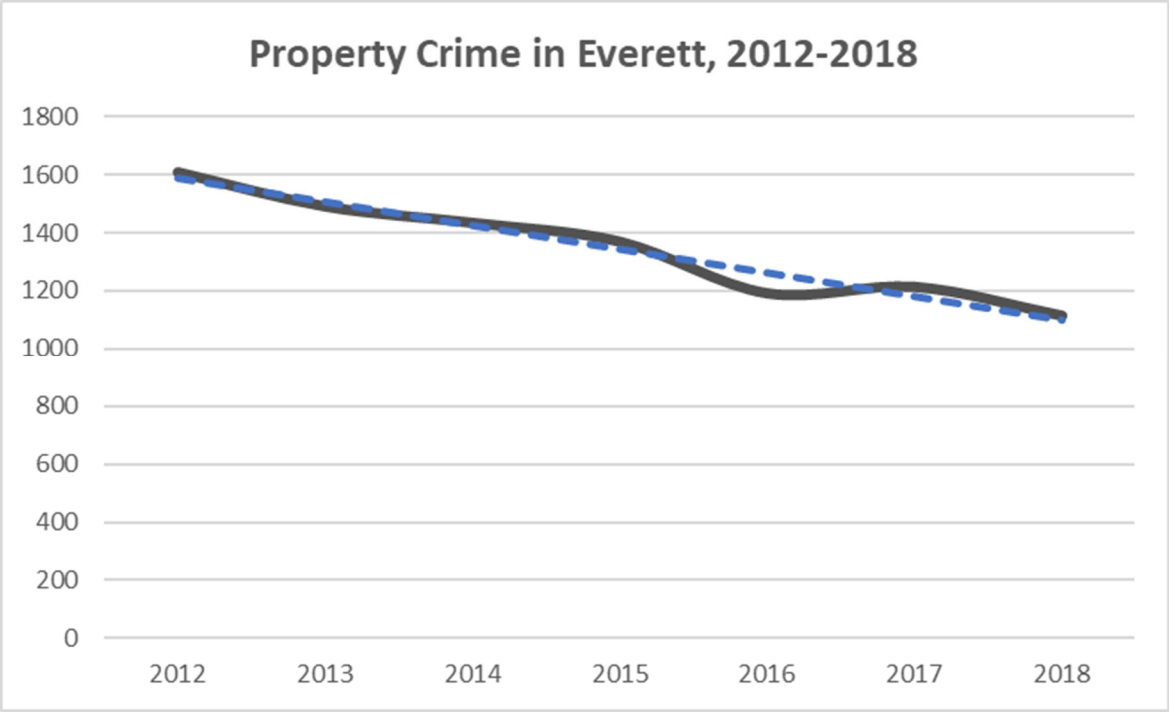


Figure 3: Property crime in Everett has been on a highly predictable decrease for 7 years.

This incredible consistency makes each year highly predictable with a small predictive window, making it easier to note when something disrupts this trend. Everett's data is the most consistent of the eight contributing agencies, which is particularly useful since Everett is the host community.

Violent crime has been slightly less consistent than property crime but has still shown decreases in the 2010s. The only crime to go up consistently has been "family offenses," including child abuse and neglect and violations of restraining orders. However, extremely low totals in 2012 and 2013 suggest the agency did not code these crimes accurately until 2014.

Selected calls for service in Everett

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Abandoned Vehicle	464	97.57	0.20	-43	T	219–411
Disabled Vehicle	131	17.60	0.13	3	C	110–152
Domestic Dispute	37	7.59	0.20	-1	C	28–46
General Service	1388	243.47	0.16	-117	T	900–1158
Gunshots	22	12.47	0.55	5	T	29–57
Liquor	15	4.95	0.32	0	C	9–21
Lost Property	130	44.48	0.33	20	T	173–254
Medical	2021	267.27	0.12	-123	T	1441–1858
Overdose	90	30.37	0.32	13	T	112–179
Psychological	41	13.44	0.32	6	T	50–80
Suspicious Activity	803	70.73	0.08	-34	T	676–768
Traffic Collision	1095	50.67	0.04	12	T	1120–1299
Traffic Complaint	1177	96.17	0.08	41	T	1278–1484
Vagrancy	95	15.46	0.15	-7	T	61–82

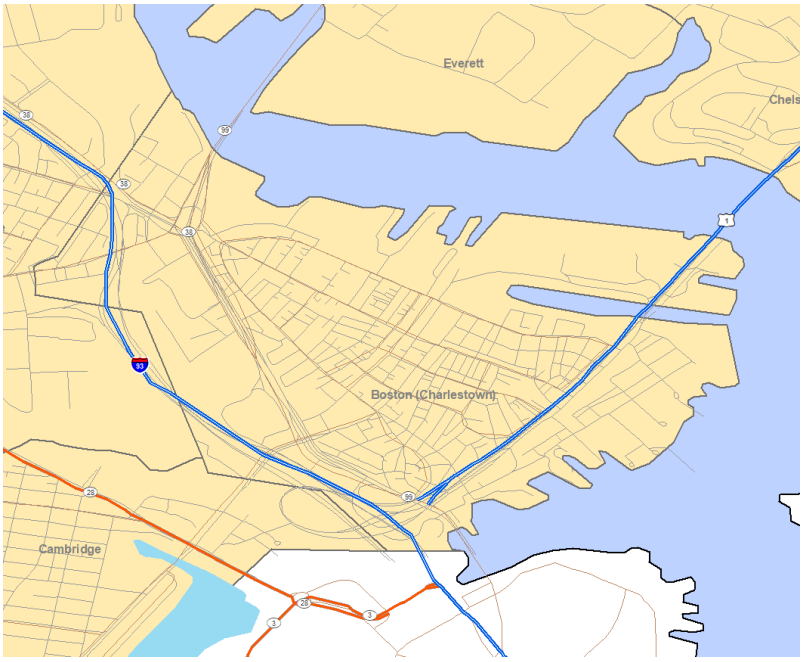
As with crimes, calls for service are coded consistently enough by the Everett Police Department to create very predictable ranges. This will make it easier to note unusual changes post-Encore.

Collisions in Everett

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic	175	29.30	0.16	14	T	208–245
Parked Vehicle	63	11.93	0.18	6	T	76–100
Pedestrian	20	6.36	0.29	-1	C	11–29
Bicyclist	7	3.01	0.41	0	C	3–11
Animal	0	0.35	2.45	0	C	0–0
Fixed Object	26	5.69	0.21	2	T	21–46
Curb/Barrier/Embankment	5	1.25	0.24	0	T	4–9
Rollover/Non-Collision	2	1.03	0.80	0	T	0–5
Other/Unknown	12	2.43	0.19	0	C	9–15
Total	**309**	46.25	0.14	**21**	**T**	**353–404**

Everett has seen a steady increase in crashes since 2012, although it has leveled a bit since 2016. The predictive windows are tight enough that changes caused by Encore should be detectable even with city-wide data.

Analysis of baseline: Boston/Charlestown



Population (est. 2016): 17,201

Area: 24.2 square miles

Police officers: 2,122 (city wide)

City center distance to Encore: 1.87 square miles

As the capital and the largest city in the Commonwealth, Boston gives its name to the casino and will likely supply much of its traffic, both residents and visitors, arriving via Logan Airport shuttles, the MBTA, vehicles, or ferries from Long Wharf and the World Trade Center.

Because any casino influence on the totality of the city would likely be undetectable amidst the normal volume of crimes and calls for service that this city generates, analysis of changes will be largely confined to Charlestown, Boston Police District A-15, Boston's oldest neighborhood. This detached area is north of the Charles River, west of the main channel of Boston Harbor, south of the Mystic River, and east of Route 93. It contains Bunker Hill, the U.S.S. Constitution, several waterfront parks, two colleges, and about 17,000 of the city's 700,000 residents.

The Mystic River serves as a practical barrier to activity spilling into the neighborhood from Encore except in a few geographically-concentrated ways. Changes in Charlestown may be reflected in extra traffic along Rutherford Avenue and Alford Street, as well as increased usage of tourist destinations within the area and facilities near Exit 28 off I-93. The neighborhood's few hotels might see extra occupancy.

Although not in Charlestown and thus not part of these baseline statistics, we will also be working with the Boston Police to determine if crime or calls for service increase in reporting areas surrounding Long Wharf, the World Trade Center, and the Logan Airport pier, where water taxi and ferry traffic take visitors to and from the casino.

Crimes in Boston/Charlestown[2]

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	0	0.49	0	0.00	C	0–1

[2] Boston's records management system does not follow NIBRS standards and only records the most serious offense code with each incident rather than each separate offense. Hence, while the statistics here are internally consistent, they are not directly comparable with other agencies, with the disparity getting more significant the further one goes down the list of crimes.

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Sexual Assault	7	4.21	1	0.60	T	5–19
Kidnapping	0	0.35	0	0.00	C	0–0
Robbery	26	6.57	0	0.23	C	18–34
Aggravated Assault	47	8.22	1	0.17	C	37–57
Simple Assault	124	10.27	-2	0.08	T	101–138
Threats	60	16.01	-6	0.25	T	18–58
Arson	0	0	0	0.00	C	0–0
Burglary	38	10.86	-3	0.26	T	11–45
Theft from Persons	1	0.64	0	0.75	C	0–2
Purse-Snatching	1	1.36	0	1.58	C	0–3
Shoplifting	19	10.11	2	0.49	T	13–48
Theft from Building	55	7.7	-1	0.13	C	46–64
Theft from Machine	0	0.35	0	0.00	T	0–0
Theft from Vehicle	81	33.41	-14	0.38	T	0–64
Theft of MV Parts	23	11.08	-4	0.44	T	0–25
Other Theft	68	9.39	-1	0.14	C	57–79
Auto Theft	28	8.31	-2	0.27	T	8–37
Forgery	6	2.25	0	0.39	C	3–9
Fraud	38	14.38	-6	0.36	T	0–33
Credit Card Fraud	9	8.55	4	0.95	T	18–32
Identity Theft	6	6.52	3	1.17	T	8–24
Employee Theft	2	1.03	0	0.80	T	0–2
Stolen Property	4	2.37	-1	0.55	T	0–5
Vandalism	115	25.42	-10	0.20	T	54–112
Drugs	67	10.22	3	0.15	T	66–99
Drug Equipment	0	0.35	0	0.00	C	0–0
Statutory Rape	0	0	0	0.00	C	0–0
Gambling	0	0	0	0.00	C	0–0
Pornography	2	1.25	0	0.67	C	1–3
Prostitution	0	0	0	0.00	C	0–0
Weapons	8	4.56	-1	0.53	C	3–13
Bad Checks	0	0	0	0.00	C	0–0
Disorderly	8	3.91	-1	0.48	T	0–10
Drunk Driving	4	1.12	0	0.29	C	3–5
Drunkenness	1	1.46	-1	1.70	T	0–1
Family Offenses	25	6.3	0	0.24	C	17–33
Liquor Laws	1	1.05	0	0.67	T	0–1
Runaway	0	0.45	0	0.00	T	0–2
Trespassing	12	3	-1	0.25	T	3–11
Violent Total	**264**	**27.68**	**-6**	**0.10**	**T**	**202–302**
Property Total	**559**	**73.62**	**-30**	**0.12**	**T**	**390–562**
Total	**827**	**93.35**	**-26**	**0.10**	**T**	**751–918**

The Charlestown neighborhood of Boston has internally-consistent crime statistics that have been on a modest downward trend for the past seven years. Low use of "all other" and "all other theft" codes suggest that the

agency has taken pains to accurately code offense statistics. The agency's adherence to the old "hierarchy rule" (on the most serious offense is coded for each incident) means that we miss a lot of secondary and tertiary offenses, particularly in the lower part of the list, which helps explain low values in categories like weapon violations, disorderly conduct, drunkenness, liquor laws, and trespassing.

Selected calls for service in Boston/Charlestown

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
General Service	47	21.03	0.44	10	T	74–102
Gunshots	20	6.62	0.30	-1	C	12–28
Lost Property	81	13.24	0.16	6	T	99–113
Medical	52	5.46	0.10	0	C	45–59
Overdose	27	6.71	0.23	1	C	19–35
Psychological	62	6.52	0.10	1	C	54–70
Suspicious Activity	112	93.12	0.75	-42	T	0–33
Traffic Collision	621	99.94	0.16	46	T	746–900

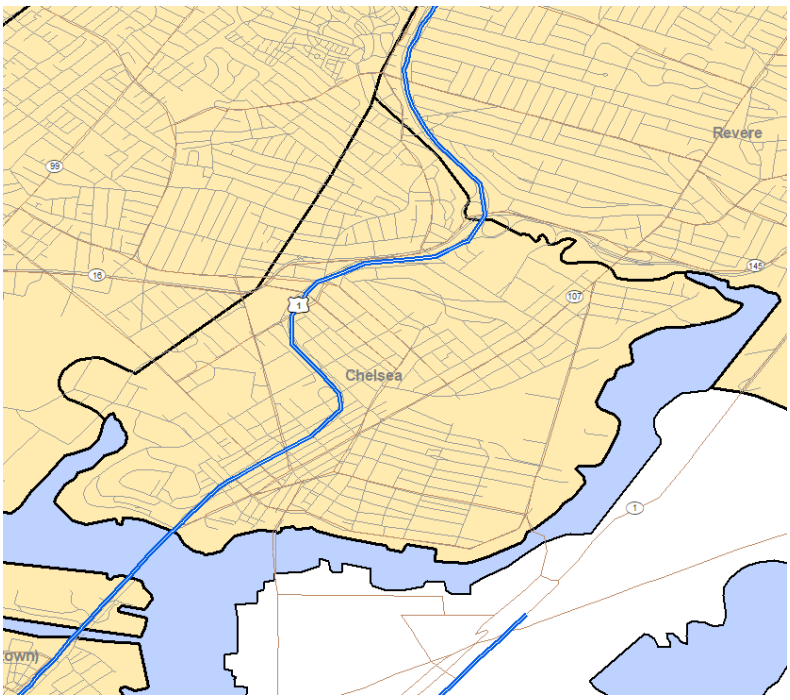
Boston changed computer-aided dispatch systems in 2015 and completely revamped its coding system. Because of that, some categories exhibit such inconsistencies from year to year that I cut them out entirely. A lack of good historical data will make it difficult to measure changes in non-crime events.

Collisions in Boston/Charlestown

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic						
Parked Vehicle						
Pedestrian						
Bicyclist						
Animal						
Fixed Object						
Curb/Barrier/Embankment						
Rollover/Non-Collision						
Other/Unknown						
Total						

Unfortunately, the Boston Police Department does not have electronic crash report data beyond what is recorded in the computer-aided dispatch (CAD) system and thus listed above under calls for service. Until this situation changes or we are able to get crash report data from the state, we will be unable to note changes in Charlestown-area crashes.

Analysis of baseline activity: Chelsea



Population (est. 2018): 40,974

Area: 2.5 square miles

Police officers: 110

City center distance to Encore: 1.83 miles

Chelsea is a diverse working-class community. The smallest city in the Commonwealth, and the second densely-populated, Chelsea is one of only three Massachusetts cities with a Hispanic-majority population. It has bounded back from crippling crime rates and near-bankruptcy in the 1990s and has enjoyed significant economic growth and gentrification in the past 15 years.

The city is physically close to Encore, and visitors coming from eastern Massachusetts or even Logan Airport might pass through the city's boundaries. Extra tourist traffic to Encore might bring extra visitors to its hotel and restaurant cluster off Everett Avenue.

Chelsea has a full-time crime analyst who is able to assist with the analysis of new patterns and trends in the city.

Crimes in Chelsea

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	2	1.84	0	0.76	C	0–4
Sexual Assault	57	10.2	0	0.17	C	45–69
Kidnapping	12	5.13	0	0.39	C	6–18
Robbery	149	58.5	-28	0.36	T	18–87
Aggravated Assault	234	60.82	-28	0.24	T	89–193
Simple Assault	656	67.35	-31	0.10	T	524–634
Threats	315	50.76	-23	0.15	T	206–284
Arson	3	1.76	0	0.49	C	1–5
Burglary	160	70.76	-34	0.41	T	1–67
Theft from Persons	23	11.05	-5	0.42	T	0–12

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Purse-Snatching	9	6.4	-1	0.63	C	1–17
Shoplifting	132	21.41	-3	0.15	C	106–158
Theft from Building	147	34.21	-5	0.22	C	106–188
Theft from Machine	0	0.35	0	0.00	C	0–0
Theft from Vehicle	164	52.06	-20	0.29	T	30–163
Theft of MV Parts	40	27.9	6	0.65	C	7–73
Other Theft	155	160.45	-67	0.95	T	0–78
Auto Theft	118	38.64	-19	0.31	T	30–74
Forgery	27	5.57	-2	0.18	T	14–32
Fraud	84	17.7	-4	0.20	C	63–105
Credit Card Fraud	27	8.46	1	0.29	C	17–37
Identity Theft	59	12.34	-5	0.19	T	29–61
Employee Theft	4	0.99	0	0.26	C	3–5
Stolen Property	32	11.18	-5	0.31	T	8–21
Vandalism	530	164.35	-80	0.28	T	184–339
Drugs	91	29.07	-14	0.29	T	26–63
Drug Equipment	1	0.83	0	0.97	C	0–2
Statutory Rape	7	4.65	2	0.88	T	6–18
Gambling	1	2.1	1	2.45	T	0–7
Pornography	5	2.14	1	0.53	T	3–10
Prostitution	11	3.85	-1	0.32	C	6–16
Weapons	70	18.9	-7	0.25	T	22–70
Bad Checks	12	3.66	-1	0.26	C	8–16
Disorderly	89	28.38	-14	0.29	T	31–54
Drunk Driving	46	10.67	2	0.21	C	33–59
Drunkenness	240	41.6	-16	0.16	T	142–251
Family Offenses	1	1.12	0	1.31	C	0–2
Liquor Laws	50	9.6	1	0.18	C	38–62
Runaway	2	5.47	-2	2.02	T	0–5
Trespassing	65	6.69	-2	0.09	T	53–73
Violent Total	1425	222.61	-110	0.15	T	1034–1148
Property Total	1803	520.07	-258	0.27	T	795–1068
Total	**3387**	**811.47**	**-406**	**0.20**	**T**	**2579–2700**

Once well-known locally for a fairly high crime rate, Chelsea has made excellent strides over the last two decades, as can be seen in these crime statistics, which show a very large decreasing trend. But as dramatic as the decrease has been, it has also been highly stable, and thus highly predictable from year to year. Both factors should make it easier to detect new patterns and trends emanating from Encore Boston Harbor.

Selected calls for service in Chelsea

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Abandoned Vehicle	59	16.19	0.26	-1	C	40–78
Disabled Vehicle	181	32.70	0.17	5	C	142–220
Domestic Dispute	613	95.97	0.15	-43	T	400–578

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
General Service	843	196.26	0.22	-65	T	340–933
Gunshots	42	28.83	0.69	12	T	53–123
Liquor	81	17.18	0.21	7	T	90–131
Lost Property	29	9.20	0.32	4	T	38–53
Medical	991	195.89	0.18	12	C	756–1226
Psychological	308	44.24	0.14	17	T	331–445
Suspicious Activity	1370	305.82	0.20	-116	T	731–1238
Traffic Collision	1369	128.54	0.09	63	T	1639–1728
Traffic Complaint	1050	319.22	0.30	150	T	1435–1873
Vagrancy	99	50.18	0.46	-7	C	45–153

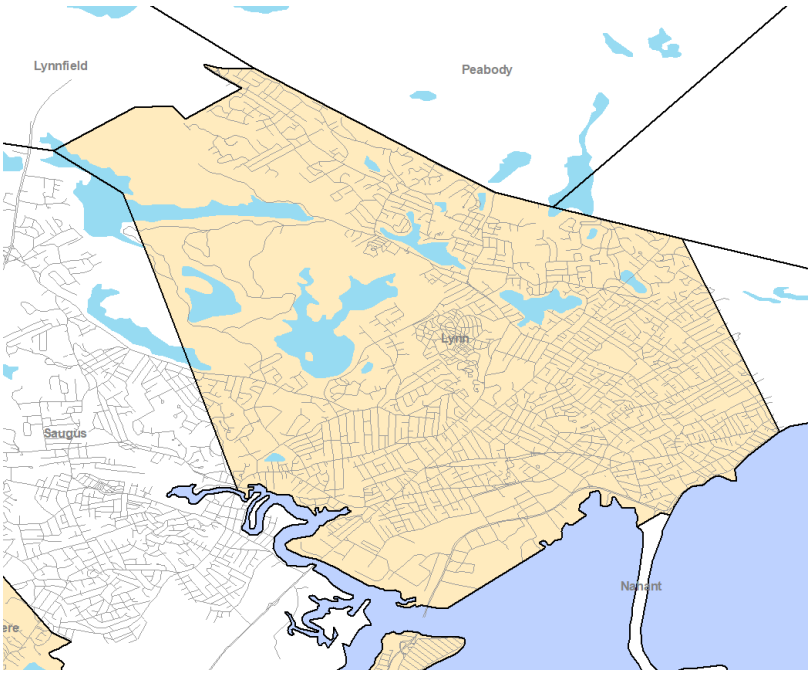
Like crime, most calls for service have been on a downward trend in Chelsea during this period—some predictably, some erratically.

Collisions in Chelsea

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic	417	53.17	0.12	20	T	452–490
Parked Vehicle	212	45.82	0.20	-18	T	102–172
Pedestrian	45	12.18	0.26	-2	C	30–60
Bicyclist	9	3.33	0.35	-1	T	0–12
Animal	0	0.73	1.70	0	C	0–1
Fixed Object	38	7.95	0.19	1	C	28–48
Curb/Barrier/Embankment	13	2.80	0.20	1	C	10–16
Rollover/Non-Collision	2	1.12	0.60	0	T	0–3
Other/Unknown	14	7.33	0.48	-1	C	5–23
Total	**750**	**34.88**	**0.04**	**0**	**C**	**708–792**

Chelsea has seen relatively predictable, stagnant crash figures during this period. Decreases in parked vehicle collisions have been balanced with increases in vehicle-in-traffic collisions. This backdrop should make it easy to identify new patterns in the area.

Analysis of baseline activity: Lynn



Population (est. 2018): 94,558

Area: 13.5 square miles

Police officers: 161

City center distance to Encore: 7.62 miles

Lynn is the city farthest removed from Encore Boston Harbor. Although its storied past as the "city of sin" has been tempered by crime decreases over the past two decades, its large population generates enough activity that any changes brought by Encore Boston Harbor will be difficult to detect.

Lynn has no travel routes to Encore excepting those that its own residents will use. A couple of bed-and-breakfasts make up its only lodging. It may see an increase in visitation from a small percentage of Encore visitors interested in the city's growing arts culture.

Crimes in Lynn

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	4	3.69	1	0.86	T	2–14
Sexual Assault	116	7.61	0	0.06	C	107–125
Kidnapping	13	3.74	-1	0.28	T	3–15
Robbery	157	14.08	-4	0.08	T	130–174
Aggravated Assault	418	45.28	-20	0.10	T	325–409
Simple Assault	789	89.98	-31	0.11	T	581–847
Threats	91	14.87	2	0.16	C	73–109
Arson	7	2.44	-1	0.32	C	4–10
Burglary	381	127.38	-63	0.31	T	119–210
Theft from Persons	43	8.81	-1	0.20	C	32–54
Purse-Snatching	0	0	0	0.00	C	0–0
Shoplifting	139	34.58	-8	0.23	T	57–181
Theft from Building	54	11.96	-3	0.21	T	23–63
Theft from Machine	0	0	0	0.00	C	0–0

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Theft from Vehicle	310	94.75	-41	0.28	T	80–270
Theft of MV Parts	14	7.46	-3	0.49	T	0–9
Other Theft	799	159	-69	0.19	T	425–739
Auto Theft	238	39.16	-8	0.15	C	191–285
Forgery	54	15.65	-8	0.27	T	20–37
Fraud	140	22.06	-10	0.15	T	87–130
Credit Card Fraud	63	12.95	-3	0.20	C	47–79
Identity Theft	0	0	0	0.00	C	0–0
Employee Theft	1	0.49	0	0.87	C	0–2
Stolen Property	0	0.45	0	0.00	T	0–2
Vandalism	810	133.68	-62	0.15	T	529–722
Drugs	254	65.04	-22	0.24	T	91–284
Drug Equipment	0	0	0	0.00	C	0–0
Statutory Rape	9	1.28	0	0.15	T	7–12
Gambling	1	1.5	0	1.05	C	0–3
Pornography	5	1.81	1	0.35	T	7–10
Prostitution	54	43.28	-18	0.71	T	0–37
Weapons	81	10.03	0	0.12	C	69–93
Bad Checks	0	0.35	0	0.00	C	0–0
Disorderly	168	36.04	-12	0.20	T	77–188
Drunk Driving	102	11.4	4	0.11	T	102–138
Drunkenness	0	0	0	0.00	C	0–0
Family Offenses	155	30.5	-9	0.18	T	79–177
Liquor Laws	32	6.76	-1	0.20	C	24–40
Runaway	0	0	0	0.00	C	0–0
Trespassing	109	18.58	2	0.16	C	87–131
Violent Total	**1588**	**138.52**	**-53**	**0.08**	**T**	**1296–1657**
Property Total	**3306**	**630.32**	**-301**	**0.18**	**T**	**1991–2741**
Total	**5227**	**843.77**	**-561**	**0.14**	**T**	**4062–4716**

Selected calls for service in Lynn

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Disabled Vehicle	845	156.72	0.17	-16	C	657–1033
Domestic Dispute	744	118.65	0.15	-55	T	490–678
General Service	751	49.10	0.06	2	C	692–810
Gunshots	155	15.73	0.10	2	C	136–174
Liquor	483	116.89	0.22	-55	T	222–374
Lost Property	378	37.44	0.09	0	C	333–423
Medical	8460	422.13	0.05	205	T	9395–9789
Overdose	272	139.66	0.51	68	T	490–607
Psychological	351	48.66	0.13	23	T	430–495
Suspicious Activity	1516	154.26	0.10	-51	T	1173–1639
Traffic Collision	3124	228.62	0.07	93	T	3377–3912
Traffic Complaint	2968	603.59	0.19	149	T	2663–4778
Vagrancy	182	29.34	0.16	10	T	157–251

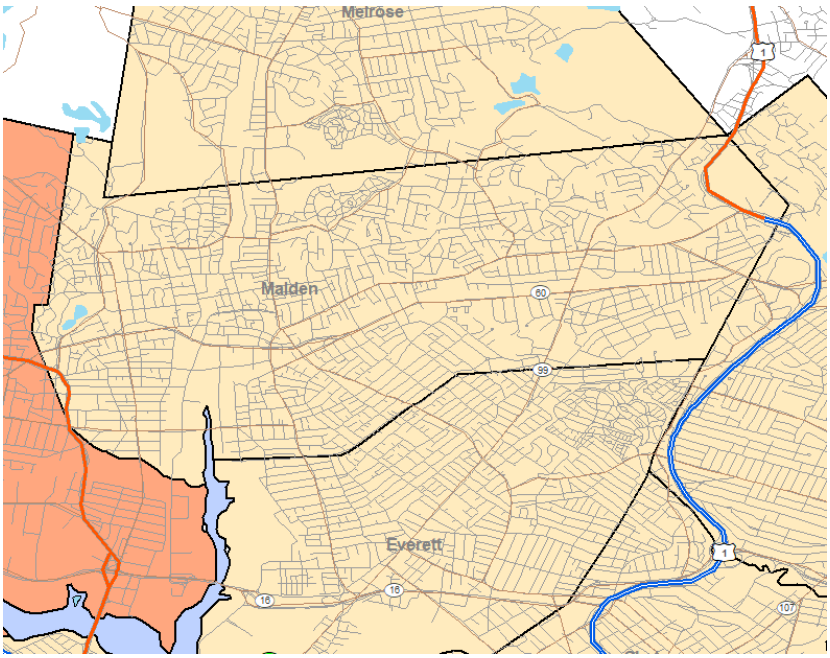
Lynn has exhibited a mix of upward and downward trends in its various calls for service over the past seven years, and almost all of its predictions are trend-based. Unfortunately, wildly varying numbers in the "traffic complaint" and "suspicious activity" categories will make it difficult to note changes there.

Collisions in Lynn

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic	2112	263.69	0.12	2	C	1796–2428
Parked Vehicle	8	3.24	0.35	1	T	8–18
Pedestrian	137	34.71	0.24	13	T	155–245
Bicyclist	5	3.28	0.57	0	C	1–9
Animal	2	1.29	0.53	0	C	0–4
Fixed Object	0	0.00	0.00	0	C	0–0
Curb/Barrier/Embankment	0	0.00	0.00	0	C	0–0
Rollover/Non-Collision	0	0.00	0.00	0	C	0–0
Other/Unknown	129	35.18	0.25	-16	T	46–110
Total	**2394**	294.16	0.11	**0**	**C**	**2041–2747**

Lynn's vehicle (in traffic and parked) and total collisions have low variances and virtually no trend. It seems unlikely that the agency has seen no fixed object, curb/embankment, or rollover collisions in 7 years, which suggests officers are not using these categories when coding. The high "other/unknown" total bears out this inference.

Analysis of baseline activity: Malden



Population (est. 2016): 61,469

Area: 5.1 square miles

Police officers: 102

City center distance to Encore: 2.28 miles

Bordering Everett to the north, Malden has one of the lower crime rates (for both violent crime and property crime) among the jurisdictions in this study. With the exception of a small part of U.S. Route 1 (a stretch mostly clear of businesses except a single liquor store), the city does not have many significant auto travel routes leading to Encore. However, the casino does operate a free shuttle out of Malden Center, which may increase foot and vehicle traffic to the businesses in the region.

Crimes in Malden

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	1	0	0	0.00	C	0–0
Sexual Assault	18	7.05	1	0.38	C	10–26
Kidnapping	5	3.33	1	0.73	T	6–14
Robbery	51	17.59	-9	0.32	T	13–29
Aggravated Assault	133	20.59	-3	0.15	C	108–158
Simple Assault	341	54.95	-24	0.16	T	202–316
Threats	83	68.07	-29	0.75	T	0–47
Arson	1	2.44	-1	1.55	T	0–0
Burglary	156	78.04	-38	0.47	T	0–58
Theft from Persons	13	3.25	0	0.23	C	9–17
Purse-Snatching	0	0.35	0	0.00	T	0–0
Shoplifting	99	30.28	-13	0.28	T	23–89
Theft from Building	24	8.63	1	0.36	C	14–34
Theft from Machine	0	0	0	0.00	C	0–0
Theft from Vehicle	164	40	-13	0.24	T	56–176
Theft of MV Parts	3	2.27	0	0.76	C	0–6

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Other Theft	334	78.16	-31	0.22	T	136–329
Auto Theft	95	18.3	-7	0.19	T	46–92
Forgery	27	9.75	-4	0.33	T	3–23
Fraud	62	7.59	0	0.12	C	53–71
Credit Card Fraud	15	9.51	4	0.62	T	20–42
Identity Theft	1	0.9	0	1.58	C	0–2
Employee Theft	0	0.49	0	0.00	T	0–2
Stolen Property	0	0	0	0.00	C	0–0
Vandalism	278	48.26	-22	0.16	T	166–242
Drugs	47	15.55	-5	0.30	T	7–54
Drug Equipment	0	0	0	0.00	C	0–0
Statutory Rape	1	0.83	0	0.97	T	1–3
Gambling	0	0	0	0.00	C	0–0
Pornography	2	1.36	0	0.63	T	1–6
Prostitution	5	3.16	0	0.63	C	1–9
Weapons	16	4.1	0	0.25	C	11–21
Bad Checks	0	0.45	0	0.00	C	0–1
Disorderly	54	14.62	-3	0.25	T	18–71
Drunk Driving	19	6.52	-3	0.33	T	2–17
Drunkenness	0	0	0	0.00	C	0–0
Family Offenses	62	19.08	-6	0.30	T	10–67
Liquor Laws	3	3.57	-1	0.96	C	0–7
Runaway	0	0	0	0.00	C	0–0
Trespassing	41	14.42	5	0.35	T	37–82
Violent Total	**631**	**130.59**	**-61**	**0.20**	**T**	**325–513**
Property Total	**1319**	**274.89**	**-129**	**0.20**	**T**	**688–1060**
Total	**1961**	**419.18**	**-215**	**0.18**	**T**	**1483–1844**

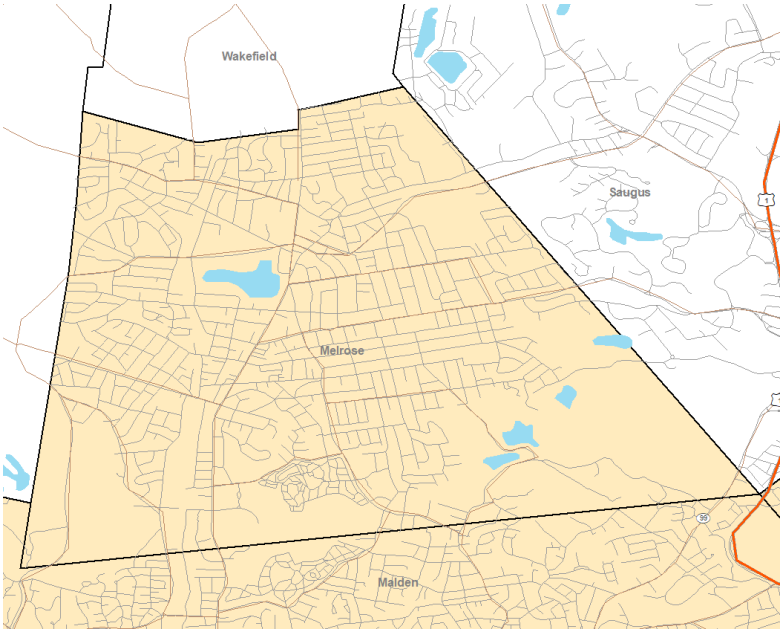
Selected calls for service in Malden

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Disabled Vehicle	169	33.87	0.19	-5	C	128–210
Domestic Dispute	130	21.69	0.17	3	C	104–156
General Service	828	218.42	0.25	101	T	1095–1438
Gunshots	17	7.59	0.45	-2	T	0–21
Liquor	301	119.13	0.36	-56	T	26–189
Lost Property	18	6.99	0.38	1	C	10–26
Medical	8660	2844.12	0.33	1150	T	9896–16642
Psychological	117	20.97	0.17	2	C	92–142
Suspicious Activity	622	37.15	0.06	-1	C	577–667
Traffic Collision	2020	270.63	0.13	110	T	2178–2816
Traffic Complaint	620	173.52	0.26	32	C	412–828
Vagrancy	13	7.70	0.65	-2	C	4–22

Collisions in Malden

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic	650	75.69	0.11	34	T	741–867
Parked Vehicle	5	1.25	0.24	0	C	4–6
Pedestrian	56	9.64	0.17	4	T	66–83
Bicyclist	5	1.46	0.28	0	C	3–7
Animal	0	0.35	2.45	0	C	0–0
Fixed Object	0	0.00	0.00	0	C	0–0
Curb/Barrier/Embankment	0	0.00	0.00	0	C	0–0
Rollover/Non-Collision	0	0.00	0.00	0	C	0–0
Other/Unknown	71	20.46	0.30	7	T	65–127
Total	**787**	**97.35**	**0.12**	**45**	**T**	**912–1056**

Analysis of baseline activity: Melrose



Population (est. 2018): 28,552

Area: 4.8 square miles

Police officers: 47

City center distance to Encore: 4.16 miles

On the outskirts of our study, Melrose is smaller and more suburban than most of the other communities analyzed here. It is avoided by highways and other major travel routes to Encore, it has no hotels, and it lacks most of the other attractions and amenities that a visitor to the area would seek out. Hence, it is unlikely to experience much impact from Encore unless this region experiences the type of wide-ranging crime patterns that have been rare in the other casino communities. We will be monitoring activity in and around MelroseWakefield Hospital, which serves as one destination for medical events at Encore.

Crimes in Melrose

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	0	0	0	0.00	C	0–0
Sexual Assault	3	1.2	0	0.40	C	2–4
Kidnapping	1	0.7	0	0.54	T	2–3
Robbery	5	2.85	-1	0.55	T	0–7
Aggravated Assault	17	4.43	-1	0.27	C	12–22
Simple Assault	64	9.11	-4	0.14	T	40–61
Threats	29	11.88	-5	0.38	T	0–23
Arson	1	1.76	0	1.23	C	0–3
Burglary	41	23.84	-11	0.55	T	0–20
Theft from Persons	1	1.36	0	1.58	C	0–3
Purse-Snatching	1	0.99	0	0.87	T	0–4
Shoplifting	9	4.16	-1	0.42	T	0–12
Theft from Building	33	10.7	-4	0.30	T	6–33
Theft from Machine	0	0	0	0.00	C	0–0

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Theft from Vehicle	50	18.01	-5	0.34	T	4–64
Theft of MV Parts	1	0.76	0	0.76	C	0–2
Other Theft	88	8.87	-2	0.10	T	69–100
Auto Theft	18	5.8	0	0.31	C	11–25
Forgery	6	2.9	0	0.47	C	3–9
Fraud	23	6.5	0	0.27	C	15–31
Credit Card Fraud	2	0.9	0	0.35	C	1–3
Identity Theft	7	2.36	0	0.29	C	4–10
Employee Theft	1	1.2	-1	1.20	T	0–0
Stolen Property	5	2.17	0	0.45	C	2–8
Vandalism	108	25.5	-12	0.23	T	46–87
Drugs	9	4.06	-2	0.42	T	0–9
Drug Equipment	0	0.35	0	0.00	C	0–0
Statutory Rape	1	1.03	0	1.44	C	0–2
Gambling	0	0	0	0.00	C	0–0
Pornography	1	1.05	0	1.84	C	0–2
Prostitution	0	0	0	0.00	C	0–0
Weapons	2	2.12	0	0.93	C	0–5
Bad Checks	2	1.29	0	0.50	C	0–4
Disorderly	10	3.99	-2	0.42	T	0–8
Drunk Driving	9	4.31	0	0.48	C	4–14
Drunkenness	8	4.13	-1	0.47	C	3–13
Family Offenses	0	0.35	0	0.00	T	0–0
Liquor Laws	4	3.88	-2	0.91	T	0–2
Runaway	0	0	0	0.00	C	0–0
Trespassing	7	3.37	-1	0.46	T	0–9
Violent Total	**120**	**23.82**	**-10**	**0.19**	**T**	**57–108**
Property Total	**404**	**79.10**	**-38**	**0.18**	**T**	**234–316**
Total	**515**	**112.78**	**-55**	**0.19**	**T**	**401–438**

With the lowest crime totals among the participating agencies, Melrose presents something of a paradox. Its 7-year crime trends have either been *dramatic* or *erratic*. For an example of the former, consider burglaries, which have decreased every year but one between 2012 and 2018, starting at a high of 86 in 2012 and reaching a low of 19 in 2016. The decrease is so steep that the predictive formula puts the window of its lower boundary at 0.

We also have a number of *erratic* categories, such as drunk driving, which ranged from 2 to 16 during the period while exhibiting no particular trend. Both dramatic and erratic crimes are hard to predict, but fortunately Melrose's generally-low volumes will make any new patterns easy to detect.

Also over concern is the agency's heavy use of the "all other" theft category, representing around 48% of its theft totals. More accurate coding of thefts (which we encourage regardless) might create illusory trends.

Selected calls for service in Melrose

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Abandoned Vehicle	5	2.70	0.56	0	C	2–8

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Disabled Vehicle	51	11.78	0.23	3	T	42–83
Domestic Dispute	78	12.98	0.16	-5	T	47–78
General Service	1021	72.54	0.07	30	T	1086–1246
Gunshots	2	1.03	0.60	0	C	1–3
Lost Property	95	36.51	0.38	16	T	129–193
Medical	1474	157.20	0.11	68	T	1602–1923
Overdose	20	6.40	0.31	1	C	12–28
Suspicious Activity	507	40.45	0.08	10	T	489–630
Traffic Collision	576	39.89	0.07	5	C	528–624
Traffic Complaint	696	278.98	0.43	120	T	839–1417

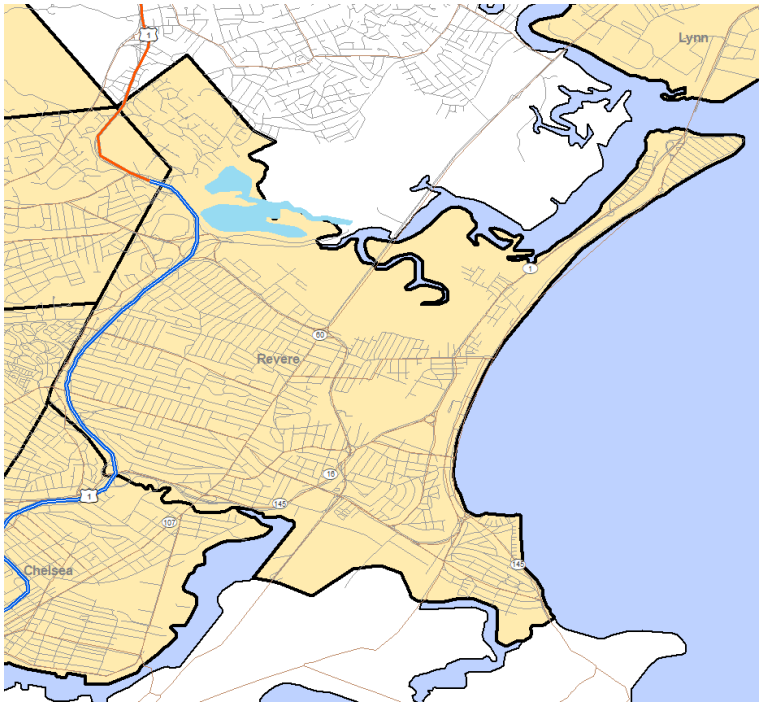
Melrose showed the same issues with calls for service as with crime. They are mostly low, but somewhat erratic, creating large predictive windows.

Collisions in Melrose

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic	182	18.23	0.10	6	T	185–240
Parked Vehicle	73	6.25	0.08	0	C	66–80
Pedestrian	9	1.73	0.20	0	C	7–11
Bicyclist	4	1.28	0.34	0	C	2–6
Animal	0	0.45	1.58	0	T	0–0
Fixed Object	24	3.64	0.15	1	T	23–34
Curb/Barrier/Embankment	9	2.23	0.24	0	C	6–12
Rollover/Non-Collision	1	0.88	0.68	0	C	0–2
Other/Unknown	10	1.60	0.16	-1	T	6–9
Total	**312**	21.06	0.07	**6**	**T**	**314–382**

Melrose has exhibited low and generally predictable collision volume. Analysis suggests high data quality and consistency in crash reporting at the agency, which will make changes all that easier to identify.

Analysis of baseline activity: Revere



Population (est. 2018): 54,296

Area: 10.0 square miles

Police officers: 103

City center distance to Encore: 3.52 miles

A reasonably busy north shore community, Revere shares a small part of its western border with Everett. It is far enough from Encore not to be in the facility's immediate area of influence, but the city might see increases in activity along travel routes or at hotels, restaurants, and shopping centers. The agency employs a full-time crime analyst, which always makes this process easier.

Crimes in Revere

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	1	0.83	0	0.97	C	0–2
Sexual Assault	40	12.09	1	0.28	C	25–55
Kidnapping	6	1.4	0	0.22	T	3–7
Robbery	53	14.69	-6	0.26	T	16–50
Aggravated Assault	178	14.26	1	0.07	C	161–195
Simple Assault	379	64.21	2	0.16	C	302–456
Threats	206	37.11	-4	0.17	C	161–251
Arson	3	2.49	-1	0.76	T	0–4
Burglary	147	31.36	-11	0.19	T	73–163
Theft from Persons	11	3.34	0	0.30	C	7–15
Purse-Snatching	11	4.36	-2	0.37	T	0–11
Shoplifting	186	48.68	19	0.25	T	205–333
Theft from Building	91	20.03	-6	0.20	T	42–104
Theft from Machine	0	0	0	0.00	C	0–0
Theft from Vehicle	69	14.39	3	0.20	C	52–86
Theft of MV Parts	5	3.25	1	0.60	T	3–14

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Other Theft	365	65.23	-16	0.16	T	228–459
Auto Theft	120	25.44	-12	0.19	T	63–107
Forgery	25	6.53	1	0.24	C	17–33
Fraud	87	11.97	1	0.13	C	73–101
Credit Card Fraud	29	11.01	-4	0.34	T	1–32
Identity Theft	42	8.1	-1	0.18	C	32–52
Employee Theft	7	2.13	-1	0.29	T	1–8
Stolen Property	29	7.87	0	0.25	C	20–38
Vandalism	375	73	-24	0.18	T	200–419
Drugs	88	19.29	-4	0.20	T	44–113
Drug Equipment	1	1.69	-1	1.69	T	0–1
Statutory Rape	7	3.24	0	0.48	C	3–11
Gambling	1	1.39	0	1.94	C	0–3
Pornography	4	2.9	1	0.75	T	2–12
Prostitution	5	2.12	1	0.57	T	3–10
Weapons	24	5.47	-1	0.22	C	17–31
Bad Checks	16	5.36	-2	0.29	T	3–18
Disorderly	82	14.45	0	0.17	C	65–99
Drunk Driving	56	23.14	9	0.39	T	63–125
Drunkenness	64	24.31	-9	0.34	T	3–72
Family Offenses	2	1.69	0	0.85	C	0–4
Liquor Laws	16	6.59	2	0.40	T	13–35
Runaway	0	0.7	0	0.00	T	0–1
Trespassing	36	9.5	1	0.25	C	25–47
Violent Total	**862**	**118.45**	**-6**	**0.13**	**C**	**720–1004**
Property Total	**1689**	**226.37**	**-58**	**0.12**	**T**	**1210–1994**
Total	**2787**	**365.11**	**-215**	**0.12**	**T**	**2262–3040**

Revere has seen decreases in crime during this period, but unlike many agencies, it did not decline steadily from 2012. Instead, it showed an increase between 2012 and 2014–2015, then saw decreases from 2015 onward. This makes the future of the trend less obvious and thus creates some large predictive windows.

Selected calls for service in Revere

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Abandoned Vehicle	133	32.04	0.23	12	T	143–231
Disabled Vehicle	331	67.13	0.20	22	T	328–533
Domestic Dispute	576	150.97	0.26	69	T	736–980
General Service	1301	241.09	0.17	-66	T	717–1528
Gunshots	31	17.77	0.57	7	T	37–81
Liquor	14	11.63	0.74	0	C	0–28
Lost Property	120	23.11	0.18	5	C	92–148
Medical	624	414.23	0.69	162	T	724–1767
Overdose	171	16.78	0.09	-3	C	151–191
Psychological	9	2.60	0.27	0	C	6–12
Suspicious Activity	1168	242.83	0.20	96	T	1299–1901

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Traffic Collision	1651	280.90	0.16	139	T	2190–2330
Traffic Complaint	1033	359.36	0.34	211	T	1394–2243

Most call-for service categories have been trending upwards in Revere over the last 7 years but inconsistently, resulting in some large predictive windows in which changes will be hard to detect. Consider suspicious activity calls, which increased between 2012 and 2013, decreased through 2015, and then saw a dramatic increase through 2018.

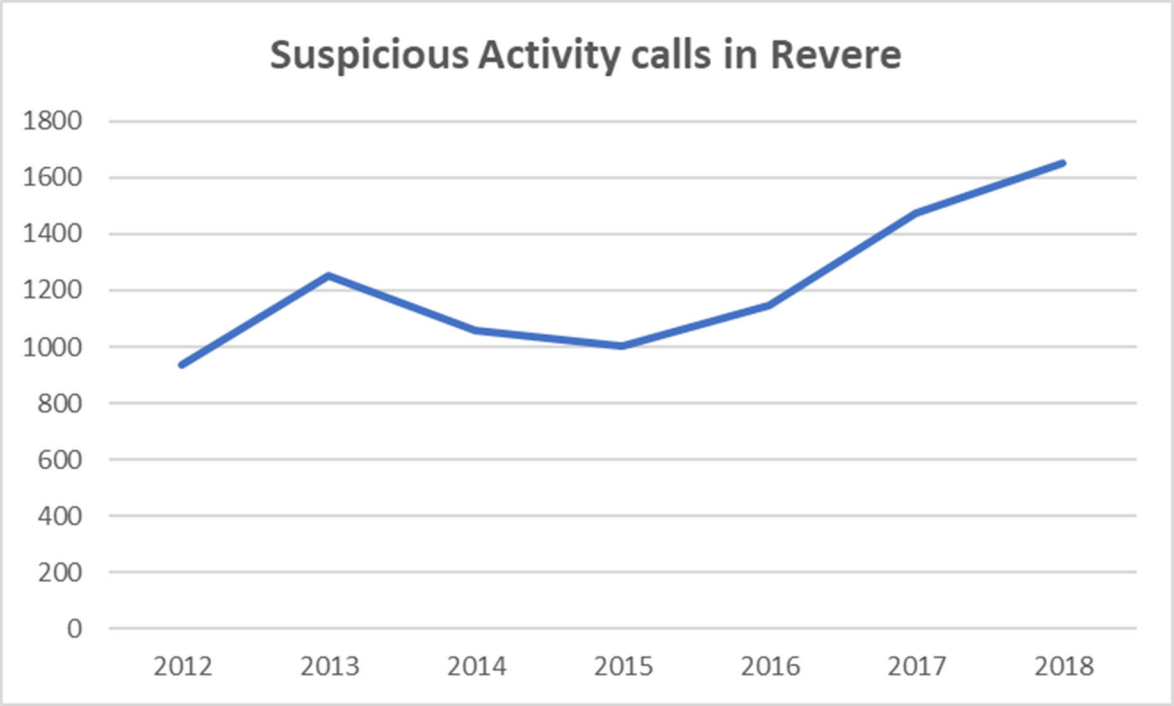


Figure 4: The change in suspicious activity calls over the years has been so erratic that the predictive window for 2019 is quite high.

Smaller time periods and smaller geographic areas within the city might tighten these windows and make changes occasioned by Encore easier to detect.

Collisions in Revere

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic	359	74.59	0.20	29	T	419–511
Parked Vehicle	82	21.37	0.26	9	T	94–131
Pedestrian	31	5.26	0.16	1	C	25–37
Bicyclist	7	2.49	0.32	0	C	4–10
Animal	1	1.05	2.45	0	C	0–2
Fixed Object	47	15.11	0.30	4	T	38–91
Curb/Barrier/Embankment	34	9.97	0.28	5	T	45–62
Rollover/Non-Collision	3	2.00	0.67	0	C	1–5
Other/Unknown	17	1.83	0.10	-1	T	14–19
Total	**581**	118.49	0.19	**47**	**T**	**680–849**

Revere has seen steady increases in collisions since 2012, a situation not likely to change with extra traffic on Route 1 and Revere Beach Parkway (Route 16).

Analysis of baseline activity: Somerville

Population (est. 2018): 82,161

Area: 4.2 square miles

Police officers: 124

City center distance to Encore: 1.45 miles

The most densely populated city in New England, Somerville sits across the Mystic River from Everett. Once known as Cambridge's working-class sibling, Somerville has experienced significant growth and revitalization in the 21st century, greatly reducing its historic crime rate. A full-time crime analyst is contributing her expertise to this project.

The neighborhood most likely to be affected by the proximity of the casino is Assembly Square, soon to be connected to Encore Boston Harbor by a pedestrian footbridge across the Mystic. This should bring additional visitors to the already well-trafficked shops and restaurants on Assembly Row.

Crimes in Somerville

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Murder	0	0.73	0	0.00	C	0–1
Sexual Assault	43	8.25	0	0.19	C	33–53
Kidnapping	5	1.18	0	0.22	T	2–6
Robbery	50	14.02	-5	0.27	T	13–51
Aggravated Assault	122	13.55	-3	0.10	T	92–139
Simple Assault	215	34.39	3	0.16	C	174–256
Threats	38	17.14	-5	0.43	T	25–47
Arson	6	6.94	-1	1.03	C	5–14
Burglary	241	95.1	-38	0.37	T	120–225
Theft from Persons	0	0	0	0.00	C	0–0
Purse-Snatching	0	0	0	0.00	C	0–0
Shoplifting	0	0	0	0.00	C	0–0
Theft from Building	61	13.73	3	0.22	T	52–100
Theft from Machine	0	0	0	0.00	C	0–0

Crime	2012–2018 Average	St. Dev.	Slope	C.V.	Prediction Type	2019 Prediction
Theft from Vehicle	258	101.33	-48	0.37	T	90–144
Theft of MV Parts	1	0.53	0	0.53	T	1–3
Other Theft	522	100.96	-36	0.18	T	265–550
Auto Theft	107	14.75	-3	0.13	T	72–125
Forgery	30	11.33	4	0.36	T	33–64
Fraud	119	25.87	3	0.21	C	88–150
Credit Card Fraud	48	26.57	9	0.56	T	46–123
Identity Theft	108	52.43	19	0.48	T	111–258
Employee Theft	1	0.73	0	1.27	C	0–2
Stolen Property	0	0	0	0.00	C	0–0
Vandalism	287	60.43	-27	0.20	T	141–248
Drugs	70	12.21	1	0.16	C	55–85
Drug Equipment	0	0	0	0.00	C	0–0
Statutory Rape	4	2.95	-1	0.71	T	0–3
Gambling	0	0	0	0.00	C	0–0
Pornography	3	1.2	0	0.40	C	2–4
Prostitution	4	2.7	-1	0.65	T	0–3
Weapons	37	6.82	-1	0.18	C	29–45
Bad Checks	0	0	0	0.00	C	0–0
Disorderly	79	14	-7	0.17	T	47–68
Drunk Driving	32	8.07	1	0.23	C	22–42
Drunkenness	0	0	0	0.00	C	0–0
Family Offenses	45	12.64	-5	0.27	T	11–45
Liquor Laws	16	4.22	-1	0.26	T	4–17
Runaway	0	0	0	0.00	C	0–0
Trespassing	22	6.16	3	0.27	T	26–40
Violent Total	**474**	**49.25**	**-12**	**0.10**	**T**	**359–484**
Property Total	**1858**	**297.45**	**-115**	**0.15**	**T**	**1120–1679**
Total	**2422**	**363.90**	**-141**	**0.13**	**T**	**1982–2804**

Somerville has experienced significant decreases in violent and property crimes during the past 7 years. Robbery, burglary, thefts from vehicles and vandalism have all been cut in half or more. Such dramatic increases make for unhelpfully large predictive windows. Thus, analysis of changes in Somerville might be best accomplished by breaking the city into smaller geographies.

Selected calls for service in Somerville

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Abandoned Vehicle	23	5.67	0.25	0	C	16–30
Disabled Vehicle	198	35.48	0.18	15	T	225–296
Domestic Dispute	573	84.11	0.14	-36	T	366–546
General Service	1937	240.70	0.12	28	C	1648–2226
Gunshots	43	10.81	0.25	-1	C	30–56
Liquor	383	96.27	0.24	-41	T	139–339
Lost Property	310	40.93	0.13	-12	T	211–348

Crime	2012–2018 Average	Standard Deviation	C.V.	Slope	Prediction Type	Prediction Window
Medical	9011	4598.13	0.47	-1353	T	4700–7813
Overdose	69	51.58	0.74	19	T	74–216
Psychological	341	86.34	0.25	41	T	453–555
Suspicious Activity	954	136.34	0.14	-25	C	790–1118
Traffic Collision	2530	393.13	0.15	-75	C	2058–3002
Traffic Complaint	1656	749.21	0.47	324	T	2142–3660

Somerville has shown mostly erratic trends in its call-for-service data over this period, making the prediction windows unusefully large. Breaking up the numbers into small geographic neighborhoods will be more useful when it comes to assessing change.

Collisions in Somerville

Collision Category	2012–2018 Average	St. Dev.	C.V.	Slope	Prediction Type	Prediction Window
Vehicle in Traffic						
Parked Vehicle						
Pedestrian						
Bicyclist						
Animal						
Fixed Object						
Curb/Barrier/Embankment						
Rollover/Non-Collision						
Other/Unknown						
Total	**575**	56	0.10	**9**	**C**	**491-659**

Somerville did not implement electronic crash reporting using the agency's records management system until 2018. Data provided for the period prior to 2018 lacks the "category" field, although it may be ultimately possible to assemble some of the categories from other variables. For now, totals are provided.

Spatial patterns of activity

Crime among the contributing communities tends to follow several broad geographic patterns regardless of the crime. The highest densities for most crimes (relative to the data contributed by all 8 communities) are found in the center of Chelsea and an east-west linear hot spot between East and West Lynn.

Other hot spots change depending on the crime. For burglaries, in addition to Chelsea and Lynn, we see high density in downtown Everett and the East Somerville, Prospect Hill, Winter Hill and Spring Hill neighborhoods of Somerville. The Bunker Hill area of Charlestown pops out for thefts from vehicles, as does a residential neighborhood in east Everett around the hospital. Gun violence stretches from its Chelsea hot spot westward into the center of Everett and also pops up in a residential neighborhood east of Malden Center and the intersection of Washington Street and McGrath Highway in Somerville.

No matter what crimes we put on the map, the area immediately around Encore Boston Harbor shows low crime rates historically.

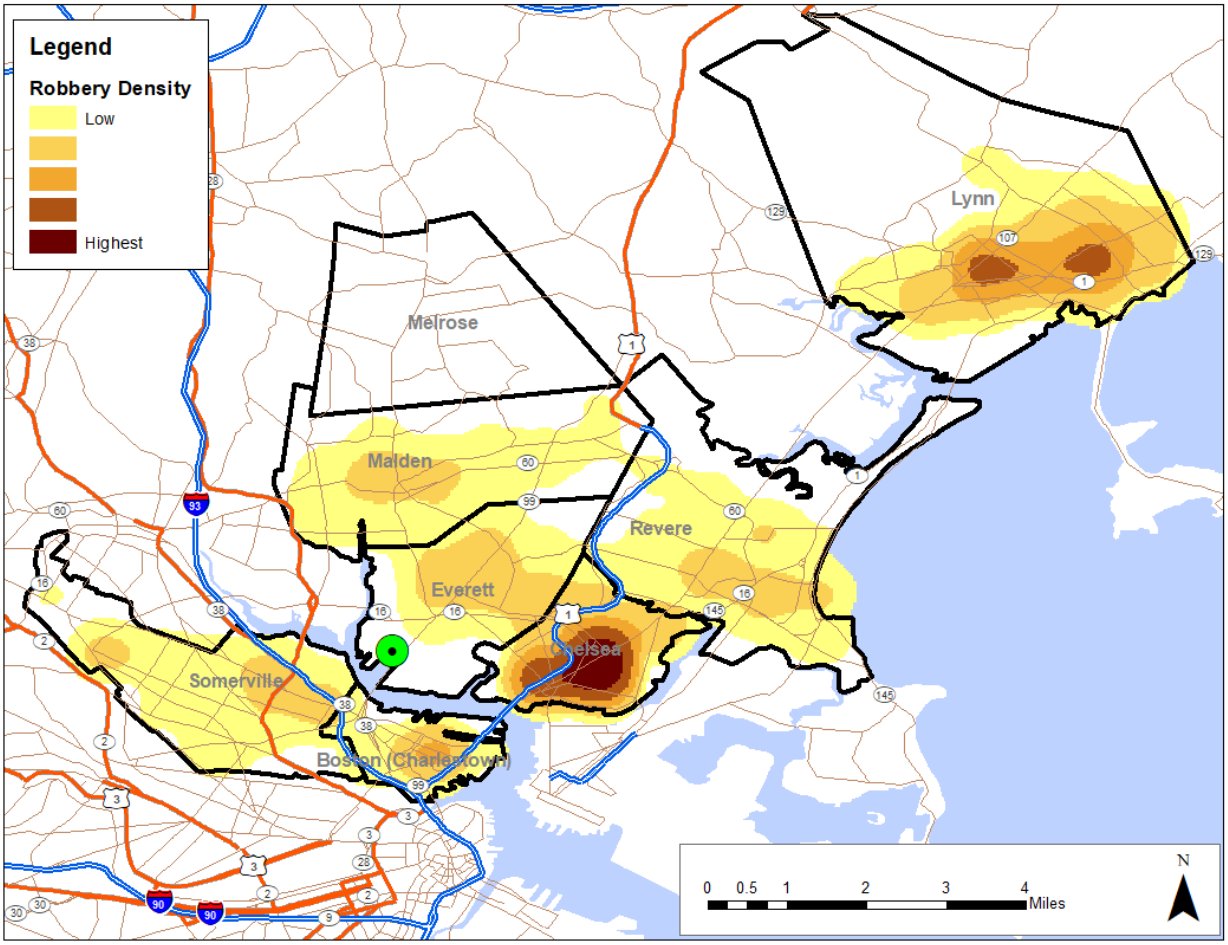


Figure 5: Robbery density among the contributing communities.

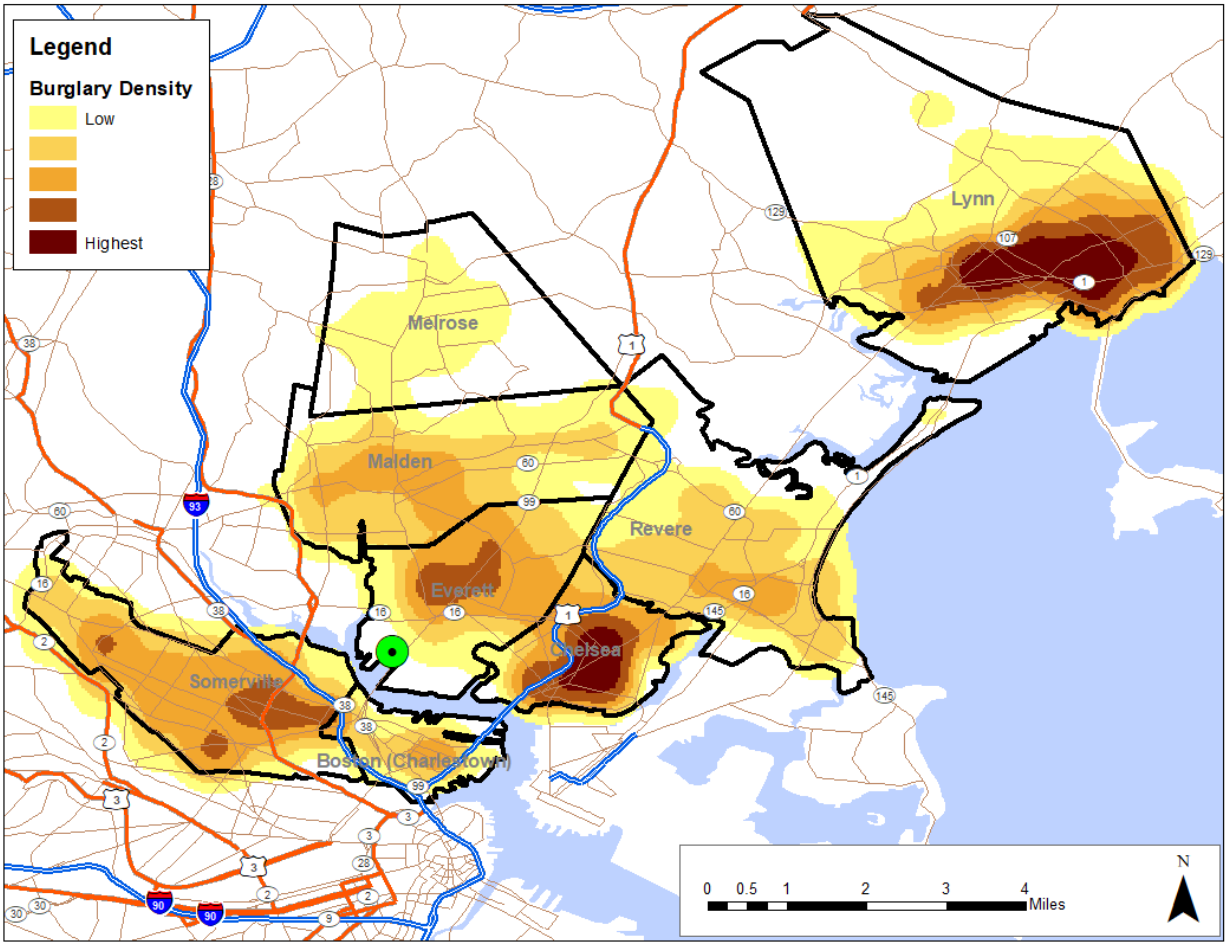


Figure 6: Burglary density among the contributing communities

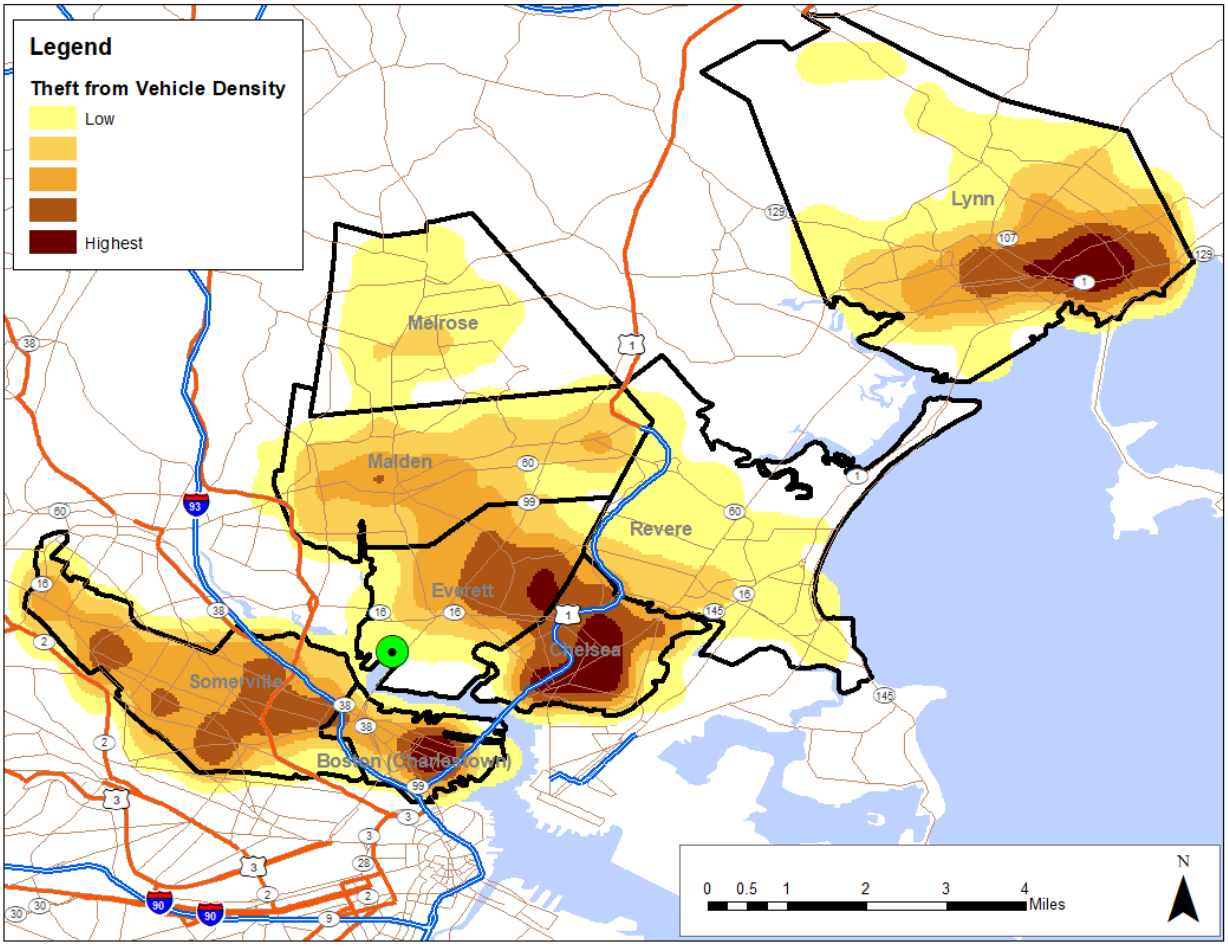


Figure 7: Theft-from-vehicle density among the contributing communities.

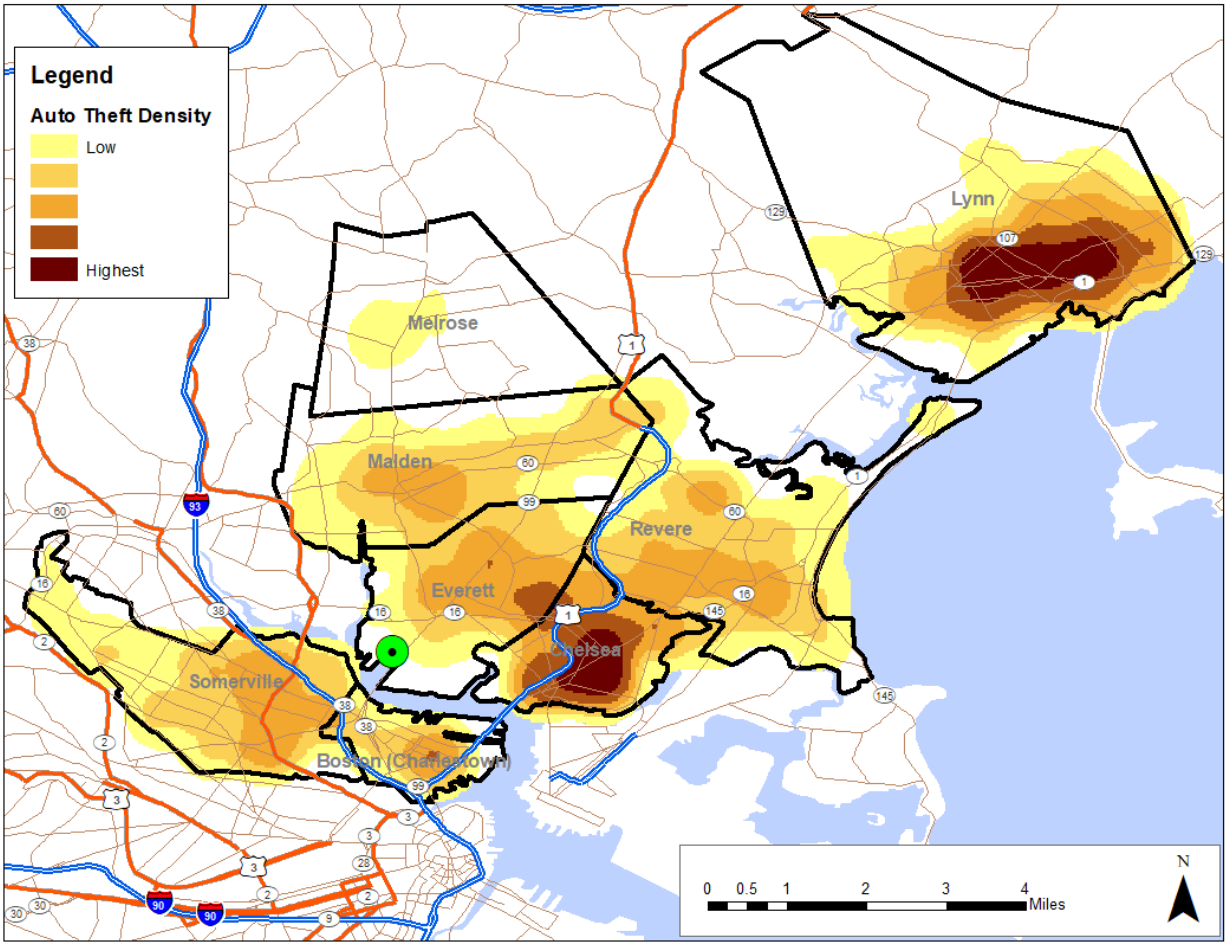


Figure 8: Auto theft density among the contributing communities.

Possible effects based on travel patterns

The primary concern that many surrounding communities will face is a simple increase in traffic. Even without any criminal intent, a traffic increase brings traffic collisions, traffic complaints, disabled vehicles, medical issues, lost property, suspicious activity complaints, disturbances, and a variety of other calls for service related to the sheer number of people in an area.

Encore Boston Harbor's position ensures that most vehicle traffic will arrive by one of six routes:

- **From the north**: Route 1 southbound, across the Tobin Bridge, to Rutherford Avenue, then across the Malden Bridge to Encore
- **Alternate from the north:** Route 1 southbound to Route 16 west to Broadway
- **From the south:** I-93 to Exit 28 in Somerville, across the Malden Bridge to Encore
- **From metro Boston/Cambridge:** Soldier's Field Road/Storrow Drive or Memorial Drive to the Gilmore Bridge to Route 99 to the Malden Bridge to Encore
- **From the west:** I-90 east to I-93 north to exit 28 in Somerville, across the Malden Bridge to Encore
- **From the northwest:** I93 south to exit 28 in Somerville, across the Malden Bridge to Encore

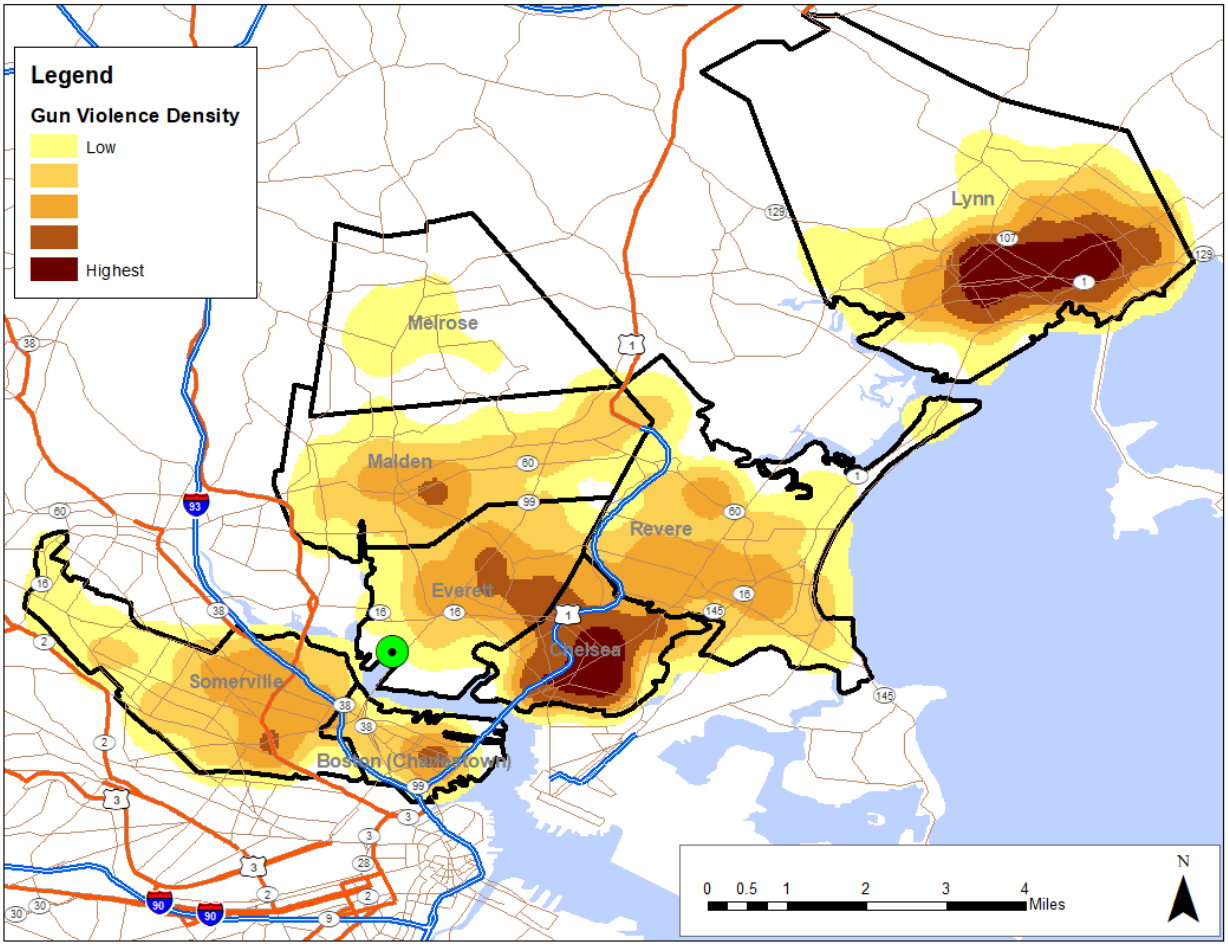


Figure 9: Gun violence density among the contributing communities

Extra traffic on these routes—which might be scarcely noticeable given the volume the highways already support—will mostly impact the State Police. Local communities will have to be concerned with travelers using their routes exits for food, gas, lodging, and shopping, and thus it will be important to analyze changes along local routes and within a certain radius of highway exits. These include:

- Exits off Route 1 in Revere and Chelsea
- Businesses along Route 16 through Everett, Chelsea, and Medford
- Exits off I-93 in Charlestown, Somerville, and Medford
- The river roads through Boston and Cambridge
- The local streets immediately around the casino

It is beyond the scope of this report to estimate the actual traffic volume on these routes, and of course any individual traveler may have reasons for ignoring his GPS; traffic is likely to increase in general on other local roads. Nonetheless, it will be important to analyze changes in activity on likely travel routes in particular.

Possible effects in immediate casino area

Encore Boston Harbor was built in an area that had previously been an unsightly industrial area. As such, there was little to no crime in the surrounding area, with the exception of a small smattering in the mixed residential/commercial area east of Broadway.

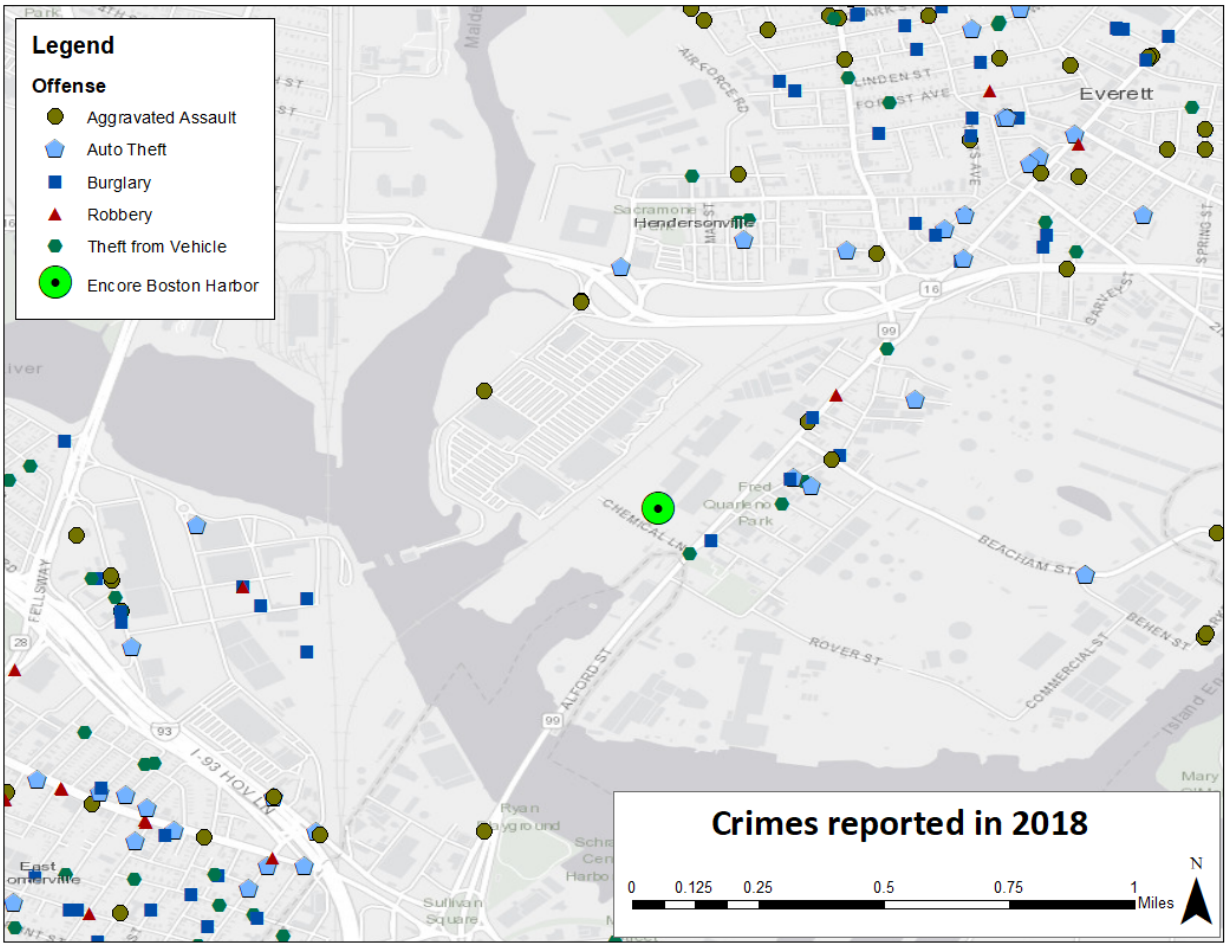


Figure 10: A map of selected crimes shows that the immediate area around Encore Boston Harbor had few crimes in 2018.

Unlike MGM Springfield, which was constructed in the middle of a busy commercial area with a high existing crime rate, where the extra law enforcement presence and "legitimate" traffic could help suppress historic crime hot spots, the Encore Boston Harbor neighborhood can really only increase. Whether new crime is confined largely to the casino itself (as it has generally been in Plainville and Springfield) or whether it spreads to the surrounding neighborhood is something future reports will analyze in detail.

In addition to the immediate blocks and streets around Encore, including the Gateway shopping center, we will be looking carefully at the Assembly Square neighborhood in Somerville, soon to be connected to Encore by a pedestrian bridge. This mixed residential/commercial neighborhood has undergone significant revitalization over the past decade and stands to gain more traffic from the proximity of Encore.

Location type

If crimes do increase in the areas surrounding Encore Boston Harbor, we might expect them to increase particularly at the types of establishments frequented by users of a casino (or any entertainment venue),

particularly hotels, restaurants, bars, and transit hubs. Calculating baseline volumes by type of location allows us to measure these specific changes.

Location type codes are based on IBR definitions. See the appendix for a list of crimes in each category.

Average annual crimes by category at selected location types, all participating agencies

Location Type	Violent Crimes	Property Crimes	Drug/Alcohol Crimes	Societal Crimes	Other Crimes
Air/bus/train terminal	12	14	4	1	11
Bank	31	224	3	1	29
Bar	62	51	15	11	38
Church	9	34	2	1	16
Commercial Building	18	150	2	2	1
Construction Site	5	44	1	1	14
Convenience store	110	240	16	6	51
Department store	35	496	12	6	55
Drug store/Doctor/Hospital	53	161	11	5	103
Field/woods	22	13	6	3	41
Gas station	23	85	3	1	18
Government/public building	87	104	17	10	245
Grocery store	45	309	10	3	79
Hotel/motel	30	41	7	9	43
Liquor store	12	33	2	1	9
Office	29	130	6	4	84
Park	37	25	7	3	12
Parking lot/garage	134	826	50	16	121
Residence	3047	4369	209	127	2605
Restaurant	92	198	38	14	131
School	154	154	15	23	148
Specialty store	34	260	5	3	28
Street	1462	2912	747	306	2288

State police data

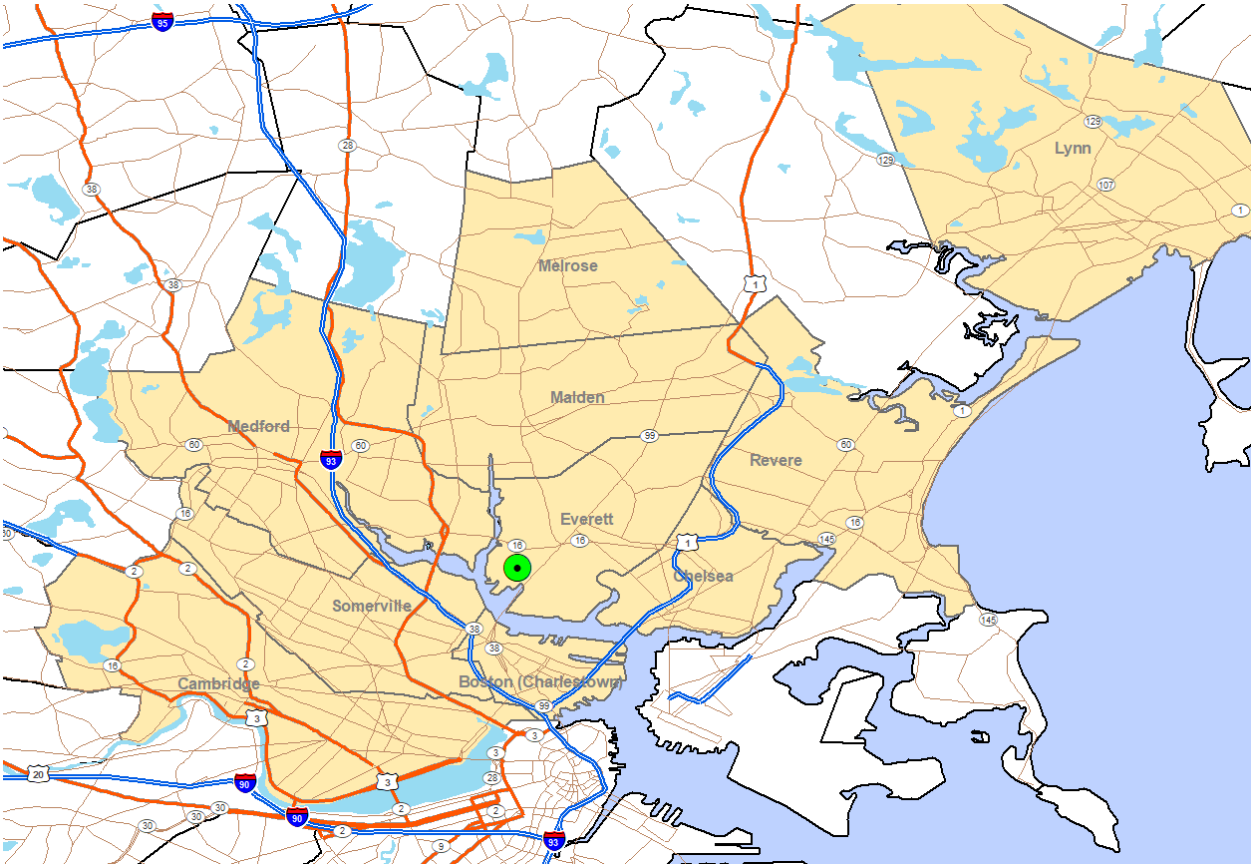


Figure 11: A network of State Police-patrolled highways and routes feeds the Encore Boston Harbor area.

State Police patrol state highways (principally I-90, I-93, and U.S. Route 1) in the Boston area, plus state properties and parks. They assist local police in response to some crime issues, and the State Police Gaming Enforcement Unit has taken over primary enforcement responsibilities at Encore Boston Harbor.

The Massachusetts State Police operate a records system with different conventions and reporting rules than the local agencies, so the categories and totals are not directly compatible. In some cases, where both agencies responded to an incident, the two systems may duplicate each other.

Naturally, the State Police are poised to see an increase in traffic on state roads that feed Encore Boston Harbor as well as at the casino itself. This will primarily be reflected in traffic-related calls for service and crimes, including collisions, drug possession, and drunk driving.

The data below comes from a combination of multiple State Police stations, including A-5 (Revere), A-4 (Medford), H-5 (Brighton), H-4 (downtown Boston), A-6 (Danvers), a section of Troop E eliminated and re-allocated in 2018, and various mobile statewide units such as headquarters units, canine units, and investigators.

Selected activity

Activity	2012–2018 Average	Standard Deviation	C.V.	Slope	Predictive Method	Predictive Window
911 Hangup or Error	6	2.19	0.64	0	C	3–9
Abandoned Vehicle	15	2.39	0.16	0	C	12–18
Abduction	2	1.67	0.97	-1	T	0–2
Alarm	16	4.20	0.27	-1	C	11–21
All Other	407	109.41	0.26	22	C	276–538
Animal Complaint	67	16.57	0.25	3	C	47–87
Arson	2	1.46	0.68	0	C	0–4
Assault	50	11.20	0.22	-1	C	37–63
Assist Other Agency	408	56.94	0.14	27	T	496–563
Bomb Threat	4	3.49	0.81	-1	T	0–3
Burglary	17	6.49	0.36	-2	T	0–21
Death	254	19.78	0.07	4	C	230–278
Disabled Vehicle	1570	149.97	0.09	-37	T	1220–1747
Disorderly	242	23.62	0.09	-2	C	214–270
Domestic Dispute	16	5.17	0.31	1	C	10–22
Drugs	33	10.29	0.30	1	C	21–45
Field Interview	24	8.02	0.33	2	T	21–47
Fire	120	13.50	0.11	-4	T	87–132
Found Property	3	1.88	0.60	0	C	1–5
General Service	189	85.48	0.47	32	T	196–422
Gunshots	17	4.23	0.24	1	C	12–22
Investigation	212	17.75	0.08	-7	T	166–215
Liquor	20	6.31	0.29	1	C	12–28
Lost Property	37	5.79	0.16	2	T	35–52
Medical	295	22.37	0.07	3	C	268–322
Missing Person	38	9.89	0.25	0	C	26–50
Municipal or Utility	163	38.42	0.23	-3	C	117–209
Other Theft	22	11.22	0.50	-5	T	0–15
Prisoner Transport	263	130.53	0.53	47	T	252–618
Psychological	16	4.49	0.26	-1	C	11–21
Recovered Vehicle	59	27.21	0.44	-11	T	0–53
Road Conditions	339	50.25	0.14	6	C	279–399
Robbery	16	4.24	0.25	-1	T	5–20
Suspicious Activity	114	21.28	0.19	-2	C	88–140
Threats or Harassment	11	2.78	0.28	1	T	10–18
Traffic Collision	3619	205.79	0.05	97	T	4037–4308

In situations where local police usually handle the report, as in most crimes, State Police activity varies considerably from year to year, though maintaining low numbers overall. But for highway-specific activity such as aggressive driving, disabled vehicles, erratic driving, vehicle stops, and traffic collisions, the figures are more consistent and predictable and thus will make it easier to note changes occasioned by the extra traffic in the area.

Note that these categories are based on the initial circumstances of the call and not necessarily the final criminal charges. The number of drug arrests is likely far higher than indicated here, as they would have initially been coded as vehicle stops, suspicious activity, or some similar call type.

Crashes on state roadways

Activity	2012–2018 Average	Standard Deviation	C.V.	Slope	Predictive Method	Predictive Window
Route 16	754	57.20	0.07	23	T	812–949
I-93	418	38.16	0.09	8	C	372–464
Route 28	416	14.82	0.03	4	T	430–481
Route 1	323	36.62	0.11	11	T	328–446
Memorial Drive	195	24.52	0.12	-10	T	138–195
Route 1A	114	9.36	0.08	2	C	103–125
Alewife Brook Pkwy	100	12.30	0.12	3	T	95–136
Route 38	90	8.00	0.08	1	C	80–100
Fresh Pond Pkwy	60	11.87	0.19	5	T	71–95
Lynnway	85	11.88	0.13	-3	T	58–99
Mystic Avenue	57	19.36	0.34	8	T	71–111
Revere Beach Blvd	56	9.66	0.17	4	T	64–82
Route 2	49	3.73	0.07	2	T	54–62
Revere Beach Pkwy	59	15.12	0.23	-4	T	23–74
Roosevelt Circle	41	10.55	0.25	3	T	35–72
Lynn Fells Pkwy	29	8.61	0.29	1	C	19–39
Msgr. O'Brien Hwy	40	5.90	0.15	2	T	39–57

State police-patrolled roadways show reasonably predictable crash volumes over the 7-year period, which should make it easier to detect if extra traffic heading to Encore Boston Harbor occasions any changes.

Conclusion and planned analysis of changes

Encore Boston Harbor is in the middle of a densely-populated, urban area with relatively invisible borders between communities. Existing crime patterns and trends are frequently shared by multiple agencies, and public transportation facilitates travel among them. Communities close to Encore will likely see increases in crimes and calls for service if based on nothing else than extra volumes of people and cars in the area.

The question is whether such changes will be detectable amidst the overall volume experienced in the area. No city or town in the Encore Boston Harbor region has a high crime rate by national standards, but each one has enough crime, crashes, and calls for service—based on population alone—that new trends caused by Encore may be hard to detect within the existing sea of data. It will be particularly important in this project for agencies to record incidents and offenders that they *know* are related to the casino, and it will be necessary to conduct effective spatial analysis around transportation routes and hubs.

Encore Boston Harbor opened on 23 June 2019, meaning that the participating agencies will have four months of post-casino data shortly after this report is released. In November or December of 2019, I will perform another extract from each of the participating agencies' records management systems and compare activity in previous July–October periods to what happened after the opening of Encore. I will:

- Assess in overall volume of crimes, calls for service, and collisions in this period
- Analyze for patterns in any categories that did experience significant change
- Look for changes in hot spots and temporal patterns, including those immediately around the casino
- Study changes in offender and victim demographics, including journey to crime
- Flag emerging problems involving particular types of crime, properties, or offenders

The analysis of the Encore area will have to use multiple methods of looking at change, some to account for trends that were already increasing or decreasing before the casino was built. This will bring a greater statistical complexity to this project's evaluations.

I will work with the agencies and their records management vendors to find a standardized method for flagging incidents that have a known relationship to the casino. While this will not provide a comprehensive statistical measure of casino-related crimes (particularly since the offender is unknown in most incidents), it will help identify casino-specific trends.

In all my work, of course, I will work closely with each of the participating agencies, and particularly the region's crime analysts, to achieve their perspectives and additional data elements.

I will repeat this analysis in the spring of 2020, after which the Massachusetts Gaming Commission and the participating agencies will help determine if continual four-month reports are needed or whether we can move to a 6-month report cycle.

Appendix: Abbreviations and definitions

Acronyms and abbreviations

CAD	Computer-aided Dispatch (system)	A police database that holds information about police dispatches to calls for service, including incidents discovered by police officers. Some but not all of the incidents reported in CAD are crimes and have longer records in the RMS.
IBR	Incident-based reporting	See NIBRS.
MGC	Massachusetts Gaming Commission	The commonwealth agency charged with overseeing and regulating gaming in Massachusetts
FBI	Federal Bureau of Investigation	National investigative agency, part of the U.S. Department of Justice, in charge of collecting national crime statistics.
IACA	International Association of Crime Analysts	A global nonprofit professional association that provides training, literature, and networking to individuals who analyze crime data.
MACA	Massachusetts Association of Crime Analysts	A nonprofit professional association that provides training, literature, and networking to individuals who analyze crime data in New England.
NIBRS	National Incident-based Reporting System	FBI program for data collection that supersedes UCR. Collects more specific data about a wider variety of crimes. With only a few exceptions, all Massachusetts agencies report to NIBRS and all Massachusetts RMS vendors have implemented NIBRS coding standards.
ODBC	Open Database Connectivity	A technology developed by Microsoft that allows any application that uses a database to connect to any database source. The primary mechanism by which we can extract data from police CAD and RMS databases.
PVTA	Pioneer Valley Transit Authority	The organization that operates bus service and other public transportation in western Massachusetts.
RMS	Records Management System	A police data system that stores information about crimes and offenders. See also CAD.
SEIGMA	Social and Economic Impacts of Gaming in Massachusetts	A multi-year research project hosted by the University of Massachusetts Amherst School of Public and Health Sciences. The SEIGMA project has a much broader mandate for its study than just crime.
UCR	Uniform Crime Reporting (program)	National program for the reporting of crime statistics to the FBI. Captures only summary data about a limited number of crime types. Contrast with NIBRS.

Crime definitions

The following are definitions of the crime categories used in this report. These are mostly drawn without modification from the FBI's definitions for NIBRS crime categories. In almost all cases, *attempts* to commit these crimes are counted equally with completed offenses. These crimes must, of course, be reported to the police to be included in this report.

Aggravated Assault: An attack by one person upon another for the purpose of inflicting severe bodily injury. Aggravated assault is either accompanied by the use of a deadly weapon (e.g., gun, knife, club) or some mechanism that would result in serious harm (e.g., pushing someone down a staircase), or by serious injury even with a weapon that isn't normally "deadly" (e.g., punching someone and breaking his jaw). If the incident involved neither a deadly weapon nor serious injury, it's coded as a simple assault instead.

Arson: Intentional burning of a structure, vehicle, or personal property.

Auto theft: Thefts of vehicles capable of operating under their own power, including automobiles, trucks, buses, motorcycles, and snowmobiles.

Bad checks: The issuance of checks on accounts with insufficient funds. This type of crime is typically only reported by police when an arrest is made or an individual is charged.

Burglary: Unlawful entry of a structure, including residences, commercial buildings, and government buildings. The entry does not have to occur by force (e.g., a "break-in"). The usual motive for burglary is to steal something inside, but this isn't a necessary part of the definition.

Counterfeiting/forgery: Use or possession of an altered, copied, or imitated negotiable or non-negotiable instrument, including U.S. currency, checks, and money orders.

Credit card fraud: Use of a stolen credit card or credit card data to obtain goods or services.

Disorderly: Disorderly conduct that rises to the level of a criminal charge.

Drug offenses: Manufacturing, sale, trafficking, transporting, or possession of controlled substances. Typically, "incidents" of such crime are arrests, as the only way such incidents are reported is when they are discovered by the police.

Drunk driving: Operation of a motor vehicle while intoxicated; usually while above a state-designated legal blood alcohol level. As with many of the drug and alcohol categories, such incidents are only reported when discovered by the police, usually resulting in an arrest.

Drunkenness: Naturally, not all incidents of intoxication are a police matter. Police incidents that fall into this category are usually incidents of either public intoxication or individuals so dangerously intoxicated that they are placed into protective custody until sober.

Employee theft: Also, "embezzlement." Theft of an employer's property by an employee.

Extortion: Theft or attempted theft of money, goods, or services through non-violent coercion.

Family offenses: Unlawful, nonviolent acts by a family member that threaten the physical, mental, or economic well-being of another family member and are not classified under any other category. This category is only reported when someone is charged, and it almost always involves violations of restraining orders or child neglect.

Forgery: Forgery of personal checks, business checks, U.S. currency, or similar negotiable and nonnegotiable documents.

Fraud. Theft of property by lying in such a way that convinces a victim to surrender money or goods. It is theft through some kind of scheme, "con game," or ruse.

Gambling offenses: Crimes related to illegal gambling, promoting gambling, operating gambling machines, bookmaking, and sports tampering.

Identity theft: Representation of oneself as another (actual) person or use of another person's identifying information to obtain goods or services, housing, medical care, or status.

Kidnapping: The abduction of one person by another, whether through force or guile. Most incidents coded as such as "custodial" kidnappings involving a parent taking a child in violation of a custodial agreement.

Liquor law violations: Illegal manufacturing, sale, possession, or consumption of intoxicating drinks, often because the offender is below the legal age.

Murder: the killing of one person by another, including non-negligent homicides.

Other thefts: A general category that includes thefts of services (e.g., gas drive-offs), thefts from persons (e.g., pocket-picking), thefts from outdoor public areas. Essentially, any non-burglary, non-robbery theft that is not covered in one of the "theft" or "shoplifting" categories (below) is categorized here.

Pornography: Possession, sale, or manufacturing of illegal pornography. Since pornography is legal in Massachusetts, such incidents generally involve minors, either as the subjects or recipients of the pornography.

Property crime: An aggregate category that sums the totals of arson, burglary, thefts from persons, purse snatching, shoplifting, thefts from buildings, thefts from machines, thefts from vehicles, thefts of vehicle parts, other theft, auto theft, forgery, fraud, credit card fraud, identity theft, employee theft, extortion, stolen property, and vandalism.

Prostitution: Promotion or participation of sexual activities for profit. As with drug offenses, most "incidents" of prostitution are arrests, as the crime is rarely reported except when discovered by the police.

Purse snatching: A theft in which an offender grabs a purse off the arm of the victim. If any significant force, violence, or threats are employed, this crime becomes a robbery.

Robbery: Taking or attempting to take anything of value from another person by force or violence or threat of force or violence. "Muggings" and "hold-ups" are examples of robberies. A robbery requires a direct confrontation between the offender and victim; houses and buildings cannot be "robbed."

Sexual assault: Any sexual act directed against another person (of either sex), either by force or otherwise against the person's will, or non-forcibly but when the victim is incapable of giving consent because of temporary or permanent mental or physical incapacity. This category combines rapes, indecent assaults, molestation, and sexual penetration with an object.

Shoplifting: Thefts of items offered for sale at retail establishments.

Simple assault: An assault that does not involve a dangerous weapon and does not result in significant injury.

Statutory rape: Nonforcible sexual activity with an individual who is unable to give legal consent because of age.

Stolen property offenses: Possession or sale of property previously stolen including motor vehicles and personal property. Often, the person possessing the property is the one who stole it in the first place, but this category is used when the actual thief cannot be determined.

Thefts from buildings: Thefts of items from commercial or government buildings open to the public, where such entry does not constitute burglary. This often takes the form of thefts of employees' property at businesses open to the public.

Thefts from machines: Thefts from coin-operated machines, either for the coins or for the products inside.

Thefts from persons: Thefts of personal property from the direct control of the owner. These often take the form of pocket-pickings or thefts of or from diners' purses at restaurants. If any force, violence, or threats are employed, this crime becomes a robbery.

Thefts from vehicles: Thefts of items from motor vehicles. The category includes breaking into vehicles (e.g., smashing a window), unlocked entry, and thefts of items from a vehicle's exterior, such as pickup truck beds. Note that thefts of vehicle parts are in a separate category.

Thefts of vehicle parts: Theft of parts or accessories from motor vehicles, including wheels, license plates, and engine parts.

Threats: Threats to commit physical violence by one person against another. If any weapon is actually displayed or employed, or if an assault is actually attempted, the crime is categorized as a simple or aggravated assault instead.

Trespassing: Illegal entry to a non-public part of a residence or business. Such entry is rarely to the *interior* of the property, or it would be coded as burglary instead. Most reportable incidents of trespassing are either after notice (e.g., a repeat shoplifter who is ordered not to return to a store) or at posted locations (e.g., construction sites, abandoned buildings).

Vandalism: Destruction or defacement of public property, buildings, vehicles, or personal property.

Violent crime: An aggregate category that sums totals for murder, sexual assault, kidnapping, robbery, aggravated assault, simple assault, and threats.

Weapon offenses: Possession, sale, or manufacturing of illegal weapons. This is often an additional offense discovered by police during arrests for other crimes.

Call for service definitions

Calls for service include both criminal and noncriminal police incidents and activities. In the case of criminal activities, such incidents receive a longer, more detailed report in the police records management system, and it so it makes more sense to analyze them using the crime categories above than in their original call-for-service form. Thus, the only incident types we have selected for analysis in this report are noncriminal. Definitions of those types appear below. Because the police officer does not usually write a full report for calls for service, the dataset available for analysis is more limited.

Administrative: A wide variety of call types that have to do with the administration of a police department, such as delivery of documents to businesses or other government facilities, attendance at meetings, vehicle maintenance, or even meal breaks. Agencies use their call-for-service systems to document such activities so that, later, they can determine what a particular officer or unit was doing at a particular time, although the incidents

are not truly "calls for service." Practices differ significantly between police agencies as to what is reported under this category, and it is generally not useful for analysis.

Alarm: A burglar, panic, or medical alarm that required a response but (probably) turned out to be false or would have a different final code.

Animal complaint: Calls involving sick, dangerous, or wild animals, animals in danger (e.g., left in a hot or cold car), or loose or noisy pets.

Assist other agency: A call type that involves rendering aid to a neighboring police or other government agency for any number of purposes, including serious crimes, fire and medical issues, and traffic issues.

Crime enforcement: Any number of pro-active police activities meant to deter crime, generally taking the form of a "directed patrol" to a particular location during a peak time for criminal activity (based either on citizen complaints or internal analysis). Though not a technical "call for service," such incidents are recorded in the CAD database to document the officer's activity.

Disabled vehicle: A call for service for a vehicle suffering physical or mechanical trouble, usually broken down in an active roadway.

Disturbance: Any of a variety of types of disorderly conduct, disputes, fights, and excessive noise.

Domestic dispute: A dispute between family members, spouses, or intimate partners that has not risen to the level of physical violence.

General service: Minor calls for service that involve rendering aid to residents and visitors for a variety of issues such as giving directions, installing car seats, dealing with lockouts, and providing physical aid.

Gunshots: Reports of gunshots fired, whether phoned in by a resident or received from automatic detection services.

Hunting: Reports of hunters hunting off-season, in protected areas, with illegal gear, or in an unsafe manner.

Lost property: Calls for service involving lost personal property such as wallets and mobile phones. If there is any indication of theft, these incidents are typically reported under the appropriate crime category.

Medical aid: All calls for medical aids except unattended deaths and overdoses. Police responses only are included in the figures in this report.

Missing person: a runaway or other missing person.

Prisoner transport: documentation of a police agency transporting an arrested person from one facility to another.

Assessing the Influence of Gambling on Public Safety in Massachusetts Cities and Towns

Analysis of changes in police data following eight months of activity at MGM Springfield

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Crime Analysis Consultant to the Massachusetts Gaming Commission
1 November 2019
v. 1.0

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Important note

This report was prepared for the Massachusetts Gaming Commission and Springfield-area police agencies by a contracted consultant. Although both the Commission and the chief executives of the agencies were allowed to review, comment, and offer alternate viewpoints, the final conclusions are the consultant's and do not necessarily reflect the views of the Gaming Commission nor the contributing police agencies.

Many statistics are offered in this report that show increases and decreases in certain categories in Springfield and surrounding communities. In all cases, when aberrations have appeared, I have done my best to analyze them and determine their cause. Until analyzed, statistics that indicate notable increases or decreases in activity are simply *indicators* worthy of further analysis, and not proof of any particular "cause" of the changes. **No statistic offered in this report should be taken, by itself, as proof of a casino cause**. Anyone who cites or reports the statistics without a thorough consideration of additional factors is using this report irresponsibly.

Executive summary

Summary

MGM Springfield opened on 24 August 2018 in the midst of a dense, urban area with a historically higher-than-average, but decreasing, crime rate. The large number of patrons drawn to the casino and their associated offenses and victimizations have made the facility the top location for crimes and calls for service in the region, although the overall effect on the region's numbers is mild. In the eight months after MGM opened, the most conclusive evidence of effects on public safety has been in certain calls for service related to traffic and visiting population numbers, such as traffic collisions, traffic complaints, disabled vehicles, and general service calls. Even these are regionally localized and seem to be affecting the southern communities more than the northern ones. There have also been a couple of micro locations close to MGM—principally Union Station in Springfield and commercial areas across the bridges in West Springfield—that have seen increased activity.

About this report

- The primary purpose of this report is to conduct an analysis of the increases and decreases in activity in the communities surrounding MGM Springfield since the casino opened, to identify which changes in activity might be attributable to the casino, and to triage trends for more detailed analysis in later reports.
- Data was collected from the records management systems of the Springfield, Agawam, Chicopee, East Longmeadow, Hampden, Holyoke, Longmeadow, Ludlow, Northampton, West Springfield, and Wilbraham Police Departments and the Massachusetts State Police. Crime, calls for service, and collisions during the period of September 2018–April 2019 were compared to the same months over the previous 5 to 7 years, depending on the data quality of the participating agency.
- Any significant increases were analyzed in more detail with available quantitative data.
- To determine likelihood of a casino relation, I used a rubric of my own design that analyzes the data for several variables: logical connection to a casino, complementary increases in other communities, complementary increases in similar crimes, evidence of increased participation from individuals outside the local area, spatial proximity to the casino, comparison to control communities, and specific mention of the casino or gambling in the police reports.
- Because many of the crimes in these communities were on downward or upward trends, the report compares the eight post-casino months to a range of "expected" values depending on the strength of the past trend.

Major findings

- The casino itself has been the site of several hundred crimes, including violent crimes, property crimes, and police responses for other types of activity, in the eight months since it opened. As such, it has risen to the top of the local area list of hot spots and has about as much activity as a large shopping mall.
- To the extent that the casino has "caused" crime, however, it seems largely confined to the casino itself. Both the immediate block around the casino, the Metro Center of Springfield, and the surrounding residential and business community all have normal-to-low volumes, suggesting that attractors of more crime (i.e., extra people in the area) and suppressors (i.e., extra natural guardianship, extra police presence) are canceling each other out.
- The surrounding communities saw some increases and decreases but very few consistent trends to which MGM Springfield serves as a clear source. Issues most likely influenced by the casino include:

- An increase in traffic collisions and traffic-related calls for service (disabled vehicles, abandoned vehicles, traffic complaints) on state highways and some local roads, particularly to the south and west of the casino (notably in Agawam and West Springfield).
    - An increase in other activities that tend to increase with visitors to an area, such as medical aids in Springfield and "general service" and "lost property" calls in other communities.
    - An increase in activity at Union Station in Springfield specifically. (The facility had been closed between 1973 and 2017, but crimes and calls increased even in comparison to the combined values at the previous train station and bus stations.)
    - An increase in minor disorder and suspicious activity just across the two bridges in West Springfield.
- The surrounding communities had several joint trends for which there is no logical tie to MGM Springfield but are still worth addressing to improve public safety in the region. These include:
    - An increase in domestic violence and domestic disputes in Agawam, Ludlow, and perhaps Longmeadow.
    - Increases in pornography-related offenses in several communities. Judging by the locations of the incidents and the demographics of those involved, these seem to be a trend of "selfies" and "sexting" among local teenagers, and not anything occasioned by the casino.
- Several patterns identified in the four-month report did not continue into the eight-month period:
    - A pattern of thefts from vehicles in residential driveways and thefts from residences extending southeast of the casino, including neighborhoods in Springfield, Longmeadow, and East Longmeadow. Both Springfield and Longmeadow report responding to that pattern by establishing directed patrols (Longmeadow's through its DDACTS program) in the affected area, suggesting that the disappearance of the pattern is an example of using this project effectively to respond to emerging patterns.
    - A purse-snatching pattern along Riverdale Drive in West Springfield.
    - An increase in sexual assaults in Springfield.
    - An increase in gunshot calls in Springfield (which was attributed to an expansion of the ShotSpotter detection system).
    - Increases in hunting violations in Hampden and Wilbraham.
- Although there is anecdotal evidence of MGM Springfield appearing among "last drink" locations during drunk driving arrests, in general drunk driving has not increased in the region as reflected either in police arrests or crash statistics. This variable is poorly recorded within regional crash data, however, and we await a more comprehensive state dataset for further analysis.

Background and methodology

Background

This report is part of an effort by the Massachusetts Gaming Commission (MGC) to assess the social and economic influences of new gaming facilities across the state. Primary work in this area is being done by the Social and Economic Impacts of Gambling in Massachusetts (SEIGMA) study at the University of Massachusetts Amherst School of Public Health & Health Sciences, drawing upon research and experiences in many other states.

Although many studies had attempted to study the effects of gambling on overall rates of serious crimes, aggregated annually, hardly any studies have attempted to analyze more specific and minute changes in public safety activity following the opening of casinos, including variations by hour, month, and season, changes in patterns and hot spots, and changes in non-crime activity such as traffic collisions and calls for service. The MGC was interested in the answers to these questions—in analyzing public safety at a level of detail that would actually help police agencies anticipate and respond to emerging and changing problems.

In 2014, the MGC contracted with a career crime analyst, the author of this report, to extract data from the agencies likely to be affected by the opening of Massachusetts's new casinos, and to design a process for assessing changes in those agencies' activity on a periodic basis. Work began in 2015 with baseline and first-quarter analyses of the Plainville area, where Plainridge Park opened in June. As of this date, three years' worth of reports have been issued covering changes in crime and other public safety issues since Plainridge Park opened.

MGM Springfield opened in late August 2018. This is the second report that investigates that casino's influence on the surrounding community.

Publicly-issued and planned reports on changes in crime and police activity from this project

Issued	Report	Notes
August 2015	Report on baseline activity at Plainville area agencies	Established statistical measures for post-casino comparison
November 2015	Evaluation of change in police data after the first three months of Plainridge Park	Few changes discernible in immediate 3 months.
April 2016	Analysis of changes in police data after the first six months of operation at Plainridge Park Casino	Identified traffic-related calls for service as likely related to PPC. Noted increases in fraud-related crimes.
December 2016	Analysis of changes in police data after the first year of operation at Plainridge Park Casino	Continued to note increases in traffic-related calls; established credit card fraud increases as "likely related."
December 2017	Analysis of changes in police data after the first 2 years of operation at Plainridge Park Casino	Most comprehensive report so far. Included comparative analysis of control areas.
June 2018	Report on baseline activity in Springfield-area agencies	First report in preparation for MGM casino.
March 2019	Three-year analysis of Plainridge Park area.	Found no additional major trends not present in two-year report
March 2019	Four-month analysis of MGM Springfield	Showed patterns of thefts from vehicles, traffic collisions in some communities, other scattered patterns
September 2019	Eight-month analysis of MGM Springfield	This report

Issued	Report	Notes
September 2019	Baseline analysis of Encore Boston Harbor area	
October 2019	Four-year analysis of Plainridge Park	
December 2019	Four-month analysis of Encore Boston Harbor	
January 2020	One-year analysis of MGM Springfield	

Methodology

The data used in this report was extracted from the individual records management systems of the Springfield, Agawam, Chicopee, East Longmeadow, Hampden, Holyoke, Longmeadow, Ludlow, Northampton, West Springfield, and Wilbraham Police Departments. I established an ODBC connection to each of these agencies' records management and computer-aided dispatch databases, connected to the databases via Microsoft Access, and used a series of "make table" queries to copy the data into Access data tables. I then copied the Access databases to my own computer, password-protecting them in the process, but leaving the originals on the agencies' networks so they could be updated by designated agency members when necessary. No personal identifying information (PII) was collected about any person (offender or victim), and I complied with various agency requests to exclude particular data elements of concern to them. These requests did not affect the integrity and completeness of the overall dataset.

After extracting the data from each individual system, I combined each table into a series of "master" tables. This required translating each dataset into a common set of codes. The uniformity imposed by the NIBRS reporting system (and the fact that all 11 agencies use the same records management and computer-aided dispatch systems) made the translation fairly easy for crime tables; it was a bit more difficult for computer-aided dispatch (CAD) tables, which have no uniform coding even among agencies using the same system.

These master tables formed the data pool for most of the statistics in this report, except where indicated.

CaseN	ReportDT	Agency	IBR	Street1	LocType	Weapon
17-4793-	12/31/2017 22:37:00	SP	13A	KENSINGTON A	Residence	Knife/Cutting
17-1377-	12/31/2017 22:30:00	SP	13A	LIBERTY ST	Bar	Handgun
17-1540:	12/31/2017 19:08:00	SP	13A	CHESTNUT ST	Other/Unknow	Personal
17-5419-	12/31/2017 18:42:00	SP	120	WALDEN ST	Street	Blunt Object
17-1539	12/31/2017 15:07:00	SP	13A	WEST ALVORD	Residence	Firearm
17-2072:	12/31/2017 14:44:00	WS	120	ELM ST	Residence	Personal
17-5412-	12/31/2017 13:17:00	HO	13A	NEWTON ST	Residence	None
17-5411-	12/31/2017 12:59:00	HO	13A	ADAMS ST	Street	Firearm
17-2071:	12/31/2017 08:52:00	WS	13A	ELM ST	Other/Unknow	Knife/Cutting
17-2071:	12/31/2017 08:32:00	WS	13A	BALDWIN ST	Other/Unknow	Personal
17-1538	12/30/2017 22:19:00	SP	120	WALNUT ST	Convenience S	Handgun
17-2067:	12/30/2017 15:00:00	WS	120	ELM ST	Gas Station	Knife/Cutting
17-6478-	12/29/2017 23:55:00	HO	120	SOUTH ST	Street	Knife/Cutting
17-5383-	12/29/2017 20:41:00	SP	13A	HOPE ST	Residence	Knife/Cutting
17-4770-	12/29/2017 19:59:00	SP	13A	WORCESTER ST	Residence	Knife/Cutting

Figure 1: The result of a query using the combined dataset.

Interpreting the statistics in this report

This report compares eight months of activity post-MGM to the statistics *expected* for the same period had MGM not opened. All statistics, except where noted, are for the period of 1 September to 30 April. When a year is given, it is the *ending* year for this period.

Throughout these reports, my goal has been to present the data using the simplest statistics possible, ensuring a reader without statistical education can still interpret the results. Understanding the statistics in this report requires first understanding two simple ways of predicting future volumes of crime, calls for service, and collisions. Consider one agency, where crime has remained static over a long period:

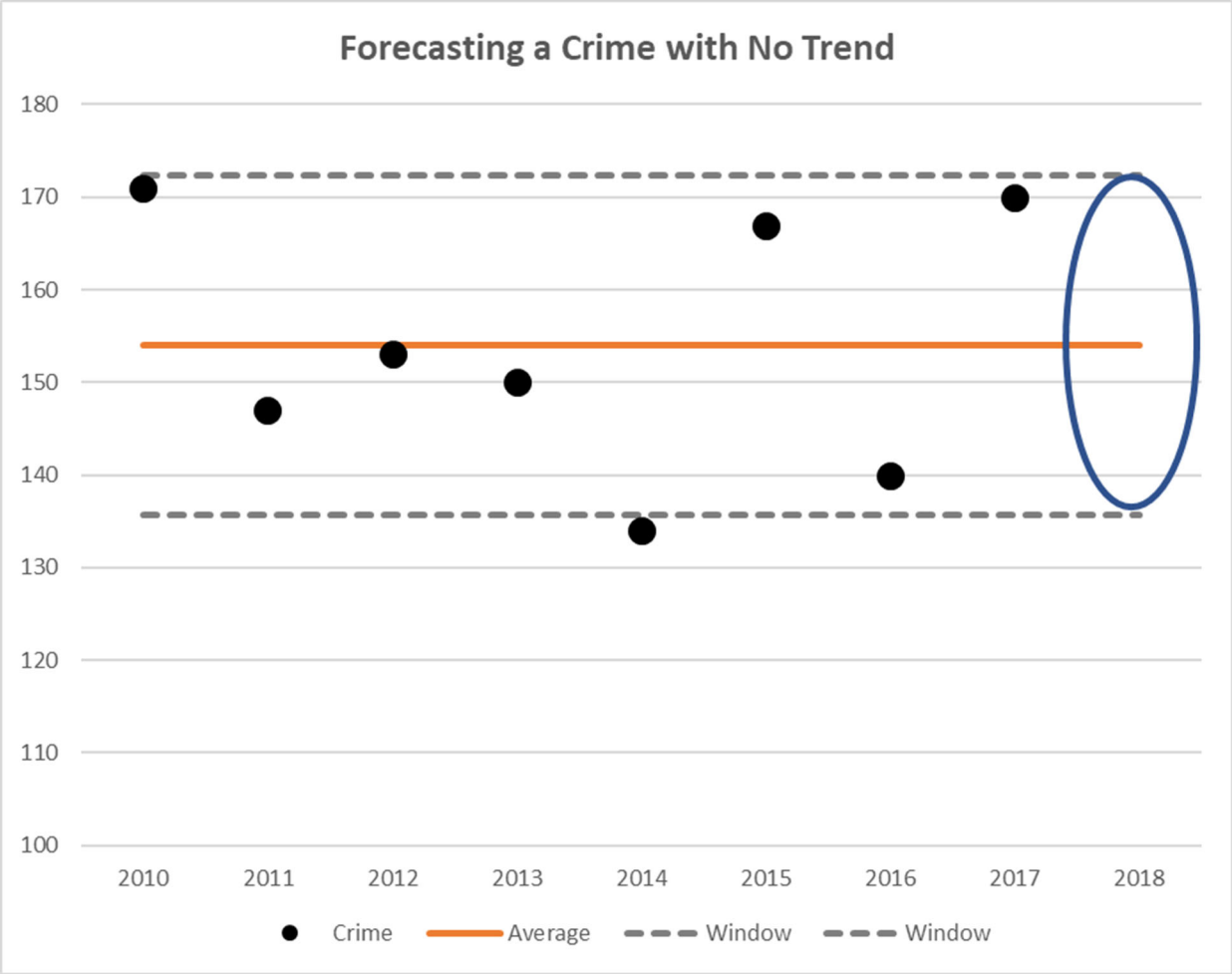

Figure 2: If a crime shows no trend over time, expected values are predicted using its average and standard deviation from the average.

In such cases, crime may vary considerably from year to year around its average, but not in a way that indicates a clear direction over the years. In such cases, we can "forecast" future activity by calculating the average (mean) of the datapoints and then using a number of standard deviations (how much the data typically varies from the average in a given year) to create upper and lower boundaries in which we would expect the data to fall a given percentage of the time. If the data for the following year falls outside this boundary, it's a good sign that something is affecting that category other than just the normal ebb and flow of yearly crime statistics.

This particular method for creating a "prediction window" doesn't work well when the data exhibits a clear trend over the time period in question. Consider this example:

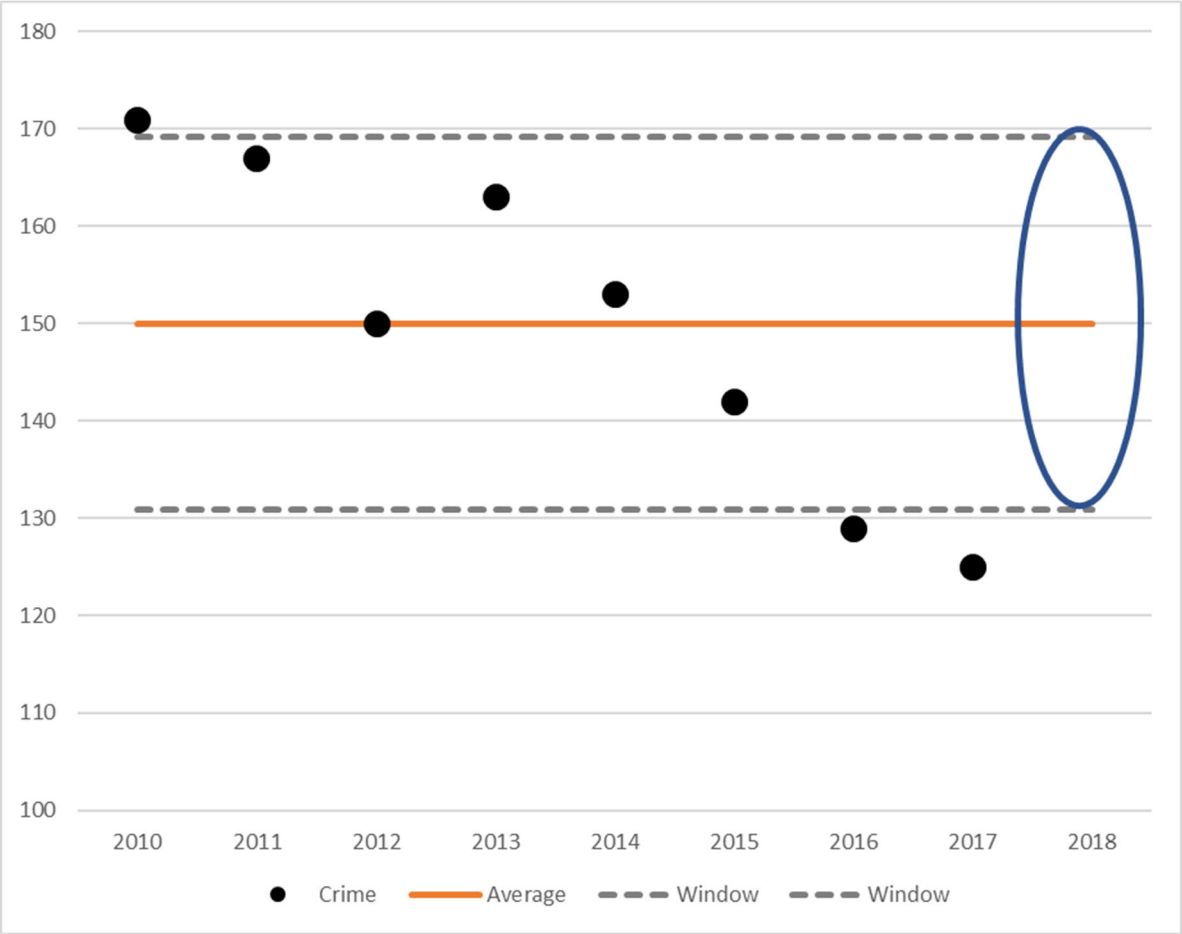

Figure 3: When the crime shows an increasing or decreasing trend, the previous method of prediction does not work.

Here, forecasting based on the crime's average and standard deviation results in a poor prediction because average and standard deviation tell us only where the crime has been, whereas in this case, the crime is clearly going somewhere. Hence, we need different math to forecast future activity when there's a clear trend.

To create prediction windows when a past trend is evident (either up or down), I used basic linear regression analysis. Although this method also works for static crimes, it tends to create prediction windows too large to be useful when the number of crimes is poorly correlated to the progression of years.

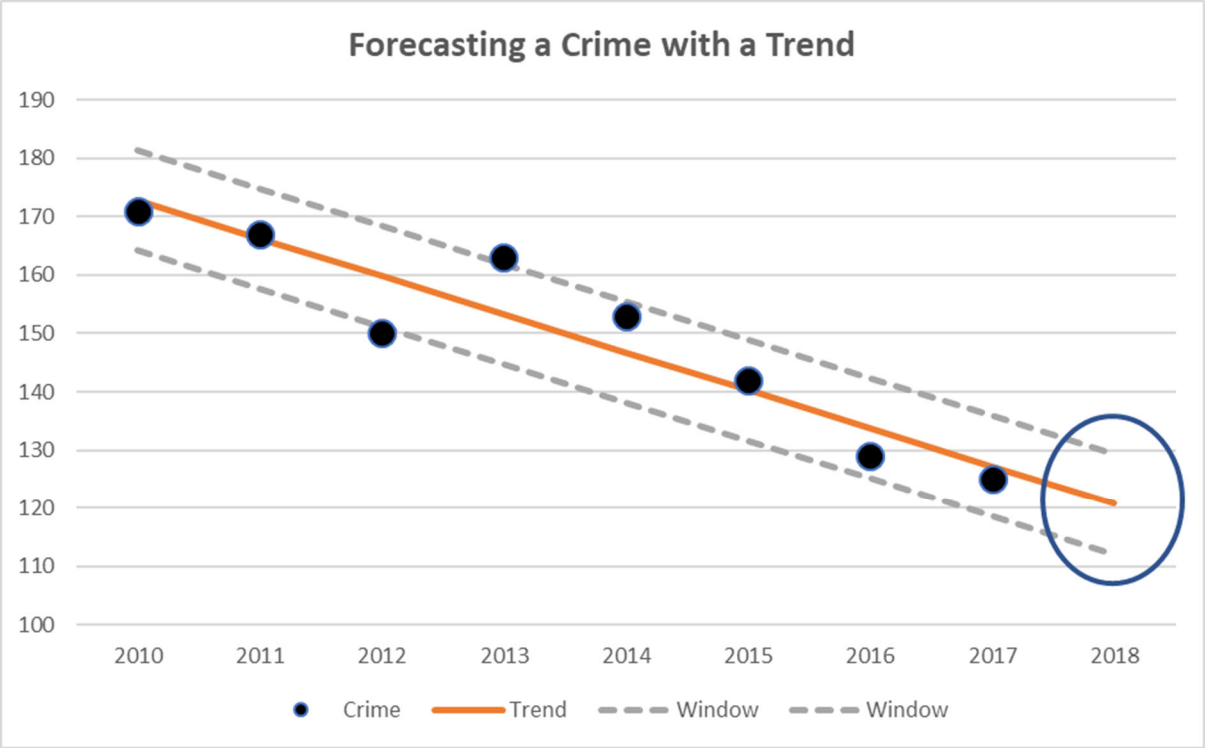

Figure 4: Trends require an alternate method of prediction that take into consideration the trendline and the normal variance around the trendline.

Thus, although most statistics offered in this report contain a "window" of predicted activity for the September 2018–April 2019 time period, the method used to create that window varies depending on whether the category exhibited a previous trend. In both cases, the confidence window is set to 85%, meaning that barring any significant external influence, the 2019 figure had an 85% probability of falling within that window. If it does not fall within that window, it could be just a statistical fluke, but it could also be evidence of some new factor influencing the category, of which MGM is one possibility. Further analysis helps determine how likely it is that MGM is the cause.

The following is a typical table in this report:

Crimes reported to Springfield, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	5	0	C	3–7	5	Expected
Sexual Assault	65	-7	T	18–67	77	High
Kidnapping	18	0	C	16–20	23	High
Robbery	201	-21	T	75–215	163	Expected
Aggravated Assault	317	-15	T	205–334	331	Expected
Simple Assault	1065	-27	T	884–1093	1042	Expected
Threats	606	-8	C	569–643	536	Low
Arson	13	-2	C	2–24	5	Expected
Burglary	551	-112	T	161–367	310	Expected

The columns can be interpreted as follows:

- **Pre-MGM Avg:** The mean of the years (2011–2018 for most agencies, 2014–2018 for Springfield and the total) prior to MGM, only for the September–April period each year.
- **Slope**: Over the same range of years, the amount by which the crime has increased or decreased each year on the crime's trendline. For instance, robbery had an average of 201, but that was roughly the midpoint in a trendline that shows a steady decline (averaging -21 incidents per year) over the period.
- **Window Type:** Designates the method used for the predictive window. If the crime shows little or no trend (i.e., a small slope compared to the mean), I used the central tendency/standard deviation method designated by a "C." If it showed a strong trend, I used the regression method designated by a "T."
- **Predictive Window:** The window in which we would have expected the 2019 figure to fall, with roughly 85% confidence. The more erratic and unpredictable the past data, the wider this window will be.
- **Sep 2018-Apr 2019**. The actual number of that crime observed between 1 September 2018 and 30 April 2019.
- **Result:** "High" if the crime is outside its predictive window on the high end; "Low" if it's outside on the low end; "Expected" if it's within the window. Please note that even "High" and "Low" crimes are not proof of a casino influence; other factors could be at work in these communities, or 2019 could be that rare 15% of the time where natural fluctuations cause the crime to fall outside its normal bounds. When the crime is "High," I have done my best to analyze it later in the section.

Determining likelihood of a casino relation

Past studies have generally limited themselves to a purely quantitative determination of whether a casino was a contributory factor in a crime increase. This study—which blends quantitative and qualitative approaches—is not content to use statistics alone to determine the likelihood that any increase in activity was "caused" by the presence of MGM Springfield. Instead, I have created a model to better explain causality when increases are observed. The model demands a more in-depth analysis of the individual cases that make up "increased" activity during the study period, including a qualitative analysis of police narratives.

The model considers seven factors:

1. *Whether the type of activity increasing has a logical relation to a casino*. Causality is more certain when it "makes sense" that such a crime or other activity would increase in the surrounding area in a particular way. Because casinos draw a large number of people to an area, and because cash plays a large role in their operation, there are very few crimes that would not fit this definition, but it's still worth considering. An increase in theft or traffic issues has a logical connection to a facility like a casino; an increase in harassing telephone calls or animal complaints does not.

2. *Whether more offenders and victims are from outside the local area*. If there is a relation between an observed increase in activity and the presence of MGM Springfield, one would expect a corresponding increase in the percentage of victims and offenders from outside the immediate community, as the casino draws visitors from all over New England.

3. *Whether multiple agencies are reporting an increase in the same category*. If only one agency reports a major increase in a particular crime and call for service, the cause is more likely to be related to another factor specific to that jurisdiction than to MGM Springfield. Complementary increases reported by multiple agencies strengthen the likelihood of a casino relation.

4. *Whether related offenses also report increases*. Some crime and call-for-service categories are closely related to each other, so that a factor that influences one is likely to influence the others. If the casino were to cause an increase in traffic collisions, for instance, we might expect a corresponding increase in disabled vehicles, traffic

complaints, and other traffic-related calls for service. An increase in a single category without increases in complementary categories is more likely to suggest a fluke specific to that category than a casino relation.

5. *Whether the spatial distribution of offenses is related to the casino location*. For certain crimes and calls for service, if the presence of the casino caused their increase, we would expect to see a spatial distribution of incidents either near the casino or on routes to and from the casino. An increase in "disorderly conduct" in a residential neighborhood 15 miles from MGM Springfield is less likely to be caused by the casino than an increase in such activity at hotels and restaurants within 1 mile of the casino.

6. *Whether the casino is specifically mentioned by victims and offenders involved in cases*. If an increase in activity is causally tied to the casino, we would expect a certain percentage of victims to say that they were in town to visit the casino, or a certain percentage of offenders (if arrested) to admit that their crimes had something to do with the casino. If we cannot find any such evidence across multiple offenses, a casino relation is less likely.

7. *Whether comparison agencies have failed to report a similar increase*. If a certain crime increased only in the MGM Springfield area and not at identified control areas in eastern Massachusetts, this provides stronger evidence of a casino relation. Unfortunately, statewide data collection lags behind our data collection for the MGM Springfield area, and thus it is only possible to assess changes in control areas for 2016 and 2017. Note also that we cannot consider this factor with non-crime calls for service because there is no standardized reporting of this data on a statewide basis.

The table below summarizes the factors in this model and provides hypothetical examples of when they might argue for or against a casino relation. The "hypothetical examples" provided are just that—those particular changes were not actually observed.

Factor	Hypothetical example (likely to be related)[1]	Hypothetical opposite (not likely to be related)
Type of crime is logically tied to activity at casino (LOG)	Increase in robberies in surrounding area	Increase of thefts of property at schools
More offenders and victims are from outside the local area (COM)	Increase in domestic dispute and violence calls at area hotels	Increase in domestic dispute and violence calls at area homes
Same category is increasing in multiple agencies (REG)	3 of 5 communities see increase in thefts from cars	1 community reports increase in burglary while 4 report decreases
Complementary increases in related offenses (REL)	Theft, robbery, and fraud all increase in area	Only identity theft increases in area
Increase is spatially related to location of casino (MAP)	Traffic collisions increase on Route 5 in Agawam, West Springfield	Traffic collisions increase on residential streets in Northampton
Casino is specifically mentioned by offenders/victims (NAR)	Drunk drivers mention they were last drinking at casino	Serial burglar admits to stealing for heroin
No similar increase in comparison communities (OTH)	Burglary is up 10% in the Springfield area but down 5% across the state	Shoplifting increased 15% in the Springfield area but also increased 15% in three control areas

Figure 5: A rubric for determining whether an increase in a crime is likely related to the new casino.

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Application of this model helped us reach a conclusion as to whether the likelihood of an increase in crime or calls for service was related to the presence of MGM Springfield. However, the model is not quantitative and the determination of the likelihood of a casino relation is not simply a matter of adding up the number of factors present. For certain incident types, one factor may outweigh the others. For instance, the spatial relation is fairly important in considering the likelihood that an increase in traffic collisions is related to MGM Springfield, but it is less important for property crimes that depend on particular location types, and hardly important at all for family violence.

Limitations and threats to validity

The primary threat to the validity of the statistics in this report is the data structure of the IMC records management system, which makes it difficult to calculate precise crime statistics. All of the participating agencies use this system[2].

Almost every other commercial records management system on the market stores crime incidents and their associated offenses in a master table. All crimes, whether they result in an arrest, go into the same table. If an arrest accompanies the incident, immediately or sometime after, additional data elements specific to the arrest are entered in supplemental arrest tables that link to the master tables. Crime statistics are calculated from the master tables. The IMC system, in contrast, stores criminal incidents in two separate tables: arrests and non-arrests. (There is technically a third table, storing warrants, but agencies that use this table seem to duplicate those crimes in the incidents table.) Some incidents appear in only one table; an arrest made at the time that an incident is reported, for instance, goes in the arrest table.

This immediately creates a problem when multiple individuals are arrested for the same incident. Two offenders arrested for a single robbery "incident" should count as a single robbery, but there no unique index that ties two arrest records to the same crime. We must rely on the arresting officer filling in a related case number field that does not always get filled in.

Accurate statistics cannot be calculated by simply adding the two tables, as it is possible for a single incident to appear in *both* tables. For instance, an incident may be reported on Monday. Lacking any evidence to make an arrest or issue a warrant, the reporting officer enters data into the incident table. On Tuesday, evidence points to a particular offender, he is arrested, and the officer enters the data into the arrest table.

To account for such situations, the records system contains a field in the arrest table for the original incident number. Both the arrest and incident tables also contain the original call number, which should help deconflict duplications. However, in practice, few agencies use these fields with any fidelity. Moreover, different crime types can appear associated with the same incident in each of the two tables.

Finally, the TriTech/IMC system does not appear to enforce National Incident-Based Reporting System (NIBRS) standards when it comes to the recording of secondary offenses. NIBRS recognizes "lesser included offenses." For instance, it is assumed that every robbery is accompanied by an assault and a theft, and that almost every burglary is accompanied by a theft and a vandalism. Thus, no single crime should report both a burglary and a theft nor a robbery and an assault. Such extraneous offenses co-exist frequently in the IMC system. Indeed, by failing to distinguish between *arrest charges* and *incident offense codes*, the system creates a situation in which multiple extraneous charges often accompany an arrest.

To account for these problems, the statistics in this report adopt the following conventions:

[2] The original system was from a locally-owned company called IMC. This company was bought by Zuercher Technologies, which was bought by TriTech Software Systems, which merged with several other companies to form CentralSquare Technologies. The current name of the RMS seems to be "Records Pro," but locally it is still universally known as "IMC."

1. Arrests and non-arrests are combined into a single record when the proper cross-indexing values were entered by the reporting officer in the system.

2.Even in absence of the index value entries, arrests and non-arrests are assumed to be part of the same incident if the reporting date/time and address are the same.

3. Multiple arrests are combined into the same "incident" if they happened at the same location and time.

The IMC system also makes a mistake—although this one is replicated among many RMS vendors—of trying to resolve Massachusetts General Law codes directly to NIBRS incident type codes. This allows officers to enter the statute violated by the offender (a code list with which they are familiar because of training and practice) and have the system itself convert it to the appropriate NIBRS code. Although this seems a valuable shortcut, in truth there is a poor relation between statutes and NIBRS codes, and such a system ensures that many crime types—principally in the theft and fraud categories—will be under-reported and a few crime types will be consistently over-reported.

Finally, there are a number of issues with agency coding practice that affect the validity of the baseline statistics and the consistency of data going forward. Common issues include:

- Overreliance on the "All Other" (90Z) IBR code instead of a more specific crime code that applies to the circumstance.
- Overuse of the "Other Theft" (23H) IBR code instead of a more specific theft type—for instance, shoplifting (23C), theft from a vehicle (23F), or theft from a building (23D).
- Rare use of the "Alcohol Involved" flag in the crash reporting module, making the data field essentially useless.
- Overuse of the "Other/Unknown" location type and property type categories.
- Under-use of the "Family Offenses" (90F) code to record restraining order violations and child neglect cases.
- Rampant confusion among the codes for fraud (26A), credit card fraud (26B), impersonation (26C), and identity fraud (26G).

Discussions with agency representatives

Throughout the life of this series of reports, the Massachusetts Gaming Commission has repeatedly convened meetings with the police executives in the Springfield area to review the results of these analyses and receive their comments and feedback. No information about changes in the area is published without giving the local chiefs a chance to comment first. Their feedback has been incorporated into each version of the report. General agreement with these findings has been widespread, and where anyone has disagreed or offered an alternative perspective, it has been noted in this report.

About the author

Christopher W. Bruce is a professor of criminal justice at Husson University in Bangor, Maine. He is also a career crime analyst with previous service at the Cambridge Police Department (1994–2001) and the Danvers Police Department (2001–2010). He was president of the Massachusetts Association of Crime Analysts from 2000 to 2004 and president of the International Association of Crime Analysts from 2007 to 2012; he currently serves as vice president of membership for the IACA. He has served as an instructor in criminal justice and crime analysis topics at Suffolk University (2001–2010), Westfield State University (2009–2010), the University of Massachusetts Lowell

(2009–2010), Middlesex Community College (2007–2011), Western Oregon University (2012-2016), and Tiffin University (2006–2018).

Professor Bruce is an internationally-recognized expert in police data systems and police data analysis. He has trained, consulted, and provided technical assistance for various programs of the U.S. Department of Justice, Bureau of Justice Assistance; the U.S. Department of Transportation, National Highway Traffic Safety Administration; the Texas Department of Transportation; the U.S. Department of Justice, International Criminal Investigative Training Assistance Program; and the International Association of Directors of Law Enforcement Standards and Training. He lives in Maine.

Incidents at MGM Springfield

The Massachusetts State Police and the Springfield Police Department respond to incidents occurring at MGM Springfield specifically, including the casino interior, exterior, parking garage, theater, and adjacent streets and walkways. (To further complicate matters, State Police responses are divided between the Gaming Enforcement Unit, which handles the bulk of the activity at the casino, and regular troopers from the local barracks.) Both agencies log incidents in their respective databases, and in many cases, these incidents overlap (e.g., both agencies respond, and both take a report). The State Police Gaming Enforcement Unit has primary jurisdiction inside the casino.

Two statistical sets are offered below: one for the Springfield Police and one for the Gaming Enforcement Unit at MGM Springfield. To some degree, these two tables overlap, but the specific degree of overlap cannot be determined without an incident-level comparison of the events.

Incidents at MGM Springfield reported by the Gaming Enforcement Unit

The following statistics were compiled by the Gaming Enforcement Unit from September 2018 to April 2019. These numbers should be considered the most authoritative of the sources for total figures at MGM Springfield; however, they might exclude some activity in the exterior reported to the Springfield Police.

The arrest statistics (except for the total at the bottom) are not comprehensive, but they are offered for those crimes when a specific relation could be established between the original crime code and the arrest code. For instance, there were 62 arrests for disorderly conduct, but these could not be associated with a specific originating category (likely, they are spread between suspicious persons, intoxicated persons, and "assistance to security), so they are not included in the arrests column. The point of showing the arrest figures when available is to demonstrate the very high clearance rate for crimes committed at MGM Springfield. With its ubiquitous surveillance, a casino is a spectacularly bad place to choose to commit a crime.

Crimes and other incidents, September 2018–April 2019

Crime Type	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	Total
Assaults	6	10	14	9					**39**
Assistance to security	260	205	195	266	225	118	88	107	**1464**
Assistance to other agency	16	25	20	31	16	4	6	6	**124**
Firearms offenses	1	4							**5**
Fugitive from justice	3		1						**4**
Gaming violations	12	18	8	4	12	21	18	16	**109**
Theft, fraud, embezzlement	12	16	17	11	15	21	6	8	**106**
Counterfeiting	14	3	3	3	16	9	14	10	**72**
Drug investigations	7	5	14	8	5	11	11	2	**63**
Robbery	1		3						**4**
Sexual assault	1	2	1		2		1		**7**
Minors in casino	23	12	9	21	20				**65**
Intoxicated persons	29	34	29	32	31	12	13	12	**192**
Suspicious persons	14	15	27	33	14				**103**
Medical	17	12	15	26	14	20	24	12	**140**
Total ejections	77	79	89	54	37	60	82	71	**549**
Total arrests	35	27	29	16	14	16	14	17	**168**
Total criminal summonses	23	20	15	9	13	19	20	12	**131**

Incidents at MGM Springfield reported to the Springfield Police Department

Crimes, September 2018–April 2019

Crime Type	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	Tot.
Sexual assault	0	0	1	1	1	0	1	1	**5**
Robbery	1	0	0	0	1	0	0	0	**2**
Aggravated assault	0	2	1	1	1	1	0	0	**6**
Simple assault	6	7	8	7	4	3	3	4	**42**
Threats	1	3	2	0	0	0	1	2	**9**
Thefts from persons	0	0	1	0	0	1	0	0	**2**
Thefts from buildings	5	1	1	4	3	2	1	3	**20**
Thefts from vehicles	0	1	0	0	0	1	0	2	**4**
Other theft	1	0	1	0	0	3	0	1	**6**
Auto theft	0	0	0	0	1	0	1	1	**3**
Counterfeiting/Forgery	0	0	0	0	0	0	1	0	**1**
Fraud/con games	2	0	1	1	0	1	4	2	**11**
Credit card fraud	1	0	2	0	0	0	1	0	**4**
Identity theft	0	0	0	1	0	0	1	0	**2**
Employee theft	0	0	0	0	1	0	0	0	**1**
Stolen property	0	0	0	0	1	0	0	0	**1**
Vandalism	0	3	1	2	2	1	0	2	**11**
Drug offenses	2	1	1	0	1	2	3	1	**11**
Weapon violations	0	0	0	0	0	1	0	0	**1**
Disorderly conduct	10	10	8	2	3	1	5	1	**40**
Liquor laws	0	0	0	0	0	1	1	0	**2**
Trespassing	1	2	3	2	2	5	5	2	**22**

Calls for service, September 2018–April 2019

Call Type	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	Total
Administrative	0	0	1	1	0	0	1	1	**4**
Alarm	0	1	0	0	0	0	0	0	**1**
All other	17	12	10	9	15	24	19	15	**121**
Animal complaint	2	0	0	0	0	0	0	0	**2**
Assault*	0	0	4	4	3	1	2	0	**14**
Assist other agency	4	7	2	3	1	2	4	4	**27**
Auto theft*	2	0	0	0	1	0	2	1	**6**
Burglary*	0	0	0	1	0	0	0	0	**1**
Crime enforcement	104	149	174	211	147	174	181	129	**1269**
Disabled vehicle	0	1	0	0	0	0	0	0	**1**
Disorderly conduct	8	8	9	2	5	1	4	4	**41**
Domestic dispute	1	1	0	3	2	0	1	0	**8**
Drugs	0	0	0	0	0	3	2	0	**5**
Fire	1	1	0	1	0	0	1	0	**4**
General service	5	5	2	4	3	1	3	0	**23**

Call Type	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	Total
Medical	8	6	3	4	4	4	4	1	**34**
Missing person	0	0	0	0	0	1	0	0	**1**
Other theft	3	2	2	4	2	5	4	6	**28**
Overdose	0	1	0	1	0	0	0	0	**2**
Psychological	1	0	0	5	1	0	2	1	**10**
Robbery*	1	0	0	1	0	0	0	0	**2**
Service of papers	0	1	0	0	0	0	0	0	**1**
Suspicious activity	2	4	6	3	0	1	2	0	**18**
Thefts from vehicles*	0	1	0	0	0	1	0	1	**3**
Threats/harassment	0	0	0	0	0	0	1	0	**1**
Traffic collision	3	1	3	6	2	2	6	5	**28**
Traffic enforcement	2	0	2	0	0	1	0	1	**6**
Trespassing*	0	0	0	1	0	2	2	1	**6**
Vandalism*	0	0	0	1	1	0	0	1	**3**
Vehicle stop	1	2	4	0	1	0	2	3	**13**
Warrant service	2	1	2	5	1	1	1	3	**16**
Weapons violations	0	1	0	0	0	1	0	0	**2**
Well-being check	0	0	2	2	3	0	1	4	**12**

*In the case of calls for service relating to crimes, the figures offered are for the call for service as originally dispatched. Sometimes when an officer arrives on scene, he determines that the actual crime committed was different than the crime dispatched. The table above this one, which records actual reported crimes, is a better indicator of criminal activity than the call-for-service table.

How much did MGM Springfield influence Springfield's statistics?

Nothing existed at 1 MGM Way before MGM Springfield, except a construction site, so anything that happens at the casino specifically can be said to have directly contributed to an increase in crime in Springfield, regardless if the casino influenced increases in crime in the area or not. The next sections of this report attempt to estimate the influence of the casino on the *surrounding community*, but if we want to answer the literal influence of the casino itself, the calculation is fairly simple: the percentage of activity at MGM Springfield divided by the total activity in the city. The table below shows the results.

Springfield Activity, September 2018–April 2019

Category	Number at Casino	Total Springfield Number	% New Caused by Casino
Violent crime offenses	64	3,865	+1.7%
Property crime offenses	66	4,542	+1.5%
Total crime offenses	275	14,993	+1.9%
Calls for service	1,713	152,134	+1.1%

In this sense, MGM Springfield has contributed very little to Springfield's "bottom line." That said, in the eight months since it opened, it has become the single location in the 11-community area with the highest number of violent crimes, the highest number of calls for service, and the second-highest number of total crimes (after the Holyoke Mall). Its specific rank depends on whose statistics you consult.

Reported crime at top locations, September 2018–April 2019

Agency	Top Offense Location	Violent Crimes	Property Crimes	Total Crimes	Calls for Service
Holyoke	Holyoke Mall	32	334	495	607
State Police	MGM Springfield	34	85	458	5388
Springfield	MGM Springfield	64	65	274	1611
West Springfield	Riverdale Shops	12	162	244	446
Chicopee	Chicopee Marketplace	18	119	223	1048
West Springfield	Century Center	12	125	200	403
Northampton	Walmart/Big Y Plaza	3	70	111	339
Springfield	Baystate Medical Center	24	21	92	471
Springfield	Union Station	15	27	90	1887
Springfield	Maple Starr	0	0	87	101
Holyoke	Holyoke Hospital	20	7	86	198
Springfield	Next Step	0	0	83	124
Wilbraham	Stony Hills Plaza	5	37	77	996
Northampton	Meadowbrook Apts.	15	11	74	451
Springfield	Mercy Medical Center	1	14	66	422
Northampton	Highview	13	9	66	184
West Springfield	Eastern States Expo.	3	30	66	126

An open question is how MGM Springfield compares to other casinos of its size and visiting population. These statistics have yet to be collected but will be presented after one year of data has been collected on the facility.

8-month Comparison: All agencies

This section analyzes changes in crimes and calls for service in the Springfield area between the eight years before MGM Springfield and the eight months afterwards. For Springfield and the region as a whole, the numbers exclude MGM Springfield specifically, as they are meant to help assess notable changes in the surrounding area.

The goal here is not simply to identify what crimes increased or decreased in comparison to their norms. Crimes fluctuate all the time for any number of reasons. Our goal is:

1. To determine which crimes increased *significantly enough* that some external factor—and not just random fluctuations in data—is likely to be responsible for those increases; and

2. To analyze those significant increases for evidence that MGM Springfield is that "external factor."

3. To identify trends to be investigated more thoroughly in the next report.

On advice from the Springfield Police Department regarding changes in their data quality control, this analysis uses only the years ending 2014–2019 to determine past trends and the predictive window for that agency's crime. Because Springfield's total makes up so much of the region total, the report also uses only those years to calculate the regional trend. For other agencies, the report considers the full 2011–2019 data series.

Summary of all communities' activity

The 11 contributing communities saw lower-than-expected totals of violent crime and total crime. Although property crime was within the expected window, it was still down considerably from the area's five-year average.

Most of the patterns seen after four months did not continue into 2019. This includes a pattern of nighttime thefts from vehicles and residences south and east of MGM; a pattern of purse snatchings in West Springfield; and patterns of fraud and bad checks in several communities. The most noticeable likely effect of the casino is an increase in collisions and traffic-related calls for service in some communities that feed traffic to Springfield, particularly Agawam and West Springfield.

Agawam and Ludlow both showed increases in domestic crimes and calls-for-service, and several communities had pornography increases, but none of these trends seem to be related to MGM.

Incidents reported to region, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	14	0	C	10–18	11	Expected
Sexual Assault	251	0	C	232–270	253	Expected
Kidnapping	61	0	C	56–66	66	Expected
Robbery	476	-28	T	317–521	352	Expected
Aggravated Assault	1069	15	T	992–1248	1044	Expected
Simple Assault	3444	40	T	3306–3904	3236	Low
Threats	1850	3	C	1819–1881	1636	Low
Arson	41	-6	T	0–63	28	Expected
Burglary	1728	-195	T	971–1554	1129	Expected
Theft from Persons	48	-1	C	39–57	42	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Purse-Snatching	22	-1	C	13–31	32	High
Shoplifting	1019	3	C	976–1062	1072	High
Theft from Building	843	-8	C	689–997	697	Expected
Theft from Machine	7	4	T	4–31	10	Expected
Theft from Vehicle	893	12	C	834–952	808	Low
Theft of MV Parts	250	45	T	153–632	214	Expected
Other Theft	2876	-607	T	369–2189	1750	Expected
Auto Theft	664	-28	T	519–709	489	Low
Forgery	221	-1	C	194–248	201	Expected
Fraud	463	26	T	511–545	531	Expected
Credit Card Fraud	207	42	T	272–383	227	Low
Identity Theft	453	-36	T	176–544	385	Expected
Employee Theft	42	7	T	44–88	31	Low
Extortion	15	4	T	0–46	38	Expected
Stolen Property	186	-4	C	165–207	167	Expected
Vandalism	2697	-51	T	2307–2972	2216	Low
Drugs	986	-53	T	536–1178	835	Expected
Statutory Rape	39	4	T	31–71	45	Expected
Pornography	46	7	T	45–79	72	Expected
Prostitution	25	-4	T	0–44	8	Expected
Weapons	351	24	T	391–429	412	Expected
Bad Checks	47	-7	T	11–46	28	Expected
Disorderly	467	-20	C	376–558	385	Expected
Drunk Driving	328	-10	T	223–384	294	Expected
Drunkenness	165	-21	T	29–186	131	Expected
Family Offenses	163	66	T	125–547	290	Expected
Liquor Laws	117	0	C	104–130	109	Expected
Trespassing	332	38	T	266–583	431	Expected
Violent Total	**7165**	**31**	**C**	**7020–7310**	**6598**	**Low**
Property Total	**12673**	**-794**	**T**	**9660–11963**	**10067**	**Expected**
Total	**22903**	**-740**	**T**	**19853–22790**	**19705**	**Low**

Purse Snatching

A review of sample reports suggests that many incidents coded by "purse snatching" are really just regular purse thefts that should have properly been coded as thefts from persons or vehicles (see the glossary for the distinctions), but nonetheless a couple of patterns can be seen among the incidents. Chicopee (which otherwise did not have a significant increase) reported three incidents at the Chicopee Marketplace in September and October. West Springfield showed a pattern along Riverdale Street, covered in that agency's section.

Shoplifting

In a statistical oddity, shoplifting was high for the region without being particularly high in any individual community except Wilbraham, although it was towards the upper end of the predicted range in several others. The increase seems to be concentrated at large shopping centers, including the Riverdale Shops in West Springfield, the Holyoke Mall, and Wilbraham Crossing, each of which had at least 20 incidents more than their averages. Beyond that, there

are no signs of specific patterns, and the increases may simply be a sign of improved security measures at these locations.

Selected calls for service reported to region, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	371	42	T	416–643	615	Expected
Disabled Vehicle	1838	23	C	1508–2168	2049	Expected
Disorderly	14318	245	T	13604–17298	14060	Expected
Domestic Dispute	7116	82	T	6966–8009	7108	Expected
General Service	11967	-422	T	7445–12818	11459	Expected
Gunshots	647	-25	T	287–786	630	Expected
Hunting	22	-1	T	5–25	22	Expected
Liquor	283	-11	T	164–317	234	Expected
Lost Property	409	0	C	376–442	341	Low
Medical	14965	553	T	14911–19310	17710	Expected
Psychological	1444	368	T	2506–3357	2791	Expected
Suspicious Activity	11294	130	C	10125–12463	10661	Expected
Traffic Collision	11176	242	T	10131–14111	12332	Expected
Traffic Complaint	3056	182	T	2876–4789	3385	Expected
Vagrancy	241	16	T	229–393	266	Expected

Increases in disabled vehicles and gunshots seen in the last report smoothed out during the first four months of 2019, resulting in normal values in all regional call-for-service categories.

Collisions reported to region, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	5223	176	T	5199–6668	5879	Expected
Parked vehicle	1127	33	T	1062–1427	1368	Expected
Pedestrian	198	2	C	171–225	195	Expected
Bicyclist	63	3	C	43–83	58	Expected
Animal	105	11	T	105–192	149	Expected
Fixed object	605	41	T	691–856	717	Expected
Curb/barrier	321	9	T	322–392	344	Expected
Rollover/Jackknife	30	0	C	26–34	37	High
Other/Unknown	201	-10	T	116–202	167	Expected
Total	**7872**	**263**	**T**	**8002–9849**	**8914**	**Expected**

Although total crashes in the region were expected compared to the norm (with the exception of parked vehicle crashes), a map of changes by individual street segments do show patterns that could be attributed to the presence of MGM. In Springfield, crashes were higher on streets directly around the casino, north in the Metro Center, southeast in Forest Park, and east in Old Hill. East Longmeadow, Wilbraham, Agawam, and West Springfield all showed increases on some intersections and state routes that could plausibly feed traffic to MGM.

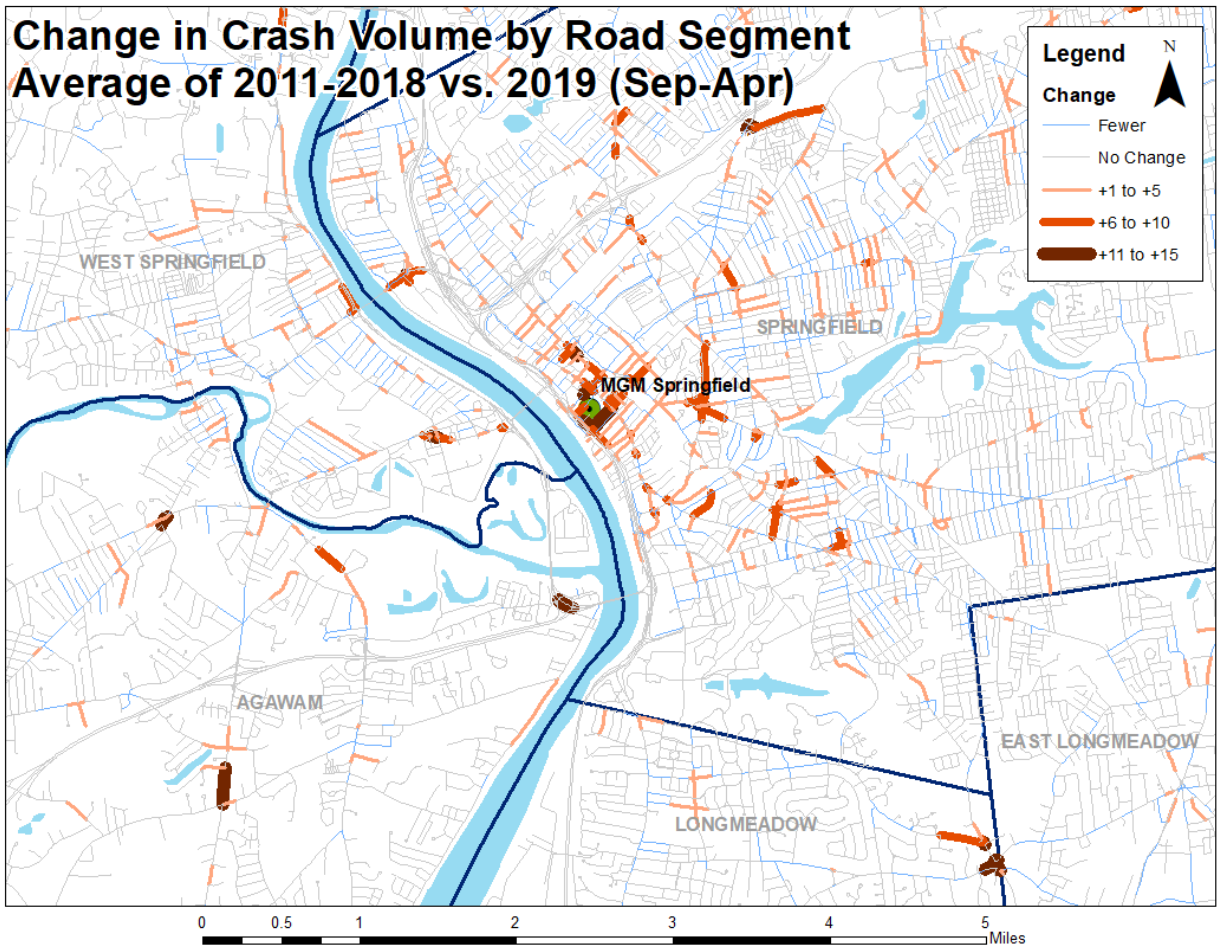


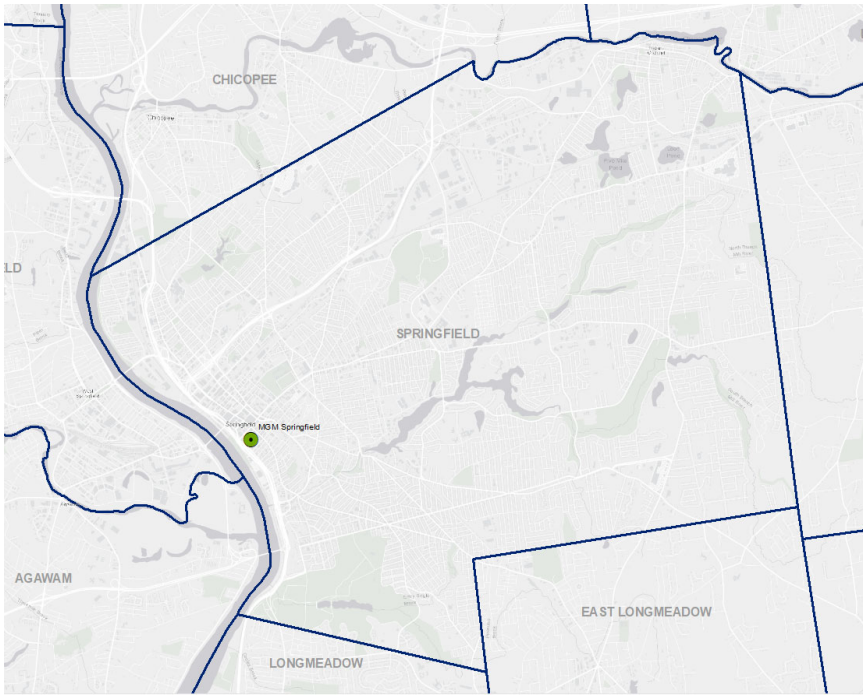
Figure 6: An analysis of change in crash volume by road segment shows streets directly around MGM have more crashes than the years prior to the casino.

Summary of crimes in each community, 1 September–30 April

H=High E=Expected L=Low

Category	SP	AG	CH	EL	HA	HO	LO	LU	NH	WS	WI	ALL
Murder	E	E	E	E	E	L	E	E	E	E	E	E
Sexual Assault	E	E	E	E	E	E	E	E	H	E	H	E
Kidnapping	H	E	E	E	E	E	E	E	E	E	E	E
Robbery	E	E	E	E	E	L	E	E	E	E	E	E
Aggravated Assault	E	E	E	E	E	L	E	E	L	L	E	E
Simple Assault	L	H	E	E	E	E	E	H	E	E	E	L
Threats	L	E	E	E	E	E	E	E	E	E	E	L
Arson	E	E	E	E	E	L	E	E	E	E	E	E
Burglary	E	E	E	E	E	L	E	L	E	E	E	E
Theft from Persons	E	E	E	E	E	E	E	E	L	E	E	E
Purse-Snatching	E	E	E	E	E	E	E	E	E	E	E	H
Shoplifting	L	L	E	E	E	E	E	E	E	E	H	H
Theft from Building	E	L	L	L	E	H	E	L	E	L	E	E
Theft from Machine	E	E	E	E	E	E	E	E	E	E	E	E
Theft from Vehicle	E	H	L	H	E	E	E	E	E	E	E	L
Theft of MV Parts	E	E	L	E	E	E	E	E	E	E	E	E
Other Theft	E	L	H	H	L	L	E	E	L	E	E	E
Auto Theft	E	L	L	E	E	E	E	L	H	E	E	L
Forgery	E	E	E	E	E	E	E	L	E	L	E	E
Fraud/Con Games	E	E	E	E	E	H	E	L	E	H	E	E
Credit Card Fraud	L	L	L	E	E	E	E	L	E	E	E	L
Identity Theft	E	E	E	H	E	E	E	L	E	E	E	E
Employee Theft	E	E	L	E	E	E	E	E	E	L	E	L
Extortion	E	E	E	E	E	E	E	E	E	E	E	E
Stolen Property	E	E	E	E	E	E	E	E	E	H	E	E
Vandalism	E	E	E	E	E	E	E	E	E	E	E	L
Drugs	E	E	E	E	E	E	L	L	E	H	E	E
Statutory Rape	E	L	H	E	E	E	E	E	E	E	E	E
Pornography	E	H	E	H	E	E	E	E	E	E	H	E
Prostitution	E	E	E	E	E	E	E	E	E	E	E	E
Weapons	E	E	E	E	E	H	E	E	E	E	E	E
Bad Checks	E	E	E	E	E	E	E	E	E	E	E	E
Disorderly	E	E	E	E	E	E	E	L	L	E	E	E
Drunk Driving	L	H	H	E	E	E	E	E	L	E	E	E
Drunkenness	E	E	E	E	E	E	E	E	E	E	E	E
Family Offenses	E	E	E	E	E	E	E	E	H	E	E	E
Liquor Laws	E	E	H	L	E	H	L	E	E	E	E	E
Trespassing	E	E	H	L	E	H	E	E	H	E	E	E
Violent Total	**E**	**E**	**E**	**E**	**E**	**L**	**H**	**E**	**E**	**E**	**E**	**L**
Property Total	**E**	**L**	**L**	**E**	**L**	**L**	**E**	**L**	**E**	**E**	**E**	**E**
Total	**E**	**E**	**E**	**E**	**L**	**L**	**L**	**L**	**L**	**E**	**E**	**L**

8-month comparison: Springfield



Population (est. 2018): 154,562

Area: 33.1 square miles

Police officers: 448

City center distance from MGM: 2.77 miles

MGM's host agency is the third largest city in Massachusetts and the fourth-largest in New England. Dense, urban, impoverished, and historically reporting a higher-than-average rate of crime and violence, Springfield is poised to see numerous changes from the MGM Springfield casino. The first of those—an additional 59 police officers—has already taken place (and is reflected in the total above).

MGM opened on 24 August and has averaged 10,000 to 15,000 visitors per day. It swiftly became Springfield's top hot spot for crimes, calls for service, and arrests, even considering the fact that the State Police take most of the reports. But not even a facility with as much activity as MGM can make much of a dent in a city with so much else going on, and on Figure 8, we see the influence of MGM on the total crime trend for the year is barely perceptible, even when we include crimes at MGM itself.

In the last report, we noted that certain crime categories had increased in the city post-MGM. With an additional four months to consider, most of those increases have smoothed out leaving kidnapping the only significantly increased crime. Many more categories, including some that one might expect to be affected negatively by the presence of a casino, decreased. There were some increases in call-for-service categories that would be expected to increase with extra visitors to the town.

We had hoped that the extra legitimate traffic in Springfield's downtown, plus the extra law enforcement presence, might help decrease street crime in the area. That may still happen, but it hasn't happened yet (see the later geographic analysis for more).

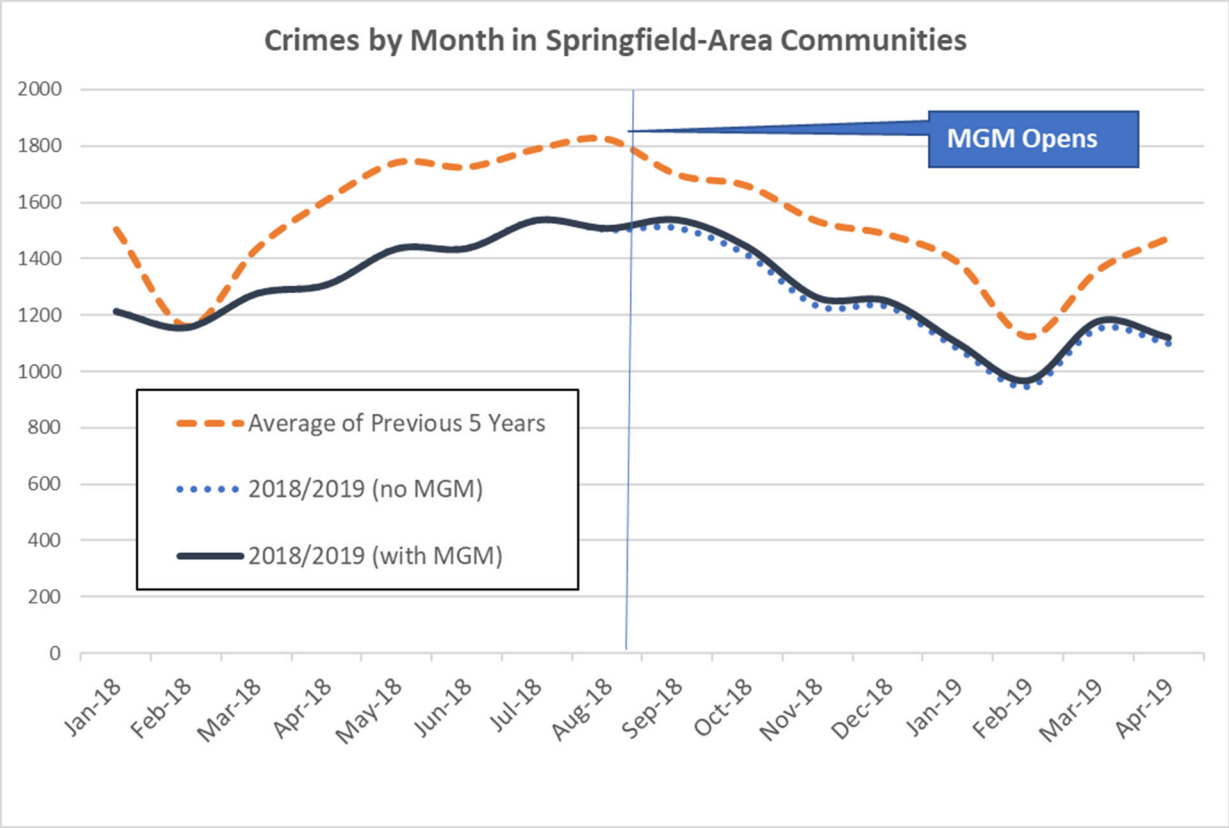


Figure 7: The opening of MGM is barely reflected in overall crime statistics, even in Springfield alone.

Crimes reported to Springfield, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	10	-1	T	1–15	10	Expected
Sexual Assault	125	-9	T	43–157	117	Expected
Kidnapping	36	-1	T	28–38	43	High
Robbery	334	-27	T	177–360	249	Expected
Aggravated Assault	574	-26	T	410–603	525	Expected
Simple Assault	1956	-10	C	1893–2019	1854	Low
Threats	1172	-13	C	1099–1245	1027	Low
Arson	25	-3	C	9–41	17	Expected
Burglary	910	-163	T	293–707	514	Expected
Theft from Persons	34	-2	T	16–42	31	Expected
Purse-Snatching	6	-1	T	0–11	8	Expected
Shoplifting	197	36	T	240–350	237	Low
Theft from Building	434	4	C	277–591	444	Expected
Theft from Machine	7	4	T	4–31	8	Expected
Theft from Vehicle	500	-14	C	431–569	540	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Theft of MV Parts	162	53	T	120–512	187	Expected
Other Theft	1234	-560	T	0–537	429	Expected
Auto Theft	391	-35	T	220–402	272	Expected
Forgery	93	1	C	74–112	92	Expected
Fraud/Con Games	164	12	T	143–246	189	Expected
Credit Card Fraud	106	40	T	181–249	164	Low
Identity Theft	228	-51	T	0–208	136	Expected
Employee Theft	19	5	T	18–50	23	Expected
Extortion	9	3	T	2–27	26	Expected
Stolen Property	68	-5	T	38–69	66	Expected
Vandalism	1317	-24	T	1082–1496	1103	Expected
Drugs	368	7	C	273–463	289	Expected
Statutory Rape	9	-2	T	0–23	1	Expected
Pornography	15	2	T	8–28	24	Expected
Prostitution	21	-4	T	0–35	8	Expected
Weapons	233	17	T	227–327	263	Expected
Bad Checks	18	-4	T	0–18	8	Expected
Disorderly	197	-17	T	19–289	157	Expected
Drunk Driving	34	-2	C	25–43	22	Low
Drunkenness	3	-1	T	0–6	2	Expected
Family Offenses	134	78	T	104–569	280	Expected
Liquor Laws	30	4	T	21–65	30	Expected
Trespassing	211	46	T	253–424	261	Expected
Violent Total	**4205**	**-86**	**T**	**3756–4290**	**3825**	**Expected**
Property Total	**5904**	**-699**	**T**	**3301–4877**	**4486**	**Expected**
Total	**11381**	**-662**	**T**	**8873–10608**	**9656**	**Expected**

Kidnapping

Kidnapping can involve any number of scenarios in which one person abducts another or confines another. Although the category includes the rare stranger abduction, it more commonly consists of parental abductions or instances in which a domestic violence offender confines or restrains a victim. The latter scenario seems to make up the bulk of the kidnapping incidents in the last 8 months. 2018 showed a 5-year high for this offense, both before and after MGM opened, but 2019 so far has been normal. The Springfield Crime Analysis Unit has investigated each of the 2018 cases and finds no plausible link to MGM.

Selected calls for service reported to Springfield, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	247	49	T	361–518	475	Expected
Disabled Vehicle	494	8	C	399–589	597	High
Disturbance	6927	378	T	7260–9749	7917	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Domestic Dispute	6143	37	C	5847–6439	5887	Expected
Gunshots	554	-22	C	399–709	538	Expected
Medical	6872	101	C	6030–7714	8500	High
Psychological	1163	376	T	2094–3317	2347	Expected
Suspicious Activity	4548	134	T	4237–6046	4614	Expected
Traffic Collision	4322	140	T	3997–5677	5238	Expected

Disabled vehicles

This call-for-service increase is almost certainly related to extra traffic visiting the casino, particularly because the streets with the largest changes all ring the casino. These include State Street (+17 from the average), Hall of Fame Avenue (+11), East Columbus Avenue (+11), Main Street (+4), and Union Street (+4).

Medical aids

Springfield saw a sustained increase in medical aid calls throughout 2018 and 2019, ending the 8-month period with 1,600 more calls than its five-year average. Some individual addresses explain small portions of the increase, including the re-opened Union Station (+63), but in general the increase is spread across too many residential and business locations to credit even a small number of them for the spike. It may simply be reflective of a large number of extra people in the city.

Collisions reported to Springfield, 1 September–30 April

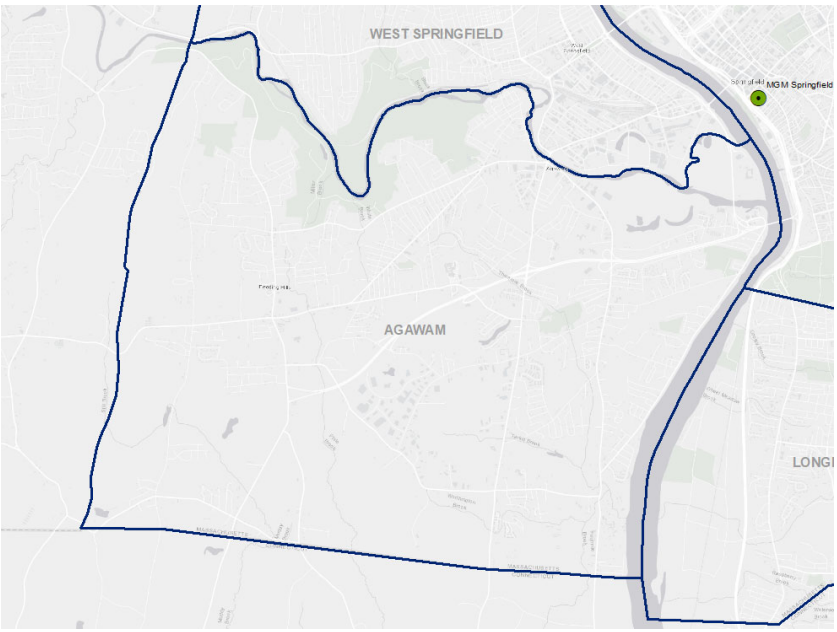
Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	2044	104	T	2114–2794	2490	Expected
Parked vehicle	379	23	T	433–500	503	High
Pedestrian	107	3	C	84–130	114	Expected
Bicyclist	32	3	T	26–67	34	Expected
Animal	5	1	T	3–14	7	Expected
Fixed object	230	21	T	277–359	299	Expected
Curb/barrier	102	8	T	108–160	117	Expected
Rollover/Jackknife	8	0	C	5–11	5	Expected
Other/Unknown	50	-3	T	13–67	30	Expected
Total	**2959**	**159**	**T**	**3209–3981**	**3599**	**Expected**

A facility expected to draw several million visitors per year was naturally expected to have a traffic influence on the surrounding community. In Springfield's case, the local roads seem to have borne the extra burden well. Although total crashes did increase by about 100 over 2018, the total was consistent with the trend that Springfield was on whether the casino was built or not; the city has increased by an average of 199 collisions per year between 2011 and 2018.

"Parked vehicles" showed the only major increase from its established trend. Main Street had the largest increase in this category, suggesting that perhaps extra downtown traffic is to blame.

Springfield's accident totals clash a bit with Figure 3 (earlier in the report), which shows increases in collisions by street segment and highlights many of those segments directly around MGM. It's possible that MGM did have an influence on the number of accidents in its immediate vicinity while still not appreciably increasing overall accident totals. We'll do a more thorough crash analysis of the area when more data is available in the next report.

8-month comparison: Agawam



Population (est. 2018): 28,839

Area: 24.2 square miles

Police officers: 50

City center distance from MGM: 7.97 miles

Just across the river from the new casino, Agawam's northeast corner practically touches MGM Springfield. There is some evidence that, like West Springfield, Agawam's increase in traffic collisions in 2018 can be at least partly attributed to the extra traffic brought by MGM. For crime, however, the agency had little that suggested an MGM nexus. Increases in thefts from vehicles and pornography probably have nothing to do with the casino. The agency is one of several experiencing an increase in domestic violence, which has an uncertain casino connection.

Agawam already receives numerous visitors because of Six Flags New England, but the amusement park is only fully open during the late spring and summer months, a time period yet to be assessed.

Crimes reported to Agawam, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	0	0	C	0–0	0	Expected
Sexual Assault	9	0	C	5–13	8	Expected
Kidnapping	1	0	C	0–2	0	Expected
Robbery	5	1	T	5–14	6	Expected
Aggravated Assault	29	5	T	38–57	51	Expected
Simple Assault	84	11	T	104–143	156	High
Threats	26	5	T	27–67	48	Expected
Arson	1	0	C	0–2	0	Expected
Burglary	82	11	T	87–174	91	Expected
Theft from Persons	0	0	T	0–3	1	Expected
Purse-Snatching	1	0	C	0–2	2	Expected
Shoplifting	12	4	T	15–41	12	Low
Theft from Building	18	3	T	24–43	21	Low

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Theft from Machine	0	0	C	0–0	0	Expected
Theft from Vehicle	5	-1	T	0–5	6	High
Theft of MV Parts	2	1	T	0–10	3	Expected
Other Theft	104	10	T	122–175	119	Low
Auto Theft	17	1	T	15–32	9	Low
Forgery	12	2	T	9–29	12	Expected
Fraud/Con Games	24	5	T	28–57	42	Expected
Credit Card Fraud	7	2	T	10–20	3	Low
Identity Theft	20	6	T	32–58	42	Expected
Employee Theft	1	0	C	0–3	0	Expected
Extortion	1	0	T	0–3	3	Expected
Stolen Property	9	1	T	8–23	9	Expected
Vandalism	65	8	T	69–120	113	Expected
Drugs	25	-4	T	0–30	21	Expected
Statutory Rape	5	1	T	4–15	3	Low
Pornography	2	1	T	3–6	7	High
Prostitution	0	0	T	0–1	0	Expected
Weapons	5	1	T	3–11	6	Expected
Bad Checks	3	0	T	1–8	7	Expected
Disorderly	22	-3	T	2–18	16	Expected
Drunk Driving	24	-3	T	0–21	29	High
Drunkenness	3	1	C	0–9	0	Expected
Family Offenses	16	2	C	0–65	0	Expected
Liquor Laws	9	-2	T	0–9	4	Expected
Trespassing	9	0	C	6–12	9	Expected
Violent Total	**155**	**21**	**T**	**202–270**	**269**	**Expected**
Property Total	**382**	**53**	**T**	**526–807**	**488**	**Low**
Total	**765**	**63**	**T**	**653–1220**	**859**	**Expected**

Simple Assault

Simple assaults have been on an upward trend in Agawam, starting at 43 (for this eight-month period) in 2011 and gaining about 11 per year to reach highs of over 100 in 2017 and 2018. But in 2019, it shot up to 156, about 32 more than expected even given the past trend. Incidents are evenly split between domestic and non-domestic assaults (based on crime code). About a third of the increase is represented by a nursing facility, but the rest are spread throughout the town. Note that domestic disputes (calls for service without violence) also increased during this period. We should have more information on this growing problem in the next report.

Thefts from vehicles

Agawam rarely reports this crime, so the September–April total of 6 is still unusually high for the town—the highest, in fact, since 2011. The increase is the result of a one-day spree at Six Flags on Saturday, 8 September 2018, in which three cars were burglarized between 12:30 and 17:30 and stole the owners' wallets and purses. Such sprees have been seen in the past at the same location, in pairs or triplets, but this was the first in several years during these months. There may be a tangential MGM relation if MGM can be shown to have increased attendance at Six Flags.

Pornography

An unusual high of 5 pornography offenses were reported by Agawam in the last four months of 2018, plus another 2 in early 2019. Among them are three charges of "Distributing Obscene Matter" and one each of "Distributing Obscene Matter to a Minor" and "Possession of Child Pornography." Among the five cases, only two offenders are listed: a 34-year-old West Springfield man and a 30-year-old Agawam man. The Agawam Police will have to report if they wish on any more details regarding this trend.

Drunk driving

Agawam was the only agency to report a significant increase in drunk driving arrests. The increase came entirely in February and April of 2019 between 10:00 PM and 1:00 AM, although not geographically concentrated. As alcohol-related crashes have not increased during the same period, and no other agencies are reporting similar increases, this trend is likely related to police practice.

Selected calls for service reported to Agawam, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Disabled Vehicle	230	12	T	181–351	362	High
Disorderly	245	4	C	209–281	269	Expected
Domestic Dispute	205	-10	T	93–218	233	High
General Service	711	46	T	690–1035	1166	High
Hunting	14	-1	C	8–20	9	Expected
Lost Property	10	2	T	8–21	29	High
Medical	1099	68	T	1059–1681	1394	Expected
Psychological	11	2	T	10–29	13	Expected
Suspicious Activity	805	31	T	742–1123	911	Expected
Traffic Collision	535	17	T	482–719	618	Expected
Traffic Complaint	236	4	C	199–273	308	High

Disabled vehicles

An increase in "disabled vehicle" calls can be a sign of extra traffic in a community, and here the pattern is consistent with extra traffic coming through Agawam from Connecticut. Springfield Street had 32 more incidents than average, South Westfield Street and 12 more. Together, these streets take travelers from the Connecticut border (in Agawam) to the West Springfield border, on the way to Memorial Bridge. Note that these streets are essentially the same as those affected by the increase in traffic complaints.

Domestic disputes

Domestic disputes—arguments and disturbances without necessarily including violence—rose throughout this period. Incidents are spread about town rather than concentrated at a few repeat addresses, suggesting a general increase in the problem that goes along with the assault increase.

General service

Calls in this category increased heavily during this period, but in general the category was high for the entire year and not just the eight months post-MGM. The police headquarters accounted for about one-third of the increase, and almost the entirety of the increase was concentrated in the early morning hours between 00:00 and 04:00. Unfortunately, there is little else within the data to explain this trend.

Traffic complaints

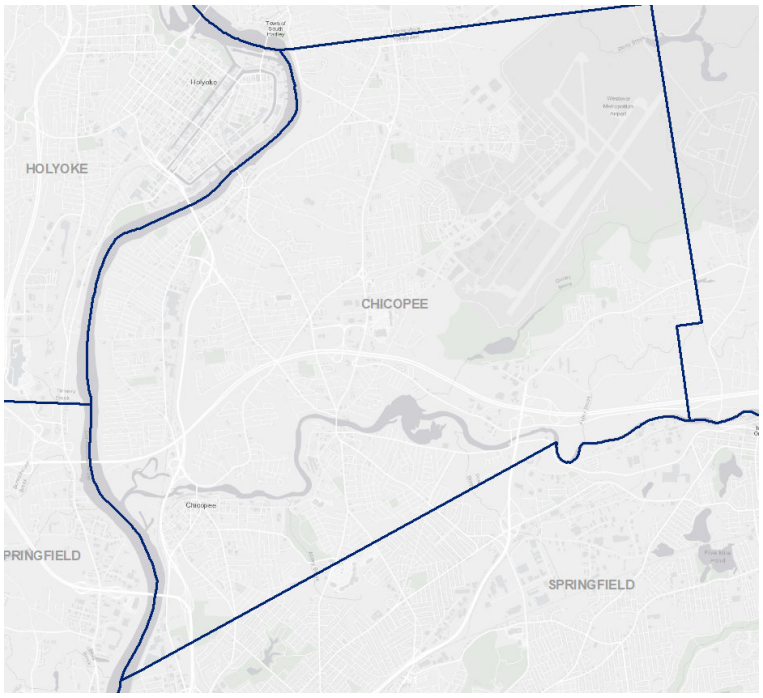
Traffic complains are the second major category, after disabled vehicles, to increase for Agawam. Like the previous category, the bulk of the increase can be traced to Springfield Street (+23 from the average). Other streets with increases include Suffield Street (+9) and South Westfield Street (+7), which are also on plausible travel routes to MGM.

Collisions reported to Agawam, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	244	4	C	205–283	321	High
Parked vehicle	32	2	T	27–50	68	High
Pedestrian	5	0	C	3–7	4	Expected
Bicyclist	2	0	C	0–5	0	Expected
Animal	4	0	C	1–7	7	Expected
Fixed object	37	3	T	32–60	66	High
Curb/barrier	20	1	T	15–31	32	High
Rollover/Jackknife	3	0	C	1–5	6	High
Other/Unknown	9	1	T	5–16	16	Expected
Total	**356**	**11**	**T**	**310–461**	**520**	**High**

Like nearby West Springfield, Agawam had a higher-than-expected collision total for the eight-months post-MGM, with the brunt of the increase seen on Springfield Street (+29 from average), Suffield Street (+21), the Route 57/5 Rotary (+12), Route 5 South (+11), North Westfield Street (+9), and Main Street (+9), all of which serve as major arteries through the town.

8-month comparison: Chicopee



Population (est. 2018): 56,255

Area: 23.9 square miles

Police officers: 134

City center distance from MGM: 5.52 miles

In some ways a northern extension of Springfield, Chicopee has long experienced higher-than-average crimes rates, although the city saw a significant reduction in crimes in the 2000s and has maintained that reduction through the 2010s. Prior to MGM opening, we hypothesized that MGM might see increases at businesses, restaurants, and hotels on travel routes to MGM, but so far such trends have not surfaced.

Crimes reported to Chicopee, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	1	0	T	0–4	0	Expected
Sexual Assault	39	1	C	29–49	32	Expected
Kidnapping	9	1	T	6–26	7	Expected
Robbery	43	1	C	31–55	47	Expected
Aggravated Assault	106	4	T	89–148	140	Expected
Simple Assault	461	17	T	391–699	400	Expected
Threats	207	13	T	170–366	188	Expected
Arson	2	0	T	0–3	1	Expected
Burglary	263	-15	T	120–288	188	Expected
Theft from Persons	4	0	T	3–9	5	Expected
Purse-Snatching	5	1	T	2–13	10	Expected
Shoplifting	109	-2	C	89–129	121	Expected
Theft from Building	112	-3	T	78–133	45	Low
Theft from Machine	0	0	C	0–0	0	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Theft from Vehicle	89	9	T	48–222	30	Low
Theft of MV Parts	80	-8	T	17–91	11	Low
Other Theft	205	11	T	210–270	314	High
Auto Theft	79	3	T	61–134	54	Low
Forgery	31	-1	T	13–39	24	Expected
Fraud/Con Games	108	-1	C	83–133	91	Expected
Credit Card Fraud	15	-1	C	8–22	5	Low
Identity Theft	66	6	T	59–122	94	Expected
Employee Theft	7	0	C	3–11	2	Low
Extortion	1	0	C	0–3	3	Expected
Stolen Property	20	-1	C	12–28	13	Expected
Vandalism	308	-4	C	248–368	272	Expected
Drugs	65	-2	C	47–83	65	Expected
Statutory Rape	9	1	T	5–14	21	High
Pornography	7	1	T	3–23	11	Expected
Prostitution	1	0	C	0–3	0	Expected
Weapons	25	2	T	14–47	36	Expected
Bad Checks	8	0	T	2–10	3	Expected
Disorderly	54	-2	T	19–68	54	Expected
Drunk Driving	34	-1	C	26–42	51	High
Drunkenness	62	-6	T	9–63	55	Expected
Family Offenses	1	0	C	0–2	0	Expected
Liquor Laws	12	1	T	6–24	32	High
Trespassing	29	-2	T	6–30	34	High
Violent Total	**865**	**37**	**T**	**755–1321**	**814**	**Expected**
Property Total	**1504**	**-6**	**T**	**1301–1707**	**1283**	**Low**
Total	**2642**	**169**	**T**	**2281–4089**	**2459**	**Expected**

Other theft

Miscellaneous thefts began increasing in Chicopee starting in November 2018—about the same time that other theft categories started to decrease. The Walmart on Memorial Drive accounts for about one-third of the increase. Unfortunately, these facts suggest that the "increase" is simply greater use of the "other theft" code to record crimes that would be better recorded as shopliftings, thefts from persons, thefts from vehicles, and so forth. We would ask the agency to review its use of this code.

Statutory rape

The agency experienced a startling increase in this crime in the beginning of 2019, with 17 incidents recorded between January and April. Confidentiality requirements prohibit too much discussion of this category, but there is no logical relation between the crime and the presence of a casino and no complementary reports from other agencies.

Liquor Laws

Chicopee was the only agency to report a significant increase in this offense type. All but two of the offenses involved open containers of liquor in stopped vehicles, suggesting an increase in traffic enforcement in the fall of 2018 and winter of 2019 rather than a real increase in consumption of alcohol.

Trespassing

The increase is tied entirely to two addresses: the Walmart at 591 Memorial Drive and the Shell gas station at 95 West Street. In neither case is there any reason to think there is any MGM involvement.

Selected calls for service reported to Chicopee, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	32	0	C	21–43	63	High
Disabled Vehicle	290	19	T	203–539	332	Expected
Disturbance	1972	27	C	1773–2171	1473	Low
General Service	1442	101	T	1334–2444	1492	Expected
Medical	1105	121	T	1076–2148	1390	Expected
Overdose	54	24	T	66–237	125	Expected
Suspicious Activity	1107	75	T	1062–1840	1070	Expected
Traffic Collision	1554	89	T	1344–2560	1575	Expected
Traffic Complaint	1243	178	T	1363–2700	1334	Low

Abandoned Vehicle

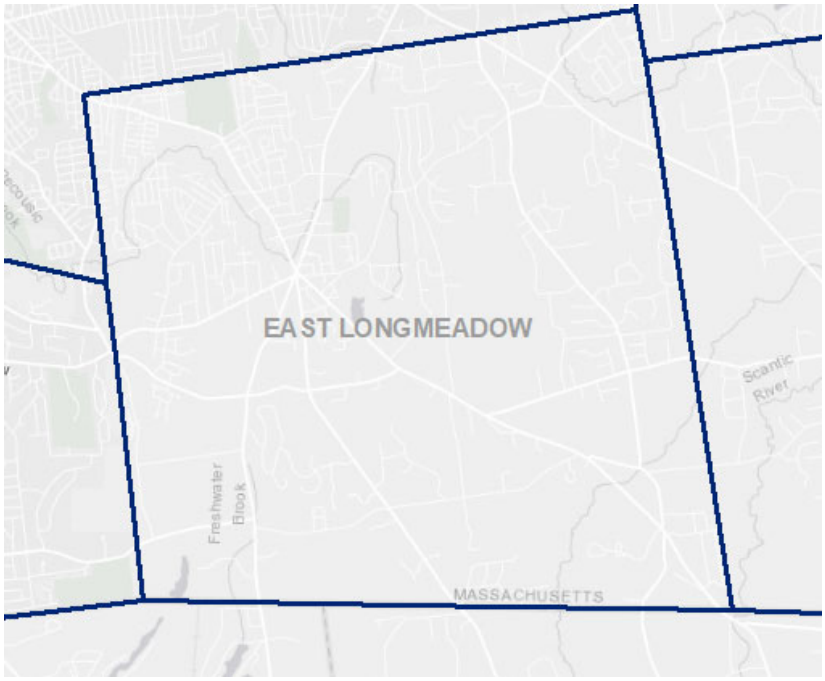
The agency saw an unusual spike in these calls in December and January, but not in a way that is spatially or logically related to MGM Springfield.

Collisions reported to Chicopee, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	764	63	T	732–1364	772	Expected
Parked vehicle	224	9	C	160–288	254	Expected
Pedestrian	25	0	C	20–30	25	Expected
Bicyclist	8	0	C	3–13	8	Expected
Animal	5	1	T	4–18	10	Expected
Fixed object	80	7	T	87–130	89	Expected
Curb/barrier	51	2	C	31–71	51	Expected
Rollover/Jackknife	5	1	T	4–14	5	Expected
Other/Unknown	31	0	C	23–39	22	Low
Total	**1193**	**84**	**T**	**1092–2034**	**1236**	**Expected**

Chicopee's collisions have been increasing steadily since 2012. Although the 2019 figure did not reverse this trend, it was well within the expected window for all categories, and unusually low for miscellaneous crashes. In the street-based analysis shown in Figure 7, Chicopee only had a couple of streets with higher-than average totals and none of them in an obvious "feed" route to MGM. Given the similar lack of an increase in call-for-service statistics, it seems that if Chicopee is experiencing higher traffic volume because of MGM, it is most likely not reflected on local roads.

8-month comparison: East Longmeadow



Population (est. 2018): 16,288

Area: 13.0 square miles

Police officers: 27

City center distance from MGM: 5.28 miles

As with most communities in this study, we did not see any major increases on travel routes through the town. However, we did see some thefts spill over the soft northern border that the community shares with Springfield; see below for an analysis of that pattern. An increase in domestic assaults seen in the last four months of 2018 did not continue into 2019. Most other calls for service and traffic collisions came in at expected volumes.

Crimes reported to East Longmeadow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	0	0	C	0–0	0	Expected
Sexual Assault	4	0	C	0–9	3	Expected
Kidnapping	0	0	C	0–1	1	Expected
Robbery	2	0	C	1–3	3	Expected
Aggravated Assault	11	-1	C	5–17	15	Expected
Simple Assault	42	-3	T	3–50	41	Expected
Threats	37	-8	T	0–25	18	Expected
Arson	1	0	C	0–2	1	Expected
Burglary	31	-3	T	4–39	15	Expected
Theft from Persons	1	0	C	0–2	1	Expected
Purse-Snatching	1	0	C	0–3	2	Expected
Shoplifting	34	-2	T	9–43	31	Expected
Theft from Building	17	0	C	10–24	8	Low
Theft from Machine	0	0	C	0–0	0	Expected
Theft from Vehicle	23	-4	T	0–24	29	High
Theft of MV Parts	5	-2	T	0–2	1	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Other Theft	66	-3	T	35–70	72	High
Auto Theft	7	0	C	3–11	9	Expected
Forgery	5	0	C	2–8	4	Expected
Fraud/Con Games	23	-2	T	6–23	19	Expected
Credit Card Fraud	6	0	C	4–8	4	Expected
Identity Theft	9	0	C	4–14	16	High
Employee Theft	2	0	C	0–4	3	Expected
Extortion	0	0	C	0–1	1	Expected
Stolen Property	6	-1	C	1–11	3	Expected
Vandalism	64	-9	T	4–53	35	Expected
Drugs	21	-3	T	0–36	10	Expected
Statutory Rape	2	0	T	0–7	6	Expected
Pornography	2	0	C	0–4	5	High
Prostitution	0	0	T	0–0	0	Expected
Weapons	4	0	C	1–7	7	Expected
Bad Checks	3	0	C	0–7	0	Expected
Disorderly	12	-2	T	0–9	6	Expected
Drunk Driving	19	1	C	13–25	17	Expected
Drunkenness	4	0	C	0–8	2	Expected
Family Offenses	1	0	C	0–2	1	Expected
Liquor Laws	7	0	C	4–10	1	Low
Trespassing	10	-1	C	5–15	4	Low
Violent Total	**96**	**-12**	**T**	**0–91**	**81**	**Expected**
Property Total	**299**	**-24**	**T**	**118–274**	**254**	**Expected**
Total	**415**	**-35**	**T**	**164–467**	**394**	**Expected**

Thefts from vehicles and other theft

In the four months after MGM Springfield opened, East Longmeadow saw an increase in thefts from vehicles from residential driveways, plus miscellaneous residential thefts (the data is unclear, but I suspect sheds, yards, open garages, anything short of a burglary), mostly but not universally at night, targeting primarily wallets and purses with cash and credit cards. Among the incidents were several one-night sprees in which multiple residences were hit on the same evening. The two crimes together amounted to about 46 cases in the last four months of 2018 in East Longmeadow, and the pattern also affected Longmeadow and Springfield.

The trend did not continue into 2019, but the lingering effects from 2018 kept East Longmeadow's statistics high for the eight-month period.

Identity theft

Identify theft increased quickly in East Longmeadow in January 2019 (this one month had half the incidents from the eight-month period). Data shows that the trend consists of local residents reporting their identities being used in other jurisdictions or online.

Pornography

The agency took four reports of child pornography during this period plus one report of distributing pornographic material to a minor. As with other communities reporting this increase, many of the incidents are at area schools and suggest teenagers engaged in an unfortunate selfie/SnapChat/"sexting" trend rather than anything connected with MGM.

Selected calls for service reported to East Longmeadow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Disabled Vehicle	35	-2	C	23–47	2	Low
Disturbance	18	-1	C	8–28	7	Low
Domestic Dispute	51	17	T	63–169	125	Expected
General Service	830	-26	T	475–909	1012	High
Liquor	2	0	C	0–5	0	Expected
Lost Property	19	-3	T	0–17	3	Expected
Medical	1136	51	T	1300–1442	1080	Low
Psychological	4	2	T	8–17	0	Low
Suspicious Activity	603	-3	C	552–654	494	Low
Traffic Collision	367	-3	C	320–414	354	Expected
Traffic Complaint	2	-1	C	0–7	0	Expected

General service

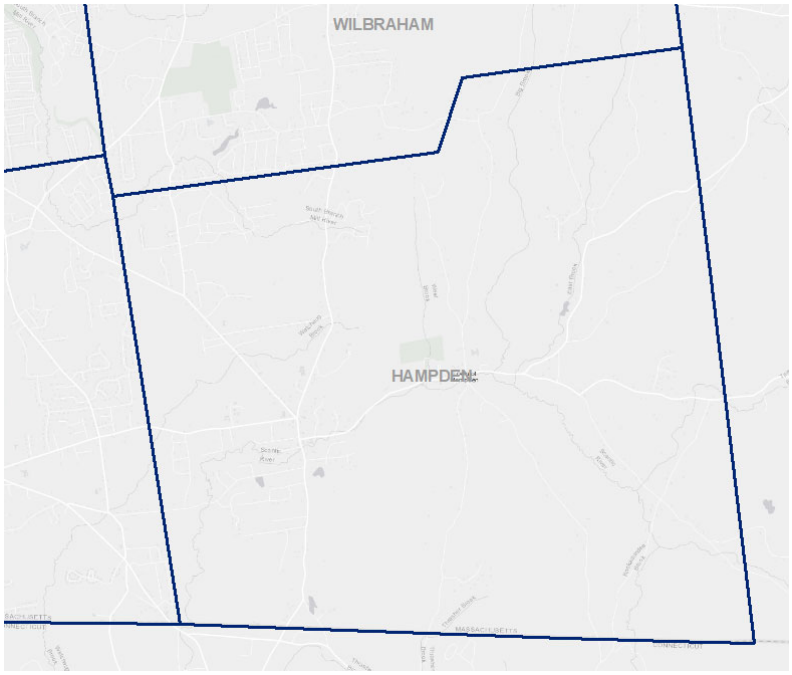
East Longmeadow's large increase in this category is made up of about 250 extra "assistance" calls spread all over town at all hours and days.

Collisions reported to East Longmeadow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	223	-1	C	190–256	218	Expected
Parked vehicle	51	-2	C	38–64	46	Expected
Pedestrian	4	0	C	2–6	4	Expected
Bicyclist	2	0	C	0–4	2	Expected
Animal	22	0	C	14–30	20	Expected
Fixed object	32	1	C	22–42	37	Expected
Curb/barrier	14	0	C	10–18	12	Expected
Rollover/Jackknife	2	0	C	1–3	7	High
Other/Unknown	19	-4	T	0–21	8	Expected
Total	**370**	**-6**	**C**	**323–417**	**354**	**Expected**

Collisions in East Longmeadow were on the lower end of normal for the study period, with the exception of the "rollover/jackknife" category, showed an unusually high (compared to the norm) total on weekdays, with most of the incidents on days of inclement weather. We'll continue to monitor this category, but the fact that it didn't increase elsewhere suggests that it's more likely a fluke than a new trend.

8-month comparison: Hampden



Population (est. 2018): 5,217

Area: 19.7 square miles

Police officers: 11

City center distance from MGM: 9.06 miles

The most geographically isolated of the 11 communities int his study (the town has no highways, major state routes, or PVTA bus routes), it was always a long shot that this low-crime community would see much activity post-MGM. During the eight months after MGM opened, the agency saw expected volumes of violent crimes and set a 10-year low (at least) for both property crime and total crime. It had no significant increases in any crime category. The only calls for service to see significant increases were hunting-related calls and medical aids, and traffic collisions were normal in all categories.

Crimes reported to Hampden, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	0	0	C	0–0	0	Expected
Sexual Assault	0	0	C	0–1	0	Expected
Kidnapping	0	0	C	0–0	0	Expected
Robbery	0	0	T	0–1	0	Expected
Aggravated Assault	1	0	T	0–4	1	Expected
Simple Assault	5	1	T	3–13	5	Expected
Threats	3	0	T	0–5	2	Expected
Arson	0	0	C	0–0	0	Expected
Burglary	8	-1	T	0–14	2	Expected
Theft from Persons	0	0	C	0–0	0	Expected
Purse-Snatching	0	0	C	0–0	0	Expected
Shoplifting	0	0	C	0–1	0	Expected
Theft from Building	5	-1	T	0–7	3	Expected
Theft from Machine	0	0	C	0–0	0	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Theft from Vehicle	6	1	C	0–12	3	Expected
Theft of MV Parts	0	0	C	0–0	0	Expected
Other Theft	15	0	C	8–22	4	Low
Auto Theft	3	1	T	0–11	2	Expected
Forgery	1	0	C	0–2	0	Expected
Fraud/Con Games	2	0	C	1–3	2	Expected
Credit Card Fraud	0	0	C	0–1	0	Expected
Identity Theft	2	0	C	0–4	4	Expected
Employee Theft	0	0	C	0–0	0	Expected
Extortion	0	0	C	0–0	0	Expected
Stolen Property	1	0	T	0–2	0	Expected
Vandalism	15	-1	T	0–21	12	Expected
Drugs	2	0	T	0–2	0	Expected
Statutory Rape	0	0	T	0–0	0	Expected
Pornography	0	0	C	0–1	0	Expected
Prostitution	0	0	C	0–0	0	Expected
Weapons	1	0	C	0–3	1	Expected
Bad Checks	1	0	C	0–2	0	Expected
Disorderly	1	0	T	0–3	0	Expected
Drunk Driving	8	-1	T	0–11	5	Expected
Drunkenness	2	-1	T	0–2	1	Expected
Family Offenses	0	0	C	0–0	0	Expected
Liquor Laws	5	0	C	2–8	3	Expected
Trespassing	3	0	C	0–7	1	Expected
Violent Total	**10**	**0**	**C**	**5–15**	**8**	**Expected**
Property Total	**39**	**8**	**T**	**42–74**	**32**	**Low**
Total	**82**	**-1**	**C**	**66–98**	**51**	**Low**

Selected calls for service reported to Hampden, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	1	0	C	0–2	1	Expected
Disabled Vehicle	27	-2	T	2–33	19	Expected
Disturbance	21	-2	T	0–34	13	Expected
Domestic Dispute	15	-1	C	9–21	13	Expected
General Service	502	11	T	446–665	476	Expected
Hunting	3	-1	T	0–4	5	High
Medical	199	0	C	172–226	235	High
Suspicious Activity	128	-5	T	61–153	102	Expected
Traffic Collision	59	2	T	53–85	51	Low
Traffic Complaint	6	0	C	2–10	4	Expected

Hunting

Hampden joins nearby Wilbraham in an increase in hunting-related complaints, heavily focused in December 2018. There is otherwise no time, day, or geographic concentration, nor any more hints in the CAD data about why such calls were unusually high last year. The increase was only in the last four months of the year; there were no complaints before September or after December.

Medical aids

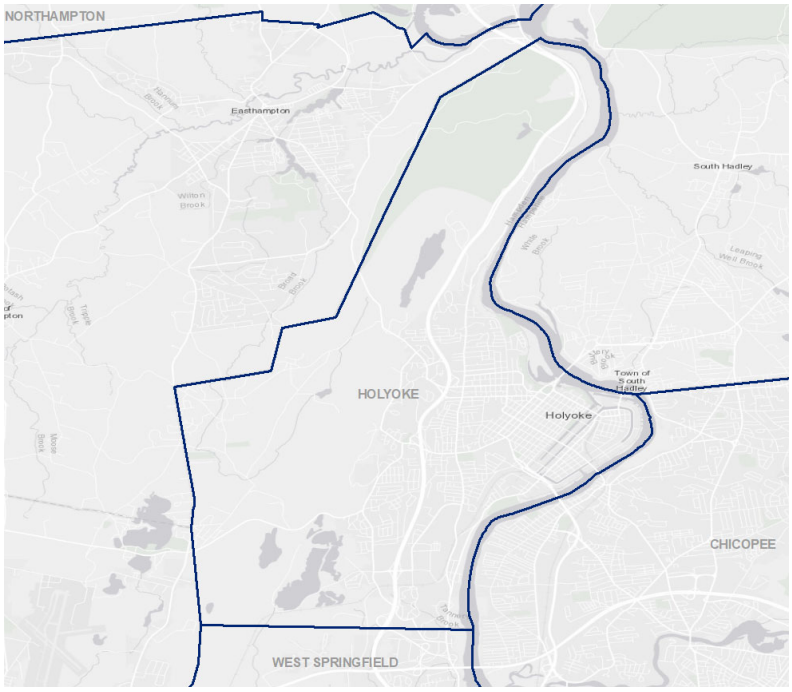
An increase in medical aid calls can often be the sign of extra people entering a community. However, in this case such an increase is uncorroborated with other call types. The increase seems driven by a handful of residences that had multiple calls in the first four months of 2019.

Collisions reported to Hampden, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	13	1	T	12–20	12	Expected
Parked vehicle	4	0	C	3–5	4	Expected
Pedestrian	0	0	C	0–1	0	Expected
Bicyclist	1	0	T	0–1	1	Expected
Animal	11	2	T	4–33	9	Expected
Fixed object	11	1	T	9–21	11	Expected
Curb/barrier	4	0	T	0–7	1	Expected
Rollover/Jackknife	0	0	C	0–1	0	Expected
Other/Unknown	3	0	T	0–4	2	Expected
Total	**47**	**2**	**T**	**43–73**	**40**	**Low**

Hampden had no discernible increase in any collision type during the eight months post MGM. Totals for all categories were expected based on past trends, and tended toward the lower end of their ranges, and total collisions were below the expected range.

8-month comparison: Holyoke



Population (est. 2018): 40,451

Area: 22.8 square miles

Police officers: 119

City center distance from MGM: 7.97 miles

As one of the more removed jurisdictions from MGM, Holyoke didn't seem to feel much influence from the casino, and all of its crimes except weapons violations were either expected or low for the period. (In particular, the agency reported by far the lowest property crime total in at least 9 years.) Its calls for service were also average-to-low. Unfortunately, I could not obtain collision data from the agency in time for this report, but CAD calls for traffic collisions were normal.

Holyoke has a lot of bars, restaurants, hotels, convenience stores, and gas stations that might ultimately see an increase in activity from MGM patrons, but this has not been reflected in the statistics so far. We will continue to monitor.

Crimes reported to Holyoke, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	2	0	C	1–3	0	Low
Sexual Assault	20	-1	C	14–26	24	Expected
Kidnapping	5	0	C	3–7	3	Expected
Robbery	60	0	C	46–74	31	Low
Aggravated Assault	166	3	T	147–222	146	Low
Simple Assault	514	-16	T	353–554	414	Expected
Threats	263	-5	T	205–286	220	Expected
Arson	7	-1	C	3–11	2	Low
Burglary	240	-17	T	146–205	131	Low
Theft from Persons	0	0	C	0–0	0	Expected
Purse-Snatching	1	0	C	0–2	2	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Shoplifting	332	-22	T	144–336	286	Expected
Theft from Building	9	0	C	4–14	15	High
Theft from Machine	0	0	C	0–0	0	Expected
Theft from Vehicle	136	-9	T	21–183	76	Expected
Theft of MV Parts	8	-3	T	0–10	2	Expected
Other Theft	760	-21	T	546–869	424	Low
Auto Theft	84	-4	C	54–114	70	Expected
Forgery	26	-2	T	0–36	23	Expected
Fraud/Con Games	6	0	C	4–8	40	High
Credit Card Fraud	33	1	T	26–51	30	Expected
Identity Theft	0	0	C	0–0	0	Expected
Employee Theft	1	0	T	0–2	0	Expected
Extortion	1	0	C	0–3	1	Expected
Stolen Property	44	0	C	34–54	41	Expected
Vandalism	577	-43	T	290–531	342	Expected
Drugs	341	-9	C	259–423	301	Expected
Statutory Rape	0	0	C	0–0	3	Expected
Pornography	3	1	T	1–9	8	Expected
Prostitution	1	0	C	0–3	0	Expected
Weapons	51	1	C	40–62	73	High
Bad Checks	0	0	C	0–2	2	Expected
Disorderly	127	-8	T	61–130	99	Expected
Drunk Driving	31	-2	C	17–45	31	Expected
Drunkenness	0	0	C	0–0	0	Expected
Family Offenses	1	0	C	0–3	1	Expected
Liquor Laws	4	-1	T	0–4	5	High
Trespassing	62	-27	T	0–60	49	Expected
Violent Total	**1031**	**-19**	**T**	**850–1086**	**838**	**Low**
Property Total	**2266**	**-121**	**T**	**1543–2092**	**1485**	**Low**
Total	**3597**	**-152**	**T**	**3048–3518**	**2895**	**Low**

Thefts from buildings

A slightly-high total in thefts from buildings downtown during the day shows no spatial or thematic connection to MGM.

Fraud/con games

Holyoke experienced a dramatic increase in this crime code in late 2018 and early 2019, with many of the incidents uncoded as such until after the 2019 report was completed (and thus unreported in that report). An analysis of charges shows that most of the incidents are actually credit card fraud, which should be reported under that category, but that simply shifts the increase to a different category. We are awaiting further information from the Holyoke Police to help explain this sudden spike.

Weapon violations

increase is made up of firearms offenses of all types; the charge of carrying ammunition without an FID card makes up about half of it. Another third consists of an increase in charges for carrying firearms without a license. Holyoke is some distance from MGM Springfield, and there is no spatial relation between the incidents and the casino. As statistics for this crime are heavily influenced by proactive police work and enforcement, the increase suggests a special operation or focus specific to Holyoke during this period, particularly in September of 2018.

Liquor laws

As with Chicopee, the increase seems to exclusively involve charges of open containers of alcohol in vehicles stopped during traffic enforcement.

Selected calls for service reported to Holyoke, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	66	-5	T	24–65	55	Expected
Disabled Vehicle	227	-2	C	184–270	215	Expected
Disturbance	2144	-51	T	1789–2126	1821	Expected
Domestic Dispute	238	-3	C	199–277	195	Low
General Service	902	-8	C	813–991	794	Low
Gunshots	79	-5	T	35–75	83	High
Liquor	62	-2	C	46–78	47	Expected
Lost Property	65	-4	T	29–77	31	Expected
Medical	1072	75	T	1071–1743	1087	Expected
Overdose	43	14	T	30–157	130	Expected
Psychological	119	28	T	28–401	375	Expected
Suspicious Activity	800	-8	C	680–920	584	Low
Traffic Collision	1395	30	T	1393–1581	1414	Expected
Traffic Complaint	143	0	C	109–177	86	Low
Vagrancy	222	31	T	281–357	255	Low

Gunshots

Gunshots reverted to totals seen earlier in the decade after extremely low years in 2017 and 2018.

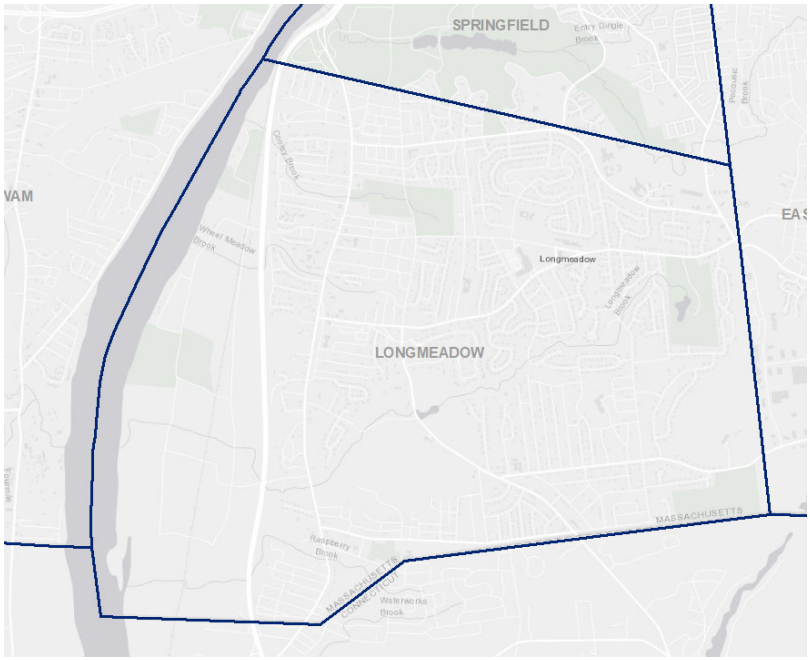
Collisions reported to Holyoke, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	787	3	C	703–871	826	Expected
Parked vehicle	231	3	C	199–263	257	Expected
Pedestrian	23	1	T	17–41	19	Expected
Bicyclist	5	0	T	1–6	3	Expected
Animal	4	1	T	4–11	2	Low
Fixed object	50	3	T	49–80	48	Low
Curb/barrier	36	-1	T	18–42	44	High
Rollover/Jackknife	3	0	C	0–6	4	Expected
Other/Unknown	27	-2	T	0–36	19	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Total	**1164**	**8**	**C**	**1051–1277**	**1222**	**Expected**

Only collisions against curbs and barriers were higher than their expected value for Holyoke. There were several days of inclement weather that had two or more such collisions, but otherwise no patterns can be seen in this increase.

8-month comparison: Longmeadow



Population (est. 2018): 15,848

Area: 9.7 square miles

Police officers: 27

City center distance from MGM: 3.67 miles

Longmeadow is physically close to Springfield and MGM, and the northern part of the town has often seen a spillover of crime from Springfield's summer neighborhoods. In the last four months of 2018, we saw a pattern of increased thefts from vehicles and residences within several northern Longmeadow neighborhoods, but this trend did not continue into 2019 and thus returned the town to "expected" territory for the 8-month period. (According to Longmeadow Police, the establishment of a Data-Driven Approaches to Crime and Traffic Safety (DDACTS) zone in the northern part of the city likely had a suppressive effect on that pattern.) Traffic collisions had also been high in the last four months of 2018 but not in 2019, bringing the total just barely into the "expected" range. Traffic related complaints, on the other hand, remained high.

Crimes reported to Longmeadow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	0	0	C	0–0	0	Expected
Sexual Assault	2	1	T	1–7	4	Expected
Kidnapping	0	0	C	0–0	0	Expected
Robbery	2	0	T	0–4	0	Expected
Aggravated Assault	3	0	C	0–6	3	Expected
Simple Assault	10	0	C	8–12	12	Expected
Threats	12	-2	T	0–11	10	Expected
Arson	0	0	C	0–1	0	Expected
Burglary	21	0	C	12–30	18	Expected
Theft from Persons	1	0	C	0–2	0	Expected
Purse-Snatching	1	0	C	0–2	0	Expected
Shoplifting	6	0	C	3–9	7	Expected
Theft from Building	20	1	C	10–30	13	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Theft from Machine	0	0	C	0–0	0	Expected
Theft from Vehicle	22	-3	T	0–27	24	Expected
Theft of MV Parts	0	0	C	0–0	0	Expected
Other Theft	37	-5	T	0–36	32	Expected
Auto Theft	4	0	C	0–8	7	Expected
Forgery	4	-1	T	0–5	2	Expected
Fraud/Con Games	15	1	C	7–23	13	Expected
Credit Card Fraud	4	0	C	1–7	1	Expected
Identity Theft	17	2	T	14–35	15	Expected
Employee Theft	1	0	T	0–2	0	Expected
Extortion	0	0	C	0–0	1	Expected
Stolen Property	3	0	T	1–7	1	Expected
Vandalism	33	-2	T	10–45	15	Expected
Drugs	4	0	C	3–5	2	Low
Statutory Rape	1	0	C	0–2	1	Expected
Pornography	1	0	C	0–2	1	Expected
Prostitution	0	0	C	0–0	0	Expected
Weapons	1	0	C	0–2	2	Expected
Bad Checks	2	-1	T	0–2	0	Expected
Disorderly	1	0	C	0–2	1	Expected
Drunk Driving	14	-1	C	6–22	13	Expected
Drunkenness	1	0	C	0–3	0	Expected
Family Offenses	0	0	T	0–1	0	Expected
Liquor Laws	6	-1	C	2–10	1	Low
Trespassing	2	0	C	1–3	2	Expected
Violent Total	**29**	**-1**	**T**	**19–28**	**29**	**High**
Property Total	**188**	**-8**	**T**	**109–204**	**149**	**Expected**
Total	**227**	**0**	**C**	**223–231**	**201**	**Low**

Violent Crime

Total violent crime was slightly above the predicted norm in Longmeadow, although no individual category crossed the threshold. Both simple assaults and threats were at the upper ends of their normal ranges, with most incidents occurring at residences. This *might* portend an increase in domestic abuse, but the figure is only 1 incident above the expected threshold. It is worth continued monitoring.

Selected calls for service reported to Longmeadow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Disabled Vehicle	80	-6	T	28–84	58	Expected
Disturbance	65	-1	C	49–81	52	Expected
Domestic Dispute	43	-1	C	31–55	37	Expected
General Service	565	13	T	577–671	573	Low
Medical	706	14	T	628–875	847	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Suspicious Activity	323	-9	T	231–352	252	Expected
Traffic Collision	268	-3	C	242–294	292	Expected
Traffic Complaint	91	2	C	73–109	111	High

Traffic complaints

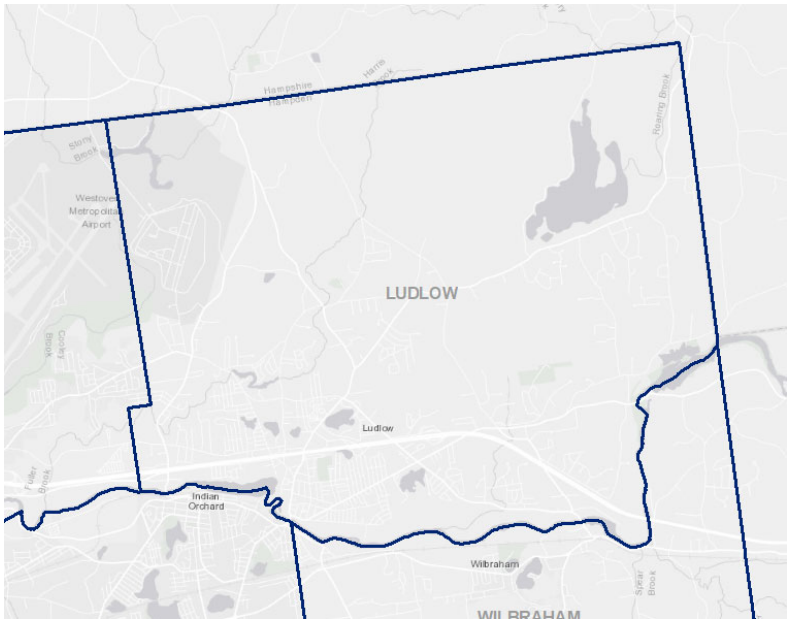
Longmeadow showed a slightly high value for erratic, improper, and annoying driving and parking behaviors, but with no particular geographic or temporal concentration. As noted in several of the other communities' profiles, this is a call type that almost inevitably increases with extra traffic in a community.

Collisions reported to Longmeadow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	167	-2	C	150–184	185	High
Parked vehicle	51	-2	T	33–50	54	High
Pedestrian	1	0	C	0–2	1	Expected
Bicyclist	2	0	C	1–3	1	Expected
Animal	14	2	T	7–33	19	Expected
Fixed object	19	0	C	15–23	18	Expected
Curb/barrier	7	-1	T	0–11	10	Expected
Rollover/Jackknife	0	0	C	0–0	1	High
Other/Unknown	7	0	C	4–10	6	Expected
Total	**267**	**-4**	**T**	**207–287**	**295**	**High**

Longmeadow had a modest increase in crashes involving vehicles in traffic and parked vehicles. The brunt of the increase is concentrated in the northeast corner of the city, at the intersections of Dwight Road, Converse Street, and Williams Street. Although this area could logically be connected with more local traffic going to MGM, a lack of similar increases at other locations along the same routes puts the ultimate conclusion in doubt.

8-month comparison: Ludlow



Population (est. 2018): 21,529

Area: 28.2 square miles

Police officers: 40

City center distance from MGM: 9.55 miles

A largely residential community, Ludlow showed no increases in crime along the travel routes to MGM that we hypothesized might see greater activity. Nor did it see any changes in traffic collisions. It did, however, see a near-immediate increase in domestic violence (simple assaults) and domestic disputes, a trend that also affected several other communities in this study. It is too soon to say whether this trend is related to MGM Springfield: answering that question will have to involve a more thorough analysis of the full reports. There is also some evidence of increased activity at the town's one hotel, the Holiday Inn Express, that will be explored fully in the one-year report.

Crimes reported to Ludlow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	0	0	T	0–2	0	Expected
Sexual Assault	2	0	C	0–5	0	Expected
Kidnapping	1	0	C	0–2	2	Expected
Robbery	4	-1	T	0–7	0	Expected
Aggravated Assault	14	3	T	21–35	22	Expected
Simple Assault	41	2	C	26–56	58	High
Threats	28	-2	C	17–39	19	Expected
Arson	0	0	C	0–1	1	Expected
Burglary	45	-2	C	25–65	19	Low
Theft from Persons	1	0	T	0–3	0	Expected
Purse-Snatching	1	0	C	0–2	0	Expected
Shoplifting	19	0	C	4–34	16	Expected
Theft from Building	28	-1	C	16–40	5	Low
Theft from Machine	0	0	C	0–0	0	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Theft from Vehicle	23	-1	C	5–41	12	Expected
Theft of MV Parts	0	0	T	0–2	1	Expected
Other Theft	78	-4	T	37–91	42	Expected
Auto Theft	12	1	T	8–28	4	Low
Forgery	10	0	C	7–13	3	Low
Fraud/Con Games	19	3	T	22–41	15	Low
Credit Card Fraud	7	1	T	5–22	0	Low
Identity Theft	17	2	T	15–37	11	Low
Employee Theft	2	0	C	0–4	0	Expected
Extortion	0	0	C	0–0	0	Expected
Stolen Property	5	0	C	1–9	3	Expected
Vandalism	81	-4	T	51–82	55	Expected
Drugs	26	1	T	20–48	16	Low
Statutory Rape	1	0	C	0–3	0	Expected
Pornography	1	0	C	0–3	1	Expected
Prostitution	0	0	C	0–0	0	Expected
Weapons	5	1	T	4–14	8	Expected
Bad Checks	3	0	C	0–6	0	Expected
Disorderly	12	1	C	7–17	2	Low
Drunk Driving	27	1	T	23–45	24	Expected
Drunkenness	7	-1	T	0–6	3	Expected
Family Offenses	0	0	C	0–1	0	Expected
Liquor Laws	8	1	T	6–20	6	Expected
Trespassing	7	0	C	2–12	4	Expected
Violent Total	**91**	**3**	**T**	**68–141**	**101**	**Expected**
Property Total	**349**	**-5**	**T**	**311–387**	**187**	**Low**
Total	**529**	**8**	**C**	**484–574**	**352**	**Low**

Simple assault

Ludlow saw a spike in domestic simple assaults (assaults without dangerous weapons and without serious injury) in the final four months of the year. As with other communities that saw assault increases, Ludlow's did not continue into 2019, although it was high enough in 2018 that it elevated the entire eight-month period. The events are spread out over the town and show no particular geographic or temporal concentrations. As with the other communities, a full review of narratives will be necessary to fully understand this trend if it comes back.

Selected calls for service reported to Ludlow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	5	0	C	3–7	12	High
Disabled Vehicle	118	-1	C	93–143	107	Expected
Disturbance	563	-40	T	263–540	407	Expected
Domestic Dispute	101	0	C	92–110	139	High

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
General Service	584	7	C	480–688	683	Expected
Lost Property	3	0	C	1–5	5	Expected
Medical	1113	44	T	1255–1332	1262	Expected
Psychological	4	0	C	1–7	3	Expected
Suspicious Activity	369	30	T	414–593	371	Low
Traffic Collision	376	8	T	346–468	397	Expected
Traffic Complaint	26	8	T	22–83	113	High
Vagrancy	1	0	C	0–2	0	Expected

Abandoned vehicles

The total isn't particularly high compared to other communities, but the 12 "abandoned vehicle" incidents reported by Ludlow in the eight months post-MGM are high for the community. Most incidents occurred between November and December, but other than a pair of them at 12 Center Street 12 days apart in December, there's no geographic concentration. Nothing else can be determined from available data. A lack of similar incidents in other communities makes an MGM connection unlikely, particularly where the increase did not continue into 2019.

Domestic disputes

Ludlow's increase in domestic dispute calls for service during this period mirrors its increase in domestic-related simple assaults. As with the assaults, this is a trend that did not begin until after September, although it's hard to see why such an immediate increase would be tied to the casino.

Traffic complaints

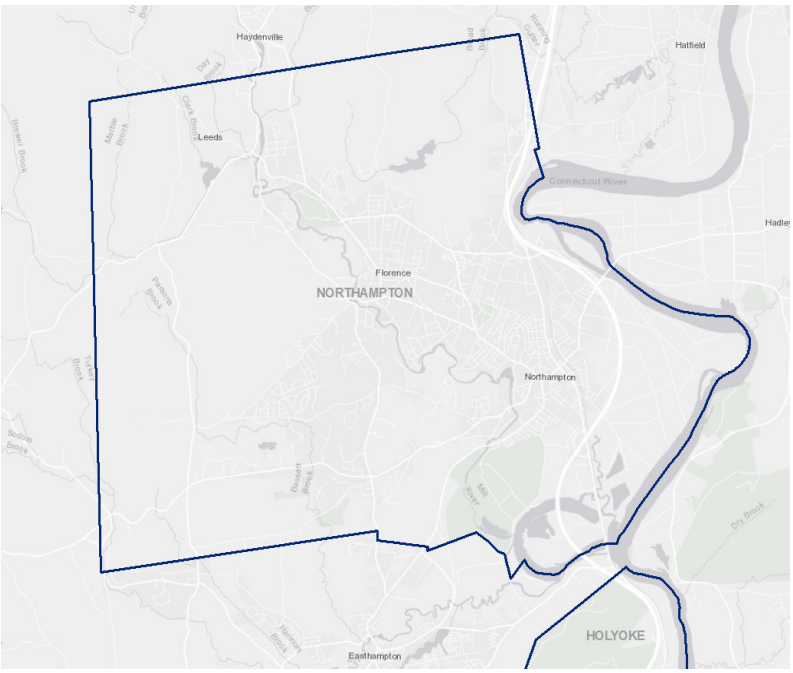
Complaints of "erratic operation" increased in Ludlow during this period, primarily on Center Street, East Street, Miller Street, and West Street on weekday evenings. However, the agency did not start using this code until 2016, making average and predictive volumes difficult to calculate.

Collisions reported to Ludlow, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	223	11	T	205–337	242	Expected
Parked vehicle	55	3	T	49–83	65	Expected
Pedestrian	5	-1	T	0–9	2	Expected
Bicyclist	1	0	C	0–2	2	Expected
Animal	7	1	T	6–14	13	Expected
Fixed object	42	3	T	42–68	48	Expected
Curb/barrier	21	1	T	19–31	26	Expected
Rollover/Jackknife	3	0	C	1–5	4	Expected
Other/Unknown	21	-1	T	9–24	25	High
Total	**378**	**18**	**T**	**383–523**	**427**	**Expected**

Ludlow's traffic collisions increased steadily from 2010 to 2018, so it was nice to see that 2019 reversed rather than continue the trend. No category outperformed its expected window for this period except for the relatively useless "other/unknown" category.

8-month comparison: Northampton



Population (est. 2018): 28,458

Area: 35.8 square miles

Police officers: 63

City center distance from MGM: 16.70 miles

As the farthest community from MGM in this study, if Northampton was likely to have an increase in crimes or calls because of MGM, it would most likely be reflected in its few hotels, services near its highway exits, and perhaps a general increase in the population visiting its arts community. So far, it does not appear that these trends have occurred. Total crime was low for the agency this period, though there were increases in sexual assault, auto theft, family offenses, and trespassing. A pattern of bad checks and forged checks seen in the final months of 2018 did not continue into 2019.

Crimes reported to Northampton, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	0	0	C	0–1	1	Expected
Sexual Assault	24	0	C	18–30	31	High
Kidnapping	3	0	T	0–9	6	Expected
Robbery	10	0	C	4–16	5	Expected
Aggravated Assault	57	4	T	64–86	59	Low
Simple Assault	189	-7	T	135–197	141	Expected
Threats	45	-3	T	22–43	32	Expected
Arson	2	0	C	0–5	3	Expected
Burglary	75	-10	T	15–53	49	Expected
Theft from Persons	2	0	C	1–3	0	Low
Purse-Snatching	1	0	C	0–2	1	Expected
Shoplifting	89	6	T	69–161	87	Expected
Theft from Building	142	-14	T	43–133	81	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Theft from Machine	1	0	T	0–2	2	Expected
Theft from Vehicle	45	-5	T	0–62	25	Expected
Theft of MV Parts	17	-4	T	0–17	8	Expected
Other Theft	71	-2	C	54–88	45	Low
Auto Theft	14	-2	T	0–13	19	High
Forgery	20	-1	C	10–30	17	Expected
Fraud/Con Games	34	1	C	26–42	39	Expected
Credit Card Fraud	11	0	C	6–16	6	Expected
Identity Theft	31	-2	T	4–42	14	Expected
Employee Theft	2	0	C	0–7	0	Expected
Extortion	0	0	T	0–1	1	Expected
Stolen Property	10	-1	C	5–15	5	Expected
Vandalism	138	-12	T	53–125	85	Expected
Drugs	63	-5	T	5–83	30	Expected
Statutory Rape	3	0	C	1–5	4	Expected
Pornography	4	1	T	3–11	6	Expected
Prostitution	0	0	C	0–1	0	Expected
Weapons	7	0	C	1–13	5	Expected
Bad Checks	4	0	C	1–7	6	Expected
Disorderly	43	-1	C	32–54	27	Low
Drunk Driving	81	5	T	57–159	55	Low
Drunkenness	105	-15	T	0–103	60	Expected
Family Offenses	1	0	C	0–2	5	High
Liquor Laws	27	-4	T	0–27	15	Expected
Trespassing	32	-2	T	2–39	43	High
Violent Total	**328**	**-5**	**T**	**272–356**	**275**	**Expected**
Property Total	**707**	**-47**	**T**	**424–624**	**487**	**Expected**
Total	**1277**	**-47**	**T**	**1060–1312**	**1018**	**Low**

Sexual assault

Northampton topped its expected range for sexual assault by one incident. The incidents are a mix of rapes and indecent assault and battery with adult victims, but nothing more can be determined from the supplied data.

Auto theft

Northampton was hit with a modest increase in auto theft during this period, centered east of downtown along Route 5. A lack of corroborative increases in other communities (the crime was significantly low for the region) suggests that the trend is unrelated to MGM.

Family offenses

All five incidents occurred after 10 March 2019, all at various residences in the town. The agency has hardly ever used the code in the past (only 13 times between 2011 and 2018), suggesting the increase is more to do with a change in coding practice.

Trespassing

A high number in a somewhat erratic category, Northampton's trespassing increase in the last 8 months is localized in the downtown area, primarily on Main Street. It would have no connection to MGM unless it can be shown that MGM has caused a general increase in visitors to the town.

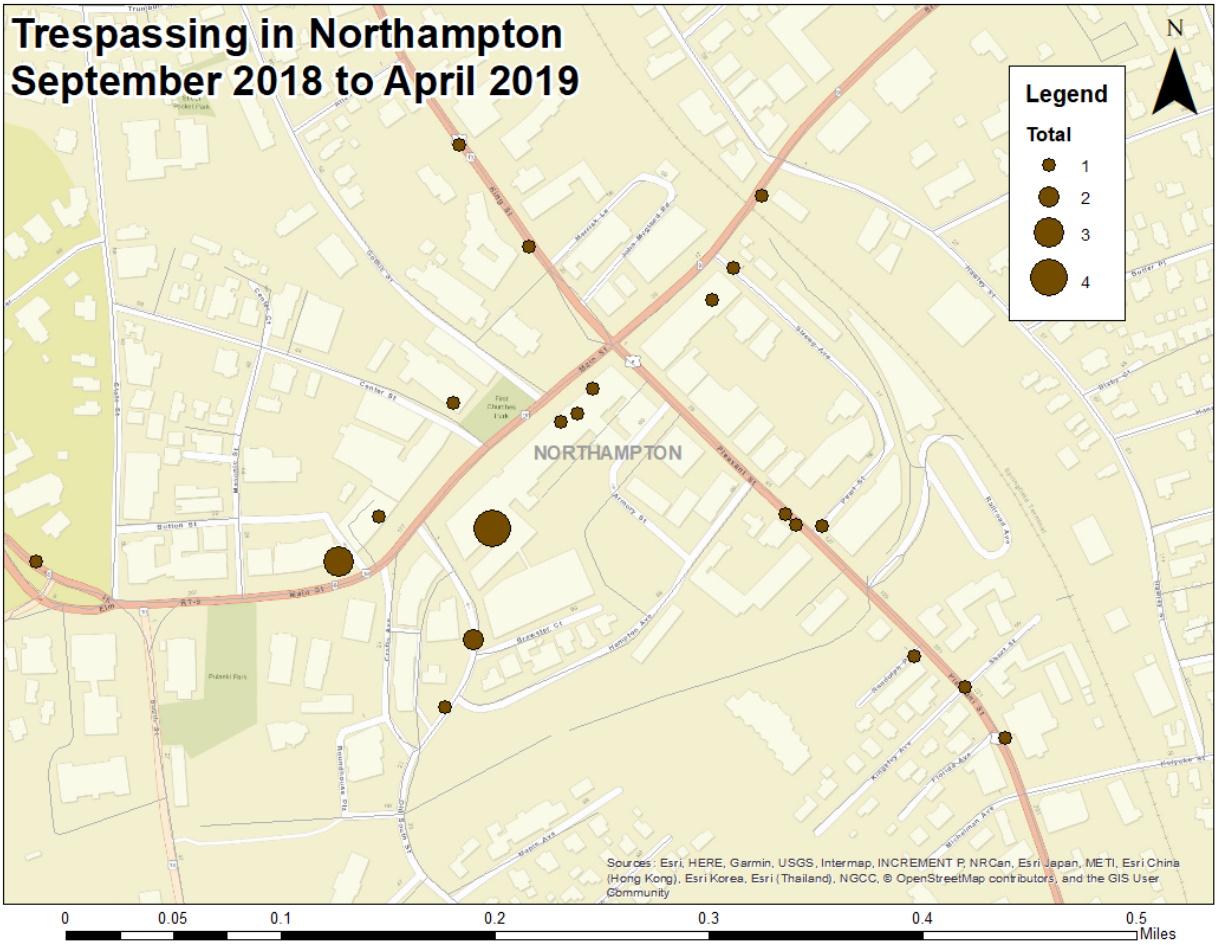


Figure 8: Northampton's trespassing increase is highly localized to the downtown area.

Selected calls for service reported to Northampton, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	14	-1	T	1–18	4	Expected
Disabled Vehicle	213	-7	T	121–241	215	Expected
Disturbance	1052	-6	C	941–1163	871	Low
General Service	566	11	T	513–702	612	Expected
Liquor	216	-8	T	127–240	186	Expected
Lost Property	282	3	C	256–308	246	Low
Medical	1076	59	T	1110–1539	1216	Expected
Overdose	15	5	T	22–52	34	Expected
Psychological	118	-44	T	0–139	8	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Suspicious Activity	1288	-116	T	372–1258	889	Expected
Traffic Collision	889	2	C	817–961	885	Expected
Traffic Complaint	590	-5	C	545–635	538	Low
Vagrancy	12	5	T	15–50	11	Low

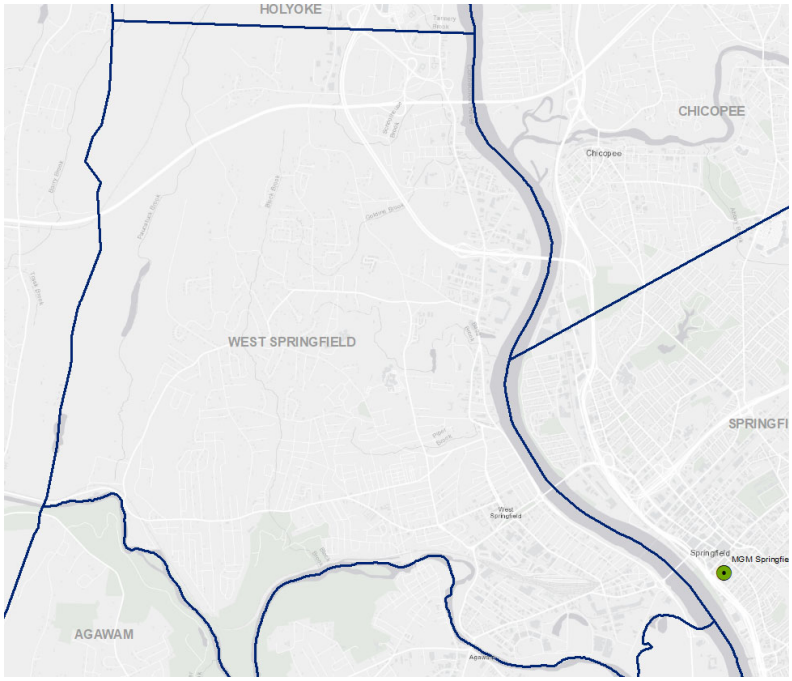
Increases in disabled vehicles and general service calls seen in late 2018 did not continue into 2019, resulting in no unusually "high" incident types for the overall 8-month period.

Collisions reported to Northampton, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	274	-5	T	215–288	254	Expected
Parked vehicle	36	-3	T	7–38	31	Expected
Pedestrian	11	-1	T	0–15	8	Expected
Bicyclist	7	-1	T	0–10	4	Expected
Animal	12	1	T	7–23	25	High
Fixed object	32	1	C	21–43	20	Low
Curb/barrier	17	1	C	11–23	7	Low
Rollover/Jackknife	2	0	C	0–4	2	Expected
Other/Unknown	9	0	C	8–10	9	Expected
Total	**399**	**-7**	**T**	**334–411**	**360**	**Expected**

The only cogent category to see an increase in traffic collisions in Northampton was animal-related crashes, which showed no spatial or temporal concentration. Overall crashes remained nominal in the city.

8-month comparison: West Springfield



Population (est. 2018): 28,747

Area: 17.5 square miles

Police officers: 89

City center distance from MGM: 3.83 miles

With a large hotel cluster directly across the river from MGM Springfield, it seemed inevitable that West Springfield would see an increase in activity at hotels specifically. Eight months later, the hotels may have more patrons, but their presence isn't being reflected in any additional crime. Hotel crime in the city is down from 2016 and 2017, and about average for the last 7 years.

In general, crime is expected or low in the city. A pattern of purse snatchings identified in the last report did not continue, and many other crimes that seemed to have increased initially regressed to the mean over time. The only persistent increase so far have been in traffic collisions and "suspicious activity" calls, both of which could be plausibly related to extra traffic through the community.

Crimes reported to West Springfield, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	1	0	T	0–5	0	Expected
Sexual Assault	18	2	T	15–33	25	Expected
Kidnapping	3	0	T	0–9	4	Expected
Robbery	21	-1	T	10–26	10	Expected
Aggravated Assault	72	4	T	75–102	70	Low
Simple Assault	149	-15	T	36–136	117	Expected
Threats	48	-4	T	9–57	44	Expected
Arson	3	0	C	0–6	3	Expected
Burglary	125	-13	T	20–125	91	Expected
Theft from Persons	5	0	C	2–8	4	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Purse-Snatching	6	-1	T	0–7	7	Expected
Shoplifting	200	9	T	161–313	228	Expected
Theft from Building	91	-3	C	69–113	59	Low
Theft from Machine	0	0	C	0–0	0	Expected
Theft from Vehicle	83	-6	T	3–113	56	Expected
Theft of MV Parts	1	-1	T	0–1	1	Expected
Other Theft	322	-10	T	204–366	241	Expected
Auto Theft	54	-4	T	15–63	40	Expected
Forgery	22	0	T	20–28	19	Low
Fraud/Con Games	49	0	C	37–61	74	High
Credit Card Fraud	11	0	C	6–16	9	Expected
Identity Theft	32	1	T	25–48	42	Expected
Employee Theft	6	1	T	5–15	3	Low
Extortion	1	0	T	0–0	0	Expected
Stolen Property	21	-2	T	6–21	22	High
Vandalism	214	-15	T	111–193	153	Expected
Drugs	73	-6	T	12–75	90	High
Statutory Rape	4	0	C	2–6	3	Expected
Pornography	3	0	C	0–6	6	Expected
Prostitution	1	0	C	0–3	0	Expected
Weapons	7	0	C	3–11	10	Expected
Bad Checks	7	-1	T	0–8	1	Expected
Disorderly	21	-1	C	13–29	18	Expected
Drunk Driving	22	-4	T	0–25	19	Expected
Drunkenness	1	-1	T	0–4	1	Expected
Family Offenses	3	0	C	1–5	3	Expected
Liquor Laws	6	-1	T	0–5	4	Expected
Trespassing	18	-2	T	0–30	19	Expected
Violent Total	**312**	**-14**	**T**	**189–323**	**270**	**Expected**
Property Total	**1244**	**-43**	**T**	**911–1241**	**1052**	**Expected**
Total	**1607**	**-46**	**T**	**1215–1769**	**1496**	**Expected**

Fraud/con games

Very high totals for this category in West Springfield were subjected to a more thorough review of individual cases with the West Springfield Police. The analysis showed that about one-third of the cases were mis-coded credit card frauds and the rest were an odd miscellany of swindles that showed no particular patterns. There is a potential logical tie between this type of crime and a casino, although no other agency reported a similar increase during this period. In the next report, we will review a larger number of samples from different agencies.

Stolen Property

Arrests and other incidents for "receiving stolen property" increased significantly for West Springfield starting in October 2018. There do not seem to be any connections among the incidents nor any connection between the listed offenders and MGM.

Drug Offenses

Normal throughout 2018, drug offenses suddenly increased in West Springfield during the first four months of 2019, with most of the increase seen in the "distribution" category rather than simple possession. More than half of the incidents of distribution involve a Class A drug, which includes heroin, morphine, and some designer drugs. The West Springfield Police Department reports an expansion of its drug investigation unit, which both explains the increase and the lack of a similar increase in other agencies.

Selected calls for service reported to West Springfield, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Disturbance	1237	-65	T	722–1183	1153	Expected
Domestic Dispute	225	36	T	254–485	378	Expected
General Service	495	-44	T	131–486	414	Expected
Suspicious Activity	776	0	C	702–850	897	High
Traffic Collision	1132	-13	C	1022–1242	1229	Expected
Traffic Complaint	582	4	C	446–718	708	Expected

Suspicious Activity

At the end of the four-month report, both disturbances and suspicious activity had increased particularly at businesses and streets just over the two bridges from Springfield, particularly late at night, which might have been evidence of spillover from MGM. In the subsequent four months, disturbance calls decreased but suspicious activity remained high at businesses on Memorial Avenue, Park Street, and Riverdale Street (see Figure 10). In addition to this spatial relation, calls have increased generally at gas stations throughout the town. Anecdotal evidence suggests that many of these calls are related to panhandlers in the area.

Collisions reported to West Springfield, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	353	-1	C	318–388	427	High
Parked vehicle	41	0	C	29–53	69	High
Pedestrian	14	0	C	10–18	17	Expected
Bicyclist	3	0	C	0–6	1	Expected
Animal	3	0	C	1–5	7	High
Fixed object	39	-1	T	22–43	51	High
Curb/barrier	34	-1	T	20–39	31	Expected
Rollover/Jackknife	1	0	C	0–2	2	Expected
Other/Unknown	15	-1	T	4–17	17	Expected
Total	**504**	**-5**	**C**	**450–558**	**622**	**High**

West Springfield reported high traffic collision totals in 2019, and like the calls for service, much of the increase is on the east side of the city where it could be influenced by MGM. Riverdale Street and Memorial Avenue bear the brunt of the increase. Both pass through heavily-trafficked shopping areas and feed into direct routes to MGM.

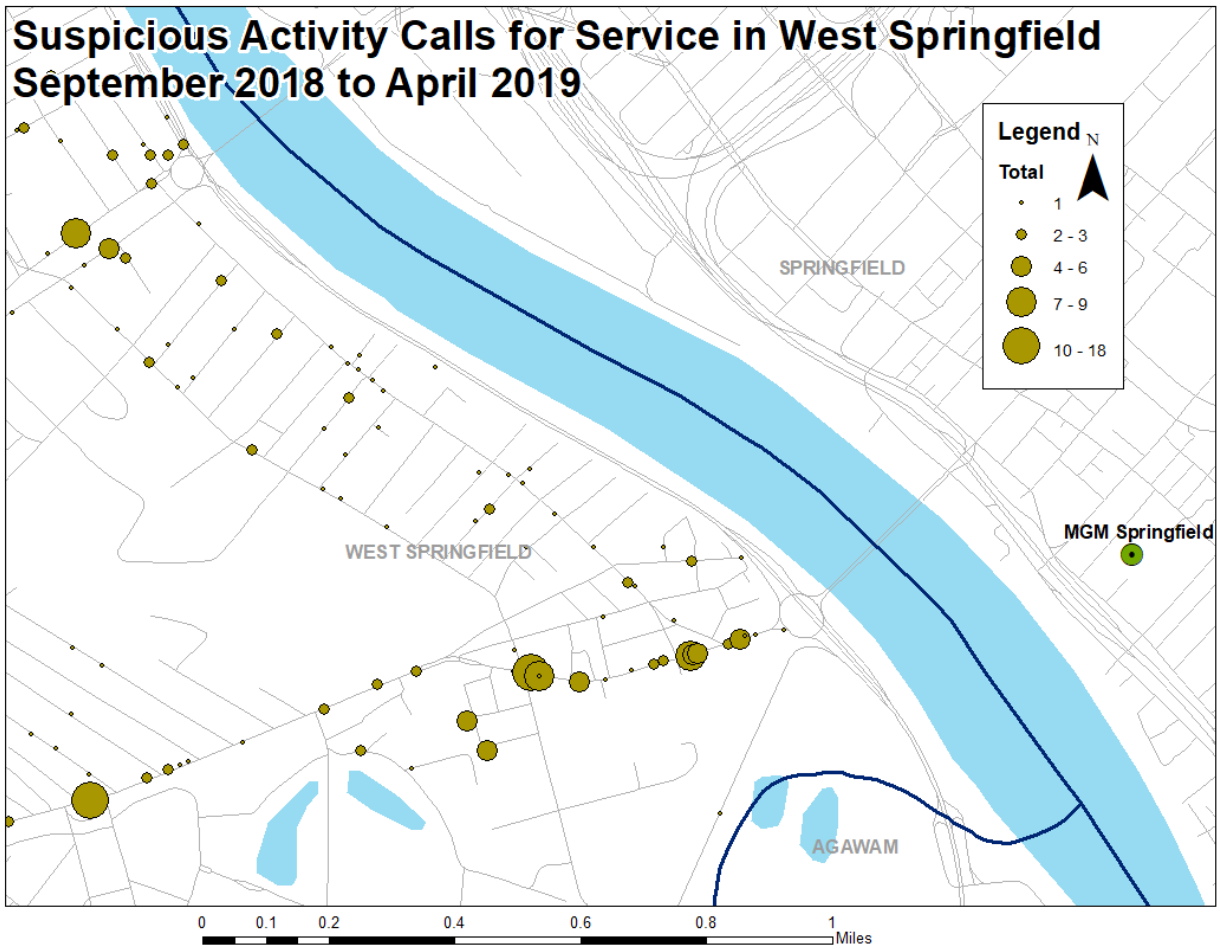
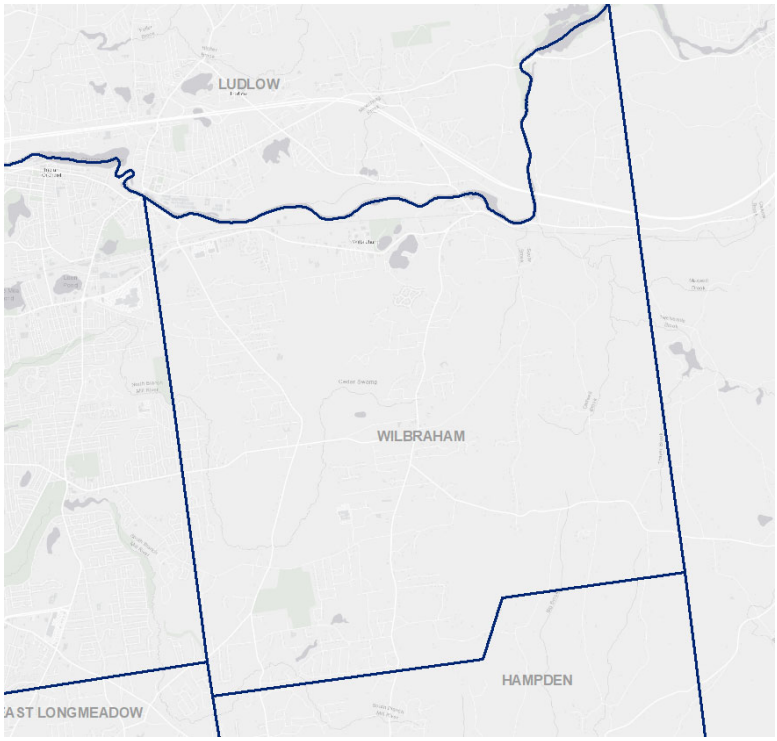


Figure 9: "Suspicious Activity" calls for 2018-2019 show an increase at locations just over the bridges from MGM Springfield.

8-month comparison: Wilbraham



Population (est. 2018): 14,749

Area: 22.4 square miles

Police officers: 27

City center distance from MGM: 8.36 miles

Wilbraham is physically close to Springfield but lacks significant travel routes to and from MGM Springfield. There is no evidence of an increase in retail crimes along Route 20, which was our primary concern at the outset. Instead, the agency experienced total crime and property crime within expected parameters, with a few notable increases discussed below. For calls for service, only hunting-related calls and general service calls increased, neither with a logical casino nexus. Crashes were close to average volumes.

Crimes reported to Wilbraham, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	0	0	C	0–0	0	Expected
Sexual Assault	4	0	C	1–7	9	High
Kidnapping	0	0	C	0–1	0	Expected
Robbery	1	0	C	0–2	1	Expected
Aggravated Assault	10	-1	T	0–12	12	Expected
Simple Assault	34	0	C	23–45	38	Expected
Threats	27	-2	T	7–31	28	Expected
Arson	1	0	C	0–2	0	Expected
Burglary	28	-3	T	0–33	11	Expected
Theft from Persons	0	0	T	0–1	0	Expected
Purse-Snatching	0	0	C	0–0	0	Expected
Shoplifting	24	2	T	16–40	47	High
Theft from Building	11	-1	C	2–20	3	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Theft from Machine	0	0	C	0–0	0	Expected
Theft from Vehicle	20	-5	T	0–30	7	Expected
Theft of MV Parts	1	0	T	0–4	0	Expected
Other Theft	52	-8	T	3–36	28	Expected
Auto Theft	9	-1	C	3–15	3	Expected
Forgery	5	0	C	3–7	5	Expected
Fraud/Con Games	9	1	T	7–21	7	Expected
Credit Card Fraud	4	0	C	1–7	5	Expected
Identity Theft	9	1	C	4–14	11	Expected
Employee Theft	1	0	T	0–1	0	Expected
Extortion	0	0	C	0–0	2	Expected
Stolen Property	5	0	C	2–8	4	Expected
Vandalism	42	-5	T	0–45	31	Expected
Drugs	31	-1	C	7–55	11	Expected
Statutory Rape	3	0	C	0–6	3	Expected
Pornography	1	0	C	0–2	3	High
Prostitution	0	0	C	0–0	0	Expected
Weapons	3	0	C	0–6	1	Expected
Bad Checks	2	0	C	0–5	1	Expected
Disorderly	8	0	C	5–11	5	Expected
Drunk Driving	34	1	C	17–51	28	Expected
Drunkenness	6	0	C	2–10	7	Expected
Family Offenses	0	0	C	0–0	0	Expected
Liquor Laws	10	1	T	6–27	8	Expected
Trespassing	5	0	T	3–12	5	Expected
Violent Total	**78**	**-3**	**T**	**39–90**	**88**	**Expected**
Property Total	**221**	**-19**	**T**	**95–189**	**164**	**Expected**
Total	**381**	**-38**	**T**	**185–371**	**324**	**Expected**

Sexual assault

Wilbraham recorded 9 sexual assaults during this period, 7 of them during the first four months of 2019, all of them in the "indecent assault/fondling" category. The charges indicate that all but one involved an adult victim. No commonalities in location or location type can be seen among the incidents, and the limited information supplied with such sensitive crimes means that we have to send it back to the agency to comment further.

Shoplifting

The shoplifting increase is localized at two locations: a CVS and a Home Depot. The increases could reflect actual increases in shoplifting at the stores, but its suddenness—and a lack of complementary increases in other stores in the region—suggest that changes in security policy or practice are more likely to credit.

Pornography

Wilbraham Police recorded three incidents of child pornography in the first three months of 2019, but as two involved local high school students, there is no logical connection with MGM.

Selected calls for service reported to Wilbraham, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	5	-1	T	0–6	5	Expected
Disabled Vehicle	124	4	C	90–158	142	Expected
Disorderly	74	0	C	61–87	77	Expected
Domestic Dispute	96	7	T	96–159	101	Expected
General Service	391	7	T	369–453	471	High
Gunshots	14	2	T	14–31	9	Low
Hunting	3	0	C	0–6	8	High
Liquor	0	0	C	0–0	0	Expected
Lost Property	29	1	T	23–45	25	Expected
Medical	587	21	T	473–860	699	Expected
Psychological	25	4	T	28–52	40	Expected
Suspicious Activity	548	1	C	441–655	477	Expected
Traffic Collision	278	3	C	262–294	279	Expected
Traffic Complaint	138	8	T	117–213	183	Expected

General service

An increase in calls for general police services—escorts, lockouts, information and directions, and so forth—might accompany an increase in visitors to the area, but in Wilbraham's case the higher statistics seem to be related to a bump in car seat inspections, which would focus primarily on residents and thus not have a casino nexus.

Hunting

Wilbraham, Agawam, and Hampden are the only three agencies to track hunting complaints. Both Wilbraham and Hampden showed an increase in calls, but not in any way that shares their geography. Incidents in both agencies were heavily concentrated in the 10–29 December period and Wilbraham had three on Saturday, 15 December. The CAD data offers no additional information on the events, which did not continue into 2019.

Collisions reported to Wilbraham, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vehicle in traffic	132	0	C	112–152	132	Expected
Parked vehicle	22	-1	C	15–29	17	Expected
Pedestrian	2	0	T	0–2	1	Expected
Bicyclist	1	0	T	0–3	2	Expected
Animal	20	2	T	13–46	30	Expected
Fixed object	32	2	T	25–56	30	Expected
Curb/barrier	17	0	C	10–24	13	Expected
Rollover/Jackknife	1	0	C	0–2	1	Expected
Other/Unknown	11	0	C	8–14	13	Expected
Total	**237**	**3**	**C**	**216–258**	**239**	**Expected**

Total collisions were in the normal range in Wilbraham, as were all the individual categories.

8-month comparison: State Police

Figure 10: A network of State Police-patrolled highways and routes feeds the MGM Springfield area.

State Police patrol state highways (principally I-90, I-91, I-291, and I-391) in the Springfield area, plus state properties and parks. They assist local police in response to some crime issues, and in particular have a longstanding partnership with the Springfield Police to patrol hot spots and reduce street violence and gang activity. In 2018, The State Police Gaming Enforcement Unit took over primary enforcement responsibilities at MGM Springfield.

The Massachusetts State Police operate a records system with different conventions and reporting rules than the local agencies, so the categories and totals are not directly compatible. In some cases, where both agencies responded to an incident, the two systems may duplicate each other. The data below comes from a combination of multiple State Police stations, including B-3 (Springfield), B-6 (Northampton), several sections of Troop E eliminated and re-allocated in 2018, and various mobile statewide units such as headquarters units, canine units, and investigators. As with the local agencies, it excludes at MGM specifically, as those were covered in a previous section of the report.

Incidents reported to the State Police in the MGM area, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Abandoned Vehicle	13	2	T	13–28	41	High
Assault	8	0	C	5–11	9	Expected
Building Check	2518	289	T	2230–5301	2944	Expected
Disabled Vehicle	1786	-56	T	1111–1910	1979	High
Disturbances	25	0	C	11–39	39	Expected
Domestic Dispute	11	1	T	10–18	12	Expected
Drugs	37	-5	T	0–54	52	Expected
General Service	90	-10	T	0–127	87	Expected
Gunshots	32	6	T	25–85	67	Expected
Lost Property	17	-1	T	1–21	24	High
Medical	68	2	C	48–88	69	Expected
Psychological	7	0	C	4–10	8	Expected
Robbery	8	-1	T	0–10	5	Expected
Suspicious Activity	28	1	T	22–47	20	Low
Traffic Collision	1353	37	T	1326–1689	1460	Expected
Traffic Complaint	415	-16	T	277–404	428	High
Trespassing	12	1	C	0–25	6	Expected

As with many of the reporting communities, we see increases in primarily traffic-related incidents, including disabled and abandoned vehicles, traffic complaints, and lost property. Increases in disturbances and gunshots seen during the last four months of 2018 did not continue in the first four months of 2019.

Abandoned vehicles

This activity category increased in January and February of 2019, particularly on Routes 291 and 391. As with the other traffic-related categories, this one has a logical and geographic connection with extra traffic in the area.

Disabled vehicles

A record-high number of disabled motorists were seen principally on the Massachusetts Turnpike (Route 90) and Route 91, with most of the increase between 11:00 AM and 5:00 PM. Given the complementary increases in other traffic-related calls for service, it seems likely that extra traffic volume on state roadways, explained at least in part by MGM, is responsible for the increase.

Lost property

The increase is made up of about a dozen incidents taken at the State Police barracks itself at 600 Liberty Street. Unfortunately, the limited information provided in the data doesn't provide any other insights into this call.

Traffic complaints

Complaints of aggressive driving and erratic operation increased on state roads in this area, particularly Routes 90 and 91. There are no other concentrations by month, day, or time. This again could be reflective of a general increase in traffic in the area.

Crashes on state roadways, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
I-90	186	0	C	161–211	196	Expected
I-91	688	30	T	676–945	769	Expected
I-291	155	2	C	128–182	167	Expected
I-391	114	2	T	100–143	122	Expected
Hwy 5	64	3	C	42–86	72	Expected
Hwy 57	44	2	T	44–59	42	Low

Crashes on all state roadways were within expected ranges, suggesting that the highways were able to effectively absorb the extra traffic heading to MGM, at least in terms of crashes.

Before-and-after comparison of other variables

The statistics in this section help bolster our understanding of trends in the Springfield area since MGM Springfield opened. It is possible that total volume of particular crimes and calls for service didn't increase, but shifts in other variables happened beneath the surface. For those categories that *did* increase, analysis of these variables can help us understand and explain those increases.

Individuals arrested

Whatever changes happened with crime in the communities, arrests remained essentially at expected values for all agencies except East Longmeadow and Ludlow, where they decreased. These figures do not include those arrested at MGM Springfield specifically by the State Police, but even if we added them to Springfield's total, the agency would still be within its expected window. MGM Springfield, in short, is not creating any significant burden on the criminal justice system.

Individuals arrested, 1 September–30 April, region

Agency	Pre-MGM Avg.	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Agawam	323	12	T	257–470	443	Expected
Chicopee	735	-4	C	611–859	664	Expected
East Longmeadow	155	24	T	166–374	112	Low
Hampden	79	-5	T	38–85	50	Expected
Holyoke	1862	-109	T	1069–1825	1264	Expected
Longmeadow	60	-5	T	25–61	33	Expected
Ludlow	350	21	T	384–501	378	Low
Northampton	604	-26	T	384–635	415	Expected
Springfield	2941	-82	T	1947–3237	2794	Expected
Wilbraham	373	20	T	310–619	375	Expected
West Springfield	457	-12	T	322–485	461	Expected
Total	**7939**	**-164**	**T**	**6567–8075**	**6989**	**Expected**

Location type

Prior to the opening of MGM Springfield, one common hypothesis is that it would increase activity at the types of places that cater to visitors, such as hotels, gas stations, convenience stores, and transportation hubs. This is not necessarily because we expected that the visiting population would be composed of criminals, but rather a simple recognition that every time you increase the number of people at a location, crimes tend to increase as well.

By and large, this increase has not happened in the first eight months. Analysis of increases on the preceding pages showed few that were concentrated on specific types of locations. Statistics by type of location below show that convenience stores, gas stations, banks, hotels, and most retail establishments were well within the predicted window. Restaurant crime actually fell considerably.

The only location type to see an appreciable increase was transportation stations ("air/bus/train terminal"), increasing 40% from its average and reversing a slight decreasing trend. 68% of this volume comes from a single location: Union Station in Springfield. This location saw increases in thefts, fights, and disorderly conduct. As this increase did not start until August, there is a reasonable chance of an MGM connection. We are reaching out to the Amtrak Police to try to get a complete picture of the increases at this location specifically.

Crimes by location type, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Air/Bus/Train Terminal	81	-3	C	60–102	113	High
Bank	231	-7	T	163–252	179	Expected
Bar	377	-40	T	170–269	182	Expected
Church	118	-8	T	48–122	88	Expected
Construction Site	48	-2	C	29–67	33	Expected
Convenience Store	617	-16	T	498–625	496	Low
Department Store/Mall	1178	-21	C	1017–1339	776	Low
Drug/Doctor/Hospital	492	-3	C	458–526	429	Low
Field/Woods/Park	245	5	C	204–286	122	Low
Gas Station	345	3	C	287–403	339	Expected
Government/Public	1124	14	T	1046–1333	1096	Expected
Grocery	454	3	C	413–495	348	Low
Hotel	347	-6	C	280–414	311	Expected
Jail	24	2	T	14–50	21	Expected
Lake/Waterway	17	-3	T	0–21	13	Expected
Liquor Store	106	0	C	95–117	67	Low
Office	1080	-39	T	794–1073	842	Expected
Other/Unknown	2933	43	C	2624–3242	4344	High
Parking Lot/Garage	1355	-145	T	454–1104	754	Expected
Rental Storage	61	2	T	51–97	41	Low
Residence	17851	-483	T	14288–17582	15799	Expected
Restaurant	657	1	C	581–733	559	Low
School	1386	-215	T	244–777	655	Expected
Specialty Store	57	15	T	44–131	79	Expected
Street	8682	-256	T	6776–8643	7236	Expected

No other location was outside its predicted window in 2019 except the relatively useless "other/unknown" category, the overuse of which is probably hiding valid data in the other categories. We would remind participating agencies that more accurate coding in this category can better help identify patterns and trends.

Geographic analysis

The preceding sections of this report have presented statistics for the 11 participating communities as a whole. For the most part, they have noted few increases in crime. But it's worth ensuring that some smaller trends aren't being overlooked in amidst the large volume of crime and calls for service reported at the agency level.

Future reports will look at three specific geographies:

- The Springfield neighborhoods immediately adjacent to the casino
- Sub-geographies of other communities with a focus on travel routes to and from MGM Springfield
- Radiuses around highway exits in surrounding communities, where travelers to and from MGM Springfield might be expected to visit for lodging and services

With only eight months of data, however, statistics are too small to show any meaningful trends in small subdivisions of these communities. For this report, covering just eight months, we will focus on the area immediately adjacent to the casino.

Metro Center Springfield

MGM Springfield's official address is 1 MGM Way, a street built specifically for the casino. It occupies about half a block bordered by Union Street, Main Street, State Street, and East Columbus Avenue, its construction having obliterated the middle section of Howard Street, which became a couple of driveways on either side of the building. It is at the southeast end of a busy, downtown Metro Center with dozens of businesses, shops, restaurants, and hotels. Its close neighbors include the Springfield District Court, Symphony Hall, the MassMutual Center, Tower Square, the UMass Center at Springfield, and the CityStage performing arts center, and it's a good bet that all of these businesses stand to do more business with MGM bookending their block. Metro Center ends at roughly Union Station to the northwest, just before Route 291 serves as a natural hard boundary to the neighborhood.

An elevated Route 91 runs to the southwest of MGM and the Metro Center area. On the other side is Riverfront Park and a variety of businesses and attractions along Hall of Fame Avenue, including the Naismith Memorial Basketball Hall of Fame. The Connecticut River serves as a hard boundary to the southwest. Northeast and southeast of the Metro Center, mixed business and residential areas sprawl for miles.

Into this area, we have introduced over 3 million people in an eight-month period. These visitors, their cars, their wallets and purses, their trusting natures, are all potential targets for thieves, robbers, con artists, and more. The patrons themselves will occasionally drink too much, talk too loudly, get into fights, and get arrested for disorderly conduct. But at the same time, there are crime suppressors. There are plenty of people to witness criminal activity, to serve as mutual guardians for each other. There dozens of law enforcement officers and security guards within shouting distance, and cameras covering most of the major streets. Nearby businesses are staying open later. Late at night, the streets aren't quite as dark or empty. Which factors win out? The attractors or the suppressors?

For this analysis, we will consider three geographies:

1. The immediate MGM block, including both sides of Main, State, and Union Streets and East Columbus Avenue, but excluding the casino building itself, as there was nothing there but a construction site before September.

2. The larger Metro Center area surrounding MGM, southeast to the Basketball Hall of Fame and northwest to Union Station.

3. The mixed business/residential neighborhoods that surround the Metro Center.

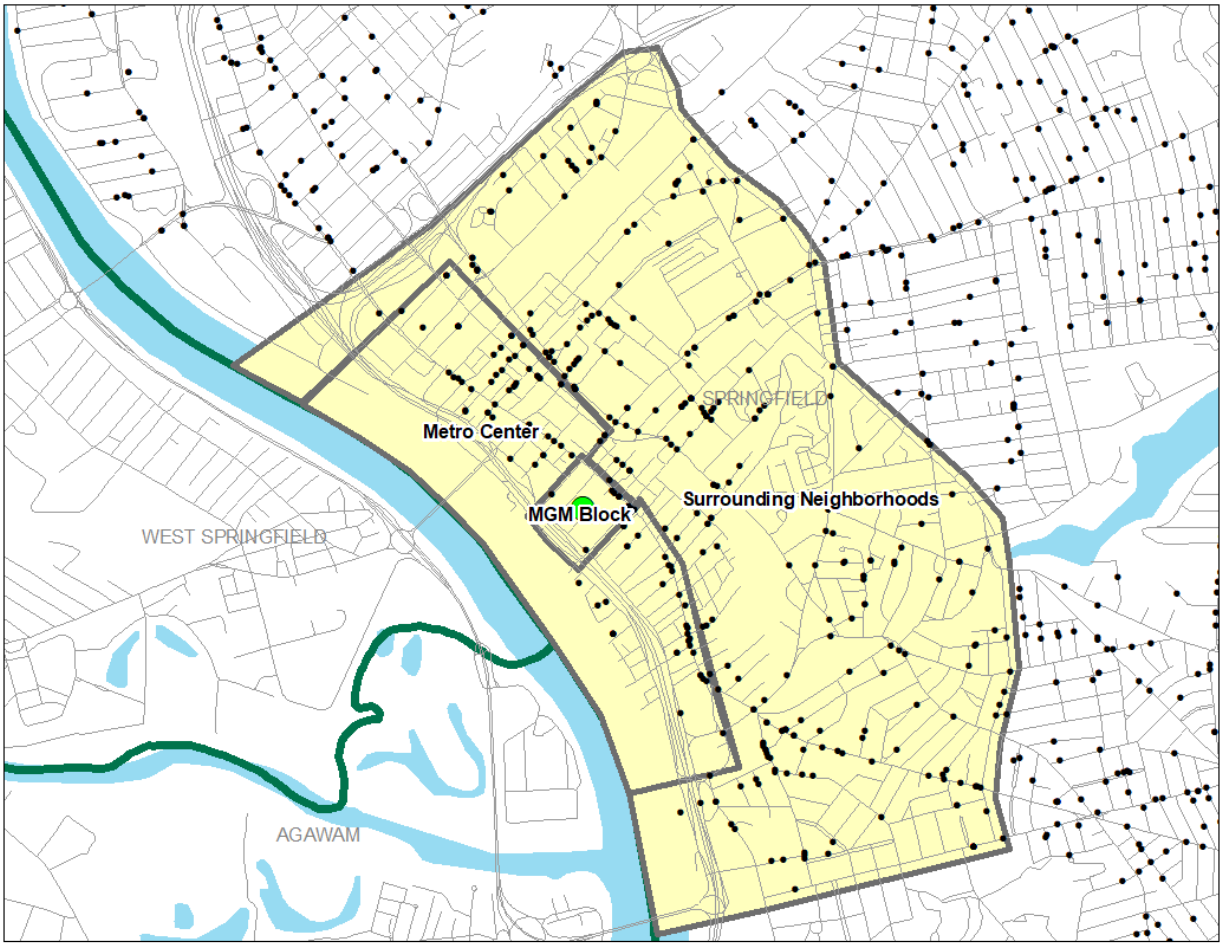


Figure 11: The three geographies analyzed in this section. Borders take in both sides of major streets.

To avoid wasting time with very low numbers, I have eliminated (put into the "All Other" category) crimes that reported an average and 2019 figure of less than 2.

Crimes on the MGM block, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Sexual Assault	1	0	C	0–2	2	Expected
Robbery	3	-1	T	0–5	1	Expected
Aggravated Assault	4	0	C	2–6	2	Expected
Simple Assault	13	-2	T	0–19	10	Expected
Threats	12	-2	T	3–13	10	Expected
Burglary	2	1	C	1–8	0	Low
Shoplifting	1	0	C	0–2	2	Expected
Theft from Building	2	0	C	0–5	2	Expected
Theft from Vehicle	8	-2	T	3–15	9	Expected
Other Theft	11	-6	T	0–7	2	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Auto Theft	2	-1	C	0–3	3	Expected
Forgery	1	-1	C	1–3	0	Expected
Vandalism	7	-1	T	0–10	6	Expected
Drugs	2	0	C	1–3	1	Expected
Prostitution	2	-1	C	0–4	0	Expected
Disorderly	6	-1	T	0–5	9	High
Family Offenses	2	2	T	3–11	2	Low
All other	7	-1	C	4–10	7	Expected
Total	**84**	**-15**	**T**	**53–73**	**68**	**Expected**

A mix. Total crime remained almost unchanged on the block. Burglary has been suppressed. What seemed to be a growing pattern of thefts from vehicles and auto thefts in late 2018 did not continue to 2019. Some disorderly patrons have spilled onto the street. Overall, it appears that suppressors and attractors are canceling each other out on the immediate MGM block, resulting in average crime totals.

Crimes in the Metro Center, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Sexual Assault	5	0	C	2–8	7	Expected
Kidnapping	2	1	T	2–7	2	Expected
Robbery	36	-3	T	27–52	30	Expected
Aggravated Assault	42	-1	C	33–51	37	Expected
Simple Assault	123	9	T	136–171	109	Low
Threats	57	1	T	59–65	47	Low
Burglary	36	-5	T	16–38	26	Expected
Theft from Persons	6	-2	T	0–4	5	High
Shoplifting	18	3	T	16–39	20	Expected
Theft from Building	36	1	C	25–47	49	High
Theft from Machine	2	1	T	0–9	4	Expected
Theft from Vehicle	59	3	C	37–81	55	Expected
Theft of MV Parts	7	2	T	4–22	3	Low
Other Theft	88	-39	T	0–46	25	Expected
Auto Theft	21	-3	T	10–17	15	Expected
Forgery	10	0	C	9–11	11	Expected
Fraud	13	0	C	9–17	19	High
Credit Card Fraud	8	2	T	10–18	13	Expected
Identity Theft	6	0	C	1–11	6	Expected
Employee Theft	3	1	T	0–10	5	Expected
Stolen Property	6	0	C	2–10	8	Expected
Vandalism	75	-2	C	56–94	71	Expected
Drugs	37	-2	C	25–49	29	Expected
Prostitution	11	2	C	3–19	0	Low
Weapons	15	-1	T	0–21	18	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Disorderly	32	1	C	24–40	36	Expected
Drunk Driving	4	0	T	1–5	3	Expected
Drunkenness	1	0	C	0–3	1	Expected
Family Offenses	5	3	T	4–19	12	Expected
Liquor Laws	3	0	C	2–4	2	Expected
Trespassing	17	3	T	20–35	14	Low
All Other	3	-1	T	0–2	4	High
Total	**786**	**-26**	**T**	**609–849**	**686**	**Expected**

We see basically the same story. An extra 10–15,000 people a day has caused crime to barely budge. Burglary is notably down for area businesses, but thefts from their buildings during the daytime is up; perhaps thieves are looking for unattended purses and wallets in food courts, meeting rooms, and open offices. (L.A. Fitness, a laundromat, and Union Station have all been hit multiple times.) Vice, drugs, liquor, and prostitution are absent or keeping a low profile.

Crimes in the surrounding neighborhoods, 1 September–30 April

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Murder	3	-1	T	0–7	3	Expected
Sexual Assault	28	-2	T	2–43	22	Expected
Kidnapping	9	0	C	8–10	11	High
Robbery	90	-2	T	76–103	66	Low
Aggravated Assault	156	-6	T	111–169	147	Expected
Simple Assault	503	-5	C	456–550	468	Expected
Threats	273	8	T	236–383	209	Low
Arson	7	0	C	0–14	9	Expected
Burglary	187	-17	T	121–186	100	Low
Theft from Persons	7	0	C	4–10	8	Expected
Purse-Snatching	2	0	C	0–4	2	Expected
Shoplifting	10	4	T	13–30	13	Expected
Theft from Building	93	2	C	58–128	111	Expected
Theft from Machine	3	2	T	2–17	4	Expected
Theft from Vehicle	107	-5	T	69–124	92	Expected
Theft of MV Parts	35	12	T	37–105	38	Expected
Other Theft	238	-109	T	0–144	75	Expected
Auto Theft	89	3	T	82–121	69	Low
Forgery	12	1	C	9–15	12	Expected
Fraud	26	3	T	13–57	19	Expected
Credit Card Fraud	17	6	T	26–39	29	Expected
Identity Theft	52	-12	T	0–52	35	Expected
Employee Theft	2	1	T	0–8	1	Expected
Extortion	1	0	T	0–2	4	High
Stolen Property	18	1	C	14–22	15	Expected

Category	Pre-MGM Avg	Slope	Window Type	Pred. Window	Sep 2018-Apr 2019	Result
Vandalism	295	5	T	280–354	263	Low
Drugs	136	19	T	146–247	116	Low
Statutory Rape	1	-1	T	0–2	0	Expected
Pornography	3	1	T	1–10	6	Expected
Prostitution	5	-3	T	0–7	6	Expected
Weapons	69	1	C	64–74	83	High
Bad Checks	1	0	T	0–1	0	Expected
Disorderly	53	-5	C	29–77	32	Expected
Drunk Driving	7	0	C	4–10	6	Expected
Drunkenness	1	0	C	0–2	1	Expected
Family Offenses	34	21	T	28–151	67	Expected
Liquor Laws	9	2	T	11–21	6	Low
Trespassing	72	17	T	69–174	74	Expected
Total	**2654**	**-60**	**T**	**2375–2745**	**2222**	**Low**

Crime is down in the surrounding mixed residential/business neighborhoods—the lowest level in at least 9 years. Robberies, burglaries, auto thefts, and miscellaneous thefts are way down, although some domestic crimes have increased. Thefts from vehicles have increased elsewhere, but not here. Thefts from buildings are high, including seven at a homeless shelter. Overall, the statistics suggest that the influence of the casino is largely contained to its immediate area.

This data represents only eight months' worth of activity, and it's possible for patterns to change in either direction. We will continue to monitor these and other geographies at regular intervals.

Conclusion and future plans

This report being an eight-month scan, there are several datasets yet unavailable that will allow us to expand this analysis in future reports. As time passes, we will be able to incorporate the following:

- An expansive analysis of trends by working with the agencies to look at the full reports, including narratives.
- An analysis of transit crime through the cooperation of the Amtrak Police.
- An analysis of changes in the MGM Springfield area compared to control areas and the rest of the state. This will become possible when a full set of statewide NIBRS data is available, probably in early 2020.
- A comparative analysis of traffic collisions in the Springfield area versus control areas. This probably will not be possible until a public statewide crash dataset is available, likely in 2021.
- Comparison of MGM Springfield with other casinos, normalized by the number of annual visitors each facility receives. We are currently the process of collecting data from comparison casinos nationwide.
- An analysis of the influence of special events at MGM on the surrounding communities on those event nights.
- An analysis of activity at specific hotels in the region.

The Massachusetts Gaming Commission and author of this report have both received a number of questions from partners and stakeholders concerning the possible growth of human trafficking, particularly sex trafficking, in the area. Police statistics are a poor measure of "hidden" crimes like human trafficking, and thus we must look to more creative ways to blend information and intelligence from a variety of sources. To this end, the MGC will be commissioning a meeting of experts to discuss the issue, and to hopefully create an analytical process that will allow us to report better on this potential phenomenon in future reports.

Appendix: Abbreviations and definitions

Acronyms and abbreviations

CAD	Computer-aided Dispatch (system)	A police database that holds information about police dispatches to calls for service, including incidents discovered by police officers. Some but not all of the incidents reported in CAD are crimes and have longer records in the RMS.
IBR	Incident-based reporting	See NIBRS.
MGC	Massachusetts Gaming Commission	The commonwealth agency charged with overseeing and regulating gaming in Massachusetts
FBI	Federal Bureau of Investigation	National investigative agency, part of the U.S. Department of Justice, in charge of collecting national crime statistics.
IACA	International Association of Crime Analysts	A global nonprofit professional association that provides training, literature, and networking to individuals who analyze crime data.
MACA	Massachusetts Association of Crime Analysts	A nonprofit professional association that provides training, literature, and networking to individuals who analyze crime data in New England.
NIBRS	National Incident-based Reporting System	FBI program for data collection that supersedes UCR. Collects more specific data about a wider variety of crimes. With only a few exceptions, all Massachusetts agencies report to NIBRS and all Massachusetts RMS vendors have implemented NIBRS coding standards.
ODBC	Open Database Connectivity	A technology developed by Microsoft that allows any application that uses a database to connect to any database source. The primary mechanism by which we can extract data from police CAD and RMS databases.
PPC	Plainridge Park Casino	Massachusetts's first casino, a slot machine-only parlor in Plainville, opened in June 2015.
PVTA	Pioneer Valley Transit Authority	The organization that operates bus service and other public transportation in western Massachusetts.
RMS	Records Management System	A police data system that stores information about crimes and offenders. See also CAD.

SEIGMA	Social and Economic Impacts of Gaming in Massachusetts	A multi-year research project hosted by the University of Massachusetts Amherst School of Public and Health Sciences. The SEIGMA project has a much broader mandate for its study than just crime.
UCR	Uniform Crime Reporting (program)	National program for the reporting of crime statistics to the FBI. Captures only summary data about a limited number of crime types. Contrast with NIBRS.

Crime definitions

The following are definitions of the crime categories used in this report. These are mostly drawn without modification from the FBI's definitions for NIBRS crime categories. In almost all cases, *attempts* to commit these crimes are counted equally with completed offenses. These crimes must, of course, be reported to the police to be included in this report.

Aggravated Assault: An attack by one person upon another for the purpose of inflicting severe bodily injury. Aggravated assault is either accompanied by the use of a deadly weapon (e.g., gun, knife, club) or some mechanism that would result in serious harm (e.g., pushing someone down a staircase), or by serious injury even with a weapon that isn't normally "deadly" (e.g., punching someone and breaking his jaw). If the incident involved neither a deadly weapon nor serious injury, it's coded as a simple assault instead.

Arson: Intentional burning of a structure, vehicle, or personal property.

Auto theft: Thefts of vehicles capable of operating under their own power, including automobiles, trucks, buses, motorcycles, and snowmobiles.

Bad checks: The issuance of checks on accounts with insufficient funds. This type of crime is typically only reported by police when an arrest is made or an individual is charged.

Burglary: Unlawful entry of a structure, including residences, commercial buildings, and government buildings. The entry does not have to occur by force (e.g., a "break-in"). The usual motive for burglary is to steal something inside, but this isn't a necessary part of the definition.

Counterfeiting/forgery: Use or possession of an altered, copied, or imitated negotiable or non-negotiable instrument, including U.S. currency, checks, and money orders.

Credit card fraud: Use of a stolen credit card or credit card data to obtain goods or services.

Disorderly: Disorderly conduct that rises to the level of a criminal charge.

Drug offenses: Manufacturing, sale, trafficking, transporting, or possession of controlled substances. Typically, "incidents" of such crime are arrests, as the only way such incidents are reported is when they are discovered by the police.

Drunk driving: Operation of a motor vehicle while intoxicated; usually while above a state-designated legal blood alcohol level. As with many of the drug and alcohol categories, such incidents are only reported when discovered by the police, usually resulting in an arrest.

Drunkenness: Naturally, not all incidents of intoxication are a police matter. Police incidents that fall into this category are usually incidents of either public intoxication or individuals so dangerously intoxicated that they are placed into protective custody until sober.

Employee theft: Also, "embezzlement." Theft of an employer's property by an employee.

Extortion: Theft or attempted theft of money, goods, or services through non-violent coercion.

Family offenses: Unlawful, nonviolent acts by a family member that threaten the physical, mental, or economic well-being of another family member and are not classified under any other category. This category is only reported when someone is charged, and it almost always involves violations of restraining orders or child neglect.

Forgery: Forgery of personal checks, business checks, U.S. currency, or similar negotiable and nonnegotiable documents.

Fraud. Theft of property by lying in such a way that convinces a victim to surrender money or goods. It is theft through some kind of scheme, "con game," or ruse.

Gambling offenses: Crimes related to illegal gambling, promoting gambling, operating gambling machines, bookmaking, and sports tampering.

Identity theft: Representation of oneself as another (actual) person or use of another person's identifying information to obtain goods or services, housing, medical care, or status.

Kidnapping: The abduction of one person by another, whether through force or guile. Most incidents coded as such as "custodial" kidnappings involving a parent taking a child in violation of a custodial agreement.

Liquor law violations: Illegal manufacturing, sale, possession, or consumption of intoxicating drinks, often because the offender is below the legal age.

Murder: the killing of one person by another, including non-negligent homicides.

Other thefts: A general category that includes thefts of services (e.g., gas drive-offs), thefts from persons (e.g., pocket-picking), thefts from outdoor public areas. Essentially, any non-burglary, non-robbery theft that is not covered in one of the "theft" or "shoplifting" categories (below) is categorized here.

Pornography: Possession, sale, or manufacturing of illegal pornography. Because pornography is legal in Massachusetts, such incidents generally involve minors, either as the subjects or recipients of the pornography.

Property crime: An aggregate category that sums the totals of arson, burglary, thefts from persons, purse snatching, shoplifting, thefts from buildings, thefts from machines, thefts from vehicles, thefts of vehicle parts, other theft, auto theft, forgery, fraud, credit card fraud, identity theft, employee theft, extortion, stolen property, and vandalism.

Prostitution: Promotion or participation of sexual activities for profit. As with drug offenses, most "incidents" of prostitution are arrests, as the crime is rarely reported except when discovered by the police.

Purse snatching: A theft in which an offender grabs a purse off the arm of the victim. If any significant force, violence, or threats are employed, this crime becomes a robbery.

Robbery: Taking or attempting to take anything of value from another person by force or violence or threat of force or violence. "Muggings" and "hold-ups" are examples of robberies. A robbery requires a direct confrontation between the offender and victim; houses and buildings cannot be "robbed."

Sexual assault: Any sexual act directed against another person (of either sex), either by force or otherwise against the person's will, or non-forcibly but when the victim is incapable of giving consent because of temporary or permanent mental or physical incapacity. This category combines rapes, indecent assaults, molestation, and sexual penetration with an object.

Shoplifting: Thefts of items offered for sale at retail establishments.

Simple assault: An assault that does not involve a dangerous weapon and does not result in significant injury.

Statutory rape: Nonforcible sexual activity with an individual who is unable to give legal consent because of age.

Stolen property offenses: Possession or sale of property previously stolen including motor vehicles and personal property. Often, the person possessing the property is the one who stole it in the first place, but this category is used when the actual thief cannot be determined.

Thefts from buildings: Thefts of items from commercial or government buildings open to the public, where such entry does not constitute burglary. This often takes the form of thefts of employees' property at businesses open to the public.

Thefts from machines: Thefts from coin-operated machines, either for the coins or for the products inside.

Thefts from persons: Thefts of personal property from the direct control of the owner. These often take the form of pocket-pickings or thefts of or from diners' purses at restaurants. If any force, violence, or threats are employed, this crime becomes a robbery.

Thefts from vehicles: Thefts of items from motor vehicles. The category includes breaking into vehicles (e.g., smashing a window), unlocked entry, and thefts of items from a vehicle's exterior, such as pickup truck beds. Note that thefts of vehicle parts are in a separate category.

Thefts of vehicle parts: Theft of parts or accessories from motor vehicles, including wheels, license plates, and engine parts.

Threats: Threats to commit physical violence by one person against another. If any weapon is actually displayed or employed, or if an assault is actually attempted, the crime is categorized as a simple or aggravated assault instead.

Trespassing: Illegal entry to a non-public part of a residence or business. Such entry is rarely to the *interior* of the property, or it would be coded as burglary instead. Most reportable incidents of trespassing are either after notice (e.g., a repeat shoplifter who is ordered not to return to a store) or at posted locations (e.g., construction sites, abandoned buildings).

Vandalism: Destruction or defacement of public property, buildings, vehicles, or personal property.

Violent crime: An aggregate category that sums totals for murder, sexual assault, kidnapping, robbery, aggravated assault, simple assault, and threats.

Weapon offenses: Possession, sale, or manufacturing of illegal weapons. This is often an additional offense discovered by police during arrests for other crimes.

Call for service definitions

Calls for service include both criminal and noncriminal police incidents and activities. In the case of criminal activities, such incidents receive a longer, more detailed report in the police records management system, and it so it makes more sense to analyze them using the crime categories above than in their original call-for-service form. Thus, the only incident types we have selected for analysis in this report are noncriminal. Definitions of those types appear below. Because the police officer does not usually write a full report for calls for service, the dataset available for analysis is more limited.

Administrative: A wide variety of call types that have to do with the administration of a police department, such as delivery of documents to businesses or other government facilities, attendance at meetings, vehicle maintenance, or even meal breaks. Agencies use their call-for-service systems to document such activities so that, later, they can determine what a particular officer or unit was doing at a particular time, although the incidents are not truly "calls for service." Practices differ significantly between police agencies as to what is reported under this category, and it is generally not useful for analysis.

Alarm: A burglar, panic, or medical alarm that required a response but (probably) turned out to be false or would have a different final code.

Animal complaint: Calls involving sick, dangerous, or wild animals, animals in danger (e.g., left in a hot or cold car), or loose or noisy pets.

Assist other agency: A call type that involves rendering aid to a neighboring police or other government agency for any number of purposes, including serious crimes, fire and medical issues, and traffic issues.

Crime enforcement: Any number of pro-active police activities meant to deter crime, generally taking the form of a "directed patrol" to a particular location during a peak time for criminal activity (based either on citizen complaints or internal analysis). Though not a technical "call for service," such incidents are recorded in the CAD database to document the officer's activity.

Disabled vehicle: A call for service for a vehicle suffering physical or mechanical trouble, usually broken down in an active roadway.

Disturbance: Any of a variety of types of disorderly conduct, disputes, fights, and excessive noise.

Domestic dispute: A dispute between family members, spouses, or intimate partners that has not risen to the level of physical violence.

General service: Minor calls for service that involve rendering aid to residents and visitors for a variety of issues such as giving directions, installing car seats, dealing with lockouts, and providing physical aid.

Gunshots: Reports of gunshots fired, whether phoned in by a resident or received from automatic detection services.

Hunting: Reports of hunters hunting off-season, in protected areas, with illegal gear, or in an unsafe manner.

Lost property: Calls for service involving lost personal property such as wallets and mobile phones. If there is any indication of theft, these incidents are typically reported under the appropriate crime category.

Medical aid: All calls for medical aids except unattended deaths and overdoses. Police responses only are included in the figures in this report.

Missing person: a runaway or other missing person.

Prisoner transport: documentation of a police agency transporting an arrested person from one facility to another.

Psychological issue: Calls for service involving individuals with mental health issues.

Suspicious activity: Any suspicious person, vehicle, or other activity, whether identified by an officer or citizen.

Traffic collision: A collision involving at least one motor vehicle.

Traffic complaint: Complaint about reckless driving, illegal or unsafe parking, or other traffic issues.

Trespassing: Trespassing on private or public property.

Vehicle stop: An officer pulls over a vehicle for a moving or equipment violation.

Warrant service: a call type that documents the service, or attempted service, of an arrest warrant or search warrant. The category is entirely police-directed.

Youth disorder: Disorderly incidents involving youths congregating, skateboarding, making noise, and so forth.

Offense types by associated crime category

Offense	Category
Aggravated Assault	Violent Crime
All Other	Other Crime
Arson	Property Crime
Auto Theft	Property Crime
Bad Checks	Property Crime
Burglary	Property Crime
Credit Card Fraud	Property Crime
Disorderly	Societal Crime
Drug Equipment Offense	Drug/Alcohol Crime
Drug Offense	Drug/Alcohol Crime
Drunk Driving	Drug/Alcohol Crime
Drunkenness	Drug/Alcohol Crime
Employee Theft	Property Crime
Extortion	Property Crime
Family Offenses	Other Crime
Forgery	Property Crime
Fraud/Con Games	Property Crime
Gambling	Societal Crime
Identity Theft	Property Crime
Kidnapping	Violent Crime

Offense	Category
Liquor Law Violations	Drug/Alcohol Crime
Murder	Violent Crime
Other Thefts	Property Crime
Peeping Tom	Other Crime
Pornography	Societal Crime
Prostitution	Societal Crime
Robbery	Violent Crime
Runaway	Other Crime
Sexual Assault	Violent Crime
Shoplifting	Property Crime
Simple Assault	Violent Crime
Statutory Rape	Other Crime
Stolen Property Offense	Property Crime
Thefts from Buildings	Property Crime
Thefts from Vehicles	Property Crime
Thefts of Vehicle Parts	Property Crime
Threats	Violent Crime
Trespassing	Other Crime
Vandalism	Property Crime
Weapon Offenses	Societal Crime

Assessing the Impact of Gambling on Public Safety in Massachusetts Cities and Towns

Analysis of changes in police data following four years of activity at Plainridge Park Casino

Preliminary report with executive summary

Christopher W. Bruce
Crime Analysis Consultant to the Massachusetts Gaming Commission
1 November 2019
v. 1.0

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Full report issued later in November will contain agency breakdowns, State Police statistics, and regional trend analyses.

Important note

This report was prepared for the Massachusetts Gaming Commission and Plainville-area police agencies by a contracted consultant. Although both the Commission and the chief executives of the agencies were allowed to review, comment, and offer alternate viewpoints, the final conclusions are the consultant's and do not necessarily reflect the views of the Gaming Commission nor the contributing police agencies.

Many statistics are offered in this report that show increases and decreases in certain categories in Plainville and surrounding communities. In all cases, when aberrations have appeared, I have done my best to analyze them and determine their cause. Until analyzed, statistics that indicate notable increases or decreases in activity are simply *indicators* worthy of further analysis, and not proof of any particular "cause" of the changes. **No statistic offered in this report should be taken, by itself, as proof of a casino relationship**. Anyone who cites or reports the statistics without a thorough consideration of additional factors is using this report irresponsibly.

Executive summary

Brief Summary

Plainridge Park opened at the end of June 2015. Since that time, it has reported a number of crimes and calls for service commensurate with facilities of similar size and number of visitors. As for the surrounding community (including six towns), the totality of the evidence shows little impact on most crimes and calls for service. The types of calls for service to increase are those highly correlated with the number of cars and visitors to a community, such as traffic issues and reports of lost property and suspicious activity. One potential crime increase concerns the use of stolen credit cards in the area, but this did not persist past the first year. The area is seeing an increase in domestic violence and spikes in fraud and identity theft, but none of these patterns can be traced definitively to PPC.

For readers who read previous annual analyses, there are few new findings in this report. Most trends from the first two or three years continued, a few dissolved, and no new major trends developed.

About this report

- The primary purpose of this report is to conduct an analysis of the increases and decreases in activity in the communities surrounding Plainridge Park since the casino opened and to identify which changes in activity might be attributable to the casino.
- Data was collected from the records management systems of Plainville, Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham since 2010. The period of 1 July 2015 through 30 June 2019 (4 years post-casino) was compared to the same periods of previous years. Both crimes and non-crime calls for service were included.
- Overall crime was down in the communities, but there were significant variations across communities and across crime categories within individual communities.
- Any significant increases were analyzed in more detail with both quantitative and qualitative data. Rarely was I able to establish a casino relationship, and the general sense from the participating agencies was that they did not feel that Plainridge Park had contributed significantly to crime or calls for service. Two agencies cited a heroin epidemic as more likely causing their crime increases.
- To determine likelihood of a casino relationship, I used a rubric of my own design that analyzes the data for several variables: logical connection to a casino, complementary increases in other communities, complementary increases in similar crimes, evidence of increased participation from individuals outside the local area, spatial proximity to the casino, comparison to control communities, and specific mention of the casino or gambling in the police reports.
- Some of the variances can be explained by changes in reporting practices, particularly in North Attleborough.

Major findings

- During Plainridge Park's first four years of operation, the Gaming Enforcement Unit reported 5,194 "incidents" at the casino, of which 843 incidents were actual crimes. Trends include thefts of gaming credits, drug use and distribution in the parking areas, angry and intoxicated patrons, and thefts of personal property.
- The casino directly (i.e., incidents on casino property) led to a 2% increase in violent crime (+3 incidents), a 7% increase in property crime (+44 incidents), an 9% increase in total crime (+104 incidents), and a 3%

increase in calls for service (+872 incidents) for the Plainville Police Department. Crime by all measures has been declining at PPC since its first year,

- Statistics at the casino are similar to those at the top call-for-service locations in other communities (see page 20). I have not yet had a chance to study its similarity to other casinos specifically.
- Based on a totality of the quantitative and qualitative evidence, my judgement is that the following trends in the surrounding community are "likely" to be related to the presence of Plainridge Park:
    - Increases in credit card fraud in multiple communities during the first year. (The trend abated in the second and third years.)
    - At least part of an increase in traffic collisions in the area, primarily minor collisions with no injury not reported to the state
    - An increase in traffic complaints along Route 1 south of PPC, including parts of Plainville and North Attleborough
    - Several additional disorderly conduct incidents at Plainville Commons Marketplace, across the street from the casino, in 2017
    - An increase in "lost property" reports in Plainville
    - An increase in "suspicious activity" reports in Plainville
- Analysis of the latest available year of statewide traffic data (2017) suggests that increases in reported collisions have simply kept track with trends that existed before PPC. Data from the agencies' CAD systems tells a different story, but those datasets include low property-damage, non-injury crashes.
- A recent increase in drunk driving collisions plus state Alcoholic Beverage Control Commission data on "last drinks" suggests a mild increase in drunk driving in the area, likely influenced more by Patriot Place than Plainridge Park.
- There were other increases among the six communities, but evidence cast doubt on a Plainridge Park relationship or directly implicated other factors.
- Total arrests and other charges were down significantly in the area, particularly for liquor-related offenses at the major event venues. Even controlling for liquor-related offenses, arrests were down in most communities.
- No related increase was seen in state police crime statistics, excepting incidents at Plainridge Park specifically.
- Increases in domestic violence, identity theft, and fraud remain a major concern in the area, but no evidence ties these crimes directly to PPC.
- Even though burglary declined 40% in the region, Wrentham Police identified a burglary pattern whose perpetrator was principally motivated by a gambling and drug addiction, and who was known to frequent Plainridge Park. He committed three burglaries in Wrentham, three in Norton, and one in Easton.

Background and methodology

Background

In 2014, the Massachusetts Gaming Commission, in an effort to better assess the impacts of new gaming facilities across the state, commissioned a series of efforts to study, assess, and prepare for the social and economic impacts of gambling. Primary work in this area is being done by the Social and Economic Impacts of Gambling in Massachusetts (SEIGMA) study at the University of Massachusetts Amherst School of Public Health & Health Sciences, drawing upon research and experiences in many other states. For public safety issues specifically, however, the MGC felt it best to contract with someone with direct experience analyzing the crime, call-for-service, and collision records collected daily by Commonwealth police agencies.

While many studies had attempted to study the effects of gambling on overall rates for serious crimes, aggregated annually, hardly any studies have attempted to analyze more specific and minute changes in public safety activity following the opening of casinos, including variations by hour, month, and season, changes in patterns and hot spots, and changes in non-crime activity such as traffic collisions and calls for service. The MGC was interested in the answers to these questions—in analyzing public safety at a level of detail that would actually help police agencies anticipate and respond to emerging and changing problems.

In 2014, the MGC contracted with a career crime analyst, the author of this report, to extract data from the agencies likely to be affected by the opening of Massachusetts's new casinos, and to design a process for assessing changes in those agencies' activity on a periodic basis. Work began in 2015 with baseline and first-quarter analyses of the Plainville area, where Plainridge Park opened in June. This is the fourth annual report to investigate the changes since Plainridge Park opened.

Publicly-issued and planned reports on changes in crime and police activity from this project

Issued	Report	Notes
August 2015	Report on baseline activity at Plainville area agencies	Established statistical measures for post-casino comparison
November 2015	Evaluation of change in police data after the first three months of Plainridge Park	Few changes discernible in immediate 3 months.
April 2016	Analysis of changes in police data after the first six months of operation at Plainridge Park Casino	Identified traffic-related calls for service as likely related to PPC. Noted increases in fraud-related crimes.
December 2016	Analysis of changes in police data after the first year of operation at Plainridge Park Casino	Continued to note increases in traffic-related calls; established credit card fraud increases as "likely related."
December 2017	Analysis of changes in police data after the first 2 years of operation at Plainridge Park Casino	Most comprehensive report so far. Included comparative analysis of control areas.
June 2018	Report on baseline activity in Springfield-area agencies	First report in preparation for MGM casino.
March 2019	Three-year analysis of Plainridge Park area.	
March 2019	Three-month analysis of MGM Springfield	
May 2019	Four-month analysis of MGM Springfield	
November 2019	Baseline analysis of Encore Boston Harbor area	
November 2019	Eight-month analysis of MGM Springfield	
November 2019	Four-year analysis of Plainridge Park area	This report

Methodology

Data used in this report was extracted from the individual records management systems of the Plainville, Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham Police Departments. I first established an ODBC connection to each of these agencies' records management and computer-aided dispatch databases (Plainville, Wrentham, and North Attleborough used the Pamet records management system for this period; Mansfield and Foxborough used IMC; and Attleboro used QED until 2018). I then connected to the databases via Microsoft Access, and used a series of "make table" queries to copy the data into Access data tables. I then copied the Access databases to my own computer, password-protecting them in the process, but leaving the originals on the agencies' networks so they could be updated by designated agency members as needed.

I combined the agencies' individual data tables into a series of "master" tables. This required translating each dataset into a common set of codes. The uniformities imposed by the NIBRS reporting system and the Massachusetts crash reporting system facilitated the translation of those tables; it was a bit more difficult for CAD tables, which have no uniform data structure from system to system or even among agencies using the same system.

incnum	agency	dtreceived	IncidentType	OrigIncidentType	Street
15-15178	Mansfield	07/12/2015 18:38:00	Crime Enforcement		SCHOOL ST
2015000005935	Wrentham	07/12/2015 18:37:43	Traffic Collision		Washington Street
2015000018989	North Attleboro	07/12/2015 18:32:58	Domestic Dispute	Domestic	SOUTH WASHINGTON S
15072062	Attleboro	07/12/2015 18:31:54	Building Check	SEC CHK	OAKHILL AVE
2015000005934	Wrentham	07/12/2015 18:30:42	Disorderly		Premium Outlet Boulev
2015-0H3-003706	MSP	07/12/2015 18:30:00	Fire	Fire	RT 495 North, South of E
2015000003935	Plainville	07/12/2015 18:27:02	Lost Property	Lost and Found	Bacon Square
2015000005933	Wrentham	07/12/2015 18:26:57	Medical		Washington Street
2015000018988	North Attleboro	07/12/2015 18:26:12	Building Check	Building Check	HOMEWARD LN
15-15177	Mansfield	07/12/2015 18:26:00	Crime Enforcement		SOUTH MAIN ST
2015000005932	Wrentham	07/12/2015 18:25:54	General Service		Premium Outlet Boulev
2015000018987	North Attleboro	07/12/2015 18:25:29	Investigation	Investigation	SOUTH WASHINGTON S
15-15176	Mansfield	07/12/2015 18:17:00	Traffic Enforcement		MAPLE ST
2015-0H3-003705	MSP	07/12/2015 18:16:00	Road Conditions	Debris in Road	RT 295 South, South of E
15072061	Attleboro	07/12/2015 18:14:43	Suspicious Activity	SUSP PERS	PLEASANT ST
2015000018986	North Attleboro	07/12/2015 18:11:41	Traffic Collision	Accident NO/PI	CUMBERLAND AV

Figure 1: Data combined into a master call-for-service table.

Interpreting the statistics in this report

This report compares four years of activity post-Plainridge Park to the average of activity prior to the opening of Plainridge Park. I offer statistics for the four individual years and then an average of the four years, with associated measures of change. In all cases, the year given is the time period **ending** on 30 June of that year. For instance, statistics for "2019" are for the period 1 July 2018–30 June 2019.

To the right of the Pre-Plainridge Park average is a column called "Window." This represents 1.5 standard deviations on either side of the average, creating a range in which we would expect any given year to fall about 87% of the time. (For statisticians, the specific percentage "under the normal curve" doesn't hold here because we do not have enough past observations, but it will be close enough, covering 4 or 5 of the years that make up the average.) Statistics outside of this normal window are unusual and worthy of additional investigation, particularly if they persist over a multi-year period. I have highlighted the years that are above or below this window for each crime or call-for-service.

Incidents reported to Mansfield, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	0.6	0–2	0	0	0	0	0.0
Sexual Assault	8.2	6–11	10	11	7	10	9.5
Robbery	4.4	1–8	2	2	2	4	2.5
Aggravated Assault	35.8	32–39	31	25	24	43	30.8
Simple Assault	120.2	106–134	147	140	151	146	146.0
Kidnapping	1.6	0–4	5	0	0	0	1.3
Burglary	143.4	63–224	53	34	47	28	40.5
Purse-Snatching	1.2	0–2	1	1	0	0	0.5
Shoplifting	50.0	37–63	39	38	60	29	41.5
Theft from Building	57.4	39–76	46	35	62	26	42.3

Figure 2: A sample from the data tables in this report. Years that are unusually high or low in the years since Plainridge Park opened are highlighted.

As you review the statistics, however, it is important to keep several things in mind:

1. **Statistics for crime, calls for service, and other police activity increase and decrease between time periods for many reasons**. Plainridge Park is not the only thing to have happened in this six-community area that affect over this four-year period. Changes in economics, demographics, geography, and culture—both obvious and subtle—constantly affect the types of crimes, disorder, and traffic issues experienced by a community.

2. **The purpose of these statistics is not to provide proof of a casino effect**. Quantitative studies that reach conclusions about the influence of casinos are possible, but only with multiple years of observation in both the affected area and control areas. Anyone who reports that one crime increased X% after Plainridge Park opened or decreased Y%, and who uses such statistics (alone) to suggest a casino relationship, is being irresponsible with this report.

3. **The purpose of these statistics is to triage issues for further analysis**. When statistics increased for an agency, I, with the help of the participating agencies, took a closer look at both quantitative and qualitative data to try to determine if there was a mechanism by which the Plainridge Park Casino and its visitors could have contributed to the increase. The next section discusses our approach to making that determination.

Determining likelihood of a casino relationship

As we will see in the historical review, past studies have generally limited themselves to a purely quantitative determination of whether a casino was a contributory factor in a crime increase. This study—which blends quantitative and qualitative approaches—is not content to use statistics alone to determine the likelihood that any increase in activity was "caused" by the presence of Plainridge Park. Instead, I have created a model to better explain causality when increases are observed. The model demands a more in-depth analysis of the individual cases that make up "increased" activity during the study period, including a qualitative analysis of police narratives.

The model considers seven factors:

1. *Whether the type of activity increasing has a logical relationship to a casino*. Causality is more certain when it "makes sense" that such a crime or other activity would increase in the surrounding area in a particular way. Since casinos draw a large number of people to an area, and since cash plays a large role in their operation, there are

very few crimes that would not fit this definition, but it's still worth considering. An increase in theft or traffic issues has a logical connection to a facility like a casino; an increase in harassing telephone calls or animal complaints does not.

2. *Whether more offenders and victims are from outside the local area*. If there is a relationship between an observed increase in activity and the presence of Plainridge Park, one would expect a corresponding increase in the percentage of victims and offenders from outside the immediate community, as the majority of casino patrons are from outside the local community.

3. *Whether multiple agencies are reporting an increase in the same category*. If only one agency reports a major increase in a particular crime and call for service, the cause is more likely to be related to another factor specific to that jurisdiction than to Plainridge Park. Complementary increases reported by multiple agencies strengthen the likelihood of a casino relationship.

4. *Whether related offenses also report increases*. Some crime and call-for-service categories are closely related to each other, so that a factor that influences one is likely to influence the others. If the casino were to cause an increase in traffic collisions, for instance, we might expect a corresponding increase in disabled vehicles, traffic complaints, and other traffic-related calls for service. An increase in a single category without increases in complementary categories is more likely to suggest a fluke specific to that category than a casino relationship.

5. *Whether the spatial distribution of offenses is related to the casino location*. For certain crimes and calls for service, if the presence of the casino caused their increase, we would expect to see a spatial distribution of incidents either near the casino or on routes to and from the casino. An increase in "disorderly conduct" in a residential neighborhood 15 miles from Plainridge Park is less likely to be caused by the casino than an increase in such activity at hotels and restaurants within 1 mile of the casino.

6. *Whether the casino is specifically mentioned by victims and offenders involved in cases*. If an increase in activity is causally tied to the casino, we would expect a certain percentage of victims to say that they were in town to visit the casino, or a certain percentage of offenders (if arrested) to admit that their crimes had something to do with the casino. If we cannot find any such evidence across multiple offenses, a casino relationship is less likely.

7. *Whether comparison agencies have failed to report a similar increase*. If a certain crime increased only in the Plainridge Park area and not at identified control areas in eastern Massachusetts, this provides stronger evidence of a casino relationship. Unfortunately, statewide data collection lags behind our data collection for the Plainridge Park area, and thus it is only possible to assess changes in control areas for 2016 and 2017. Note also that we cannot consider this factor with non-crime calls for service since there is no standardized reporting of this data on a statewide basis.

The table below summarizes the factors in this model and provides hypothetical examples of when they might argue for or against a casino relationship. The "hypothetical examples" provided are just that—those particular changes were not actually observed.

Factor	Hypothetical example (likely to be related)[1]	Hypothetical opposite (not likely to be related)
Type of crime is logically tied to activity at casino (LOG)	Increase in robberies in surrounding area	Increase of thefts of property at schools
More offenders and victims are from outside the local area (COM)	Increase in domestic dispute and violence calls at area hotels	Increase in domestic dispute and violence calls at area homes

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Factor	Hypothetical example (likely to be related)[1]	Hypothetical opposite (not likely to be related)
Same category is increasing in multiple agencies (REG)	3 of 5 communities see increase in thefts from cars	1 community reports increase in burglary while 4 report decreases
Complementary increases in related offenses (REL)	Theft, robbery, and fraud all increase in area	Only identity theft increases in area
Increase is spatially related to location of casino (MAP)	Traffic collisions increase on Route 1 in Plainville, N. Attleborough	Traffic collisions increase on residential streets in Attleboro
Casino is specifically mentioned by offenders/victims (NAR)	Drunk drivers mention they were last drinking at casino	Serial burglar admits to stealing for heroin
No similar increase in comparison communities (OTH)	Burglary is up 10% in the Plainville area but down 5% across the state	Shoplifting increased 15% in the Plainville area but also increased 15% in three control areas

Application of this model helped us reach a conclusion as to whether the likelihood of an increase in crime or calls for service was related to the presence of Plainridge Park. However, the model is not *quantitative* and the determination of the likelihood of a casino relationship is not simply a matter of adding up the number of factors present. For certain incident types, one factor may outweigh the others. For instance, the spatial relationship is fairly important in considering the likelihood that an increase in traffic collisions is related to Plainridge Park, but it is less important for property crimes and hardly important at all for family violence.

Throughout the report, I have tagged each observed increase with an assessment on a scale indicating the likelihood of a relationship to Plainridge Park. The definitions of these assessments are:

- **Not Related:** Although the incident type increased, I was able to exhaustively review each individual case. None indicated that the offenders or victim had any association with Plainridge Park or were in the area to use Plainridge Park, and the sum of the cases posed an alternate explanation for the increase.
- **Unlikely:** After a review of all cases or a sample of cases, overall there were not enough factors to suggest a Plainridge Park relationship, and/or there was a compelling alternate explanation for the increase.
- **Uncertain:** There were some signs that might indicate a casino relationship, but the totality of factors was not compelling or sufficient data did not exist.
- **Likely:** A totality of the evidence suggests Plainridge Park as the most likely explanation for at least some of the increase, but we may still lack direct evidence.
- **Certain:** The evidence shows a direct and compelling causal relationship with Plainridge Park, including statements from participants that they patronized the casino.

In the end, the determination of the "likelihood" of a casino relationship is an *analytical judgement* that considers both qualitative and quantitative factors and the opinions of the law enforcement agencies servicing these areas.

Limitations and threats to validity

Crime figures fluctuate constantly in most agencies, and any given year often produces statistically significant increases. Such changes are sometimes simple to explain by changes in the jurisdiction or police strategies and practices, but equally as often they confound explanation. In the case of the Plainville area post-Plainridge Park, there are several additional factors that may be influencing the data. The identified ones are as follows:

1. *Greater attention to accuracy in crime coding*. Three of the participating agencies—Attleboro, North Attleborough, and Mansfield—replaced or hired new personnel in charge of coding offenses. North Attleborough appointed a new person to maintain the accuracy of their crime reports (and related data) in September 2014; Mansfield hired a new crime analyst in September 2015; and Attleboro hired a new crime analyst early in 2016. All three individuals found problems with the way many offense reports had been coded and classified before their employment and took steps to improve the data. Unfortunately, these improvements mean that more recent data is difficult to compare to past data. Specific issues are discussed in the relevant sections below.

2. *A surge in the opiate epidemic*. This trend is difficult to quantify, but many police agencies and communities in the northeast United States are reporting significant increases in crime related to heroin and other opiates. Widely reported in the media,[2] this resurgence seems to have begun in late 2014 and has manifested itself in an increase in overdoses and heroin-motivated crime. In speaking about several of the increases in his town, a Wrentham Police lieutenant told me that he "would assume they are more related to the opiate epidemic than to the casino."

3. *A switch in a records management system*. Attleboro changed its records management system in July 2018. The new business processes occasioned by this change have either led to under-coding of certain crimes or the previous records system was leading to over-coding. The specific offenses under concern are noted in the analyses for Attleboro and the region.

5. *Missing offense codes in North Attleborough*. At the time of this report, North Attleborough had not coded offense types in its records management system for the period of 1 January 2019 to 30 June 2019. Offenses for this period are estimated based on CAD incident types.

The estimates were based on the following logic:

- For the previous three-year period, 84% of "shoplifting" calls for service led to an offense of "shoplifting."
- There were 43 calls for service for "shoplifting" between January and June of 2019
- Thus, we estimate 43 x 0.84 = 36.12, or 36 shoplifting offenses for those six months.

The same math was repeated for every combination of call for service category and final offense. Estimated totals seems commensurate with past patterns, and I am confident that the estimation method did not significantly affect the findings for North Attleborough or for the total number of offenses in the area.

Discussions with agency representatives

Throughout the life of this series of reports, the Massachusetts Gaming Commission has repeatedly convened meetings with the police executives in the Plainville area to review the results of these analyses and receive their comments and feedback. No information about changes in the area is published without giving the local chiefs a chance to comment first. Their feedback has been incorporated into each version of the report. General agreement with these findings has been widespread, and where anyone has disagreed or offered an alternative perspective, it has been noted in this report.

Acknowledgements

The analysis in this report would not have been possible without the cooperation and good will of the police executives and personnel in the Plainville area. Each executive evinced a sincere commitment to objective analysis

[2] See, for instance: Seelye, K. Q. (2016, March 6). Heroin epidemic increasingly seeps into public view. *The New York Times*. Retrieved March 20, 2016, from http://www.nytimes.com/2016/03/07/us/heroin-epidemic-increasingly-seeps-into-public-view.html; Leonard, K. (2015, July 7). Heroin use skyrockets in U.S. Retrieved March 20, 2016 from U.S. News and World Report: http://www.usnews.com/news/blogs/data-mine/2015/07/07/heroin-use-skyrockets-in-us-cdc-says

of data and unfettered cooperation in providing that data. We owe a debt of gratitude to Chief James Alfred and Officer William McEvoy of the Plainville Police Department; Chief Kyle Heagney, Sergeant Kevin Blackwell, and crime analysts Lisa Schultz and Anthony Stevens of the Attleboro Police Department; Chiefs William Baker and Michael Grace and Lieutenant Allan Haskell (ret.) of the Foxborough Police Department; Chief Ronald Sellon and crime analyst Erika Baburins of the Mansfield Police Department; Chief John Reilly, Captain Joseph DiRenzo, Officer Julie Cannata, and assistant IT director Steve Almeida of the North Attleborough Police Department; Chiefs James Anderson and William McGrath, Lieutenant George Labonte, and IT administrators Darrell True and Craig Gavazzi of the Wrentham Police Department; and Lieutenant Brian Connors, Lieutenant Matthew Murphy (ret.), and analyst Carol Fitzgerald of the Massachusetts State Police.

About the author

Christopher W. Bruce is a professor of criminal justice at Husson University in Bangor, Maine. He is also a career crime analyst with previous service at the Cambridge Police Department (1994–2001) and the Danvers Police Department (2001–2010). He was president of the Massachusetts Association of Crime Analysts from 2000 to 2004 and president of the International Association of Crime Analysts from 2007 to 2012; he currently serves as vice president of membership for the IACA. He has served as an instructor in criminal justice and crime analysis topics at Suffolk University (2001–2010), Westfield State University (2009–2010), the University of Massachusetts Lowell (2009–2010), Middlesex Community College (2007–2011), Western Oregon University (2012-2016), and Tiffin University (2006–2018).

Mr. Bruce is an internationally-recognized expert in police data systems and police data analysis. He has trained, consulted, and provided technical assistance for various programs of the U.S. Department of Justice, Bureau of Justice Assistance; the U.S. Department of Transportation, National Highway Traffic Safety Administration; the Texas Department of Transportation; the U.S. Department of Justice, International Criminal Investigative Training Assistance Program; and the International Association of Directors of Law Enforcement Standards and Training. He lives in Maine.

Historical and literature review[3]

Before 1979, when the Seminole Tribe opened a high-stakes bingo hall on reservation land near Fort Lauderdale, Florida, the question of whether casinos impact crime and disorder in surrounding communities was largely moot. The only large-scale casino gambling in the United States was concentrated in Las Vegas, Reno, and Atlantic City—cities that had grown up (or, in the case of Atlantic City, re-organized) around the presence of casinos, and in which it would have been impossible to separate crime and disorder caused by gambling from that caused by general tourist activities.

In 1976, *Bryan v. Itasca County* (426 U.S. 373) established that the state does not have the right to regulate activities on Native American land in absence of a specific United States law allowing them to do so. The ruling thus established a legal foundation for organized gambling on reservations and tribal lands. Early attempts by Native Americans were met with police raids and prosecution, but a series of court rulings found in favor of the tribes and ended the debate. By the mid-1990s, more than three dozen Indian casinos dotted the United States, many of them quite close to urban areas and thus likely to impact surrounding communities.

Casinos proved so profitable for Native American communities that states and communities began to look to gaming for sources of tax revenue and general economic growth. In 1989, South Dakota became the first state outside Nevada and New Jersey to legalize gambling when they allowed a commercial slot casino in Deadwood. Iowa legalized riverboat gambling the same year. Colorado and Illinois followed in 1990; Missouri and Louisiana in 1991; Mississippi in 1992; and Indiana in 1993.[4] As of the time of this writing, 24 U.S. states allow some form of commercial casino gambling, and an additional 19 have some form of tribal gambling.

With this growth has, of course, come concerns about the impact of casinos, both at the individual level (alcoholism, compulsive gambling, and mental health) and the societal level (community crime, traffic issues, and the non-gaming economy). These fears, though not unfounded, were exacerbated by historical ties between gambling and organized crime as well as general mores in the United States that historically regarded gambling as a "vice." During the height of the Native American gaming debate, the president of the American Sheriffs Association said that gambling on Indian reservations would "open up new havens for organized crime in Indiana lands all over the country"; and an assistant U.S. Interior Secretary remarked that gambling is "known to be fraught with evil."[5] Concerns over crime increases have been raised in every state considering the establishment or expansion of casino gaming, all the way through the Massachusetts legislation of 2011 and the subsequent repeal referendums.

Not until the 1980s could these fears be confirmed or refuted with quasi-experimental studies and hard data. Among the first to study the relationship between casinos and urban crime was Niagara University researcher Jay Albanese. Using crime totals reported by the Atlantic City Police Department to the U.S. Federal Bureau of Investigation between 1978 and 1982, he found that although "index" crimes (murder, rape, robbery, aggravated assault, burglary, theft, and auto theft) increased significantly over the period, these increases disappeared when he controlled for population increases during the same period. While the growth of casinos had undoubtedly led to the population increases as well, on a *per capita* basis, crime did not significantly increase. "Based on this analysis of the Atlantic City experience," he concluded, "the advent of casino gambling has no direct effect on serious crime."[6]

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[3] Except for some figures related to the number of states with casinos, this section is largely unchanged since last year's report covering three years. No significant casino/crime research has been released since then.

[4] For most of this summary, I am indebted to Fenich, G. G. (1996). A chronology of (legal) gaming in the U.S. *Gaming Research & Review Journal* 3(2): 65–78.

[5] Indian gambling may attract organized crime, foes say. (1987, June 19). *The Spokane Chronicle*, p. 12.

[6] Albanese, J. S. (1985). The effect of casino gambling on crime. *Federal Probation* 49(2): 39–44.

Studies since Albanese's have been mixed however, often even in the same study. For instance, a 2001 study by Ohio State University PhD candidate Jeremy M. Wilson found that after the passage of Indiana's riverboat gambling legislation, the considered crimes—including FBI index offenses, public intoxication, drunk driving, disorderly conduct, and prostitution—did not increase at all in one city (Hammond), but aggravated assaults and thefts increased in the area around another (Rising Sun).[7] For every study indicating that casinos have caused an increase in crime in one area, an opposite study shows no increase in another. Both proponents and opponents of casinos are guilty of "cherry picking" the studies that support their particular points of view.

Only as the body of literature has grown is it possible to discern key differences in the study areas. A "casino" is not the same thing across all geographies and demographics. There are variances in the types of casinos, size of casinos, types of gaming offered at casinos, other types of amenities and recreation offered at casinos, and the nature of the geography in which they are built, from dense, impoverished urban areas to the (literal) middle of the woods. Differences between the means of accessing the casinos, the surrounding road network, and the existing crime rate all have potential parts to play in any increases or decreases in crime and other social harms. Thus, when one body of researchers concludes that a neighborhood casino had no increase on crime in Philadelphia (see the Johnson and Ratcliffe study below), but another group says that video gambling terminals led to an additional 1,450–4,100 violent and property crimes in Chicago over four years[8], the results are not necessarily in conflict. The nature of casino gambling differs from diffused video gambling terminals, and Chicago and Philadelphia are different cities with different histories, geographies, and demographics.

As part of its efforts to investigate the impact of casinos on crime, disorder, and traffic issues, Massachusetts will offer several very different testing grounds, including a slots-only parlor directly off a highway in a moderate-to-low populated area of the state (the subject of the present study), a full-service casino in an urban area easily accessible by public transportation, and a full-service casino in a city with higher-than-average poverty and crime rates. It is possible that each location will generate vastly different results. Acknowledgement of these complex variables came in a 2003 study by B. Grant Stitt, Mark Nichols, and David Giacopassi. Studying both Part 1 ("index") and Part 2 crimes across six casino communities and six non-casino communities, the researchers found widely varying results, from significant increases in casino communities to significant decreases. They ultimately conclude that "crime does not inevitably increase with the introduction of a casino" and "the effects of casinos on crime appear to be related to a variety of variables which are only poorly understood."[9]

Studies have also highlighted the danger of drawing conclusions too quickly. A landmark 2006 study by Earl L. Grinols and David B. Mustard, again using FBI part one crime statistics, this time comparing more than 3,000 casino and non-casino counties, found that the opening of casinos initially correlated with a decrease in crime, followed by a year of stability, followed by several years of increases. The findings suggest that the community—including the criminal community—takes time to adapt to the presence of the casino.[10] This has implications for the Massachusetts project and suggests that repeated evaluations in subsequent years are necessary to truly assess the impact of casinos. No long-term conclusions should be drawn from a single-year study.

Throughout the history of casino-crime impact research, one major weakness has been the inability to analyze data beyond summary figures reported by police agencies annually to the FBI. Knowing that a community had 150 robberies in a given year tells us far less than having individual records of all 150 robberies, including time, location, victim, offender, and *modus operandi* factors. The former allows us to determine the presence of general increases and decreases; the latter allows us to identify *patterns* within the data. Researchers have generally failed

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[7] Wilson, J. M. (2001). Riverboat gambling and crime in Indiana: An empirical investigation. *Crime and delinquency* 47(4): 610–640.

[8] Bottan, N. L., Ham, A., & Sarmiento-Barbieri, I. (2017). Can't stop the one-armed bandits: The effects of access to gambling on crime. Retrieved from https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3020332

[9] Stitt, B. G., Nichols, M., & Giacopassi, D. (2003). Does the presence of casinos increase crime? An examination of casino and control communities. *Crime & Delinquency* 49(2): 253–284.

[10] Grinols, E. L., & Mustard, D. B. (2006). Casinos, crime, and community costs. *The Review of Economics and Statistics* 88(1): 28–45.

to collect such incident-level data for three reasons: 1) the inability of many police agencies to extract the necessary data from their data systems; 2) the need to obtain cooperation from the agencies even if they had the ability; and 3) the difficulty involved in combining the data from multiple police agencies into a common format.

Perhaps the only study to have collected such specific data, allowing the researchers to look at individual crime locations instead of city- or county-level statistics, was conducted in 2014 by Lallen T. Johnson and Jerry H. Ratcliffe. Looking at crime incident data in the Fishtown neighborhood of Philadelphia 96 months after the opening of SugarHouse Casino, they found no effect on violent street crime, vehicle crime, drug crime, or residential burglary in the surrounding community—in fact, most of these crimes actually decreased, suggesting a possible diffusion of benefits from the extra police and security presence at the new facility. Vehicle crime in the neighborhoods surrounding Fishtown increased, however, suggesting a possible displacement effect.[11] The researchers were able to collect such detailed information because they had a longstanding personal relationship and research partnership with the Philadelphia Police Department and a familiarity with its data systems. It is on this type of study that we have modeled the present project—at least in terms of data collection—pulling incident-level data on crimes and calls for service from the data systems of the contributing police departments, thus giving us the ability to answer far more questions than simply "how many."

Another major deficiency in previous casino research is any establishment of the relationship between crime and casinos *as casinos* and not simply as large entertainment venues that draw thousands of visitors. In other words, even studies that show an increase in crime after the introduction of a casino dot not necessarily establish that gambling itself is a factor in those increases. Routine activities theory suggests that any facility that draws people to an area—shopping centers movie theaters, hotels, restaurants and bars, spots complexes—creates more potential interactions between offenders and victims, both at the facility and in the surrounding area. A study showing that crime in a city or county increased after the introduction of a casino answers only one question; the other question is whether crime would have also increased if the city had built a minor-league sports stadium instead.

The aforementioned Grinols and Mustard study surveyed previous research and identified two mechanisms by which crime might decrease (pp. 31-32)—improved wages and improved physical development—and five mechanisms by which crime might increase: (1) suppression of other types of development, (2) the presence of large amounts of cash among both the business and the patrons, (3) compulsive gamblers committing illegal acts to finance gambling, (4) attraction of visitors likely to commit crime or become victims of crime (the "routine activities" argument above), and (5) changes in the underlying labor force. Of these factors, only #2 and #3 are specific to casinos, and only #3 is truly *unique* to casinos. (#2 is less of a factor in an age of electronic currency; the image of a successful gambler leaving a casino with $30,000 cash in satchel is by now an outdated cliché.) Thus, demonstrating a causal relationship between crime and the gambling nature of casinos would have to focus on offenders themselves, identifying those of whom are compulsive gamblers, and assessing the extent of their criminality compared to the population at large. Such a study is possible in Massachusetts, but as Grinols and Mustard point out, it takes time for compulsive gambling to develop within a population, and thus to influence crime.

Finally, partly because of the inability of previous researchers to collect incident-level data from police agencies, previous studies have tended to focus solely on crime and not on any other police-related issues that affect communities, including traffic collisions and non-criminal disorder, suspicious activity, disputes, and other demands for police service. We were determined to study all such factors in the present project.

Thus, despite a fair amount of previous research into casinos' effects on crime, we began this project with something of a blank slate, owing to the fact that:

[11] Johnson, L. T., & Ratcliffe, J. H. (2014). A partial test of the impact of a casino on neighborhood crime. *Security Journal* advance online publication, 30 June 2014; doi:10.1057/sj.2014.28.

- Previous research has found wildly varying results, from significant decreases to no change to significant increases.
- By the admission of researchers who have studied the impact of casinos, whether crime increases or decreases is related to a large number of poorly-understood variables.
- Previous research has generally considered only serious crime, generally ignoring less-serious crime and non-crime issues.
- Previous research has generally been based on annual summary statistics rather than incident-level data that considers a multitude of factor, including day, month, time, specific location, victim and offender factors, and property factors.
- Previous research has generally failed to establish a causal relationship between increases caused specifically by gambling versus those caused by any complex that draws large numbers of people.
- Previous research, as conducted under traditional academic models, has been focused on proving or disproving hypotheses at a pre-determined level of statistical significance, not specifically in generating findings useful for local criminal justice and policy-making agencies to use in combatting any negative trends.

This series of studies will not necessarily solve all of these problems, but it does have the advantage of being an ongoing series, considering multiple installations over multiple time periods, rather than a one-time study. Most important, it has the advantage of collecting incident-level data on both crime and non-crime issues, thus allowing for a far greater depth of analysis and operational utility of the results.

Incidents at Plainridge Park Casino

Both the Massachusetts State Police and the Plainville Police Department respond to incidents occurring at Plainridge Park specifically, including the casino interior, exterior, parking lot, and street directly in front. (To further complicate matters, State Police responses are divided between the Gaming Enforcement Unit, which handles the bulk of the activity at the casino, and regular troopers from the local barracks.) Both agencies log incidents in their respective databases, and in many cases, these incidents overlap (e.g., both agencies respond and both take a report). A security department at Plainridge Park may handle minor incidents, in which case the activity would be reflected in neither database.

Two statistical sets are offered below: one for Plainville Police and one for the Gaming Enforcement Unit at Plainridge Park. An analysis of the two datasets suggests that the *crimes* reported in the Plainville Police dataset are almost all duplicated in the Gaming Enforcement Unit statistics but the other *calls for service* in the Plainville Police dataset are not. The Plainville Police dataset is a better snapshot on what is happening in the parking areas and perimeter roads, while the Gaming Enforcement Unit data better depicts what is happening in the casino interior.

Incidents at Plainridge Park reported by the Gaming Enforcement Unit

The following statistics were compiled by the Gaming Enforcement Unit from July 2015 to June 2019. These numbers should be considered the most authoritative of the sources for total figures at Plainridge Park; however, they might exclude some activity in the exterior reported to the Plainville Police. These numbers were supplied in summary form (statistics only) and are thus not subject to further analysis.

No distinction is made in this data between crimes and other incident types.

Crimes and other incidents, 1 July–30 June

Crime Type	2016	2017	2018	2019	Total
Assault	1	4	2	1	**8**
Assistance to security	461	516	466	472	**1915**
Assistance to other agency	317	247	203	176	**943**
Burglary	5	0	0	0	**5**
Child Abuse/Endangerment	3	0	0	1	**4**
Firearms Offenses	1	0	0	0	**1**
Forgery/counterfeiting	19	30	22	29	**100**
Fugitive from justice	1	2	1	1	**5**
Gambling violations	1	3	0	1	**5**
Identity theft	4	0	3	2	**9**
Theft, fraud, embezzlement	146	149	105	68	**468**
Missing persons	16	0	3	1	**20**
Drug investigations	77	66	88	24	**255**
Intoxicated persons	114	138	107	92	**451**
Suspicious persons	224	187	117	104	**632**
Medical	113	61	51	148	**373**
Total	**1503**	**1403**	**1168**	**1120**	**5194**

GEU statistics show that crimes committed in the facility where highest in the year after it opened, presumably as different offenders were testing security levels and the security staff and assigned police officers were getting used to their jobs. Incidents declined after that, reaching their lowest level so far in the year ending June 2019.

Trends seen among data supplied by the Gaming Enforcement Unit

The figures reported by the Gaming Enforcement Unit are commensurate with what we might expect at a large facility offering dining and entertainment services, serving alcohol, and maintaining large common areas and parking structures. And just like other such facilities, we can identify a few common trends and patterns within the Plainridge Park data.

The list of trends below is based on Gaming Enforcement Unit summaries of activity. Because not all activity is so summarized, I cannot attach exact numbers to the identified trends. I caution readers that pending further analysis with statistics from comparison casinos, the identification of these trends does not signify that Plainridge Park has *uniquely* high volumes in these areas.

Trends are presented in descending order by volume.

1. *Theft of gaming credits*, generally in the form of TITO tickets, committed by one patron against another. The offending patron snatches a ticket printed by the victim and cashes it in, often before the victim notices that it's gone. Because of widespread surveillance, the GEU and casino security have generally been able to identify and charge the perpetrators. Casino policy is to make restitution to the victims in such cases so the casino, rather than the patron, takes the loss.

2. *Drug use and distribution outside the casino*. The parking garages and lots have been sites for drug users to ingest cocaine, heroin, and marijuana in their vehicles. Such individuals are generally identified by security and reported to the GEU or the Plainville Police.

3. *Drunk, angry, obnoxious patrons on the casino floor*. These represent intoxicated patrons expressing anger, bothering customers, or harassing employees.

4. *Drunk patrons getting into cars and/or attempting to drive away from the casino*. The GEU, casino security, and the Plainville Police occasionally have identified intoxicated individuals in the parking areas preparing to drive away from the casino. They are typically placed into protective custody until they regain sobriety. In a couple of instances, the individuals have ignored police and driven away, resulting in subsequent stops and arrests for drunk driving.

5. *Theft of personal property*. A number of patrons report losing personal electronic devices, jackets, wallets, and other small items of personal property in the busy casino floor. Copious surveillance often makes identification of the offender possible.

6. *Fake ID*. Banned or underaged patrons or those with active warrants passing fraudulent identification to enter the casino floor.

7. *Angry patrons damaging casino machines*. Patrons frustrated with losses breaking glass or pouring drinks into machines.

8. *Domestic disputes and assaults*. Although a trend, this number seems low given the number of couples that must visit the casino. All so far have been male assailants victimizing girlfriends and wives, often while intoxicated.

6. *Small children left alone in cars by gambling parents*. It's a small number, but enough to cause concern.

7. *Money laundering*. There were several reports of individuals from out of state bringing large amounts of small bills into the casino, feeding them into machines, obtaining TITO tickets, and cashing them out for larger-denomination bills. The specific nature of their criminal enterprises is unknown.

Incidents at Plainridge Park reported to the Plainville Police Department

Plainville Police responded to Plainridge Park a modest number of times in its opening years, but the total number of responses has dropped considerably in the more recent two years. The decrease is probably the result of two factors: better coordination with the Gaming Enforcement Unit on the reports that it takes versus the PPD, and an actual decrease in attempted crimes at the casino once the extent of video monitoring became clear to the criminal community.

Crimes, 1 July to 30 June

Crime Type	2016	2017	2018	2019	Total
Aggravated Assault	0	0	2	0	**2**
Bad checks	1	0	0	0	**1**
Burglary	2	0	0	0	**2**
Credit card fraud	1	1	1	0	**3**
Drug offenses	12	3	1	0	**16**
Drunkenness	12	10	4	3	**29**
Other theft	3	0	0	0	**3**
Stolen property offenses	3	0	0	0	**3**
Theft from building	13	14	9	2	**38**
Theft from vehicle	0	3	1	0	**4**
Trespassing	3	0	0	0	**3**
Vandalism	2	1	0	0	**3**
Threats	0	1	0	0	**1**
Family offenses	3	0	0	0	**3**
Weapon offenses	1	0	0	0	**1**
All other	1	0	0	0	**1**
Total	**57**	**33**	**18**	**5**	**113**

Calls for service, 1 July–30 June

Call Type	2016	2017	2018	2019	Total
Administrative	367	371	364	362	**1464**
Animal complaint	4	5	6	2	**17**
Assault*	0	2	0	0	**2**
Assist other agency	2	8	10	6	**26**
Building check	1	0	1	0	**2**
Child abuse or neglect	1	0	0	0	**1**
Crime enforcement	3	1	3	0	**7**
Disabled vehicle	15	15	10	9	**49**
Disturbance	16	13	4	2	**35**
Domestic dispute	4	1	2	0	**7**

Call Type	2016	2017	2018	2019	Total
Drugs*	5	0	1	0	**6**
Fire	13	4	0	2	**19**
Fraud and forgery*	0	2	0	1	**3**
General service	35	33	67	50	**185**
Investigation	14	6	4	1	**25**
Liquor*	2	2	2	1	**7**
Lost property	3	1	1	2	**7**
Medical	2	0	0	4	**6**
Missing person	1	1	3	0	**5**
Municipal or utility prob.	1	1	1	0	**3**
Notification	2	0	0	0	**2**
Other Theft*	24	26	13	4	**67**
OUI	0	1	0	0	**1**
Prisoner transport	10	4	2	1	**17**
Suspicious activity	122	50	25	11	**208**
Theft from vehicle*	2	1	1	0	**4**
Traffic collision	25	26	17	21	**89**
Traffic complaint	88	66	63	54	**271**
Traffic enforcement	2	1	2	1	**6**
Traffic offenses	14	14	15	17	**60**
Trespassing*	4	0	0	0	**4**
Vandalism*	0	1	0	0	**1**
Vehicle stop	56	44	17	18	**135**
Warrant service	4	5	1	2	**12**
Well-being check	4	3	0	3	**10**
Youth disorder	2	0	0	0	**2**
Total	**848**	**708**	**635**	**574**	**2765**

*In the case of calls for service relating to crimes, the figures offered are for the call for service as originally dispatched. Sometimes when an officer arrives on scene, he determines that the actual crime committed was different than the crime dispatched. The table above this one, which records actual reported crimes, is a better indicator of criminal activity than the call-for-service table.

How much did Plainridge Park impact Plainville's statistics?

If we ask the question, "Did Plainridge Park cause an overall increase in crime and calls for service in Plainville," the answer is yes, obviously—if we include incidents that happened at Plainridge Park itself. Without the casino, the incidents that happened *at* the casino would not have happened.

The next sections of this report attempt to estimate the impact of the casino on the *surrounding community*, but if we want to answer the literal impact of the casino itself, the calculation is fairly simple: the percentage of activity at Plainridge Park divided by the total activity in the town. At least, it would be that simple if the casino was a brand-new complex, but the location has hosted a horse racing course since 1999, so we must subtract the average of the activity at that location pre-casino from the post-casino figures. The table below shows the results.

Plainville Activity, July 2015–June 2019

Category	Number at Casino	Total Plainville Number	Prior 4-year Average at Racetrack	% New Caused by Casino
Violent crime offenses	3	135	0	+2%
Property crime offenses	57	664	13	+7%
Total crime offenses	121	1106	17	+9%
Calls for service	2,772	31,036	1,900	+3%

Thus, in an extremely literal sense, in a four-year period, Plainridge Park is responsible for 2% more violent crimes (3 total), 7% more property crimes (44 total), 9% more total crimes (114 total), and 3% more calls for service (872 total) than the agency would have reported without the casino—not accounting for any surrounding community impact, which is analyzed in the next sections. The police department, it must be noted, received a 36% increase in sworn officers (14 to 19) to handle this increase in activity.

The casino became the Plainville Police Department's top crime and call-for-service location in the last four years, surpassing the Plainville Commons shopping center at 91 Taunton Street. To put the figures above in context, we compare Plainville's new top location to the top locations of its surrounding cities and towns, in terms of crime and call-for-service demand.

Percentage of activity at top locations, July 2015–June 2018

Community	Top Offense Location	% Violent Crimes	% Property Crimes	% Total Crimes	% Calls for Service
Plainville	Plainridge Park	3%	7%	9%	3%
Plainville #2	Plainville Commons	0%	12%	10%	2%
Attleboro	Bristol Place	1%	9%	8%	3%
Mansfield	Xfinity Center*	24%	4%	58%	<1%
North Attleborough	Emerald Square	5%	17$	14%	11%
Wrentham	Wrentham Village outlets	12%	68%	63%	29%

As such, the activity experienced by the Plainville Police Department at Plainridge Park is not significantly different—and even compares favorably—to top hot spots in other towns, including its own second most-visited location.

Before-and-after analysis of crimes and calls for service

This section looks at how crimes and calls for service changed in the Plainville area between the five years before Plainridge Park and the four years afterwards. For Plainville and the region as a whole, the numbers exclude Plainridge Park specifically, as they are meant to help assess notable changes in the surrounding area.

The goal here is not simply to identify what crimes increased or decreased in comparison to their norms. Crimes fluctuate all the time for any number of reasons. Our goal is:

1. To determine which crimes increased *significantly enough* that some external factor—and not just random fluctuations in data—is likely to be responsible for those increases; and

2. To analyze those significant increases for evidence that Plainridge Park is that "external factor."

To facilitate reading the tables, I have highlighted in yellow any crime or call for service whose post-Plainridge Park average is outside the 1.5 standard deviation "window" of prior. Similarly, I have highlighted in blue any category whose average is lower than its window. Any major increases are discussed after the statistical tables.

Summary of all communities' activity

Considered together, the six contributing communities have seen a significant net reduction in **total crime** and **property crime** since Plainridge Park opened. With a couple of exceptions, profit-motivated crimes like theft, burglary, and robbery have been average or low. Police have also not reported increases in vice-related crimes like drugs, liquor, and general disorder.

Unfortunately, the area has been struggling with an increase in **violent crime**. Analysis shows that the bulk of the increase is in **domestic violence** (mirrored by a comparable increase in "**family offenses**," which is primarily made up of restraining order violations). While Plainridge Park does not seem to have anything to do with this increase, it is analyzed in full later in this report.

There have been some significant increases in several non-criminal calls for police service, likely reflecting the extra traffic in the community going to and from Plainridge Park. These categories include **lost property, traffic collisions**, and **traffic complaints**.

Incidents reported to all communities, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	1.2	0–2	1	1	2	0	1.0
Sexual Assault	52.2	40–64	59	68	71	66	66.0
Robbery	33.0	21–45	22	24	19	24	22.3
Aggravated Assault	170.6	156–186	157	184	164	160	166.3
Simple Assault	607.4	537–678	670	700	729	622	680.3
Kidnapping	6.0	1–11	12	6	8	4	7.5
Burglary	516.0	384–648	425	267	250	166	277.0
Purse-Snatching	4.4	2–7	2	2	0	1	1.3
Shoplifting	526.6	437–616	608	523	479	446	514.0

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Thefts from Persons	8.0	5–11	14	14	3	2	8.3
Thefts from Buildings	230.2	179–281	200	240	220	169	207.3
Thefts from Vehicles	311.4	167–456	221	255	274	290	260.0
Thefts of Vehicle Parts	55.4	43–68	64	37	77	58	59.0
Other Thefts[12]	1022.0	909–1135	981	603	699	368	662.8
Auto Theft	109.4	94–125	88	76	72	78	78.5
Arson	7.4	4–11	8	6	5	3	5.5
Bad Checks	31.6	22–41	30	18	11	7	16.5
Credit Card Fraud	104.0	82–126	176	117	92	121	126.5
Employee Theft	30.0	21–39	26	29	20	25	25.0
Counterfeiting/Forgery	92.0	77–107	95	64	83	94	84.0
Fraud/Con Games	139.0	125–153	192	179	184	234	197.3
Identity Theft	92.4	19–166	147	158	149	116	142.5
Stolen Property Offs.	53.2	34–72	64	56	56	47	55.8
Vandalism	570.4	488–652	540	469	491	474	493.5
Drug Offenses	226.0	204–248	199	203	158	131	172.8
Drunk Driving	269.6	226–314	305	266	244	238	263.3
Disorderly	410.4	359–462	424	350	329	288	347.8
Drunkenness	1400.4	991–1810	960	712	404	373	612.3
Family Offenses[12]	420.6	359–482	511	556	599	154	455.0
Liquor Law Violations	418.0	201–635	148	78	66	69	90.3
Pornography	9.2	2–17	13	9	12	16	12.5
Prostitution	1.4	0–3	3	1	0	13	4.3
Threats	220.2	163–277	163	168	159	118	152.0
Trespassing	110.6	91–130	108	94	65	71	84.5
Weapon Offenses	44.0	33–55	38	41	43	42	41.0
Violent Crime	870.4	802–939	921	983	993	876	943.3
Property Crime	3903.4	3586–4221	3881	3113	3165	2699	3214.5
Total Crime	8304.2	7533–9075	7674	6574	6237	5088	6393.3
Alarm	5748.0	5629–5867	5740	5623	6053	5152	5642.0
Disabled Vehicle	2179.2	1900–2458	2008	2002	2153	1927	2022.5
Disturbance	3503.0	3133–3873	3152	3249	3593	1752	2936.5
General Service	6037.6	5503–6572	6070	5393	5221	4315	5249.8
Lost Property	233.8	199–269	277	425	359	368	357.3
Medical	2797.2	2245–3350	3305	3975	5446	6175	4725.3
Psychological	381.0	345–417	470	425	509	112	379.0
Suspicious Activity	7166.6	6557–7776	7346	6959	6777	3864	6236.5
Traffic Collision	4583.2	4309–4857	4869	5081	5782	4982	5178.5
Traffic Complaint	1692.4	1457–1927	1954	1939	2396	2115	2101.0

[12] Incidents of this category fell significantly in Attleboro after the implementation of its new records management system in 2018. Thus, 2019 figures cannot be trusted compared to previous totals.

Sexual Assaults

Unlikely. Sexual assaults include the IBR categories of forcible rape, forcible sodomy, sexual assault with an object, and forcible fondling (molestation). The crime has been high since 2017. However, there is little reason to believe that the increase is connected to Plainridge Park. It is localized to one community—Attleboro (although because of greater variability in the range in Attleboro, it didn't trip the threshold in the city's statistics)—and there was no increase at the types of locations (like hotels) that an increased visiting population would be likely to frequent. Victims are overwhelmingly from the local area, and there is otherwise no evidence that the victims represented in these statistics are related to human trafficking. While there is always the possibility of trends hidden within unreported sexual assaults, based on the data available for this report, it is my analytical judgement that the increase in sexual assaults is not related to Plainridge Park.

Simple Assaults

Uncertain. The yearly simple assault average for the area increased 15% after Plainridge Park opened, with numbers increasing every year until 2019. The increase was not universal; Plainville and Foxborough saw slight decreases, though Plainville had an increase in aggravated assaults. Available evidence suggests that the assaults are primarily domestic (i.e., committed by and against family members, spouses, or intimate partners). It has been difficult to find any direct link to the casino. See the "Detailed Analysis of Trends" section of this report for a full analysis.

Thefts from Persons

Unlikely. The area total is attributed entirely to Attleboro, where our conclusion was that the trend was caused by better coding of crimes formerly coded as "all other larceny."

Fraud/Con Games

Uncertain. The increase in con games and swindles is seen in multiple communities and is analyzed in the "Trends" section of the report.

Family Offenses

Uncertain. "Family offenses" is an IBR code used for family-related crimes that don't fit under any of the other categories, such as aggravated or simple assault. In practice, it is typically dominated by violations of restraining orders issued after a previous case of domestic abuse. Thus, it tends to go up or down with the prevalence of domestic-related assaults, and (as above), we have seen an increase in domestic simple assaults in the area. This phenomenon is analyzed in the "Trends" section later in the report.

Prostitution

Unlikely. The sharp increase in this category in 2019, affecting the overall post-PPC average, is related to two stings that the Attleboro Police Department conducted at the Attleboro Motor Inn on 15 December 2018 and 23 February 2019. In both cases, Attleboro Police lured "johns" to the motel by having an officer pretend to be a prostitute and offer services online. Almost all the men were lured from their homes in local communities and thus did not seem to be in the area for the use of PPC.

Lost Property

Mix depending on agency. It's tempting to put this increase on the casino, since it's the type of call for service that you would logically expect to increase with more visitors \ to the area. There is also evidence that PPC is responsible for the increase in Plainville specifically. But most of the area increase is contributed by Foxborough, which saw a near-tripling of its average from 2017 to 2019. The most increased address is the police station itself. These indicators suggest some kind of change in policy in how the agency takes lost property reports more so than a real trend.

My judgement on this category is thus a mix: "likely" caused by Plainridge Park for Plainville itself (which makes up a small portion of the area increase); not likely for the remainder.

Medical Aids

Unlikely. Medical aids would be expected to increase with extra traffic to a community, but that doesn't seem to be what's happening here. The increase is localized to two communities, Attleboro and Foxborough, and in both cases the number increased so quickly that it suggests changes in data procedures rather than a real trend. For more, see the analysis of this call type within those two communities.

Psychological Calls

Uncertain. Plainville, Mansfield, and Attleboro all reported increases in this call-for-service type, which can involve residents or visitors experiencing any variety of mental disorders, including mania, delusions, paranoia, or depression. There's no direct evidence of casino relationship, but these are CAD-only incidents, so documentation is scant. A review of call remarks suggests increase in "suicidal" individuals in these communities. Determining any relationship with PPC will probably need to rely on data outside the scope of this analysis.

Traffic Collisions

Mix depending on agency. Traffic collisions were above their normal window all four years post-PPC, likely reflecting some of the negative effects of extra traffic in the region. See the "Traffic Collision Analysis" and "Full Analysis of Trends" sections for a full review.

Traffic Complaints

Likely. Traffic complaints increased in Plainville, North Attleborough, Wrentham, and Mansfield, and there are some signs of a logical and spatial relationship to PPC. See the deeper analysis of this call type in the "Detailed analysis of trends" section later in the report.

Appendix: Abbreviations and definitions

Acronyms and abbreviations

CAD	Computer-aided Dispatch (system)	A police database that holds information about police dispatches to calls for service, including incidents discovered by police officers. Some but not all of the incidents reported in CAD are crimes and have longer records in the RMS.
IBR	Incident-based reporting	See NIBRS.
MGC	Massachusetts Gaming Commission	The commonwealth agency charged with overseeing and regulating gaming in Massachusetts
FBI	Federal Bureau of Investigation	National investigative agency, part of the U.S. Department of Justice, in charge of collecting national crime statistics.
IACA	International Association of Crime Analysts	A global nonprofit professional association that provides training, literature, and networking to individuals who analyze crime data.
MACA	Massachusetts Association of Crime Analysts	A nonprofit professional association that provides training, literature, and networking to individuals who analyze crime data in New England.
NIBRS	National Incident-based Reporting System	FBI program for data collection that supersedes UCR. Collects more specific data about a wider variety of crimes. With only a few exceptions, all Massachusetts agencies report to NIBRS and all Massachusetts RMS vendors have implemented NIBRS coding standards.
ODBC	Open Database Connectivity	A technology developed by Microsoft that allows any application that uses a database to connect to any database source. The primary mechanism by which we can extract data from police CAD and RMS databases.
PVTA	Pioneer Valley Transit Authority	The organization that operates bus service and other public transportation in western Massachusetts.
RMS	Records Management System	A police data system that stores information about crimes and offenders. See also CAD.
SEIGMA	Social and Economic Impacts of Gaming in Massachusetts	A multi-year research project hosted by the University of Massachusetts Amherst School of Public and Health Sciences. The SEIGMA project has a much broader mandate for its study than just crime.
UCR	Uniform Crime Reporting (program)	National program for the reporting of crime statistics to the FBI. Captures only summary data about a limited

number of crime types. Contrast with NIBRS.

Crime definitions

The following are definitions of the crime categories used in this report. These are mostly drawn without modification from the FBI's definitions for NIBRS crime categories. In almost all cases, *attempts* to commit these crimes are counted equally with completed offenses. These crimes must, of course, be reported to the police to be included in this report.

Aggravated Assault: An attack by one person upon another for the purpose of inflicting severe bodily injury. Aggravated assault is either accompanied by the use of a deadly weapon (e.g., gun, knife, club) or some mechanism that would result in serious harm (e.g., pushing someone down a staircase), or by serious injury even with a weapon that isn't normally "deadly" (e.g., punching someone and breaking his jaw). If the incident involved neither a deadly weapon nor serious injury, it's coded as a simple assault instead.

Arson: Intentional burning of a structure, vehicle, or personal property.

Auto theft: Thefts of vehicles capable of operating under their own power, including automobiles, trucks, buses, motorcycles, and snowmobiles.

Bad checks: The issuance of checks on accounts with insufficient funds. This type of crime is typically only reported by police when an arrest is made or an individual is charged.

Burglary: Unlawful entry of a structure, including residences, commercial buildings, and government buildings. The entry does not have to occur by force (e.g., a "break-in"). The usual motive for burglary is to steal something inside, but this isn't a necessary part of the definition.

Counterfeiting/forgery: Use or possession of an altered, copied, or imitated negotiable or non-negotiable instrument, including U.S. currency, checks, and money orders.

Credit card fraud: Use of a stolen credit card or credit card data to obtain goods or services.

Disorderly: Disorderly conduct that rises to the level of a criminal charge.

Drug offenses: Manufacturing, sale, trafficking, transporting, or possession of controlled substances. Typically, "incidents" of such crime are arrests, as the only way such incidents are reported is when they are discovered by the police.

Drunk driving: Operation of a motor vehicle while intoxicated; usually while above a state-designated legal blood alcohol level. As with many of the drug and alcohol categories, such incidents are only reported when discovered by the police, usually resulting in an arrest.

Drunkenness: Naturally, not all incidents of intoxication are a police matter. Police incidents that fall into this category are usually incidents of either public intoxication or individuals so dangerously intoxicated that they are placed into protective custody until sober.

Employee theft: Also, "embezzlement." Theft of an employer's property by an employee.

Extortion: Theft or attempted theft of money, goods, or services through non-violent coercion.

Family offenses: Unlawful, nonviolent acts by a family member that threaten the physical, mental, or economic well-being of another family member and are not classified under any other category. This category is only reported when someone is charged, and it almost always involves violations of restraining orders or child neglect.

Forgery: Forgery of personal checks, business checks, U.S. currency, or similar negotiable and nonnegotiable documents.

Fraud. Theft of property by lying in such a way that convinces a victim to surrender money or goods. It is theft through some kind of scheme, "con game," or ruse.

Gambling offenses: Crimes related to illegal gambling, promoting gambling, operating gambling machines, bookmaking, and sports tampering.

Identity theft: Representation of oneself as another (actual) person or use of another person's identifying information to obtain goods or services, housing, medical care, or status.

Kidnapping: The abduction of one person by another, whether through force or guile. Most incidents coded as such as "custodial" kidnappings involving a parent taking a child in violation of a custodial agreement.

Liquor law violations: Illegal manufacturing, sale, possession, or consumption of intoxicating drinks, often because the offender is below the legal age.

Murder: the killing of one person by another, including non-negligent homicides.

Other thefts: A general category that includes thefts of services (e.g., gas drive-offs), thefts from persons (e.g., pocket-picking), thefts from outdoor public areas. Essentially, any non-burglary, non-robbery theft that is not covered in one of the "theft" or "shoplifting" categories (below) is categorized here.

Pornography: Possession, sale, or manufacturing of illegal pornography. Since pornography is legal in Massachusetts, such incidents generally involve minors, either as the subjects or recipients of the pornography.

Property crime: An aggregate category that sums the totals of arson, burglary, thefts from persons, purse snatching, shoplifting, thefts from buildings, thefts from machines, thefts from vehicles, thefts of vehicle parts, other theft, auto theft, forgery, fraud, credit card fraud, identity theft, employee theft, extortion, stolen property, and vandalism.

Prostitution: Promotion or participation of sexual activities for profit. As with drug offenses, most "incidents" of prostitution are arrests, as the crime is rarely reported except when discovered by the police.

Purse snatching: A theft in which an offender grabs a purse off the arm of the victim. If any significant force, violence, or threats are employed, this crime becomes a robbery.

Robbery: Taking or attempting to take anything of value from another person by force or violence or threat of force or violence. "Muggings" and "hold-ups" are examples of robberies. A robbery requires a direct confrontation between the offender and victim; houses and buildings cannot be "robbed."

Sexual assault: Any sexual act directed against another person (of either sex), either by force or otherwise against the person's will, or non-forcibly but when the victim is incapable of giving consent because of temporary or permanent mental or physical incapacity. This category combines rapes, indecent assaults, molestation, and sexual penetration with an object.

Shoplifting: Thefts of items offered for sale at retail establishments.

Simple assault: An assault that does not involve a dangerous weapon and does not result in significant injury.

Statutory rape: Consensual sexual activity with an individual who is unable to give legal consent because of age.

Stolen property offenses: Possession or sale of property previously stolen including motor vehicles and personal property. Often, the person possessing the property is the one who stole it in the first place, but this category is used when the actual thief cannot be determined.

Thefts from buildings: Thefts of items from commercial or government buildings open to the public, where such entry does not constitute burglary. This often takes the form of thefts of employees' property at businesses open to the public.

Thefts from machines: Thefts from coin-operated machines, either for the coins or for the products inside.

Thefts from persons: Thefts of personal property from the direct control of the owner. These often take the form of pocket-pickings or thefts of or from diners' purses at restaurants. If any force, violence, or threats are employed, this crime becomes a robbery.

Thefts from vehicles: Thefts of items from motor vehicles. The category includes breaking into vehicles (e.g., smashing a window), unlocked entry, and thefts of items from a vehicle's exterior, such as pickup truck beds. Note that thefts of vehicle parts are in a separate category.

Thefts of vehicle parts: Theft of parts or accessories from motor vehicles, including wheels, license plates, and engine parts.

Threats: Threats to commit physical violence by one person against another. If any weapon is actually displayed or employed, or if an assault is actually attempted, the crime is categorized as a simple or aggravated assault instead.

Trespassing: Illegal entry to a non-public part of a residence or business. Such entry is rarely to the *interior* of the property, or it would be coded as burglary instead. Most reportable incidents of trespassing are either after notice (e.g., a repeat shoplifter who is ordered not to return to a store) or at posted locations (e.g., construction sites, abandoned buildings).

Vandalism: Destruction or defacement of public property, buildings, vehicles, or personal property.

Violent crime: An aggregate category that sums totals for murder, sexual assault, kidnapping, robbery, aggravated assault, simple assault, and threats.

Weapon offenses: Possession, sale, or manufacturing of illegal weapons. This is often an additional offense discovered by police during arrests for other crimes.

Call for service definitions

Calls for service include both criminal and noncriminal police incidents and activities. In the case of criminal activities, such incidents receive a longer, more detailed report in the police records management system, and it so it makes more sense to analyze them using the crime categories above than in their original call-for-service form. Thus, the only incident types we have selected for analysis in this report are noncriminal. Definitions of those types appear below. Because the police officer does not usually write a full report for calls for service, the dataset available for analysis is more limited.

Administrative: A wide variety of call types that have to do with the administration of a police department, such as delivery of documents to businesses or other government facilities, attendance at meetings, vehicle maintenance, or even meal breaks. Agencies use their call-for-service systems to document such activities so that, later, they can determine what a particular officer or unit was doing at a particular time, although the incidents are not truly "calls for service." Practices differ significantly between police agencies as to what is reported under this category, and it is generally not useful for analysis.

Alarm: A burglar, panic, or medical alarm that required a response but (probably) turned out to be false or would have a different final code.

Animal complaint: Calls involving sick, dangerous, or wild animals, animals in danger (e.g., left in a hot or cold car), or loose or noisy pets.

Assist other agency: A call type that involves rendering aid to a neighboring police or other government agency for any number of purposes, including serious crimes, fire and medical issues, and traffic issues.

Crime enforcement: Any number of pro-active police activities meant to deter crime, generally taking the form of a "directed patrol" to a particular location during a peak time for criminal activity (based either on citizen complaints or internal analysis). Though not a technical "call for service," such incidents are recorded in the CAD database to document the officer's activity.

Disabled vehicle: A call for service for a vehicle suffering physical or mechanical trouble, usually broken down in an active roadway.

Disturbance: Any of a variety of types of disorderly conduct, disputes, fights, and excessive noise.

Domestic dispute: A dispute between family members, spouses, or intimate partners that has not risen to the level of physical violence.

General service: Minor calls for service that involve rendering aid to residents and visitors for a variety of issues such as giving directions, installing car seats, dealing with lockouts, and providing physical aid.

Gunshots: Reports of gunshots fired, whether phoned in by a resident or received from automatic detection services.

Hunting: Reports of hunters hunting off-season, in protected areas, with illegal gear, or in an unsafe manner.

Lost property: Calls for service involving lost personal property such as wallets and mobile phones. If there is any indication of theft, these incidents are typically reported under the appropriate crime category.

Medical aid: All calls for medical aids except unattended deaths and overdoses. Police responses only are included in the figures in this report.

Missing person: a runaway or other missing person.

Prisoner transport: documentation of a police agency transporting an arrested person from one facility to another.

Psychological issue: Calls for service involving individuals with mental health issues.

Suspicious activity: Any suspicious person, vehicle, or other activity, whether identified by an officer or citizen.

Traffic collision: A collision involving at least one motor vehicle.

Traffic complaint: Complaint about reckless driving, illegal or unsafe parking, or other traffic issues.

Trespassing: Trespassing on private or public property.

Vehicle stop: An officer pulls over a vehicle for a moving or equipment violation.

Warrant service: a call type that documents the service, or attempted service, of an arrest warrant or search warrant. The category is entirely police-directed.

Youth disorder: Disorderly incidents involving youths congregating, skateboarding, making noise, and so forth.

Offense types by associated crime category

Offense	Category
Aggravated Assault	Violent Crime
All Other	Other Crime
Arson	Property Crime
Auto Theft	Property Crime
Bad Checks	Property Crime
Burglary	Property Crime
Credit Card Fraud	Property Crime
Disorderly	Societal Crime
Drug Equipment Offense	Drug/Alcohol Crime
Drug Offense	Drug/Alcohol Crime
Drunk Driving	Drug/Alcohol Crime
Drunkenness	Drug/Alcohol Crime
Employee Theft	Property Crime
Extortion	Property Crime
Family Offenses	Other Crime
Forgery	Property Crime
Fraud/Con Games	Property Crime
Gambling	Societal Crime
Identity Theft	Property Crime
Kidnapping	Violent Crime

Offense	Category
Liquor Law Violations	Drug/Alcohol Crime
Murder	Violent Crime
Other Thefts	Property Crime
Peeping Tom	Other Crime
Pornography	Societal Crime
Prostitution	Societal Crime
Robbery	Violent Crime
Runaway	Other Crime
Sexual Assault	Violent Crime
Shoplifting	Property Crime
Simple Assault	Violent Crime
Statutory Rape	Other Crime
Stolen Property Offense	Property Crime
Thefts from Buildings	Property Crime
Thefts from Vehicles	Property Crime
Thefts of Vehicle Parts	Property Crime
Threats	Violent Crime
Trespassing	Other Crime
Vandalism	Property Crime
Weapon Offenses	Societal Crime