



## *Gaming Policy Advisory Committee*

### *Notice of Meeting and Agenda*

*December 20, 2017*

Pursuant to the Massachusetts Open Meeting Law, G.L. c. 30A, §§ 18-25, notice is hereby given of a meeting of the ***Gaming Policy Advisory Committee*** established pursuant to M.G.L. c. 23K § 68.

***The meeting will take place: Wednesday, December 20, 2017 @ 12:00 p.m. - 2:00 p.m.  
Massachusetts State House, 24 Beacon Street, Room 222  
Boston, Massachusetts***

#### Public Meeting #6:

1. Call to Order
2. Introductions and Remarks by the Gaming Commission Chairman Crosby
3. Approval of Minutes– December 19, 2016 - **Vote**
4. Discussion of the 2018 Community Mitigation Fund Guidelines
5. Research Update
6. Next Steps
7. 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 “Gaming Policy Advisory Committee Meeting” at [www.massgaming.com](http://www.massgaming.com) and emailed to: [regs@sec.state.ma.us](mailto:regs@sec.state.ma.us) and [melissa.andrade@state.ma.us](mailto:melissa.andrade@state.ma.us).

12/18/17  
(date)

  
John S. Ziemba, Ombudsman

**Date Posted to Website:** December 18, 2017



Massachusetts Gaming Commission



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## GAMING POLICY ADVISORY COMMITTEE Minutes

**Date/Time:** December 19, 2016 – 10:00 p.m.

**Place:** State House Room 222, Boston, Massachusetts

**Members Present:** Dennis A. DiZoglio  
Senator Jennifer Flanagan  
Rep. Angelo L. D'Emilia  
Rep. Ann-Margaret Ferrante  
Victor Ortiz  
Louise A. Zawodny  
Bill Walczak

Stephen P. Crosby  
Brian Lang  
Paul Picknelly  
Jill McCarthy Payne

**Member Absent:** Senator Richard Ross

### Call to Order

Dennis DiZoglio, the Chair, called the meeting to order at 10:05. The Chair discussed the difficulty of scheduling meetings due to the quorum issues and let members know that the Commission has been working with the Governor's office and Legislature to enable members to get a waiver to participate on these committees. He then asked the new members to introduce themselves. The new members are Jill McCarthy Payne, Victor Ortiz, Louise Zawodny and Paul Picknelly. Each new member gave a briefing on their credentials. He then thanked former members William Messner from Holyoke Community College, Thomas Land from the Department of Public Health, and Ruth Ellen Fitch for their service on the Committee. Chair DiZoglio then announced his intent to retire from the Committee and his regret that more meetings were not possible, as he would have liked to have further shape the role of the GPAC.

Commissioner Crosby then commented that the advisory board is meant to have meaningful role. He highlighted that the main problem at the start of the Commission was that issues were so fast moving that it was difficult to get in front of them. His hope now is that there is an opportunity to see issues as they arise that the GPAC can address and make the Committee worthy of the time spent by its members. He went on to thank Chair DiZoglio for his willingness to serve. He further noted that even outside of the formal meetings Chair DiZoglio's knowledge and expertise of municipal work were extremely helpful in working with the regional planning authorities and on local mitigation issues. Chairman Crosby then presented Chair DiZoglio with a plaque in honor of his work and certificate of appreciation.

Commissioner Crosby then introduced the new Executive Director of the MGC, Ed Bedrosian and he described his responsibilities including overseeing 3 billion dollars in construction projects and the commitments made by the licensees. He then introduced Joseph Delaney, the MGC's Construction Oversight Manager. Joe's construction oversight includes the Commission's oversight of the largest single phase private development in Massachusetts. Commissioner Crosby noted Mr. Delaney's credentials.

Chair DiZoglio then asked if there were any questions or comments regarding the minutes from the June 16, 2015 meeting. Representative Ferrante moved to approve the minutes.

Mr. Lang raised issues that needed follow-up from the June 16, 2015 meeting and requested that information be provided on the Plainridge Park employees. He also asked about a strategy for CORI requirements which would prevent people who should benefit from the casino from getting employment.

Chairman Crosby mentioned that the current Director for Workplace Development was not able to attend this meeting. However, Plainridge had exceeded all diversity requirements and met or exceeded goals. The host community agreement required 90% of the workforce to come from the surrounding communities. However, that was an aspirational goal that is being worked on. The gaming laws mandate that all employees are kept to the same standard with regard to CORI standards from hotel workers and up. The Commissioners and others disagree with how it reads due to the word "may". There is confusion in the statute which will be a matter for public discussion at the end of January 2017. The Commission will be requesting comments.

Mr. Lang that asked if it was solely a legal interpretation of the statute. Commissioner Crosby then explained that if the Commission determines ambiguity, it has the authority to make a determination as to the legislative intent. The Commission is working with the MGC Investigations Enforcement Bureau ("IEB") to determine if it is creating any barriers to those needing jobs. There has been talk about legislative changes.

Senator Flanagan mentioned that there is some real hesitation to opening up M.G.L. c. 23K again. Commissioner Crosby mentioned that there is a mixed opinion of Commission members and staff as to the legislative intent.

Mr. Lang then mentioned that he would like to know the income and benefits from Plainridge, the compensation package. Commissioner Crosby noted that the Commission will get compensation package to members subject to reports being delivered to Commission members.

Chair DiZoglio asked for a second on the motion to accept the minutes. The minutes were unanimously approved.

Joseph Delaney, MGC's Construction Oversight Manager then presented on the MGM Project and described the amenities. He noted that the buildings will be LEED Gold and further described what the pictures in the PowerPoint depicted. Commissioner Crosby spoke about the importance of saving of historical properties and facades to this Springfield development.

Paul Picknelly mentioned how, MGM Springfield being in an urban environment, the development has a number of exterior entrances which invite non-gaming individuals to the site. He noted that he is ecstatic about that.

Mr. Delaney then discussed that the roadwork for the MGM Springfield development is out to bid now. He mentioned the planned day care is off-site across Union Street. Mr. Walczak asked about the daycare and whether it is for the MGM employees in addition to the general public. Mr. Delaney confirmed that it was definitely for MGM employees and the public as well.

Mr. Delaney then presented about the Wynn Boston Harbor development. He described the different areas of development and noted that Wynn sends up a drone every few weeks to take pictures. He mentioned there were 2000 soil borings and that due to the soil contamination the soil is categorized prior to being put on the railroad cars for shipping to waste sites. All water removed from the slurry walls is put through a purification plant prior to being released into the Mystic River. He then had members look at pages 13 and 14 of the PowerPoint for the progress descriptions and milestones. Mr. Delaney then asked if anyone had any questions.

Chair DiZoglio then introduced Mark Vander Linden to speak on the Gaming Research Agenda and reminded members that this was a great opportunity for comments as the GPAC is charged with voting on the research agenda.

Mr. Vander Linden then explained that the Secretary of Health and Human Services with the advice of the Commission may establish the budget and protocols for the Public Health Trust Fund established to implement the objectives of the research agenda. The current research agenda is well underway as the fiscal year is half over. The best way to proceed as the agenda is underway is to obtain feedback from the GPAC. At the meeting on January 10, 2017, comments received will be provided to the Public Health Trust.

Chairman Crosby discussed the comprehensive research mandate. Additionally Chairman Crosby mentioned that the study will establish baselines for all variables such as crime, and everything positively or negatively. He noted that he gives the Legislature credit for mandating these studies.

Mr. Vander Linden noted that there are no federal funds available for research which puts these studies at a disadvantage; the Federal government left the studies up to the states to look at the issues.

He noted that UMass Amherst is working to understand impacts through the SEIGMA studies. Key information is being gathered to maximize their benefits of these studies. The main deliverable was a 10,000 person baseline study;

Commissioner Crosby noted that 2 % of adults are problem gamblers the statistics have shown 8.4 % people are at-risk.

Mr. Vander Linden discussed public safety issues in the region. In determining these statistics, calls for service and what are the specific impacts as a result. As part of this, MGC research took a look at the existing record keeping systems at the various police agencies and also did first person interviews to see what increases occurred.

Commissioner Crosby mentioned that in this first year of Plainville being open there has been no measurable impact in crime.

Mr. Vander Linden: The only change was an increase in credit card fraud in the host and surrounding communities that could not be explained; it's something that is being looked at and very close attention is being paid to this by the local police.

Representative Ferrante: Will reports and research show the number of new gamblers?

Mr. Vander Linden mentioned taking a look at a patron survey and license plate surveillance to find out where and how much out of state traffic the casino is getting. The second cornerstone is the cohort study done by the same UMass team. Nothing like it has been done in the United States.

Mr. Walczak noted the GameSense program.

Mr. Vander Linden mentioned the work with Massachusetts Compulsive Gaming Council and what is available through them. It promotes responsible gaming. The release of the first report showed they have logged over 10,000 people taking advantage of the information. It is staffed 16 hours a day. It has been interesting to see how Gamesense is influencing gaming behavior.

Commissioner Crosby mentioned the two factors in this process: Gamesense agents are available to meet with individuals; and PlayMyWay budgeting for gambling tool. Both are considered best practices. Through the Cambridge Health Alliance the final program is being evaluated. There is also a voluntary self-exclusion program in which individuals can sign up to be excluded and any winnings they cannot keep.

Mr. Vander Linden then mentioned that there are a number of deliverables between now and June. A substantial number of deliverables are expected in the 1<sup>st</sup> quarter of 2017. There are 2 new items to be studied. One is data transfer storage from key research projects as mandated by Section 97. The second is a study of behavior among certain populations or minority populations concerning at-risk populations.

Representative Ferrante asked whether seniors were considered an at-risk population. Mr. Vander Linden responded that the seniors specifically didn't rise as a high risk group.

Mr. Walczak mentioned that he is now at Bunker Hill Community College and is concerned about the proximity of students to the Everett casino, especially those students that are immigrants and low income. He wondered if there was a way to gauge the impact on students, especially those in high risk profile group.

Mr. Vander Linden thanked him for his comment and mentioned that he would bring it back to Public Health Trust Fund.

Paul Picknelly asked why Foxborough was not included in the crime study. Mr. Vander Linden mentioned that Foxborough was invited to participate in the study but never responded.

Mr. Lang questioned whether participation was mandatory. Mr. Vander Linden replied that it was not mandatory, but that he could see tremendous advantages to communities taking part.

Commissioner Crosby mentioned that Commissioner Cameron has knowledge about how the police view these matters at a police level. There was a meeting with the police chiefs in the area, but they could not determine the 90% increase from the prior year in the credit card thefts.

Ms. Zawodny mentioned that there are several steps and safeguards available to help people with gambling issues. Paul Picknelly asked what the budget was for these efforts. Mr. Vander Linden responded that it is currently \$2.82 million for all activities. For the start of the 10,000 person survey, it was more but averaging \$3M per year.

Commissioner Crosby then read the Motion to adopt the projects proposed for the research agenda for 2017.

Such motioned was seconded and voted unanimously approved at 11:25 a.m.

Chair DiZoglio mentioned the next steps for the GPAC such a resuming meeting on a quarterly basis and that it is hoped that additional members will be able to participate in the GPAC. He noted that the Commission will continue to update the members going forward and that if any members had any comments to please contact the Commission.

Chair DiZoglio closed the meeting at 11:30 a.m.

/s/ Mary S. Thurlow  
Mary S. Thurlow, Secretary

## **List of Documents and Other Items Used**

1. Notice of meeting and agenda
2. Membership of Gaming Policy Advisory Committees
3. Minutes from the June 16, 2015 meeting
4. Presentation by Joseph Delaney entitled: "MGM Springfield and Wynn Boston Harbor Construction Update"
5. FY 2017 Gaming Research Agenda Memorandum by Mark Vander Linden
6. Draft Motion for consideration by the GPAC 12/19/2016
7. SEIGMA Fact Sheet Number 01 June 2016
8. SEIGMA Fact sheet Number 02 June 2016
9. Executive Summary of Assessing the Impact of Gambling on Massachusetts Cities & Towns - Analysis of changes in police data after the first year of operation at Plainridge Park Casino by Christopher W. Bruce 12 December 2016



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# TRADESWOMAN TUESDAYS

Open House 5- 7 pm

\*Tradeswomen Networking- 4 pm

## W MA Dates

Jan 9  
March 13  
May 8  
July 10  
Sept 11  
Nov 13

Join us at the Scibelli Enterprise Center  
**1 Federal St, Springfield MA 3rd Floor**  
to learn about opportunities for women  
in the union building trades.

## CONTACT US



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**Open House!**

# TRADESWOMAN TUESDAYS

**5-7 pm**

**First Tuesdays**, doors are open at the  
Northeast Center for Tradeswomen's Equity

**2201 Washington St, Roxbury**

Join us to learn about career opportunities  
for women in the union building trades.

## 2018 Open House Dates

January 2	July 3
February 6	August 7
March 6	September 4
April 3	October 2
May 1	November 6
June 5	December 4

## CONTACT US

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[BuildALifeMA.org](http://BuildALifeMA.org)

NORTHEAST CENTER FOR



TRADESWOMEN'S EQUITY





We're the Northeast Center for Tradeswomen's Equity (NCTE), a Massachusetts-based, not-for-profit organization dedicated to helping women find work in the construction trades. To connect with us, visit [BuildALifeMA.org](http://BuildALifeMA.org). We can tell you more about the different types of work. Contact us and we'll help you determine the best fit for you, and help you find apprenticeships and training programs near you.



Northeast Center for Tradeswoman's Equity  
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857-800-8881 | [ncteinfo@gmail.com](mailto:ncteinfo@gmail.com)  
[BuildALifeMA.org](http://BuildALifeMA.org)






Did you know women who work in construction enjoy great pay, full benefits, a pension and paid training? Imagine the life you could have with all of that. With a career in the union building trades, you can take pride in building our cities, while building a life that works for you.

### Big opportunity, big difference

More women are working in construction in Massachusetts than ever before. Over 43,000 new jobs are expected. And our goal is to have women represent 20% of the workforce by 2020. Consider the advantages and rewards of this career:

 <p>Enjoy a <b>pension</b> for retirement</p>	 <p>Earn <b>\$60-100k</b> annual income</p>
 <p>Get <b>paid</b> on-the-job training</p>	 <p>Be part of <b>transforming</b> our cities and towns</p>

When you add it all up, it could make a big difference in your life – for the rest of your life.



**Contina Brooks** went from a frustrating, low paying job in social services to building roads and towers as an Operating Engineer. Her career in the building trades has allowed her to save her family home from foreclosure and spend more time with her grandchildren.



**Joan Bennett** went from working 7 days a week as a cook to building housing developments as a Carpenter. Her career in construction has given her more financial stability and free time to travel the world.

### Types of construction careers

You can choose from many different types of work or trades in construction:

- **Boilermakers**      • **Operating Engineers**
- **Bricklayers**      • **Painters**
- **Carpenters**      • **Plumbers, Pipefitters & Sprinklerfitters**
- **Electricians**      • **Elevator Constructors & Plasterers & Cement Masons**
- **Heat & Frost Insulators**      • **Roofers**
- **Ironworkers**      • **Sheet Metal Workers**
- **Laborers**      • **Teamsters**

### Training resources

Once you choose your trade, the next step is an apprenticeship. This is a training program where you get paid to learn while working on actual construction sites. Contact us and we'll help you find the right one for you at [BuildALifeMA.org](http://BuildALifeMA.org).

- [facebook.com/BuildALifeMA](https://www.facebook.com/BuildALifeMA)
- [@BuildALifeMA](https://www.instagram.com/BuildALifeMA)
- [Build A Life MA](https://www.youtube.com/channel/UC...)



## Recommendations and Options for Consideration in the 2018 Community Mitigation Fund

On September 14, 2017 the Commission received its first set of policy questions regarding the establishment of the 2018 Community Mitigation Fund (“CMF”). On October 26, 2017 the staff presented for the Commission’s consideration the 2018 Guidelines Discussion Draft for the 2018 CMF. Additionally, the Commission posted a request for Public Comment on these Discussion Draft Guidelines and policy questions on November 1<sup>st</sup>. The comment period ended on November 27<sup>th</sup>. The Commission staff held two meetings with the Region A Local Community Mitigation Advisory Committee in October and November. The Region B Local Community Mitigation Advisory Committee was able to meet in September, October and November. The Commission staff is looking forward to meeting with the Subcommittee for Community Mitigation and the Gaming Policy Advisory Committee later on this month.

Below please find recommendations and options for inclusion in the 2018 CMF Guidelines based on the Commission staff review and the input received.

### **In the 2018 CMF Guidelines the Commission could/should:**

1. Place an overall limit of \$6\* million<sup>1</sup> (amount pending further review with Commission) on grants for the 2018 CMF subject to the ability of the Commission to determine funding limits above or below this amount. In the 2017 Guidelines, the Commission set the overall limit at \$3.4 million. The Commission should reserve the ability to fund only portions of requested projects and to fund only a percentage of amounts requested. The Commission should also continue to reserve the ability to place conditions on any awards as additional contributions to the Community Mitigation Fund will not be made until Category 1 gaming facilities are operational.
2. Continue to allocate a significant percentage of CMF funding for transportation planning grants. With a new overall CMF limit of \$6\* million in 2018 CMF grants, we recommend a spending target not less than \$1,000,000 for transportation planning grants representing an increase over the planned \$800,000 limit in last year’s guidelines. We further recommend that no more than \$200,000 per community be authorized. As shown below, we recommend an increase in the per grant amount for the Workforce Development Pilot Program.

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<sup>1</sup> \*Amount inserted after discussion at 12/7/17 Commission meeting



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3. Initiate a \$50,000 2018 Non-Transportation Planning Grant available to communities that previously qualified to receive funding from the One-Time 2015/2016 Reserve Fund and have already “utilized” such funding (i.e. have allocated and received Commission approval of the use of their Reserve funding).
4. Establish a target limit of \$200,000 per Transportation Planning Grant with a total allocation target of \$1,000,000; a target of \$500,000 per Specific Impact Grant, limited to one per community; and a target of \$300,000 per Workforce Development Pilot Program region (Region A & Region B) for a total allocation target of \$600,000 statewide.

**Below please find a breakdown of the suggested application targets by grant type:**

<b><u>Grant Type</u></b>	<b><u>Proposed 2018 Per Grant Amounts</u></b>	<b><u>Per Grant Amounts in 2017 Guidelines</u></b>
Specific Impact Grants	\$500,000	\$400,000
Workforce Pilot Program	\$300,000 per region	\$200,000 per region
Transportation Planning	\$200,000	\$150,000
Tribal Impact Grant	\$200,000	\$200,000
Non-Transportation Planning Grant	\$50,000	N/A

**Note: in the proposed Guidelines, the Commission expresses its ability to go above or below such guideline limits and also allows applicants to seek a waiver from such limits in specified instances.**

5. Continue the potential use of the Community Mitigation Fund to mitigate operational impacts relating to the Plainridge Park facility with a limit of \$500,000;
6. Continue the potential use of the Community Mitigation Fund to mitigate Specific Impacts related to the construction of MGM Springfield and Wynn Boston Harbor. At the October 26<sup>th</sup> meeting of the Commission, the Commission asked for additional input on police training costs. The Commission asked for input on whether eligibility for specific impact grants should be expanded to include costs that may occur prior to operations for police training. The 2017 Guidelines did not specifically authorize funding for the police training costs and instead limited specific impact funding for construction based impacts. In previous years the Commission had already authorized funding for some pre-operational costs such as workforce development and training, and transportation planning activities but did not specify police training. The attached draft specifically authorizes police training costs if the Commission chooses to expand eligibility for police training. Instead of simply listing police training costs as an eligible activity, the Commission could alternatively create a new grant category for such costs.
7. Automatically preserve unused 2015/2016 One-Time Reserve Fund grant for those communities awarded Reserves in 2015 or 2016;
8. Require governmental entities within communities such as redevelopment authorities or non-regional school districts to submit applications through such community rather than submitting applications independent of the community;
9. Continue to support regional approaches to mitigation needs and recognize that some mitigation requires the commitment of more than one community. For example, the 2018

Discussion Draft allows communities to submit a joint application. In order to further regional cooperation, the Commission recently discussed the potential establishment of “incentive” funding (beyond the amounts stated in the Guidelines) for applications involving more than one community. In addition to the promotion of regional approaches, the Commission discussed that an incentive might allow for larger projects with potentially greater benefits than allowable under last year’s limits funding limits and this year’s proposed limits. One alternative to promote regional cooperation, a Regional Incentive Award, is outlined in the attached draft. [See page 6 of the Guidelines.]

10. Allow the Hampden County Sheriff’s Department to apply for lease assistance funding as specified in the Commission’s determination in 2016, including lease assistance for both Fiscal Year 2018 and Fiscal Year 2019.
11. Require applicants to include a detailed scope, budget and timetable and to detail what they will contribute to the project such as in-kind services for each mitigation request.
12. Suggest certain limitations and specific requirements on planning applications. Applicants should provide detail regarding consultations with nearby communities to determine the potential for cooperative regional efforts regarding planning activities.
13. Stipulate that the Commission may in its discretion waive or grant a variance from any provision or requirement contained in these Guidelines.
14. Continue the 2017 Community Mitigation Fund Guidelines practice of having one statewide fund. However, the attached Guidelines indicate the Commission’s intent to develop a system in future guidelines of awarding funding based in part on the amount of gaming taxes paid into the CMF from each current Category 1 facility. Any such system would still need to address needs statewide, including those resulting from the state’s only Category 2 facility whose gaming taxes are primarily dedicated to local aid.



***Policy Recommendations for Inclusion in the  
2018 Community Mitigation Fund (“CMF”) Guideline Discussion Draft***

1. Should the Commission place an overall limit on grants for the 2018 CMF?

**Background:** Given that MGM Springfield is expected to open late in 2018 and that Wynn Boston Harbor is expected to open in mid-2019, the CMF will not see new revenues for a significant period of time. Approximately \$10 million in funding remains unallocated, assuming continuation of previously authorized reserves and further funding of prior awards.

**2017 Results:** The Commission anticipated authorizing no more than \$3.4M out of the 2017 CMF. The Commission awarded a total of \$2,207,106.03 of new grant funding. It also authorized \$298,397.92 in grants from the previous awarded reserves for a total of \$2,505,503.95.

**Recommendation:** The Commission should place an overall limit. Further dialogue is necessary to determine the amount.

2. Should the Commission place a per grant limit for 2018 CMF awards?

**Background:** As noted, given that MGM Springfield is expected to open late in 2018 and that Wynn Boston Harbor is expected to open in mid-2019, the CMF will not see new revenues for a significant period of time.

**2017 Results:** The Guidelines set specific limits for grant requests \$400,000 for Specific Impact Grants; \$150,000 for Transportation Planning Grants; \$200,000 for each Region A and B for Workforce Development; and \$200,000 for Tribal Technical Assistance. However, the Commission reserved their ability to authorize funding beyond the amounts.

**Recommendation:** It is recommended that the Commission set \$500,000 as the waivable limit for individual Specific Impact Grants. It is also recommended the Commission specify that only one application per community may be submitted (subject to waiver). The Workforce Pilot Program Grant is recommended to be set at \$300,000 for Region A and Region B, for a total of \$600,000. As no Region C license or Tribal facility has yet been fully authorized, it is recommended that the Commission maintain the \$200,000 for the Tribal Impact Grants. In regard



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to planning, it is recommended that the Commission increase the Transportation Planning Grant funding to \$200,000 and authorize a new non-transportation planning grant of \$50,000 discussed later.

Type	Proposed 2018 Amount	2017 Grant Amounts
Specific Impact Grants	\$500,000	\$400,000
Workforce Pilot Program	\$300,000 per region	\$200,000 per region
Transportation Planning	\$200,000	\$150,000
Tribal Impact Grant	\$200,000	\$200,000
Non-Transportation Planning Grant	\$50,000	N/A

3. If an overall limit is included, how should the Commission and staff evaluate competitive grants?

Background: It is difficult to make determinations between applications that may not be easily compared, given the wide range of potential mitigation requests.

**2017 Results:** The review team based their recommendations on specific criteria required of all applications and additional criteria depending upon the type of grant required.

Recommendation: Keep the same evaluation factors as last year with a slight modification. The Commission should include a new application question regarding how the proposed mitigation is connected to the casino. In the new application, communities would need to provide further specificity / evidence that the proposed mitigation addresses issues or impacts directly related to the gaming facility.

4. Should the Commission revisit its determination to authorize planning grants, which require an in-kind match?

Background: In recognition that transportation projects may take many years to plan, the Commission authorized first transportation planning grants in its 2016 CMF Guidelines and funded several projects. In addition, pursuant to its 2015 and 2016 CMF Guidelines, communities may utilize up to \$50,000 of their CMF reserves for planning purposes.

**2017 Results:** The Guidelines required in-kind services of planning funds.

Recommendation: It is recommended that the Commission establish a new \$50,000 Non-Transportation Planning Grant for non-transportation impacts

available to communities that qualified for the One-Time Reserve Grants. This grant solely would be for those communities that have allocated their One-Time Reserve and received Commission approval for the use of the Reserves. Any community applying for planning funds would also need to provide detail on what it will contribute to the planning project such as in-kind services or planning funds.

5. How and when should the CMF guidelines reflect the work of the Lower Mystic Regional Working Group?

Background: As a result of the Wynn MEPA review, the Massachusetts Department of Transportation established a working group to study the regional transportation needs of the Sullivan Square area and I-93 area near Sullivan Square. The recommendations of this group are purely advisory to all parties and are not expected until the late 2018, or early 2019 near the February 1 CMF application deadline.

**2017 Results: The Lower Mystic Regional Workforce Group results were not reflected; because the report was not anticipated to be made by the February 1, 2017 deadline.**

**Recommendation: The Lower Mystic Regional Workforce Group report is not expected to be completed until too close to deadline of the CMF to be utilized in applications under the 2018 Community Mitigation Fund.**

6. Should the Commission revisit its guideline regarding grants involving private parties?

Background: The 2016 Community Mitigation Fund (“CMF”) Guidelines specified that “[p]rivate non-governmental parties may not directly apply for Community Mitigation Funds. However, governmental entities may apply to the Commission for funds to mitigate impacts to private parties provided that such funding is for a ‘public purpose’ and not for the direct benefit or maintenance of the private party.” The 2016 CMF Guidelines also specified that the Commission did not anticipate awarding any grants involving private non-governmental parties unless the applicant governmental entity, licensee, or both provided significant funds. Questions about this guideline involve the difficulty of ensuring that funding requests are for a public purpose and that any awards would be consistent with the Commonwealth’s Constitution. Further, the funding matching requirement also is potentially difficult.

**2017 Results: The 2017 Guidelines stated that “[t]he Commission will not fund any applications for assistance to non-governmental entities unless the applicant governmental entity or the licensee or both provide significant funding to match or partially match the assistance required from the 2017 Community Mitigation Fund. Any such application for assistance to non-governmental entities by a host community must demonstrate that the host community, the licensee, or both will match the assistance required from the 2017 Community Mitigation Fund.” There was one application**



submitted on behalf of a private entity. However, no action was taken on that application as of this date.

**Recommendation:** Any application for assistance to non-governmental entities must demonstrate that the host community, the licensee, or a combination of the host community and licensee will match dollar for dollar the assistance required from the 2018 Community Mitigation Fund, subject to waiver by the Commission. Such applications for non-host communities would require a significant match.

7. How should the 2018 CMF Guidelines treat multi-year grant requests?

Background: Some 2016 and 2017 awards anticipate future grant requests. Some grants may not be able to be completed in a given fiscal year.

**2017 Results:** Not specifically addressed. Currently communities are required to apply each year. Each Grant has a 4-year contract limit, some grants were limited to one year, subject to a request for an extension that would be subject to Commission approval.

**Recommendation:** We do not recommend any change here.

8. How should the status of Region C and current litigation involving the potential tribal casino impact the 2018 CMF Guidelines?

Background: It may be unlikely that communities in Region C will experience significant construction or operational impacts by February 1, 2018, the statutory CMF deadline. Communities have expressed the need for technical assistance funding to help evaluate potential impacts.

**2017 Results:** \$200,000 of funding was set aside for use in Fiscal Year 2018 if there is a more clear determination on Region C status.

**Recommendation:** As the development of this Tribal casino is uncertain, maintenance of this \$200,000 set aside mitigation fund is recommended. SRPEDD would be required to submit another application this upcoming year.

9. Should the Commission require a dollar for dollar match for its CMF grants?

Background: In recognition of local funding constraints and relative differences between host and surrounding community agreements, the 2016 CMF Guidelines only required an in-kind match for all communities.

**2017 Results:** In-kind services or funds were required for Transportation Grants; Workforce Development Projects need to provide detail on in-kind services or workforce funds; and applications involving non-governmental entities require the applicant

governmental entity or the licensee or both to provide significant funding to match or partially match.

**Recommendation:** It is recommended that the Guidelines require the applicant governmental entity or the licensee or both to provide a significant match for 2018 applications involving non-governmental entities, subject to waiver by the Commission. Such applications for host communities would require a dollar for dollar match.

10. Should communities be reimbursed for the cost of administering CMF grants?

**Background:** Payment of such costs was not allowed under the 2016 CMF Guidelines, which instead required an in-kind match by communities.

**2017 Results:** In the 2017 Guidelines, Communities were not able to seek reimbursement.

**Recommendation:** No change is recommended.

11. Should the 2018 CMF be used to support and help leverage resources to help residents of the Springfield or Everett areas obtain their high school or work readiness credentials to be eligible for employment? If so, at what level?

**Background:** The Expanded Gaming Act places a priority on the hiring of the unemployed, underemployed, minority individuals, women and veterans at the gaming facilities. It is estimated that 21,000 individuals are on wait lists in MA seeking admission into Adult Basic Education Classes and English Learning language programs, with significant needs for resources in MA Gateway Cities like Springfield and Everett. Both the union construction and the casino operational jobs require a high school diploma or equivalency. The 2016 CMF Guidelines did not include a specific allocation for funding work readiness programs related to the gaming facilities. Workforce training, economic development, and other job promotion activities are eligible activities under the state appropriated Gaming Economic Development Fund, which is funded through gaming taxes from Category 1 facilities when they are operational.

**2017 Results:** The Guidelines allowed these applications. Two educational programs in Region B (totaling \$371,833.03) and one in Region A (totaling \$200,000) are being initiated. The Commission approved more funding than specified in the guidelines, given the pressing need for such funding.

**Recommendation:** Recognizing the need for workforce development in both Region A and Region B, an increase in funding to \$300,000 per region for a total of \$600,000 is recommended. In weighing requests for workforce readiness funds, the Commission will carefully review both the availability of funding

through the host community agreement and what the host community has agreed to provide.

12. Should the Commission place a limit on grants in each gaming region based on the projected tax revenues generated for the CMF by the gaming facility in that region? If so, should such limit be instituted during the construction period or when the Category 1 facilities are operational?

Background: The 2016 CMF Guidelines placed no regional limitation on grants for Category 1 facilities but did state that “no more than \$500,000 may be expended for operational impacts related to the Category 2 gaming facility, unless otherwise determined by the Commission.” The CMF is currently funded through a percentage of the license fees paid by both Category 1 facilities (\$7.5 million each from MGM Springfield and Wynn Boston Harbor) and the Category 2 facility (\$2.5 million from Plainridge Park). Once operational, 6.5% of the revenues from the tax on the gross gaming revenues from each Category 1 facility will be placed into the CMF. Plainridge Park, now operational, is not required to pay into the CMF, instead paying into the Gaming Local Aid Fund and the Race Horse Development Fund. Any operational Tribal Facility in Taunton would also be required to pay 6.5% of the revenues from the tax on its gross gaming revenues into the CMF; it is not required to pay a license fee).

**2017 Results: Not addressed in the Guidelines.**

**Recommendation: The Commission has been operating the Community Mitigation Fund out of the initial licensee fees for 3 years. Instead of initiating a new allocation mid-stream, we recommend the Commission express its intent to develop a regional allocation system once the Category 1 facilities are generating new funding for the CMF upon the commencement of operations. Such a system would need to accommodate mitigation needs throughout the Commonwealth and a method to utilize unused allocations. It is recommended that the Commission express its intention to establish such a system that would allocate funding based on the needs in the regions while instituting a regional limit based on the amount of contributions to the CMF by the licensee in each region. Such system should account for the mitigation needs of other regions or areas where there is no Category 1 gaming facility.**

13. Should the Commission allow the Hampden County Sheriff’s Department to reapply for its FY17 lease assistance?

Background: The Commission awarded \$280,000 to HCSD in lease assistance from the Community Mitigation Fund in 2016 “for Fiscal Year 2017” which was further extended by the Commission into July 2017. Pursuant to the grant letter, “the Commission authorized up to \$280,000 in funding for the cost of the first year of lease assistance for

the Western Massachusetts Correctional Addiction Center ("WMCAC").... In order to access lease assistance funding in future years, HCSD would need to reapply for such future year's funding.... the Sheriff's Office will be eligible for no more than five years of lease assistance totaling no more than \$2,000,00."

**2017 Results:** Due to transitions at the Sheriff's Department, the Department missed the deadline for re-applying for its grant but expressed the continued need for assistance.

**Recommendation:** It is recommended that the Commission state its authority to award funding for both Fiscal Year 2018 and 2019 lease assistance for the Sheriff's Office in the Guidelines. No grant shall exceed \$400,000 per year.

## 2018 POLICIES TO BE ADDRESSED

1. Should the Commission expressly authorize joint applications by communities?

**Background:** In 2017 the Commission received and funded a joint grant application by Revere and Saugus. At that time, the 2017 Guidelines did not specify if and how joint applications could be funded. They were required to specify how they would each allocate their reserves to meet grant requirements.

**Recommendation:** The Commission should authorize joint applications. Any joint applications would need to specify how reserves are allocated, which community is the fiscal agent and specify that both communities shall be responsible under the Grant contract.

2. Should the Commission allow funding to pay for a portion of the construction costs of transportation projects?

**Background:** To date, the Commission has only authorized funding for the planning or design of transportation projects.

**Recommendation:** The Category 1 facilities are not yet operational. In determining how to pay for transportation construction projects, the Commission would need to determine how any contribution it makes can leverage likely much larger contributions from other sources. Transportation construction projects usually require very significant funding which may not be available until the Category 1 facilities are operational and generating taxes. Given the outstanding issues and the current state of the projects, the Commission should not yet authorize funding for construction activities in the 2018 Guidelines.

3. How should the Commission approach issues that may arise in 2018 resulting from the operations of the first Category 1 casino (public safety, hiring, education, business issues)?

**Background:** The Commission has not witnessed large scale potential impacts resulting from the Plainridge facility. However, planning is necessary soon to be able to evaluate mitigation applications involving any operational impacts at the full casino facilities.

**Recommendation:** The Commission should engage even further in conversations with the advisory committees about these topics throughout calendar year 2018 and work closely with the Commission's research team.

4. Should communities be limited to only one (1) Specific Impact Grant?

**Background:** The 2017 guidelines specified that Specific Impact Grants were limited to \$400K but did not specify that only one application was allowed.

**Recommendation:** Yes. Because only one application would be allowed, the amount of the grant could be increased to \$500,000. As a reminder, the \$500,000 limit may be waived by the Commission. In addition, we recommend that the Commission continue to specify its authority to make grants in excess of this limit and other limits.

5. Are the grant limitations (\$400K for a specific impact grant, \$150K for a transportation grant) sufficient for the 2018 program?

**Background:** While there is a limit on the amount of funds until the full casinos are operational, communities have expressed an interest in more funding for some grants.

**Recommendation:** As explained earlier, we recommend that the Guidelines include an increase in the limit for Specific Impact Grants to \$500,000 (limited to one per community); \$200,000 for Transportation Planning Grants; \$300,000 for each Region A and Region B Workforce Development Grant; \$200,000 for Tribal casino technical assistance; and \$50,000 for Non-Transportation Planning Grants.

6. How can the applications be amended to require applicants to more clearly demonstrate the nexus between the request and casino related impacts?

**Background:** This is a very common issue in the review of the applications.

**Recommendation:** Although we should continue to make the Community Mitigation Fund application as easy to complete as possible, there is a need to ask applicants to answer this question with specificity.

7. What language needs to be included to ensure that all entities and departments (e.g. redevelopment authorities/agencies) apply through a community itself?

**Background:** In the last two cycles, entities within communities have applied, rather than the community itself. The communities were required to assume responsibility for those applications.

**Recommendation:** We recommend that the Commission include language requiring entities within the community to apply through the communities themselves. Governmental agencies such as redevelopment authorities, and non-regional public schools would need to apply through the communities.

8. Should the Commission extend the previously authorized reserves for the 2018 Community Mitigation Fund program and allow communities to continue to access whatever portion of the original \$100,000 that remains unexpended.

**Background:** Some communities have expended some or all of their reserves. In Region A, 7 communities have allocated their entire reserve and one has allocated a portion; in Region B, currently 1 has allocated its entire reserve and 2 have used a portion; and for Category 2 communities, 2 have allocated their reserve and 2 have used a portion of their reserve.

**Recommendation:** Yes, the Commission should extend the Reserves.

9. Are the same general analysis factors used in 2017 going to be used for 2018 evaluation?

“The Commission may specify factors that it and staff will utilize in evaluating competitive grants. The following are factors that may be used when the Commission and staff evaluate competitive grants: (i) a demonstration that the impact is being caused by the proposed gaming facility; (ii) the significance of the impact to be remedied; (iii) the potential for the proposed mitigation measure to address the impact; (iv) the feasibility and reasonableness of the proposed mitigation measure; (v) that any programs to assist non-governmental entities is for a demonstrated public purpose and not for the benefit or maintenance of a private party; (vi) the significance of any matching funds; (vii) regional benefits from a mitigation award; (viii) funds from host or surrounding community agreements are not available to fund the proposed mitigation measure; and (ix) that such mitigation measure is not already required to be completed by the licensee pursuant to any regulating requirements or pursuant to any agreements between such licensee and applicant.”

**Background:** The factors used in 2017 may need further refinement.

**Recommendation:** We recommend keeping the same factors used in 2017 with the addition of the following language. The red indicates changes from last year’s factors:

- The significance of any matching funds for workforce development pilot program activities or **planning efforts, including but not limited to the ability to compete for state or federal workforce, transportation or other funds;**
- **The inclusion of a detailed scope, budget, and timetable for each mitigation request.**

10. Should the Commission authorize more funding for non-transportation related planning for those communities that have expended their reserves?

**Background:** In 2017, communities could apply for transportation planning. However, no general planning application (except for uses of reserve funds for planning) was authorized under the Guidelines. In at least one instance, a planning application was not funded because it was not deemed transportation planning. Some communities have fully utilized their reserves and thus cannot use reserve for additional planning.

**Recommendation:** We recommend making available a reasonable but significant amount of funding, \$50,000, for non-transportation planning for those communities that have allocated and received approval from the Commission to use their reserves.



# 2018 COMMUNITY MITIGATION FUND

## BD-18-1068-1068C-1068L-22137

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Massachusetts Gaming Commission





## 2018 COMMUNITY MITIGATION FUND GUIDELINES

BD-18-1068-1068C-1068L-22137

### What is the Community Mitigation Fund?

The Expanded Gaming Act, M.G.L. c. 23K, created the Community Mitigation Fund (“CMF”) to help entities offset costs related to the construction and operation of a gaming establishment.

### When Is the Application Deadline?

**February 1, 2018.** M.G.L. c. 23K, § 61 states that “parties requesting appropriations from the fund shall submit a written request for funding to the Commission by February 1.”

### Who Can Apply?

M.G.L. c. 23K, § 61 states the Commission shall expend monies in the fund to assist the host and surrounding communities ... “including, but not limited to, communities and water and sewer districts in the vicinity of a gaming establishment, local and regional education, transportation, infrastructure, housing, environmental issues and public safety, including the office of the county district attorney, police, fire, and emergency services.” The Commission may also distribute funds to a governmental entity or district other than a single municipality in order to implement a mitigation measure that affects more than one community.

Applications involving a mitigation measure impacting only one community shall only be submitted by the authorized representatives of the community itself. Governmental entities within communities such as redevelopment authorities or non-regional school districts shall submit applications through such community rather than submitting applications independent of the community.

Private non-governmental parties may not apply for Community Mitigation Funds. However, governmental entities may apply to the Commission for funds to mitigate impacts to private parties provided that such funding is for a “public purpose” and not the direct benefit or maintenance of the private party; the governmental entity provides a program that ensures that funding will be made only to remedy impacts; and provided that the governmental entity will be responsible for overseeing such funding and complying with all applicable state



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and municipal laws including but not limited to Art. 46, §2, as amended by Article 103 of the Amendments to the Massachusetts Constitution.

The Community Mitigation Fund may be used to offset costs related to both Category 1 full casino facilities (MGM Springfield and Wynn Everett), the state's Category 2 slots-only facility (Plainridge Park), and may be utilized, pursuant to these Guidelines, for a program of technical assistance for communities that may be impacted by the potential Tribal gaming facility in Taunton.

**Does a Community Need to Be a Designated Host or Surrounding Community to Apply?**

**No.** The Commission's regulations and M.G.L. c. 23K, § 61 do not limit use of Community Mitigation Funds to only host or surrounding communities. The Commission's regulation, 205 CMR 125.01(4), states that "[a]ny finding by the commission that a community is not a surrounding community for purposes of the RFA-2 application shall not preclude the community from applying to and receiving funds from the Community Mitigation Fund established by M.G.L. c. 23K, § 61...."

**What Cannot Be Funded?**

***2018 Community Mitigation Fund may not be used for the mitigation of:***

**Category 1 Gaming Facilities:**

- any operational related impacts;\*\*
- impacts that are projected or predicted but that are not occurring or have not occurred by February 1, 2018;\*\*
- impacts that are the responsibility (e.g. contractual, statutory, regulatory) of parties involved in the construction of gaming facilities (such as damage caused to adjoining buildings by construction equipment, spills of construction-related materials outside of work zones, personal injury claims caused by construction equipment or vehicles);
- the cost of the preparation of a grant application;
- requests related to utility outages, such as the mitigation of business interruptions; and
- other impacts determined by the Commission.

**Category 2 Gaming Facilities:**

- impacts that are projected or predicted but that are not occurring or have not occurred by February 1, 2018;\*\*
- impacts that are the responsibility (e.g. contractual, statutory, regulatory) of parties involved in the construction of gaming facilities (such as damage caused to adjoining buildings by construction equipment, spills of construction-related materials outside of work zones, personal injury claims caused by construction equipment or vehicles);
- the cost of the preparation of a grant application; and
- requests related to utility outages, such as the mitigation of business interruptions.

\*\*These limitations do not apply to transportation planning grants, non-transportation planning grants, workforce development pilot program grants, tribal gaming technical assistance grants, and grants for police training costs.

Please note that the Commission may determine to expand the eligible uses of funds for the 2019 program or other future programs when impacts are more clearly identifiable. The Commission will also consult with mitigation advisory committees established in M.G.L. c. 23K in determining such uses.

**Guidance on Funding for Non-Governmental Entities**

As noted, communities and other parties may apply for funds to mitigate the impact to non-governmental entities. However, the Commission strongly encourages applicants to ensure the impacts are directly related to the gaming facility. For example, an applicant could limit a request for assistance for impacts to all businesses within 1000 feet of a gaming facility. Further, applicants should demonstrate that the governmental entity, the licensee, or both will also financially contribute to any program of assistance. The Commission will not fund any applications for assistance for non-governmental entities unless the applicant governmental entity or the licensee or both provide funding to match, in the case of host communities, or significantly match the assistance required from the 2018 Community Mitigation Fund. Any such application for assistance to non-governmental entities by a host community must demonstrate that the host

community, the licensee, or a combination of the host community and licensee will match the assistance required from the 2018 Community Mitigation Fund.

Communities may ask the Commission to waive this match requirement or dollar for dollar match requirement in the case of host communities. Any community seeking a waiver should include a statement in its application specifying the reason for its waiver request in accordance with the waiver guidance included in these Guidelines. Please note that as stated by the Commonwealth's Comptroller's Office: "The Anti-Aid Amendment of the Massachusetts Constitution prohibits 'public money or property' from aiding non-public institutions.... Article 46 has been interpreted to allow the expenditure of public funds to non-public recipients solely for the provision of a 'public purposes' [sic] and not for the direct benefit or maintenance of the non-public entity."

Any community seeking funding for mitigation involving non-public entities should provide detail on how its planned use is in conformity with this provision of the Massachusetts Constitution and with Municipal Finance Law.

### How Much Funding Is and Will Be Available?

In sum, a total of \$17.5 million from the current licensees was deposited in the Community Mitigation Fund for use until Category 1 gross gaming revenues are generated, or thereafter (if all such funds are not used prior to that date). After the deduction of purposes approved in 2015, 2016, and 2017, the fund has approximately \$10 million available after accounting for potential future awards of previously authorized grants.

No further contributions will be made to the Community Mitigation Fund until either MGM Springfield or Wynn Boston Harbor become operational and generate revenues.<sup>1</sup> MGM Springfield is currently projected to be operational by early September 2018. Wynn Boston Harbor is currently projected to be operational in early June 2019. Once operational, M.G.L. c. 23K, § 59 specifies that 6.5% of the revenues from the tax on gross gaming revenues from Category 1 (full casino) licensees shall be deposited in the Community Mitigation Fund.

Once the MGM Springfield and Wynn Boston Harbor facilities are operational,

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<sup>1</sup>These guidelines do not describe revenue estimates from the potential Tribal facility in Taunton or the participation of a Region C facility, as no Region C license or Tribal facility has yet been fully authorized. Further, after the initial deposit, no further contributions from the Slots licensee will be made to the fund.

approximately \$18 million generated by these two facilities will be annually deposited into the Community Mitigation Fund using a conservative estimate provided by the Commission's financial consultants.

In future guidelines, the Commission intends to develop a method to allocate funding based on need in the regions that reflects the proportion of funds paid into the Community Mitigation Fund from the taxes generated by the MGM Springfield or Wynn Boston Harbor facilities once they are operational. Any such method would need to take into account mitigation needs outside Region A and Region B, and a method to utilize unspent allocations.

### Joint Applications

The Commission continues to support regional approaches to mitigation needs and recognizes that some mitigation requires the commitment of more than one community. The 2018 Guidelines for the Community Mitigation Fund allow multiple communities to submit a joint application. In the event that any of the applicant communities has not expended its One-Time 2015/2016 Reserve ("reserve" or "reserves"), the application must detail how the reserves will be allocated between the applicant communities to meet any reserve expenditure requirement. For example, transportation planning grants require that reserves be used prior to the receipt of new planning funds. In the event of a joint application for a \$200,000 planning grant, the joint application shall specify how the applicant communities will allocate/use a total of \$100,000 in reserves between the communities. The application must specify which community will be the fiscal agent for the grant funds. All communities will be held responsible for compliance with the terms contained in the grant.

In order to further regional cooperation the applications for transportation planning grants and non-transportation planning grants that involve more than one community for the same planning projects may request grant assistance that exceeds the limits specified in these guidelines (\$200,000 for transportation planning grants and \$50,000 for non-transportation planning grants). The additional funding may be requested only for the costs of a joint project being procured by more than one community, not similar projects. Eligible communities may request additional funding for joint projects based on the below table.

	Base Funding	Regional Planning Incentive Award	Total Allowable Request
Non-Transportation Planning Projects Involving Two (2) Communities	\$50,000 for each community	\$5,000	\$50,000 X <u>2 communities</u> \$100,000 <u>+\$5,000</u> <u>\$105,000</u>
Non-Transportation Program Involving Three (3) or More	\$50,000 for each community	\$10,000	\$50,000 X <u>3 communities</u> \$150,000 <u>+\$10,000</u> <u>\$160,000</u>
Transportation Planning Projects Two (2) Communities	\$200,000 for each community	\$25,000	\$200,000 X <u>2 communities</u> \$400,000 <u>+\$25,000</u> <u>\$425,000</u>
Transportation Planning Projects Three (3) or more	\$200,000 for each community	\$50,000	\$200,000 X * <u>3 communities</u> \$600,000 <u>+\$50,000</u> <u>\$650,000</u>

\*Although the base amount for such grants would increase with applications involving four or more communities (e.g. \$200,000 Transportation Planning Grant per community X 4 communities = \$800,000) the amount of the Regional Planning Incentive Award will not exceed \$50,000 (e.g. 4 community transportation planning grants would not exceed \$850,000 = 4 x \$200,000 base award plus \$50,000 Regional Planning Incentive Award).

Please note that communities can apply for a portion of the planning grants for single community applications while allocating a portion for joint projects. For example, a community could apply for one \$100,000 base Transportation Planning Grant leaving \$100,000 for a joint application involving another community. In this example the community could be eligible for \$100,000 for the single community project, \$100,000 for a joint project, and a \$25,000 Regional Planning Incentive Award amount shared with a second community.

Applications seeking a Regional Planning Incentive Award amount shall allocate at least fifty percent (50%) of the base funding level towards a joint project. For

example, at least \$100,000 for a \$200,000 Transportation Planning Grant seeking an additional Regional Planning Incentive Award amount shall be for the joint project with another community. No community is eligible for more than one Regional Planning Incentive Award.

**Limitations**

Because the Community Mitigation Fund needs to be available until the facilities are operational, the Commission anticipates authorizing no more than \$6 million in awards out of the 2018 Community Mitigation Fund, including potential future awards of previously authorized grants. No application for a Specific Impact Grant shall exceed \$500,000, unless a waiver has been granted by the Commission. No community is eligible for more than one Specific Impact Grant, unless a waiver has been granted by the Commission.

Of that amount, for 2018, no more than \$500,000 may be expended for operational impacts related to the Category 2 gaming facility, unless otherwise determined by the Commission.

**One-Time 2015/2016 Reserves**

In 2015 and 2016, a Reserve Fund was established for communities that may not have been able to demonstrate significant impacts by the submittal deadline date. The Commission reserved \$100,000 for the following communities which were either a host community, designated surrounding community, a community which entered into a nearby community agreement with a licensee, a community that petitioned to be a surrounding community to a gaming licensee, or a community that is geographically adjacent to a host community:

Category 1 - Casino		Category 2 - Slots
<b><u>Region A</u></b>	<b><u>Region B</u></b>	Attleboro
Boston	Agawam	Foxboro
Cambridge	Chicopee	Mansfield
Chelsea	E. Longmeadow	North Attleboro
Everett	Hampden	Plainridge
Lynn	Holyoke	Wrentham
Malden	Longmeadow	
Medford	Ludlow	

Melrose	Northampton
Revere	Springfield
Saugus	West Springfield
Somerville	Wilbraham

In many cases, communities may not be in a position to access their 2015 or 2016 reserves by the February 1, 2018 deadline. Therefore, the Commission has extended such reserves for the 2018 Community Mitigation Fund Program. Communities may continue to access whatever portion of the original \$100,000 that remains unexpended. **The above communities do not need to submit any new application to keep their reserves. These reserves have automatically been extended by action of the Commission.**

The criteria for the use of the reserve remain the same. This reserve can be used to cover impacts that may arise in 2018 or thereafter. It may also be used for planning, either to determine how to achieve further benefits from a facility or to avoid or minimize any adverse impacts.

Funds will be distributed as the needs are identified. Communities that utilize the reserve are not prohibited from applying for funding for any specific mitigation request.

### **What are the Reserve Amounts?**

Can a community apply for mitigation of a specific impact even though it has not fully utilized its One-Time 2015/2016 Reserve?

**Yes.** However, if a Specific Impact Grant application is successful, a portion of the One-Time Reserve will be used as an offset against the amount requested for the specific impact. The reserve amount will be reduced by fifty thousand dollars (\$50,000.00) assuming the specific impact request is at least that amount.

### **Specific Impact Grants - What Specific Impacts Can Be Funded?**

The 2018 Community Mitigation Fund for mitigation of specific impacts may be used only to mitigate impacts that either have occurred or are occurring as of the February 1, 2018 application date and police training costs that occur prior to the opening of both Category 1 facilities. Although the definition in the Commission's regulations (for the purpose of determining which communities are surrounding



communities) references predicted projected impacts, the 2018 program is limited to only those impacts that are being experienced or were experienced by the time of the February 1, 2018 application date and police training costs that occur prior to the opening of both Category 1 facilities.

The Commission has determined that the funding of unanticipated impacts will be a priority under the annual Community Mitigation Fund. Thus the Commission will review funding requests in the context of any host or surrounding community agreement to help determine funding eligibility.<sup>2</sup> The Community Mitigation Fund is not intended to fund the mitigation of specific impacts already being funded in a Host or Surrounding Community Agreement.

No application for the mitigation of a specific impact shall exceed \$500,000. However, communities and governmental entities may ask the Commission to waive this funding cap. Any community and governmental entity seeking a waiver should include a statement in its application specifying the reason for its waiver request, in accordance with the waiver guidance included in these Guidelines. The Commission recognizes that applications for police training costs may exceed \$500,000 and may take this into consideration in evaluating any waiver requests.

Allowable impacts for funding are as follows:

**Category 1 Gaming Facility:** In recognition that no Category 1 gaming facility will be operational by February 1, 2018, the Commission has determined that the 2018 Community Mitigation Fund is available only to mitigate impacts related to the construction of Category 1 gaming facilities. This limitation does not apply to planning activities funded under the 2015/2016 One-Time Reserve Grant, 2018 Non-Transportation Planning Grant, 2018 Transportation Planning Grant, or the 2018 Workforce Development Pilot Program Grant, or police training costs.

The Commission's regulation 205 CMR 125.07 defines construction period impacts as:

“The community will be significantly and adversely affected by the development of the gaming establishment prior to its opening taking into account such factors as noise and environmental impacts

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<sup>2</sup> The Commission is aware of the difference in bargaining power between host and surrounding communities in negotiating agreements and will take this into account when evaluating funding applications.

generated during its construction; increased construction vehicle trips on roadways within the community and intersecting the community; and projected increased traffic during the period of construction.”

**Category 2 Gaming Facility:** In recognition that the Category 2 gaming facility in Plainville opened during calendar year 2015, the Commission will make available funding to mitigate operational related impacts that are being experienced or were experienced from that facility by the February 1, 2018 date. The Commission will make available up to \$500,000 in total for applications for the mitigation of operational impacts relating to the Plainridge facility.

The Commission’s regulation 205 CMR 125.01 2(b)4 defines operational impacts as:

“The community will be significantly and adversely affected by the operation of the gaming establishment after its opening taking into account such factors as potential public safety impacts on the community; increased demand on community and regional water and sewer systems; impacts on the community from storm water run-off, associated pollutants, and changes in drainage patterns; stresses on the community's housing stock including any projected negative impacts on the appraised value of housing stock due to a gaming establishment; any negative impact on local, retail, entertainment, and service establishments in the community; increased social service needs including, but not limited to, those related to problem gambling; and demonstrated impact on public education in the community.”

Although these definitions include the types of operational impacts that may be funded, it is not limited to those. The determination will be made by the Commission after its review.

### **Hampden County Sheriff’s Department – Specific Impact Grant**

In 2016 the Commission awarded the Hampden County Sheriff’s Department (“HCSD”) funds to offset increased rent for the Western Massachusetts Correctional Alcohol Center (“WMCAC”). In providing assistance, the Commission stated that the amount of assistance shall not exceed \$2,000,000 in total for five years or \$400,000 per fiscal year. A provision in the grant required HCSD to reapply each year. As the HCSD missed the deadline due to administrative

changes for 2017, HCSD may apply for fiscal year 2018 and 2019 lease assistance during this 2018 Community Mitigation Fund application period. Each grant application may not exceed \$400,000 per year.

### 2018 Non-Transportation Planning Grant

The Commission will make available funding for certain planning activities for all communities that previously qualified to receive funding from the One-Time 2015/2016 Reserve Fund, and have already allocated and received Commission approval of the use of its reserve. No application for this 2018 Non-Transportation Planning Grant shall exceed Fifty Thousand Dollars (\$50,000). Applications involving transportation planning or design are not eligible for the 2018 Non-Transportation Planning Grant. Communities requesting transportation planning should instead apply for Transportation Planning Grant funds.

Eligible planning projects must have a defined area or issue that will be investigated as well as a clear plan for implementation of the results. The planning project must be clearly related to addressing issues or impacts directly related to the gaming facility. Applicants will be required to submit a detailed scope, budget, and timetable for the planning effort prior to funding being awarded. Each community applying for a 2018 Non-Transportation Planning Grant will also need to provide detail on what it will contribute to the project such as in-kind services or planning funds.

Communities that utilize this 2018 Non-Transportation Planning Grant are not prohibited from applying for funding for any specific mitigation request.

### Transportation Planning Grants

The Commission will make available funding for certain transportation planning activities for all communities eligible to receive funding from the Community Mitigation Fund in Regions A & B and for the Category 2 facility, including each Category 1 and Category 2 host community and each designated surrounding community, each community which entered into a nearby community agreement with a licensee, and any community that petitioned to be a surrounding community to a gaming licensee, each community that is geographically adjacent to a host community.

The total funding available for Transportation Planning Grants will likely not exceed \$1,000,000. No application for a Transportation Planning Grant shall exceed \$200,000.

Eligible transportation planning projects must have a defined area or issue that will be investigated as well as a clear plan for implementation of the results. Transportation Planning Grant funds may be sought to expand a planning project begun with reserve funds or to fund an additional project once the reserves have been exhausted.

Eligible transportation planning projects must have a defined area or issue that will be investigated as well as a clear plan for implementation of the results.

Eligible expenses to be covered by the Transportation Planning Grant include, but not necessarily limited to:

- Planning consultants/staff
- Data gathering/surveys
- Data analysis
- Design
- Engineering review/surveys
- Public meetings/hearings
- Final report preparation

The transportation planning projects must be clearly related to addressing transportation issues or impacts directly related to the gaming facility. Applicants will be required to submit a detailed scope, budget, and timetable for the transportation planning effort prior to funding being awarded.

Communities that requested and received the One-Time 2015/2016 Reserve Grant must first expend those funds before accessing any Transportation Planning Grant funds. Transportation Planning Grant funds may be sought to expand a planning project begun with reserve funds or to fund an additional project once the reserves have been exhausted.

In addition to the specific impact grant factors further defined in section "[How Will the Commission Decide on Applications?](#)", the Commission will also consider whether the applicant demonstrates the potential for such transportation project that is the subject of a CMF application to compete for state or federal transportation funds.

Applicants may, but are not required, to include a description of how the project meets the evaluation standards for the Fiscal Year 2018 TIP criteria for the Boston

MPO Region or the Pioneer Valley Planning Commission's transportation evaluation criteria, or other regional transportation project evaluation standard, whichever may be most applicable.

### **Limitations/Specific Requirements on Planning Applications**

The Commission will fund no application for more than two years for any municipal employee. The CMF will not pay the full cost of any municipal employee. The municipality would need to provide the remaining amount of any employee cost and certify that all such expenses are casino related. For non-personnel costs, each community applying for planning funds will also need to provide detail on what it will contribute to the planning project such as in-kind services or planning funds.

Pursuant to the Guidelines, the Commission will evaluate requests for planning funds (including the use of One-Time 2015-2016 Reserve, Non-Transportation Planning Grant, and Transportation Planning Grant Funds) after taking into consideration input the applicant has received from the local Regional Planning Agency ("RPA") or any such interested parties. Although there is no prerequisite for using RPA's for planning projects, consultation with RPA's is required to enable the Commission to better understand how planning funds are being used efficiently across the region of the facility. Please provide details about the applicant's consultation with the RPA or any such interested parties. Applicants should provide detail regarding consultations with nearby communities to determine the potential for cooperative regional efforts regarding planning activities.

### **Tribal Gaming Technical Assistance Grant**

The Commission may make available no more than \$200,000 in technical assistance funding to assist in the determination of potential impacts that may be experienced by communities in geographic proximity to the potential Tribal Gaming facility in Taunton. Said technical assistance funding may be made through Southeastern Regional Planning and Economic Development District ("SRPEDD"), the regional planning agency that services such communities or a comparable regional entity. Such funding will only be made available, after approval of any application by SRPEDD or a comparable regional entity, if it is determined by the Commission that construction of such gaming facility will likely

commence prior to or during Fiscal Year 2019. Any such application by SRPEDD or a comparable regional entity must demonstrate that any studies of impacts will address the technical assistance needs of the region which may include but not be limited to the communities that are geographically adjacent to Taunton. Such funding shall not be used to study impacts on or provide technical assistance to Taunton, as funding has been provided in the Intergovernmental Agreement By and Between the Mashpee Wampanoag Tribe and the City of Taunton. Any such program of technical assistance may be provided by SRPEDD itself or through a contract with SRPEDD.

### **Workforce Development Pilot Program Grant**

For fiscal year 2019, the Commission will make available funding for certain career pathways workforce development pilot programs in Regions A and B for service to residents of communities of such Regions, including each Category 1 host community and each designated surrounding community, each community which entered into a nearby community agreement with a licensee, any community that petitioned to be a surrounding community to a gaming licensee, and each community that is geographically adjacent to a host community.

The total funding available for grants will likely not exceed \$600,000. No application for a grant in each Region shall exceed \$300,000 unless otherwise determined by the Commission. One grant will be considered for each Region. Each governmental entity applying for workforce development funds will also need to provide detail on what it will contribute to the workforce development project such as in-kind services or workforce development funds.

Eligible career pathways workforce development proposals must include a regional consortium approach to improve the skills, knowledge, and credential attainment of each Region A and Region B residents interested in a casino career, focusing on increasing industry-recognized and academic credentials needed to work in the most in-demand occupations related to the expanded gaming industry or a focus on occupations that could be in high demand from the casino, potentially negatively impacting the regional business community. This could include a focus on hospitality, culinary, cash handling, or customer service, etc.

Goals include:

- To help low-skilled adults earn occupational credentials, obtain well-paying jobs, and sustain rewarding careers in sectors related to hospitality and casino careers.
- To get students with low basic skills into for-credit career and technical education courses to improve their educational and employment outcomes.
- To deliver education and career training programs that can be completed in two years or less and prepare program participants for employment in high-wage, high-skill occupations related to the casino.
- To align and accelerate ABE, GED, and developmental programs and provide nontraditional students the supports they need to complete postsecondary credentials of value in the regional labor market.
- To mitigate a strain in existing resources and a potential impact to the regional labor market.

Eligible activities include: a program in Region A or Region B that structures intentional connections among adult basic education, occupational training, and post-secondary education programs designed to meet the needs of both adult learners and employers, post-secondary vocational programs, registered apprenticeships, courses leading to college credits or industry-recognized certificates, Adult Basic Education (“ABE”) and vocationally based English for Speakers of Other Languages (“ESOL”) training programs, Contextualized Learning, Integrated Education & Training, and Industry-recognized Credentials.

- **A consortium application is required.** However, governmental entities eligible to receive funds would include but not be limited to: host communities, communities which were each either a designated surrounding community, a community which entered into a nearby community agreement with a licensee, a community that is geographically adjacent to the host community of a gaming licensee, a community that petitioned to be a surrounding community to a gaming licensee state agencies, state agencies, and Regional Employment Boards. The Commission shall evaluate the use of host community agreement funds in evaluating funding requests for workforce development pilot program grant funds. Applicants should consider leveraging other funding resources.

### What Should Be Included in the Applications?

- ★ Applicants are required to complete the 2018 Specific Impact Grant Application, the 2018 Transportation Planning Grant Application, the 2018 Workforce Development Pilot Program Grant Application or the 2018 Non-Transportation Planning Grant Application and may also submit additional supporting materials of a reasonable length.
- ★ Applicants will need to describe how the specific mitigation, planning, or workforce development pilot program request will address any claimed impacts and provide justification of any funds requested. Unlike existing surrounding community agreements which were based on anticipated impacts, any Specific Impact Grant will be based on impacts that have occurred or are occurring, as noted previously.
- ★ Applicants will need to describe if and how such impacts were addressed or not addressed in any host or surrounding community agreements. Applicants may include a letter of support from the applicable gaming licensee. However, this is not necessary, as the Commission will request the licensee's opinion regarding each application.

### How Will the Commission Decide on Applications?

Similar to the Commission's surrounding community review process, the Commission will ask each licensee to review and comment on any requests for funding.

The Commission will evaluate the submittal by the community, any input received from the community and interested parties (such as Regional Planning Agencies), the responses of the licensee, Commission consultant reviews, and any other sources determined by the Commission.

The Commission will evaluate any funding requests in the context of any host or surrounding community agreements. Factors used by the Commission to evaluate grant applications may include but not be limited to:

- A demonstration that the impact is being caused by the proposed gaming facility;
- The significance of the impact to be remedied;



- The potential for the proposed mitigation measure to address the impact;
- The feasibility and reasonableness of the proposed mitigation measure;
- A demonstration that any program to assist non-governmental entities is for a demonstrated public purpose and not for the benefit or maintenance of a private party;
- The significance of any matching funds for workforce development pilot program activities or planning efforts, including but not limited to the ability to compete for state or federal workforce, transportation or other funds;
- Any demonstration of regional benefits from a mitigation award;
- A demonstration that other funds from host or surrounding community agreements are not available to fund the proposed mitigation measure;
- A demonstration that such mitigation measure is not already required to be completed by the licensee pursuant to any regulatory requirements or pursuant to any agreements between such licensee and applicant; and
- The inclusion of a detailed scope, budget, and timetable for each mitigation request.

The Commission may ask applicants for supplementary materials, may request a meeting with applicants, and reserves the ability to host a hearing or hearings on any application.

The Commission's deliberations on Community Mitigation Fund policies will also be aided through input from the Gaming Policy Advisory Committee, the Community Mitigation Subcommittee, and any Local Community Mitigation Advisory Committees, as established pursuant to M.G.L. c. 23K.

The Commission reserves the ability to determine a funding limit below what is detailed in these Guidelines, as additional contributions to the Community Mitigation Fund will not be made until Category 1 gaming facilities are operational. The Commission also reserves the ability to determine a funding limit above what is detailed in these Guidelines.

**The Commission reserves the ability to fund only portions of requested projects and to fund only a percentage of amounts requested. The Commission also reserves the ability to place conditions on any award.**

- There is limited funding available. The Commission therefore reserves the right to determine which requests to fund based on its assessment of a broad range of factors including the extent of public benefit each grant is likely to produce.

### When Will the Commission Make Decisions?

The Commission anticipates making funding decisions on any requests for grant assistance before July 2018, after a comprehensive review and any additional information requests.

### Is There a Deadline for the Use of the One-Time 2015/2016 Reserve?

There is no deadline. Funds may be used on a rolling basis when specific impacts are determined or the specific planning activity is determined. Once known, communities should contact the Ombudsman's Office, which will assist the community in providing the needed information. Communities with specific impacts will, at the time the impacts are known, complete the Specific Impact Grant Application or the Planning Project Grant Application in its entirety. Communities with requests for planning funds will provide similar information to the Commission: a description of the planning activity, how the planning activity relates to the development or operation of the gaming facility, how the planning funds are proposed to be used, consultation with the Regional Planning Agency, other funds being used, and how planning will help the community determine how to achieve further benefits from a facility or to avoid or minimize any adverse impacts. The Commission will fund no application for more than two years for any municipal employee. The CMF will not pay the full cost of any municipal employee. The municipality would need to provide the remaining amount of any employee cost and certify that all such expenses are casino related. Each Community applying for planning funds will also need to provide detail on what it will contribute to the planning project such as in-kind services or planning funds. Please note that such details do not need to be determined by the February 1, 2018 application date. Commission approvals of the use of the One-Time 2015/2016 Reserve will also be on a rolling basis corresponding to the rolling determinations of use by communities.

### Waivers and Variances

(a) General. The Commission may in its discretion waive or grant a variance from any provision or requirement contained in these Guidelines, not specifically required by law, where the Commission finds that:

1. Granting the waiver or variance is consistent with the purposes of M.G.L. c. 23K;
2. Granting the waiver or variance will not interfere with the ability of the Commission to fulfill its duties;
3. Granting the waiver or variance will not adversely affect the public interest; and
4. Not granting the waiver or variance would cause a substantial hardship to the community, governmental entity, or person requesting the waiver or variance.

(b) Filings. All requests for waivers or variances shall be in writing, shall set forth the specific provision of the Guidelines to which a waiver or variance is sought, and shall state the basis for the proposed waiver or variance.

(c) Determination. The Commission may grant a waiver or variance, deny a waiver or variance, or grant a waiver or variance subject to such terms, conditions and limitations as the commission may determine.

### Who Should Be Contacted for Any Questions?

As the 2018 Community Mitigation Fund program is just in the fourth year of the program for the Commission, communities and other parties may have a number of questions. They are encouraged to contact the Commission's Ombudsman with any questions or concerns. The Commission's Ombudsman will regularly brief the Commission regarding the development of Community Mitigation Fund policies.

The Commission's Ombudsman, John Ziemba, can be reached at (617) 979-8423 or via e-mail at [john.s.ziemba@state.ma.us](mailto:john.s.ziemba@state.ma.us). The Commission's address is 101 Federal Street, 12<sup>th</sup> Floor, Boston, MA 02110.

### Where Should the Applications Be Sent?

Applications **must be sent to [www.commbuys.com](http://www.commbuys.com)**. An application received by COMMBUYS by February 1, 2018 will meet the application deadline. Applicants that are not part of the COMMBUYS system should contact Mary Thurlow of the Commission's Ombudsman's Office well in advance of the February 1, 2018 deadline to make arrangements for submission of the application by the deadline. Mary Thurlow can be contacted at (617) 979-8420 or at [mary.thurlow@state.ma.us](mailto:mary.thurlow@state.ma.us).

If you have any questions or concerns contact the COMMBUYS Help Desk at [COMMBUYS@state.ma.us](mailto:COMMBUYS@state.ma.us) or during normal business hours (8am - 5pm ET Monday - Friday) at 1-888-627-8283 or 617-720-3197.



TO: Members of the Gaming Policy Advisory Committee

FROM: Enrique Zuniga, Commissioner  
Mark Vander Linden, Director of Research and Responsible Gaming

DATE: December 20, 2017

RE: MGC Gaming Research Update

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## Background

Section 71 of Chapter 23K of the Massachusetts General Laws directs the Commission, with the advice of the Gaming Policy Advisory Committee (GPAC), to develop an annual research agenda in order to understand the social and economic effects of expanded gaming in the Commonwealth and to obtain scientific information relative to the neuroscience, psychology, sociology, epidemiology, and etiology of gambling.

A Memorandum of Understanding between the Massachusetts Gaming Commission and the Executive Office of Health and Human Services, signed July 24, 2014, established a Public Health Trust Fund (PHTF) Executive Committee. Chaired by MGC Chairman, Stephen Crosby, and DPH Associate Commissioner, Lindsey Tucker, the PHTF is authorized to set an annual budget and protocols for expenditures from the Public Health Trust Fund, which includes funding for the annual gaming research agenda.

## Current Gaming Research Agenda

In 2017 eight reports were released covering a range of social, economic and evaluative research. Below is a summary of reports released in 2017 and a brief description of research deliverables expected in the first half of 2018. The final page of this memo provides an at-a-glance look at the six arms of the current research agenda.

## Recently Released Reports and Studies

***Lottery Revenue and Plainridge Park Casino: Analysis of First Year Casino Operation (Released January 19, 2017)***

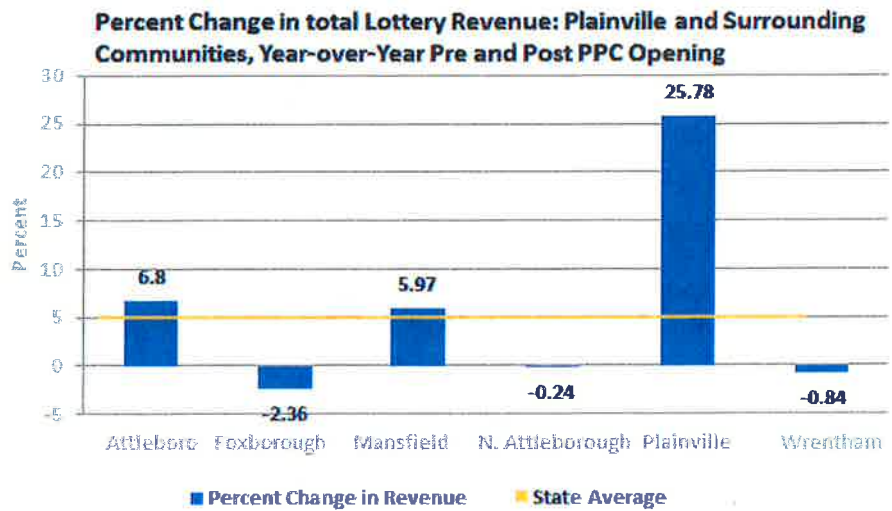
With the introduction of casino gambling in Massachusetts, the Legislature prioritized protection of the lottery by requiring that all prospective casino operators become a licensed state lottery agent. This study examines the impact of casino gambling on local and state lottery revenues. Data collection required the Massachusetts Lottery to provide fiscal year and agent-specific lottery sales to the SEIGMA Economics team at the UMass Donahue Institute. Changes in revenue were analyzed at several levels, including statewide, in the host and designated surrounding communities near the casino, and for agents at different driving distances from the casino.



Massachusetts Gaming Commission

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- On average, lottery sales did not decrease near the casino following the opening of Plainridge Park Casino.
- Lottery revenue near the casino grew more slowly than the rest of the state with the exception of Plainville, where lottery revenue increased approximately 23% in Fiscal Year 2016.
- Year-over-year sales (sales in the year after the casino opened compared to the year before) increased in Plainville, Attleboro, and Mansfield whereas year-over-year sales in Foxborough, North Attleborough, and Wrentham decreased.



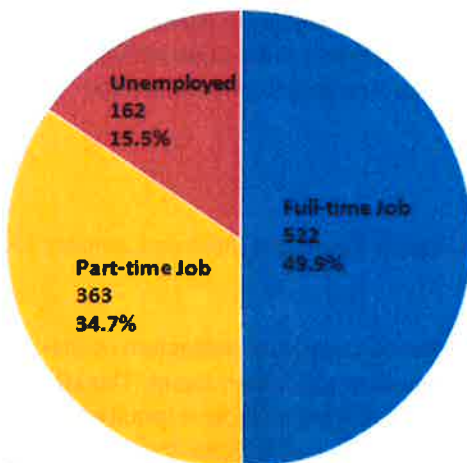
The full report can be viewed at:

<http://massgaming.com/wp-content/uploads/Lottery-Revenue-and-Plainridge-Park-Casino-1-Year-Analysis-1-19-17.pdf>

***New Employee Survey at Plainridge Park Casino: Analysis of First Two Years of Data Collection (Released May 10, 2017)***

Creating employment opportunities for unemployed or underemployed Baystaters is a priority of the Expanded Gaming Act. Based on 1,056 respondents, this report presents findings on the first two years of data collection (March 2015-March 2017) on newly licensed employees at Plainridge Park Casino (PPC). This report identifies several important characteristics of new hires at PPC and the emergent casino workforce in Massachusetts.

**Respondents' Work Status Prior to Being Hired**  
n=1,047



- Most new hires did not transfer from other Penn National Gaming (i.e., PPC's operator) locations.
- Major reasons for seeking employment at PPC included career advancement and improved pay.
- Nearly three-quarters of respondents did not receive pre-employment training to raise their skills.

According to this report, hiring at PPC is meeting a previously identified goal. Slightly over one-half of the respondents (n=525) reported that they were either unemployed or were employed part-time prior to taking their positions at PPC. The remaining respondents

(n=522) were previously employed full-time. Lastly, less than 6% of previously unemployed respondents moved in order to take their positions at PPC (n=9). When considered together, the average applicant who was previously unemployed did not have experience working at a gaming establishment, did not receive training prior to their hiring, and did not move to take their position at PPC.

The full report can be viewed at:

<http://massgaming.com/wp-content/uploads/Plainridge-Park-Casino-New-Employee-Survey-Report-5-10-17.pdf>

**CHIA Manuscript: Rodriguez-Monguio, R., Errea, M., and Volberg, R.A. 2017. "Comorbid pathological gambling, mental health, and substance use disorders: Health-care services provision by clinician specialty." *Journal of Behavioral Addictions*: 1-10. (Published online August 31, 2017)**

With a sample of 869 patients, this study assessed co-occurring behavioral addictions and mental health disorders in treatment-seeking patients and estimated the likelihood of receiving care for these disorders by clinician specialty. The data were derived from the Massachusetts All-Payer Claims Database, representing detailed medical and pharmaceutical claims data for the period 2009-2013. The sample included all commercially insured adult residents of Massachusetts. Univariate and multivariate analyses were used to estimate the likelihood of provision of care by clinician specialty, adjusting for patient's demographic characteristics and level of care.

**Prevalence rates for primary diagnosis among patients with pathological gambling as principal diagnosis, ICD-9-CM codes**

	<u>2009</u>		<u>2010</u>		<u>2011</u>		<u>2012</u>		<u>2009-2012</u>	
<b>Episodic mood disorders (296)</b>	19	25.7%	23	23.2%	21	22.2%	16	18.8%	46	25.6%
<b>Neurotic disorders, personality disorders, and other non-psychotic mental disorders (300-316)</b>										
<b>Anxiety, dissociative, and somatoform disorders (300.0-300.9)</b>	20	27.0%	26	26.3%	27	28.4%	22	25.9%	50	27.8%
<b>Psychoactive substance (303-305)</b>	15	20.3%	17	17.2%	15	15.8%	14	16.5%	32	17.8%
<b>Adjustment reaction (309.0-309.9)</b>	9	12.2%	7	7.1%	9	9.5%	7	8.2%	17	9.4%
<b>Depressive disorder, not elsewhere classified (311)</b>	12	16.2%	13	13.1%	13	13.7%	10	11.8%	24	13.3%
<b>Disorders of impulse control, not elsewhere classified (312.3)</b>	7	9.5%	6	6.1%	8	8.4%	9	10.6%	17	9.4%
<b>Patients with principal diagnosis when PG is principal diagnosis</b>	204	50.1%	247	50.2%	229	50.1%	204	47.7%	447	51.4%
<b>Patients with first diagnosis when PG is principal diagnosis</b>	74	36.3%	99	40.1%	95	41.5%	85	41.7%	180	40.3%

- Treatment-seeking patients who had a diagnosis of PG were mostly males (71%), aged 45-54 years (27%), and enrolled in a health maintenance organization (47%).
- The most prevalent co-occurring disorders among patients with PG as principal diagnosis were anxiety disorders (28%), mood disorders (26%), and substance use disorders (18%). PG was associated with a more than twofold likelihood of receiving care from social workers and psychologists ( $p < .05$ ).
- Depressive disorders were associated with a three times greater likelihood of receiving care from primary care physicians (PCPs) ( $p < .05$ ).
- Having three and four or more diagnoses was associated with a greater likelihood of receiving care from PCPs.

The study concluded that psychiatric and substance use disorders are prevalent among treatment-seeking pathological gamblers. The likelihood of receiving care from specialty clinicians varies significantly by clinical diagnosis and patient clinical complexity.

The full article can be viewed at: <https://www.ncbi.nlm.nih.gov/pubmed/28856904>

**Plainridge Park Casino First Year of Operation: Economic Impacts Report**  
(Released October 12, 2017)

This report summarizes Plainridge Park Casino’s (PPC) first twelve months of operation (July 2015 to June 2016) in an effort to understand how spending at PPC has affected the Massachusetts economy. To understand how spending at PPC impacts the Massachusetts economy, it is important to understand how these patrons would have otherwise spent their money if PPC had not opened.

- In total, patrons spent (i.e., PPC revenues) approximately \$172.5 million on gambling and non-gambling activities at PPC.
- Massachusetts residents who would have spent their money gambling in out-of-state casinos in the absence of PPC represented the majority of spending at PPC (i.e., \$100 million). This constituted 58.0% of spending at PPC, which represented “new” money to the Commonwealth.
- Massachusetts residents who otherwise would have spent their money elsewhere in Massachusetts represented \$36.6 million in spending at PPC which constituted 21.2% of spending. Compared to “recaptured” patrons, the economic impact of these patrons is more complex. The spending of these patrons has been reallocated from other Massachusetts businesses to PPC. Therefore, any positive economic impact which comes from an increase in revenue at PPC is accompanied by a negative impact elsewhere in the Commonwealth.
- Out-of-state residents represent the remaining \$36.0 million dollars of spending at PPC, or 20.8% of overall revenues reported by PPC. The extent to which this spending is “new” to Massachusetts depends on whether these patrons would have visited Massachusetts in the absence of PPC.
- Finally, in the course of visiting PPC, patrons also spent an estimated \$3.2 million in the Plainville area. This is money which would have been spent elsewhere if PPC had not opened.
- Regarding broader economic activity, over fiscal year 2016, PPC employed an average of 556 employees and paid \$17.8 million in wages.
- During the same period, PPC also supported \$19.1 million in spending on vendors, membership organizations, and charitable causes.
- In its first year of operation, on net, PPC created or supported 2,417 jobs in the Commonwealth, 1,633 of which were in the private sector. The remainder were government positions supported by the revenue generated by PPC.

**Sources of Spending at Plainridge Park Casino**

Source of Spending	Spending (Millions of Dollars)	Share of Spending
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%
<b>Total</b>	<b>\$172.5</b>	<b>100.0%</b>



- PPC also supported \$505.5 million in new output within the Massachusetts economy, \$362.4 million of which was value added (“new” economic activity or gross state product), and \$143.7 million in new personal income within the Commonwealth.

As part of Massachusetts’ Expanded Gaming Act, in addition to normal federal, state, and local taxes, PPC paid 49% of its gross gaming revenue to the state in the form of taxes and assessments. It has also entered into various agreements with the host community of Plainville and the surrounding communities of Attleboro, North Attleborough, Foxborough, Mansfield, and Wrentham. Some of these agreements include payments to the communities. Taken together, in fiscal year 2016, PPC spent \$77.6 million in payments to various Massachusetts government entities.

The full report can be viewed at:

<http://massgaming.com/wp-content/uploads/Plainridge-Park-Casino-First-Year-of-Operation-Economic-Impacts-Report-10-12-17-1.pdf>

**Gambling and Problem Gambling in Massachusetts: Results of a Baseline General Population Survey**  
(Released October 26, 2017)

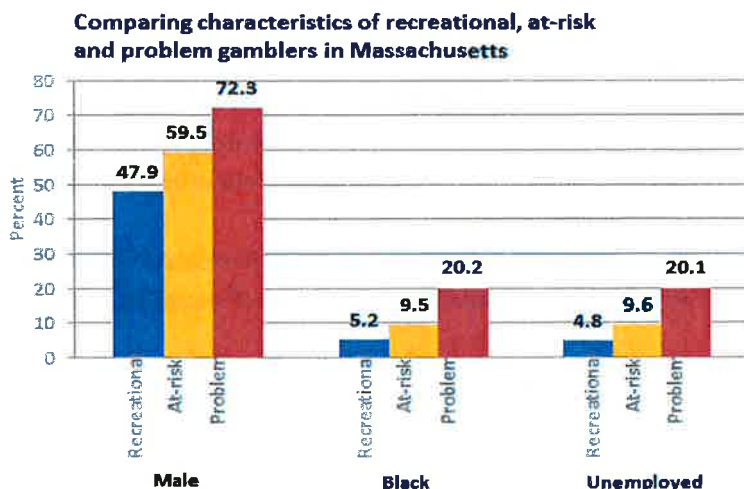
This report summarizes findings from a large baseline general population survey of Massachusetts to assess gambling behavior and problem gambling behavior before any of the state’s new casinos became operational. This is an updated version of the original report, published in May 2015, to reflect changes to the data weighting procedure. The Baseline General Population Survey took place between September 11, 2013 and May 31, 2014, had a response rate of 36.6%, and achieved a final sample size of 9,578 respondents. The report presents a comprehensive compilation of descriptive statistical results from the baseline survey, in the areas of gambling attitudes, gambling behavior, gambling problems, prevention awareness, and service utilization. Specific deliverables within the study include problem gambling prevalence, prevention awareness, and service utilization in Massachusetts.

Problem gamblers are individuals who experience significant impaired control over their gambling and negative consequences as a result of their impaired control.

- The current prevalence of problem gambling in Massachusetts is 2.0% of the adult population
- 8.4% of the population are at-risk gamblers
- Based on the percentages above, we estimate that between 83,152 and 135,122 adult Massachusetts residents are problem gamblers and between 389,776 and 488,519 adult residents are at-risk gamblers
- Nearly 2 in 10 Massachusetts adults (18.5%) reported knowing someone who they considered gambled too much.

There were significant differences in problem gambling prevalence associated with gender, race/ethnicity, and education.

- Men are 3 times more likely to have a gambling problem than women
- Blacks are 4 times more likely to have a gambling problem than Whites
- Individuals with only a high school diploma are 3 times more likely to have a gambling problem than individuals with a college degree



Awareness of existing problem gambling prevention initiatives in Massachusetts is quite variable.

- About 4 in 10 Massachusetts residents are aware of media campaigns to prevent problem gambling.
- Just over 1 in 10 of adults is aware of non-media prevention programs in schools and communities around the state. Of these, only a very small number had participated in such programs.

Among problem gamblers in the survey, only a very small number indicated that they would like help for a gambling problem or had sought help for such a problem. This contrasts with the estimate that between 83,152 and 135,122 Massachusetts adults currently have a gambling problem. The gap between this estimate and the small number of individuals who reported desiring or seeking treatment highlights a potentially underserved population that may be in need of treatment.

The full report can be viewed at:

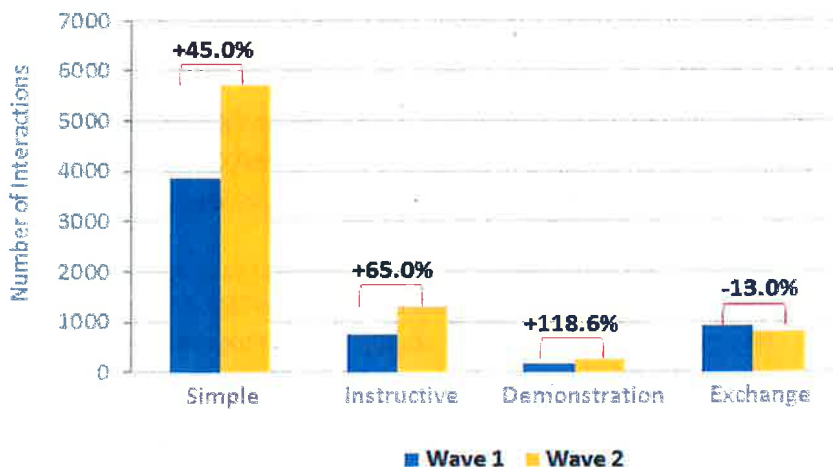
<http://massgaming.com/wp-content/uploads/Updated-BGPS-Report-10-26-17.pdf>

**Wave 2 Analysis of GameSense Program Activities & Visitor Survey: August 8, 2016 – February 7, 2017** (Full report anticipated release March 2018)

The primary goal of second GameSense evaluation (Wave 2) is to extend the evaluation of the program’s effectiveness by studying visitor’s knowledge of responsible gambling concepts, use of responsible gaming strategies and awareness of problem gambling resources while continuing an evaluation of the program’s safety and reach. Data was collected through GameSense Advisor (GSA) recorded checklists as well as 691 GameSense visitor surveys whose questions were divided based on first-time and repeat visitors.

- Exchange visitors typically avoid gambling myths that can be associated with gambling-related problems and use at least one strategy to keep gambling within personally affordable limits.
- Both first-time (87.7%) and repeat visitor (93%) Survey respondents reported that they would feel comfortable seeking help from a GameSense Advisor (GSA) for an emerging gambling problem.
- 94.3% of all respondents agreed or strongly agreed with the statement, “The GameSense Advisor I most recently spoke with gave me a new way to think about gambling.”
- First time visitor survey respondents correctly answered an average of 5.57 of 7 true/false questions designed to test their understanding of important gambling concepts such as the independence of slot machine play.
- 96.3% of all respondents recognized that excessive gambling can affect finances. Smaller majorities recognized the potential consequences of excessive gambling on personal relationships (61.7%) and

**Number of Simple, Instructive, Demonstration, and Exchange Interactions during Waves 1 and 2.**



mental health (53.2%). Less than half of respondents recognized that excessive gambling can affect physical health (44.7%).

- Across all interaction types, most interactions involved 1 or 2 visitors. Most Instructive (92.1%) and Exchange (62.0%) interactions began as Simple interactions.
- Overall, the total number of GSA interactions increased from 5,659 interactions during Wave 1 to 7,878 during Wave 2. This represents a 39.2% increase. Higher staffing levels, PlayMyWay launch, and GSAs' increased efficiency might explain these changes.

The full report is not yet available online.

## Patron Survey and License Plate Survey Report: Plainridge Park Casino 2016

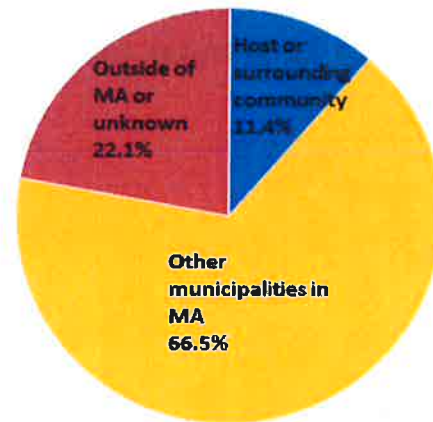
(Released on October 26, 2017)

This study explores the geographic origin and demographics of people patronizing Massachusetts casinos. Asking patrons directly about their gambling and non-gambling expenditures during casino visits help the MGC and other stakeholders to better understand the economic impacts of the new gambling establishments in the Commonwealth. The study is also useful in understanding patrons' perceptions and experiences with the new venues and begins to track the impact of the GameSense program.

- The majority of PPC patrons were from Massachusetts, with 11.4% from Plainville or nearby towns and another 66.5% from other Massachusetts communities. Overall, 19.2% of patrons were from outside the Commonwealth.
- Over half of all gambling, 58.3%, and non-gambling, 50.4%, spending by Massachusetts patrons at PPC is "recaptured." An additional 16.3% of gambling spending by Massachusetts residents was "reallocated" from other goods and services.
- Residents of the Greater Boston area, which includes Plainville and several surrounding communities, account for the majority, 49.7%, of recaptured gambling spending and 66.4% of recaptured non-gambling spending at the casino. Most of the remaining recaptured spending is accounted for by residents in the Southeast region.
- There is a high awareness of the GameSense program, 59.9% of patrons. Among patrons with an awareness of GameSense, 17.4% reported interacting with a GameSense Advisor. Among this group of patrons, 98.6% were satisfied with the information offered by the GameSense Advisor and one in four, 24.7%, changed the way they gambled as a result.

**Geographic Origin of Patrons**

n=479



Full report can be viewed at:

<http://massgaming.com/wp-content/uploads/Plainridge-Park-Casino-Patron-and-License-Plate-Survey-10-16-17.pdf>

## Play My Way Evaluation (Released on November 21, 2017)

This preliminary study was conducted by the Cambridge Health Alliance, Division on Addiction (CHA) and is part of a planned multi-year research and development agenda. The report includes a basic epidemiology of Marquee Rewards Card gambling records that provides sample characteristics, game characteristics, cash activity and gambling activity information. The PlayMyWay (PMW) records provided CHA with de-identified information about players' budgets and notification activity.

- Of the 101,024 Marquee Rewards® cardholders who gambled at PPC during the study period, 8.8% (8,856) enrolled in PMW. Enrollees were divided into three types: 85.2% stable (i.e., enrolled in PMW and remained enrolled in the program for the period of this study); 1.3% erratic (i.e., enrolled, un-

enrolled, and were enrolled in PMW at the end of the study period); and 13.5% dropouts (i.e., enrolled in the program, but at the end of the study period were un-enrolled from the program).

- PMW users had significantly more cash activity than non-users on slot machines and electronic table games. For example, during the entire study period, PMW users inserted significantly more cash into slot machines than non-users (difference of means = \$620.50,  $p < 0.01$ ). They also withdrew more funds than non-users (difference of means = \$692.31,  $p < 0.01$ ).
- With respect to gambling activity, PMW users tended to wager less money as well as lose less money per day compared to non-users. Whereas the median PMW-user wagered \$347.80 and lost \$47.50 per day, their non-user counterparts wagered \$485.30 and lost \$62.90.
- Overall, slightly less than two-thirds of all PMW users (63.0%) never exceeded their budgets; just over one-third of all users (37.0%) exceeded their budgets at least once during the study period.
- The vast majority of PMW users were from Massachusetts (78.4%) and other New England states.
- The PMW users had an average age of 54 and were significantly younger than the non-users.
- PMW and non-users visited PPC an average of 6.5 and 6.8 times, respectively, during the study period.

**Mean, standard deviation, and median for non-user and PlayMyWay users' measures of gambling activity**

	Non-users (n=92,168)			PlayMyWay users (n=8,856)		
	Mean	SD	Median	Mean	SD	Median
<b>Number of visits</b>	6.8	14.2	2.0	6.5	14.9	2.0
<b>Total amount wagered</b>	\$7,862.1	\$41,579.9	\$882.8	\$6,252.6	\$32,009.6	\$574.2
<b>Amount wagered per day</b>	\$789.1	\$2,295.9	\$393.5	\$594.8	\$1,090.4	\$285.7
<b>Amount wagered per week</b>	\$922.2	\$2,2732.8	\$417.0	\$780.1	\$1,889.6	\$317.5
<b>Amount wagered per month</b>	\$1,651.4	\$6,183.6	\$512.6	\$1,542.8	\$5,866.0	\$386.6
<b>Net winnings</b>	-\$1,251.6	\$12,512.6	-\$127.6	-\$704.4	\$3,546.4	-\$89.4

Full report can be viewed at:

<https://massgaming.com/wp-content/uploads/PlayMyWay-Preliminary-Evaluation-11-21-17.pdf>

**Upcoming Reports and Studies**

**Massachusetts Gambling Impact Cohort (MAGIC)**

- To date, three waves of data have been collected from a cohort of 3,100 adult Massachusetts residents. The study includes an over-sample of at-risk and problem gamblers drawn from the SEIGMA baseline population survey.
- **STATUS:** A final report of wave 2 is expected to be released on January 4, 2018.
  - Wave 3 MAGIC report is expected in June 2018
  - Wave 4 data collection will be completed by June 2018

## Social and Economic Impacts of Gambling in Massachusetts (SEIGMA)

- **CHIA Manuscript: Rodriguez-Monguio, R., Brand, E., and Volberg, R.A. 2017. "The economic burden of pathological gambling and co-occurring mental health and substance use disorders."**
  - Analysis of healthcare services utilization & cost in MA associated with pathological gambling.
  - **STATUS:** Article in press at the *Journal of Addiction Medicine*.
- **CHIA Manuscript: Longitudinal cohort**
  - Analysis of individuals in the CHIA dataset who received a diagnosis of pathological gambling each year between 2009 and 2013.
  - **STATUS:** A publishable manuscript will be submitted by April 2018.
- **CHIA Manuscript: Gender differences in healthcare utilization and costs**
  - Analysis of males and females in the CHIA dataset who received a diagnosis of pathological gambling any year between 2009 and 2013.
  - **STATUS:** A publishable manuscript will be submitted by April 2018.
- **Further Analyses of BGPS Data**
  - Further analyses of BGPS data include preparation and submission of publishable manuscripts based on (1) deeper analyses of the BGPS, (2) analysis of differences in predictors of problem gambling by gender, and (3) analysis of associations between problem gambling and specific forms of gambling.
  - **STATUS:** A manuscript based on the deeper analyses was submitted for publication in October 2017. Manuscripts based on two other analyses will be submitted by June 2018.
- **Alternative Weighting Technical Memo**
  - Exploring alternative weighting techniques—model-based estimates of gambling.
  - This approach, if successful, may translate to different populations, and avoid having to develop weights for each survey component of the SEIGMA and MAGIC projects.
  - Memo describing proposed approach submitted to MGC in June 2017.
  - **STATUS:** A final report is expected in July 2018.
- **The Social and Economic Impacts of Gambling in MA, 2018**
  - Report summarizing the social and economic impacts to date of introducing MA casinos.
  - This first report will primarily focus on the impacts associated with Plainridge Park Casino.
  - Awaiting agreement with RDASC on weighting procedures for Baseline and Follow-up Plainville Targeted Surveys.
  - **STATUS:** Report expected by the end of March 2018.
- **2<sup>nd</sup> Real Estate Report**
  - Report on the impact of casinos on real estate conditions in MA.
  - Provides a comparison to the 1st Real Estate Report which established a baseline prior to the opening of Plainridge Park Casino.
  - **STATUS:** Expected by the end of February 2018.

- **Lottery Revenue Report**
  - To understand the impact of casino gambling on lottery sales over time and geographically.
  - STATUS: Expected end of March 2018.
- **Social Impact and Economic Impact Factsheets**
  - Summaries of social and economic impact information aimed at general audiences.
  - STATUS: Expected June 2018.

## **Public Safety Research**

- **Assessing the Impact of Gambling on Public Safety in Massachusetts Cities and Towns**
  - A report of crime and calls for service in Plainville and surrounding communities. The intention is to demonstrate, comprehensively, what changes in crime, disorder, and other public safety harms can be attributed directly or indirectly to the introduction of a casino and what strategies local communities need to implement to mitigate the harm. Allows police agencies the ability to respond if issues arise.
  - To date two reports have been released – a 6-month report in April, 2016 and one-year in December, 2016.
  - STATUS: The two-year research trend report is expected in January 2018. The baseline report for Springfield and surrounding communities is expected in June 2018.

## **Data Storage and Sharing**

- **Exportable Baseline General Population Survey (BGPS) dataset and codebook**
  - Awaiting specification from Research Review Committee on variables to upcode.
  - STATUS: Dataset delivery is expected in early 2018.
- **Exportable Baseline Online Panel (BOPS) and Exportable Patron Survey datasets and codebooks**
  - Exploring options for data storage and dissemination practices.
  - STATUS: Dataset delivery is expected by June 2018.
- **Shiny interactive web applications**
  - Interactive web apps for relevant social, health, and economic measures.
  - Provides data trends at a community and state level.
  - Currently in discussions with MGC regarding best approaches to disseminating data.
  - STATUS: 5 new interactive web applications by June 2018.

## **Evaluation of Key Responsible Gaming Initiatives**

- **Voluntary Self-Exclusion**
  - A longitudinal study of VSE Enrollees
  - Provides information to improve the program and identify predictors of entry to the program that inform early intervention and prevention strategies.
  - STATUS: Participant recruitment has ended (Nov. 30<sup>th</sup>). A final report is expected June 2018.
- **GameSense Program**
  - Next steps for the evaluation include:
    - Report on PPC employee knowledge, use (personal and patron referral), and opinions about the GameSense program.

- Report on GameSense questions asked during SEIGMA patron intercept study.
  - **STATUS:** Final Report summarizing GameSense evaluation efforts is expected March 2018.
- **Play My Way**
  - Next steps for the evaluation include:
    - A Follow-up study using data which links player spend data with Play My Way data.
    - A patron survey exploring perception and utility of Play My Way.
  - **STATUS:** Data collection and analysis for the linked study is ongoing. Patron survey will be commenced in the spring with a final report expected in June 2018.

### **Special Population Research**

- The University of Massachusetts, Boston Institute for Asian American Studies (“UMASS Boston”) will conduct a pilot study to develop and test methods for recruiting, screening and conducting diagnostic interviews among Chinese immigrants living and working in the Boston’s Chinatown.
  - **STATUS:** Final Report is expected June 2018
- JSI Research and Training Institute, Inc. will conduct a study of recreational and problem gambling among Black residents of Boston. The study is intended to build on the foundation of a knowledge started by the Social and Economic Impacts of Gambling in Massachusetts (SEIGMA) study.
  - **STATUS:** Final Report is expected June 2018
- Bedford VA Research Corporation Inc. (BRCI) will evaluate the reliability and validity of the BBGS gambling screen to detect problem gambling among VA patients in Primary Care Behavior Health (PCBH) clinics. The study aims to evaluate the prevalence of problem gambling among veterans and its co-occurrence with other medical and mental health problems.
  - **STATUS:** Final Report is expected June 2018.



## Massachusetts Gaming Commission Research and Responsible Gaming Research and Initiative Structure

