

**22****COMMUNITY
MITIGATION
FUND****APPENDIX C – SPECIFIC IMPACT GRANT APPLICATION****BD-22-1068-1068C-1068L-68403*****Please complete each section of this Application*****1. PROJECT INFORMATION****a) NAME OF MUNICIPALITY/GOVERNMENT ENTITY/DISTRICT AND VENDOR CODE**

Plainville Police Department

VENDOR CODE:**b) PROJECT NAME (LIMIT 10 WORDS)**

Community Resource Officer

c) BRIEF PROJECT DESCRIPTION (LIMIT 50 WORDS)

As a host agency of a gaming establishment we are lacking a community resource officer and/or liaison that provides a conduit between our community and the gaming establishment. We often field calls related to incidents that occur during high volume days such as holidays, weekends, special events, or other incidents involving the police department. Plainridge keeps us informed about many of the events, but we struggle due to our current environment of reduced staff and increased demand on services. The proposed officer can be utilized to bridge this gap and to address these concerns with the gaming facility, community and the Town. Further, the officer can assist with current problems that affect our community directly by identifying problems outside the facility, assist with event planning occurring at the facility, creating and implementing training courses, community outreach, and other youth and elder educational programs.

d) CONTACT PERSON(S)/TITLE (Persons with responsibility for this grant)

James Floyd – Acting Chief of Police jfloyd@police.plainville.ma.us (o) 508-809-5524 (c) 508-320-8967
Brian Noble – Town Administrator bnoble@plainville.ma.us 508-576-8470
Julie Hebert – Finance Director jhebert@plainville.ma.us 508-576-8480

e) PHONE # AND EMAIL ADDRESS OF CONTACT PERSON(S)

James Floyd – jfloyd@police.plainville.ma.us (o) 508-809-5524 (c) 508-320-8967
Brian Noble bnoble@plainville.ma.us 508-576-8470
Julie Hebert – jhebert@plainville.ma.us 508-576-8480

f) MAILING ADDRESS OF CONTACT PERSON(S)

194 South Street
Plainville, MA 02762

2. IMPACT DESCRIPTION/CONNECTION TO GAMING FACILITY**a) Please describe in detail the impact that is attributed to the operation of a gaming facility.**

The gaming facility provides entertainment through restaurants, a function hall, live entertainment, gaming, lottery, horse racing and simulcasting on a daily basis. In moderation each provide an opportunity to network and be entertained with an opportunity to win. The impact is often, perhaps, unmeasurable or simply reactive without identification and a course of intervention when identified. Having a community resource officer will bridge some gaps, allow us to better identify opportunities to be proactive, and further isolate or missed opportunities with patrons that visited or other who were impacted by over indulgence of such activity.

b) Please provide documentation, specificity or evidence that gives support for the determination that the operation of the gaming facility caused or is causing the impact (i.e. surveys, data, reports)

The Plainville Police have responded to or have been involved in investigations of incidents outside the gaming regulations that involve disagreements, domestics, fights, alcohol, drugs, gambling, and financial instability inclusive of 139 incidents in 2020 and 2021 (see addendum A ppg. 1-12), among others. Often our agency is required to follow up on these complex cases that can involve the department of social services, diversion, substance abuse education and support, and other programs to address other addictive behaviors.

MGL c23k §1-7 identifies (Addendum A) *“the importance of the commonwealth's unique cultural and social resources and integrating them into new development opportunities shall be a key component of a decision to the award of any gaming license under this chapter”* The MGL identifies a core component the gaming facility has achieved, the Plainville community is applying for this grant to expand and enhance this key component.

Referencing Christopher Bruce's report (Addendum B) from 2019 identifies quality of life issues such as disorderly conduct, lost property, suspicious activity and traffic issues (Bruce, 2019). Funding the Community Resource officer will mitigate patrol response to some of these time intensive incidents.

c) How do you anticipate your proposed remedy will address the identified impact?

As a host agency of a gaming establishment we lack a community resource officer and/or liaison that would provide a conduit between our community and the gaming establishment. The officer would focus on providing direction to professional evaluations and assistance for those impacted listed in section 2 subpart b. We often field calls reacting to incidents that occur during high volume days such as holidays, weekends, and special events. Plainridge keeps us informed of many of the events, but we also struggle with our current environment of reduced staff and increased demand on services. The proposed officer can be utilized to bridge those concerns and needs with the gaming facility, community and the Town, assist with other problems that affect our community directly, assist with identifying problems outside the facility, assist with event planning occurring at the facility, provide training courses, community outreach, and other youth and elder educational services. While providing as a community resource officer does not guarantee solutions to every problem, the proactive actions

of the community resource officer and our stakeholders will provide earlier intervention and solutions to many of them.

Police officers are expected to handle suspicious person, criminal, medical, and mental health calls, as well as provide support and services well beyond our core functions within law enforcement. Understanding that police officers are no longer the sole guardians of law and order, each member of our community becomes active allies in our effort to enhance the safety and quality of the community. The Plainville Police Department has adopted and prescribed to community policing for decades. Although our community has seen a tremendous amount of growth, our agency has not experienced the same, resulting in some sacrifices in some educational programs such as DARE, community outreach and elderly educational services i.e. fraud, technology and self-defense. Community policing is collaboration between the police and the community to identify and solve our community problems collectively. Efforts like these provide understanding, educational opportunities, spawning new ideas to improve communication and quality of life within our community.

The Town of Plainville and the Plainville Police Department has committed to hiring three officers utilizing the Community Orientated Police Services Grant that was awarded to us in November of 2021. The award has allowed us to hire two officers in early 2022 and we anticipate hiring the third officer (military veteran) in mid-2022. Although the additional officers will provide much needed support, we lack a Community Service officer that would allow latitude for our agency to provide follow-ups, educational classes on topics such as scam / fraud awareness, self-defense classes, bicycle rodeos, child safety, and responsible drinking and gaming. Education and awareness classes held by the police department and its stakeholders help prevent missteps and/or tragedies with all in our community from the youth to the elderly. The Plainville Police Department will commit to retaining the officer obtain through the Specific Impact Grant commensurate with the requirement of the C.O.P.S. Grant (12 months).

Community policing has far-reaching implications some of which is not measurable. Our expanded outlook on education and collaboration, is an effort toward building legitimacy and trust with our community to focus on proactive crime prevention versus reactive enforcement and investigation. We seek to create an environment where our community members will be active participants and practice problem solving with our agency, partners and other stakeholders.

3. PROPOSED USE OF SPECIFIC IMPACT MITIGATION FUNDS. (Please attach additional sheets/supplemental materials if necessary.)

a) Please identify the amount of funding requested. In determining the funding request, please round up to the nearest hundred dollars.

The amount request is \$171,600 (see addendum H, Community Resource Officer)

b) Please identify below the manner in which the funds are proposed to be used. Please provide detailed scope, budget and timetable for the use of funds.

Funding the Community Service Officer for approximately two years (see attached budget H). Upon the sunset of one year the remaining funds can be transferred into a designated law enforcement trust until the remaining funds are depleted and the Town assumes responsibility for the officer.

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 operation of a gaming establishment.

The Plainville Police Department will fund uniforms and equipment, office supplies and equipment, associated vehicle costs, and other associated benefits. The Specific Impact Grant will have a specific account designated by the Town Finance director. Associated salary costs from the Community Service Officer will be paid/monitored through that account with reimbursements being filed quarterly through the 2022 Community Mitigation and Massachusetts Gaming Commission financial director. See attached Budget (Addendum H)

d) Please describe how the mitigation request will address the impact indicated.

The mitigation request will offer community members, our agency, partners and other stakeholders an opportunity to seek help and be directed to resources not known to them. Individualized contact information will keep the matter private and confidential.

e) How will you provide the data for reporting? How will you measure the effectiveness of the proposed project in mitigating impacts?

The Plainville Police Department will provide quarterly reports of activity, resources, and follow-ups that the Community Resource Officer is involved in.

4. RELEVANT EXCERPTS FROM HOST OR SURROUNDING COMMUNITY AGREEMENTS

a) Please describe and include excerpts from any relevant sections of any Host or Surrounding Community Agreement.

Community Agreement (Addendum C 1 and 2)
Letter of Support Safe Coalition (Addendum D)
Letter of Support Representative Dooley (Addendum E)
Letter of Support (Norfolk County District Attorney's Office Addendum F)
Letter of Support Congressman Achincloss (Addendum G)
MGL 23k §1 – 7 (Addendum A)

b) Please explain how this impact was either anticipated or not anticipated in that Agreement.

The impact was not anticipated nor budgeted for. Utilizing the grant funds for a short period of time will allow the Town and our agency to appropriate future funding to retain the services of the Community Resource Officer.

5. INTERNAL CONTROLS/ADMINISTRATION OF FUNDS

a) Please provide detail regarding the controls that will be used to ensure that funds will only be used to address the impact.

All funds will be maintained by the finance department, creating specific sub-accounts for salary expenditures and other related costs. The account(s) will be separate from the Town annual and capital expenditures and our administrative staff will bill only wages related to those accounts identified for this Specific Impact Grant. All expenditures from the account(s) will require a signature from the Chief of Police or Financial Director.

b) Will any non-governmental entity receive funds? If so, please describe. 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.

Non-anticipated. The applicant will follow protocols required by the Town and MGC's policies for proper spending and reporting as well as necessary audits.

6. CERTIFICATION BY MUNICIPALITY/GOVERNMENTAL ENTITY

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

Signature of Responsible Municipal
Official/Governmental Entity

Date: _____

(print name)

Title:

Part I ADMINISTRATION OF THE GOVERNMENT

Title II EXECUTIVE AND ADMINISTRATIVE OFFICERS OF THE
COMMONWEALTH

Chapter 23K THE MASSACHUSETTS GAMING COMMISSION E FEE OR TAX;
PENALTIES.

Section 1 FINDINGS AND DECLARATION

Section 1. The General Court finds and declares that:

- (1) ensuring public confidence in the integrity of the gaming licensing process and in the strict oversight of all gaming establishments through a rigorous regulatory scheme is the paramount policy objective of this chapter;
- (2) establishing the financial stability and integrity of gaming licensees, as well as the integrity of their sources of financing, is an integral and essential element of the regulation and control of gaming under this chapter;
- (3) gaming licensees shall be held to the highest standards of licensing and shall have a continuing duty to maintain their integrity and financial stability;
- (4) enhancing and supporting the performance of the state lottery and continuing the commonwealth's dedication to local aid is imperative to the policy objectives of this chapter;

(5) the commonwealth must provide for new employment opportunities in all sectors of the economy, particularly opportunities for the unemployed, and shall preserve jobs in existing industries in the commonwealth; this chapter sets forth a robust licensing process whereby an applicant for a gaming license shall submit a comprehensive plan for operating a gaming establishment which includes how the applicant will foster and encourage new construction through capital investment and provide permanent employment opportunities to residents of the commonwealth;

(6) promoting local small businesses and the tourism industry, including the development of new and existing small business and tourism amenities such as lodging, dining, retail and cultural and social facilities, is fundamental to the policy objectives of this chapter;

(7) recognizing the importance of the commonwealth's unique cultural and social resources and integrating them into new development opportunities shall be a key component of a decision to the award of any gaming license under this chapter;

(8) applicants for gaming licenses and gaming licensees shall demonstrate their commitment to efforts to combat compulsive gambling and a dedication to community mitigation, and shall recognize that the privilege of licensure bears a responsibility to identify, address and minimize any potential negative consequences of their business operations;

(9) any license awarded by the commission shall be a revocable privilege and may be conditioned, suspended or revoked upon: (i) a breach of the conditions of licensure, including failure to complete any phase of construction of the gaming establishment or any promises made to the

commonwealth in return for receiving a gaming license; (ii) any civil or criminal violations of the laws of the commonwealth or other jurisdictions; or (iii) a finding by the commission that a gaming licensee is unsuitable to operate a gaming establishment or perform the duties of their licensed position; and

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

Assessing the Impact of Gambling on Public Safety in Massachusetts Cities and Towns

Analysis of changes in police data following four years of activity at Plainridge Park Casino

Christopher W. Bruce

Crime Analysis Consultant to the Massachusetts Gaming Commission

1 November 2019

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Important note

This report was prepared for the Massachusetts Gaming Commission and Plainville-area police agencies by a contracted consultant. Although both the Commission and the chief executives of the agencies were allowed to review, comment, and offer alternate viewpoints, the final conclusions are the consultant's and do not necessarily reflect the views of the Gaming Commission nor the contributing police agencies.

Many statistics are offered in this report that show increases and decreases in certain categories in Plainville and surrounding communities. In all cases, when aberrations have appeared, I have done my best to analyze them and determine their cause. Until analyzed, statistics that indicate notable increases or decreases in activity are simply *indicators* worthy of further analysis, and not proof of any particular "cause" of the changes. **No statistic offered in this report should be taken, by itself, as proof of a casino relationship.** Anyone who cites or reports the statistics without a thorough consideration of additional factors is using this report irresponsibly.

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Executive summary

Briefest summary possible

Plainridge Park opened at the end of June 2015. Since that time, it has reported a number of crimes and calls for service commensurate with facilities of similar size and number of visitors. As for the surrounding community (including six towns), the totality of the evidence shows little impact on most crimes and calls for service. The types of calls for service to increase are those highly correlated with the number of cars and visitors to a community, such as traffic issues and reports of lost property and suspicious activity. One potential crime increase concerns the use of stolen credit cards in the area, but this did not persist past the first year. The area is seeing an increase in domestic violence and spikes in fraud and identity theft, but none of these patterns can be traced definitively to PPC.

For readers who read previous annual analyses, there are few new findings in this report. Most trends from the first two or three years continued, a few dissolved, and no new major trends developed.

About this report

- The primary purpose of this report is to conduct an analysis of the increases and decreases in activity in the communities surrounding Plainridge Park since the casino opened and to identify which changes in activity might be attributable to the casino.
- Data was collected from the records management systems of Plainville, Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham since 2010. The period of 1 July 2015 through 30 June 2019 (4 years post-casino) was compared to the same periods of previous years. Both crimes and non-crime calls for service were included.
- Overall crime was down in the communities, but there were significant variations across communities and across crime categories within individual communities.
- Any significant increases were analyzed in more detail with both quantitative and qualitative data. Rarely was I able to establish a casino relationship, and the general sense from the participating agencies was that they did not feel that Plainridge Park had contributed significantly to crime or calls for service. Two agencies cited a heroin epidemic as more likely causing their crime increases.
- To determine likelihood of a casino relationship, I used a rubric of my own design that analyzes the data for several variables: logical connection to a casino, complementary increases in other communities, complementary increases in similar crimes, evidence of increased participation from individuals outside the local area, spatial proximity to the casino, comparison to control communities, and specific mention of the casino or gambling in the police reports.
- Some of the variances can be explained by changes in reporting practices, particularly in North Attleborough.

Major findings

- During Plainridge Park's first four years of operation, the Gaming Enforcement Unit reported 5,194 "incidents" at the casino, of which 843 incidents were actual crimes. Trends include thefts of gaming credits, drug use and distribution in the parking areas, angry and intoxicated patrons, and thefts of personal property.
- The casino directly (i.e., incidents on casino property) led to a 2% increase in violent crime (+3 incidents), a 7% increase in property crime (+44 incidents), an 9% increase in total crime (+104 incidents), and a 3%

increase in calls for service (+872 incidents) for the Plainville Police Department. Crime by all measures has been declining at PPC since its first year,

- Statistics at the casino are similar to those at the top call-for-service locations in other communities (see page 20). I have not yet had a chance to study its similarity to other casinos specifically.
- Based on a totality of the quantitative and qualitative evidence, my judgement is that the following trends in the surrounding community are “likely” to be related to the presence of Plainridge Park:
 - Increases in credit card fraud in multiple communities during the first year. (The trend abated in the second and third years.)
 - At least part of an increase in traffic collisions in the area, primarily minor collisions with no injury not reported to the state
 - An increase in traffic complaints along Route 1 south of PPC, including parts of Plainville and North Attleborough
 - Several additional disorderly conduct incidents at Plainville Commons Marketplace, across the street from the casino, in 2017
 - An increase in “lost property” reports in Plainville
 - An increase in “suspicious activity” reports in Plainville
- Analysis of the latest available year of statewide traffic data (2017) suggests that increases in reported collisions have simply kept track with trends that existed before PPC. Data from the agencies’ CAD systems tells a different story, but those datasets include low property-damage, non-injury crashes.
- A recent increase in drunk driving collisions plus state Alcoholic Beverage Control Commission data on “last drinks” suggests a mild increase in drunk driving in the area, likely influenced more by Patriot Place than Plainridge Park.
- There were other increases among the six communities, but evidence cast doubt on a Plainridge Park relationship or directly implicated other factors.
- Total arrests and other charges were down significantly in the area, particularly for liquor-related offenses at the major event venues. Even controlling for liquor-related offenses, arrests were down in most communities.
- No related increase was seen in state police crime statistics, excepting incidents at Plainridge Park specifically.
- Increases in domestic violence, identity theft, and fraud remain a major concern in the area, but no evidence ties these crimes directly to PPC.
- Even though burglary declined 40% in the region, Wrentham Police identified a burglary pattern whose perpetrator was principally motivated by a gambling and drug addiction, and who was known to frequent Plainridge Park. He committed three burglaries in Wrentham, three in Norton, and one in Easton.

Background and methodology

Background

In 2014, the Massachusetts Gaming Commission, in an effort to better assess the impacts of new gaming facilities across the state, commissioned a series of efforts to study, assess, and prepare for the social and economic impacts of gambling. Primary work in this area is being done by the Social and Economic Impacts of Gambling in Massachusetts (SEIGMA) study at the University of Massachusetts Amherst School of Public Health & Health Sciences, drawing upon research and experiences in many other states. For public safety issues specifically, however, the MGC felt it best to contract with someone with direct experience analyzing the crime, call-for-service, and collision records collected daily by Commonwealth police agencies.

While many studies had attempted to study the effects of gambling on overall rates for serious crimes, aggregated annually, hardly any studies have attempted to analyze more specific and minute changes in public safety activity following the opening of casinos, including variations by hour, month, and season, changes in patterns and hot spots, and changes in non-crime activity such as traffic collisions and calls for service. The MGC was interested in the answers to these questions—in analyzing public safety at a level of detail that would actually help police agencies anticipate and respond to emerging and changing problems.

In 2014, the MGC contracted with a career crime analyst, the author of this report, to extract data from the agencies likely to be affected by the opening of Massachusetts's new casinos, and to design a process for assessing changes in those agencies' activity on a periodic basis. Work began in 2015 with baseline and first-quarter analyses of the Plainville area, where Plainridge Park opened in June. This is the fourth annual report to investigate the changes since Plainridge Park opened.

Publicly-issued and planned reports on changes in crime and police activity from this project

Issued	Report	Notes
August 2015	Report on baseline activity at Plainville area agencies	Established statistical measures for post-casino comparison
November 2015	Evaluation of change in police data after the first three months of Plainridge Park	Few changes discernible in immediate 3 months.
April 2016	Analysis of changes in police data after the first six months of operation at Plainridge Park Casino	Identified traffic-related calls for service as likely related to PPC. Noted increases in fraud-related crimes.
December 2016	Analysis of changes in police data after the first year of operation at Plainridge Park Casino	Continued to note increases in traffic-related calls; established credit card fraud increases as "likely related."
December 2017	Analysis of changes in police data after the first 2 years of operation at Plainridge Park Casino	Most comprehensive report so far. Included comparative analysis of control areas.
June 2018	Report on baseline activity in Springfield-area agencies	First report in preparation for MGM casino.
March 2019	Three-year analysis of Plainridge Park area.	
March 2019	Three-month analysis of MGM Springfield	
May 2019	Four-month analysis of MGM Springfield	
November 2019	Baseline analysis of Encore Boston Harbor area	
November 2019	Eight-month analysis of MGM Springfield	
November 2019	Four-year analysis of Plainridge Park area	This report

Methodology

Data used in this report was extracted from the individual records management systems of the Plainville, Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham Police Departments. I first established an ODBC connection to each of these agencies' records management and computer-aided dispatch databases (Plainville, Wrentham, and North Attleborough used the Pamet records management system for this period; Mansfield and Foxborough used IMC; and Attleboro used QED until 2018). I then connected to the databases via Microsoft Access, and used a series of "make table" queries to copy the data into Access data tables. I then copied the Access databases to my own computer, password-protecting them in the process, but leaving the originals on the agencies' networks so they could be updated by designated agency members as needed.

I combined the agencies' individual data tables into a series of "master" tables. This required translating each dataset into a common set of codes. The uniformities imposed by the NIBRS reporting system and the Massachusetts crash reporting system facilitated the translation of those tables; it was a bit more difficult for CAD tables, which have no uniform data structure from system to system or even among agencies using the same system.

incnum	agency	dtreceived	IncidentType	OrigIncidentType	Street
15-15178	Mansfield	07/12/2015 18:38:00	Crime Enforcement		SCHOOL ST
2015000005935	Wrentham	07/12/2015 18:37:43	Traffic Collision		Washington Street
2015000018989	North Attleboro	07/12/2015 18:32:58	Domestic Dispute	Domestic	SOUTH WASHINGTON S
15072062	Attleboro	07/12/2015 18:31:54	Building Check	SEC CHK	OAKHILL AVE
2015000005934	Wrentham	07/12/2015 18:30:42	Disorderly		Premium Outlet Boulev
2015-0H3-003706	MSP	07/12/2015 18:30:00	Fire	Fire	RT 495 North, South of E
2015000003935	Plainville	07/12/2015 18:27:02	Lost Property	Lost and Found	Bacon Square
2015000005933	Wrentham	07/12/2015 18:26:57	Medical		Washington Street
2015000018988	North Attleboro	07/12/2015 18:26:12	Building Check	Building Check	HOMEWARD LN
15-15177	Mansfield	07/12/2015 18:26:00	Crime Enforcement		SOUTH MAIN ST
2015000005932	Wrentham	07/12/2015 18:25:54	General Service		Premium Outlet Boulev
2015000018987	North Attleboro	07/12/2015 18:25:29	Investigation	Investigation	SOUTH WASHINGTON S
15-15176	Mansfield	07/12/2015 18:17:00	Traffic Enforcement		MAPLE ST
2015-0H3-003705	MSP	07/12/2015 18:16:00	Road Conditions	Debris in Road	RT 295 South, South of E
15072061	Attleboro	07/12/2015 18:14:43	Suspicious Activity	SUSP PERS	PLEASANT ST
2015000018986	North Attleboro	07/12/2015 18:11:41	Traffic Collision	Accident NO/PI	CUMBERLAND AV

Figure 1: Data combined into a master call-for-service table.

Interpreting the statistics in this report

This report compares four years of activity post-Plainridge Park to the average of activity prior to the opening of Plainridge Park. I offer statistics for the four individual years and then an average of the four years, with associated measures of change. In all cases, the year given is the time period **ending** on 30 June of that year. For instance, statistics for "2019" are for the period 1 July 2018–30 June 2019.

To the right of the Pre-Plainridge Park average is a column called "Window." This represents 1.5 standard deviations on either side of the average, creating a range in which we would expect any given year to fall about 87% of the time. (For statisticians, the specific percentage "under the normal curve" doesn't hold here because we do not have enough past observations, but it will be close enough, covering 4 or 5 of the years that make up the average.) Statistics outside of this normal window are unusual and worthy of additional investigation, particularly if they persist over a multi-year period. I have highlighted the years that are above or below this window for each crime or call-for-service.

Incidents reported to Mansfield, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	0.6	0–2	0	0	0	0	0.0
Sexual Assault	8.2	6–11	10	11	7	10	9.5
Robbery	4.4	1–8	2	2	2	4	2.5
Aggravated Assault	35.8	32–39	31	25	24	43	30.8
Simple Assault	120.2	106–134	147	140	151	146	146.0
Kidnapping	1.6	0–4	5	0	0	0	1.3
Burglary	143.4	63–224	53	34	47	28	40.5
Purse-Snatching	1.2	0–2	1	1	0	0	0.5
Shoplifting	50.0	37–63	39	38	60	29	41.5
Theft from Building	57.4	39–76	46	35	62	26	42.3

Figure 2: A sample from the data tables in this report. Years that are unusually high or low in the years since Plainridge Park opened are highlighted.

As you review the statistics, however, it is important to keep several things in mind:

- 1. Statistics for crime, calls for service, and other police activity increase and decrease between time periods for many reasons.** Plainridge Park is not the only thing to have happened in this six-community area that affect over this four-year period. Changes in economics, demographics, geography, and culture—both obvious and subtle—constantly affect the types of crimes, disorder, and traffic issues experienced by a community.
- 2. The purpose of these statistics is not to provide proof of a casino effect.** Quantitative studies that reach conclusions about the influence of casinos are possible, but only with multiple years of observation in both the affected area and control areas. Anyone who reports that one crime increased X% after Plainridge Park opened or decreased Y%, and who uses such statistics (alone) to suggest a casino relationship, is being irresponsible with this report.
- 3. The purpose of these statistics is to triage issues for further analysis.** When statistics increased for an agency, I, with the help of the participating agencies, took a closer look at both quantitative and qualitative data to try to determine if there was a mechanism by which the Plainridge Park Casino and its visitors could have contributed to the increase. The next section discusses our approach to making that determination.

Determining likelihood of a casino relationship

As we will see in the historical review, past studies have generally limited themselves to a purely quantitative determination of whether a casino was a contributory factor in a crime increase. This study—which blends quantitative and qualitative approaches—is not content to use statistics alone to determine the likelihood that any increase in activity was “caused” by the presence of Plainridge Park. Instead, I have created a model to better explain causality when increases are observed. The model demands a more in-depth analysis of the individual cases that make up “increased” activity during the study period, including a qualitative analysis of police narratives.

The model considers seven factors:

- 1. Whether the type of activity increasing has a logical relationship to a casino.** Causality is more certain when it “makes sense” that such a crime or other activity would increase in the surrounding area in a particular way. Since casinos draw a large number of people to an area, and since cash plays a large role in their operation, there are

very few crimes that would not fit this definition, but it's still worth considering. An increase in theft or traffic issues has a logical connection to a facility like a casino; an increase in harassing telephone calls or animal complaints does not.

2. *Whether more offenders and victims are from outside the local area.* If there is a relationship between an observed increase in activity and the presence of Plainridge Park, one would expect a corresponding increase in the percentage of victims and offenders from outside the immediate community, as the majority of casino patrons are from outside the local community.

3. *Whether multiple agencies are reporting an increase in the same category.* If only one agency reports a major increase in a particular crime and call for service, the cause is more likely to be related to another factor specific to that jurisdiction than to Plainridge Park. Complementary increases reported by multiple agencies strengthen the likelihood of a casino relationship.

4. *Whether related offenses also report increases.* Some crime and call-for-service categories are closely related to each other, so that a factor that influences one is likely to influence the others. If the casino were to cause an increase in traffic collisions, for instance, we might expect a corresponding increase in disabled vehicles, traffic complaints, and other traffic-related calls for service. An increase in a single category without increases in complementary categories is more likely to suggest a fluke specific to that category than a casino relationship.

5. *Whether the spatial distribution of offenses is related to the casino location.* For certain crimes and calls for service, if the presence of the casino caused their increase, we would expect to see a spatial distribution of incidents either near the casino or on routes to and from the casino. An increase in "disorderly conduct" in a residential neighborhood 15 miles from Plainridge Park is less likely to be caused by the casino than an increase in such activity at hotels and restaurants within 1 mile of the casino.

6. *Whether the casino is specifically mentioned by victims and offenders involved in cases.* If an increase in activity is causally tied to the casino, we would expect a certain percentage of victims to say that they were in town to visit the casino, or a certain percentage of offenders (if arrested) to admit that their crimes had something to do with the casino. If we cannot find any such evidence across multiple offenses, a casino relationship is less likely.

7. *Whether comparison agencies have failed to report a similar increase.* If a certain crime increased only in the Plainridge Park area and not at identified control areas in eastern Massachusetts, this provides stronger evidence of a casino relationship. Unfortunately, statewide data collection lags behind our data collection for the Plainridge Park area, and thus it is only possible to assess changes in control areas for 2016 and 2017. Note also that we cannot consider this factor with non-crime calls for service since there is no standardized reporting of this data on a statewide basis.

The table below summarizes the factors in this model and provides hypothetical examples of when they might argue for or against a casino relationship. The "hypothetical examples" provided are just that—those particular changes were not actually observed.

Factor	Hypothetical example (likely to be related) ¹	Hypothetical opposite (not likely to be related)
Type of crime is logically tied to activity at casino (LOG)	Increase in robberies in surrounding area	Increase of thefts of property at schools
More offenders and victims are from outside the local area (COM)	Increase in domestic dispute and violence calls at area hotels	Increase in domestic dispute and violence calls at area homes

Factor	Hypothetical example (likely to be related) ¹	Hypothetical opposite (not likely to be related)
Same category is increasing in multiple agencies (REG)	3 of 5 communities see increase in thefts from cars	1 community reports increase in burglary while 4 report decreases
Complementary increases in related offenses (REL)	Theft, robbery, and fraud all increase in area	Only identity theft increases in area
Increase is spatially related to location of casino (MAP)	Traffic collisions increase on Route 1 in Plainville, N. Attleborough	Traffic collisions increase on residential streets in Attleboro
Casino is specifically mentioned by offenders/victims (NAR)	Drunk drivers mention they were last drinking at casino	Serial burglar admits to stealing for heroin
No similar increase in comparison communities (OTH)	Burglary is up 10% in the Plainville area but down 5% across the state	Shoplifting increased 15% in the Plainville area but also increased 15% in three control areas

Application of this model helped us reach a conclusion as to whether the likelihood of an increase in crime or calls for service was related to the presence of Plainridge Park. However, the model is not *quantitative* and the determination of the likelihood of a casino relationship is not simply a matter of adding up the number of factors present. For certain incident types, one factor may outweigh the others. For instance, the spatial relationship is fairly important in considering the likelihood that an increase in traffic collisions is related to Plainridge Park, but it is less important for property crimes and hardly important at all for family violence.

Throughout the report, I have tagged each observed increase with an assessment on a scale indicating the likelihood of a relationship to Plainridge Park. The definitions of these assessments are:

- **Not Related:** Although the incident type increased, I was able to exhaustively review each individual case. None indicated that the offenders or victim had any association with Plainridge Park or were in the area to use Plainridge Park, and the sum of the cases posed an alternate explanation for the increase.
- **Unlikely:** After a review of all cases or a sample of cases, overall there were not enough factors to suggest a Plainridge Park relationship, and/or there was a compelling alternate explanation for the increase.
- **Uncertain:** There were some signs that might indicate a casino relationship, but the totality of factors was not compelling or sufficient data did not exist.
- **Likely:** A totality of the evidence suggests Plainridge Park as the most likely explanation for at least some of the increase, but we may still lack direct evidence.
- **Certain:** The evidence shows a direct and compelling causal relationship with Plainridge Park, including statements from participants that they patronized the casino.

In the end, the determination of the “likelihood” of a casino relationship is an *analytical judgement* that considers both qualitative and quantitative factors and the opinions of the law enforcement agencies servicing these areas.

Limitations and threats to validity

Crime figures fluctuate constantly in most agencies, and any given year often produces statistically significant increases. Such changes are sometimes simple to explain by changes in the jurisdiction or police strategies and practices, but equally as often they confound explanation. In the case of the Plainville area post-Plainridge Park, there are several additional factors that may be influencing the data. The identified ones are as follows:

1. *Greater attention to accuracy in crime coding.* Three of the participating agencies—Attleboro, North Attleborough, and Mansfield—replaced or hired new personnel in charge of coding offenses. North Attleborough appointed a new person to maintain the accuracy of their crime reports (and related data) in September 2014; Mansfield hired a new crime analyst in September 2015; and Attleboro hired a new crime analyst early in 2016. All three individuals found problems with the way many offense reports had been coded and classified before their employment and took steps to improve the data. Unfortunately, these improvements mean that more recent data is difficult to compare to past data. Specific issues are discussed in the relevant sections below.

2. *A surge in the opiate epidemic.* This trend is difficult to quantify, but many police agencies and communities in the northeast United States are reporting significant increases in crime related to heroin and other opiates. Widely reported in the media,² this resurgence seems to have begun in late 2014 and has manifested itself in an increase in overdoses and heroin-motivated crime. In speaking about several of the increases in his town, a Wrentham Police lieutenant told me that he “would assume they are more related to the opiate epidemic than to the casino.”

3. *A switch in a records management system.* Attleboro changed its records management system in July 2018. The new business processes occasioned by this change have either led to under-coding of certain crimes or the previous records system was leading to over-coding. The specific offenses under concern are noted in the analyses for Attleboro and the region.

5. *Missing offense codes in North Attleborough.* At the time of this report, North Attleborough had not coded offense types in its records management system for the period of 1 January 2019 to 30 June 2019. Offenses for this period are estimated based on CAD incident types.

The estimates were based on the following logic:

- For the previous three-year period, 84% of “shoplifting” calls for service led to an offense of “shoplifting.”
- There were 43 calls for service for “shoplifting” between January and June of 2019
- Thus, we estimate $43 \times 0.84 = 36.12$, or 36 shoplifting offenses for those six months.

The same math was repeated for every combination of call for service category and final offense. Estimated totals seems commensurate with past patterns, and I am confident that the estimation method did not significantly affect the findings for North Attleborough or for the total number of offenses in the area.

Discussions with agency representatives

Throughout the life of this series of reports, the Massachusetts Gaming Commission has repeatedly convened meetings with the police executives in the Plainville area to review the results of these analyses and receive their comments and feedback. No information about changes in the area is published without giving the local chiefs a chance to comment first. Their feedback has been incorporated into each version of the report. General agreement with these findings has been widespread, and where anyone has disagreed or offered an alternative perspective, it has been noted in this report.

Acknowledgements

The analysis in this report would not have been possible without the cooperation and good will of the police executives and personnel in the Plainville area. Each executive evinced a sincere commitment to objective analysis

² See, for instance: Seelye, K. Q. (2016, March 6). Heroin epidemic increasingly seeps into public view. *The New York Times*. Retrieved March 20, 2016, from <http://www.nytimes.com/2016/03/07/us/heroin-epidemic-increasingly-seeps-into-public-view.html>; Leonard, K. (2015, July 7). Heroin use skyrockets in U.S. Retrieved March 20, 2016 from U.S. News and World Report: <http://www.usnews.com/news/blogs/data-mine/2015/07/07/heroin-use-skyrockets-in-us-cdc-says>

of data and unfettered cooperation in providing that data. We owe a debt of gratitude to Chief James Alfred and Officer William McEvoy of the Plainville Police Department; Chief Kyle Heagney, Sergeant Kevin Blackwell, and crime analysts Lisa Schultz and Anthony Stevens of the Attleboro Police Department; Chiefs William Baker and Michael Grace and Lieutenant Allan Haskell (ret.) of the Foxborough Police Department; Chief Ronald Sellon and crime analyst Erika Baburins of the Mansfield Police Department; Chief John Reilly, Captain Joseph DiRenzo, Officer Julie Cannata, and assistant IT director Steve Almeida of the North Attleborough Police Department; Chiefs James Anderson and William McGrath, Lieutenant George Labonte, and IT administrators Darrell True and Craig Gavazzi of the Wrentham Police Department; and Lieutenant Brian Connors, Lieutenant Matthew Murphy (ret.), and analyst Carol Fitzgerald of the Massachusetts State Police.

About the author

Christopher W. Bruce is a professor of criminal justice at Husson University in Bangor, Maine. He is also a career crime analyst with previous service at the Cambridge Police Department (1994–2001) and the Danvers Police Department (2001–2010). He was president of the Massachusetts Association of Crime Analysts from 2000 to 2004 and president of the International Association of Crime Analysts from 2007 to 2012; he currently serves as vice president of membership for the IACA. He has served as an instructor in criminal justice and crime analysis topics at Suffolk University (2001–2010), Westfield State University (2009–2010), the University of Massachusetts Lowell (2009–2010), Middlesex Community College (2007–2011), Western Oregon University (2012–2016), and Tiffin University (2006–2018).

Mr. Bruce is an internationally-recognized expert in police data systems and police data analysis. He has trained, consulted, and provided technical assistance for various programs of the U.S. Department of Justice, Bureau of Justice Assistance; the U.S. Department of Transportation, National Highway Traffic Safety Administration; the Texas Department of Transportation; the U.S. Department of Justice, International Criminal Investigative Training Assistance Program; and the International Association of Directors of Law Enforcement Standards and Training. He lives in Maine.

Historical and literature review³

Before 1979, when the Seminole Tribe opened a high-stakes bingo hall on reservation land near Fort Lauderdale, Florida, the question of whether casinos impact crime and disorder in surrounding communities was largely moot. The only large-scale casino gambling in the United States was concentrated in Las Vegas, Reno, and Atlantic City—cities that had grown up (or, in the case of Atlantic City, re-organized) around the presence of casinos, and in which it would have been impossible to separate crime and disorder caused by gambling from that caused by general tourist activities.

In 1976, *Bryan v. Itasca County* (426 U.S. 373) established that the state does not have the right to regulate activities on Native American land in absence of a specific United States law allowing them to do so. The ruling thus established a legal foundation for organized gambling on reservations and tribal lands. Early attempts by Native Americans were met with police raids and prosecution, but a series of court rulings found in favor of the tribes and ended the debate. By the mid-1990s, more than three dozen Indian casinos dotted the United States, many of them quite close to urban areas and thus likely to impact surrounding communities.

Casinos proved so profitable for Native American communities that states and communities began to look to gaming for sources of tax revenue and general economic growth. In 1989, South Dakota became the first state outside Nevada and New Jersey to legalize gambling when they allowed a commercial slot casino in Deadwood. Iowa legalized riverboat gambling the same year. Colorado and Illinois followed in 1990; Missouri and Louisiana in 1991; Mississippi in 1992; and Indiana in 1993.⁴ As of the time of this writing, 24 U.S. states allow some form of commercial casino gambling, and an additional 19 have some form of tribal gambling.

With this growth has, of course, come concerns about the impact of casinos, both at the individual level (alcoholism, compulsive gambling, and mental health) and the societal level (community crime, traffic issues, and the non-gaming economy). These fears, though not unfounded, were exacerbated by historical ties between gambling and organized crime as well as general mores in the United States that historically regarded gambling as a “vice.” During the height of the Native American gaming debate, the president of the American Sheriffs Association said that gambling on Indian reservations would “open up new havens for organized crime in Indiana lands all over the country”; and an assistant U.S. Interior Secretary remarked that gambling is “known to be fraught with evil.”⁵ Concerns over crime increases have been raised in every state considering the establishment or expansion of casino gaming, all the way through the Massachusetts legislation of 2011 and the subsequent repeal referendums.

Not until the 1980s could these fears be confirmed or refuted with quasi-experimental studies and hard data. Among the first to study the relationship between casinos and urban crime was Niagara University researcher Jay Albanese. Using crime totals reported by the Atlantic City Police Department to the U.S. Federal Bureau of Investigation between 1978 and 1982, he found that although “index” crimes (murder, rape, robbery, aggravated assault, burglary, theft, and auto theft) increased significantly over the period, these increases disappeared when he controlled for population increases during the same period. While the growth of casinos had undoubtedly led to the population increases as well, on a *per capita* basis, crime did not significantly increase. “Based on this analysis of the Atlantic City experience,” he concluded, “the advent of casino gambling has no direct effect on serious crime.”⁶

³ Except for some figures related to the number of states with casinos, this section is largely unchanged since last year’s report covering three years. No significant casino/crime research has been released since then.

⁴ For most of this summary, I am indebted to Fenich, G. G. (1996). A chronology of (legal) gaming in the U.S. *Gaming Research & Review Journal* 3(2): 65–78.

⁵ Indian gambling may attract organized crime, foes say. (1987, June 19). *The Spokane Chronicle*, p. 12.

⁶ Albanese, J. S. (1985). The effect of casino gambling on crime. *Federal Probation* 49(2): 39–44.

Studies since Albanese's have been mixed however, often even in the same study. For instance, a 2001 study by Ohio State University PhD candidate Jeremy M. Wilson found that after the passage of Indiana's riverboat gambling legislation, the considered crimes—including FBI index offenses, public intoxication, drunk driving, disorderly conduct, and prostitution—did not increase at all in one city (Hammond), but aggravated assaults and thefts increased in the area around another (Rising Sun).⁷ For every study indicating that casinos have caused an increase in crime in one area, an opposite study shows no increase in another. Both proponents and opponents of casinos are guilty of "cherry picking" the studies that support their particular points of view.

Only as the body of literature has grown is it possible to discern key differences in the study areas. A "casino" is not the same thing across all geographies and demographics. There are variances in the types of casinos, size of casinos, types of gaming offered at casinos, other types of amenities and recreation offered at casinos, and the nature of the geography in which they are built, from dense, impoverished urban areas to the (literal) middle of the woods. Differences between the means of accessing the casinos, the surrounding road network, and the existing crime rate all have potential parts to play in any increases or decreases in crime and other social harms. Thus, when one body of researchers concludes that a neighborhood casino had no increase on crime in Philadelphia (see the Johnson and Ratcliffe study below), but another group says that video gambling terminals led to an additional 1,450–4,100 violent and property crimes in Chicago over four years⁸, the results are not necessarily in conflict. The nature of casino gambling differs from diffused video gambling terminals, and Chicago and Philadelphia are different cities with different histories, geographies, and demographics.

As part of its efforts to investigate the impact of casinos on crime, disorder, and traffic issues, Massachusetts will offer several very different testing grounds, including a slots-only parlor directly off a highway in a moderate-to-low populated area of the state (the subject of the present study), a full-service casino in an urban area easily accessible by public transportation, and a full-service casino in a city with higher-than-average poverty and crime rates. It is possible that each location will generate vastly different results. Acknowledgement of these complex variables came in a 2003 study by B. Grant Stitt, Mark Nichols, and David Giacomassi. Studying both Part 1 ("index") and Part 2 crimes across six casino communities and six non-casino communities, the researchers found widely varying results, from significant increases in casino communities to significant decreases. They ultimately conclude that "crime does not inevitably increase with the introduction of a casino" and "the effects of casinos on crime appear to be related to a variety of variables which are only poorly understood."⁹

Studies have also highlighted the danger of drawing conclusions too quickly. A landmark 2006 study by Earl L. Grinols and David B. Mustard, again using FBI part one crime statistics, this time comparing more than 3,000 casino and non-casino counties, found that the opening of casinos initially correlated with a decrease in crime, followed by a year of stability, followed by several years of increases. The findings suggest that the community—including the criminal community—takes time to adapt to the presence of the casino.¹⁰ This has implications for the Massachusetts project and suggests that repeated evaluations in subsequent years are necessary to truly assess the impact of casinos. No long-term conclusions should be drawn from a single-year study.

Throughout the history of casino-crime impact research, one major weakness has been the inability to analyze data beyond summary figures reported by police agencies annually to the FBI. Knowing that a community had 150 robberies in a given year tells us far less than having individual records of all 150 robberies, including time, location, victim, offender, and *modus operandi* factors. The former allows us to determine the presence of general increases and decreases; the latter allows us to identify *patterns* within the data. Researchers have generally failed

⁷ Wilson, J. M. (2001). Riverboat gambling and crime in Indiana: An empirical investigation. *Crime and delinquency* 47(4): 610–640.

⁸ Botton, N. L., Ham, A., & Sarmiento-Barbieri, I. (2017). Can't stop the one-armed bandits: The effects of access to gambling on crime. Retrieved from https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3020332

⁹ Stitt, B. G., Nichols, M., & Giacomassi, D. (2003). Does the presence of casinos increase crime? An examination of casino and control communities. *Crime & Delinquency* 49(2): 253–284.

¹⁰ Grinols, E. L., & Mustard, D. B. (2006). Casinos, crime, and community costs. *The Review of Economics and Statistics* 88(1): 28–45.

to collect such incident-level data for three reasons: 1) the inability of many police agencies to extract the necessary data from their data systems; 2) the need to obtain cooperation from the agencies even if they had the ability; and 3) the difficulty involved in combining the data from multiple police agencies into a common format.

Perhaps the only study to have collected such specific data, allowing the researchers to look at individual crime locations instead of city- or county-level statistics, was conducted in 2014 by Lallen T. Johnson and Jerry H. Ratcliffe. Looking at crime incident data in the Fishtown neighborhood of Philadelphia 96 months after the opening of SugarHouse Casino, they found no effect on violent street crime, vehicle crime, drug crime, or residential burglary in the surrounding community—in fact, most of these crimes actually decreased, suggesting a possible diffusion of benefits from the extra police and security presence at the new facility. Vehicle crime in the neighborhoods surrounding Fishtown increased, however, suggesting a possible displacement effect.¹¹ The researchers were able to collect such detailed information because they had a longstanding personal relationship and research partnership with the Philadelphia Police Department and a familiarity with its data systems. It is on this type of study that we have modeled the present project—at least in terms of data collection—pulling incident-level data on crimes and calls for service from the data systems of the contributing police departments, thus giving us the ability to answer far more questions than simply “how many.”

Another major deficiency in previous casino research is any establishment of the relationship between crime and casinos as *casinos* and not simply as large entertainment venues that draw thousands of visitors. In other words, even studies that show an increase in crime after the introduction of a casino do not necessarily establish that gambling itself is a factor in those increases. Routine activities theory suggests that any facility that draws people to an area—shopping centers movie theaters, hotels, restaurants and bars, sports complexes—creates more potential interactions between offenders and victims, both at the facility and in the surrounding area. A study showing that crime in a city or county increased after the introduction of a casino answers only one question; the other question is whether crime would have also increased if the city had built a minor-league sports stadium instead.

The aforementioned Grinols and Mustard study surveyed previous research and identified two mechanisms by which crime might decrease (pp. 31-32)—improved wages and improved physical development—and five mechanisms by which crime might increase: (1) suppression of other types of development, (2) the presence of large amounts of cash among both the business and the patrons, (3) compulsive gamblers committing illegal acts to finance gambling, (4) attraction of visitors likely to commit crime or become victims of crime (the “routine activities” argument above), and (5) changes in the underlying labor force. Of these factors, only #2 and #3 are specific to casinos, and only #3 is truly *unique* to casinos. (#2 is less of a factor in an age of electronic currency; the image of a successful gambler leaving a casino with \$30,000 cash in satchel is by now an outdated cliché.) Thus, demonstrating a causal relationship between crime and the gambling nature of casinos would have to focus on offenders themselves, identifying those of whom are compulsive gamblers, and assessing the extent of their criminality compared to the population at large. Such a study is possible in Massachusetts, but as Grinols and Mustard point out, it takes time for compulsive gambling to develop within a population, and thus to influence crime.

Finally, partly because of the inability of previous researchers to collect incident-level data from police agencies, previous studies have tended to focus solely on crime and not on any other police-related issues that affect communities, including traffic collisions and non-criminal disorder, suspicious activity, disputes, and other demands for police service. We were determined to study all such factors in the present project.

Thus, despite a fair amount of previous research into casinos’ effects on crime, we began this project with something of a blank slate, owing to the fact that:

¹¹ Johnson, L. T., & Ratcliffe, J. H. (2014). A partial test of the impact of a casino on neighborhood crime. *Security Journal* advance online publication, 30 June 2014; doi:10.1057/sj.2014.28.

- Previous research has found wildly varying results, from significant decreases to no change to significant increases.
- By the admission of researchers who have studied the impact of casinos, whether crime increases or decreases is related to a large number of poorly-understood variables.
- Previous research has generally considered only serious crime, generally ignoring less-serious crime and non-crime issues.
- Previous research has generally been based on annual summary statistics rather than incident-level data that considers a multitude of factor, including day, month, time, specific location, victim and offender factors, and property factors.
- Previous research has generally failed to establish a causal relationship between increases caused specifically by gambling versus those caused by any complex that draws large numbers of people.
- Previous research, as conducted under traditional academic models, has been focused on proving or disproving hypotheses at a pre-determined level of statistical significance, not specifically in generating findings useful for local criminal justice and policy-making agencies to use in combatting any negative trends.

This series of studies will not necessarily solve all of these problems, but it does have the advantage of being an ongoing series, considering multiple installations over multiple time periods, rather than a one-time study. Most important, it has the advantage of collecting incident-level data on both crime and non-crime issues, thus allowing for a far greater depth of analysis and operational utility of the results.

Incidents at Plainridge Park Casino

Both the Massachusetts State Police and the Plainville Police Department respond to incidents occurring at Plainridge Park specifically, including the casino interior, exterior, parking lot, and street directly in front. (To further complicate matters, State Police responses are divided between the Gaming Enforcement Unit, which handles the bulk of the activity at the casino, and regular troopers from the local barracks.) Both agencies log incidents in their respective databases, and in many cases, these incidents overlap (e.g., both agencies respond and both take a report). A security department at Plainridge Park may handle minor incidents, in which case the activity would be reflected in neither database.

Two statistical sets are offered below: one for Plainville Police and one for the Gaming Enforcement Unit at Plainridge Park. An analysis of the two datasets suggests that the *crimes* reported in the Plainville Police dataset are almost all duplicated in the Gaming Enforcement Unit statistics but the other *calls for service* in the Plainville Police dataset are not. The Plainville Police dataset is a better snapshot on what is happening in the parking areas and perimeter roads, while the Gaming Enforcement Unit data better depicts what is happening in the casino interior.

Incidents at Plainridge Park reported by the Gaming Enforcement Unit

The following statistics were compiled by the Gaming Enforcement Unit from July 2015 to June 2019. These numbers should be considered the most authoritative of the sources for total figures at Plainridge Park; however, they might exclude some activity in the exterior reported to the Plainville Police. These numbers were supplied in summary form (statistics only) and are thus not subject to further analysis.

No distinction is made in this data between crimes and other incident types.

Crimes and other incidents, 1 July–30 June

Crime Type	2016	2017	2018	2019	Total
Assault	1	4	2	1	8
Assistance to security	461	516	466	472	1915
Assistance to other agency	317	247	203	176	943
Burglary	5	0	0	0	5
Child Abuse/Endangerment	3	0	0	1	4
Firearms Offenses	1	0	0	0	1
Forgery/counterfeiting	19	30	22	29	100
Fugitive from justice	1	2	1	1	5
Gambling violations	1	3	0	1	5
Identity theft	4	0	3	2	9
Theft, fraud, embezzlement	146	149	105	68	468
Missing persons	16	0	3	1	20
Drug investigations	77	66	88	24	255
Intoxicated persons	114	138	107	92	451
Suspicious persons	224	187	117	104	632
Medical	113	61	51	148	373
Total	1503	1403	1168	1120	5194

GEU statistics show that crimes committed in the facility were highest in the year after it opened, presumably as different offenders were testing security levels and the security staff and assigned police officers were getting used to their jobs. Incidents declined after that, reaching their lowest level so far in the year ending June 2019.

Trends seen among data supplied by the Gaming Enforcement Unit

The figures reported by the Gaming Enforcement Unit are commensurate with what we might expect at a large facility offering dining and entertainment services, serving alcohol, and maintaining large common areas and parking structures. And just like other such facilities, we can identify a few common trends and patterns within the Plainridge Park data.

The list of trends below is based on Gaming Enforcement Unit summaries of activity. Because not all activity is so summarized, I cannot attach exact numbers to the identified trends. I caution readers that pending further analysis with statistics from comparison casinos, the identification of these trends does not signify that Plainridge Park has *uniquely* high volumes in these areas.

Trends are presented in descending order by volume.

1. *Theft of gaming credits*, generally in the form of TITO tickets, committed by one patron against another. The offending patron snatches a ticket printed by the victim and cashes it in, often before the victim notices that it's gone. Because of widespread surveillance, the GEU and casino security have generally been able to identify and charge the perpetrators. Casino policy is to make restitution to the victims in such cases so the casino, rather than the patron, takes the loss.
 2. *Drug use and distribution outside the casino*. The parking garages and lots have been sites for drug users to ingest cocaine, heroin, and marijuana in their vehicles. Such individuals are generally identified by security and reported to the GEU or the Plainville Police.
 3. *Drunk, angry, obnoxious patrons on the casino floor*. These represent intoxicated patrons expressing anger, bothering customers, or harassing employees.
 4. *Drunk patrons getting into cars and/or attempting to drive away from the casino*. The GEU, casino security, and the Plainville Police occasionally have identified intoxicated individuals in the parking areas preparing to drive away from the casino. They are typically placed into protective custody until they regain sobriety. In a couple of instances, the individuals have ignored police and driven away, resulting in subsequent stops and arrests for drunk driving.
 5. *Theft of personal property*. A number of patrons report losing personal electronic devices, jackets, wallets, and other small items of personal property in the busy casino floor. Copious surveillance often makes identification of the offender possible.
 6. *Fake ID*. Banned or underaged patrons or those with active warrants passing fraudulent identification to enter the casino floor.
 7. *Angry patrons damaging casino machines*. Patrons frustrated with losses breaking glass or pouring drinks into machines.
 8. *Domestic disputes and assaults*. Although a trend, this number seems low given the number of couples that must visit the casino. All so far have been male assailants victimizing girlfriends and wives, often while intoxicated.
6. *Small children left alone in cars by gambling parents*. It's a small number, but enough to cause concern.

7. *Money laundering.* There were several reports of individuals from out of state bringing large amounts of small bills into the casino, feeding them into machines, obtaining TITO tickets, and cashing them out for larger-denomination bills. The specific nature of their criminal enterprises is unknown.

Incidents at Plainridge Park reported to the Plainville Police Department

Plainville Police responded to Plainridge Park a modest number of times in its opening years, but the total number of responses has dropped considerably in the more recent two years. The decrease is probably the result of two factors: better coordination with the Gaming Enforcement Unit on the reports that it takes versus the PPD, and an actual decrease in attempted crimes at the casino once the extent of video monitoring became clear to the criminal community.

Crimes, 1 July to 30 June

Crime Type	2016	2017	2018	2019	Total
Aggravated Assault	0	0	2	0	2
Bad checks	1	0	0	0	1
Burglary	2	0	0	0	2
Credit card fraud	1	1	1	0	3
Drug offenses	12	3	1	0	16
Drunkenness	12	10	4	3	29
Other theft	3	0	0	0	3
Stolen property offenses	3	0	0	0	3
Theft from building	13	14	9	2	38
Theft from vehicle	0	3	1	0	4
Trespassing	3	0	0	0	3
Vandalism	2	1	0	0	3
Threats	0	1	0	0	1
Family offenses	3	0	0	0	3
Weapon offenses	1	0	0	0	1
All other	1	0	0	0	1
Total	57	33	18	5	113

Calls for service, 1 July–30 June

Call Type	2016	2017	2018	2019	Total
Administrative	367	371	364	362	1464
Animal complaint	4	5	6	2	17
Assault*	0	2	0	0	2
Assist other agency	2	8	10	6	26
Building check	1	0	1	0	2
Child abuse or neglect	1	0	0	0	1
Crime enforcement	3	1	3	0	7
Disabled vehicle	15	15	10	9	49
Disturbance	16	13	4	2	35
Domestic dispute	4	1	2	0	7

Call Type	2016	2017	2018	2019	Total
Drugs*	5	0	1	0	6
Fire	13	4	0	2	19
Fraud and forgery*	0	2	0	1	3
General service	35	33	67	50	185
Investigation	14	6	4	1	25
Liquor*	2	2	2	1	7
Lost property	3	1	1	2	7
Medical	2	0	0	4	6
Missing person	1	1	3	0	5
Municipal or utility prob.	1	1	1	0	3
Notification	2	0	0	0	2
Other Theft*	24	26	13	4	67
OUI	0	1	0	0	1
Prisoner transport	10	4	2	1	17
Suspicious activity	122	50	25	11	208
Theft from vehicle*	2	1	1	0	4
Traffic collision	25	26	17	21	89
Traffic complaint	88	66	63	54	271
Traffic enforcement	2	1	2	1	6
Traffic offenses	14	14	15	17	60
Trespassing*	4	0	0	0	4
Vandalism*	0	1	0	0	1
Vehicle stop	56	44	17	18	135
Warrant service	4	5	1	2	12
Well-being check	4	3	0	3	10
Youth disorder	2	0	0	0	2
Total	848	708	635	574	2765

*In the case of calls for service relating to crimes, the figures offered are for the call for service as originally dispatched. Sometimes when an officer arrives on scene, he determines that the actual crime committed was different than the crime dispatched. The table above this one, which records actual reported crimes, is a better indicator of criminal activity than the call-for-service table.

How much did Plainridge Park impact Plainville's statistics?

If we ask the question, "Did Plainridge Park cause an overall increase in crime and calls for service in Plainville," the answer is yes, obviously—if we include incidents that happened at Plainridge Park itself. Without the casino, the incidents that happened *at* the casino would not have happened.

The next sections of this report attempt to estimate the impact of the casino on the *surrounding community*, but if we want to answer the literal impact of the casino itself, the calculation is fairly simple: the percentage of activity at Plainridge Park divided by the total activity in the town. At least, it would be that simple if the casino was a brand-new complex, but the location has hosted a horse racing course since 1999, so we must subtract the average of the activity at that location pre-casino from the post-casino figures. The table below shows the results.

Plainville Activity, July 2015–June 2019

Category	Number at Casino	Total Plainville Number	Prior 4-year Average at Racetrack	% New Caused by Casino
Violent crime offenses	3	135	0	+2%
Property crime offenses	57	664	13	+7%
Total crime offenses	121	1106	17	+9%
Calls for service	2,772	31,036	1,900	+3%

Thus, in an extremely literal sense, in a four-year period, Plainridge Park is responsible for 2% more violent crimes (3 total), 7% more property crimes (44 total), 9% more total crimes (114 total), and 3% more calls for service (872 total) than the agency would have reported without the casino—not accounting for any surrounding community impact, which is analyzed in the next sections. The police department, it must be noted, received a 36% increase in sworn officers (14 to 19) to handle this increase in activity.

The casino became the Plainville Police Department’s top crime and call-for-service location in the last four years, surpassing the Plainville Commons shopping center at 91 Taunton Street. To put the figures above in context, we compare Plainville’s new top location to the top locations of its surrounding cities and towns, in terms of crime and call-for-service demand.

Percentage of activity at top locations, July 2015–June 2018

Community	Top Offense Location	% Violent Crimes	% Property Crimes	% Total Crimes	% Calls for Service
Plainville	Plainridge Park	3%	7%	9%	3%
Plainville #2	Plainville Commons	0%	12%	10%	2%
Attleboro	Bristol Place	1%	9%	8%	3%
Mansfield	Xfinity Center*	24%	4%	58%	<1%
North Attleborough	Emerald Square	5%	17%	14%	11%
Wrentham	Wrentham Village outlets	12%	68%	63%	29%

As such, the activity experienced by the Plainville Police Department at Plainridge Park is not significantly different—and even compares favorably—to top hot spots in other towns, including its own second most-visited location.

Before-and-after analysis of crimes and calls for service

This section looks at how crimes and calls for service changed in the Plainville area between the five years before Plainridge Park and the four years afterwards. For Plainville and the region as a whole, the numbers exclude Plainridge Park specifically, as they are meant to help assess notable changes in the surrounding area.

The goal here is not simply to identify what crimes increased or decreased in comparison to their norms. Crimes fluctuate all the time for any number of reasons. Our goal is:

1. To determine which crimes increased *significantly enough* that some external factor—and not just random fluctuations in data—is likely to be responsible for those increases; and
2. To analyze those significant increases for evidence that Plainridge Park is that “external factor.”

To facilitate reading the tables, I have highlighted in yellow any crime or call for service whose post-Plainridge Park average is outside the 1.5 standard deviation “window” of prior. Similarly, I have highlighted in blue any category whose average is lower than its window. Any major increases are discussed after the statistical tables.

Summary of all communities’ activity

Considered together, the six contributing communities have seen a significant net reduction in **total crime** and **property crime** since Plainridge Park opened. With a couple of exceptions, profit-motivated crimes like theft, burglary, and robbery have been average or low. Police have also not reported increases in vice-related crimes like drugs, liquor, and general disorder.

Unfortunately, the area has been struggling with an increase in **violent crime**. Analysis shows that the bulk of the increase is in **domestic violence** (mirrored by a comparable increase in “**family offenses**,” which is primarily made up of restraining order violations). While Plainridge Park does not seem to have anything to do with this increase, it is analyzed in full later in this report.

There have been some significant increases in several non-criminal calls for police service, likely reflecting the extra traffic in the community going to and from Plainridge Park. These categories include **lost property**, **traffic collisions**, and **traffic complaints**.

Incidents reported to all communities, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	1.2	0–2	1	1	2	0	1.0
Sexual Assault	52.2	40–64	59	68	71	66	66.0
Robbery	33.0	21–45	22	24	19	24	22.3
Aggravated Assault	170.6	156–186	157	184	164	160	166.3
Simple Assault	607.4	537–678	670	700	729	622	680.3
Kidnapping	6.0	1–11	12	6	8	4	7.5
Burglary	516.0	384–648	425	267	250	166	277.0
Purse-Snatching	4.4	2–7	2	2	0	1	1.3
Shoplifting	526.6	437–616	608	523	479	446	514.0

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Thefts from Persons	8.0	5–11	14	14	3	2	8.3
Thefts from Buildings	230.2	179–281	200	240	220	169	207.3
Thefts from Vehicles	311.4	167–456	221	255	274	290	260.0
Thefts of Vehicle Parts	55.4	43–68	64	37	77	58	59.0
Other Thefts ¹²	1022.0	909–1135	981	603	699	368	662.8
Auto Theft	109.4	94–125	88	76	72	78	78.5
Arson	7.4	4–11	8	6	5	3	5.5
Bad Checks	31.6	22–41	30	18	11	7	16.5
Credit Card Fraud	104.0	82–126	176	117	92	121	126.5
Employee Theft	30.0	21–39	26	29	20	25	25.0
Counterfeiting/Forgery	92.0	77–107	95	64	83	94	84.0
Fraud/Con Games	139.0	125–153	192	179	184	234	197.3
Identity Theft	92.4	19–166	147	158	149	116	142.5
Stolen Property Offs.	53.2	34–72	64	56	56	47	55.8
Vandalism	570.4	488–652	540	469	491	474	493.5
Drug Offenses	226.0	204–248	199	203	158	131	172.8
Drunk Driving	269.6	226–314	305	266	244	238	263.3
Disorderly	410.4	359–462	424	350	329	288	347.8
Drunkenness	1400.4	991–1810	960	712	404	373	612.3
Family Offenses ¹²	420.6	359–482	511	556	599	154	455.0
Liquor Law Violations	418.0	201–635	148	78	66	69	90.3
Pornography	9.2	2–17	13	9	12	16	12.5
Prostitution	1.4	0–3	3	1	0	13	4.3
Threats	220.2	163–277	163	168	159	118	152.0
Trespassing	110.6	91–130	108	94	65	71	84.5
Weapon Offenses	44.0	33–55	38	41	43	42	41.0
Violent Crime	870.4	802–939	921	983	993	876	943.3
Property Crime	3903.4	3586–4221	3881	3113	3165	2699	3214.5
Total Crime	8304.2	7533–9075	7674	6574	6237	5088	6393.3
Alarm	5748.0	5629–5867	5740	5623	6053	5152	5642.0
Disabled Vehicle	2179.2	1900–2458	2008	2002	2153	1927	2022.5
Disturbance	3503.0	3133–3873	3152	3249	3593	1752	2936.5
General Service	6037.6	5503–6572	6070	5393	5221	4315	5249.8
Lost Property	233.8	199–269	277	425	359	368	357.3
Medical	2797.2	2245–3350	3305	3975	5446	6175	4725.3
Psychological	381.0	345–417	470	425	509	112	379.0
Suspicious Activity	7166.6	6557–7776	7346	6959	6777	3864	6236.5
Traffic Collision	4583.2	4309–4857	4869	5081	5782	4982	5178.5
Traffic Complaint	1692.4	1457–1927	1954	1939	2396	2115	2101.0

¹² Incidents of this category fell significantly in Attleboro after the implementation of its new records management system in 2018. Thus, 2019 figures cannot be trusted compared to previous totals.

Sexual Assaults

Unlikely. Sexual assaults include the IBR categories of forcible rape, forcible sodomy, sexual assault with an object, and forcible fondling (molestation). The crime has been high since 2017. However, there is little reason to believe that the increase is connected to Plainridge Park. It is localized to one community—Attleboro (although because of greater variability in the range in Attleboro, it didn't trip the threshold in the city's statistics)—and there was no increase at the types of locations (like hotels) that an increased visiting population would be likely to frequent. Victims are overwhelmingly from the local area, and there is otherwise no evidence that the victims represented in these statistics are related to human trafficking. While there is always the possibility of trends hidden within unreported sexual assaults, based on the data available for this report, it is my analytical judgement that the increase in sexual assaults is not related to Plainridge Park.

Simple Assaults

Uncertain. The yearly simple assault average for the area increased 15% after Plainridge Park opened, with numbers increasing every year until 2019. The increase was not universal; Plainville and Foxborough saw slight decreases, though Plainville had an increase in aggravated assaults. Available evidence suggests that the assaults are primarily domestic (i.e., committed by and against family members, spouses, or intimate partners). It has been difficult to find any direct link to the casino. See the "Detailed Analysis of Trends" section of this report for a full analysis.

Thefts from Persons

Unlikely. The area total is attributed entirely to Attleboro, where our conclusion was that the trend was caused by better coding of crimes formerly coded as "all other larceny."

Fraud/Con Games

Uncertain. The increase in con games and swindles is seen in multiple communities and is analyzed in the "Trends" section of the report.

Family Offenses

Uncertain. "Family offenses" is an IBR code used for family-related crimes that don't fit under any of the other categories, such as aggravated or simple assault. In practice, it is typically dominated by violations of restraining orders issued after a previous case of domestic abuse. Thus, it tends to go up or down with the prevalence of domestic-related assaults, and (as above), we have seen an increase in domestic simple assaults in the area. This phenomenon is analyzed in the "Trends" section later in the report.

Prostitution

Unlikely. The sharp increase in this category in 2019, affecting the overall post-PPC average, is related to two stings that the Attleboro Police Department conducted at the Attleboro Motor Inn on 15 December 2018 and 23 February 2019. In both cases, Attleboro Police lured "johns" to the motel by having an officer pretend to be a prostitute and offer services online. Almost all the men were lured from their homes in local communities and thus did not seem to be in the area for the use of PPC.

Lost Property

Mix depending on agency. It's tempting to put this increase on the casino, since it's the type of call for service that you would logically expect to increase with more visitors \ to the area. There is also evidence that PPC is responsible for the increase in Plainville specifically. But most of the area increase is contributed by Foxborough, which saw a near-tripling of its average from 2017 to 2019. The most increased address is the police station itself. These indicators suggest some kind of change in policy in how the agency takes lost property reports more so than a real trend.

My judgement on this category is thus a mix: "likely" caused by Plainridge Park for Plainville itself (which makes up a small portion of the area increase); not likely for the remainder.

Medical Aids

Unlikely. Medical aids would be expected to increase with extra traffic to a community, but that doesn't seem to be what's happening here. The increase is localized to two communities, Attleboro and Foxborough, and in both cases the number increased so quickly that it suggests changes in data procedures rather than a real trend. For more, see the analysis of this call type within those two communities.

Psychological Calls

Uncertain. Plainville, Mansfield, and Attleboro all reported increases in this call-for-service type, which can involve residents or visitors experiencing any variety of mental disorders, including mania, delusions, paranoia, or depression. There's no direct evidence of casino relationship, but these are CAD-only incidents, so documentation is scant. A review of call remarks suggests increase in "suicidal" individuals in these communities. Determining any relationship with PPC will probably need to rely on data outside the scope of this analysis.

Traffic Collisions

Mix depending on agency. Traffic collisions were above their normal window all four years post-PPC, likely reflecting some of the negative effects of extra traffic in the region. See the "Traffic Collision Analysis" and "Full Analysis of Trends" sections for a full review.

Traffic Complaints

Likely. Traffic complaints increased in Plainville, North Attleborough, Wrentham, and Mansfield, and there are some signs of a logical and spatial relationship to PPC. See the deeper analysis of this call type in the "Detailed analysis of trends" section later in the report.

Summary of Plainville activity



Four years after the opening of Plainridge Park, Plainville has not seen the increases feared in classic property crime categories (burglary, theft, robbery, auto theft) nor in vice-related crimes like drugs, liquor, and prostitution. Property crime actually declined significantly, although there were exceptions in some of the fraud categories, all discussed below.

The agency did report a troubling increase in **violent crime** in the year ending in 2017, driven mostly by both **aggravated assault** and **simple assault**. These incidents coupled with a large increase in **family offenses** suggests an upward trend in domestic violence (not directly attributable to Plainridge Park), but in Plainville (unlike other agencies), these trends did not continue in 2018 or 2019.

Finally, the town continues to see an uptick in a variety of call-for-service types that might be expected to increase with extra people and vehicles in town, including **suspicious activity**, **traffic complaints**, and **lost property**.

Incidents reported to Plainville, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	0.0	0–1	0	1	0	0	0.3
Sexual Assault	2.4	0–4	3	3	1	0	1.8
Robbery	1.4	0–3	0	2	1	1	1
Aggravated Assault	4.6	2–7	7	13	6	5	7.8
Simple Assault	21.0	13–29	12	30	19	16	19.3
Kidnapping	0.2	0–1	4	0	1	0	1.3
Burglary	29.2	22–37	22	11	11	8	13
Purse-Snatching	0.0	0–0	0	0	0	0	0
Shoplifting	26.2	18–35	27	36	17	5	21.3
Thefts from Persons	0.0	0–0	0	0	0	0	0
Thefts from Buildings	19.2	12–26	18	17	18	10	15.8
Thefts from Vehicles	36.2	13–59	13	20	17	10	15
Thefts of Vehicle Parts	4.4	3–6	4	1	9	3	4.3
Other Thefts	23.4	10–37	13	10	7	11	10.3
Auto Theft	5.2	3–7	3	3	6	4	4
Arson	0.2	0–1	0	0	0	0	0
Bad Checks	2.6	0–5	1	2	2	0	1.3
Credit Card Fraud	13.4	10–17	22	20	14	13	17.3
Employee Theft	1.2	0–3	0	1	0	0	0.3
Counterfeiting/Forgery	6.2	2–10	6	3	3	5	4.3
Fraud/Con Games	1.6	0–3	2	5	4	1	3
Identity Theft	2.4	0–5	8	6	7	1	5.5
Stolen Property Offs.	1.4	0–4	6	0	0	0	1.5
Vandalism	35.8	25–47	54	42	26	19	35.3
Drug Offenses	9.6	6–13	12	6	5	1	6
Drunk Driving	17.6	13–22	21	16	14	19	17.5
Disorderly	2.2	1–3	0	8	2	4	3.5
Drunkenness	18.2	15–22	13	7	12	12	11

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Family Offenses	2.0	0–5	5	12	10	3	7.5
Liquor Law Violations	3.0	0–6	2	1	1	1	1.3
Pornography	0.0	0–0	0	0	0	0	0
Prostitution	0.2	0–1	0	0	0	0	0
Threats	4.0	1–7	1	3	3	0	1.8
Trespassing	5.4	1–10	4	3	4	2	3.3
Weapon Offenses	1.4	0–3	4	3	0	0	1.8
Violent Crime	29.6	20–39	26	49	28	22	31.3
Property Crime	208.6	170–247	199	177	141	90	151.8
Total Crime	301.8	252–352	287	285	220	154	236.5
Alarm	397.6	332–463	457	424	412	305	399.5
Disabled Vehicle	134.2	89–179	148	144	133	133	139.5
Disturbances	163.0	143–183	174	159	202	156	172.8
General Service	370.0	272–468	436	467	415	533	462.8
Lost Property	36.8	27–46	58	56	46	34	48.5
Psychological	29.4	23–35	30	37	28	31	31.5
Suspicious Activity	605.0	565–645	787	721	612	525	661.3
Traffic Collision	312.0	278–346	310	348	363	307	332.0
Traffic Complaint	234.8	187–283	312	347	302	291	313.0

Aggravated Assault

Uncertain. Aggravated assault is the most serious form of assault, requiring either the use of a dangerous weapon or the infliction of serious injury to a victim. It is a rare crime in a town as small as Plainville, but the crime has been at the high end of its range, or exceeded it, for the four years since Plainridge Park opened.

62% of aggravated assaults before Plainridge Park were committed at residences, a figure that rose to 78% in the past four years. This suggests that the increase is related to a general increase in domestic violence in the region, although in most towns this is reflected in simple assaults rather than aggravated ones. We have been unable to establish any causal mechanism linking Plainridge Park to the increase in domestic violence—in particular, no incidents in which gambling or casino-related issues were a direct trigger for a domestic violence incident. The phenomenon is analyzed in more detail in the “trends” section of the report.

Kidnapping

Not related. Plainville had an unusual spate of 4 kidnapping reports in the first year post-PPC. All cases were thoroughly reviewed, and there was no relationship to the casino. They were all domestic incidents, involving local residents, committed by and against people who knew each other, and more reflective of the increase in domestic violence in the area than in kidnappings *per se*.

Credit Card Fraud

Likely. Plainville was one of several agencies to see an immediate bump in credit card fraud after PPC opened, although it did not continue all the way through the post-PPC period. I still rate this as “likely” to be related to the casino, given the characteristics of the pattern when it was around. Carloads of people were coming to the area with stolen credit cards and using them to buy fuel, food, cigarettes, liquor, and gift cards.

Disorderly Conduct

Certain. Disorderly conduct spiked high enough in 2017 that it left the four-year average slightly above the normal window. This is a rare crime that, for the year in question anyway, shows a direct relationship to Plainridge Park. Three of the 2017 incidents occurred at the Plainville Commons Marketplace, on the other side of Route 1 from PPC. In each case, former PPC patrons—two explicitly intoxicated—had made their way over to the shopping center from the casino before getting involved in disputes at the various stores, escalating to disorderly conduct charges. This might become something of a trend. Although we saw no such cases in the year ending 30 June 2018, there were three more disorderly conduct incidents in the same area in the latter part of 2018.

This trend, though quite small, does have implications for the MGM and Encore casinos. Plainridge Park is not set up geographically to accommodate foot traffic from the surrounding community. While it is not *impossible* to walk to the casino, its position at the intersection of two busy highways, a lack of local public transportation, and a lack of many nearby residential properties means that almost all visitors will drive, thus reducing the impact of departing patrons on the immediate surrounding area. Aside from these few incidents, the lack of impact on the Marketplace otherwise reflects the success of this approach. MGM and Encore will have very different geographies, with many more options for arrival and departure, and may thus have a different impact on their immediate surrounding areas.



Figure 3: Plainridge Park (right) and its proximity to the Plainville Marketplace (left), where several disorderly conduct incidents occurred in 2017.

Fraud/Con Games

Uncertain. Plainville was one of several communities to see an increase in swindles and scams, although its increase is slight. See the “Detailed analysis of trends” section for more about this increase and its uncertain relationship to PPC.

Identity Theft

Uncertain. The entire region has seen an increase in identify theft, with an uncertain relationship to PPC. See the “Detailed analysis of trends” section.

Family Offenses

Uncertain. Family offenses, which usually denote restraining order violations, increased in Plainville and other communities in the area. See the analysis in the “Trends” section of this report for more information.

Lost Property

Likely. Following the opening of Plainridge Park, the number of “lost property” reports received by the Plainville Police increased by an average of about 20 a year. These calls for service involve items that are not clearly stolen but somehow left the owner’s possession: mobile phones left behind in restaurants, wallets dropped in gas station parking lots, license plates mysteriously missing from vehicles, and so forth. It is the very sort of category that you expect to increase when the visiting population of a town increases. 45% of the incidents are arrayed on South Street or Washington Street, on direct travel routes from the casino, and there are comparable increases in other towns.

Suspicious Activity

Likely. Calls for service for suspicious activity saw significant increases in the two years following Plainridge Park’s opening, only returning to normal levels in 2018 and 2019. The dramatic increase perhaps suggests a local population on high-alert for “suspicious” out-of-towners. A review of CAD notes supports this hypothesis, with many calls for cars parked for long periods and/or furtive activity within them. The call type has a logical relationship to extra traffic in the community, and the map below shows a spatial relationship as well. I rate the increase to be likely related to Plainridge Park, though it did not persist past 2017 as the community presumably became accustomed to the extra traffic.

Traffic Collisions

Likely. Traffic collisions increased significantly during two of the three post-PPC years, and the traffic collision analysis later in this report shows that the casino is probably having a minor effect on traffic volume and collisions.

Traffic Complaints

Likely. Plainville’s increase in traffic complaints (calls from citizens involving erratic drivers, illegal parkers, and other such annoyances and dangers) was near-immediate after the opening of Plainridge Park, sustained, and heavily concentrated on Route 1. In the “Detailed analysis of trends” section below, we look at the incident type thoroughly and conclude that the increase is likely related to the casino.

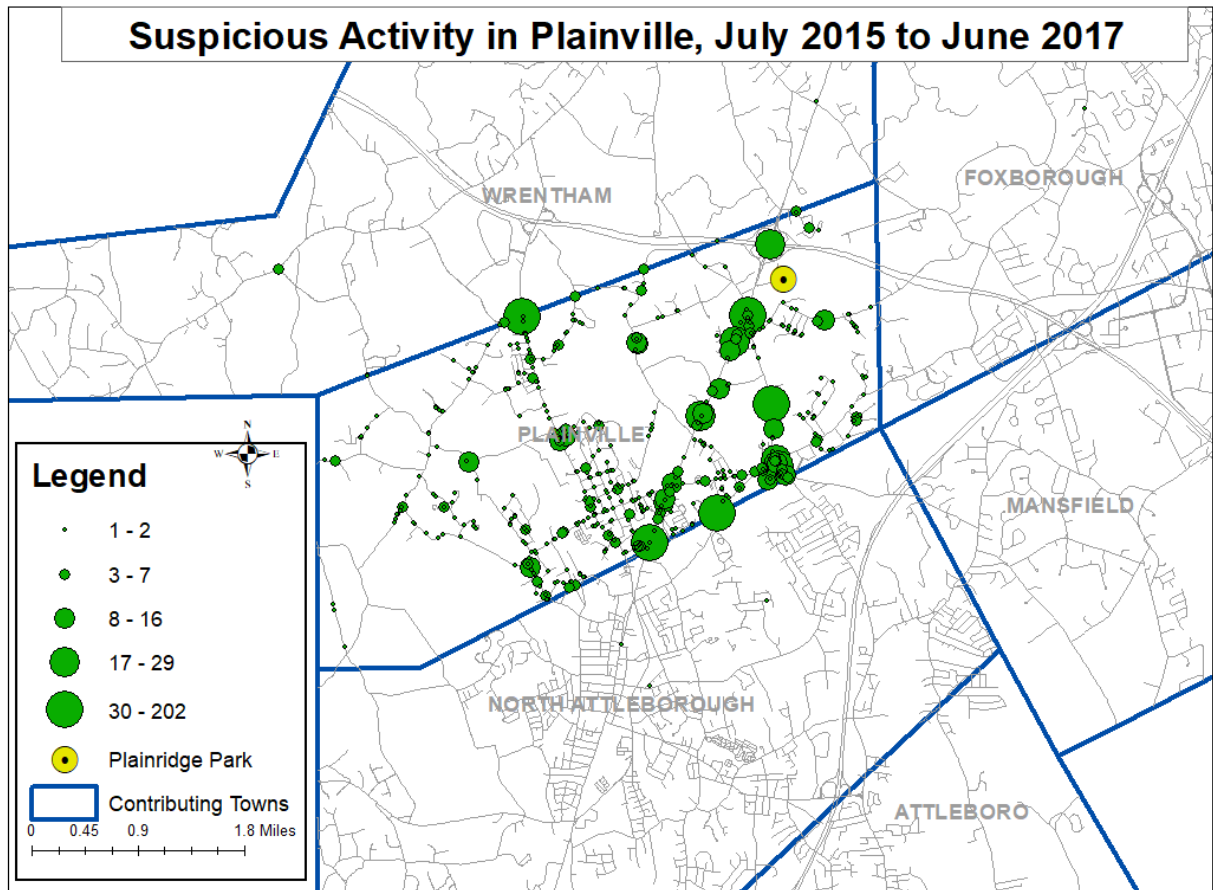
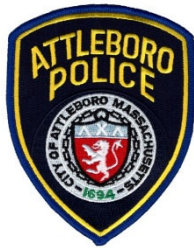


Figure 4: Hot spots for suspicious activity in Plainville show concentrations on routes to and from the casino.

Summary of all Attleboro activity



Overall, Attleboro saw a significant decrease in total crimes, and particularly **property crimes**, during the 48 months following the opening of Plainridge Park. It was one of the few communities not to show an increase in violent crime, particularly assaults, although it did see a spike in **family offenses**. It mirrored other agencies with increases in fraud-related categories including **con games** and **identity theft**.

Attleboro was unique among area agencies in implementing a specific flag in its records management system to identify incidents that were casino-related, generally because the offender acknowledged that he was in the area to visit Plainridge Park. Understanding the vagaries of data quality, I did not rely exclusively on this code, but it was illustrative that in the four years since Plainridge Park opened, the Attleboro Police only used the code nine times, generally for crimes that did not otherwise see an increase in the area. Crimes tagged with the code include a robbery, a shoplifting incident, two miscellaneous thefts, a family offense, a drug incident, a drunk driving incident, a burglary, and an "all other." Attleboro's experience suggests that the area communities may be seeing contributions to their crime volume caused by PPC-bound offenders, but not in enough volume to cause a statistically notable increase.

The agency changed CAD and records management systems at the beginning of the fourth year, so some statistics are given "NA" codes while we work out compatibility issues.

Incidents reported to Attleboro, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	0.4	0–1	1	0	1	0	0.5
Sexual Assault	34.4	24–45	37	40	54	44	43.8
Robbery	20.6	10–31	14	15	15	13	14.3
Aggravated Assault	88.4	61–116	64	60	67	67	64.5
Simple Assault	288.4	260–316	321	296	316	232	291.3
Kidnapping	3.8	1–7	2	4	3	4	3.3
Burglary	208.0	142–274	186	120	113	70	122.3
Purse-Snatching	0.2	0–1	1	1	0	0	0.5
Shoplifting	196.0	139–253	207	158	104	101	142.5
Thefts from Persons	2.2	0–5	8	9	3	0	5.0
Thefts from Buildings	119.4	94–145	96	154	128	111	122.3
Thefts from Vehicles	162.6	61–264	134	155	101	112	125.5
Thefts of Vehicle Parts	46.8	33–61	52	31	61	49	48.3
Other Thefts	551.2	383–719	555	244	302	71	293.0
Auto Theft	62.0	49–75	44	20	31	26	30.3
Arson	4.4	1–7	3	3	3	2	2.8
Bad Checks	12.4	7–18	9	5	1	3	4.5
Credit Card Fraud	32.4	25–39	55	30	21	49	38.8
Employee Theft	8.4	6–10	10	12	5	13	10.0
Counterfeiting/Forgery	38.8	29–48	39	24	34	47	36.0
Fraud/Con Games	63.4	57–70	79	74	65	98	79.0
Identity Theft	39.4	19–60	72	73	70	67	70.5
Stolen Property Offs.	22.2	10–34	30	33	27	26	29.0
Vandalism	299.6	246–353	241	184	224	224	218.3
Drug Offenses	98.4	73–124	103	72	79	71	81.3

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Drunk Driving	111.2	87–136	98	93	56	58	76.3
Disorderly	207.4	162–253	182	136	154	146	154.5
Drunkenness	0.4	0–1	0	28	33	30	22.8
Family Offenses	386.2	329–444	474	481	546	128	407.3
Liquor Law Violations	43.6	29–58	34	20	22	17	23.3
Pornography	5.6	0–11	9	7	5	11	8.0
Prostitution	0.4	0–1	1	1	0	12	3.5
Threats	111.6	72–152	89	91	82	46	77.0
Trespassing	29.0	23–35	37	28	28	33	31.5
Weapon Offenses	29.6	20–39	24	26	26	26	25.5
Violent Crime	436.0	388–484	439	415	456	360	417.5
Property Crime	1869.4	1660–2079	1821	1330	1293	1069	1378.3
Total Crime	3328.8	3139–3519	3311	2728	2780	2007	2706.5
Alarm	1525.8	1344–1708	1400	1420	2024	1281	1531.3
Disabled Vehicle	606.8	500–714	539	556	869	525	622.3
Disturbance	1750.4	1462–2039	1525	1523	1673	NA	1199.0
General Service	2323.8	1918–2730	1389	1182	1503	795	1217.3
Lost Property	61.6	38–85	71	55	89	94	77.3
Psychological	295.2	250–341	377	332	384	NA	273.8
Suspicious Activity	2831.4	2317–3346	2484	2556	2465	NA	1892.3
Traffic Collision	1795.0	1701–1889	1921	2033	2837	2029	2205.0
Traffic Complaint	592.0	299–885	557	527	729	460	568.3

Thefts from persons

Not related. Small overall numbers in the historical average suggest that these incidents were miscoded as 23H (“Other Theft”) in previous time periods and now coded correctly thanks to the agency’s new analyst. No patterns are seen among the incidents nor any explicit casino relationship.

Fraud/con games

Uncertain. Attleboro saw a bump in frauds and swindles in 2016, 2017, and 2019. See the “Detailed analysis of trends” section below for more about this regional trend and its uncertain relationship to PPC.

Identity theft

Uncertain. The entire region has seen an increase in identify theft, with an uncertain relationship to PPC. See the “Detailed analysis of trends” section.

Drunkenness

Not related. Attleboro was not coding its protective custodies (the placement of intoxicated individuals under temporary “arrest” for their own safety) with the proper code until 2017. After that, incidents rose to a level commensurate with the agency’s size.

Family offenses

Uncertain. See the “Detailed analysis of trends” for more on the increase in domestic violence and family offenses in this area.

Prostitution

Unlikely. The sharp increase in this category in 2019, affecting the overall post-PPC average, is related to two stings that the Attleboro Police Department conducted at the Attleboro Motor Inn on 15 December 2018 and 23 February 2019. In both cases, Attleboro Police lured “johns” to the motel by having an officer pretend to be a prostitute and offer services online. Almost all the men were lured from their homes in local communities and thus did not seem to be in the area for the use of PPC.

Psychological calls

Uncertain. In this increase, Attleboro mirrors several other regional communities, although Attleboro’s increase is the largest. Psychological calls can involve a large manner of mental conditions that require a police or other emergency response. Although the situations are complex, rarely do these calls for service result in full police reports, so it is difficult to analyze their circumstances. A detailed review of CAD notes by the APD analyst showed no direct PPC relationship. Incidents seem concentrated at a few residences, suggesting repeat problems with a small number of individuals. The bottom line is that if the presence of a casino is related to the growth of various types of psychological problems within the surrounding community, police calls for service are probably a poor metric to assess it. More medically-oriented studies in the Gaming Commission’s research agenda should explore this potential phenomenon.

Traffic collisions

Uncertain. Attleboro saw above-average collision figures for all four years post-PPC, but despite a logical connection, there is evidence that this increase may be unrelated to PPC. See the “Traffic collision analysis” section below for more information about this phenomenon.

Summary of all Foxborough activity



The hometown of Gillette Stadium and numerous hotels, restaurants, and retail establishments, Foxborough had the second-highest overall crime and call-for-service totals in the area, both before and after Plainridge Park. Its existing crime is heavily influenced by its visiting population. As the closest major hotel cluster to Plainridge Park (there are 7 within the town limits, plus two in nearby Mansfield), there were concerns from the beginning that Foxborough might see an increase in activity at hotels. During the first year, this predicted increase failed to come to fruition, but both calls for service and crimes remained at traditional levels. But both 2017 and 2018 saw a spike in activity at Foxborough hotels.

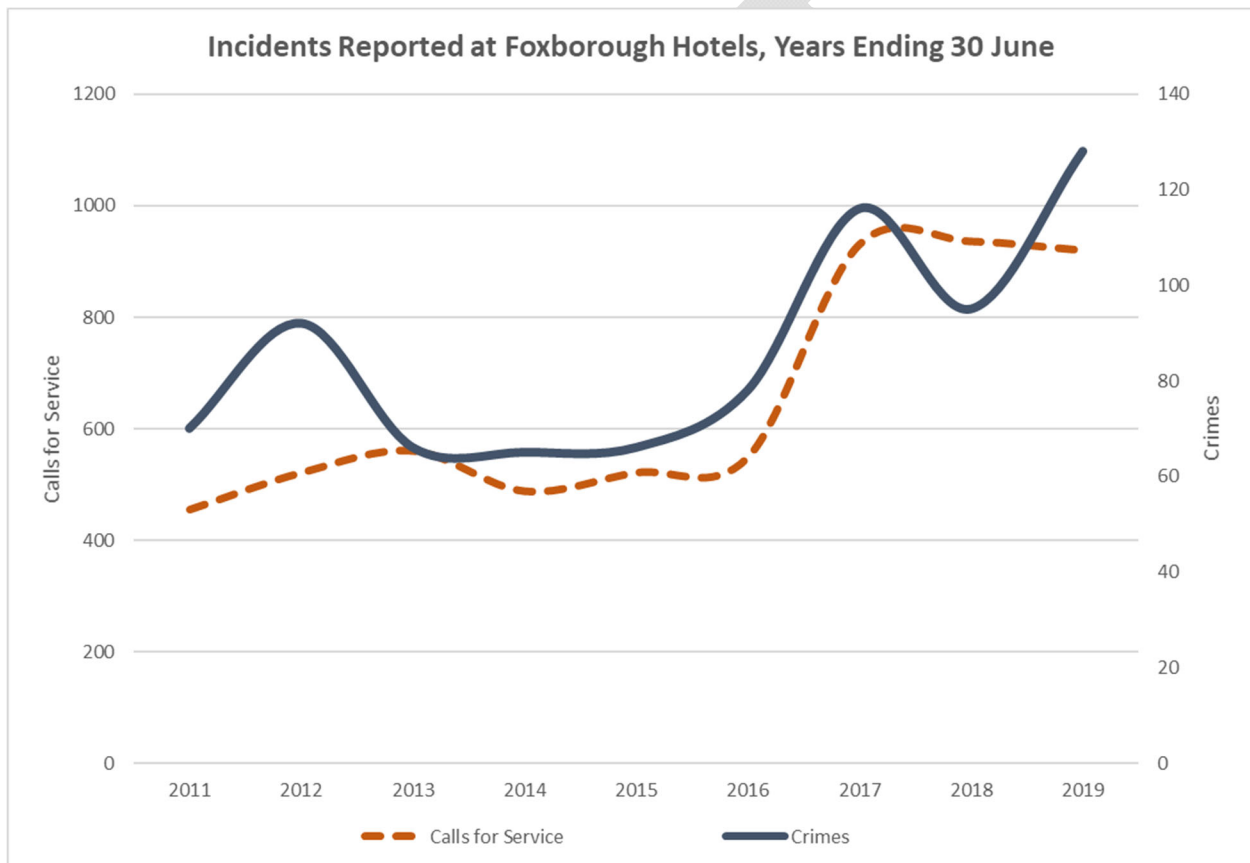


Figure 5: Foxborough has seen an increase in hotel crime during this period.

The increases are not seen in serious crime categories but rather in noise, disturbances, medical aids, traffic issues, and other incident types that we would expect to increase when overall hotel occupancy increases.

Foxborough contributed to regional increases in **credit card fraud** and showed some local increases in other types of theft. It also contributed to regional increases in **lost property** and **traffic complaints**, but all of these increases have uncertain relationships to PPC, as discussed below.

Incidents reported to Foxborough 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	0.0	0–0	0	0	1	0	0.3
Sexual Assault	4.8	2–7	3	9	7	5	6
Robbery	3.2	0–8	3	1	1	3	2
Aggravated Assault	31.6	20–43	32	53	41	27	38.3
Simple Assault	108.6	88–129	74	96	127	119	104
Kidnapping	0.4	0–1	1	0	4	0	1.3
Burglary	74.0	62–86	58	53	30	24	41.3
Purse-Snatching	0.8	0–2	0	0	0	1	0.3
Shoplifting	15.0	9–21	28	29	24	17	24.5
Theft from Building	1.4	0–3	2	2	0	2	1.5
Theft from Persons	24.8	16–33	29	27	21	19	24
Theft from Vehicle	2.6	2–3	1	0	6	46	13.3
Theft of MV Parts	0.2	0–1	1	0	5	4	2.5
Other Theft	99.2	84–114	122	90	73	66	87.8
Auto Theft	10.2	5–15	12	8	10	22	13
Arson	0.4	0–1	1	0	2	0	0.8
Bad Checks	6.8	3–11	8	6	4	1	4.8
Credit Card Fraud	9.4	4–15	18	12	11	5	11.5
Employee Theft	3.0	1–5	2	1	3	1	1.8
Forgery	15.0	11–19	10	12	11	12	11.3
Fraud/Con Games	29.6	21–38	27	30	28	53	34.5
Identity Theft	21.2	0–51	21	25	21	25	23
Stolen Property	9.6	6–13	7	8	11	8	8.5
Vandalism	86.6	70–103	83	83	76	87	82.3
Drugs	39.8	28–52	25	53	35	20	33.3
Drunk Driving	63.0	47–79	64	56	66	40	56.5
Disorderly	115.2	89–141	137	102	110	79	107
Drunkenness	870.0	457–1283	554	369	167	161	312.8
Family Offenses	16.8	8–26	8	29	15	4	14
Liquor Laws	115.8	21–211	37	24	13	11	21.3
Pornography	0.6	0–1	1	2	4	3	2.5
Prostitution	0.2	0–1	0	0	0	0	0
Threats	42.0	27–57	28	27	44	30	32.3
Trespassing	47.2	35–59	51	41	27	17	34
Weapon Violations	5.0	1–9	2	3	6	6	4.3
Total Violent Crime	148.6	120–177	113	159	181	154	151.8
Total Property Crime	409.8	357–462	430	386	336	393	386.3
Total Crime	1874.0	1387–2361	1450	1251	1004	918	1155.8
Alarms	891.0	857–925	894	805	779	699	794.3
Disabled Vehicle	346.4	295–398	274	316	275	226	272.8
Disturbances	252.4	231–274	221	326	456	367	342.5
General Service	912.2	855–970	1024	836	568	757	796.3
Lost Property	40.6	32–49	51	156	147	123	119.3
Medical	982.6	542–1423	1449	1319	1156	1100	1256.0
Psychological	29.8	14–46	18	13	30	20	20.3

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Suspicious Activity	1392.6	1266–1519	1340	1235	1270	974	1204.8
Traffic Collision	577.6	502–653	583	612	593	581	592.3
Traffic Complaints	109.6	49–170	173	227	356	284	260.0

Kidnapping

Not related. Foxborough had an unusual increase in kidnapping in 2018, but a review of the individual cases shows that one incident involved a local boyfriend confining his girlfriend in a hotel room, and the other two were related to the same sexual assault case between co-workers at a local business. None of the participants had any PPC connection.

Shoplifting

Unlikely. Foxborough saw a small but significant increase in shoplifting during this period—about 12 extra incidents per year from 2016 to 2018. Two stores account for the entirety of the increase: ULTA Beauty and Victoria’s Secret. ULTA Beauty didn’t exist prior to PPC, so the casino cannot be associated with that part of the increase. The cause of the increase at Victoria’s Secret is unclear, but when a single store reports an increase that isn’t reflected in other stores, it’s almost always a change in store policy or security rather than a real increase in shoplifting. This increase is thus unlikely to be related to Plainridge Park.

Thefts from Vehicles

Unlikely. Foxborough had unrealistically low totals for this crime prior to 2018. The recent increase is almost certainly occasioned by better coding within the agency.

Thefts of vehicle parts

Unlikely. Foxborough had a 2018–2019 spike in this low-volume crime, thus affecting its average for the four-year period. There was a particular concentration of 7 incidents between April and July 2018. There is no spatial pattern—they occurred all over the city. Two occurred at hotels and involved out-of-town victims. There were no suspects in any of the cases. A PPC relationship seems unlikely given the lack of a similar increase in other communities.

Credit Card Fraud

Likely. Foxborough was one agency to see a spike in credit card fraud during the first-year PPC. As previous reports analyzed, there seemed to be an initial pattern of visitors coming to the area from out of town and using stolen credit cards to purchase gas, food, liquor, cigarettes, and gift cards at local facilities. Even if related to PPC, however, this pattern did not continue past its first year and a half.

Pornography

Unlikely. Foxborough went from never reporting this category to an escalating (though small) number over the last four years. They seem to be a miscellany of cases: a local resident possessing child pornography, a contractor who placed a hidden camera in a preschool bathroom; teenagers charged of “sexting” underaged images. Nothing discovered so far indicates any PPC nexus.

Disturbances

Not related. Foxborough was the only agency to show a significant increase in “Disturbance” calls, including noise, disputes, and other types of noncriminal disorder. The increase is entirely concentrated at Patriot Place, so whether a change in reporting procedures or an actual increase in disorderly conduct there, it does not seem to be related to PPC.

Lost property

Uncertain. An increase in lost property calls has a logical relationship with extra traffic to a community, and a similar increase was rated “likely” in Plainville for this reason. However, the Foxborough increase is concentrated at the Foxborough Police Department itself, suggesting that the agency changed policies about how it records such incidents when the reporting person walks-in to (or perhaps calls) the police department.

Traffic complaints

Unlikely. Although I related similar increases “likely” in Plainville and North Attleborough, in Foxborough’s case, most hot spots seem around the stadium and not on routes to PPC. The increase is also a bit too steep to not involve some kind of change in policy or practice for recording such events.

Summary of all Mansfield activity



Mansfield has seen a significant reduction in property crime and total crime in the 3 years post-Plainridge Park, but it is one of the agencies to show an increase in violent crime, concentrated almost entirely in **simple assaults**. Even while enjoying property crime reductions in general, the department, like many others, is dealing with a spike in **fraud** and **identity theft**, although curiously not credit card fraud like so many neighboring communities.

The agency also joined its neighbors in seeing increases in traffic-volume-related calls for service like **suspicious activity** and **traffic complaints**. These have a less certain connection to the casino than in other communities owing to traffic patterns that don't fit casino-specific routes.

Incidents reported to Mansfield, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	0.6	0–2	0	0	0	0	0.0
Sexual Assault	8.2	6–11	10	11	4	10	8.8
Robbery	4.4	1–8	2	2	2	4	2.5
Aggravated Assault	35.8	32–39	31	25	22	43	30.3
Simple Assault	120.2	106–134	147	140	136	146	142.3
Kidnapping	1.6	0–4	5	0	0	0	1.3
Burglary	143.4	63–224	53	34	34	28	37.3
Purse-Snatching	1.2	0–2	1	1	0	0	0.5
Shoplifting	50.0	37–63	39	38	51	29	39.3
Theft from Building	1.8	1–3	3	2	0	0	1.3
Theft from Persons	57.4	39–76	46	35	50	26	39.3
Theft from Vehicle	0.6	0–1	1	14	28	21	16.0
Theft of MV Parts	0.4	0–2	1	4	2	1	2.0
Other Theft	145.0	112–178	93	87	105	83	92.0
Auto Theft	17.0	10–24	14	17	11	12	13.5
Arson	1.6	0–3	3	2	0	0	1.3
Bad Checks	5.8	2–9	3	4	4	2	3.3
Credit Card Fraud	20.8	13–28	19	4	18	15	14.0
Employee Theft	1.6	0–4	0	1	0	3	1.0
Forgery	22.8	14–32	29	17	19	15	20.0
Fraud	41.4	39–44	67	46	51	45	52.3
Identity Theft	22.4	7–38	38	51	48	23	40.0
Stolen Property	17.6	9–27	16	6	14	8	11.0
Vandalism	115.8	94–137	83	84	91	72	82.5
Drugs	63.2	44–82	33	54	27	26	35.0
Drunk Driving	51.4	43–60	54	48	39	53	48.5
Disorderly	78.6	55–102	80	78	55	50	65.8
Drunkenness	495.4	394–597	333	263	147	122	216.3
Family Offenses	14.4	8–21	4	4	0	0	2.0
Liquor Laws	253.6	122–385	69	30	30	39	42.0
Pornography	2.6	0–5	2	0	3	2	1.8

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Prostitution	0.6	0–2	0	0	0	1	0.3
Threats	53.2	47–59	33	31	23	33	30.0
Trespassing	27.4	15–39	14	19	6	12	12.8
Weapon Violations	7.6	6–9	6	4	7	9	6.5
Total Violent Crime	170.8	160–182	195	178	164	203	185
Total Property Crime	666.6	506–827	509	447	526	383	466.3
Total Crime	1885.4	1593–2177	1332	1156	1027	933	1112
Alarm	980.6	923–1038	1006	983	925	1066	995.0
Disabled Vehicle	392.2	335–449	325	409	334	336	351.0
Disorderly	466.0	435–497	500	420	474	466	465.0
General Service	1377.0	1247–1507	1145	1040	1177	1061	1105.8
Psychological	24.0	11–37	43	40	59	45	46.8
Suspicious Activity	842.0	759–925	974	850	858	730	853.0
Traffic Collision	674.4	617–732	727	693	749	697	716.5
Traffic Complaint	168.4	129–208	230	222	243	206	225.3

Simple assault

Uncertain. Mansfield was one of the agencies to experience the increase in domestic violence analyzed in the “trends” section later in this report. It has an uncertain connection to PPC.

Thefts from vehicles and thefts of vehicle parts

Not related. The increase in thefts from vehicles is a matter of improved coding and not (at least, not in whole) a real trend. The agency did not report these offense types with fidelity before 2017, and even post-2017, the annual figures are smaller than other communities of Mansfield’s size. Not that the “Other Theft” category decreased at the same time that these categories increased, indicating that thefts from vehicles and thefts of vehicle parts likely appeared in the “other” category previously.

Fraud/con games

Uncertain. Mansfield is one of the many agencies in the area to see an increase in confidence games and swindles, analyzed fully in the “Trends” section.

Identity theft

Uncertain. The entire region has seen an increase in identify theft, with an uncertain relationship to PPC. See the “Detailed analysis of trends” section.

Psychological

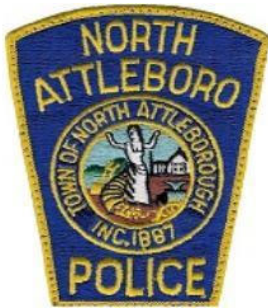
Uncertain. Like Attleboro, the agency had a modest increase in reports of mentally ill people and attempted suicides. Without self-report surveys, any connection to the casino would be entirely speculative.

Traffic complaints

Uncertain. Mansfield has seen modest growth in this category, but it could just be related to a general increase in traffic. Unlike other communities in which increases in this category were rated “likely,” incidents in Mansfield do not seem to be spatially related to casino travel.

DRAFT

Summary of all North Attleborough activity



As noted in previous reports, North Attleborough began an admirable re-dedication to correct NIBRS coding starting in 2015. Unfortunately, this makes it difficult to separate true increases from those caused by the improved coding, and in particular many Group B offenses—**drunk driving, disorderly conduct, drunkenness, liquor law violations, weapon violations, and trespassing** among them—difficult to trust.

North Attleborough was part of the area-wide increase in both **simple and aggravated assault**, as well as **family offenses**, which receive more thorough analysis later in the report. It was also one of the agencies affected by an increase in **credit card fraud**, and in general there is some evidence that extra traffic in the town heading to the casino next door has (at least in part) caused an uptick in **traffic complaints** and **traffic collisions**.

Incidents reported to North Attleborough, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019 ¹³	Post-PPC Avg
Murder	0.0	0–0	0	0	0	0	0
Sexual Assault	1.6	0–3	5	5	4	6	5
Robbery	2.8	1–5	2	3	0	3	2
Aggravated Assault	6.0	0–23	17	30	23	15	21.3
Simple Assault	61.8	27–96	101	116	114	95	106.5
Kidnapping	0.0	0–0	0	1	0	0	0.3
Burglary	38.4	24–53	81	40	47	28	49
Purse-Snatching	2.2	0–4	0	0	0	0	0
Shoplifting	192.4	166–219	194	126	148	197	166.3
Theft from Building	0.8	0–2	0	0	0	0	0
Theft from Persons	5.4	0–15	2	1	1	0	1
Theft from Vehicle	94.4	47–142	60	55	110	86	77.8
Theft of MV Parts	3.0	0–8	6	0	0	1	1.8
Other Theft	109.0	77–141	141	129	159	93	130.5
Auto Theft	10.8	6–15	10	17	11	8	11.5
Arson	0.2	0–1	1	1	0	1	0.8
Bad Checks	4.0	0–8	8	1	0	1	2.5
Credit Card Fraud	25.2	8–43	42	42	20	37	35.3
Employee Theft	12.8	2–24	9	13	10	6	9.5
Forgery	6.2	3–9	9	4	9	15	9.3
Fraud	0.2	0–1	10	22	20	30	20.5
Identity Theft	0.0	0–0	0	0	0	0	0
Stolen Property	0.2	0–1	1	0	0	1	0.5
Vandalism	15.2	0–38	67	74	65	66	68
Drugs	7.8	0–16	15	15	10	11	12.8
Drunk Driving	18.6	0–39	63	47	57	57	56
Disorderly	4.6	0–14	24	26	8	9	16.8
Drunkenness	6.6	0–26	53	43	42	38	44
Family Offenses	0.0	0–0	19	29	28	19	23.8

¹³ As noted in the opening sections, totals for 2019 are partly estimated based on calls for service.

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019 ¹³	Post-PPC Avg
Liquor Laws	0.6	0–2	6	3	0	1	2.5
Pornography	0.0	0–0	1	0	0	0	0.3
Prostitution	0.0	0–0	0	0	0	0	0
Threats	6.4	0–17	11	15	5	8	9.8
Trespassing	0.8	0–3	2	2	0	3	1.8
Weapon Violations	0.4	0–2	2	4	3	1	2.5
Total Violent Crime	72.2	24–120	125	155	141	119	135
Total Property Crime	520.4	446–595	641	525	600	570	584
Total Crime	638.4	474–803	962	864	894	836	889
Alarm	1241.0	1170–1312	1213	1241	1157	1128	1184.8
Disabled Vehicle	436.8	329–545	356	342	317	383	349.5
Disorderly	708.2	624–793	559	620	635	569	595.8
General Service	879.6	185–1574	1924	1685	1340	1052	1500.3
Lost Property	61.4	50–73	52	64	32	60	52.0
Medical	343.6	291–396	208	299	325	262	273.5
Suspicious Activity	1091.8	903–1280	1237	1153	1252	1184	1206.5
Traffic Collision	1018.0	945–1091	1065	1132	1109	1119	1106.3
Traffic Complaint	477.8	448–508	572	429	541	622	541.0

Sexual assault

Not related. North Attleborough has seen a small but sustained increase in sexual assaults over the last four years. They have occurred primarily at residences in town, with the victim usually knowing the offender, and there is no causal relationship connecting them to Plainridge Park.

Simple assault

Uncertain. North Attleborough may be experiencing some of the increase in domestic violence that we've seen in other area towns—see the “Detailed analysis” section below—but it should also be noted that the agency had a large increase in simple assaults—from an average of 52 per year to 92—in 2015, the year *before* PPC opened, and coincidentally the year that it also reported a spike in many other crimes that had been miscoded in the past. It's thus likely that there are a couple of things happening with this category—perhaps a real trend exaggerated by the agency's dedication to improved coding.

Kidnapping

Not related. A single kidnapping reported by the agency in 2017 was a custody issue involving local residents.

Forgery

Uncertain. North Attleborough was the only agency to show an increase in this crime, with nine cases in the last three months of 2018. Three incidents occurred at banks and four at department stores. We await more information on the pattern from the agency.

Fraud/con games

Uncertain. As with many of the crimes in North Attleborough, we're seeing several things happening at once. The numbers reported for the pre-PPC period are too low to be realistic, so it's clear that the agency had under-coded this crime in the past. On the other hand, the region as a whole saw an increase in this crime, and there does seem to be regional trend (see the "Trends" section below)—although with an uncertain relationship to PPC.

Vandalism

Unlikely. Here we have another mix of previous poor coding a potential real trend. The figures that the agency reported for 2012 and 2013—7 and 3, respectively—are too low to be realistic for an agency of this size, but even if we ignore those years, we end up with a pre-PPC average of about 35 against a post-PPC average of 69. However, even if North Attleborough is seeing an increase in the crime, a PPC relationship is unlikely. There is no particularly logical connection between this type of facility and vandalism. No other community is reporting such an increase (the crime was down 13% for the area as a whole), and a scan of the few individuals identified as offenders shows no increase in out-of-area participants. This is a trend worth analyzing at the police department level with a more complete dataset.

Drunk driving

Uncertain. North Attleborough is certainly recording far more drunk driving arrests than in the past—a combination of actually making more arrests and better coding. This seems to be a change in police practice rather than an actual increase in drunk driving, although the "traffic collision" analysis section does suggest that a minor increase in drunk driving might be affecting the area.

Disorderly

Unlikely. A spike in disorderly conduct reports seen in 2016 and 2017, just after the casino's opening, occurred primarily at residences based on disturbance calls. Most of the individuals charged were from neighboring Massachusetts and Rhode Island agencies, and the trend did not continue into 2018 and 2019.

Drunkenness

Unlikely. This offense type was not coded by the agency at all until 2015. No reliable conclusions can thus be drawn about the increase. The lack of any similar increase in other agencies makes a PPC relationship unlikely.

Family offenses

Uncertain. See the "Detailed analysis of trends" for more on the increase in domestic violence and family offenses in this area.

Liquor law violations

Unlikely. In previous reports, we explained the bump seen in 2016 as an artifact of better coding, since the agency had rarely used this code before the post-PPC era. But incidents returned to near-o levels after 2016, so it may be the case that North Attleborough simply doesn't have much of a problem with this crime. No pattern can be seen among the post-PPC incidents; they are spread throughout the community at all days and times, with no repeat addresses. When charges have been filed, they have all involved young people from the immediate area. Since the crime did not sustain beyond a single year's increase, since no other agency reported an increase in this crime, and since the participants seem to be local youths, any PPC relationship is unlikely.

Pornography

Unlikely. A single incident in 2016 was the result of a multi-agency investigation into a resident with child pornography. His actions pre-dated the casino.

Weapon offenses

Not related. This increase is one solely of improved reporting of the code starting in 2015. All but two of the offenses recorded between 2014 and 2018 have been incidental to arrests at residences in North Attleborough, usually for domestic crimes.

General service calls

Not related. The large increase, particularly in 2016 and 2017, is entirely explained by a call type code that didn't exist in the agency before 2015: "CAR WASH," indicating police presence at a community event. This sub-type accounts for more than 1,000 events in 2015, 2016, and 2017, and more than 700 in 2018. When removed, figures for other sub-types in this category—lockouts, escorts, and so forth—fall to more traditional levels. The increase is thus unrelated to PPC.

Traffic collisions

Likely. See the "Traffic collision analysis" section of this report for details about North Attleborough's increase and its likely relationship to Plainridge Park.

Traffic complaints

Likely. As discussed in the "Detailed analysis of trends" section, Plainville and North Attleborough both saw significant increases in traffic complaints along Route 1 after the opening of Plainridge Park, suggesting the influence of extra local traffic coming up from Attleboro and Rhode Island communities.

Summary of all Wrentham activity



Wrentham is the smallest and least active of the contributing communities. It did contribute to regional increases in **credit card fraud** and **traffic collisions**, both of which are analyzed later.

Crime in Wrentham is dominated by a single location: the Wrentham Village Premium Outlets. This one address accounts for 22% of all calls for service, 45% of all crimes, and 57% of all property crimes reported by the agency during the study period. These statistics are not meant to suggest that the shopping center is inherently unsafe—just that there aren't other retail establishments in Wrentham to "compete" for the types of crime that the outlets experience.

Most of the increases seen in Wrentham after Plainridge Park opened—including **shoplifting** and the non-crime events of **traffic complaints** and **lost property**—are localized heavily or entirely at this one location. A key question is whether, therefore, there is any evidence that traffic to Plainridge Park is increasing traffic to the Premium Outlets, or whether the increase in crime involves factors unrelated to the casino. The preponderance of the evidence suggests the latter. In particular:

- Crimes had already been increasing at the Outlets for several years prior to Plainridge Park, and the increases "post" PPC have largely kept up with the existing trend.
- A similar increase is not seen at other large shopping centers within the area (see "Before-and-after comparison of other variables" below).
- Most of the crimes that have increased are those that we depend on businesses to report. Crimes that would depend on customers (such as various types of theft) have not increased. This suggests that company policies and security practices may play a larger role than actual increases in those crimes. (This, it should be noted, is the explanation supported by the Wrentham Police.)

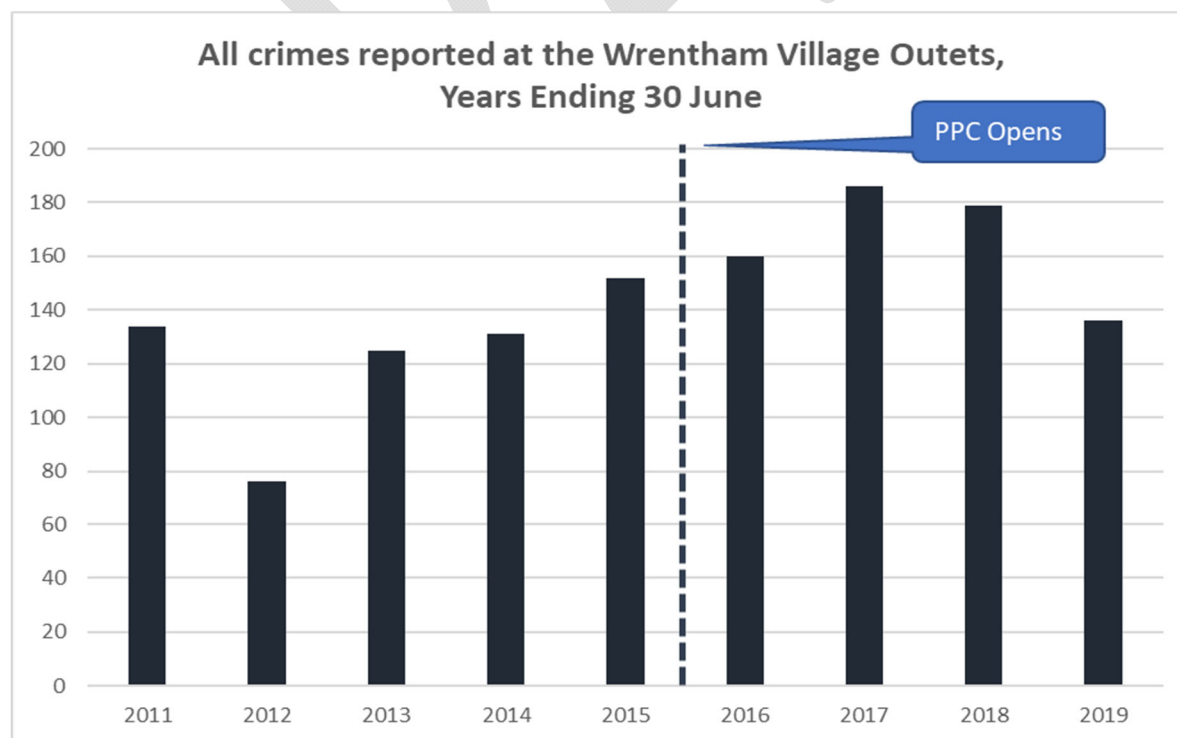


Figure 6: Post-PPC, the Wrentham Premium Outlets have continued their trend of increasing crime, or at least reported crime.

Still, in the absence of more economic data, we cannot completely rule out the possibility that the increased shopping and entertainment traffic drawn by Plainridge Park casino has had a spillover effect to this one major shopping area and that crimes have increased accordingly. Whatever the explanation, the increase did not sustain in 2019.

Incidents reported to Wrentham, 1 July–30 June

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Murder	0.2	0–1	0	0	0	0	0.0
Sexual Assault	0.8	0–2	1	0	1	1	0.8
Robbery	0.6	0–2	1	1	0	0	0.5
Aggravated Assault	4.2	1–8	6	3	5	3	4.3
Simple Assault	7.4	0–20	15	22	17	14	17.0
Kidnapping	0.0	0–1	0	1	0	0	0.3
Burglary	23.0	11–35	25	9	15	8	14.3
Purse-Snatching	0.0	0–0	0	0	0	0	0.0
Shoplifting	47.0	8–86	113	136	135	97	120.3
Thefts from Persons	1.8	0–4	1	1	0	0	0.5
Thefts from Buildings	4.0	0–10	9	6	2	3	5.0
Thefts from Vehicles	15.0	0–39	12	11	12	15	12.5
Thefts of Vehicle Parts	0.6	0–2	0	1	0	0	0.3
Other Thefts	94.2	43–145	57	43	53	44	49.3
Auto Theft	4.2	0–8	5	11	3	6	6.3
Arson	0.6	0–2	0	0	0	0	0.0
Bad Checks	0.0	0–1	1	0	0	0	0.3
Credit Card Fraud	2.8	0–5	20	9	8	2	9.8
Employee Theft	3.0	0–7	5	1	2	2	2.5
Counterfeiting/Forgery	3.0	0–7	2	4	7	0	3.3
Fraud/Con Games	2.8	0–7	7	2	16	7	8.0
Identity Theft	7.0	0–18	8	3	3	0	3.5
Stolen Property Offenses	2.2	0–5	4	9	4	4	5.3
Vandalism	17.4	10–25	12	2	9	6	7.3
Drug Offenses	7.2	6–8	11	3	2	2	4.5
Drunk Driving	7.8	4–12	5	6	12	11	8.5
Disorderly	2.4	1–4	1	0	0	0	0.3
Drunkenness	9.8	8–12	7	2	3	10	5.5
Family Offenses	1.2	0–4	1	1	0	0	0.5
Liquor Law Violations	1.4	0–4	0	0	0	0	0.0
Pornography	0.4	0–1	0	0	0	0	0.0
Prostitution	0.0	0–0	2	0	0	0	0.5
Threats	3.0	1–5	1	1	2	1	1.3
Trespassing	0.8	0–2	0	1	0	4	1.3
Weapon Offenses	0.0	0–1	0	1	1	0	0.5
Violent Crime	13.2	0–28	23	27	23	18	22.8
Property Crime	228.6	159–298	281	248	269	194	248.0
Total	275.8	192–360	332	290	312	240	293.5
Alarm	712.0	582–842	770	750	756	673	737.3
Disabled Vehicle	262.8	183–343	366	235	225	324	287.5
Disturbance	163.0	131–195	173	201	153	119	161.5

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
General Service	175.0	107–243	152	183	202	104	160.3
Lost Property	33.4	21–45	45	94	45	57	60.3
Medical	547.8	335–761	557	587	570	574	572.0
Psychological	2.6	0–5	2	3	8	14	6.8
Suspicious Activity	403.8	361–447	524	444	320	387	418.8
Traffic Collision	206.2	178–234	263	263	131	247	226.0
Traffic Complaint	109.8	88–132	110	187	225	252	193.5

Shoplifting

Uncertain. In the four years following Plainridge Park, Wrentham nearly tripled its shoplifting average. All but one or two incidents in any given year are at the Wrentham Village Premium Outlets, and the Outlets account for the entirety of the increase across the four-year period. A review of the property data shows that much of the increase is attributable to thefts of clothing, and thus outlet stores like Timmy Hilfiger, Sunglass Hut, Zumiez, and the Nike Factory store reported the highest totals in the post-PPC period. There is some evidence of shoplifters traveling greater distances, as the top origin points for apprehended shoplifters in the 2016–2019 period were Boston, Providence, and Worcester. These locations are barely represented in the 2010–2015 data.

Shoplifting is a difficult crime to analyze with police data because the recording of a shoplifting “incident” is entirely dependent upon the store noticing, catching, and reporting the shoplifter. Changes in store security and changes in policy can dramatically alter the number of crimes reported to the local police department. In previous meetings, the Wrentham Police Department representatives have expressed their opinions that such changes in policy and practice are responsible for the statistical increase, and not a real increase in shoplifting. Some evidence for this perspective is found in the lack of an increase in those types of crimes that do not depend on store policy or security. If more thieves were swarming the Outlets to shoplift, we would expect to see ancillary increases in other crimes like thefts from vehicles, thefts from persons, and auto theft, but these did not increase.

With no other available data from the Outlets on overall shrinkage, and with most other communities reporting no change in shoplifting, any connection to PPC—and indeed the very question as to whether the shoplifting increase is “real”—must be labeled “uncertain.”

Credit card fraud

Likely. Wrentham joined several area communities in seeing a bump in credit card fraud, particularly in the first post-PPC year. The trend lasted longer in Wrentham than in other communities.

Fraud/Con Games

Uncertain. Wrentham is one of the many agencies in the area to see an increase in confidence games and swindles, analyzed fully in the “Trends” section.

Lost property

Uncertain. Wrentham had a weird one-year spike in lost property calls in 2017, with 50% of the increase at the Premium Outlets, and another 25% at the police station itself. There is a logical connection between “lost property” reports and extra traffic in the area, and we deemed the relationship likely in Plainville itself, but for Wrentham it’s hard to know what to make of this one-year fluke.

Psychological

Unlikely. Wrentham has seen an increase in “mental health check” calls at various residences throughout town in 2018 and 2019, with certain residences responsible for multiple calls. Barring more information about the residents in question, there’s no reason to suspect a PPC relationship.

Traffic collisions

Uncertain. See the “Traffic collision analysis” section below for more information about changes in collisions in the area.

Traffic complaints

Uncertain. As with many of the crimes, the entirety of Wrentham’s increase in traffic complains is localized at the Premium Outlets. The bulk of these calls are “parking complaints, almost entirely between the hours of 11:00 and 19:00, and almost entirely (more than 70%) on Saturdays and Sundays. Any connection to Plainridge Park depends on demonstrating that Plainridge Park increased visiting traffic to the Outlets.

Before-and-after comparison of other variables

The statistics in this section help bolster our understanding of trends in the Plainville area since Plainridge Park opened. It is possible that total volume of particular crimes and calls for service didn't increase, but shifts in other variables happened beneath the surface. For those categories that did increase, analysis of these variables can help us understand and explain those increases.

Individuals arrested and charged

Whatever changes Plainridge Park has brought to the region, there has been a precipitous drop in individuals arrested, charged, and placed into protective custody during the last four years. Among the six local communities, only North Attleborough showed an increase, and it was a minor one. The Massachusetts State Police also showed an increase, due to the number of arrests occurring at Plainridge Park itself.

All individuals arrested, summonsed, or placed into protective custody, 1 July–30 June

Agency	Pre-PPC Avg	Pre-PPC Window	2016	2017	2018	2019	Post-PPC Avg
Plainville	91.8	63–121	86	76	36	25	55.8
Attleboro	2300.2	2080–2520	2267	1917	1769	1768	1930.3
Foxborough	1392.0	883–1901	1030	794	585	728	784.3
Mansfield	1516.4	1309–1724	1089	953	734	679	863.8
North Attleborough	320.0	217–423	453	335	316	390	375.8
Wrentham	97.6	43–153	79	70	112	85	86.5
Total	5718.0	5138–6298	5004	4145	3552	3675	4096.3

Analysis of the specific types of crimes involved shows that 74% of the decrease among the six local communities is found within the crimes of drunkenness (most “arrests” for this crime are actually protective custodies; the individual is released upon sobriety with no criminal charges) and liquor law violations. Most of *these* decreases, in turn, are found within Foxborough and Mansfield, indicating changes in policy or practice at the venues that have historically produced most of those custodies: Gillette Stadium and the Xfinity Center.

Without the liquor crimes, the change become less dramatic in most communities, and the figures for the post-Plainridge Park years fall generally within expected levels. The major exception is Mansfield, but unfortunately most of the remaining drop is in the “all other” offense category. This is difficult to analyze further with existing data. For most agencies, the category is made up primarily of motor vehicle offenses.

All individuals arrested or summonsed (liquor violations and protective custody removed) years ending 30 June

Agency	Pre-PPC Avg	Pre-PPC Window	2016	2017	2018	2019	Post-PPC Avg
Plainville	87.6	69–106	84	73	34	22	53.3

Attleboro	2300.0	2153–2447	2267	1906	1752	1750	1918.8
Foxborough	546.2	463–629	491	433	423	315	415.5
Mansfield	1029.8	903–1156	761	691	591	558	650.3
North Attleborough	313.4	253–373	400	297	279	377	338.3
Wrentham	92.0	54–130	75	70	112	79	84.0
Total	4369.0	4203–4535	4078	3470	3191	3101	3460.0

Major shopping centers

In most towns, large shopping centers serve as nexuses of crime. It is not that they are inherently unsafe so much as they supply target-rich environments of unattended vehicles, merchandise on the shelves, and shoppers. If crime were to increase in an area in response to a casino, it may occur in such a way as to inflame these existing hot spots rather than in a way that creates brand new hot spots.

An analysis of statistics at the major shopping centers in the PPC area shows a mix of results. About half of them showed normal to low levels of crime. In Attleboro, the loss of K-Mart from Bristol Place, and in North Attleborough, the loss of Sears from Emerald Square both precipitated large declines.

The increase in activity at the Wrentham Village Premium Outlets was discussed in detail among Wrentham's statistics, and any potential PPC influence on traffic to that shopping center remains an open question. In North Attleborough, the increase in activity can be primarily explained by shoplifting incidents at Ulta Beauty, which post-dates PPC and thus did not contribute to the pre-PPC baseline.

Foxborough Plaza's increase crosses multiple stores and multiple offense types and cannot be explained without a detailed review of individual cases. The same is true of Triboro Plaza in North Attleborough. The 2017 spike at South Attleboro Square coincides with unusual volumes of shoplifting and other thefts at BJ's Wholesale Club and T J Maxx, both of which returned to lower volumes the following year.

All crimes at select shopping centers, years ending 30 June, 2011–2019

Location	Pre-PPC Avg	Pre-PPC Window	2016	2017	2018	2019	Post-PPC Avg
Bristol Place (Attleboro)	157.2	102–213	204	148	63	128	135.8
Chestnut Green (Foxborough)	9.6	2–18	9	19	17	10	13.8
Emerald Square (N. Att.)	89.6	81–98	91	22	20	16	37.3
Fashion Crossing (N. Att.)	14.6	10–19	26	25	31	26	27.3
Foxborough Plaza	25.4	21–30	31	32	30	17	27.5
Mansfield Crossing	87.0	51–123	94	84	82	75	83.4
Patriot Place (Foxborough)	159.4	110–208	73	88	94	79	83.5
Plainville Commons	25.8	10–41	37	39	22	8	26.5
South Attleboro Square	92.0	74–110	85	112	76	115	97.0
Triboro Plaza (N. Att.)	3.2	0–6	9	6	11	5	7.8
Wrentham Village	123.6	85–162	160	188	179	136	165.8

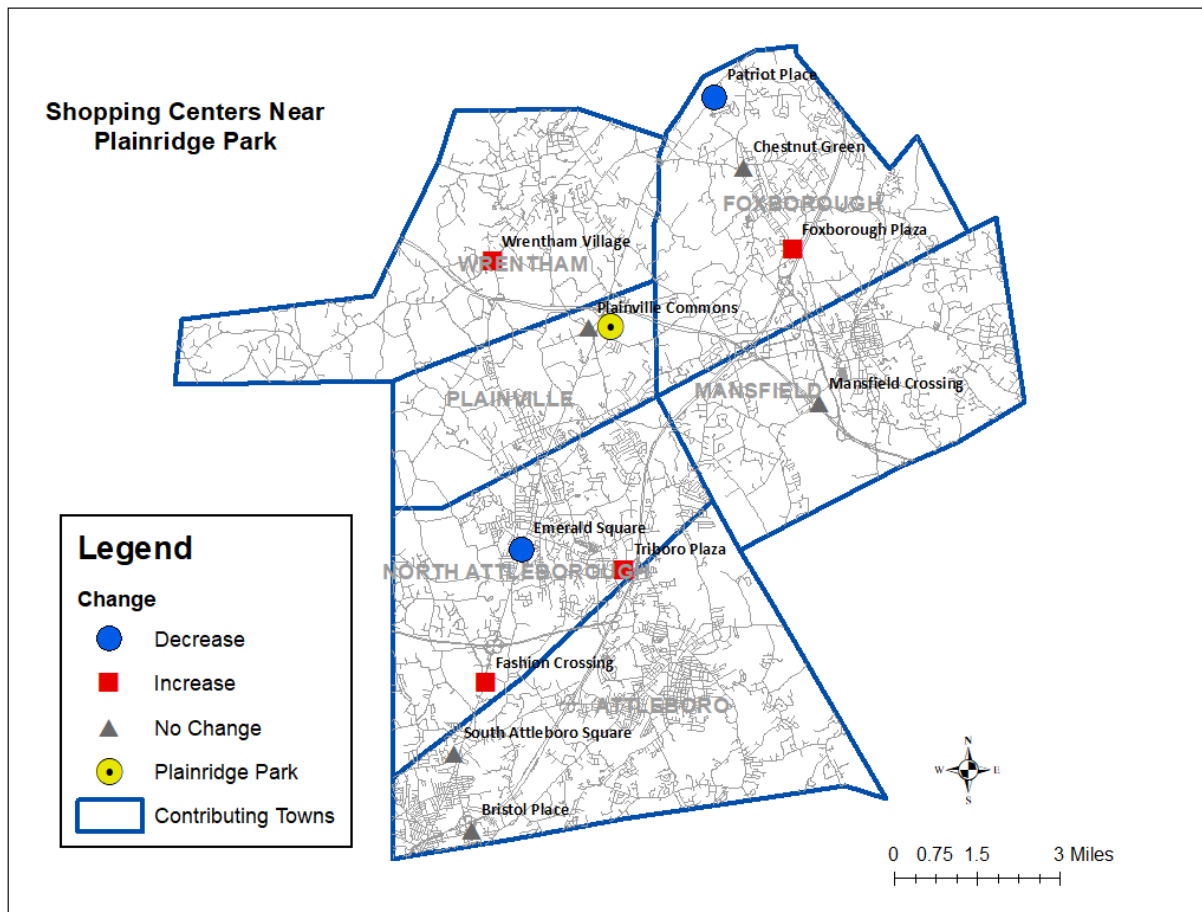


Figure 7: There is no particular correlation between changes in crime at shopping centers and Plainridge Park.

There isn't much of a geographic correlation between distance from Plainridge Park and increases in crime at the shopping centers. Plainville Commons, just across the street, was within its normal range for all crimes. In Attleboro and North Attleborough, we see a mixture of changes on the same travel route. Overall, however, the analysis raises some intriguing questions that should be answered with a thorough review of cases at the locations that experienced an increase.

Comparison of Plainville-area changes with changes in control areas

Comparing an area to its own history can yield valuable results, but the results become even more valuable in comparison to what is happening in similar areas around the state. If a crime type increases in the Plainville area following the introduction of Plainridge Park, a causal relationship with the casino becomes less likely if the same crime is increasing everywhere but more likely if the same crime is holding steady or decreasing elsewhere.

To answer this question, we must use a slightly different dataset than the ones used in the previous section, in which we extracted data directly from the records management systems of the Plainville-area communities. For this part of the study, I used crime data submitted to the Massachusetts Incident-Based Reporting (IBR) system.

The advantages to this type of analysis that by comparing the “study” communities to other communities, we can better measure the impact of a new variable like Plainridge Park. This type of study, using control areas, is generally required by serious quantitative researchers to reach a conclusion. Among other things, the before-and-after analysis in the preceding sections assumes that if Plainridge Park impacted the surrounding communities, that impact would be reflected in *increases* in crime. In fact, if crime was already decreasing in those communities for other reasons, the impact of the casino might be seen in *lesser decreases* rather than increases, something that a comparative analysis should be able to tell us.

This data has some regrettable limitations. Due to delays in reporting from both the Plainville-area and comparison-area communities, this analysis **covers only the 30-month period between 1 July 2015 and 31 December 2017**; 2018 data will not be available until close to the end of 2019. The second limitation is that only crime, not other calls for service, are reported to the state IBR program. Third, because we received the data in summary form (totals only), we cannot specifically exclude incidents at Plainridge Park itself, nor can we perform more detailed analysis of the data beyond crime category and time period.

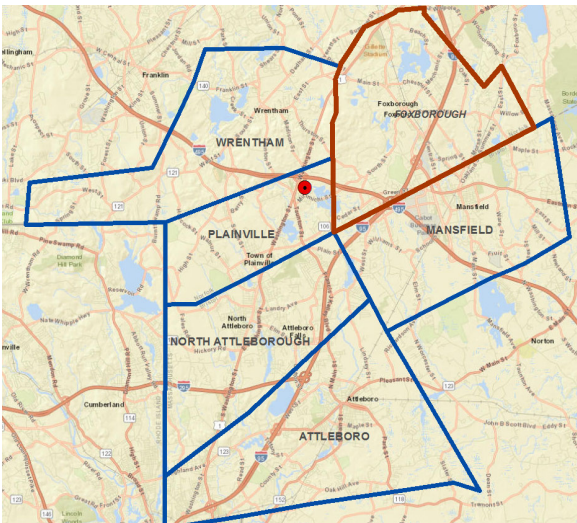
Finally, the figures for the “study” area do not include Foxborough, as the agency has not reported annual figures to the state Crime Reporting Unit from 2014 to 2016.

To conduct this analysis, I first identified three comparison areas of roughly similar population, square mileage, and crime total. I looked for areas near highways with strong retail corridors to best match the geographic, traffic, and economic profile of the Plainville-area communities. The table below identifies the three comparison areas and shows their comparative statistics.

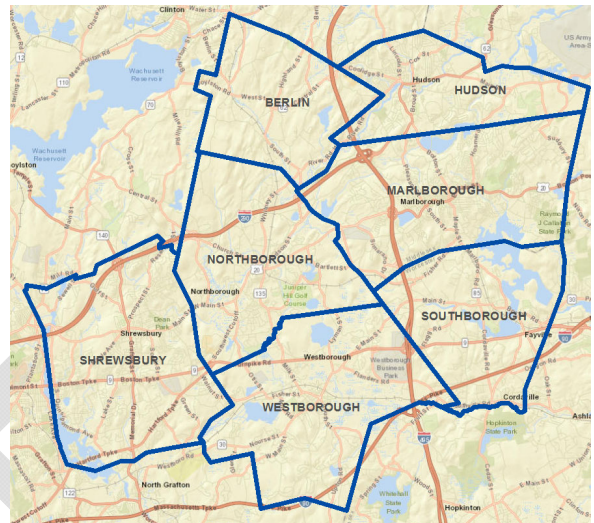
Area	Communities	Population (2010)	Square Miles	2014 IBR Total
Study	Plainville, Attleboro, Foxborough, Mansfield, North Attleborough, Wrentham	131,401	122.9	3,924
Comparison 1	Berlin, Hudson, Marlborough, Northborough, Shrewsbury, Southborough, Westborough	139,230	124.9	3,519
Comparison 2	Canton, Dedham, Norwood, Randolph, Westwood	121,622	62.4	3,953
Comparison 3	Bedford, Concord, Lexington, Lincoln, Waltham, Weston	140,638	102.2	2,910

I also compare the study area to the totality of Massachusetts agencies reporting to the IBR program, though excluding those that did not reported consistently for this period; specifically, I excluded agencies that did not

report at least one crime (of any type) each quarter between July 2010 and December 2017. This list of included agencies has 271 city, town, and university police departments but excludes Boston, the State Police, and around 90 other communities (almost all very small) that do not report to the IBR standard, that do not have their own police agencies, or that did not report consistently during the period.



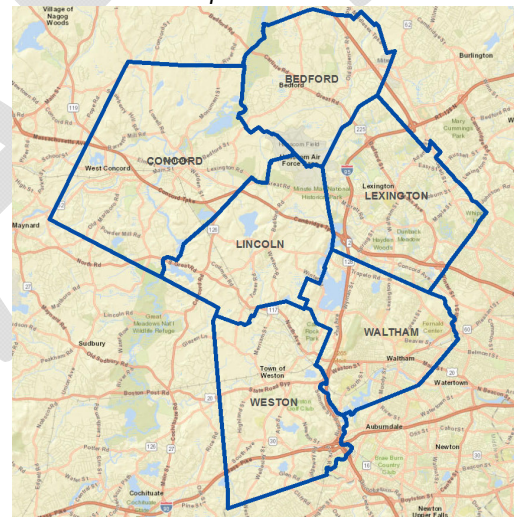
Study Area



Comparison Area 1



Comparison Area 2



Comparison Area 3

The table below compares the percentage change for these various groups between the annual averages reported between July 2011 and June 2015 (pre-PPC) to the annual averages reported between July 2015 and December 2017 (post-PPC).

Changes in crime in study areas and comparison areas, July 2015–December 2017 vs. average of previous 5 years

Measure	Study Area	Comparison 1	Comparison 2	Comparison 3	All Comparisons	Rest of Massachusetts
Murder	-33%	-100%	+60%	-50%	-25%	-6%
Sexual assault	+12%	-27%	+3%	+14%	-9%	0%
Robbery	-19%	-21%	-14%	-45%	-26%	-20%
Kidnapping	+13%	+100%	-73%	-50%	-31%	-8%
Aggravated Assault	-3%	-2%	+10%	-18%	-2%	-4%
Simple assault	+25%	-15%	-6%	-23%	-14%	-8%

Measure	Study Area	Comparison 1	Comparison 2	Comparison 3	All Comparisons	Rest of Massachusetts
Arson	-41%	+7%	-38%	-25%	-23%	-26%
Burglary	-34%	-39%	-42%	-39%	-40%	-39%
Auto Theft	-32%	-13%	-1%	-18%	-9%	-10%
Purse snatching	-41%	-38%	-50%	-100%	-49%	-25%
Shoplifting	+3%	-13%	+13%	-19%	0%	-4%
Theft from a building	+4%	+58%	-17%	-34%	+1%	-19%
Theft from a person	0%	+16%	+4%	-36%	-16%	-9%
Theft from a vehicle	-18%	-15%	-17%	-34%	-22%	-28%
Theft of vehicle parts	+8%	+6%	-32%	-43%	-30%	-13%
Other theft	-21%	-25%	-7%	-25%	-20%	-23%
Employee theft	-14%	+57%	+20%	-18%	+23%	-11%
Vandalism	-12%	-9%	-32%	-38%	-27%	-22%
Counterfeiting/Forgery	-2%	-21%	+3%	+13%	-3%	-12%
Credit card fraud	+34%	+51%	-22%	+9%	+1%	+11%
Fraud/con games	+22%	+26%	+24%	+48%	+33%	+8%
Identity theft	+93%	+75%	+55%	+113%	+70%	+14%
Threats	-23%	-35%	-19%	-17%	-27%	-16%
Drug Offenses	-17%	-26%	-29%	-25%	-27%	-11%

The results paint an interesting picture for the Commonwealth as a whole. The last few years have seen major decreases in many “traditional” crimes such as robbery, burglary, auto theft, and other types of thefts. These are being replaced—though not at the same volume—with increases in frauds and forgeries—con games, credit card fraud, and particularly identity theft. In these broad trends, the Plainville area mirrors the comparison communities and the state as a whole. In only a few areas (murder, arson, and auto theft) did the Plainville region decrease more than the comparison communities or the state as a whole. This makes sense for a growing area with an increasing entertainment population.

Significant variances between the Plainville area and the comparison communities are seen in the crimes of **sexual assault, kidnapping, simple assault, thefts from persons, thefts of vehicle parts, credit card fraud, identity theft, and drug offenses**. Some notes on these areas:

- The kidnapping increase is related to the domestic violence increase in the area. The increase involves small numbers and only in 2016 (from an average of 6 to a 2016 total of 12). Each incident was fully reviewed and there was no PPC or gambling connection among the victims or offenders.
- The simple assault variance is also related to the increase in domestic violence in the area; see the “trends” section for a full analysis.
- The increase in sexual assaults is discussed in the above sections and is confined to Attleboro.
- The increase in thefts of vehicle parts seems to be related to better coding of this crime and not a true increase in the actual phenomenon.
- Fraud increased a lot in the Plainville area but also increased in comparison communities.
- Identity theft went up a lot statewide but even more in the Plainville area. This is discussed more in the “Trends” section.
- The increase in thefts from person and the “decreased decrease” in drug offenses (it went down in the Plainville area but not as much as in comparison communities) is due to activity at Plainridge Park itself. Thefts of TITO tickets and personal property are generally reported under the former category, and several drug arrests have been made in the casino parking lot. See the “incidents at Plainridge Park” section for more details.

Traffic collision analysis

Until this report, our assessments of changes in traffic collisions in the Plainville area have relied entirely on the agencies' reported call-for-service data. While this dataset is not an invalid indicator of crash trends, it lacks important variables such as injury levels and causal factors. It is also not comparable with other agencies.

The Massachusetts Department of Transportation maintains a dataset of all crashes reported in the state, with a full set of variables. It is available for public querying and downloading¹⁴. Unfortunately, it offers data only through the last year "closed" by the state, which at the time of this report is 2017. This allows us to investigate only two years post-Plainridge Park. Note that the numbers offered in this review of state crash data are smaller than those in the tables reporting call-for-service data. This is because not all collisions are "reportable" to the state; to appear in the state dataset, they must exceed \$1,000 in property damage or cause injury to one of the participants.

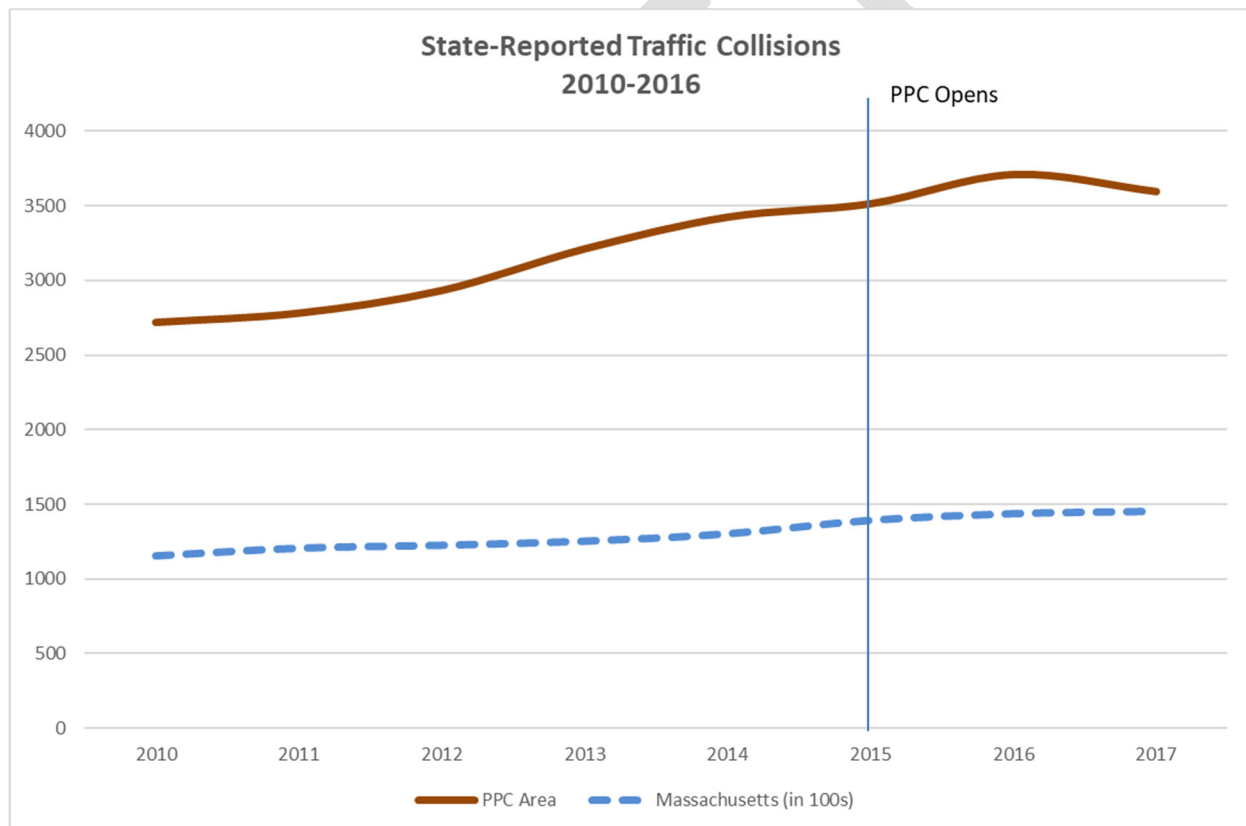


Figure 8: Both before and after PPC, traffic collisions have increased at a steady rate until 2017.

In previous reports, I have suggested that an increase in traffic collisions would be an obvious outcome for a facility the size of Plainridge Park, and that increases seen in police calls for service for crashes were "likely" related to the presence of the casino. The state data, at least for the first year, challenges that judgement. It demonstrates that:

¹⁴ <https://massdot-impact-crashes-vhb.opendata.arcgis.com/>

- Crashes in the Plainville area were already increasing at an average rate of 5% per year before Plainridge Park opened.
- The rate of change in 2015 (when Plainridge Park was open only half the year) was 3%. It rose to 6% in 2016 but then fell 3% in 2017 while increasing statewide.
- The rate of change across Massachusetts was an average of +3% a year during the same period.

To analyze this data, we have to use statistics that are slightly different than those used in the rest of this report, which are based on central tendency and standard deviation. Since traffic collisions were increasing throughout these communities even before Plainridge Park opened, we must look at how the communities did based on values that were expected given the overall trend. The tables below compare actual values for given years to the expected range given the past trend¹⁵.

The results are notable. For all communities except Attleboro, the number of collisions in 2016 scored within or below the predicted range based on a previous trend that did not consider Plainridge Park. In 2017, every community in the area, plus all control areas, plus Massachusetts as a whole all scored below their predicted ranges based on the previous trend.

Changes in traffic collisions by different geographies, 2010–2017, state dataset

Geographic Area	Pre-PPC Avg	Expected 2016 value based on trend	Actual 2016	Expected 2017 value based on trend	Actual 2017
Plainville	203.5	250–292	233	267–271	264
Attleboro	1012.2	988–1134	1235	1166–1182	1150
Foxborough	450.5	600–704	616	685–694	616
Mansfield	504.7	530–580	558	569–574	526
North Attleborough	586.3	743–883	698	805–819	683
Wrentham	340.3	347–381	371	373–376	358
Total PPC Area	3097.5	3667–3766	3711	3886–3895	3597
Control Areas	9241.7	10113–10682	10153	10562–10614	10529
All Massachusetts	125606.5	138711–142108	143474	146220–146559	145045

If these findings seem at odds with previous reports on these communities' data, they are. This is because previous reports were based on agency-reported incident data, which includes both more and fewer incidents than the state dataset. More, because the CAD data will include responses to minor crashes that did not result in a full crash report. Fewer, because the CAD data is based only on the local agency responses to those communities and not the Massachusetts State Police responses. The former consideration usually outweighs the latter, creating higher numbers in CAD data, except in Foxborough and Wrentham, where the number of crashes on state roads are higher (as a proportion of total crashes) than the other communities.

In the next table, we look at agency CAD reports for crashes with the same metrics that we used above for state crash reports—that is, considering the overall trend in past data instead of just the central tendency. But even accounting for the fact that crashes were already increasing in the area, the actual values generally outperform the expected values in the agencies' CAD systems. Even Plainville, which showed lower-than-expected crash numbers in 2016, ended up higher than the predicted values for 2017 and 2018.

¹⁵ For statisticians, the range is based on a standard error around the expected value for the dependent variable (i.e., number of collisions)

Changes in traffic collisions as reported in agency CAD data, 2010–2018¹⁶

Geographic Area	Ex. 2016	Act. 2016	Ex. 2017	Act. 2017	Ex. 2018	Act. 2018
Plainville	343–363	335	345–363	374	354–372	380
Attleboro	1780–1860	1921	1852–1931	2033	1915–1999	1919
Foxborough	621–678	583	591–643	612	592–638	593
Mansfield	654–703	727	688–735	693	682–724	749
North Attleborough	1062–1116	1065	1061–1108	1132	1084–1129	1109
Wrentham	197–221	263	232–260	263	241–267	131
Total PPC Area	4649–4862	4894	4809–5100	5107	4907–5090	4881

This dataset shows significant increases in 2017 compared to the state dataset, which shows significant decreases during the same period. So what's happening here? Likely, the two datasets are emphasizing different types of crashes. The local data includes a lot of minor "fender-benders" in which no one suffered serious injury and the property damage was not extreme—that is, crashes that are not reportable to the state. It may be that such "minor" collisions, which tend to happen more in congested situations, are being influenced by Plainridge Park while the more serious collisions are not.

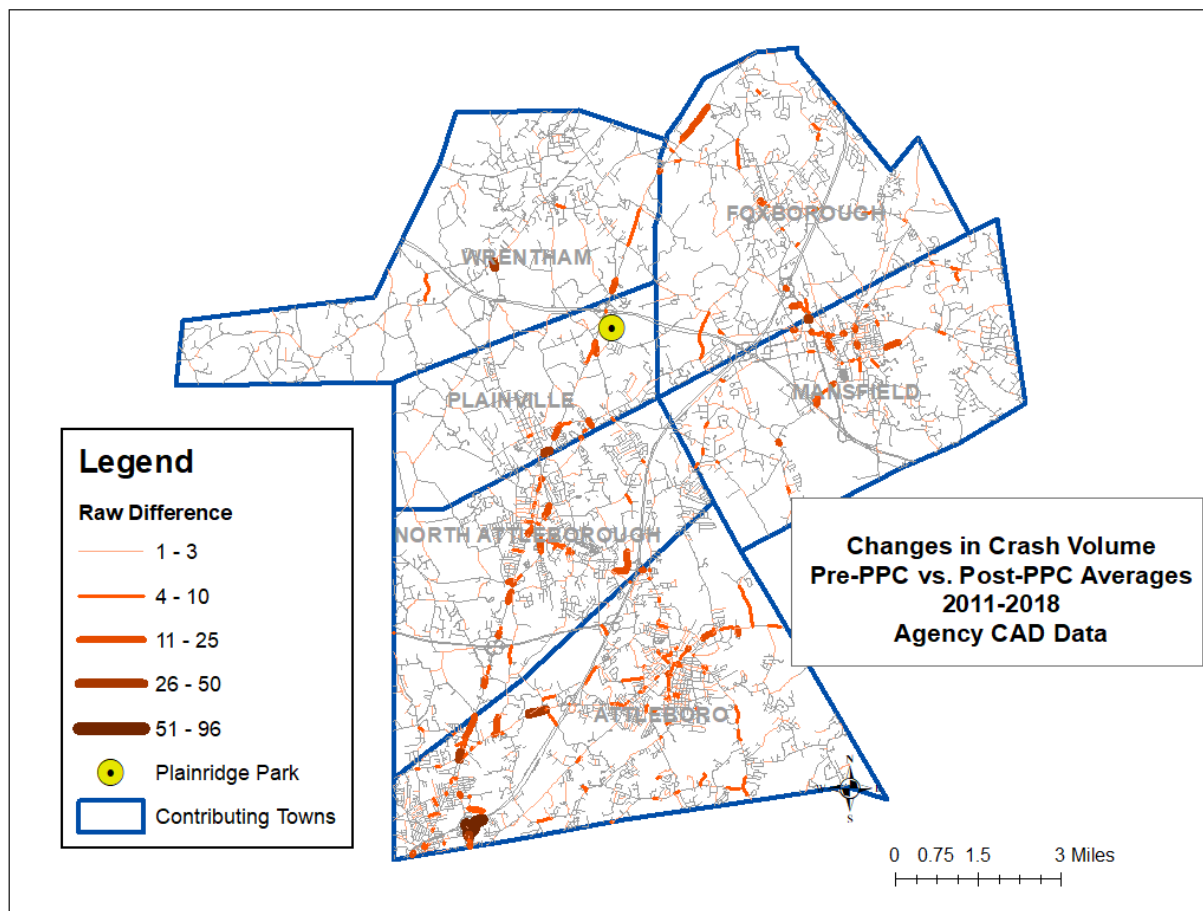


Figure 9: CAD data shows more increasing hot spots than state police data suggesting that most of the increase seen in the CAD data is minor, unreportable collisions.

¹⁶ These figures, unlike those in the tables in the agency sections, include incidents at Plainridge Park. Numbers are thus slightly higher for Plainville, the State Police, and the total

Spatially, suggesting a PPC relationship with increased crash calls makes more sense for some agencies than others. Mansfield's increase seems to be a result of downtown congestion and Foxborough's increase is mostly up by the stadium, but Wrentham, Plainville, North Attleborough, and Attleborough all show increased collisions along various Route 1 segments. If these are indeed mostly minor collisions that involve low property damage and few injuries, it seems likely that Plainridge Park has contributed to this extra congestion.

Drunk driving crashes

Drunk driving does not appear in the causal table in the previous section because the variable has not historically been recorded well on state reports and is not comprehensively available in the publicly-available state data. To determine if drunk driving-related crashes increased in the region, we must return to local agency datasets and make several leaps of logic.

When police respond to a crash and find a driver intoxicated, they generally arrest the driver or, if he is incapacitated, issue a summons to appear in court later. Either way, a drunk driving charge is recorded in the police records system. In previous reports, we have emphasized that general police statistics are a poor way to measure the reality of drunk driving because the number are heavily dependent on the police departments themselves—how often the officers choose to enforce drunk driving, where they choose to enforce it, and so forth. However, drunk driving incidents *that originated as a call for service to a collision* are less-likely to be police-driven and more likely to reflect the actual prevalence of drunk driving in an area.

Drunk driving offenses that originated as a crash report in 5 communities¹⁷

Category	Pre-PPC Avg.	Window	2016	2017	2018	2019	Post-PPC Avg
Attleboro	24.4	5–13	5	13	5	26	12.3
Foxborough	15.2	12–18	11	22	11	21	16.3
Mansfield	14.2	11–17	18	21	8	23	17.5
Plainville	5.6	3–8	11	4	6	7	7.0
Wrentham	2.8	2–4	2	5	1	0	2.0
Total	62.2	56–68	47	65	31	77	55.0

For the first three years post-PPC, the results were extremely mixed, with the same agencies having high years followed by low years, different agencies high or low in the same year, and the ultimate total either normal or low for the region. The year ending 30 June 2019 was almost uniformly high—but it followed a uniformly low year in 2018. It's hard to draw any long-term conclusions with so many extremes in both highs and lows.

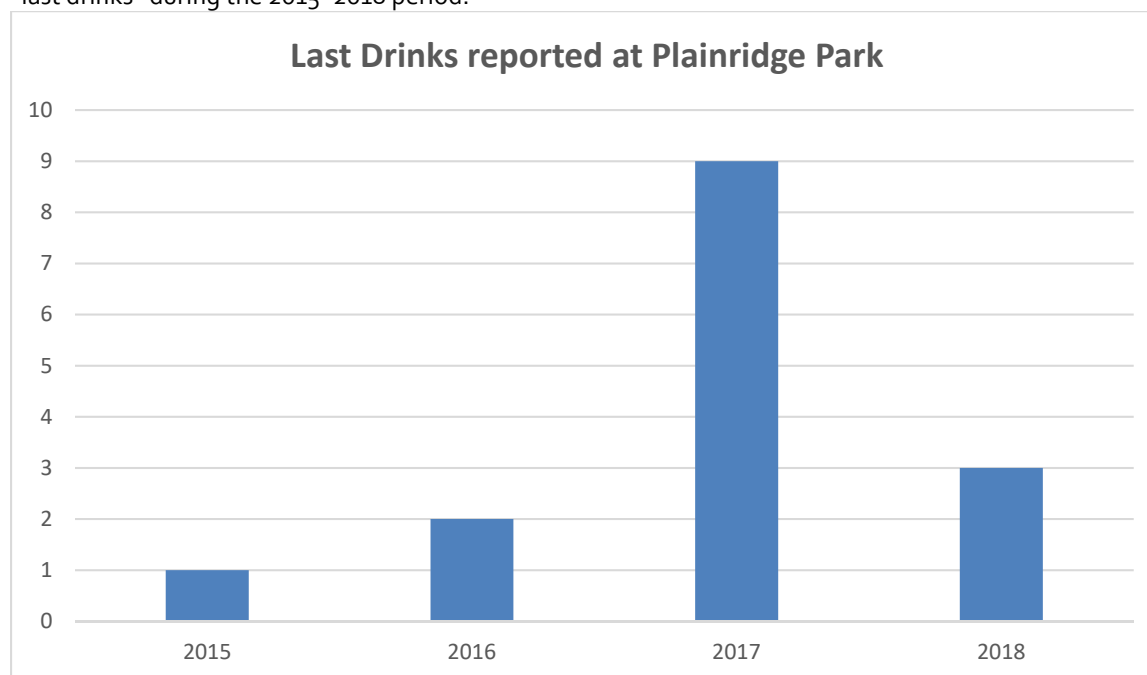
"Last Drink" Locations

A third dataset available from the Massachusetts Alcoholic Beverages Control Commission (ABCC) raises some additional concerns. Between 2015 and 2018, fifteen individuals convicted of drunk driving reported that they had imbibed their last drink at Plainridge Park. This represents all but one of the last drink locations in Plainville and about 10% within the six-community region.

On a year-by-year basis, the ABCC statistics conform with the crash statistics above. (2019 is not yet available from the ABCC as most of the year's cases have not yet been adjudicated.) In particular, the higher numbers in 2017 are corroborated by a record high number (9) of "last drink" locations at PPC. However, it should be noted that PPC represents a minor percentage of "last drink" locations for the region. The regional number is

¹⁷ Unfortunately, we must exclude North Attleborough from this analysis, as it did not record drunk driving charges appropriately until 2016 and thus has no historic data.

overwhelmed by the volume coming from Patriot Place in Foxborough, whose bars collectively accounted for 104 “last drinks” during the 2015–2018 period.



These statistics suggest that Plainridge Park has generated a subtle increase on drunk driving in the area, though not significant enough to result in a detectable trend in total crashes or arrests. A more confident statement is that continued economic development within the region, of which PPC is a part, has increased both the number of drivers and drunk drivers in the region.

What happened in Attleboro?

By both measures—state data and its own CAD data—Attleboro showed a significant increase in traffic collisions in 2016, and CAD figures remained high in 2017 and 2018.

Analysis of the state data shows that Attleboro’s increase crosses all injury levels and accident types, but concentrated on cars striking other cars in traffic. There was a particularly heavy increase in the afternoon and early evening hours, 12:00–19:00, with all of the increase occurring on weekdays and virtually none on weekends.

Spatially, the two datasets show similar but not identical pictures. Both indicate a fair amount of increase on various street segments in Attleboro’s downtown. The state data shows the largest change on the loop at Exit 3 where Route 295 ends and transitions to Route 95 south. Route 95’s Exit 1 also seems to be a hot spot, although with different segments highlighted in the two datasets. The intersection of Route 123 (Newport Avenue) with Route 1 shows up as a third hot spot, and the Attleboro Police CAD data shows extra crashes from that point northward towards the North Attleborough line.

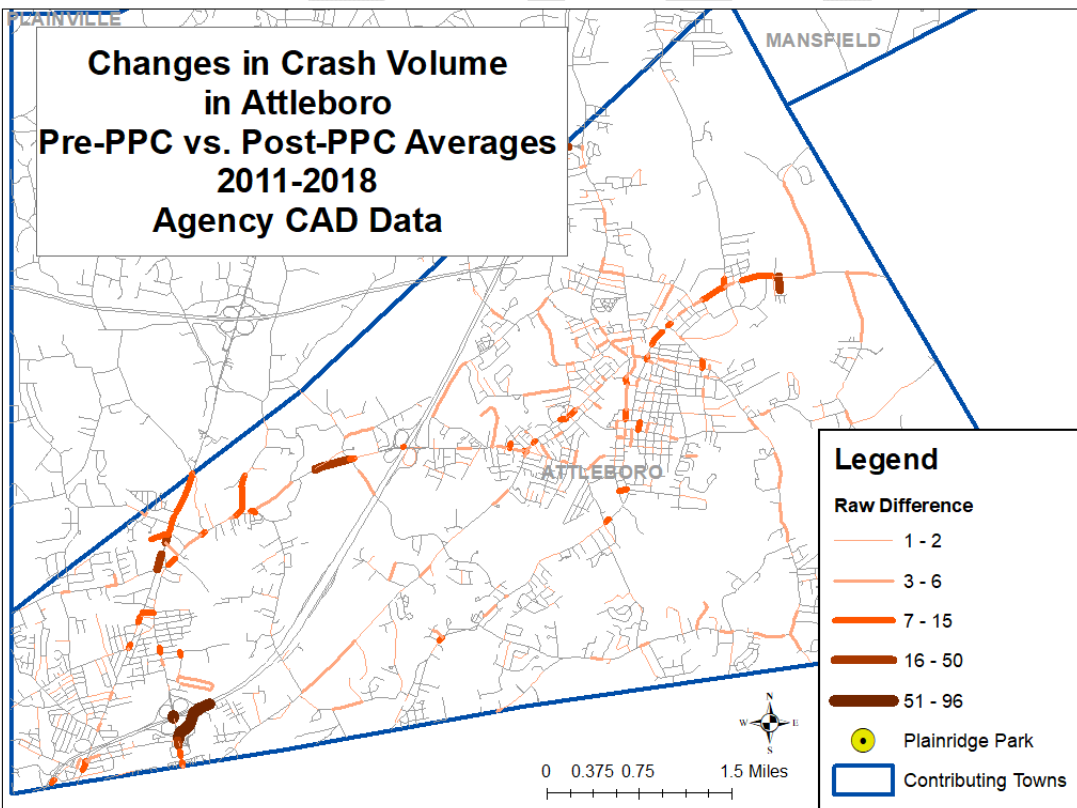
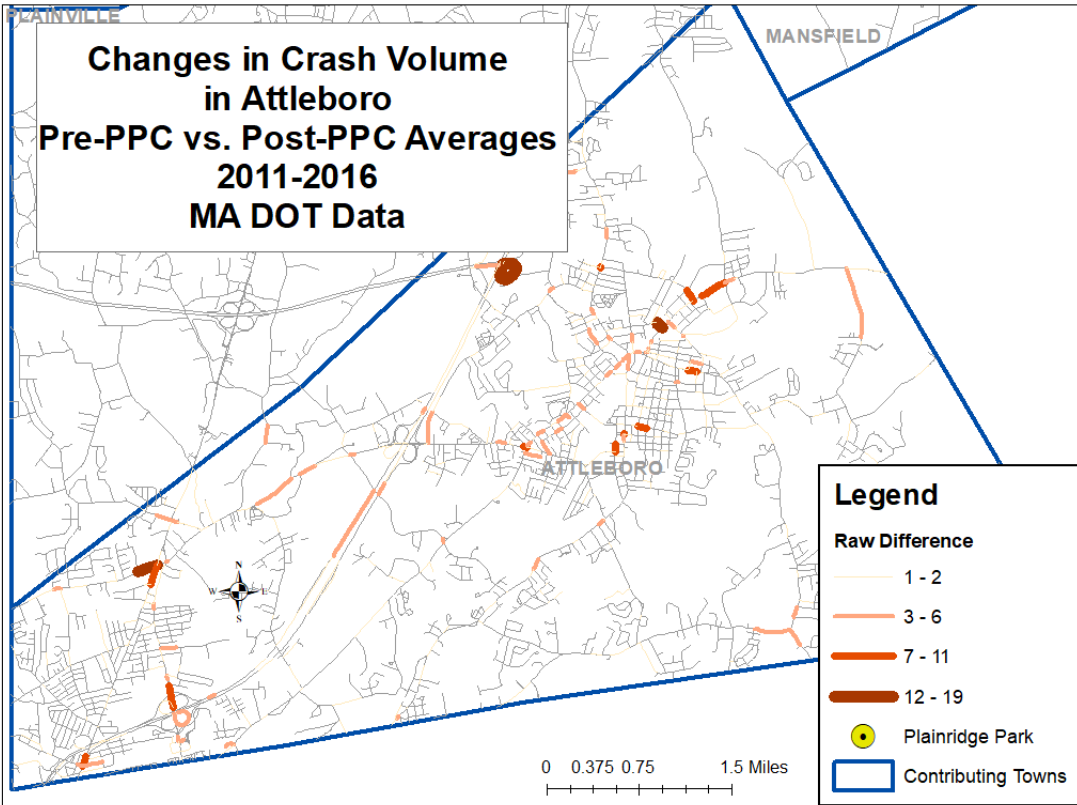


Figure 10: Whether based on state data or CAD data, Attleboro is having an increase in crashes.

What do the experts say?

Independent of this public safety study, Plainridge Park Casino enlisted Vanasse & Associates, Inc. of Andover, a transportation engineering and planning firm, to study the impact of the casino on traffic volumes and traffic collisions within the surrounding host communities. In memos released in January 2017 and September 2019, the firm reported that while traffic volume had increased in the area during certain peak hours, “the associated increase in traffic volumes did not result in a significant increase in motorist delays or vehicle queueing,” and that overall the impact of the casino on “traffic volumes, trip patterns, motor vehicle crash trends, and traffic operations . . . have been relatively minor.”¹⁸ The report notes in particular a lack of increase in injury-related collisions in the main intersections around the casino.

Conclusions

In conclusion:

- Whether we consider the Massachusetts Department of Transportation’s crash data or the agency-reported CAD data, crashes were already going up in the Plainville area before Plainridge Park opened, and they continued to increase afterwards, but at a lower rate than Massachusetts as a whole.
- In 2016, crashes as reported to the state did not increase as much as the past trend would have forecasted, except in Attleboro.
- However, local police CAD data showed crashes outpacing the expected trend for the area in 2016 and 2017, and for some towns in 2018.
- The locations that saw an increase in collisions have a plausible (but not particularly strong) relationship to Plainridge Park, particularly along the Route 1 corridor.
- Both datasets show that the increase is primarily happening on weekdays between 12:00 and 19:00.
- A combination of drunk driving-related crashes and “last drink” data suggests a mild increase in drunk driving in the area, influenced somewhat by PPC but more by Patriot Place in Foxborough.
- By all measures, Attleboro has a collision problem that is growing much faster than the other communities and seems to be bigger than Plainridge Park.

In the end, I echo the Vanasse report in judging that Plainridge Park has **likely** caused a small percentage of the traffic collision increase seen on Route 1, and its part has mostly resulted in minor incidents with no injuries during afternoon and evening congestions. Greater availability of state data in coming years will help refine this analysis.

¹⁸ Dirk, J.S. (2019, September 26). 2019 Traffic monitoring program [memo to D. Longobardi, Director of Non-Gaming Operations, Plainridge Park casino]. Retrieved from <https://www.plainridgeparkcasino.com/-/media/png/east/plainridge/pdfs/leed/massdot-traffic-monitoring-program-092619.pdf>

State police statistics

The Massachusetts State Police cover the highways, state roads, and state property throughout Massachusetts, including the Plainville area. As such, they often respond to crimes and calls for service that are not recorded in the databases of the local communities. Analyzing state police data is thus important in determining whether overall social harms increased in the Plainville area following the introduction of the casino. Unfortunately, the State Police also have the most troublesome dataset of the agencies, lacking enough historical data to establish a valid baseline average, and showing several inconsistencies in coding. The structure of the database and nature of the data processes makes it impossible to directly combine or compare it with local agency data.

As with Plainville, the numbers below exclude activity at 301 Washington Street (Plainridge Park) specifically, as they are covered in an earlier section. The purpose of this analysis is to help determine if activity has increase in areas *around* Plainridge Park.

Charged crimes*, reported to the MSP in Plainville, Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham, 1 July–30 June

Crime Type	2014	2015	2016	2017	2018	2019
Aggravated assault	2	1	4	2	5	6
Simple assault	13	7	11	7	5	11
Threats	3	2	0	1	2	1
Burglary	1	0	0	0	0	0
Theft from a building	0	1	0	0	1	0
Other theft	5	0	6	4	1	0
Auto theft	1	0	0	0	3	3
Counterfeiting/Forgery	1	1	4	1	5	2
Stolen property	2	2	4	0	6	15
Vandalism	4	2	3	3	23	4
Drug offenses	23	28	14	14	43	15
Drunk driving	29	43	31	37	65	32
Disorderly conduct	13	12	10	11	12	10
Drunkenness	52	32	34	31	6	3
Liquor laws	19	19	8	10	11	8
Trespassing	3	1	2	2	6	3
Weapon offenses	1	1	2	4	1	5
All other offenses	219	157	192	213	233	122
Total	391	309	327	340	418	240

*Includes arrests, summonses, and citations, excluding traffic violations

The first two post-PPC years showed little increase from the previous years, but 2018 showed three notable increases: **vandalism**, **drug offenses**, and **drunk driving**. The large increase in vandalism is reflective of a series of crimes in October and November of 2017 in which a Foxborough teenager repeatedly threw rocks into the travel lanes of 495 at the Plainville/Foxborough border and damaged cars. He was eventually identified and charged.

The increase in **drug offenses** in the area cannot similarly be tied to a specific event; it is rather a general increase in drugs of all types found during motor vehicles stops in the area. With a parallel increase in **drunk driving**, an easy hypothesis is that state police are conducting extra enforcement in the area. This hypothesis is bolstered by the non-crime incident table which shows that while vehicle stops remained normal during the period, the number of “building checks” continued to increase rapidly. These include checks of rest areas.

This hypothesis that extra enforcement leads to more arrests for drugs and drunk driving only holds if a significant number of those arrests began as pro-active building checks. We await further analysis from the State Police. In the meantime, it's important to reiterate that police-reported statistics are a poor gauge of these types of crimes, and that in any event, both had returned to normal in 2019.

Non-crime incidents, July–June MSP in Plainville, Attleboro, Foxborough, Mansfield, North Attleborough, and Wrentham, 1 July–30 June

Crime Type	2014	2015	2016	2017	2018	2019
Abandoned vehicle	10	6	4	12	31	36
Alarm	1	3	4	2	1	1
Animal complaint	55	39	46	42	50	67
Assist other agency	144	101	127	113	104	120
Building check	104	411	994	1016	1267	1564
Death investigation	43	45	57	70	45	35
Disabled vehicle	1176	1102	922	1030	919	1102
Disturbance	75	46	73	63	38	21
Domestic dispute	15	11	6	4	2	8
Field Interview	11	1	1	14	8	4
Fire	104	78	73	123	82	31
General service	39	23	19	24	17	4
Lost property	9	2	2	3	4	6
Medical	66	59	71	91	38	71
Missing person	5	4	8	9	13	12
Prisoner transport	33	36	82	76	87	106
Recovered stolen vehicle	8	6	8	4	12	7
Road conditions	283	226	220	236	226	246
Suspicious activity	63	39	47	26	29	36
Traffic complaint	222	158	137	175	172	176
Traffic enforcement	60	31	20	153	42	55
Vehicle stop	564	431	449	639	617	531
Warrant service	9	7	7	5	10	18
Well-being check	4	6	13	6	6	8

Call types that we would have expected to increase due to increased traffic—traffic complaints, and disabled vehicles, suspicious activity—were all on par with previous years, suggesting that the area highways absorbed the new traffic to PPC without much problem. Traffic collisions, on the other hand, exhibited an increase across all years, paralleling statistics in the area communities. These are analyzed more thoroughly in a separate section.

Traffic collisions reported to the MSP, July–June, by Town

Town	2014	2015	2016	2017	2018	2019
Plainville	51	59	44	44	57	79
Attleboro	246	241	254	304	286	336
Foxborough	264	320	289	331	342	361
Mansfield	215	201	190	170	195	214
North Attleborough	130	154	134	191	179	190
Wrentham	111	117	111	112	107	109
Total	1014	1092	1022	1152	1166	1289

Detailed analysis of trends

This section takes a look at some of the more complicated trends in the Plainville area, as identified in the agency statistics above.

Domestic assaults and family offenses

Between 2015 and 2017, the Plainville area showed signs of a significant domestic violence increase, manifested in both simple and aggravated assaults and the “family offenses” category, which usually involves child neglect or the violation of a restraining order. Plainville and North Attleborough showed an increase in aggravated assault during the period (attacks with either a dangerous weapon or serious injury), and Mansfield and North Attleborough showed large increases in simple assault (an attack with no weapon and no serious injury). Family offenses were up in Plainville, Attleboro, and North Attleborough. The comparative analysis section shows no comparable increase in assaults in comparison communities or in the state at large; in fact, assaults decreased in all comparison areas.

Several variables point to this increase being related to domestic violence. First, most of the increase is occurring in residences, which does not inevitably connote family violence but usually does. Second, a look at the victim and offender ages and sexes suggests that the primary increase is within adult males abusing adult females—likely intimate partners or spouses. The reverse has also increased significantly, as have adult males abusing teenaged males and females (likely their own children).

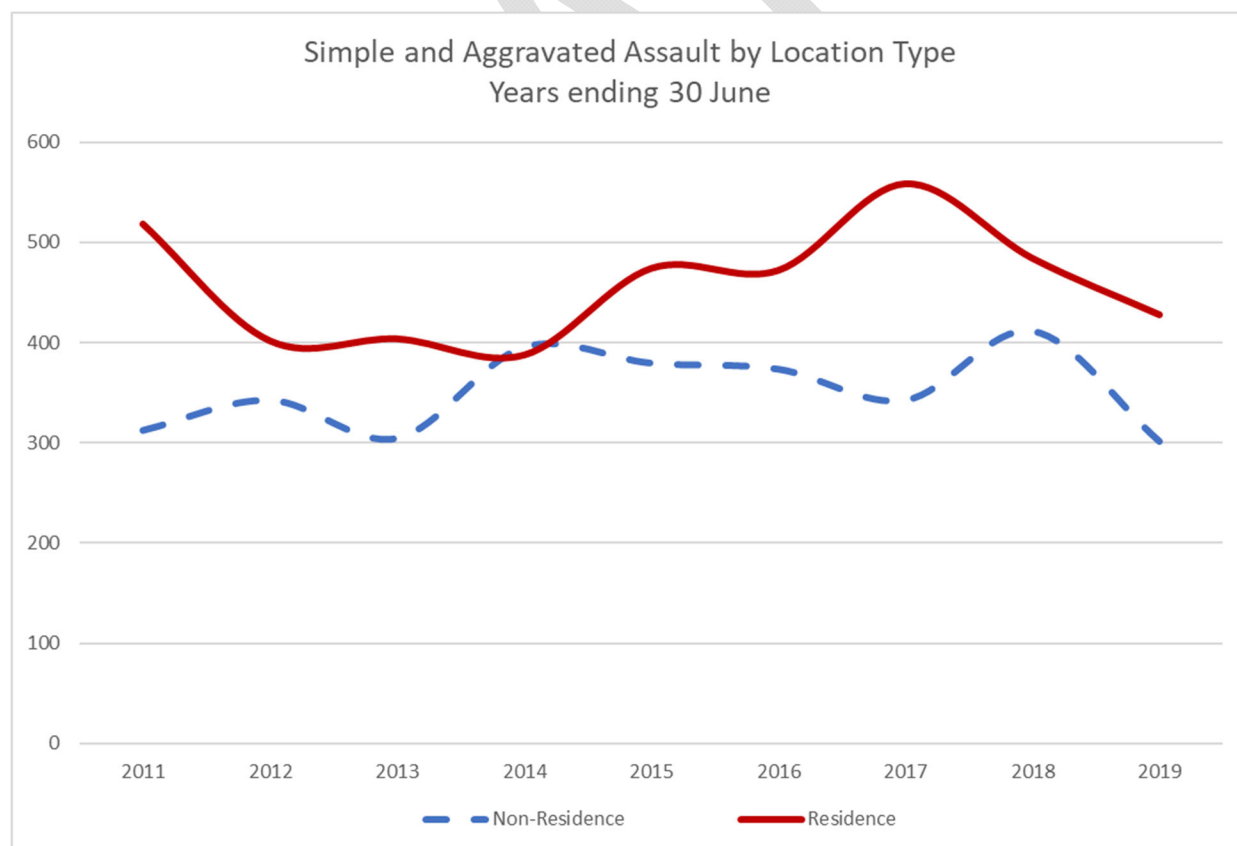


Figure 11: Assaults at residences have increased faster than assaults elsewhere, suggesting a domestic violence trend, although both types of assaults decreased in 2019.

Finally, a review of a sample of 100 assault cases in Plainville, Attleboro, and Foxborough shows that domestic assaults once accounted for between 35% and 40% of the assault total but have accounted for between 45 and 50% of the assault total in the four years post-PPC.

The increase, however, does not seem to have much to do with Plainridge Park. The trend began in the year before the casino opened. Studies do show a relationship between gambling and domestic violence. In particular, problem gambling is identified as a risk factor for increased domestic violence in several studies¹⁹. However, it is unclear from these studies whether we should expect to see such a large increase among an entire population so immediately adjacent to the casino. Moreover, if gambling were a contributor to these incidents, we would expect to see it mentioned in at least some of the reports, but the words “casino,” “gambling,” or “Plainridge” did not appear in any of the sample reports reviewed. Keyword searches of the entire databases in Plainville, Attleboro, and North Attleborough turned up only one record of a “family offense” in Attleboro that even mentioned gambling or the casino, and even it only had a tangential relationship to the incident (the offender was located there after a local domestic assault). It is possible that gambling could have a subtle influence that does not necessarily manifest as the proximate cause of the immediate domestic violence incident, but if there were a gambling influence, one would expect it to show up in at least a few victim or offender statements.

Simple and aggravated assault in 6 communities by offender and victim demographics

Age/Sex victim/offender type	Pre-PPC Annual Average	Post-PPC Annual Average	Change
Adult male v. adult male	298.6	267.3	-31.3
Adult male v. adult female	294.2	382.7	+88.5
Adult female v. adult male	119.2	156	+36.8
Teen male v. adult male	91.4	103.3	+11.9
Adult female v. adult female	56.2	82	+25.8
Teen male v. adult female	54.4	73.7	+19.3
Teen male v. teen male	50.4	67	+16.6
Adult male v. teen female	48.0	65.3	+17.3
Teen male v. teen female	43.0	44.7	+1.7
Adult male v. teen male	38.6	72	+33.4

Increases have been somewhat inconsistent, with some agencies reporting decreases in one year and increases the next, or increases in one type of assault but decreases in the other. A more extensive study would need to use self-report data or cross-reference domestic violence offenders with problem gamblers to look for correlations that an analysis of crime reports might miss. The area chiefs and crime analysts have offered several hypotheses for the increase, including frustration and tension over the economy and a greater willingness to report. These are equally difficult hypotheses to test.

In any event, incidents of assault of all types decreased in 2019, so it is possible that the trend is waning without ever having delivered a cogent explanation for its existence. For now, the best we can say is that there is no *direct* evidence to tie the domestic assault increase in the Plainville area to Plainridge Park, gambling in general, or indeed any specific cause.

¹⁹ See, for instance, the meta-analysis of 14 studies by Dowling, N. et. al. (2016). Problem gambling and intimate partner violence: A systematic review and meta-analysis. *Trauma, Violence, & Abuse* 17(1), 43–61. The study found “consistent evidence that there is a significant relationship between problem gambling and being a victim of [intimate partner violence],” and “even more consistent evidence that there is a significant relationship between problem gambling and perpetration of IPV.”

Identity theft

During the 36 months post-Plainridge Park, identity theft increased significantly in Plainville, Attleboro, and Mansfield and slightly in Foxborough.

Identify theft per year in the 6 communities, years ending 30 June

Agency	Pre-PPC Avg	Pre-PPC Window	2016	2017	2018	2019	Post-PPC Avg
Plainville	2.4	0–5	8	6	7	1	5.5
Attleboro	39.4	19–60	72	73	70	67	70.5
Foxborough	21.2	0–51	21	25	21	25	23.0
Mansfield	22.4	7–38	38	51	46	23	40.0
North Attleborough	0.0	0–0	0	0	0	0	0.0
Wrentham	7.0	0–18	8	3	3	0	3.5
Total	92.4	19–166	147	158	147	116	142.5

Among law enforcement professionals, identity theft is regarded as one of the fastest-growing crimes in America. (Rarely a month goes by without a news story about a massive theft of personal identifying information from a private company.) The category includes a variety of situations in which an offender uses another person's identification or identity to apply for online credit, open bank accounts, obtain utility or phone services, obtain medical care, purchase or rent a vehicle, rent an apartment, enter age-restricted facilities, apply for jobs, purchase tobacco or alcohol, and otherwise engage financial responsibilities with no danger to the offender. (It should not include simple use of a credit card, which is categorized as "credit card fraud," nor use of a *fake* identification that does not have an original owner.) Victims of identity theft often do not realize they are victims until they start receiving collection notice and legal actions—or in extreme cases get arrested for warrants in their name. They often spend months or years trying to untangle illegitimate use of their identities from credit reports and criminal histories.

Unfortunately, identity theft is extremely problematic to study. It is rarely a single "event" occurring at a single local location, so when it is reported, the address is usually the victim's and thus meaningless. Many victims don't report it to the police. When they do, they often report to the wrong jurisdiction. Within police databases, it is often misapplied to simple credit card fraud or the use of a false identification.

For these reasons and more, it is hard to construct a hypothesis by which the increase is related to any single facility. Identity theft is a time-consuming crime that does not result in an immediate payoff. Even if more offenders were motivated to commit it for gambling reasons, it would not make sense for the crime to be localized near the casino itself. A review of a sample of identity theft cases shows no casino or gambling relationship (when the offender is known); it also shows that while many of the *victims* are from the local area, the incidents themselves have often occurred online or at unknown locations.

The crime has also been increasing everywhere. In the "Comparison of Plainville area to control areas" section, we see that while it went up 93% in the Plainville area (through the end of 2017), it also increased in every control area, averaging +70%. The totality of factors suggests little evidence for a Plainridge Park relationship, and I have thus rated it "unlikely." But regardless of its casino relationship, it is a worsening problem in the Plainville area communities, and multiple resources are required to educate area residences and to otherwise combat the crime.

Fraud/Con Games

The "fraud/con games" category describes thefts committed by swindle, often online in the modern era. The category is frequently mis-used, with fraud incidents coded instead of regular theft, forgery, or credit card fraud.

Almost everyone shared in an increase in the four years post-PPC, with the total for the communities increasing 40% from the pre-PPC average. This seems to be outpacing both control areas and Massachusetts as a whole.

Fraud per year in the 6 communities, years ending 30 June

Agency	Pre-PPC Avg	Pre-PPC Window	2016	2017	2018	2019	Post-PPC Avg
Plainville	1.6	0–3	2	5	4	1	3.0
Attleboro	63.4	57–70	79	74	65	98	79.0
Foxborough	29.6	21–38	27	30	28	53	34.5
Mansfield	41.4	39–44	67	46	51	45	52.3
North Attleborough	0.2	0–1	10	22	20	17	17.3
Wrentham	2.8	0–7	7	2	16	7	8.0
Total	139.0	125–153	192	179	184	221	194.0

A review of reports shows that the area has been seeing an increase in telephone scams in which callers pose as government officials like IRS agents and glean personal data from residents. There has also been an increase in a type of telephone scam in which the fraudster pretends to be a relative in trouble, or pretends to have kidnapped a resident's relative. These swindles disproportionately affect elderly residents.

A third common trend involves online sale fraud. This usually happens when a local resident is selling something online. The fraudster contacts the resident and offers to buy the item, but sends a check or money order for more than the resident was asking. Claiming a mistake, the fraudster asks the resident to cash the check and send the overpayment back to the "buyer" via wire transfer. Later, the check is found to be bad, and the victim is on the hook for the total amount. "Ransomware" attacks on computers make up a fourth pattern.

Such crimes are a cash business and thus could be motivated by gambling. The problem is that there's no particular reason for the fraudsters to target victims in the immediate geographic area of the casino. In fact, evidence suggests that most of the perpetrators are out-of-state or even out of the country. Unfortunately, such crimes are hardly ever solved, so we know next-to-nothing about the people committing them. Until we have more evidence, we must conclude an **uncertain** relationship with PPC.

Burglary pattern

Here's an interesting phenomenon. Burglary absolutely plummeted in the Plainville area after Plainridge Park opened. Among the 6 communities, the crime fell 46% between the pre-PPC average and the post-PPC average. In Wrentham, where this story takes place, it fell 38%. Only North Attleborough saw a net increase in the average number of burglaries, and that was only in the fall of 2015.

And yet, despite the overall decrease, we have a confirmed burglary pattern in which the offender is known to have committed the crimes for funds to gamble at Plainridge Park. During the first two weeks of October 2017, a 39-year-old Norton man broke into, or attempted to break into, at least seven residences in Norton, Wrentham, and Easton. His *modus operandi* was to creep into unlocked houses in the early hours of the morning while the residents were sleeping. He disturbed the residents and had to flee in more cases than he was successful stealing anything. In his last burglary, the residents captured him and held him at knife point until the Easton Police arrived and arrested him. In June 2018, he was sentenced to 4–6 years in prison for the Easton burglary and at that time still awaited charges on the remainder.

Date & Times	Town	Street	Notes
10/03/2017 (Tue) 01:45	Norton	Newland St	Crept in house, woke up owners who chased him out

10/03/2017 (Tue) 03:15	Norton	Middlesex Ave	Let dog out
10/03/2017 (Tue)	Norton	James St	
10/08/2017 (Sun) 23:45	Wrentham	Lloyd Ave	Residents heard movement on porch and opened screen door
10/09/2017 (Mon) 01:35	Wrentham	Lloyd Ave	Opened unlocked screen door, confronted by resident, fled.
10/08/2017 (Sun) 22:15– 10/09/2017 (Mon) 02:30	Wrentham	Ames Ave	Sneaked in unlocked door and stole \$250 cash from wallet
10/11/2017 (Wed) 03:00	Easton	Hearthstone Rd	Residents awoke and held him at knifepoint. Arrested.

His three Wrentham crimes all happened on the same evening, and his timeline was confirmed by a thorough investigation that included analysis of cell phone records. It is likely that he committed the successful Ames Avenue burglary after the two failed Lloyd Avenue ones. He then headed directly for Plainridge Park, where he was investigated by the Gaming Enforcement Unit for a suspicious identification. He was found to have a suspended license and was warned not to drive. When he drove his car out of the casino parking lot anyway, State Police filed appropriate charges.

This pattern reminds us that it is possible for gambling-motivated offenders to have an influence within the area even if they don't commit enough crimes to affect overall volumes or, in this case, reverse declining trends.

Traffic complaints

Traffic complaints include citizen calls to the police about erratic driving, illegal parking, speeding, possible drunk driving, and any number of other annoyances and illegalities. It is the type of call for service that one expects to increase with extra traffic in a community, and in the post-PPC period, the intensity of this call increased particularly along Route 1 south of PPC as well as the interchange with Route 495, immediately north of PPC. South Street in Plainville, which intersects Route 1 just south of PPC, also reported a relatively high volume.

Route 1 was a hot spot before PPC opened, too, and there was some evidence that it was getting slightly worse in the months before PPC opened, but it got dramatically worse afterwards. Only one month in the four years post-PPC did complaints on this stretch of road drop below the pre-PPC average. The increase in activity on Route 1 crosses all hours and days of the week.

Elsewhere, the PPC connection is more nebulous. Mansfield had a significant increase, but primarily in its own downtown and particularly along Route 106 (Chauncy Street). Route 106 does head in the direction of PPC, but the increase is localized at a couple of major intersections in Mansfield's downtown and not as consistently along its entire length. Wrentham also had a major increase in traffic complaints, but exclusively at the Wrentham Village Premium Outlets.

In all, there is a logical connection between this call-for-service type and the presence of a large, new facility that attracts a lot of visitors, and there is a clear spatial relationship between hot spots for the call and the casino. I deem PPC the likely cause for this increase in Plainville and North Attleborough specifically, uncertain in Mansfield, and probably unrelated in Wrentham unless it can be demonstrated that PPC has drawn more traffic to the outlets (as discussed in Wrentham's section).

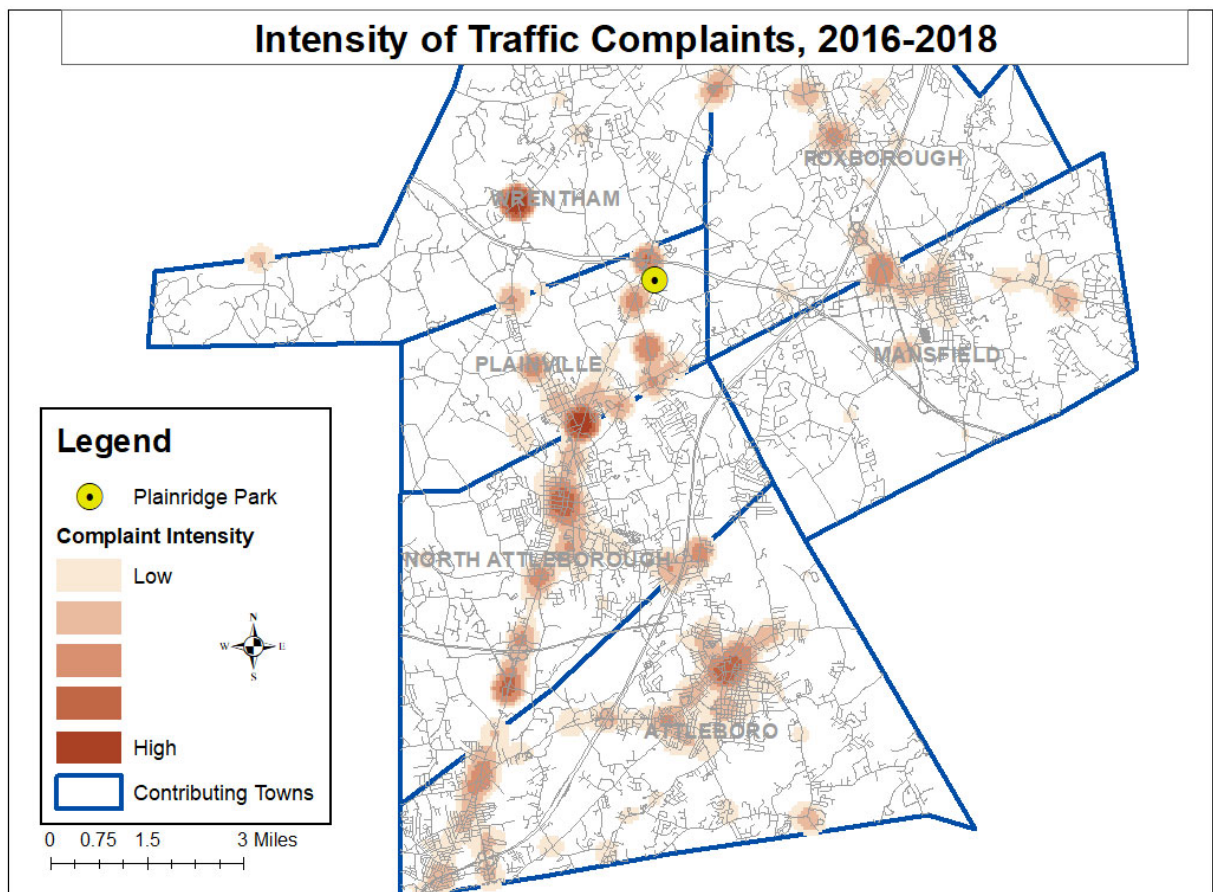


Figure 12: A map of the intensity of traffic complaints shows numerous hot spots along Route 1.

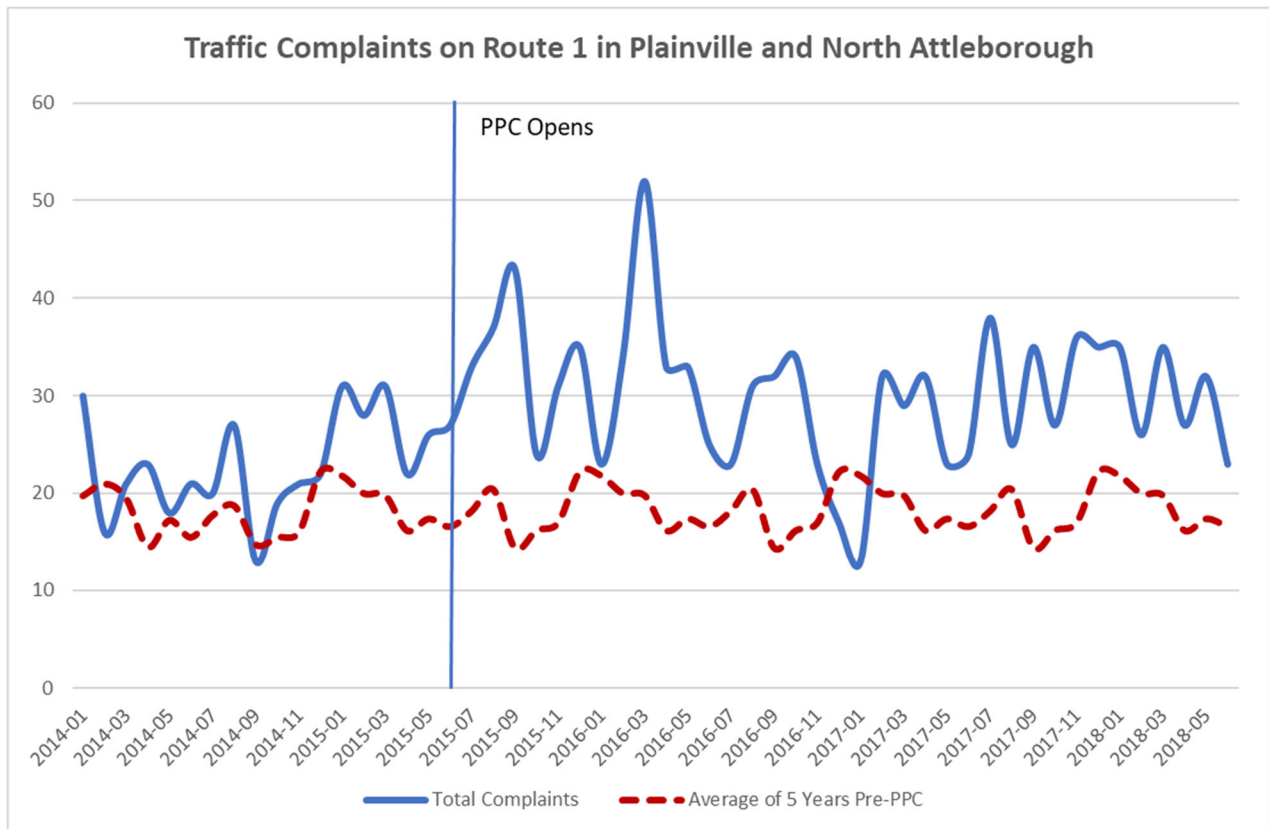


Figure 13: Traffic complaints on Route 1 south of PPC increased significantly after the casino opened.

Appendix: Abbreviations and definitions

Acronyms and abbreviations

CAD	Computer-aided Dispatch (system)	A police database that holds information about police dispatches to calls for service, including incidents discovered by police officers. Some but not all of the incidents reported in CAD are crimes and have longer records in the RMS.
IBR	Incident-based reporting	See NIBRS.
MGC	Massachusetts Gaming Commission	The commonwealth agency charged with overseeing and regulating gaming in Massachusetts
FBI	Federal Bureau of Investigation	National investigative agency, part of the U.S. Department of Justice, in charge of collecting national crime statistics.
IACA	International Association of Crime Analysts	A global nonprofit professional association that provides training, literature, and networking to individuals who analyze crime data.
MACA	Massachusetts Association of Crime Analysts	A nonprofit professional association that provides training, literature, and networking to individuals who analyze crime data in New England.
NIBRS	National Incident-based Reporting System	FBI program for data collection that supersedes UCR. Collects more specific data about a wider variety of crimes. With only a few exceptions, all Massachusetts agencies report to NIBRS and all Massachusetts RMS vendors have implemented NIBRS coding standards.
ODBC	Open Database Connectivity	A technology developed by Microsoft that allows any application that uses a database to connect to any database source. The primary mechanism by which we can extract data from police CAD and RMS databases.
PVTA	Pioneer Valley Transit Authority	The organization that operates bus service and other public transportation in western Massachusetts.
RMS	Records Management System	A police data system that stores information about crimes and offenders. See also CAD.
SEIGMA	Social and Economic Impacts of Gaming in Massachusetts	A multi-year research project hosted by the University of Massachusetts Amherst School of Public and Health Sciences. The SEIGMA project has a much broader mandate for its study than just crime.
UCR	Uniform Crime Reporting (program)	National program for the reporting of crime statistics to the FBI. Captures only summary data about a limited number of crime types. Contrast with NIBRS.

Crime definitions

The following are definitions of the crime categories used in this report. These are mostly drawn without modification from the FBI's definitions for NIBRS crime categories. In almost all cases, *attempts* to commit these crimes are counted equally with completed offenses. These crimes must, of course, be reported to the police to be included in this report.

Aggravated Assault: An attack by one person upon another for the purpose of inflicting severe bodily injury. Aggravated assault is either accompanied by the use of a deadly weapon (e.g., gun, knife, club) or some mechanism that would result in serious harm (e.g., pushing someone down a staircase), or by serious injury even with a weapon that isn't normally "deadly" (e.g., punching someone and breaking his jaw). If the incident involved neither a deadly weapon nor serious injury, it's coded as a simple assault instead.

Arson: Intentional burning of a structure, vehicle, or personal property.

Auto theft: Thefts of vehicles capable of operating under their own power, including automobiles, trucks, buses, motorcycles, and snowmobiles.

Bad checks: The issuance of checks on accounts with insufficient funds. This type of crime is typically only reported by police when an arrest is made or an individual is charged.

Burglary: Unlawful entry of a structure, including residences, commercial buildings, and government buildings. The entry does not have to occur by force (e.g., a "break-in"). The usual motive for burglary is to steal something inside, but this isn't a necessary part of the definition.

Counterfeiting/forgery: Use or possession of an altered, copied, or imitated negotiable or non-negotiable instrument, including U.S. currency, checks, and money orders.

Credit card fraud: Use of a stolen credit card or credit card data to obtain goods or services.

Disorderly: Disorderly conduct that rises to the level of a criminal charge.

Drug offenses: Manufacturing, sale, trafficking, transporting, or possession of controlled substances. Typically, "incidents" of such crime are arrests, as the only way such incidents are reported is when they are discovered by the police.

Drunk driving: Operation of a motor vehicle while intoxicated; usually while above a state-designated legal blood alcohol level. As with many of the drug and alcohol categories, such incidents are only reported when discovered by the police, usually resulting in an arrest.

Drunkenness: Naturally, not all incidents of intoxication are a police matter. Police incidents that fall into this category are usually incidents of either public intoxication or individuals so dangerously intoxicated that they are placed into protective custody until sober.

Employee theft: Also, "embezzlement." Theft of an employer's property by an employee.

Extortion: Theft or attempted theft of money, goods, or services through non-violent coercion.

Family offenses: Unlawful, nonviolent acts by a family member that threaten the physical, mental, or economic well-being of another family member and are not classified under any other category. This category is only reported when someone is charged, and it almost always involves violations of restraining orders or child neglect.

Forgery: Forgery of personal checks, business checks, U.S. currency, or similar negotiable and nonnegotiable documents.

Fraud. Theft of property by lying in such a way that convinces a victim to surrender money or goods. It is theft through some kind of scheme, "con game," or ruse.

Gambling offenses: Crimes related to illegal gambling, promoting gambling, operating gambling machines, bookmaking, and sports tampering.

Identity theft: Representation of oneself as another (actual) person or use of another person's identifying information to obtain goods or services, housing, medical care, or status.

Kidnapping: The abduction of one person by another, whether through force or guile. Most incidents coded as such as "custodial" kidnappings involving a parent taking a child in violation of a custodial agreement.

Liquor law violations: Illegal manufacturing, sale, possession, or consumption of intoxicating drinks, often because the offender is below the legal age.

Murder: the killing of one person by another, including non-negligent homicides.

Other thefts: A general category that includes thefts of services (e.g., gas drive-offs), thefts from persons (e.g., pocket-picking), thefts from outdoor public areas. Essentially, any non-burglary, non-robbery theft that is not covered in one of the "theft" or "shoplifting" categories (below) is categorized here.

Pornography: Possession, sale, or manufacturing of illegal pornography. Since pornography is legal in Massachusetts, such incidents generally involve minors, either as the subjects or recipients of the pornography.

Property crime: An aggregate category that sums the totals of arson, burglary, thefts from persons, purse snatching, shoplifting, thefts from buildings, thefts from machines, thefts from vehicles, thefts of vehicle parts, other theft, auto theft, forgery, fraud, credit card fraud, identity theft, employee theft, extortion, stolen property, and vandalism.

Prostitution: Promotion or participation of sexual activities for profit. As with drug offenses, most "incidents" of prostitution are arrests, as the crime is rarely reported except when discovered by the police.

Purse snatching: A theft in which an offender grabs a purse off the arm of the victim. If any significant force, violence, or threats are employed, this crime becomes a robbery.

Robbery: Taking or attempting to take anything of value from another person by force or violence or threat of force or violence. "Muggings" and "hold-ups" are examples of robberies. A robbery requires a direct confrontation between the offender and victim; houses and buildings cannot be "robbed."

Sexual assault: Any sexual act directed against another person (of either sex), either by force or otherwise against the person's will, or non-forcibly but when the victim is incapable of giving consent because of temporary or permanent mental or physical incapacity. This category combines rapes, indecent assaults, molestation, and sexual penetration with an object.

Shoplifting: Thefts of items offered for sale at retail establishments.

Simple assault: An assault that does not involve a dangerous weapon and does not result in significant injury.

Statutory rape: Consensual sexual activity with an individual who is unable to give legal consent because of age.

Stolen property offenses: Possession or sale of property previously stolen including motor vehicles and personal property. Often, the person possessing the property is the one who stole it in the first place, but this category is used when the actual thief cannot be determined.

Thefts from buildings: Thefts of items from commercial or government buildings open to the public, where such entry does not constitute burglary. This often takes the form of thefts of employees' property at businesses open to the public.

Thefts from machines: Thefts from coin-operated machines, either for the coins or for the products inside.

Thefts from persons: Thefts of personal property from the direct control of the owner. These often take the form of pocket-pickings or thefts of or from diners' purses at restaurants. If any force, violence, or threats are employed, this crime becomes a robbery.

Thefts from vehicles: Thefts of items from motor vehicles. The category includes breaking into vehicles (e.g., smashing a window), unlocked entry, and thefts of items from a vehicle's exterior, such as pickup truck beds. Note that thefts of vehicle parts are in a separate category.

Thefts of vehicle parts: Theft of parts or accessories from motor vehicles, including wheels, license plates, and engine parts.

Threats: Threats to commit physical violence by one person against another. If any weapon is actually displayed or employed, or if an assault is actually attempted, the crime is categorized as a simple or aggravated assault instead.

Trespassing: Illegal entry to a non-public part of a residence or business. Such entry is rarely to the *interior* of the property, or it would be coded as burglary instead. Most reportable incidents of trespassing are either after notice (e.g., a repeat shoplifter who is ordered not to return to a store) or at posted locations (e.g., construction sites, abandoned buildings).

Vandalism: Destruction or defacement of public property, buildings, vehicles, or personal property.

Violent crime: An aggregate category that sums totals for murder, sexual assault, kidnapping, robbery, aggravated assault, simple assault, and threats.

Weapon offenses: Possession, sale, or manufacturing of illegal weapons. This is often an additional offense discovered by police during arrests for other crimes.

Call for service definitions

Calls for service include both criminal and noncriminal police incidents and activities. In the case of criminal activities, such incidents receive a longer, more detailed report in the police records management system, and it so it makes more sense to analyze them using the crime categories above than in their original call-for-service form. Thus, the only incident types we have selected for analysis in this report are noncriminal. Definitions of those types appear below. Because the police officer does not usually write a full report for calls for service, the dataset available for analysis is more limited.

Administrative: A wide variety of call types that have to do with the administration of a police department, such as delivery of documents to businesses or other government facilities, attendance at meetings, vehicle maintenance, or even meal breaks. Agencies use their call-for-service systems to document such activities so that, later, they can determine what a particular officer or unit was doing at a particular time, although the incidents

are not truly “calls for service.” Practices differ significantly between police agencies as to what is reported under this category, and it is generally not useful for analysis.

Alarm: A burglar, panic, or medical alarm that required a response but (probably) turned out to be false or would have a different final code.

Animal complaint: Calls involving sick, dangerous, or wild animals, animals in danger (e.g., left in a hot or cold car), or loose or noisy pets.

Assist other agency: A call type that involves rendering aid to a neighboring police or other government agency for any number of purposes, including serious crimes, fire and medical issues, and traffic issues.

Crime enforcement: Any number of pro-active police activities meant to deter crime, generally taking the form of a “directed patrol” to a particular location during a peak time for criminal activity (based either on citizen complaints or internal analysis). Though not a technical “call for service,” such incidents are recorded in the CAD database to document the officer’s activity.

Disabled vehicle: A call for service for a vehicle suffering physical or mechanical trouble, usually broken down in an active roadway.

Disturbance: Any of a variety of types of disorderly conduct, disputes, fights, and excessive noise.

Domestic dispute: A dispute between family members, spouses, or intimate partners that has not risen to the level of physical violence.

General service: Minor calls for service that involve rendering aid to residents and visitors for a variety of issues such as giving directions, installing car seats, dealing with lockouts, and providing physical aid.

Gunshots: Reports of gunshots fired, whether phoned in by a resident or received from automatic detection services.

Hunting: Reports of hunters hunting off-season, in protected areas, with illegal gear, or in an unsafe manner.

Lost property: Calls for service involving lost personal property such as wallets and mobile phones. If there is any indication of theft, these incidents are typically reported under the appropriate crime category.

Medical aid: All calls for medical aids except unattended deaths and overdoses. Police responses only are included in the figures in this report.

Missing person: a runaway or other missing person.

Prisoner transport: documentation of a police agency transporting an arrested person from one facility to another.

Psychological issue: Calls for service involving individuals with mental health issues.

Suspicious activity: Any suspicious person, vehicle, or other activity, whether identified by an officer or citizen.

Traffic collision: A collision involving at least one motor vehicle.

Traffic complaint: Complaint about reckless driving, illegal or unsafe parking, or other traffic issues.

Trespassing: Trespassing on private or public property.

Vehicle stop: An officer pulls over a vehicle for a moving or equipment violation.

Warrant service: a call type that documents the service, or attempted service, of an arrest warrant or search warrant. The category is entirely police-directed.

Youth disorder: Disorderly incidents involving youths congregating, skateboarding, making noise, and so forth.

Offense types by associated crime category

Offense	Category
Aggravated Assault	Violent Crime
All Other	Other Crime
Arson	Property Crime
Auto Theft	Property Crime
Bad Checks	Property Crime
Burglary	Property Crime
Credit Card Fraud	Property Crime
Disorderly	Societal Crime
Drug Equipment Offense	Drug/Alcohol Crime
Drug Offense	Drug/Alcohol Crime
Drunk Driving	Drug/Alcohol Crime
Drunkenness	Drug/Alcohol Crime
Employee Theft	Property Crime
Extortion	Property Crime
Family Offenses	Other Crime
Forgery	Property Crime
Fraud/Con Games	Property Crime
Gambling	Societal Crime
Identity Theft	Property Crime
Kidnapping	Violent Crime

Offense	Category
Liquor Law Violations	Drug/Alcohol Crime
Murder	Violent Crime
Other Thefts	Property Crime
Peeping Tom	Other Crime
Pornography	Societal Crime
Prostitution	Societal Crime
Robbery	Violent Crime
Runaway	Other Crime
Sexual Assault	Violent Crime
Shoplifting	Property Crime
Simple Assault	Violent Crime
Statutory Rape	Other Crime
Stolen Property Offense	Property Crime
Thefts from Buildings	Property Crime
Thefts from Vehicles	Property Crime
Thefts of Vehicle Parts	Property Crime
Threats	Violent Crime
Trespassing	Other Crime
Vandalism	Property Crime
Weapon Offenses	Societal Crime

Dispatch #	Agency	Call Date	Call Type	Caller	Primary Officer	Location	Incident Report #
2022-05309	Plainville Police Department	01/22/2022 04:25	911 OPEN LINE	- (617) 879-8495	Cohen, Wayne - Patrolman (Badge #: 341)	301 WASHINGTON ST, PLAINVILLE	
2022-04615	Plainville Police Department	01/19/2022 14:18	PARKING TRAFFIC COMPLAINT		Connolly, Justin - Patrolman (Badge #: 351)	301 WASHINGTON ST, PLAINVILLE	
2022-04336	Plainville Police Department	01/18/2022 13:12	MEDICAL EMERGENCY - SICK/GENERAL ILLNESS	KARL MOORE - 508-576-4539	Webber, Matthew - Patrolman (Badge #: 343)	301 WASHINGTON ST, PLAINVILLE	
2022-03653	Plainville Police Department	01/15/2022 14:49	PARKING TRAFFIC COMPLAINT		Cuddy, Michael - Patrolman (Badge #: 345)	301 WASHINGTON ST, PLAINVILLE	
2022-02182	Plainville Police Department	01/09/2022 17:01	911 OPEN LINE	DIANA - (857) 318-2956	Fontes, Steve - Detective (Badge #: 331)	301 WASHINGTON ST, PLAINVILLE	
2022-02144	Plainville Police Department	01/09/2022 13:27	FOUND PROPERTY	ARMEN JEGHELIAN - 781-679-4343	Mclaughlin, John E - Detective (Badge #: 332)	301 WASHINGTON ST, PLAINVILLE	
2022-00865	Plainville Police Department	01/04/2022 11:25	PROPERTY/BUILDING/SECTOR CHECK		Mclaughlin, John E - Detective (Badge #: 332)	301 Washington Street, Plainville	
2022-00619	Plainville Police Department	01/03/2022 14:33	MOTOR VEHICLE STOP		Moses, James - Patrolman (Badge #: 346)	301 WASHINGTON ST, PLAINVILLE	
2022-00603	Plainville Police Department	01/03/2022 12:54	MEDICAL EMERGENCY - BACK PAIN	JASON OYOLA - (774) 641-3646	Cuddy, Michael - Patrolman (Badge #: 345)	301 WASHINGTON ST, PLAINVILLE	
2021-71699	Plainville Police Department	12/31/2021 16:23	VEHICLE LOCK OUT		Flanagan, Ryan Q - Patrolman (Badge #: 344)	301 WASHINGTON ST, PLAINVILLE	
2021-70738	Plainville Police Department	12/27/2021 14:32	VEHICLE LOCK OUT		Cuddy, Michael - Patrolman (Badge #: 345)	301 WASHINGTON ST, PLAINVILLE	
2021-69979	Plainville Police Department	12/23/2021 22:06	VEHICLE LOCK OUT		Smolinsky, David - Detective (Badge #: 333)	301 WASHINGTON ST, PLAINVILLE	
2021-69655	Plainville Police Department	12/22/2021 14:47	VEHICLE LOCK OUT		Cerce, Chad - Patrolman (Badge #: 347)	301 WASHINGTON ST, PLAINVILLE	
2021-67875	Plainville Police Department	12/15/2021 12:47	911 HANG UP	GERALD ROCCO - (508) 369-9460	Fontes, Steve - Detective (Badge #: 331)	301 WASHINGTON ST, PLAINVILLE	
2021-67824	Plainville Police Department	12/15/2021 07:57	MV CRASH - NO INJURY REPORTED	chris colon - (401) 569-0549	Floyd, James S.K. - Chief (Badge #: 321)	301 WASHINGTON ST, PLAINVILLE	
2021-67756	Plainville Police Department	12/14/2021 23:41	ERRATIC OPERATOR	Ward - 617-946-3080	Higgins, Sean - Patrolman (Badge #: 350)	301 WASHINGTON ST, PLAINVILLE	
2021-66970	Plainville Police Department	12/11/2021 14:15	FIRE - ALARM		Scully, Brian - Patrolman (Badge #: 360)	301 WASHINGTON ST, PLAINVILLE	
2021-65500	Plainville Police Department	12/04/2021 20:00	MEDICAL EMERGENCY - UNCONSCIOUS UNRESPONSIVE SYNCOPE		Mclaughlin, John E - Detective (Badge #: 332)	301 WASHINGTON ST, PLAINVILLE	
2021-65451	Plainville Police Department	12/04/2021 16:12	PROPERTY/BUILDING/SECTOR CHECK		Mclaughlin, John E - Detective (Badge #: 332)	301 Washington Street, Plainville	
2021-64325	Plainville Police Department	11/30/2021 00:43	LARCENY	Luicia Diaco - (508) 369-1090	Cuddy, Michael - Patrolman (Badge #: 345)	301 WASHINGTON ST, PLAINVILLE	
2021-63637	Plainville Police Department	11/26/2021 20:41	MEDICAL EMERGENCY - SICK/GENERAL ILLNESS		Higgins, Sean - Patrolman (Badge #: 350)	301 WASHINGTON ST APT EMT ROOM, PLAINVILLE	
2021-63546	Plainville Police Department	11/26/2021 14:26	911 OPEN LINE	- (781) 831-2867	Cerce, Chad - Patrolman (Badge #: 347)	301 WASHINGTON ST, PLAINVILLE	

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Dispatch #	Agency	Call Date	Call Type	Caller	Primary Officer	Location	Incident Report #
2020-00062501	Plainville Police Department	10/08/2020 14:24	MOTOR VEHICLE STOP		Flanagan, Ryan Q - Patrolman (Badge #: 344)	301 WASHINGTON ST, PLAINVILLE	
2020-00062088	Plainville Police Department	10/07/2020 17:23	MOTOR VEHICLE CRASH - INJURY REPORTED	KERRY FLAHERTY - 508-216-5424	Higgins, Sean - Patrolman (Badge #: 350)	301 WASHINGTON ST, PLAINVILLE	

HOST COMMUNITY AGREEMENT

**By and Between the Town of Plainville, Massachusetts
and
Ourway Realty, LLC**

This Agreement ("Agreement") is made and entered into as of July 8, 2013 (the "Effective Date"), by and between the Town of Plainville, Massachusetts (the "Town" or "Plainville"), a municipality in the Commonwealth of Massachusetts, and Ourway Realty, LLC, doing business as Plainridge Racecourse ("Plainridge" and, collectively with the Town, the "Parties").

RECITALS

The following are the recitals underlying this Agreement:

Plainridge currently operates a harness racing and simulcasting facility located on property comprised of 88.9± acres, known and numbered as 301 Washington Street, Plainville, MA (the "Project Site").

Plainridge has filed an initial (phase 1) application to the Massachusetts Gaming Commission (the "Commission") for a Category II gaming license and intends to file a final (phase 2) application, and plans to expand the existing facility to develop a gaming addition to contain One Thousand Two Hundred and Fifty (1250) slot machines on the Project Site (the "Project").

The Town believes that the Project will bring economic development to the Town, creating new jobs for residents and new sources of income for the Town, and accordingly, the Town desires to support Plainridge in the development of the Project.

Plainridge desires to mitigate impacts from the development and operation of a gaming establishment through the means described herein in accordance with Chapter 194 of the Acts and Resolves of 2011 (the "Massachusetts Gaming Act" or the "Act").

Subject to a Town-wide referendum ballot to authorize the operation in the Town of a gaming establishment licensed by the Massachusetts Gaming Commission, Plainridge and the Town desire to enter into this Agreement to set forth the conditions to have a gaming establishment located within the Town, in satisfaction of G.L. c.23K, § 15(8).

Accordingly, the Parties for good and valuable consideration, the receipt of which is hereby acknowledged, enter into this Agreement to effectuate the purposes set forth above and to be bound by the provisions set forth below:

Section 1. Definitions

Any term used herein that is defined in Section 2 of Chapter 23K of the General Laws shall be given such definition for purposes of this Agreement.

The term "Full Commencement of Operations" shall mean the first date upon which a Category II gaming establishment is open for commercial business at the Project Site with a minimum of 800 slot machines in operation.

The term "Initial Limited Operations" shall mean the period of time beginning on the date upon which a Category II gaming establishment is open for commercial business at the Project Site with less than 800 slot machines in operation and ending upon Full Commencement of Operations. It is understood and agreed that Initial Limited Operations may not commence without having first obtained the permits and approvals necessary for such operations or without Plainridge having completed the transportation improvements required under Section 5 hereof.

Section 2. Payments to the Town

1. Project Planning Payments

Subject to the budget and approval process set forth below, Plainridge has agreed to pay all the Town's reasonable and direct costs (including but not limited to planning and peer review costs and legal fees) of determining the impacts of the Project and negotiating this Agreement and related agreements, as well as other reasonable and direct costs incurred by the Town in connection therewith (including but not limited to reasonable costs incurred in connection with holding a ballot election, communicating with/appearing before the Commission in connection with Plainridge's license application, and participating in other permitting activities and proceedings relative to the Project). The Town shall prepare and submit to Plainridge a budget(s) for all costs for which the Town will seek payment or reimbursement hereunder, which budget(s) shall be subject to Plainridge's review and approval and which approval shall not be unreasonably withheld or delayed. Any costs not included in the approved budget(s) shall require the separate prior approval of Plainridge. The Town shall also provide Plainridge with advance copies of any proposal, contract and scope of work for such consultants. The Town shall provide reasonable substantiation and documentation for any and all costs paid for or reimbursed by Plainridge pursuant hereto but shall not be required to divulge privileged billing entries by its legal counsel.

The parties have agreed that such funding will be made through Plainridge's initial license application fee to the Commission and such further payments as may be necessary to cover the Town's costs. The parties agree to cooperate in ensuring payment of such costs through the Commission. Such payments may be made through the letter of authorization and grant agreement process established by the Commission and/or through such alternative payment arrangements as may be agreed upon by the parties. Plainridge

recognizes that its obligations hereunder will not be affected by any action/inaction of the Commission in failing to timely fund the Town's costs. In such event, the parties will make alternative arrangements to have such costs paid by Plainridge, either directly to the Town or directly to the independent consultants/vendors retained by the Town.

2. Annual Tax Payments

The Parties agree that the target annual real and personal tax payments (excluding motor vehicle excise taxes and personal property taxes assessed to third party tenants of the Project) shall equal One Million Five Hundred Thousand Dollars (\$1,500,000) following Full Commencement of Operations, which amount shall increase at the rate of two and one half percent (2.5%) per annum (the "Required Tax Payment"). The Required Tax Payment shall be prorated the year in which Full Commencement of Operations begins.

Plainridge shall be assessed and billed real and personal property taxes in the normal course of the Town's business operations, and shall pay such assessments as required by law. Following Full Commencement of Operations, if the total amount of real and personal property taxes (excluding motor vehicle excise taxes and personal property taxes assessed to third party tenants of the Project) assessed to the Project in a fiscal year total less than the Required Tax Payment, the differential shall be paid to the Town by June 30 of the fiscal year in which such tax is assessed. If the total amount of real and personal property taxes (excluding motor vehicle excise taxes and personal property taxes assessed to third party tenants of the Project) total more than the Required Tax Payment, Plainridge shall pay the full amount assessed, and the differential shall be deducted from the Host Community Payments required under Section 2.4 hereof, beginning with the next payment due following such excess payment. Prior to making such deduction, Plainridge shall send written notice to the Town, which notice shall set forth the amount of the deduction Plainridge intends to take and calculations supporting such position. The Required Tax Payment shall be Five Hundred Thousand Dollars (\$500,000) during Initial Limited Operations (if any). The Required Tax Payment shall continue during all periods that Plainridge (or any parent, subsidiary or related entity) may operate the Project Site as a Category II gaming facility.

The Required Tax Payment is based on the Project substantially as proposed, containing approximately One Hundred Fifty-Six Thousand (156,000) square feet of building area (excluding parking structures, barns or structures to support harness racing). The Parties recognize that the Project may change and Plainridge may undertake new construction after the Full Commencement of Operations ("New Construction") and the Required Tax Payment with annual increases will apply notwithstanding such changes, including any increase to the Project and building area. However, if total square footage of the Project building area (including New Construction, but excluding parking structures, barns or structures to support harness racing) exceeds One Hundred Seventy Thousand (170,000) square feet (the "Area Cap"), then the Required Tax Payment shall increase proportionately to the ratio the total square footage of the Project Area, and such increased payment shall

be based upon the full increase in area above the initial proposal of One Hundred Fifty-Six Thousand (156,000) square feet of building area. Such increase shall be prorated in the year of completion of the construction causing the total Project area (excluding parking structures, barns or structures to support harness racing), to exceed the Area Cap.

3. Community Impact Fee

Plainridge shall pay an annual community impact fee to the Town in the sum of One Hundred Thousand Dollars (\$100,000) (the "Impact Fee"). The Impact Fee shall continue for as long as Plainridge (or any parent, subsidiary or related entity) owns, occupies, controls and/or operates at the Project Site as a Category II gaming facility. Such payments shall be paid to the Town in equal quarterly amounts on January 1, April 1, July 1, and October 1, of each year, with the first payment due on the first such date following issuance by the Gaming Commission of a Category II license for the Project.

The payments called for under this paragraph shall increase proportionally based upon any future expansion of the Project, including any increase in the number of slot machines above One thousand two hundred and fifty (1250).

4. Host Community Payments

Plainridge shall pay to the Town an annual Host Community Payment. The Host Community Payment shall be paid according to the following schedule during all periods as described below that Plainridge may operate the site as a Category II gaming facility:

- a) Upon Initial Limited Operations, Plainridge shall pay the Town one and one-half percent (1.5%) of Gross Gaming Revenues (as defined in the Act), payable monthly installments, until Full Commencement of Operations.
- b) For the first five (5) years following Full Commencement of Operations, Plainridge shall make annual payments totaling Two Million, Seven Hundred Thousand Dollars (\$2,700,000) in equal monthly installments, due and payable on the tenth day of each month, in arrears. The first such payment shall be made within ten (10) days after the first month of Full Commencement of Operations and shall be prorated based upon the number of days in the previous month after Full Commencement of Operations. The payments called for under this paragraph 4(b) shall increase proportionally for any increase in the number of slot machines above One thousand two hundred and fifty (1250).
- c) For the sixth through tenth (6-10) years following Full Commencement of Operations, Plainridge shall make monthly payments in the amount of one and one-half percent (1.5%) of Gross

Gaming Revenue (as defined under the Act). Said amount shall be paid in arrears on or before the tenth day of each month, representing one and one-half percent (1.5%) of Gross Gaming Revenue for the preceding calendar month.

- d) Beginning with the eleventh (11th) year following Full Commencement of Operations, and for each year thereafter, Plainridge shall make monthly payments in the amount of two percent (2%) of Gross Gaming Revenue. Said amount shall be paid in arrears on or before the tenth day of each month, representing two percent (2%) of Gross Gaming Revenue for the preceding calendar month.

5. Live Racing and Simulcasting Payments. To the extent the Commonwealth of Massachusetts (i) decreases the tax rate on funds wagered on live racing and simulcasting (the "Handle") and/or assessments on Plainridge (collectively "Racing Taxes and Assessments"), the effect of which is to reduce the Racing Taxes and Assessments paid by Plainridge to the Commonwealth (a "Tax Reduction"), and (ii) decreases the percentage of Handle from Plainridge directed by statute or regulation to the Town from 0.35%, then Plainridge shall pay the Town an amount that equates to such reduced percentage directed to the Town up to (but not to exceed) that amount derived from the savings resulting from the Tax Reduction.

To the extent the Commonwealth is required by law or regulation to direct a portion of the Racing Taxes and Assessments to the Town, Plainridge shall cooperate with the Town to ensure the Commonwealth pays such amounts as so required.

6. Meals Tax Revenues. Plainridge shall be responsible to collect and remit to the Town any local meals and hotel/room occupancy taxes in accordance with applicable law.

7. Motor Vehicle Excise Taxes. Plainridge shall principally garage all vehicles owned by it and used in connection with the Project in the Town, so that excise taxes shall be paid to the Town consistent with applicable law.

8. Permit Fees. Plainridge agrees to pay to the Town all permitting and inspection fees in connection with the construction of the Project as published by the Town and in existence as of January 1, 2013, including but not limited to building permit fees. Plainridge acknowledges that it is aware of such existing fee schedules, acknowledges such fee schedules are valid, and hereby waives any claim to the contrary.

9. Late Payment Penalty. Plainridge acknowledges that time is of the essence with respect to its timely payment of the amounts required under Sections 2.2, 2.3 and 2.4. hereunder. In the event any such payment remains unpaid ten (10) business days following the due date thereof, Plainridge shall pay the Town a penalty of five percent (5%) of such required payment.

Section 3. Workforce Development; Local Hiring Preference

A. Construction Jobs

Plainridge estimates the need for approximately 300 direct and indirect positions for the construction and fit-out of the Project. Plainridge will work in a good faith, legal and non-discriminatory manner with the Project's construction manager to give preferential treatment to qualified Plainville residents for contracting, subcontracting and servicing opportunities in the development and construction of the Project.

B. Permanent Jobs

Plainridge estimates the creation of 400 full-time permanent jobs at the Project. In seeking to fill vacancies at the Project, Plainridge will give priority to properly qualified residents of the Town.

Prior to beginning the process of hiring employees (other than current employees at the Project Site) for the Project, Plainridge shall advertise and hold one event at a venue to be approved by the Town, at which it will publicize its hiring needs and explain to attendees the process by which they may seek to be hired in connection with the Project.

Section 4. Total Investment/Project Development

Plainridge shall make at least the minimum capital investment required under the Act and shall use all commercially reasonable efforts to complete construction of the Project within two (2) years after the Commission's issuance of a Category II license for the Project.

Section 5. Transportation Improvements

Plainridge agrees and commits to work with the Town of Plainville Planning Board, in consultation with its expert traffic consultant(s), in connection with Plainridge's application for modification of an existing special permit governing use of the Project Site, to mitigate traffic impacts associated with the Project, as required by the Planning Board and/or the Commission. Without waiving any right to appeal, Plainridge shall abide by and pay for traffic mitigation projects as required by such special permit.

Section 6. Responsible Gaming in Plainville

Plainridge is a founding member and current board member of Massachusetts Partnership on Responsible Gambling. As such, Plainridge recognizes that, while gaming is an enjoyable leisure and entertaining activity for most, there is a small percentage of the population that cannot game responsibly. Therefore, Plainridge will implement a

Responsible Gaming Plan at the Project, the goal of which shall be to ensure that those people who cannot game responsibly get the help they need and to make sure that people who can game responsibly understand the importance of gaming responsibly.

Plainridge will accomplish the responsible gaming goals by: (1) educating its employees and providing information to patrons about the odds of games and how to make responsible gaming decisions; (2) promoting responsible gaming in daily operations; and (3) supporting public awareness of responsible gaming.

Section 7. Town Obligations

In consideration of the mitigation measures to be undertaken by Plainridge, and in further recognition of the many benefits the Project will bring to the Town, Plainville shall do the following:

A. The Plainville Town Selectmen shall formally approve the holding of an election pursuant to Section 15(13) of the Act prior to a positive determination of suitability having been issued by the Gaming Commission, so that qualified Plainville residents can vote on a ballot question to support or reject this Agreement and, by extension, the Project. The Town Selectmen shall schedule such election on or before September 10, 2013, provided holding the election on such date is not in direct violation of state law or any duly promulgated regulation of the Massachusetts Gaming Commission. If the election is not so permitted to be held on or before September 10, 2013, it shall be held as soon as practicable thereafter on a mutually acceptable date as soon as permitted under applicable state law and regulations.

B. The Town shall exercise best efforts to petition the Commission for monies made available under the Act, including, but not limited to, those monies in the Community Mitigation Fund and the Transportation Infrastructure Development Fund.

Section 8. Agreement Not Transferrable or Assignable

Plainridge shall not transfer or assign its rights or obligations under this Agreement without prior written authorization of the Town, which will not unreasonably be withheld, delayed or conditioned. Plainridge shall provide information relating to any such successor in advance of any such transaction as required by the Commission. Any assignee of or successor in interest to Plainridge shall be bound by the terms of this Agreement to the fullest extent allowed by law.

Section 9. Choice of Law/Forum Selection

This Agreement shall be governed by, and construed in accordance with, the laws of the Commonwealth of Massachusetts, without regard to the conflict of laws provisions in such state. Any dispute arising under or in connection with this Agreement shall be within the exclusive jurisdiction of the Massachusetts Superior Court for Norfolk County.

If the Town is the prevailing party in any such action, it shall recover its litigation costs (including counsel fees and expert witness fees).

Notwithstanding the foregoing provisions for forum selection, the parties to this Agreement agree that before resorting to any formal dispute resolution process concerning any dispute arising from or in any way relating to this Agreement, they will first engage in good faith negotiations in an effort to find a solution that serves their respective and mutual interests.

Section 10. Miscellaneous

A. No Third Party Beneficiaries. No provisions of this Agreement shall be construed in any manner so as to create any rights in any third parties not party to this Agreement. The Agreement shall be interpreted solely to define specific duties and responsibilities between the Town and Plainridge, and shall not provide any basis for claims of any other individual, partnership, corporation, organization or municipal entity.

B. Relationship of the Parties. None of the provisions of this Agreement is intended to create, nor shall be deemed or construed to create, any relationship between the Parties other than that of independent parties contracting with each other for purposes of effecting the provisions of this Agreement. The Parties are not, and will not be construed to be, in a relationship of joint venture or partnership. Neither Party has the authority to make any statements, representations or commitments of any kind on behalf of the other Party, or to use the name of the other Party in any publication or advertisements, except with the written consent of the other Party.

C. Force Majeure. Plainridge shall not be considered to be in default in the performance of its obligations under this Agreement to the extent that performance of any such obligation is prevented or delayed by a Force Majeure Event (as defined below). If Plainridge is prevented or delayed in the performance of any such obligation by a Force Majeure Event, it shall provide reasonable notice to the Town of the circumstances preventing or delaying performance and the expected duration thereof, if known. For the purposes of this Agreement, a Force Majeure Event is any circumstance not within the reasonable control, directly or indirectly, of the Party affected and includes, but is not limited to, the following: strikes or other significant labor disputes; significant supply shortages; adverse weather conditions and other acts of nature; acts of God, fire, other substantial property damage or any condition that prevents or significantly interferes with the operations of Plainridge's gaming establishment; significant subsurface conditions; riot or civil unrest; the forced closure of all gaming establishments by the Commonwealth of Massachusetts or the Massachusetts Gaming Commission; and actions or failures to act of any governmental authority or agency.

D. Integration Clause. This Agreement and any attachments hereto constitute the entire agreement between the parties. No agents, representative, employee or officer of the Town or Plainridge has authority to make, or has made, any statement, agreement or representation, oral or written, in connection with this Agreement which in any way can be deemed to modify, add to or detract from, or otherwise change or alter its terms

and conditions. No negotiations between the Parties, nor any custom or usage, shall be permitted to modify or contradict any of the terms and conditions of this Agreement. No modifications, alterations, or changes to this Agreement or any of its terms shall be valid or binding unless accomplished by a written amendment signed by all Parties in accordance with the terms herein.

E. Conditional on Town Vote and Grant of Category II Gaming License. Except for Plainridge's obligations under this Agreement with respect to payments made to or on behalf of the Town for legal and consulting services prior to and in connection with a Town vote pursuant to the Massachusetts Gaming Statute, Plainridge's obligations under this Agreement are subject to the affirmative vote of the Town's residents in a ballot vote pursuant to G.L. c.23K, §15(13) of the Act, and Plainridge's receipt of a Category II Gaming License to develop the gaming establishment at the Premises.

F. Exercise of Rights and Waiver. The failure of any party to exercise any right under this Agreement shall not, unless otherwise provided or agreed to in writing, be deemed a waiver thereof; nor shall a waiver by any Party of any provisions hereof be deemed a waiver of any future compliance therewith, and such provisions shall remain in full force and effect.

G. Severability. In the event that any clause, provisions or remedy in this Agreement shall, for any reason, be deemed invalid or unenforceable, the remaining clauses and provisions shall not be affected, impaired or invalidated and shall remain in full force and effect.

H. Headings and Construction. The section headings in this Agreement are inserted for convenience of reference only and shall in no way affect, modify, define, or be used in construing the text of the agreement. Where the context requires, all singular words in the Agreement shall be construed to include their plural and all words of neuter gender shall be construed to include the masculine and feminine forms of such words.

I. Counterparts. This Agreement may be executed in counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same Agreement.

J. Reporting/Documentation. Plainridge agrees to make such reports and provide such documentation as the Town may from time to time reasonably request to ensure compliance with the provisions of this Agreement.

K. Amendments. This Agreement may not be amended except in writing signed by Plainridge and the Plainville Board of Selectmen.

Section 11. Notices

Any notices, consents, demands, requests approvals or other communications issued under this Agreement shall be made in writing and shall be delivered by hand,

overnight delivery service or certified mail (return receipt requested), to the other party at the following addresses:

If to the Town: Board of Selectmen, Town of Plainville
Care/of Office of the Town Administrator
142 South Street
PO Box 1717
Plainville, MA 02762

With copy to: Jonathan M. Silverstein
Kopelman and Paige, P.C.
101 Arch Street, 12th Floor
Boston, MA 02110

If to PLAINRIDGE: Ourway Realty, LLC
301 Washington Street
Plainville, MA 02762
Attn: President

With copy to: Andrew D. Myers, Esq.
Davis, Malm & D'Agostine, P.C.
One Boston place, 37th Floor
Boston, MA 02108

IN WITNESS WHEREOF, the Parties hereto have duly executed this Agreement to be effective as of the date first above written.

Town of Plainville, Massachusetts

Ourway Realty, LLC

By: [Signature]
Title: Chairman, Bd of Selectmen

By: [Signature]
Title: President

By: [Signature]
Title: Selectman

By: [Signature]
Title: Selectman

Summary of Key-Points Within the Plainridge Host Community Agreement

Financial

- Plainridge to pay for all consulting and legal costs incurred by the Town as part of the licensing process subject to budgetary review
- Plainridge to pay \$1,500,000 in real and personal property taxes upon full commencement of gaming. The tax payment will increase 2 ½ % per year, and increase further upon the construction of any additional space beyond 170,000 square feet.
- Plainridge to pay the Town \$100,000 annually as a Community Impact Fee. The Community Impact Fee will be increased proportionally if slot machine count is ever permitted to exceed 1,250.
- Plainridge to pay the following Host Community Payments:
 - \$2,700,000 annually for the first five (5) years of full operation which will be increased proportionally if slot machine count is permitted to exceed 1,250 during this period.
 - 1.5% of Gross Gaming Revenue during years six through ten (6-10) which is estimated to equate to approximately \$2,300,000 annually
 - 2.0% of Gross Gaming Revenue starting in year eleven (11) and thereafter which is estimated to equate to approximately \$3,300,000 annually
- Plainridge will continue to pay Live Racing and Simulcasting Payments directly to Plainville in the event the State of Massachusetts discontinues to assess the current 0.35% tax.
- Plainridge agrees to the validity and payment of all building permit fees which are estimated to be \$816,000.

Employment

- 300 Construction related positions
- 400 Full-time positions once full operations commence
- Employment preference to be given to qualified Plainville residents
- Plainridge to schedule a dedicated hiring event for Plainville residents

Transportation

- Traffic improvements to be consistent with requirements of the Planning Board's Special Permit

Responsible Gaming

- Plainridge will implement a Responsible Gaming Plan which will incorporate:
 - Education of employees and patrons on odds of games and responsible gaming decisions
 - Promotion of responsible gaming in daily operations
 - Support of public awareness of responsible gaming

Miscellaneous

- Agreement allows for "Initial Limited Operations" if allowed by the Massachusetts Gaming Commission. All transportation improvements and requirements of the Planning Board's Special Permit would have to be met first.
- "Initial Limited Operations" defined as anything less than 800 slot machines.
- If the "Initial Limited Operations" option is exercised, the Town will be paid 1.5% of Gross Gaming Revenue during that period.
- During the "Initial Limited Operations" period, property and personal property tax would be \$500,000



January 24, 2022

To Whom It May Concern:

It is with excitement and hopefulness that I write this letter in support of the Plainville Police Departments request for the Specific Impact Grant as it would provide funding for a Community Resource Officer. Working firsthand in these communities and with these police departments, I can unequivocally express the need for trained community resource officer.

The SAFE Coalition is a judgement free community organization relentlessly committed to educating and supporting those affected by substance use disorder across southeastern Massachusetts. Staffed by trusted, trained professionals and peer support volunteers, SAFE compassionately empowers individuals and their loved ones by breaking down barriers to treatment and emotional support in a way that inspires success on the journey to recovery. While our office is in Norfolk, we also directly support 12 local communities including Wrentham and Plainville.

Over the last two years, the Plainville Police Department has done an incredible job honoring a previous grant which allowed for the training and support of a Community Resource Officer. This officer has working in the school systems, has had the opportunity to engage with individuals and families within the town, and work hand in hand with town officials to produce supportive alliances between the police and its citizens. This officer has also been encouraged to understanding the new cannabis businesses and zoning spaces, manage the events at the casino, and provide support to an increase in interstate visitors and traffic. The work of the Community Resource Officer can be seen in the public through their support of the department, the rapport with the youth in the school systems, and the real trust by those most vulnerable in the community.

It is with excitement and for the safety of the community that I endorse and support this Specific Impact Grant related to a Community Resource Officer. Thank you for this consideration.

Warmly,

Jennifer Levine
Executive Director, co-founder
SAFE Coalition
Jknight-levine@safecoalitionma.org
858-952-8120

The Commonwealth of
Massachusetts
State House, Boston, 02133-1053



SHAWN C. DOOLEY
State Representative
9th Norfolk

Room 473B, State House
TEL. (617) 722-2263
Shawn.Dooley@mahouse.gov

January 31, 2022

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

Dear Massachusetts Gaming Commission,

I am writing to you today as the State Representative for the Town of Plainville in support of the town's application for a Specific Impact Grant. This grant would help the town to fund a Community Resource Officer for two years.

Currently, the Town of Plainville is understaffed with their police force. Through the help of this grant, the Town hopes to increase their focus on community policing with an additional officer. With this Community Resource Officer, Plainville hopes to have their officers be familiar and friendly faces in the town so as to increase social trust and legitimacy within the community. In addition, they want to be able to train their officers better in crisis prevention and partnerships within the community, oriented towards the opioid crisis.

The Town of Plainville is aiming to replenish its police force after experiencing a 25% reduction in personnel. This grant would be of huge assistance to the town, as the police force is stretched thin, more officer not fewer will help keep the community safer. It is for this reason that I support this application and again respectfully urge you to select it for funding.

Sincerely,

A handwritten signature in blue ink, appearing to read "Shawn C. Dooley".

SHAWN C. DOOLEY
State Representative
9th Norfolk District



Addendum F

The Commonwealth of Massachusetts

OFFICE OF THE DISTRICT ATTORNEY
FOR THE NORFOLK DISTRICT

MICHAEL W. MORRISSEY
DISTRICT ATTORNEY

45 SHAWMUT ROAD
CANTON, MA 02021
(781) 830-4800
FAX (781) 830-4801

January 25, 2022

Chief James Floyd
Plainville Police Department
194 South Street
Plainville, MA 02762

Re: Support for your Specific Impact Grant to obtain a Community Resource Officer

Dear Chief Floyd:

I write in strong support of your Specific Impact Grant Application offered by the Massachusetts Gaming Commission to obtain funds for a Community Resource Officer. As Norfolk District Attorney, I recognize the value now more than ever for effective and highly trained response to mental health and substance use driven calls for service. Plainville, one of the twenty-eight communities which comprise Norfolk County, would benefit greatly from this addition.

I am grateful for the partnership my office shares with your department. The investment of time and resources in having officers well-trained and prepared to respond to mental and behavioral health calls and working with our most vulnerable populations has served your community well. Having a dedicated Community Resource Officer will strengthen existing relationships with community partners and residents, thereby increasing access to local treatment and recovery resources.

Building trusted relationships between law enforcement and community members has long been recognized as a valuable tool in crime prevention, and I applaud your efforts to add a Community Resource Officer to your department.

Sincerely,

A handwritten signature in blue ink, appearing to read "Michael W. Morrissey".

Michael W. Morrissey
District Attorney

JAKE AUCHINCLOSS

4TH DISTRICT, MASSACHUSETTS

**HOUSE COMMITTEE ON
TRANSPORTATION & INFRASTRUCTURE**

SUBCOMMITTEE ON HIGHWAYS AND TRANSIT
SUBCOMMITTEE ON COAST GUARD AND
MARITIME TRANSPORTATION
SUBCOMMITTEE ON RAILROADS, PIPELINES,
AND HAZARDOUS MATERIALS

HOUSE COMMITTEE ON FINANCIAL SERVICES

SUBCOMMITTEE ON NATIONAL SECURITY,
INTERNATIONAL DEVELOPMENT AND MONETARY POLICY
SUBCOMMITTEE ON DIVERSITY AND INCLUSION



Congress of the United States
House of Representatives
Washington, DC 20515

1524 LONGWORTH HOUSE OFFICE BUILDING
WASHINGTON, DC 20515
PHONE (202) 225-5931
FAX (202) 225-0182

8 NORTH MAIN STREET
SUITE 200
ATTLEBORO, MA 02703

29 CRAFTS STREET
SUITE 375
NEWTON, MA 02458

auchincloss.house.gov
facebook.com/RepAuchincloss
twitter.com/RepAuchincloss
instagram.com/RepAuchincloss/

Addendum G

January 27, 2022

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

Dear Members of the Massachusetts Gaming Commission:

I write to express my support for the Town of Plainville's application for a Specific Impact Grant. If awarded, this grant will fund a Community Resource Officer within the Plainville Police Department for two years.

A Community Resource Officer will help alleviate strains caused by understaffing in the police force, which recently experienced a 25% reduction in personnel. The officer will train members of the force in crisis response with a focus on the opioid crisis, and they will bolster police relations with the community by making the force more accessible to the public. After the two-year grant period ends, the Town will continue funding the position.

I urge your full and fair consideration of the Town of Plainville's funding request. In a police force operating with limited resources, a Community Resource Officer will serve an integral role in keeping the community safe for residents and officers alike.

Sincerely,

Jake Auchincloss
Member of Congress

PLAINVILLE POLICE DEPARTMENT

Community Resource Officer

Monthly Patrol Cost

		Week #
January	\$16,872.00	1
February	\$13,357.00	2
March	\$12,654.00	3
April	\$13,357.00	4
May	\$16,872.00	5
June	\$12,654.00	6
July	\$12,654.00	7
August	\$16,872.00	8
September	\$13,357.00	9
October	\$16,169.00	10
November	\$12,654.00	11
December	\$14,060.00	12
		13
Total Cost	\$171,532.00	14
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Addendum H 1

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Addendum H 2

Sun	Mon	Tue	Wed	Thu	Fri	Sat	Weekly Total
703	703	703	703			703	\$3,515.00
703	703	703			703	703	\$3,515.00
703	703			703	703	703	\$3,515.00
703			703	703	703	703	\$3,515.00
		703	703	703	703		\$2,812.00
	703	703	703	703			\$2,812.00
703	703	703	703			703	\$3,515.00
703	703	703			703	703	\$3,515.00
703	703			703	703	703	\$3,515.00
703			703	703	703	703	\$3,515.00
		703	703	703	703		\$2,812.00
	703	703	703	703			\$2,812.00
703	703	703	703			703	\$3,515.00
703	703	703			703	703	\$3,515.00
703	703			703	703	703	\$3,515.00
703			703	703	703	703	\$3,515.00
		703	703	703	703		\$2,812.00
	703	703	703	703			\$2,812.00
703	703	703	703			703	\$3,515.00
703	703	703			703	703	\$3,515.00
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		703	703	703	703		\$2,812.00
	703	703	703	703			\$2,812.00
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703	703			703	703	703	\$3,515.00
703			703	703	703	703	\$3,515.00
		703	703	703	703		\$2,812.00
	703	703	703	703			\$2,812.00
703	703	703	703			703	\$3,515.00
703	703	703			703	703	\$3,515.00
703	703			703	703	703	\$3,515.00
703			703	703	703	703	\$3,515.00
		703	703	703	703		\$2,812.00
	703	703	703	703			\$2,812.00
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