

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

Appendix C

### **2018 COMMUNITY MITIGATION FUND**

Specific Impact Grant Application

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

#### Please complete entire Application

City of Springfield - Police Department

1. NAME OF MUNICIPALITY/GOVERNMENT ENTITY/DISTRICT

Domenic J. Sarno, Mayor

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

36 Court Street, Springfield, MA 01103

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

413-787-6100; DSarno@springfieldcityhall.com

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

Timothy J. Plante, Chief Administrative & Financial Officer

5. NAME AND TITLE OF CONTRACT MANAGER RESPONSIBLE FOR HANDLING OF FUNDS ON BEHALF OF MUNICIPALITY/GOVERNMENTAL ENTITY

36 Court Street, Room - 412, Springfield, MA 01103

6. ADDRESS OF CONTRACT MANAGER RESPONSIBLE FOR HANDLING OF FUNDS ON BEHALF OF MUNICIPALITY/GOVERNMENTAL ENTITY

413-886-5004; TPlante@springfieldcityhall.com

7. PHONE # AND EMAIL ADDRESS OF CONTRACT MANAGER ON BEHALF OF MUNICIPALITY/GOVERNMENTAL ENTITY

Blue Tarp reDevelopment, LLC- MGM Springfield

8. NAME OF GAMING LICENSEE

#### **1. IMPACT DESCRIPTION**

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

Springfield, Massachusetts is the cultural and commercial center of the Pioneer Valley region. It is the third largest city in the Commonwealth of Massachusetts, and combined with the surrounding communities, constitutes the fourth largest metropolitan area in New England. Five of the Pioneer Valley region's twenty largest employers are located in Springfield, including the Baystate Health System, the Massachusetts Mutual Life Insurance Company, Solutia, Inc. (Division of Monsanto Chemical Co.) and the Smith & Wesson Company. The city's strong partnership with the business community accounts for the revitalized Central Business District. Springfield now stands on the precipice of unprecedented economic growth in the form of the near one billion dollar *MGM Springfield* destination resort casino that on June 13, 2014 was officially awarded its license by the Massachusetts Gaming Commission.

The MGM Springfield destination resort casino is a bold and auspicious one imbued with the vision and leadership of Mayor Domenic J. Sarno, Chief Development Officer Kevin Kennedy and other city officials. Unlike the two alternative casino projects formerly proposed for Springfield and most others including Connecticut tribal ones; the MGM Springfield site rejected an inward-focused, self-contained "own-world" design. Instead, the project seeks to fully integrate the casino with its surroundings and make the Metro (downtown) area from the MassMutual Center to Symphony Hall part of the overall casino experience. The casino destination resort project will include a public plaza, ice skating rink, cinema and bowling alley - all of which can be accessed without passing through the casino floor proper; a radical shift from classic "gaming design" and one that requires an equally innovative and comprehensive response by the Springfield Police Department.

The gaming facility – located in the heart of the city's Metro area – will meld MGM Resorts International with an urban (actually named) Main Street, USA. The potential for the casino project to be a dynamic economic catalyst is as real and immense as the challenges posed to the Springfield Police Department to effectively police it.

Extra operational burdens will at every juncture be placed on the Springfield Police Department to maintain public safety and facilitate traffic control. After Foxwoods casino opened nearby, for example, the town of Preston reported receiving almost 1,000 annual calls for emergency services, up from 200 yearly before the casino<sup>1</sup>. Without a dedicated complement of casino area-centric officers, projected increases in calls for service at MGM Springfield would overwhelm the operational capacity of the Springfield Police Department's Uniform Patrol Division – the department's primary 911 call response unit.

<sup>1</sup>[The Casino Gamble in Massachusetts Full Report and Appendices, Phineas Baxandall and Bruce Sacerdote, 2005].

The city has grappled with a crime and disorder problem typical of urban cities nationwide. Springfield's crime rate, however, exceeds state and national per capita averages of same-sized cities. Crime analysis consistent with the tenants of the *National Institute of Justice Special Report publication "Mapping Crime: Understanding Hot Spots"* revealed that the worst of the problems are often concentrated in densely populated urban areas and around business districts with frontage on several major corridors that bisect the city.<sup>1</sup> The casino is bordered to the west by I-91 north/south and in close proximity to the connecting I-90 east/west. The Metro area has experienced some high profile violent crime events that admittedly contribute to a crime reputation versus reality problem that could negatively impact the vitality of the gaming facility.

The construction of the gaming facility has concurrently occurred with the I-91 Viaduct Restoration Project that began in July 2015. The scope of the immense and ongoing viaduct rehabilitation necessitated MGM Springfield with Massachusetts Gaming Commission approval delaying until September 2018 the opening of the resort casino. The settlement of the gaming facility in the city's Metro area has appropriated a three-block parcel of land including two streets where a school, Hampden County Sheriff's Office WMASS Alcohol Correctional Center and other businesses with parking were formerly located. Both projects have combined to cause an already traffic-congested Metro area to experience a considerable rise in vehicular volume, by-product delays and crashes.

A free valet parking program financed by the Massachusetts Gaming Commission that supports a community health center in the Metro (South End) area recently reached a milestone of 10,000 vehicles aided by the service in the first ten months of operation. The community health agency's recognized need is one that is already being experienced by the city on a far larger scale.

In December 2016, more than 100,000 people visited the new MGM National Harbor Casino resort in Maryland during its opening weekend. Twice during the first two days of operations, police were forced to briefly close exits from a major interstate in to the casino complex because traffic was backing up in to Virginia. The Prince George's County Police for 45 days kept a deployment of 195 officers spread over three shifts to manage traffic around the casino site.

The elevated viaduct carries I-91 through Springfield, with the north limit of the structure in the middle of the I-291 Interchange and the south limit just south of State Street. I-91 has an average daily traffic volume of approximately 75,000 vehicles, with 90,000 vehicles using the I-91/291 Interchange. The viaduct and the Springfield Police Department are every September keenly challenged to handle the

enormous volume of traffic generated from the annual 21 day *Big E – New England States Fair* that is located in neighboring West Springfield, MA.

MGM Springfield is estimated to garner 18,570 new primary Friday daily trips and 20,824 new primary Saturday trips who will consume the gaming facility's 3,600 parking garage spaces. 25,000 daily visitors to the casino site are projected according to MGM Springfield estimates.

In 2013, the City of Springfield/Springfield Police Department used a *Mitigation Destination Resort Development's Community Impact in Springfield, Massachusetts* study by the *Innovation Group* to inform its terms under the Host Community Agreement with the Massachusetts Gaming Commission.

In 2014, John R. Barbieri was installed as Springfield Police Commissioner following the retirement of William J. Fitchet. Commissioner Barbieri's vision for policing the Metro-centric gaming area was markedly different from his predecessor's in scope and charted a spectrum service delivery plan that included a robust Metro Police Unit, public safety sub-station, kiosks and participation in the state Gaming Enforcement Unit. Commissioner Barbieri directed the establishment of a 41 officer/supervisor Metro Unit using Host Community Agreement funding as part of a public safety plan dedicated to the Metro and South End areas.

The department's assignment of five officers and one lieutenant to the Gaming Enforcement Unit which is being solidified under a Memorandum of Understanding with the Massachusetts Gaming Commission and State Police will tax the operational capacity of the Springfield Police Department to maintain sufficient staffing levels necessary for the delivery of police services. Therefore, as outlined in the *Proposed Mitigation* section below, the City of Springfield/Springfield Police Department seeks funding for police training and related costs to remediate staffing deficits resulting from its reassignment of sworn personnel to staff its Gaming Enforcement Unit – Springfield compliment.

#### **2. PROPOSED MITIGATION**

a) Please identify the amount of funding requested.

b) Please identify below the manner in which the funds are proposed to be used.

c) Please provide documentation (e.g. - invoices, proposals, estimates, etc.) adequate for the Commission to ensure that the funds will be used for the cost of mitigating the impact from the construction of a proposed gaming establishment.

d) Please describe how the mitigation request will address the specific impact indicated. Please attach additional sheets/supplemental materials if necessary.

#### Section A

The City of Springfield/Springfield Police Department respectfully requests \$744,159.84 in 2018 Community

#### Mitigation Fund/Specific Impact Grant funding from the Massachusetts Gaming Commission.

The City of Springfield/Springfield Police Department seeks waivers/variances for: **1**) *Funding Request in Excess* of the \$500,000 Funding Cap, and **2**) One Application Per Municipality, and **3**) deadline for incurring costs prior to opening of MGM Springfield (as Police Training Academy won't be completed until approximately October, 2018).

In accordance with the <u>Waivers and Variances</u> and the <u>Specific Impact Grants – What Can Be Funded?</u> sections of **the 2018 Community Mitigation Fund BID** document; we assert the following:

#### 1. Granting the waiver or variance is consistent with the purposes of M.G.L. c. 23K;

M.G.L. c. 23K promulgates the authority to establish for local police participation in the state Gaming Enforcement Unit, and the Mass. Gaming Commission has agreed to include "police training costs" as a permissible purpose for Specific Impact Grant funds. As outlined in Section B below, mitigation funds will be used to cover the costs of sending six (6) new recruits to the Police Training Academy, and to cover other SPD personnel costs incurred to backfill the positions of the 5 officers and 1 Lieutenant who are being assigned to the Gaming Enforcement Unit (expected to occur in April, 2018), until the 6 new recruits complete the Training Academy and are available to fill the open positions (expected in October, 2018).

#### 2. Granting the waiver or variance will not interfere with the ability of the Commission to fulfill its duties;

Consistent with the purpose of mitigation funding and recognition that, "The Commission recognizes that applications for police training costs may exceed \$500,000 and may take this into consideration in evaluating any waiver requests", our funding waiver request affirms the Commissions' recognition of the high costs associated with police training. We opine that our mitigation funding request is reasonable and consistent with the Commissions' understanding of training costs, and addresses the specific impact of the opening of MGM Springfield on the operational capacity of SPD.

#### 3. Granting the waiver or variance will not adversely affect the public interest; and

The interest of the City of Springfield on behalf of its citizens and the public at large are best served through the establishment of the most robust public safety plan at its gaming site. Assignment of sworn personnel to the critically important state Gaming Enforcement Unit serves the public interest by ensuring integrity through the highest quality investigation and enforcement of gaming offenses.

# 4. Not granting the waiver or variance would cause a substantial hardship to the community, governmental entity, or person requesting the waiver or variance.

The City of Springfield anticipates mitigation funding requests to be submitted from more than one city department. A denial of waiver would leave City of Springfield and its agencies likely unable to achieve their respective objectives without ample mitigation funding available under variance.

#### Section B

The City of Springfield/Springfield Police Department proposes for this funding opportunity to fund the training and equipment needed for six (6) new recruit officers to attend the Police Training Academy and to establish one (1) new lieutenant's position through promotion of an existing sergeant. Furthermore, the cost of fully outfitting the recruit officers and Quinn Bill Educational Incentive for the lieutenant is sought. Additionally, back-fill overtime costs are requested to remediate staffing deficits that will occur immediately upon the reassignment of sworn personnel to the state Gaming Enforcement Unit. Back-fill overtime will remedy operational deficits that will occur upon reassignment of sworn personnel to the Gaming Enforcement Unit and continue until such time as the recruit officer complement completes academy training and amends the resulting staffing shortfalls.

Based on a projected April 2018 academy start date; it is anticipated that training will not conclude before the forecasted September, 2018 opening of the gaming facility. However, academy training is expected to conclude within a month of the gaming facility's opening.

The specific impact caused by the gaming facility's construction outlined in **Section 1. - Mitigation Impact** requires a real-time response accountable to the city's overall public safety plan and finite municipal resources. The City of Springfield/Springfield Police Department will use this funding opportunity to fill staffing vacancies with a belief that successful mitigation is dependent on having the right number of personnel in place to offset the challenges of related to the casino project.

<u>Section C & D:</u> Please refer to the 2018 Community Specific Impact Mitigation Funds – Springfield Police Budget Narrative (Attachment A) and Timeline (Attachment B) documents for complete details.

#### **3. CONNECTION TO GAMING FACILITY**

# Please provide specificity/evidence that the requested funds will be used to address issue or impacts directly related to the gaming facility.

The City of Springfield/Springfield Police Department is currently negotiating a Memorandum of Understanding (M.O.U.) with the Massachusetts State Police as evidence that the requested funds will be used to address impacts directly related to the gaming facility. The draft M.O.U. outlines a complement of five (5) police officers and one (1) lieutenant to be assigned to the state Gaming Enforcement Unit in April/May, 2018. Mitigation funds requested for recruit officer academy training and the establishments of a new lieutenant's positon are identical in scope to the department's Gaming Enforcement Unit compliment. Mitigation funding will be used to fund a one-for-one replacement for officers reassigned to the state Gaming Enforcement Unit.

#### 4. IMPACT CONTROLS/ADMINISTRATION OF IMPACT FUNDS

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

The City of Springfield / Springfield Police Department is the fiscal agent for this initiative. Fiscal and grant management responsibilities, including receipt and dispersal of funds, entering into and managing sub-recipient grant agreements, compliance with reporting requirements, and performance measurement tracking and reporting will be performed by the Springfield Police Department's Office of Business and Technology, Director of Finance. The Office of Business and Technology (OBT) manages a \$40 million dollar annual budget. OBT provides fiscal and sub recipient grant management for the City's \$1 million 2013 Byrne Innovation grant award, the Senator Charles E. Shannon, Jr. Community Safety Initiative and the Safe & Successful Youth Initiative with an annual budget of \$1.7 million dollars. In all, the OBT manages over 20 sub recipient agreements per year. OCD provides fiscal oversight for numerous other federal and state grants each year, including grants from the Bureau of Justice Assistance Grants, and a number of Massachusetts Executive Office of Public Safety and Security grant funded programs.

The Springfield Police Department Grants and Planning Unit under the command of Captain Robert Tardiff provides for a second level of programmatic and fiscal oversight in conjunction with our Office of Business and Technology.

This project has been assigned to the Deputy Chief of Police, William C. Cochrane, as a senior project manager for the programmatic plan and the Director of Business and Technology for the fiscal support and oversight. The City of Springfield Law Department will have direct oversight and ensure compliance with the Gaming Enforcement Unit M.O.U., Host Community Agreement and or other legally binding compacts associated with the gaming facility.

No non-governmental entities are represented in this funding request.

#### **5. RELEVANT EXCERPTS FROM HOST OR SURROUNDING COMMUNITY AGREEMENTS**

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

The Springfield Police Department's participation through reassignment of five (5) officers and one (1) lieutenant to the state Gaming Enforcement Unit was not anticipated nor addressed in its Host Community Agreement. The Host Community Agreement did not provide and could not reasonably foresee providing for Gaming Enforcement Unit staffing because the department's participation in the unit was at the earliest stages rejected by the former Police Commissioner. With the installation of Commissioner Barbieri; the department's gaming facility public safety plan purposefully evolved in the same fashion as MGM Springfield's site design did. Commissioner Barbieri recognized that the gaming facility represents unprecedented levels of direct and shared policing responsibilities with The Massachusetts State Police and the necessity of having a Springfield Police Department contingent on its Gaming Enforcement Unit.

2018 SPECIFIC IMPACT GRANT APPLICATION Page 3

#### 4. IMPACT CONTROLS/ADMINISTRATION OF IMPACT FUNDS

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

Please see attached.

#### 5. RELEVANT EXCERPTS FROM HOST OR SURROUNDING COMMUNITY AGREEMENTS

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

Please see attached.

#### CERTIFICATION BY MUNICIPALITY/GOVERNMENTAL ENTITY

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

Nogin Harro Mayou

Signature of Responsible Municipa Official/Governmental Entity

EB. 1,20187



# 2018 Community Specific Impact Funds Springfield Police Department Project Timeline



Activity	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sep	Oct	Nov	Dec
Identify 1 Lt & 5												
Officers to take part	X	X	Х									
in Gaming												
Enforcement Unit												
(GEU)												
Identified SPD												
Officers attend 8-wk				X	X	X						
GEU Training, and are												
now members of GEU												
SPD New Recruit												
Academy timeframe				Х	X	X	Х	X	X	X		
Backfill needed for												
Officers who been				X	X	X	X	X	X	X		
assigned to GEU												

- 1. Commissioner Barbieri and SPD Senior Command Staff will interview & select GEU sworn personnel (selection of Five (5) Patrol Officers and One (1) Lieutenant Position) for the GEU positions.
- 2. Once selected, the Six (6) SPD members of the GEU will attend an 8-week Gaming Enforcement Unit training with members of the MSP, expected to begin in April/May, 2018. Once the GEU training commences, these SPD employees are considered GEU members and are no longer available for SPD assignments.
- 3. Concurrently, the SPD process to recruit and hire six (6) new recruits to attend the MPTC training academy is underway.
- 4. Once the GEU training begins in April/May, 2018, the SPD will have to remediate vacancies for the five (5) officer positions and one (1) Lieutenant Position caused by the GEU assignments. We are requesting that back-fill costs be funded until the new recruits complete the training academy and deploy for street-duty. The academy will begin Mid-late April 2018 and will be completed in early-mid October, 2018.
- 5. During the gap in hiring new officers to replace those now in the GEU, we are requesting the salary to send six (6) new recruits through our 24-week Municipal Police Training Committee Academy and the salary and education incentive cost for one lieutenant position.

# 2018 Specific Impact Mitigation Fund Springfield Police Department - Springfield, MA

New Recruits to	1							
replacement GEU Personne	4							
# of new								Replacement/
	personnel		Base Salary	<u>Cost</u>				ficer Deficit
Officer	6		\$56,334.04				\$	338,004.24
OTPS costs	6			\$ 3,853.00		al con polici i man cont i - al c	\$	23,118.00
							<u> </u>	
Lieutenant	1	\$	89,232.00				\$	89,232.00
Quinn Bill - 20% of Annual								
Salary	1 1	L		\$ 17,846.40			\$	17,846.40
*Recruit class 1 year = 22 w		30 w					\$	468,200.64
	Per RECRUIT		6 Recruits					
SALARIES	\$56,334.04	\$	338,004.24					
UNIFORMS	\$ 1,208.00		7,248.00					
VEST	\$ 795.00		4,770.00					
EQUIPMENT/FIREARM/	\$ 1,100.00	\$	6,600.00					
AMMO								
INSTRUCTORS/TRAINING	\$ 750.00	\$	4,500.00					
COSTS/PRE EMPLOY								
PHYS/PSYCH EVAL								
TOTAL	\$60,187.04	\$	361,122.24					
Gamming Enforcement Uni	t							
Training Backfill							-	/
	# of Backfill				<u>10</u>	hourly		
ana juna mang dalakatan dalamatan kata mang mang kata kata kata kata kata kata kata kat	Officers	<u># (</u>		<u># of weeks</u>	<u> </u>	rate		al Backfill cost
Officer	5	ļ	38.5	24	\$	46.36	\$	214,183.20
			20	24	ć	<u></u>	<u> </u>	C1 77C 00
Lieutenant	1	20.5	39	24	Ş	66.00	\$	61,776.00
*Supervisors are 39 hours p	er week -Patrol	38.5	nrs per week	J			\$	275,959.20
*Anticipated CDA receticts	d colony @ hone fit	iner	acces for IDDO	1				
*Anticipated CBA negotiate								
(patrolmen) 364 Union and	SPA(supervisors	) Unio	on					
					-			
Тс		\$			744,159.84			



## 2018 Community Specific Impact Mitigation Funds Springfield Police Department Budget Narrative



#### A. Sworn Personnel: \$445,082.64

The forming of the Gaming Enforcement Unit (GEU) will result in the need to hire six (6) new officers, and promote one (1) sergeant.

(6) New Recruits: The department is dedicated to maintaining a high level of training for its officers. The department will seek out and send new recruits for training that will assist them in dealing with crime and disorder issues resulting for destination resort development activity. The department will incur expenses due to the 24-week Municipal Police Training Committee basic academy training required for the new officers. Annual salary of a new recruit is \$56,334.04 x 6 new recruits for a total Gaming Commission Share of \$338,004.24. (Please note the Police Training Academy is expected to start in April, 2018, and lasts for 6 months. So the training will not be completed before the MGM Casino opens in September, 2018).

**Lieutenant Position**: Additionally, our department will need to promote one (1) Sergeant to a Lieutenant position. The lieutenant will be responsible for the overall coordination and administration of a unit. The base salary for a Lieutenant Position is \$89, 232.00. Furthermore, we seek to include the Quinn Bill cost associated with this promotion. The Quinn Bill was enacted by the Massachusetts Legislature to encourage police officers to earn degrees in law enforcement and criminal justice. The current rate is 20% of the base salary; for this position, we seek \$17,846.40. The total request to promote a Sergeant to Lieutenant to remediate that position going to the GEU is \$107,078.40.

\*Anticipated CBA negotiated salary & benefit increases for IBPO (Officer) 364 Union and SPA Union (Supervisors)

#### B. Equipment: \$18,618.00

The department will need to purchase personal equipment for six (6) new recruits before attending the training academy. Personal equipment includes: uniforms, firearms, holsters, batons, leather goods, and ballistic vest.

The cost per new recruit uniforms is \$1,208.00 annually, vest cost \$795.00, firearm, holster and ammo cost \$1,100.00 for a total of \$3,103.00 per new recruit. Our department seeks a total of \$18,618.00 in personal equipment for six new recruits.

#### C. Training Staff cost: \$4,500.00

The department will incur expenses due to the hiring and training procedures for six (6) new recruits. Those costs will be in the areas of academy staff overtime, study materials, training materials, facilities and contracted instructors, background investigations, physical examinations, and psychological testing. The cost for each new recruit will be approximately \$750.00 x 6 new recruits for a total request of \$4,500.00.

## 2018 Community Specific Impact Mitigation Funds Springfield Police Department Budget Narrative

#### D. Other Costs - Back-fill Overtime: \$275,959.20

Safety and security is a critical need for our city, residents, businesses and patrons. In developing our Gaming Enforcement Unit, personnel vacancies have ensued. In order to remediate the loss of five officers and one lieutenant, we seek \$275,959.20 in overtime back-fill cost to maintain current levels of providing a safe community through visible, reliable, and proactive police service. Funds requested for this purpose will provide current levels of service over 24 weeks as the Gaming Enforcement Unit officers leave their current unit for reassignment, and until the new recruits have completed the training academy in October 2018.

The current overtime rate for our officers is \$46.36/hr x 38.5hrs per week x 5 officers x 24 weeks is a total of \$214,183.20.

The current overtime rate for our Lieutenant positions is \$66.00/hr x 39hrs per week x 24 weeks is a total of \$61,776.00.

#### **Total Specific Impact Funds Request: \$744,159.84**